

Registry Section

Trusteeship + Information from Non-Self-Governing Territories
United Nations Visiting Mission to East Africa

1/01/1957 - 31/12/1957

Unclassified

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10533 *Clear*

UNITED NATIONS

NATIONS UNIES

Trusteeship & Information from Non-Self-Governing Territories
International Trusteeship System

FILE NUMBER

NO. DU DOSSIER

TR 140 E. AF 1957

UNITED NATIONS VISITING MISSION
TO EAST AFRICA

1957

PART
PARTIE

FILE BEGINS

5/57

ENDS

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DOSSIER COMMENCE LE

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DATE	REFERRED TO TRANSMIS A	ROOM BUREAU NO.	P. A. B. F.	DATE	INIT.	DATE	REFERRED TO TRANSMIS A	ROOM BUREAU NO.	P. A. B. F.	DATE	INIT.
<i>1957</i>											
<i>21/5</i>	<i>M. Cohen</i>	<i>3327A</i>									
<i>22/5</i>	<i>Dr. Lianchhoff</i>										
<i>23/5</i>	<i>Mr. Rappaport</i>	<i>3310</i>	<i>PA</i>	<i>23/5</i>	<i>BLW</i>						
<i>26/5</i>	<i>Mr. Cohen</i>	<i>3327A</i>									
<i>11/6</i>	<i>Dr. Lianchhoff</i>		<i>PA</i>		<i>IN</i>						
<i>25/6</i>	<i>Chelchowski</i>	<i>2135</i>	<i>PA</i>	<i>2/7/57</i>	<i>ET</i>						
<i>17/7</i>	<i>Wierschhoff</i>	<i>333/A</i>	<i>PA</i>	<i>5/9/57</i>	<i>PL</i>						
<i>23/7</i>	<i>Wierschhoff</i>	<i>3331A</i>									
<i>24/8</i>	<i>Mr. Rappaport</i>	<i>3310</i>	<i>PA</i>	<i>4/11</i>	<i>AL</i>						
<i>5/9</i>	<i>Calhoun</i>										

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RECORDS RETIREMENT
(ROOM 2B-83B)

TR 140 E. AF 1957

NOS OF CONNECTED FILES

NOS DES DOSSIERS CONNEXES

FOR PREVIOUS CORRESPONDENCE, SEE

TRI 35/01 E. AF

FILE CLOSED AS OF 31 DECEMBER 1959

BEGINNING 19⁶⁰~~68~~ A PERIODIC FILE
WILL BE OPENED IF REQUIRED

[illegible]

MM/bh

TR E.A.
140 157
RECORDS CONTROL
42 001

21 October 1957

Dear Mr. Gidden,

Thank you for your letter of 16 October and
enclosures which will be handed to the Visiting Mission when
it arrives in New York on 23 October.

Yours sincerely,

H. Wieschhoff

B. O. B. Gidden Esq.
United Kingdom Delegation to the
United Nations
99 Park Avenue
New York 16, N.Y.

not in Registry

TR 140 E. Op. 57

RELATIVE CONTROL

24 SEP 1957

23 September 1957

Dear Sir,

I wish to acknowledge with thanks your letter of 21 September 1957 by which you transmitted the replies to questions submitted by the United Nations Visiting Mission to Trust Territories in East Africa when it visited the Trust Territory of Somaliland under Italian administration, and other relevant documents.

Sincerely yours,

H.A. Wieschhoff
Acting Director
Division of Trusteeship

Mr. Vittorio Zadotti
Counsellor
Permanent Mission of Italy to the
United Nations
527 Madison Avenue, 11th floor,
New York 22, N.Y.

PERMANENT MISSION OF ITALY
TO THE UNITED NATIONS

Tr 140 E.Af. '57

RECEIVED CONTROL

20 SEP 1957

97

A 2181

Dear Sir,

I am directed by the Italian Permanent Representative to the U.N. to transmit to you the attached documents containing the answers to questions raised by the United Nations Visiting Mission to East Africa Territories during their recent visit to the Trust Territory of Somaliland under Italian Administration.

I avail myself of this opportunity to renew to you, Sir, the expressions of my particular consideration.

SEP 21 1957

Vittorio Zadotti
(Vittorio Zadotti)
Counsellor

Dr. H.A. Wieschhoff
Director of the Trusteeship Division
U.N. Headquarters
New York, N.Y.

Rosita.

Mr. Rappaport has suggested that all
Lal Singh's letters should be removed
from the attached file and returned
to the Petitions Section to be kept in
his petition's case file (7/Pet-2/218). Will
you please arrange this.

Thanks.

Betty.

~~done~~

6 Nov '57
pl.

24 JUN 1957

TR.140/Eaf.57

Le 21 juin 1957.

Mon cher Leroy,

.....

Je t'envoie, en annexe, à titre privé, une copie de la lettre adressée ce jour à la délégation belge avec les noms des membres de la Mission de visite et l'itinéraire.

L'arrivée à Usumbura a été retardée parce que les Britanniques ont demandé à la Mission d'assister à la séance d'ouverture du Conseil législatif à Dar es Salaam le 17 septembre. Pour le reste, il n'y a pas de modifications, et je me suis borné à reprendre l'itinéraire suggéré par toi lors de ton passage à New York.

La grande différence d'avec les missions précédentes, c'est que le Ruanda-Urundi sera visité en dernier lieu, ce qui signifiera probablement une mission fatiguée, et désireuse de ne pas être soumise à un régime d'activités et de déplacements trop intensif.

Je suis à ta disposition pour tout renseignement supplémentaire que tu désirerais avoir au sujet de la Mission. Je serai à New York jusqu'à la fin du mois de juillet.

Cordialement à toi et à bientôt,

Jacques Rapoport,
Division de la tutelle.

Monsieur P. Leroy;
Commissaire provincial,
Usumbura,
Ruanda-Urundi.

RECORDS CONTROL

21 JUN 1957

/dw

TR.140/E.Af.57.

20 June 1957.

Sir,

With reference to your letter dated 20 April 1957, I wish to inform you that the United Nations Visiting Mission to East Africa is provisionally scheduled to arrive in Tanganyika on 10 August 1957 for a visit of approximately six weeks duration. The details of its itinerary, however, have not yet been settled, but, as soon as this has been done, you will be informed of the dates on which the Mission will be at Dar es Salaam.

Yours sincerely,

H.A. Wieschhoff
Principal Secretary,
United Nations Visiting Mission
to East Africa, 1957

Mr. H.O. Kallague,
P.O. Box 122,
Korogwe,
Tanganyika.

/dw

RECORDS CONTROL

21 JUN 1957

TR.140/E.AF.57.

20 June 1957.

Sir,

With reference to your letter dated 27 May 1957, I wish to inform you that the United Nations Visiting Mission to East Africa is provisionally scheduled to arrive in Tanganyika on 10 August 1957 for a visit of approximately six weeks duration. The details of its itinerary, however, have not yet been settled, but, as soon as this has been done, you will be informed of the dates on which the Mission will be at Moshi.

Yours sincerely,

H.A. Wieschhoff,
Principal Secretary,
United Nations Visiting Mission
to East Africa, 1957

Mr. L.T.S. Bower, Chairman,
Kilimanjaro West Farmers' Association,
P.O. Sarya Juu, via Moshi,
Tanganyika.

TR.140/E.AF.1957

13 June 1957.

Sir,

I have the honour to acknowledge the receipt of your letter No.289/80-04UN/57, dated 10 June 1957, informing the Secretary-General that U Tin Maung, Chief of the United Nations Division, Foreign Office, has been nominated by the Government of the Union of Burma as a member of the United Nations Visiting Mission to Trust Territories in East Africa.

This information has been transmitted to members of the Trusteeship Council by document T/1322/Add.3.

Accept, Sir, the assurances of my highest consideration.

B. Cohen
Under-Secretary for Trusteeship and
Information from Non-Self-Governing Territories

U Paw Htin,
Chargé d'affaires a.i.,
c/o Permanent Mission of Burma
to the United Nations,
888 Madison Avenue,
New York 21, N.Y.



B. Cohen

LEHIGH 5-1310

JUN 11 1957

Under-Secretary, TRI

PERMANENT DELEGATION OF BURMA TO THE UNITED NATIONS

888 MADISON AVENUE

NEW YORK 21, N. Y.

No. 289 /80-04UN/57

10 June 1957

JUN 11 1957

TR 140 E. H. 157

ACTION	
TO	<i>Mr. Cohen</i>
<input checked="" type="checkbox"/>	Index Completed
<input checked="" type="checkbox"/>	Index Wedged
<input checked="" type="checkbox"/>	Index Required

Excellency,

I have the honour to refer to the Visiting Mission to Trust Territories in East Africa in 1957, appointed by the Trusteeship Council at its nineteenth session, and to inform you that the Government of the Union of Burma have nominated the following Representative to serve on the Mission:

U Tin Maung
Chief of the United Nations Division
Foreign Office, Rangoon.

Please accept, Excellency, the assurances of my highest consideration.


(Paw Htin)
Charge d'Affaires a.i.

His Excellency
Mr. Dag Hammarskjold
Secretary-General
United Nations
New York, New York

FTL:MMW

RECORDS CONTROL

TR 140 E.Afr. ✓

7 JUN 1957
6 June 1957

Sir,

I have the honour to acknowledge the receipt of your letter of 4 June 1957 informing me that the Government of Australia has nominated Mr. R. N. Hamilton as a member of the 1957 Visiting Mission to East Africa.

This information will be transmitted to members of the Trusteeship Council by document T/1322/Add.2.

Accept, Sir, the assurances of my highest consideration.

Benjamin Cohen
Under-Secretary for Trusteeship and
Information from Non-Self-Governing
Territories

The Permanent Representative of Australia
to the United Nations
Room 4510
350 Fifth Avenue
New York 1, N.Y.

600
CABLE ADDRESS
AUSTUNAT. NEW YORK

TELEPHONE
LONGACRE 5-5050



B. Cohen

AUSTRALIAN MISSION
TO
THE UNITED NATIONS
Under-Secretary, 1944
4510 EMPIRE STATE BUILDING
NEW YORK 1, N. Y.

JUN 5 1957

4th June, 1957

Sir,

ACTION
TO Mr. Cohen
☐ Action Completed
☒ Action Acknowledged
☐ Mr. P. H. Requisite
INITIALS M.L.

TR 140

E. Afr.
157
a

I have the honour to refer to your note of 6th May, 1957 (TR.140) in which you drew to my attention that the Trusteeship Council, on 3rd May 1957, decided to invite Australia to nominate a person as a member of the periodic United Nations Visiting Mission to the Trust Territories in East Africa.

I have now the honour, on instructions from my Government, to nominate as a member of this Mission Mr. R.N. Hamilton of the Australian Mission to the United Nations.

....

I enclose for your information brief curriculum vitae of Mr. Hamilton.

Accept, Sir, the assurances of my high consideration.

E. Ronald Walker

E. Ronald Walker
Ambassador
Permanent Representative
of Australia

Mr. Benjamin Cohen,
Under Secretary for Trusteeship
and Information from Non-Self-
Governing Territories,
Room 3327 A,
United Nations Headquarters,
New York

CURRICULUM VITAE

ROBERT NAPIER HAMILTON

Born	Melbourne, Victoria 12th January, 1923 B.A. Melbourne
1941-45	Australian Imperial Forces
1947 April	Entered Commonwealth Public Service, Department of External Affairs
1950-52	Third Secretary Australian Legation, Bangkok
1953-54	Second Secretary Department of External Affairs, Canberra
1954 September	Second Secretary Australian Mission to the United Nations, New York

29 MAY 1957

JR/dw

TR 140 E.Af.

Le 28 mai 1957.

Monsieur le Représentant,

J'ai l'honneur d'accuser réception de votre lettre en date du 22 mai 1957 dans laquelle vous m'informez que M. Jean Cédile a été désigné pour faire partie de la Mission de visite en Afrique orientale.

Le choix de votre Gouvernement a été communiqué aux membres du Conseil de tutelle par le document T/1322/Add.1.

Je vous prie d'agréer, Monsieur le Représentant, les assurances de ma très haute considération.

B. Cohen
Sous-Secrétaire à la tutelle et aux
renseignements relatifs aux territoires
non autonomes

Robert
Monsieur Bargues,
Représentant de la France au Conseil de tutelle,
a.b.s. de la Mission permanente de la France
auprès des Nations Unies,
4 East 79th Street,
New York 21, N.Y.

RECORDS CONTROL

TR 140

B. Africa

Le 23 mai 1957.

24 MAY 1957

Monsieur le Représentant,

J'ai l'honneur d'accuser réception de votre lettre No.163, en date du 17 mai 1957, dans laquelle vous m'informez que M. l'Ambassadeur Max H. Dorsinville a été désigné pour faire partie de la Mission de visite en Afrique orientale.

J'avais déjà reçu la même information de la Secrétaire d'Etat des Relations extérieures de Port au Prince, par lettre ILC/654 du 16 mai, dont j'ai accusé réception, par votre intermédiaire, par lettre du 21 mai 1957.

Le choix fait par le Gouvernement d'Haïti a été communiqué aux membres du Conseil de tutelle par le document T/1322.

Je vous prie d'agréer, Monsieur le Représentant, les assurances de ma très haute considération.

B. Cohen
Sous-Secrétaire à la tutelle et aux
renseignements relatifs aux territoires
non autonomes

Monsieur le Représentant permanent d'Haïti
auprès des Nations Unies,
Room 1006,
32 Broadway,
New York 4, N.Y.

B. Cohen

1957

DELEGATION FRANCAISE
AU CONSEIL DE TUTELLE DES NATIONS UNIES
4 EAST 79TH STREET
NEW YORK 21, N. Y.
—
REGENT 4-6051

Under-Secretary, TRI

MAY 22 1957

ACTION
TO *W. Cohen*
Le 22 mai 1957 completed
✓ acknowledged
Required *W*
DN

TR 140

East Africa
157

Monsieur le Secrétaire général adjoint,

Le gouvernement de la
République française me prie de vous faire connaître qu'il a dési-
gné pour représenter la France à la mission de visite des Nations
Unies en Afrique orientale M. Jean Cédile, Gouverneur hors classe
de la France d'Outre-Mer.

Né le 26 janvier 1908, Officier de la Légion d'Honneur,
Compagnon de la Libération, M. Jean Cédile est actuellement Secrétaire
général des groupes de territoires d'A.E.F.

Je vous prie d'agréer, Monsieur le Secrétaire général
adjoint, l'assurance de mes sentiments de haute considération.

Robert Bargues

Robert Bargues

Monsieur Benjamin Cohen
Secrétaire général adjoint
Département de la Tutelle
Nations Unies

UNITED NATIONS
RECORDS CONTROL

1957 MAY 22 PM 2:01

RECORDS CONTROL

21 MAY 1957

JR/dw

TR 140

Eat Africa

Le 21 mai 1957.

Monsieur le Secrétaire d'Etat,

J'ai l'honneur d'accuser réception de votre lettre No. ILC/654, en date du 16 mai 1957, par laquelle vous me faites connaître la désignation de M. Max H. Dorsinville, représentant d'Haïti au Conseil de tutelle, comme membre de la prochaine Mission de visite des Nations Unies en Afrique orientale.

Le choix fait par votre Gouvernement a été communiqué aux membres du Conseil de tutelle par le document T/1322.

Je vous prie d'agréer, Monsieur le Secrétaire d'Etat, les assurances de ma très haute considération.

B. Cohen

Sous-Secrétaire à la tutelle et aux
renseignements relatifs aux territoires
non autonomes

Monsieur le Secrétaire d'Etat des Relations
extérieures de la République d'Haïti,
a.b.s. de la Mission permanente d'Haïti
auprès des Nations Unies,
Room 1006,
32 Broadway,
New York 4, N.Y.

Reçu direct adhésif pour
B. Cohen *de Foreign Office*

MAY 21 1957

Under-Secretary, TRI MAY 21 1957

Mission Permanente de la République
d'Haiti aux Nations-Unies

32 Broadway
New York 4, N.Y.

No. 163



ACTION
TO *Mr. Cohen*
17 Mai 1957 Completed
☒ Acknowledged
☐ No Action Required
J.N.
TR 140 East Afr. 1957

Monsieur le Sous-Secrétaire,

J'ai l'honneur de me référer à la lettre du 6 Mai en cours, No. TR 140, par laquelle vous avez invité le Gouvernement Haitien à désigner une personne pour être Membre de la Mission de Visite périodique des Nations Unies dans les territoires sous tutelle de l'Est Africain.

J'ai reçu instructions du Gouvernement Haitien de vous aviser que l'Ambassadeur Max H. DORSINVILLE, Représentant d'Haiti au Conseil de Tutelle, a été désigné pour faire partie de ladite Mission de Visite.

Je saisis cette occasion, Monsieur le Sous-Secrétaire, pour vous renouveler l'assurance de ma haute considération.

J. N. Leger
Jacques N. LEGER
Représentant Permanent

Monsieur Benjamin COHEN
Sous-Secrétaire à la Tutelle et aux
renseignements relatifs aux territoires
non autonomes
Nations Unies
New York City.

GS/CJC

RÉPUBLIQUE D'HAÏTI

MAY 20 1957

SECRÉTAIRERIE D'ÉTAT
DES
RELATIONS EXTÉRIEURES

Under-Secretary, TRI

PORT-AU-PRINCE, LE 16 MAY 1957 195

IIC/ 654

RECORDS COPY 16 MAY 1957

2 MAY 1957

TR

140

acknowl.
J.R.

East Afr.

9

Monsieur le Sous-Secrétaire,

Je vous accuse réception de votre lettre du 5 Mai 1957 au No. TR:140, par laquelle vous portez à ma connaissance que le Conseil de tutelle, au cours de sa 787ème séance, a décidé d'inviter Haïti à désigner un représentant pour être membre de la Mission de visite des Nations Unies dans les Territoires sous tutelle de l'Est africain.

En réponse, je vous informe que le Gouvernement haïtien a choisi l'Ambassadeur Max H. Dorsinville, représentant au Conseil de tutelle, pour être membre de la dite Mission de visite.

J'ai noté que le Conseil se prononcera à sa XXè session sur le choix des personnes qui composeront la Mission de visite, l'itinéraire de la Mission et son mandat.

Veuillez agréer, Monsieur le Sous-Secrétaire, les assurances de ma haute considération.

Monsieur Benjamin COHEN,
Sous-Secrétaire à la tutelle et aux renseignements relatifs aux territoires non autonomes
NATIONS UNIES NEW-YORK.



STUART CANBRONNE

12 MAY 1957

Le 13 mai 1957.

Mon cher Leroy,

Comme je te l'avais promis, voici

- a) le rapport du Comité de rédaction sur le Ruanda-Urundi (T/L.758, avec l'indication des modifications apportées par le Conseil);
- b) la proposition de l'Inde (T/L.759);
- c) la discussion au Conseil (T/PV.789, pp.77-137).

En ce qui concerne la Mission de visite, le Conseil a désigné l'Australie, la Birmanie, la France et Haïti. L'approbation des personnes elles-mêmes, ainsi que les décisions quant aux dates, mandat, et itinéraires est remise au début du mois prochain, et je t'en aviserai. Mais il semble à peu près certain que le Ruanda-Urundi sera visité en dernier lieu, c'est-à-dire, entre le 15 septembre et la première semaine d'octobre approximativement. Dès qu'il y aura une décision définitive je te la signalerai.

J'espère que ton voyage retour s'est bien passé et que tu as eu un séjour agréable en Belgique. A bientôt peut-être, au cas où j'accompagnerais la Mission, ce qui n'est pas encore décidé.

Cordialement,

Jacques Rapoport.

Monsieur P. Leroy,
Commissaire provincial,
Usunbura,
Ruanda-Urundi.

Identical letter to Burma

RECORDS CONTROL

/dw

TR 140

East Africa
157

6 May 1957.

MAY 1957

Sir,

I have the honour to inform you that the Trusteeship Council, at its 787th meeting, on 3 May 1957, decided to invite Australia to nominate a person as a member of the periodic United Nations Visiting Mission to Trust Territories in East Africa. Other Member States so invited were Burma, France and Haiti.

The Council further decided that the approval of the persons, the itinerary of the Visiting Mission and its terms of reference should be considered at its twentieth session.

Accept, Sir, the assurances of my highest consideration.

B. Cohen
Under-Secretary for Trusteeship and
Information from Non-Self-Governing Territories

The Minister of State for External
Affairs of Australia,
c/o The Australian Mission to the
United Nations,
Room 4510,
350 Fifth Avenue,
New York 1, N.Y.

MAY 1957

Lettre identique à Haïti

/dw

TR 140

Est Africa 157

Le 6 mai 1957.

Monsieur le Ministre,

J'ai l'honneur de porter à votre connaissance que le Conseil de tutelle, au cours de sa 787^{ème} séance, tenue le 3 Mai 1957, a décidé d'inviter la France à désigner une personne pour être membre de la Mission de visite périodique des Nations Unies dans les Territoires sous tutelle de l'Est africain. Les autres Etats Membres ainsi invités sont l'Australie, la Birmanie et Haïti.

Le Conseil a décidé, en outre, de se prononcer à sa vingtième session sur le choix des personnes qui composeront la Mission de visite, l'itinéraire de la Mission et son mandat.

Veuillez agréer, Monsieur le Ministre, les assurances de ma très haute considération.

B. Cohen

Sous-Secrétaire à la tutelle et aux
renseignements relatifs aux territoires
non autonomes

Monsieur le Ministre des Affaires
étrangères de la République française,
c.b.s. de la Mission permanente de la
France auprès des Nations Unies,
4 East 79th Street,
New York 21, N.Y.

TR 140 E.A.F.-1957

T/1401

UNITED NATIONS



**United Nations Visiting Mission to
Trust Territories in East Africa, 1957
REPORT ON TANGANYIKA**

TOGETHER WITH RELATED DOCUMENTS

TRUSTEESHIP COUNCIL

OFFICIAL RECORDS: TWENTY-FIRST SESSION

SUPPLEMENT No. 2

NEW YORK, 1958

UNITED NATIONS



**United Nations Visiting Mission to
Trust Territories in East Africa, 1957
REPORT ON TANGANYIKA**

TOGETHER WITH RELATED DOCUMENTS

TRUSTEESHIP COUNCIL

OFFICIAL RECORDS: TWENTY-FIRST SESSION

SUPPLEMENT No. 2

NEW YORK, 1958

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REPORT OF THE UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN EAST AFRICA, 1957, ON TANGANYIKA (T/1345)

LETTER OF TRANSMITTAL DATED 4 DECEMBER 1957 FROM THE CHAIRMAN OF THE VISITING MISSION TO THE SECRETARY-GENERAL

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1714 (XX) of 9 July 1957 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to Trust Territories in East Africa, 1957, on Tanganyika.

I should be grateful if you would allow an interval of three weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general release.

(Signed) Max H. DORSINVILLE

Chairman

United Nations Visiting Mission to Trust Territories
in East Africa, 1957

INTRODUCTION

A. TERMS OF REFERENCE OF THE VISITING MISSION

1. The United Nations Visiting Mission to Trust Territories in East Africa, 1957, the fourth mission appointed by the Trusteeship Council to visit the Trust Territory of Tanganyika, visited the Territory from 10 August 1957 to 18 September 1957. The present report was adopted by the Mission at the Headquarters of the United Nations on 30 November 1957.

2. The composition of the Mission as completed by the Council at its twentieth session was as follows:

Mr. Max H. Dorsinville (Haiti), Chairman;

Mr. Robert Napier Hamilton (Australia);

U Ting Maung (Burma);

Mr. Jean Cédille (France).

3. At its 836th meeting on 9 July 1957, the Council adopted resolution 1714 (XX) setting forth the Mission's terms of reference and directing it:

(a) To investigate and to report as fully as possible on the steps taken in the Trust Territory towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949;

(b) To give attention, as may be appropriate in the light of discussions in the Trusteeship Council and in the General Assembly and of resolutions adopted by them, to issues raised, in connexion with the annual report on the administration of the Trust Territory, in petitions received by the Council relating to that Trust Territory, in the reports of the previous periodic

visiting missions to the Trust Territory, and in the observations of the Administering Authority on those reports;

(c) To receive petitions without prejudice to its acting in accordance with the rules of procedure of the Council and to investigate on the spot, in consultation with the local representative of the Administering Authority, such of the petitions received as, in its opinion, warranted special investigation;

(d) To examine, in consultation with the Administering Authority, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories under Council resolution 36 (III) of 8 July 1948 and General Assembly resolution 754 (VIII) of 9 December 1953 and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951;

(e) To transmit to the Council as soon as practicable a report on the Trust Territory containing its findings with such observations, conclusions and recommendations as it may wish to make.

B. ITINERARY OF THE MISSION

4. The Mission arrived in Nairobi from Mogadiscio, Somaliland, on 6 August 1957. The next day the Mission held discussions in regard to Tanganyika with the Chairman, Acting Administrator and Principal Executive Officers of the East Africa High Commission. The Mission also visited the Royal Technical College, which provides higher technical training for British East African Territories.

5. On 8 August, the Mission departed by air for Entebbe, Uganda, en route for Kampala, where it visited Makerere College, which had extended an invitation to the Mission to visit it. At Makerere, the Mission inspected the educational, recreational and residential facilities of the college and held discussions with the Principal and Staff and Tanganyika students at the college. The Mission also visited the East African Institute of Social Research located in the vicinity of the college and held discussions with the staff of the Institute. The Mission spent the night at Makerere as the guests of the principal and staff and returned to Nairobi on 9 August.

6. The Mission departed from Nairobi on 10 August by road for Moshi, the Chagga headquarters in the Northern Province of Tanganyika, to commence its tour of that region. It stopped en route at Ol Molog to have a meeting with the Kilimanjaro West Farmers' Association and to visit some of the farms of European farmers in the area.

7. The Mission spent the period 10 to 12 August in the Moshi area, where it visited the Kibongoto TB Hospital, the Lyamungu Coffee Research Station, the new Moshi trade school, and the sugar estate and factory of the Tanganyika Planting Co., Ltd., at Arusha Chini. The Mission also visited the headquarters of the Kilimanjaro Native Co-operative Union and held discussions with the officials of this organization and had a meeting with the Chagga Council at the Native Authority headquarters. The Mission held hearings which representatives of the population and political parties attended.

8. The Mission departed by car for Arusha, the provincial headquarters, on the afternoon of 12 August and spent the next day there, touring the town and its peripheral area, meeting with the Town Council and visiting the Masai District headquarters at Monduli and the Natural Resources School at Tengeru.

9. From Arusha, the Mission went to Mbulu on 14 August, via Babati and the Rift Wall Road. En route, the Mission inspected an area at Madege where Africans, under the direction of the authorities, were clearing an area of tsetse fly, using the new technique of discriminative clearing developed by the Tsetse Survey and Reclamation Department. It also had a meeting with the "Below Rift" Natural Resources Committee and drove through alienated areas along the Dudumera-Magara Road which had been reclaimed from tsetse and were being farmed by immigrant farmers. At Mbulu, the Mission visited the Muchlur Dam and the Western Expansion area, and saw clearing operations in Yaida Swamp. It also visited the Iraqw Native Authority headquarters, middle and primary schools, and the hospital and held discussions with the district team of administrative and technical officers.

10. On 15 September, the Mission departed by car for Ngorongoro, where it held discussions with the Masai elders and the Park wardens of the Serengeti National Park in connexion with the proposals under consideration regarding the exclusion of the Masai from

parts of the Park. The next day the Mission departed from Ngorongoro by car for Oldeani, stopping en route to meet the North Iraqw Farmers' Co-operative Society and villagers at Karatu.

11. At Oldeani, the Mission met the Oldeani Farmers' Association (European) and then departed by plane for Mwanza, the provincial headquarters of the Lake Province.

12. The Mission spent from 16 August to 21 August in the Lake Province. During this period it held hearings at Mwanza, Bukoba, Ngudu, and Ukiriguru. It visited the Ukiriguru cotton research station, jointly staffed by the Tanganyika Government and the Empire Growing Corporation. It also visited the Native Authorities at Maswa and the veterinary centre and livestock farm operated by the Veterinary Department at Malya. Bukoba is the centre of the robusta coffee industry and there the Mission visited the Bukoba Native Co-operative Union and held discussions with the officials and visited the coffee hullery of the Union. It also held discussions with the Buhaya Council, visited the Maruku coffee experiment station and the Maruku coffee growers' co-operative society and held hearings.

13. On 21 August, the Mission returned to Mwanza, held hearings there and then proceeded by train on the same day to Tabora, where it spent 22 and 23 August. During this period it visited, in the vicinity of Tabora, the Kazima Blind School and the Kaleda community dam which had been constructed by community labour and later improved by the Water Development and Irrigation Department. It went to Urambo to see the Tanganyika Agricultural Corporation's tenant-farming scheme and production farms and had discussions with the tenant farmers. It also visited Nzege where it saw the Ngala Veterinary Centre and the girls' school, the Development Corporation's creameries, the new hospital and maternity clinic. It departed from Tabora on 23 August for Itigi by train.

14. On 24 August, the Mission detrained at Itigi in the Central Province and proceeded to Singida by car. En route, the Mission visited the Native Authority Court, the primary and middle schools and the health clinics. At Singida the Mission held hearings, visited the Mianji Dam and the Mang'oni irrigation area, where a pilot-irrigation project is being developed. On 26 August, the Mission met the Singida and Iramba Divisional Councils and rejoined the train at Manyoni departing on the same day for Dodoma, the capital of the Central Province.

15. On 27 and 28 August, the Mission held hearings at Dodoma and visited the Geological Survey, the Mirembe Mental Hospital and Broadmoor Institution and the Mundemu Local Authority. It also inspected the Ikowa Irrigation scheme, a pilot irrigation-land utilization project, and made side trips to Kondoa to view the Irangi Development area and the examples of the bad soil erosion in the area, and to the Kongwa project of the Tanganyika Agricultural Corporation. At Kongwa, the pasture research in progress was explained. The Mission also saw the cattle improvement work and

had discussions with the tenants of the tenant farming scheme.

16. On 29 August, the Mission departed by car from Dodoma for Iringa in the Southern Highlands Province. At Iringa it held hearings in which a political party and a European farmers' association participated and paid a visit to the Uhehe Native Authority headquarters at Kalenga.

17. On 30 August, the Mission departed from Iringa for Njombe, stopping en route to inspect the Ifunda Trade School and the Mufindi Tea Estates. At Ifunda, considerable building activity was in progress and members of the Mission had discussions with the education authorities. At Mufindi, a tour was made of the tea enterprise of Brooke Bond Ltd., covering some 4,000 acres.

18. On 31 August, the Mission visited the Native Authority headquarters at Njombe, held hearings and visited the wattle plantations, the factory of the Colonial Development Corporation and the Wabena wattle scheme in which the Wabena are being given technical advice and assistance with mechanized equipment by the corporation for the planting of black wattle plantations on a sustained yield basis.

19. The next day, 1 September, the Mission left Njombe by car for Mbeya, the capital of the Southern Highland Province, crossing the Poroto Mountains at a height of some 6,000 feet. The Mission spent the period from 1 to 6 September in the Southern Highlands, visiting the Chunya and Rungwe as well as the Mbeya districts. It held hearings at Mbeya, Chunya and Tukuyu and visited the Panda Hill project of the Mbeya Exploration Company; the headquarters of the Western Rift Exploration Company and the Saffari gold mine at Chunya and the Rungwe Native Co-operative Union at Tukuyu. It toured the peasant coffee growing areas of Mwakaleli in the Rungwe district, visited the Makete Leprosarium, and the Mbimba agricultural station at Mbozi. It also held discussions with the Mbozi District Coffee Co-operative Society. Before departing for Dar es Salaam by air on 6 September, the Mission held a meeting with the provincial team of administrative and technical officers.

20. On arrival at Dar es Salaam on 6 September, the Mission visited the night school classes at Anautogly Welfare Centre. The next day, the Mission had an interview with the Chief Secretary and the Minister for Constitutional Affairs and toured Dar es Salaam and its harbour.

21. On 7 September, the Mission visited Zanzibar and on 9 September held discussions with the Tanganyika African National Union (TANU) and the United Tanganyika Party (UTP).

22. The next day, 10 September, one party of the Mission departed by air for Tanga in the Northern Province and the other, also by air, for Nachingwea. At Tanga, the Mission held hearings and attended a meeting of the African Advisory Council and had a discussion with the probationary service staff. It also visited schools, the Government hospital and the

Maweni prison, the Muheza Native Authority, the Kissosora Urban housing scheme and the Pongwe Sisal Estate. En route to Nachingwea, the Mission flew over the Rufiji and Kilombero Valleys to look over the areas being surveyed with the assistance of FAO with a view to large scale irrigation. At Nachingwea, the Mission visited the Tanganyika Agricultural Corporation's farms, had discussions with the African tenant farmers and held a hearing. The Nachingwea party returned to Dar es Salaam on 11 September and the Tanga party the next day.

23. On 12 September, the Mission met the Mayor of Dar es Salaam and visited the municipal buildings, the Princess Margaret Hospital (still under construction) and the meat-processing plant of Tanganyika's Packers Ltd.

24. On 13 September, the Mission held discussions with the Provincial Commissioner and senior officers of the Local Government and Administration and with the Minister and senior officers of the Ministry of Economics and Finance.

25. On 15 September, the Mission held discussions with the Ministers and senior officers of the Ministries of Social Services; Natural Resources; Lands and Mineral Resources; and Communications and Works.

26. On 16 September, the Mission held discussion with H.E. the Governor of Tanganyika, the Chief Secretary and the Minister for Constitutional Affairs.

27. On 17 September, the Mission attended the opening of the thirty-third session of the Legislative Council, to which it had been invited before leaving New York, and heard the Governor's address to the Council.

28. The Mission departed by air from Dar es Salaam on 18 September for Usumbura in Ruanda-Urundi, stopping at Tabora en route. The Mission returned to New York via Europe, arriving in London on 20 October where it held discussions with representatives of the Administering Authority on 21 October. The Mission departed by air from London on 22 October and arrived in New York on 23 October.

29. The full details of the itinerary of the Mission and a list of the communications received by the Mission while in the Territory are given in annexes I and II respectively.

30. The Mission was assisted during its tours by the following members of the United Nations Secretariat: Mr. Heinrich A. Wieschhoff (Principal Secretary), Mr. Jacques Rapoport (Deputy Principal Secretary), Mr. George D. Howard (Assistant Secretary), Mr. Cope-land K. Robinson (Assistant Secretary), Mr. Michael Chelchowski (Administrative Officer), Mr. Charles Zémor (interpreter), and Miss Denise Wyns (stenographer).

C. WORKING PROCEDURE OF THE MISSION

31. On arrival at Moshi in the Northern Province of Tanganyika, at the commencement of its tour of the

Territory, the Mission decided on its working procedure. A complete programme had been prepared for the Mission by the Administration and it decided to adhere to this as closely as possible subject to such changes as might from time to time be dictated by pressure of work, limitation of time or other considerations. The Mission also decided that while it would afford every opportunity to persons and organizations to present communications and/or appear before it for oral hearings, it would not attend public meetings or rallies sponsored by individual political parties, to which it had already received a number of invitations.

32. By the time the Mission arrived at Mwanza in the Lake Province it had received numerous additional invitations to attend mass meetings, rallies and entertainments organized by various political organizations in the Territory. In the light of these invitations which became increasingly pressing, the Mission decided to review its decision taken at Moshi not to attend such meetings or rallies. Before taking a final decision, the Mission decided to request the comments of the Administration on this question. Copies of the correspondence exchanged between the Mission and the Tanganyika Government are attached to this report as annex III. The Government stated by letter dated 20 August 1957 that it would much prefer it if the Mission would refrain from attending public meetings, rallies, conventions or social functions arranged by any political organization. The Government, the letter stated, was anxious that the Mission be spared the embarrassment of receiving representations from political organizations in public or when in the position of guest

or host. The letter further stated that if the Mission accepted invitations from one such organization it would clearly have to accept similar invitations from all parties so as to preserve its impartial position and this would be almost impossible to arrange with absolute fairness.

33. Taking into consideration its previous decision, the discussions which had taken place in the review of this decision and the reply of the Administration, the Mission decided to decline all invitations to attend public meetings, rallies or social functions organized by individual political parties.

D. ACKNOWLEDGEMENTS

34. The Mission wishes to express its appreciation to H.E. the Governor of Tanganyika and to the Staff of the Tanganyika Administration, to the various administrative and technical officers, and to the Chairman and staff of the Tanganyika Agricultural Corporation for the manner in which they facilitated the task of the Mission and for their courtesy.

35. During its brief stay in Kenya and Uganda, the Mission especially appreciated the hospitality extended by H.E. the Governor of Kenya, Chairman of the East Africa High Commission, and by the Principal and staff of Makerere College.

36. The Mission is particularly grateful to Mr. J. A. K. Leslie, the Administering Authority's liaison officer in Tanganyika, for the manner in which he performed his duties throughout the Mission's journey in that Territory.

CHAPTER I

POLITICAL ADVANCEMENT

GENERAL PROGRESS

37. In order to assess the present political situation in the Territory and the rate at which it is progressing towards the objective of self-government or independence, the Mission feels it useful to recall that, although the Territory is at present undergoing a process of rapid political advancement, especially at the central government level, this development is of fairly recent origin, and has taken place largely during the past ten years. Previous to that time, political progress had been slow and development in all fields had been hampered by general economic and political conditions prevailing at that time. The effect of this period of retarded development is still to be seen in the absence of sufficient numbers of Africans qualified to participate in managing the Territory's affairs and in the great economic and social gulf which separates the majority of Africans from the small European and Asian minorities who constitute less than two per cent of the total population.

38. The Second World War brought about an

upheaval in the economic and social life of Tanganyika as it did in most other dependent territories. The sudden increase in world demand for foodstuffs and other primary products drew great numbers of Africans for the first time into a cash or wage economy and stimulated the development of marginal resources and the flow of capital to the Territory. At the same time, many Africans felt the impact of world events and the more educated elements were for the first time made aware of their potential role in the Territory's political life. It was inevitable that, mindful of the Administering Authority's declared objective under the Trusteeship Agreement of bringing the Territory to self-government or independence, many Africans have seen, in the accelerated advances of recent years, a promise of rapid progress and have become desirous of assuming increasing responsibility for the management of their own affairs. This, coupled with the impact of events elsewhere in the world, notably in Africa, has given rise to an upsurge of African nationalism affecting a large segment of the population which tends to become easily

impatient and frustrated if political change appears to it to be unduly slow. At the same time the very newness of this post-war development is liable to give rise to apprehension and doubts on the part of more conservative elements, whether they be non-Africans, so many of whom have a heavy economic commitment in Tanganyika and are naturally anxious that their interests should be adequately safeguarded, or whether they be Africans, whose political consciousness has not yet been fully awakened or whose interests may seem to be in jeopardy. The fact that tensions have been kept to a minimum may be attributed to a desire of most of the political leaders of all races to work together for the common good, even when they do not agree on the means of achieving it, and to the moderating influence exercised by the Administering Authority in this difficult and delicate situation.

39. In respect of political development at the central government level the basic problem is to devise progressive measures of constitutional reform which will satisfy the aspirations of responsible African nationalists without overlooking the fact that the mass of the people do not yet participate actively in political life, while providing reassurance for the minorities and permitting much needed advances to be made in other fields, especially in regard to economic development, the improvement of education and the training of Africans to assume the responsibilities which must eventually be theirs. The Administering Authority is seeking to solve this problem by a process of gradual reform by stages with the dual purpose of providing progressively increasing participation by Africans in the legislative and executive branches of government and at the same time encouraging closer integration of the three racial groups by means of a "multi-racial" policy so as to lay the foundations for the eventual establishment of democratic self-government on a non-racial basis. While this process necessarily relates to both local and central government, it is with development on the central government level that political parties in the Territory and, accordingly, the politically conscious elements of the population are at present most concerned. The initial steps which have been taken in this direction are well known to the Trusteeship Council and are discussed in the following section.

40. As regards the nature and timing of subsequent constitutional changes and the ultimate form of government to be envisaged for the Territory, the Administering Authority has declined to set forth a precise programme of political advancement since, *inter alia*, it adheres strongly to the belief that in view of the particular circumstances in the Territory an empirical approach is far more likely to be conducive to rapid progress. In this connexion, however, the Mission recalls the most recent statement by the Administering Authority, made to the Trusteeship Council during its twentieth session, in response to the recommendations in General Assembly resolution 1065 (XI). The resolution recommended that the Administering Authority consider making a formal statement of policy including among other things, a declaration that, in accordance with the principles of the Trusteeship System, the

Territory would be guided towards self-government or independence and would become a democratic State in which all the inhabitants would have equal rights. The Administering Authority pointed out that, under the Trusteeship Agreement and the United Nations Charter, its task in the political sphere was clear, namely, to promote the political advancement of the inhabitants of Tanganyika and their progress towards self-government or independence. The Administering Authority stated that its whole policy, record and national outlook as well as the terms of the Charter and of the Trusteeship Agreement were a full and sufficient guarantee that this development would be democratic. It assured the Council that, in line with the Trusteeship Agreement and the Charter, its policy was to provide for the full participation of all sections of the population in the progressive development of political institutions and that, since the vast majority of the inhabitants were Africans, their participation in both the legislative and executive branches of government was bound to increase as their educational, social and economic progress continued.

41. In the course of its tour through the Territory the Mission heard many statements and received numerous memoranda concerning the present constitutional arrangements and the future course of political advancement. It was apparent to the Mission that there has been in recent years a substantial growth in nationalist sentiment among Africans and that a significant number of politically conscious Africans entertain doubts and uncertainties concerning the Territory's political future and the role of the non-African minorities. The Mission heard numerous statements from Africans opposing the present system of equal representation in the legislature for the three racial communities as unnecessarily discriminatory against the African majority. Perhaps of more importance, many of the speakers also feared that this system might become a permanent feature of the constitution. Accordingly, many of the representations made to the Mission by various African groups urged that the Administering Authority should issue a policy declaration concerning its ultimate political goal for the Territory. Thus, for example, the National Executive of the Tanganyika African National Union (TANU) called for:

"a statement by the Administering Authority, supported by the United Nations, that Tanganyika shall become a democratic State, and that since 98 per cent of the population is African this naturally means that Tanganyika shall become a democratic African State. It would also mean that individual immigrant Tanganyikans would be guaranteed the same democratic rights as individual Africans. The promise of democracy, and later its actual attainment, would be the surest guarantee of equal rights for all citizens of Tanganyika regardless of their colour or creed."

Likewise, a memorandum signed by eight African representative members of the Legislative Council stated that:

"Government should declare a policy with regard to the future of this country. That policy declaration should make it clear that this country is a primarily African country and that it is the intention of the Government to develop it as such;...this is not incompatible with the undoubted obligation of the Administering Authority to safeguard the rights of the minorities as citizens of a democratic State".

These groups also urged the adoption of a time-table of constitutional, economic and educational development leading to the final attainment of self-government.

42. Other Africans manifested, on the other hand, no similar sense of urgency in respect of these matters, and others again, certainly a minority of those who approached the Mission, were satisfied with the existing situation which they understood to be provisional, and were opposed to any immediate change.

43. The Mission is aware that many Europeans and Asians who have a deep and, in many instances, an abiding interest in the Territory and who have made, and are making, a valuable contribution to its development are apprehensive lest an irresponsible form of African nationalism should arise to disturb the Territory's stability and orderly progress. The Mission would stress its belief, however, that a majority of the non-Africans, no less than of the articulate Africans, accept as an ultimate objective that Tanganyika should become a self-governing State, the constitution of which would guarantee equal rights to all races without discrimination. This view was expressed by the United Tanganyika Party (UTP), an inter-racial organization which includes in its membership many Asians and Europeans and which constitutes indeed at the present time not only the sole major political party for which Asians and Europeans as well as Africans are eligible for membership, but also the only political party which is known to have substantial support from the Asian and European communities. The Mission was interested to note that this party also called for a policy declaration by the Government concerning "the step-by-step evolution towards self-government for Tanganyika as a Dominion member of the British Commonwealth under which economic, educational and political progress would be linked together and a realistic target date set for the achievement of self-government".

While agreeing on the ultimate objective, the UTP and TANU differed in respect of procedures by which this should be achieved. Whereas the representatives of TANU and the African representative members of the Legislative Council desired an immediate increase in African representation in the central government, the representatives of the UTP believed that, as soon as the elections had been held and the constitutional committee set up, dynamic advances should be made from the present system of parity representation and that, while recognition should be given to the aspirations of the African majority, the Africans for their part should also "recognize the need to reassure the non-African minorities until such time as mutual trust and confidence

between races makes it possible to accept the conception of a Tanganyikan nationality".

44. The Mission recalls that the reluctance of the Administering Authority to make any precise statement of policy concerning the ultimate form of government envisaged for the Territory was explained in a statement made by the representative of the Administering Authority to the Trusteeship Council at its twentieth session. The Mission does not interpret this reluctance as reflecting any disagreement with the ultimate objective which is shared by the main political groups in the Territory. The statement indicates clearly that the Administering Authority's policy is directed towards the creation of a democratic State with equal rights for all citizens. But it must be noted that the several declarations that had been made in this connexion by the Administering Authority, principally within the confines of the United Nations, have either not been clearly understood or have yet to become widely known in the Trust Territory. The Mission believes that a clearer understanding by the people that the Administering Authority shares the ultimate objective of the political leaders would strengthen confidence generally in the Territory and would strengthen, too, the position of those in all parties who wish to bring about orderly constitutional advancement and who recognize the valuable contribution which non-Africans are making to the Territory's development, and are therefore willing, and anxious, to ensure its continuance. The absence of a clear understanding of the ultimate objective to which the Administering Authority has already announced its adherence in the United Nations may tend to increase suspicion between the races and to strengthen antagonism. At present, political organization is at an early stage, but it is progressing rapidly and, unless properly oriented, could develop tensions and disharmony. The Mission would therefore earnestly recommend that all possible steps be taken to ensure the earliest and widest dissemination of full information on the announced position of the Administering Authority and the clearest possible understanding, both of it and of the principles of the United Nations Charter upon which it rests, among all sections of the population.

45. Concerning the questions of the target date for self-government and of the time-table for political, economic and social advancement the Mission appreciates the difficulties which have prevented the Administering Authority from making any formal declaration and which have hitherto influenced it to adhere to the view that an empirical approach is necessary. The Mission recognizes that political advancement at the central government level is conditioned by many factors, especially economic and educational progress and the development of local government. Much ground has yet to be covered in a Territory where the great majority of the people still live under primitive conditions before self-government can be achieved. The rate of advancement in the economic, social and educational field will, moreover, apart from being greatly affected by territorial political conditions themselves, undoubtedly be influenced by the availability of financial and other resources and the capacity and

willingness of all sections of the population to adapt themselves wholeheartedly to new standards of life and to transformed social, economic and political conditions and relationships; not least among the problems involved in the latter factor will be the facility with which a minority of settlers and a more substantial number of Asians in the Territory accept that greatest emphasis must be laid upon the advancement of the African community. Bearing these considerations in mind, the Mission would restrict itself to reiterating the recommendation offered in the preceding paragraph of this report. It notes the hopes that may arise from the statement of H.E. the Governor of Tanganyika before the Legislative Council.

CONSTITUTIONAL ARRANGEMENTS

(a) Development of the central government

46. The present structure of the central government is already well known to the Trusteeship Council and need be described only briefly. In short the Territory is administered by the Governor, assisted by an executive council consisting, since 1955, of eight official and six unofficial members, two appointed from each of the three main racial communities on the basis of personal merit. The laws of the Territory are enacted by the Legislative Council consisting, since 1955, of a speaker and thirty-one members on the Government side (including seventeen officials and fourteen non-officials) and, on the representative side, of ten Africans, ten Asians and ten Europeans (one of each race appointed to represent each of the eight provinces and the capital, Dar es Salaam, and also one of each race to represent such interests as the Governor may see fit).¹ It is to be noted that in addition to the Government majority in the Council, the Governor also possesses substantial reserve powers under the relevant legislation and may, if the situation warrants it, refuse to accept the advice of the Executive Council or refuse his assent to a bill which has been passed by the Legislative Council; in both cases he would be required to report his action to the Secretary of State for the Colonies.

47. The principal constitutional advance which has occurred, since the report of the previous Visiting Mission, was the enlargement in 1955 of both the Executive and Legislative Councils to bring about parity of representation for the three main racial communities on the representative side, involving in both cases an increase in African membership. The Mission observes that the existence of separate representation for the three racial groups is in accordance with the Administering Authority's policy of fostering inter-racial partnership and progressing by gradual steps towards a "multi-racial", or as it is now called, a non-racial form of government. The Administering Authority believes that separate racial representation is necessary at the

¹ The Mission subsequently learned that the membership had been increased by three on both the Government and the representative side as a result of the division of the Lake Province into two constituencies.

present stage of development to protect minority interests and to strengthen mutual trust and confidence between the races. It has emphasized that, for the Africans, the introduction of parity representation constituted a major step forward in this process of gradual evolution since it brought to an end a situation in which Africans were granted smaller representation in the Legislative Council than the smallest of the minority communities. The Mission recalls that the formula of equal representation resulted from a recommendation made in 1951 by the Committee on Constitutional Development and was a compromise solution devised as a result of a conflict of views between the spokesmen for the three racial groups: the Africans desired a majority of representatives in view of their numerical superiority over other races, but the Europeans, while subscribing to the doctrine of racial partnership, were reluctant to abandon their advantageous position² and the Asians did not wish to have fewer seats than were accorded to the Europeans. The parity formula was finally adopted in 1953 after a debate in the Legislative Council. It is to be noted that all the members of the Legislative Council, as then constituted, and the Government subscribed to the principle of gradualism and took the view that the parity formula was merely a step forward in a series of constitutional reforms, the ultimate goal, as reported in Hansard, being a system of common roll elections with safeguards for minority representation.

48. A second important advance, made in 1957, was the introduction of a ministerial system whereby senior officials of the Administration were given ministerial portfolios and six private persons (four Africans, one European and one Asian) were appointed as assistant ministers. The Mission was informed that this system had been operating satisfactorily for two months prior to its arrival in the Territory. However, in the statements made to the Mission, a section of African opinion questioned the role that the African assistant ministers were supposed to have assumed. It was stated that all the African assistant ministers were, or had been, chiefs; that they dealt only with African affairs in their respective ministries; and that their limited role was accentuated when they were not allowed to act in the temporary absence of their ministers. The Mission is aware, however, that it witnessed the beginning of an experiment, that the assistant ministers were not yet fully conversant with ministerial affairs and that their role would be increased as their ministerial training developed.

(b) Further constitutional progress

49. As the Trusteeship Council has already been informed, the next step in the development of the central government will be the introduction of elections to select the representative members of the Legislative Council. The elections, which will be on a common roll

² At that time the non-official representation on the Legislative Council consisted of seven Europeans, four Africans and three Asians.

with a qualitative franchise in accordance with an ordinance passed by the Council in 1957, will be held in two parts: the first, covering five constituencies,³ will be held in September 1958, and the second covering the remainder, in 1959. After the elections the new Legislative Council will continue in office until 1962.

50. The system of parliamentary representation requires electors, on pain of invalidating their votes, to vote for three candidates, one from each of the three racial communities. The electors, in order to vote, should be twenty-one years of age and should have resided in the Territory for three of the preceding five years and also should be able to satisfy one of the three following alternative requirements: to have attained the level of standard VIII in the educational system; to possess an income of £150 a year; or to have had experience in certain specified categories of office. The latter categories comprise members or former members of the Legislative Council or one of the various types of local government bodies, Native Authorities, chiefs and other recognized authorities, and heads of clans or kindred groups. The candidates will be required to possess slightly higher qualifications, particularly in regard to residence and education or income. In addition, a candidate must have been nominated by at least twenty-five of the voters in his constituency of whom fifteen must be members of his own racial group.

51. The voting qualifications, outlined above, necessarily exclude the majority of the African population which consists largely of peasants living on a subsistence economy and with — so far, at least as the adult population is concerned — very little education. The Elections Ordinance was drafted on the premise that for the present it was desirable to restrict the franchise to those individuals whose personal qualities and attainments gave good reason to suppose that they would exercise their right to vote with understanding and a sense of responsibility. The restrictions, according to the Government, are due in part to the diversity of conditions in different parts of the Territory and the desire to avoid recognizing and perpetuating communal divisions and also to the necessity, at the present stage of development, to provide some protection for minorities. The Government regards the introduction of common roll elections for the whole Territory as a bold experimental step to be followed by further advances. It was pointed out to the Mission that, even with the restricted franchise, the number of Africans qualifying to vote would exceed the combined total of Europeans and Asians in all constituencies, excepting possibly Dar es Salaam.

52. A committee, designated from among the members of the Legislative Council, will be established in 1959 to consider the electoral system, and to examine the existing constituency boundaries, and, in particular, the system of parity representation. The committee will also study possibilities of developing the ministerial

system and consider ways and means of improving the Executive Council or possibly establishing a Council of Ministers and a Council of State. The Mission notes that the inclusion in the most recent official statement of the committee's probable terms of reference, of a study of the parity system of representation as such, indicates that a further step in constitutional reform may possibly include a departure therefrom. The Mission regards this as possibly a modification of the Administering Authority's earlier position, as stated to the Trusteeship Council, that parity, although not intended as a permanent feature, was intended to function for a considerable period of time. Nevertheless, the timetable of immediate constitutional and political development seems to suggest that the parity system will remain in force until at least 1962, the date of expiration of the term of the present Legislative Council.

53. The Mission was informed that the speed at which further constitutional progress could be made would be more easily ascertained when the committee had completed its investigations and when the results were made known of projected studies on the progress and prospects of economic development and on ways and means of increasing the association of the Africans with the Territory's development. The Governor, in his address to the Legislative Council which the Mission attended, stated that, whereas the aim of the Administering Authority was to grant the Territory self-government when it was ready, the intermediate target was the establishment of responsible government — a legislature with a majority of elected members and a non-official ministerial system, with the Governor retaining reserved powers over certain important subjects.

(c) Programmes of the main political parties

54. From its discussions with representative groups throughout the Territory, and from the numerous memoranda which it received, the Mission found that there is considerable controversy not only concerning the system of parity representation for the three racial communities in the Legislative Council but also regarding the arrangements for the coming elections. With the means at its disposal and the time which it could afford to spend in the Territory, the Mission was not, of course, in a position to ascertain (indeed, this was and remains impossible for any mission of its kind) the views of an entire population, the majority of which is still politically inarticulate; but from what it learned from those persons who met the Mission, it was left in no doubt that a large body of opinion in the Territory desires a more rapid rate of political progress and, in particular, a form of representation which takes better account of the numerical size of the three racial communities. Throughout its tour of the Territory, the Mission heard statements and received memoranda from local branches, the National Executive and other members of TANU as well as from other persons who, while recognizing the political progress being made in the Territory and particularly the important step forward which the introduction of elections represents,

nevertheless expressed strong opposition to the "multi-racial" policy of the Government and requested an increase in African representation so as to give Africans at least a majority of seats on the representation side of the Legislative Council. The Northern Province branch of TANU, in a clear statement of the party's stand, called for "a change in the present parity constitution giving more representation to the African as a clear indication that it is the intention of the Administering Authority to make all representative institutions in this country democratically representative."

The statement went on:

"The present parity constitution is unacceptable to us because it aims at sharing power equally amongst the three racial groups.... We want to emphasize that we are not only prepared but determined to see that every Tanganyikan, of whatever race, gets all the rights of citizenship which he or she would get in any free country anywhere in the world.... What we cannot accept is a policy, like the present policy of the Government, which treats the immigrant minorities as privileged groups, thus giving them political rights here which no such groups could enjoy in any democratic country. We believe this policy of the Government is artificially creating a racial issue where there need not have been any if the proposals our organization had made had been accepted by the Government in the spirit in which they were made."

The position of TANU was stated even more clearly in the following extract from a memorandum represented by the National Executive of the party, as follows:

"We believe that the basic need in this country is confidence in the future of the Territory.... The present policy of the Government is designed to give this confidence to the immigrant communities in this country and to people outside the country who wish to settle or to invest money in this country. There is nothing basically wrong with such policy; but the manner in which Government seeks to give this confidence to the immigrant minorities and would-be settlers or investors is all wrong. Firstly, Government bases its policy on the premise that African political and economic aspirations are incompatible with such confidence. Secondly, Government ignores the fact that Tanganyika being a plural society and the history of the plural societies in Africa being what it is, the African, much more than the immigrant minorities, needs an assurance about the future. TANU's demands were designed to remedy Government's policy and to give confidence not only to the Africans but to all the inhabitants of this country."

55. Repeatedly, in memoranda from its various branches, TANU drew attention to the fact that Africans comprise approximately 98 per cent of the population, or more than 8 million persons whereas the immigrant communities totalled less than 125,000. Specifically, as has already been stated, TANU's demand was for a policy declaration from the Administering Authority that Tanganyika would become a democratic African State

in which non-Africans would be guaranteed equal rights as citizens, regardless of race. It called for an immediate departure from the parity formula mainly as a symbol of the Government's intention to progress towards a system of non-racial representation. The actual ratio of racial representation to be adopted for the time being was therefore not of particular importance, provided that the number of African seats in the Legislative Council equalled those of both the other racial groups together. Various views were expressed by different branches concerning the ratio which should be adopted immediately, some, for example the "Youth League" of the party, believing that two-thirds of the representative seats should be held by Africans. The party's official request, however, as expressed by the National Executive, was for a modification of the parity formula to provide equal representation for Africans and for non-Africans, whereby each would obtain sixteen seats in the Legislative Council. In its discussion with TANU representatives, the Mission was informed, however, that the formula providing 16 votes for each group in the Legislative Council was regarded as an interim arrangement and was without prejudice to the party's objective of achieving a very substantial increase in African representation at the very earliest possible opportunity.

56. With regard to the insistence of TANU on the essentially African character of the democratic State which it wishes to see established and on the present composition of the party on an entirely African basis, a situation which has given rise to repeated charges of "racism" by its opponents, it is appropriate to recall the statements made by its president in the General Assembly⁴ and in the Trusteeship Council⁵ to the effect that the position taken by TANU is a direct reaction to the ostracism practised against the Africans prior to the establishment of the UTP which has taken the position of "multi-racialism". The president added that TANU was prepared to open its membership to representatives of all races who would sincerely accept in practice the promotion of African interests on a basis of equality and the achievement of their objectives.

57. On the arrangements for the forthcoming elections, the views of TANU were even more explicit. The party also objected strongly to the obligation placed upon each elector to vote for three candidates, one of each race, and also to the qualitative restrictions on the exercise of the franchise. Its opposition to compulsory tripartite voting was based on the view that, since there was little social intercourse between the races, the average elector would be required to vote for two candidates, with whom he would probably be unfamiliar, in order to record his vote for a candidate of his own race. The National Executive of TANU recognized that the tripartite vote was intended only as a transitional measure, but since the Executive considered it to be neither popular nor necessary, and on the contrary, a

³ The five constituencies selected for election in 1958 are the Northern, Tanga, Eastern, Western and Southern Highlands Provinces.

⁴ Official Records of the General Assembly, Eleventh Session, Fourth Committee, 582nd meeting.

⁵ Official Records of the Trusteeship Council, Twentieth Session, 819th meeting.

source of irritation amongst the races, it urged that the Government should abolish the obligation to vote for candidates of other races without delay. The Executive's opposition to the qualitative franchise was based on the view that, considering the great difference in the economic and educational levels of the three races, its effect would be in the main to exclude the vast majority of Africans. All branches of TANU were unanimously opposed to any restriction of the franchise based upon income or educational qualifications and all demanded that the forthcoming elections be based upon universal adult suffrage.

58. In addition to the statements from supporters of TANU, the Mission heard similar, although less radical, views expressed by other African groups and individuals. Eight African representative members of the Legislative Council, for example, also believed that the present system of parity representation was unacceptable to the Africans and they doubted if it had much enthusiastic support among the majority of non-Africans. They were equally opposed to the provision for compulsory tripartite voting in the forthcoming elections. Accordingly, they proposed that Government should either change the constitution forthwith, giving increased African representation in the Legislative Council, or appoint a constitutional committee immediately, without waiting until after the elections, to study the whole problem of representation and the franchise. Opposition to the parity system and the compulsory tripartite vote was also expressed by the important Chagga Council, the Buhaya Council, the Meru Citizens' Union and by other tribal groups although some other groups, such as the Morogoro Council of Chiefs, took a more conservative view regarding the rate of political advancement.

59. Another important political party is the United Tanganyika Party (UTP) which has an interracial membership and is supported by many Europeans and Asians, although the majority of its members are Africans. The Mission was interested to note that this party, which had previously taken the position that the parity system should be retained for some time, until the three races had achieved a sufficient degree of economic and social integration to permit further advances, now advocates a dynamic policy looking forward to a possible increase of African representation in the relatively near future. The views of the party were brought to the attention of the Mission in various statements and memoranda from the party's leaders and from its branches throughout the Territory. Its objective in the political field is the ultimate attainment of self-government on a non-racial basis and with an African majority. It differs from TANU, however, regarding the speed at which progress can be made towards this objective, believing that the rate at which Africans can receive increased responsibilities must depend upon their progress and preparedness and upon mutual efforts to raise their educational and economic status. In statements to the Mission, the party stressed the view that, while it did not regard the parity formula as anything but a transitional measure, it believed that departure therefrom should be based upon the need to

recognize the aspirations of the African majority and, at the same time, to reassure the non-Africans until such time as mutual confidence existed between the races. Its policy was therefore "that advance from the present parity constitution should be dynamic and that to this end further constituencies should be created which would be single member constituencies. Thus it would be possible for any Tanganyikan to fight an election and convince the electorate on his own merits."

60. Concerning the arrangements for the forthcoming elections, the UTP has recommended that the tripartite vote should be made optional since it had little support among the general public.⁶ On the question of the extension of the franchise, however, it takes a more cautious position, pointing out that the right to vote carries with it responsibilities and requires a political maturity which, the UTP believes, does not yet exist among Africans. It considers accordingly that a start should be made on the basis of a qualitative vote and that the franchise should thereafter be gradually extended until universal adult suffrage is achieved. The UTP fears that, if universal adult suffrage is introduced prematurely, the electorate might fall victim to demagoguery.

61. The UTP also made a further suggestion for constitutional reform, to which no reference was made by any other group. This was for the creation of a consultative second chamber to include in its membership people of all races who are outstanding citizens of Tanganyika. The UTP considers that in view of the political advances being made in the Territory, the authority and knowledge of the chiefs should be called upon to ensure stability in the transition from tribal society to a Tanganyikan nation. It was pointed out that a consultative body of this nature would serve as a useful instrument through which the Government could address the people and enlist their support and aid in all matters affecting them.

62. Although the UTP includes Europeans and Asians among its membership, it is evident that it does not necessarily express the view of all Europeans and Asians. Since there is a rather larger number of small Asian political organizations, based mainly on religious or communal groups, the Mission encountered some difficulty in ascertaining their views. Nevertheless in conversations with leaders of the Ismailia community (which claims about 17,000 members), the president of the Hindu Council and with an Asian representative member of the Legislative Council, the Mission learned that many Asians are concerned lest the Government's policy of rapid constitutional advancement may not endanger the Territory's political stability. It was remarked to the Mission that the progress of Africans in the political field during the past nine years had been substantial but that, as yet, there were few Africans trained to assume administrative responsibilities or possessing professional qualifications. In the opinion of these spokesmen, there was a real danger that the Territory might achieve self-government before it was

⁶ *Tanganyika Standard*, 4 October 1957.

ready. Although the Mission heard expressions of support for the demands of TANU from a number of small Asian societies, such as the Asian Association of Dar es Salaam, it believes that the doubts referred to above are held by a number of Asians and Europeans, some of whom expressed themselves in official and private conversations in very strong terms against the Africans.

(d) *Views of the Government and the Administering Authority*

63. In discussions with the Governor and representatives of the Administration, it was pointed out to the Mission that political progress had, in fact, been rapid and that the parity formula constituted a substantial advance on the preceding system of representation. The plans for the elections had been approved by the Legislative Council and the holding of territory-wide elections would constitute an important step forward; if the system was to be changed, then the elections would be delayed for a minimum of two years. It was pointed out that the Government was not committed to perpetuation of either the parity system or of the restricted franchise although both were considered appropriate at the present stage of the Territory's development. The Governor stated in his address to the Legislative Council in Dar es Salaam that the introduction of elections on a common roll for the central government was in the nature of a bold experiment which had yet to be tested in practice and deserved a fair trial. In the view of the Government it would be premature at the present stage and against the interests of solid constitutional advance to make prophecies about further changes in the basis of the franchise. All these matters would, however, be examined by the constitutional committee to be established in 1959 immediately after the elections.

64. In explaining the policy of the Administration, the Governor stated that the objective was to prepare the Territory as quickly and as thoroughly as possible for self-government on a non-racial basis. As already noted by the Mission, the intermediate target was to establish a responsible government with an unofficial majority in the Legislative Council and an unofficial ministerial system. When that had been firmly established it would be time enough to look to the next steps required to reach self-government. The Governor explained that the principal need of the Territory at the present stage of advancement was for political stability and economic development. He believed that, if these conditions were fulfilled, the rate of progress towards self-government could not only be maintained, but probably enhanced.

65. In further discussions held in London, representatives of the Administering Authority confirmed the views expressed by the Governor. The Mission would also have liked to hear confirmation by these representatives of the Administering Authority of the statement made in the Trusteeship Council by the representative of the United Kingdom, which would have constituted a useful reiteration of the trend of the

Administering Authority's policy. Obviously, the absence of this confirmation in no way reduces the weight of the above-mentioned statement.

66. The Mission was informed that the Administering Authority considered that the territory-wide elections would be a major constitutional advance and believed that any modification of the arrangements, such as removal of the qualifications for voting or variation of the parity system of representation, at the present time, would result in dissension amongst the races. The Administering Authority indicated that if the people desired changes, then their views could be voiced by their elected representatives in the legislature and would be reflected in the constitutional committee to be appointed after the elections. It was necessary to progress step by step, and further constitutional changes should await the results of the committee's deliberations.

(e) *Conclusions of the Mission*

67. The Mission recognizes that political advancement at the central government level is tending to proceed at an increasing rate in Tanganyika and, in this regard, it congratulates the Administering Authority upon the introduction of the electoral system for the Legislative Council.

68. It will be recalled, however, that the Africans heard by the Mission were almost unanimously opposed not only to parity representation, but also to the obligation to vote for representatives of each race, on pain of invalidation of vote, and to the qualifications required which considerably reduced the African electorate.

69. It is equally desirable to recall that, after the departure of the Mission, statements were made on the part of the UTP requesting that the vote should be made optional in the forthcoming elections, even though the party is not prepared for the time being to abandon parity representation or the qualitative restriction of the electorate which, as explained in paragraph 51, principally affects the Africans.

70. The Mission is of the opinion that, though it would be undesirable to postpone the elections planned for 1958 in certain provinces, two measures could be taken which might be advantageous, at least in the sense that they would be likely to better dispose the African electorate towards the coming elections: the first would be to make the vote optional for one candidate of each of the three races; the second measure would be to liberalize the required qualifications.

71. Mr. Hamilton does not concur in the two suggestions contained in the preceding paragraph. His views are as follows:

(i) While agreeing that the abolition of the compulsory tripartite vote might better dispose the African electorate toward the coming elections, Mr. Hamilton recognizes that the compulsory tripartite vote is essentially educational in purpose in that it attempts to eliminate racial exclusiveness and that it is therefore

not likely to commend itself to the bulk of the electorate. He is not satisfied that the evidence available to the Mission demonstrates that the African electorate is so ill-disposed towards the compulsory tripartite vote as to jeopardize the success of the elections, and he therefore cannot endorse the suggestion that it should be abandoned without fair trial;

(ii) Mr. Hamilton fully concurs in the Mission's view that postponement of the elections planned for 1958-1959 would be undesirable. Bearing in mind, therefore, the Governor's statement (paragraph 63 of the Mission's report) that any changes in the electoral system could not fail to have precisely this undesirable effect, and bearing in mind in particular that the registration of electors was scheduled to end prior to the publication of the Mission's report—let alone its consideration by the Trusteeship Council—Mr. Hamilton regards the Mission's suggestion that electoral qualifications should be "liberalized" as unrealistic.

Whether, and if so what, changes in respect of the compulsory tripartite vote or electoral qualifications are desirable will, in Mr. Hamilton's opinion, be best assessed after the present system has been put to a test. Moreover, only after elections have been held will it be possible for decisions in these matters to be based upon the deliberations of a Legislative Council and a constitutional committee, both of which will include elected representatives of the people.

72. Finally, the Mission also hopes that the constitutional committee to be established after elections of 1958-1959, and the Administering Authority, will be able to adopt for the future a system of broad universal adult suffrage with secret ballot.

POLITICAL LIFE OF THE TERRITORY

73. In the previous sections of this report the Mission has had occasion to refer repeatedly to one of the most important changes which has occurred in the Territory since the visit of the previous Mission—namely, the growth of African nationalism and the increasing activity of the new political parties. Everywhere the Mission went in the Territory it saw evidence of the activity of the two principal political parties, which are vying with each other to extend their influence and to establish an ever-increasing network of local branches. As in most Territories where the people are undergoing a process of political awakening, the competition of these parties has led to a certain amount of turbulence and ill-considered agitation. The Mission is confident, however, that the overwhelming majority of the political leaders in the Territory are responsible people who will seek all means to discourage such developments.

74. The Mission would emphasize in this connexion the importance which it attaches to co-operation between political parties and the Administration. It was disappointed to note that competition between political parties for popular support has led in some instances to the organization of various types of political opposition to such eminently advantageous government programmes

as those of destocking, cattle dipping, and soil and water conservation. In this connexion, the Mission would wish to stress its view that, if both the speed and thoroughness of Tanganyikan development towards self-government are to be brought to a maximum, political parties should take care that healthy competition does not degenerate into opportunism and, without prejudice to their own distinctive outlooks, should not hesitate to exercise influence, wherever possible, in support of numerous unquestionably beneficial activities of government, the success of which depends upon the support of the whole population.

75. Political organization in Tanganyika is still at a very early stage of development, and the supporters of the two Territory-wide parties probably account for a small minority of the population. The mass of the African population is still organized in tribal or local groupings, which, although very influential, are, in many cases, primarily concerned with local problems. Among the non-Africans there are also a number of small organizations which, in the case of the Asians, are based mainly on religious or community interests. The largest of these is the Ismailia community. Altogether there were, at the end of 1956, eighty-seven societies of a political character registered under the Societies Ordinance. These included the branches of TANU and UTP and small and diverse groups such as the Hindu Council, the Asian Association, the Tanganyika National Society, the Tanganyika Citizens' Union (formerly the Kilimanjaro Chagga Citizen's Union), and the Meru Citizens' Union, which claims a membership of 6,000 out of the total of 36,000 individuals of the Meru tribe. Besides the several organizations and societies, an important vehicle for the expression of African public opinion exists in the "Native Authority" and African advisory councils, of which there is a very large number, varying both as to their composition and the number of people whom they represent. Outstanding among these councils are the Chagga Council, which represents a tribe of approximately 300,000 persons, the Buhaya Council, in the populous Bukoba district, the Meru Council and the Rungwe African District Council, representing a district in which live about a quarter of a million members of the Wanyakyusa tribe. In the course of its tour, the Mission met with a number of African district, area and village councils, as well as groups of chiefs, who expressed their political opinions to the Mission.

Tanganyika African National Union

76. According to a statement made by its president to the Trusteeship Council,¹ this party has a membership of between 150,000 and 200,000. Since it identifies itself with the cause of African nationalism, its policies, or elements of them, are probably supported by a number of African groups which are not otherwise connected with it. The party gets additional support from a number of African trade unions which it has sponsored.

¹ Official Records of the Trusteeship Council, Twentieth Session, 819th meeting.

77. Because it has been in existence for several years and has followed a programme of expansion, TANU has succeeded in establishing a large number of branches throughout the Territory. In so doing, it has upon several occasions unfortunately come into conflict with the Administration and the Native Authorities and, while it had an estimated forty-eight branches in existence in June 1957, ten others had been banned or refused registration under the Societies Ordinance on grounds that their activities prejudiced the maintenance of law and order. TANU maintains strongly that in a number of these cases and in a few subsequent cases it has been unfairly penalized for the irresponsible behaviour of a few individuals acting without authority from the leaders, while in other cases it attributes the action to opposition to it on the part of non-Africans. As an example of what he described as unfair action by the Authorities, the president of TANU, Mr. Nyerere, sent to the Mission, after its departure from the Territory, a copy of a letter which he had written to the Governor concerning the banning of the TANU branch at Iringa. In this letter, Mr. Nyerere recalled that the branch had been banned because its chairman had attempted to interfere in the name of TANU with the Government's cattle dipping scheme at Iringa. Mr. Nyerere pointed out that TANU had officially condemned this interference and had expelled the individual responsible for it. Nevertheless, the Government had subsequently banned the TANU branch and at the same time suspended the cattle dipping scheme. It was the opinion of Mr. Nyerere that, in dealing with TANU, the Government was prompted not by justice or by a genuine desire to maintain law and order, but by fear of African nationalism. He considered that the Government's contradictory actions in the matter were calculated to discourage responsible leadership and he accordingly protested these actions as calculated to encourage irresponsibility and thus give further excuses for suppressing TANU.

78. The Mission met with and received memoranda from the National Executive and many of the branches of TANU. Its membership being confined to Africans, its concern is for the advancement of Africans in all fields. Its political demands, as previously stated, are for constitutional advance by progressive stages towards the establishment of a democratic African State in which non-African minorities would enjoy equal rights as citizens. It is opposed to the present constitutional arrangements providing for equal racial representation and demands increased representation for Africans in the organs of central government, introduction of universal adult suffrage, on both the central and local government levels, abolition of the proposed system of tripartite voting and the establishment of a time-table of constitutional, economic and educational development leading to self-government. In addition TANU calls for increased Africanization of the Civil Service.

79. The party's demands for improvement of African conditions extends into all fields, particular emphasis being placed on improvement of the African sector of the economy, educational advancement (including the establishment of a territorial university) and labour

conditions. The party is strongly opposed to land being alienated to individual non-Africans, although it is willing to accept the lease of land to non-African commercial corporations where, in its opinion, this is demonstrated to be beneficial to the Territory's economy. The National Executive of TANU, in its memorandum to the Mission, expressed the belief that for a long time the Government had been wrong in laying emphasis on the dependence of the country upon the immigrant races and on foreign investment. The economy of the country depended, in its opinion, upon the land and upon the African peasants whose potential capacity, it believed, was limitless. The party is especially sensitive to situations which, it feels, involve any form of racial discrimination.

80. Individual branches of TANU presented the Mission with complaints or requests relating to local problems. A large number of these complaints concerned cases of land alienation and are referred to in the following chapter. It may be noted that TANU's strong opposition to land alienation which is shared by many Africans, has had an adverse effect on its relations with the non-African farming community. The Mission cites, as an example of this, a complaint which it received from a non-African who stated that TANU had encouraged illegal interference with his possession of land under a long-term right of occupancy (referred to in paragraphs 197 to 199 below).

United Tanganyika Party

81. This party was founded recently in February 1956, under the sponsorship of a majority of the representative members of the Legislative Council. It is multi-racial in membership and claims "approximately 10,000" members of whom about 67 per cent are Africans, 23.6 per cent Asians, and 8.5 per cent Europeans. The party has established a number of branches and recently set up a youth organization.

82. The Mission met with and received written statements from several of the branches as well as from the leaders of this party which professes a non-racial nationalist policy. The party declares that it is deeply and gravely disturbed by the damaging effects which extreme racial politics have had on the Territory over the last few years. Its objective is the attainment of self-government for the Territory on the basis of equal rights for all citizens, regardless of race. It believes in a step-by-step evolution towards this objective and, while it considers that separate representation for the racial groups in the central government serves a useful purpose at the present time as a means of establishing mutual trust and confidence between the races, it advocates a dynamic advance towards a system of non-racial representation. It urges that the tripartite vote be made optional in the forthcoming elections; and it believes that universal adult suffrage should be achieved gradually, starting initially with a qualitative vote. It also advocates the creation of a consultative second chamber within the central government structure, consisting of chiefs and outstanding citizens of all races. On the local government level, it urges the further development of multi-racial councils.

83. The UTP is particularly concerned with the need for economic progress and attaches special importance to the development and proper utilization of the land, as the Territory's main natural resource. It urges the immediate adoption of land legislation to encourage the emergence of a system of individual tenure and it calls upon the Government to take immediate steps to produce a territorial land development plan. It believes that the Government should adopt measures to increase the productivity of the African peasant farmer, to open up new areas of potentially fertile land and to take energetic measures to improve communications. The UTP also urges that the Government adopt a positive policy, with possible tax incentives, to attract foreign investment capital.

84. In the labour field, the UTP calls for increased wages and productivity. In particular, it advocates the establishment of joint consultative machinery, a legal minimum wage and multi-racial trade unions. It also believes that interracial education should be introduced as soon as practicable and it supports the establishment of a Territorial university college.

Tanganyika National Society

85. This group, which was originally the Tanganyika branch of the Capricorn Society, has a small following among Europeans and Africans. In a memorandum and in a discussion with the Mission it was explained that the group was particularly concerned with the need for political stability and for co-operation between the races; it believed that any policy based on the idea of racial superiority of minority groups or domination by a racial majority would only lead to conflict. The group's objective is to develop a society in which all citizens, regardless of race, would enjoy equal rights and would be bound together by common ideals. The group supports the Government's policies directed towards establishing a multi-racial society and believes that the system of parity representation with a qualitative franchise provides a sound basis for future understanding among the races. It regards this system, however, as a transitional measure from which further advances should be made towards the objective of non-racial representation on a common roll when a suitable climate of racial harmony has been created.

Hindu Council of Tanganyika

86. The membership of this party is not known to the Mission. Although largely concerned with the advancement of the Hindu community, it advocates the development of a multi-racial society in Tanganyika and the achievement of self-government. Its aims also include the educational, social and cultural advancement of the Africans.

Ismailia Central Political Committee

87. This committee claims to represent the Ismailia community, which numbers approximately 17,000 persons. Mainly concerned with the welfare of its own community, it is strongly opposed to extreme nationalism

and believes that progress towards self-government must be gradual and be coupled with economic and social advancement.

Asian Association

88. This party was formed in 1950 as the heir of the former Indian Association. The Mission does not know its membership but believes it to be small. The Association's political views are similar to those of TANU, i.e. it strongly opposes separate racial representation in the Legislative Council, calls for the introduction of universal adult suffrage and the ultimate establishment of a democratic African State with equal rights for minorities. It urges the immediate appointment of Asians to senior positions in the Administration and the introduction of compulsory education provided by the State.

NATIVE AUTHORITY BODIES

Chagga Council

89. In discussion with the Chagga Council, which consists of chiefs and elected councillors, the Mission was informed that the Council unanimously supported the views expressed to the Trusteeship Council, at its twentieth session, by Chief Marealle II.² In the political field, their primary request was that the Administering Authority should make a pronouncement to the effect that the Territory would be developed as a primarily African State. They did not like the parity system or "multi-racialism," but they wished it to be known "that those who have given tuition will not be forgotten". They believed that the Administering Authority should prepare a plan of future constitutional development in consultation with African local councils, which should then be submitted to the Legislative Council for approval. The principal concern of the Chagga Council, however, was for an increase of educational facilities beyond the primary level, a need which they described as urgent. The Council also urged that the Administering Authority's efforts to provide the Territory with capital for economic development should be supplemented from other international sources.

Buhaya Council

90. The Executive Committee of the Buhaya Council shared the views of TANU in regard to constitutional reform although it did not request that a time-table of political advances be established. Its principal concern was for the improvement of education at all levels, including an increase in the number of teachers and scholarships for higher studies.

Rungwe African District Council

91. The Rungwe African District Council requested that the Administering Authority declare a policy that Tanganyika should become a primarily African State

² Official Records of the Trusteeship Council, Twentieth Session, Plenary Meetings, 817th meeting.

and urged the introduction of universal adult suffrage and abolition of the tripartite vote. The Council stated, however, that it believed Tanganyika to be a multi-racial country and accepted the parity system as a transitional stage towards a more democratic form of representation; on the other hand it believed that parity should be based upon equal representation between Africans and non-Africans, and not upon equal representation for each of the three races. On the local government level, it was opposed to multi-racialism. The Council was also strongly desirous of an increase in education at all levels, and called for a stop to further land alienation.

Other Native Authority bodies

92. The Mission heard numerous statements from other, and for the most part, smaller African local councils. As has been stated elsewhere, many of them expressed political views similar to those outlined above, while many others, such as the Council of Chiefs of the Morogoro District, the Akukwe Rural Council and the Chief of Gwao in the Rungwe District, who appeared before the Mission accompanied by about one thousand of his people, advocated a policy of more gradual political advancement and believed that more attention should be paid at the present stage of development to parallel advances in other fields, particularly economic and educational.

LOCAL POLITICAL GROUPS

93. Other political groups whose views were heard by the Mission included the Tanganyika Citizens' Union, a small group consisting primarily of Chagga tribespeople, with headquarters at Moshi. In its memorandum to the Mission, the Union stated that it was in full agreement with the Government's aim to develop the Territory towards self-government on a non-racial basis and it was opposed to any form of racial domination. In discussion with the Mission, the representatives of the Union stated that they were opposed to the parity system and to the compulsory tripartite vote and believed that Africans should be given a majority of seats in the Legislative Council at the next elections. The Union also called for increased educational services and for the creation of a territorial council of chiefs which would have, as one of its purposes, to break down tribal insularity and to develop an awareness of Tanganyika nationality.

94. The small Meru Citizens' Union, which claims 6,000 members, may also be described as a local political group, although its primary concern, as stated later, is a local land dispute. In its memorandum to the Mission, the Union supported the views of TANU concerning central government reform, believing that Africans should be given a majority of representative seats in the Legislative Council, that the tripartite vote should be abolished and that the Administering Authority should be urged to establish a time-table for the attainment of self-government.

LOCAL GOVERNMENT

95. In considering the organization of local government in the Territory, the Mission noted the variety of

local authorities and the differences in their composition, structure and powers. This situation has arisen as a result of the gradual and progressive change from a traditional African system to a modern one, which was instituted in 1953 in conjunction with reforms at the central government level.

96. Throughout most of the rural areas, local administration is still based upon African tradition, subject to progressive modification, and is the responsibility of the Native Authority which usually consists of the chief with his advisors or a tribal council. Local councils may be either African district councils, having the power to make orders and rules to be obeyed by Africans throughout the district, or they may be merely advisory to the Native Authority. In many districts, the structure is more complex, with divisional or chiefdom councils subordinate to the district council.

97. The introduction of government by council at the local level is part of a progressive development of the traditional system which has been taking place at an increasing rate since the Second World War. Formerly, the Native Authority was the chief, or a group of chiefs, who might, or might not, seek the advice of certain elders according to the requirements of tribal custom. Now, however, councils exist in most districts and in a few cases, have even superseded the traditional Native Authority. Membership of these district councils consist of chiefs, minor Native Authorities and headmen and varying numbers of commoners elected in many cases by acclaim at village meetings or, in a few cases, by ballot. In some districts, non-Africans have been invited to join these councils, but their capacity is purely advisory. In addition to these statutory bodies, there also exist a number of purely informal advisory councils, on the district and provincial level, which are inter-racial in character and are presided over by the district or provincial commissioner.

98. While continuing with its efforts to develop the present Native Authority system, the Government has been actively engaged, wherever possible, in replacing it by a modern system of local government based upon the Local Government Ordinance, 1953. The Ordinance provides for the establishment, wherever suitable conditions exist, of multi-racial county councils and town councils as well as local councils, also to be multi-racial where desired and intended gradually to replace the existing Native Authorities. It is a feature of Government policy, however, that the establishment of these modern institutions of local government should be dependent upon the general wishes of the communities concerned and they are not established unless public opinion is ready to accept this innovation.

99. A common feature of these county councils, town councils and local councils is that in each case their composition, functions, powers and area of jurisdiction are set forth in separate instruments, thus allowing for considerable differences in each case. The Ordinance lays down general provisions, however, setting forth directions concerning the geographical area of their

jurisdiction; the local authorities must be administrative bodies with a variety of functions and they are authorized, subject to the approval of the minister of local government, to make and enforce by-laws and levy rates.

100. During the four years since the passage of the ordinance, progress in the establishment of these new bodies has been slow, especially in regard to the rural areas. So far, only two inter-racial local councils have been set up, at Mafia and Nwala, covering the area of a district and replacing the former Native Authority. Membership of these two local councils is predominantly African but there are a few European and Asian members. Both councils have been empowered to levy local rates.

101. On the higher level, one inter-racial county council, the East Lake County Council, was established in 1955 covering eight districts in the south-eastern part of the Lake Province; in the same year a "shadow" county council was set up in the Southern Highlands Province as an experimental measure. These have not survived. The experience gained by these bodies has led to a decision by the Government to concentrate upon the development of smaller units at the district level. In the case of the East Lake County Council, the Mission was informed that it "had found itself too unwieldy and too remote from the people". The Governor, in explaining Administration policy, said that the natural unit of loyalty had proved to be the district, and it was for that reason that the two county councils had failed. The new policy of the Administration was therefore to set up district councils, with a wider range of functions than the local councils. The Mission was informed that an amendment to the Local Government Ordinance, which would provide for the establishment of district councils, would shortly be placed before the Legislative Council. In the event of the amending legislation being approved, it was intended to establish district councils as rapidly as possible, particularly in twenty-seven districts where non-Africans had already been co-opted to "Native Authorities"; in these districts a separate body would also be established consisting of chiefs and their advisers to regulate matters of custom and customary law not suitable for regulation by the district council. It was also hoped that the existing local councils would eventually be replaced by district councils. In his speech to the Legislative Council on 17 September 1957, the Governor announced that, so far, agreement had been reached to set up inter-racial district councils in twelve districts.

102. The councils created at the urban level have been more successful. At the time of the Mission's visit, town councils existed in nine townships and the Mission was informed that a tenth town council would be created on 1 January 1958 in Tabora.

103. An important development in the local government field was the enactment in 1956 of a Local Government Elections (Urban Areas) Ordinance setting forth the franchise and procedure for elections in municipalities (Dar es Salaam) and town councils. The ordinance provides that the franchise may be extended

ordinarily to all persons over the age of twenty-five years who have resided in the town or municipality for six out of the previous twelve months and own property the value of which may differ in different towns. In addition, the senior officer of a company or co-operative may be eligible to exercise a business premises vote. Elections do not, however, follow automatically in all urban councils since the instruments of each council require to be amended before elections can be held. The ordinance merely established appropriate rules and left it to the councils themselves to decide when elections will be held. In fact, the Mission was informed, elections would be held in early January 1958 to fill about 60 per cent of the non-official seats on the town councils of Morogoro and Arusha and it was hoped that elections would take place towards the end of 1958 in the municipality of Dar es Salaam.

104. One of the problems involved in the development of local government is the provision of an adequate supply of properly trained junior officials. The Mission noted with satisfaction that this matter is receiving the special attention of the Government and that the latter has provided increased facilities for training at the Mzumbe and Pasiensi schools, as well as overseas.

105. In assessing the general situation in the field of local government the Mission noted, in particular, the variety of institutions at present in existence and the great measure of discretion left to provincial officials in arranging for their establishment. Useful advances have been made in connexion with the establishment of the relatively rudimentary Native Authority councils and with the town councils established under the local government ordinance. The new form of local council has apparently been less successful. The Mission feels that this may be due partly to the reluctance of Africans to abandon the existing Native Authority councils which are essentially tribal in character, partly to certain fears on the part of the Africans that the inclusion of non-Africans in local government organs will facilitate non-African acquisition of lands now held under tribal tenure and partly to political opposition—originated in current controversies at central government level—to the inclusion of non-Africans into hitherto exclusively African organs. The Mission notes that opposition to local councils on grounds that unlike Native Authority councils they were "multi-racial" was expressed in many memoranda submitted to the Mission by supporters of TANU and by other Africans. The Mission has noted the opinion of the Administering Authority that these organs are designed to be predominantly African in their composition and that the objections normally raised against "multi-racial" organs would scarcely seem to apply. Similar opposition does not seem to be evidenced in those instances where non-Africans participate in an exclusively advisory capacity in the Native Authority councils.

106. Bearing in mind, on the one hand, the slow progress made in the establishment of native and local councils and the impending dissolution of a county council on grounds that it was, *inter alia*, "too remote

from the people" and, on the other hand, the rapid progress that has been and is likely to be made in the evolution of central government institutions, the Mission would stress its belief that a rapid increase in the rate of establishment of modern local institutions is called for if serious unbalance is to be avoided and if the mass of the people are to understand and place their confidence in the evolving central legislature. In this regard, the Mission recalls the opinion expressed by the Trusteeship Council at its twentieth session, that the existence of effective local government units is required to serve as a basis for the future stability and good government of the Territory.

107. The Mission would emphasize strongly its belief that urgent attention should be given to accelerating the development of district councils and to designing and establishing additional organs whose functions would relate to areas substantially greater than those of the districts.

CIVIL SERVICE

108. In accordance with recommendations made in 1954 by the East African Salaries Commission, a major reorganization of the civil service has been undertaken recently which resulted, among other things in the abolition of the distinction between the senior and junior services. The Territory now possesses a single integrated public service in which, in principle, the limit of advance of any serving member is dependent solely upon his qualifications and proved ability. Salaries are now in accordance with a uniform scale, to which expatriate allowances are added for overseas recruits. Since 1955, promotions, appointments and conditions of service have been the responsibility of a public service commission which has, as a matter of policy, to ensure that all posts falling vacant are filled locally whenever possible, and that recruiting from outside the Territory takes place only when there is no suitable local candidate available.

109. Because the civil service is now established on a non-racial basis, no figures were available to the Mission concerning the actual racial composition of its establishment. The Mission was informed, however, that, out of approximately 20,000 Africans in the service, 142 were in senior and responsible positions. The great majority of Africans, the Mission learned, held clerical posts in the subordinate service, a non-pensionable lower-grade category.

110. Mindful of the importance which the Trusteeship Council has attached to the training and preparation of Africans for positions of responsibility in the Administration, the Mission inquired into the measures being taken to that end. It was informed that the training of Africans for promotion within the civil service is now the responsibility of a special standing committee and that a number of in-service training programmes, including evening courses for clerical workers, have been instituted. In addition, local candidates may now attend certain pre-employment training centres, such as the subordinate staff training

centre at Pasiensi, and selected officers are given individual opportunities for study abroad. Provision has also been made to increase the flow of trained graduates from Makerere University College and an engineering course had been started within the Territory, at Tabora.

111. The Mission received a number of requests from Africans urging that more energetic measures should be taken to train Africans for responsible positions and it found that both of the principal political parties, TANU and UTP, considered this to be a major requirement for progress towards self-government. In particular, the African representative members of the Legislative Council called for a vigorous and purposeful training programme which would include: (a) increased opportunities for study abroad by selected African students, including persons at present in the civil service; (b) expansion of the facilities at the Local Government School at Mzumbe to include the training of civil servants; (c) inter-departmental training aimed at selecting and preparing suitable African civil servants for senior posts; (d) provision of training facilities in public administration at the University College of Makerere; (e) establishment by the College of a department of extra-mural studies in the Territory; (f) the creation of a Tanganyikan university as soon as possible.

112. At Dar es Salaam, the Mission also received a complaint from the Tanganyika African Government Servants' Association that, despite the Government's declared policy of non-racialism in the civil service, racial discrimination was still practised against Africans and that higher posts were largely occupied by non-Africans. Their main complaint was that the interests of African officials in respect of appointments and promotions were often neglected as their non-African superiors in the hierarchy tended to favour people of their own race. The Association believed that there were several posts, such as district assistants, office superintendents, labour officers, etc., which did not require high qualifications and could readily be filled by Africans. They also affirmed that Africans received inferior treatment compared with Asians, even those who were born in Tanganyika or recruited locally, as regards annual leave and that, as compared with non-Africans, there was a difference in the quality and quantity of the government housing available to them.

113. The Government, in its comments on this complaint, denied the existence of racial discrimination, pointing out that although a non-racial policy had been adopted in 1954, racial differentiation, where it existed as a result of earlier recruitment, could be removed only over an interval of time; moreover, there was no intention of lowering the standards required for appointment. It was pointed out that the main obstacle to the admission of more Africans to higher posts was the inadequate number of Africans holding the necessary educational qualifications. The Government drew attention to regulations recently issued providing for in-service scholarships for training at the Royal Technical College in Nairobi and in the United Kingdom.

114. Concerning the complaints of discrimination in regard to leave, the Government explained that this was the result of a misunderstanding due to a change in terminology and that in fact all races were governed by the same rules in regard to leave. On the question of housing, it was explained that housing accommodation was provided for overseas personnel only because they were not normally domiciled in the Territory; the Government felt that it had no similar responsibility in regard to locally domiciled personnel, and it pointed out that if it were to take any other position on the matter, it would result in a heavy financial burden on the Territory and in the creation of a specially privileged class.

115. In general, the Visiting Mission believes that the Government is making a sincere effort to develop the civil service on a non-racial basis. It is possible that favouritism may in certain individual cases be a factor in determining the attitude of an individual superior to a subordinate's prospects for promotion, and although this is something which can neither be completely assessed nor completely controlled, the Mission considers that the Administration should watch over this

matter vigilantly. In the Mission's opinion it is equally important to pursue a more vigorous programme of technical training and general education in order to increase more rapidly the number of Africans occupying senior posts. The Mission believes that such action is an essential condition for the orderly and rapid progress of the Territory towards self-government and it hopes that every effort will be made by the Administering Authority in this direction.

116. The Mission also wishes to stress that in Tanganyika, perhaps more than elsewhere, the representative of the Administration, whatever his grade may be, plays an important role in the life of the country. Because he is always present and as a result of his daily activities, he is the essential link between the different elements of society. On his attitude may depend the future social relations of the country. Besides technical knowledge and professional competence, he must bring to his work the greatest human understanding, which alone can ensure harmonious co-operation and fruitful collaboration among all the people.

CHAPTER II

ECONOMIC ADVANCEMENT

GENERAL

117. It may be recalled that the Trusteeship Council, at its twentieth session, noted with interest the improvement in the value and diversity of the export trade of the Territory, which it stated reflected in particular a continuing increase in African agricultural productivity. It commended the Administering Authority for the assistance and encouragement which it had contributed to this important trend. It commended equally the initiative taken by the African members of the Legislative Council for the formulation of a plan for increased agricultural productivity and noted the support being given to this plan by the Administering Authority. The Council had no doubt that the concerted and sustained efforts of the producers and the Administration could lead soon to a general rise in production and consequently to an improvement both in standards of living and in public revenues.

118. The Governor of Tanganyika, in his address

to the Legislative Council on 17 September 1957, observed that anyone reading what some people had been writing and saying in the local papers about the economic state of Tanganyika might gain the impression that stagnation reigned, that a state of economic depression prevailed, and that the Territory was heading for bankruptcy. Nothing, in his opinion, was further from the truth: the economy of the Territory was perfectly sound. He pointed out that Government revenue had in recent years increased rapidly and was now more than three times the level prevailing in 1957 and, although the increase since 1954 had been at a slower rate, there was still no reason to anticipate anything but a further, if less rapid, upward trend. He considered that the economic development of Tanganyika during the last decade had been quite remarkable despite immense difficulties. He supported this claim by giving the following approximate figures indicating increases in production:

	1947 (tons)	1956 (tons)	Increase per cent Total Average	
Sisal	105,000	185,000	76	8.4
Coffee	15,740	20,700	31	3.3
Cotton	7,100	23,600	232	25.8
Tea	610	2,400	293	32.5
Tobacco	590	2,060	249	27.6
Pyrethrum	506	740	46	5.1
Sugar	7,500	18,000	140	15.6
Cashew nuts	1,600	16,600	900	100.0
Castor seeds	2,460 ^a	12,000	387	48.4
Kapok (exports)	235	720	206	22.9
Copra and coconut oil (exports)	900	7,000	677	75.2
Diamonds (carats)	92,000	358,000	289	32.1
Lead concentrates	—	14,250		
Registered companies (No.)	612	1,544		
Registered business names (No.)	2,199	5,356		
Incoming shipping (tons)	1,955,000	5,122,000		

^a 1948.

119. He further commented that, whereas an increase in production of 7.5 per cent a year was a very good achievement, Tanganyika had greatly exceeded that figure and that there was every reason to believe confidently that during the next ten years there would be a steady increase of not less than 7.5 per cent a year.

120. The Mission was itself able to observe signs of considerable economic activity and expansion in certain of the areas of the Territory which it visited, notably in building construction in the urban areas, which may normally be taken as one index of economic growth, and in the expansion of agricultural production and mining activities in other areas. While, however, the Mission noted with satisfaction these signs of economic growth and vitality, it was equally impressed by the lack of uniformity of this economic development, geographically, industrially and racially. Examples of this lack of uniformity, which the Mission would record without attempting explanation of this point, are as follows. It was able to see that, although the Africans have, with the assistance of the Administering Authority, established consumer co-operatives in a few areas to break the hold of the Asians on the distributive trade, there remain great areas where this hold is as yet virtually unaffected, particularly in rural areas. Competition prevailing in urban areas reduces the dangers of this domination in those areas. It noted that whereas African cotton production in the Lake Province had steadily increased over the past years, African coffee production in the Bukoba district had been at a virtual standstill over the past twenty years. It observed that while African Arabica coffee farmers in the Kilimanjaro area had been for many years enjoying a period of unprecedented prosperity as a result of good prices for their product and had as a consequence been making great strides in their economic and social development, African Arabica coffee farmers in the Southern Highlands did not appear to have benefited so greatly from the prosperity of the coffee industry and were complaining of the high cost of transportation of their produce to processing plants and marketing centres in

the North; it noted further that while European planters and companies had been able in a relatively short time to establish profitable wheat and tea enterprises in certain favourable, though restricted, areas in the Northern and Southern Highlands Provinces, the African Tenant Farming Scheme at Nachingwea operated by the Tanganyika Agricultural Corporation, on behalf of the Administration, appeared to be making only slow progress mainly because of the unfavourable environmental conditions and the lack of a profitable cash crop adapted to these conditions; it also noted that there was little African participation in the long established and prosperous sisal industry and in the more recent tea industry and in the various mining enterprises, all of which required heavy capital investment. The Mission observed with satisfaction the relatively high standard of living enjoyed by the majority of the European and Asian population, mainly inhabitants of the urban and more favourable agricultural areas, but noted with concern that a large portion of the African population were existing at little better than a bare subsistence level, particularly those in Masailand, the central plateau region and the southeastern plains where natural resources are sparse and environmental conditions are unfavourable for, or even hostile to, agricultural development. While these areas are the least populated they unfortunately comprise the greater part of the area of the Territory.

121. The Mission is, of course, aware that the standard of living of a people is dependent, *inter alia*, on the resources available to that people and the skill and ability with which the resources are used and, therefore, in the final analysis economic development and progress must in a large measure depend on the initiative and energy of the Africans themselves. But it could not escape the view that a relatively greater effort was needed to assist the African inhabitants, who were generally not as well equipped traditionally, materially or educationally as the Asian and European inhabitants, to adjust themselves to the exacting discipline of the modern exchange economy and thus to

improve their standard of living. The Mission is also aware that the Administration has long recognized the need to improve African productivity and, in addition to the various measures for general infrastructural development, has taken certain specific measures for dealing with this problem. The more recent measures include the establishment of two revolving funds primarily for this purpose, namely the Local Development Loan Fund and the African Productivity Loan Fund, the latter with United States financial assistance. Nevertheless, the Governor in his above-mentioned speech felt constrained to point out that the real wealth of the Territory lay in the production of African farmers and, although great strides had been made in improving their methods, there was a lot still to be done. That Africans themselves have also recognized this need is exemplified by the following statement from the memorandum submitted to the Mission by the chiefs and sub-chiefs of Morogoro:

"Tanganyika, compared to other territories, lags behind in economic development, and this is mainly due to: first, aridity, tsetse flies and lack of communications; second, the fact that this country is primarily an agricultural country and that the Africans who are primarily cultivators do not produce much due to lack of agricultural knowledge and financial and mechanical aid. It is our considered opinion that although the non-African farmers can help a lot in raising the economy of this country by cultivating big farms in the modern way, this country will not develop fully economically unless every individual African farmer does produce more crops in his farm. It follows therefore that any help, financial or otherwise, which will make the individual African produce more will bring economic development to this country in a big way";

it is also exemplified by numerous other representations to that effect made to the Mission by persons and organizations representing all shades of political opinion in the Territory. It was no doubt this feeling which prompted the proposal of the African members of the Legislative Council in December 1956 (mentioned above) that a Commission should be appointed to draw up plans for agricultural and other economic development in each district and that the United Kingdom Government should be asked to finance it with grants-in-aid. The Governor is reported to have described this as a request for a "sort of Swynnerton Plan" for Tanganyika and to have referred to it as a most refreshing display of initiative and leadership, expressing

delight that it had come from the African representative members who, he said, had shown a real sense of responsibility in the matter. In his statement to the Legislative Council on 17 September 1957 the Governor reported that no less than 140 productivity schemes, of which forty were still under consideration, had already been submitted and that approved schemes would be financed under the recent allocation of £750,000 made to the Territory from the Colonial Development and Welfare Reserve. These proposals will be considered further below.

ASPECTS OF NATIONAL INCOME

122. An estimate of African productivity may be made from the contribution of this section of the population to the national income of the Territory. Such an estimate would be valuable since it would not only enable an estimate to be made of territorial and African productivity at a given time but would, over a period of time, provide an indication of the progress being made in improving productivity. The Mission was informed that a national income survey had been recently completed by Professor A. T. Peacock and Mr. D. Dosser on behalf of the Administration but that the details were not yet available for publication. This survey should make a valuable contribution to the study of the economy of the Territory and should lead to a clearer appreciation of the economy as a whole and to the contributions made to it by the various sections of the population. The Administering Authority is to be commended for having had the survey undertaken.

123. In the absence of the authoritative information which the survey will provide, the Mission could only form tentative conclusions, based upon such information as was available, regarding the economy as a whole and the parts played by the various elements of the population in its development. It will be recalled that the Special Representative for Tanganyika in his opening address to the twentieth session of the Trusteeship Council on 12 June 1957 quoted figures from the above-mentioned national income survey to indicate the growth of the gross domestic product of the Territory during the years 1952-1954 (figures for 1955 and 1956 were not then available). The domestic product, or geographical income, shows the total income arising within a territory. It does not show the distribution of the total net income among the recipients of that income (national income). The 1952-1954 figures may be stated as follows:

Year	Population	Gross domestic product		Gross domestic product increase	
		Total	Per capita (£ million)	Total	Per capita (£ million)
1952	7,944,200	132.5	16.7	—	—
1953	8,069,300	137.9	17.1	5.4	0.4
1954	8,195,500	146.6	17.9	8.7	0.4

124. These figures indicate that there has been a steady increase in the gross domestic product during the years 1952-1954, averaging just over 5 per cent per annum. It may be noted in passing that the increase in the value of the gross domestic product has not been as great as some of the increases in production quoted by the Governor of Tanganyika in his speech to the Legislative Council, but the gross domestic product measures the value of the output of the economy as a whole, while the Governor's speech dealt only with the production of certain selected commodities, some of which are not of major importance in the sum total. Moreover, the period 1952-1954 was a period of relatively low prices for export commodities and this would be reflected in the value of the gross domestic product.

125. The East African Commission of Inquiry on Income Tax (1956-1957) quoted in its report the following figures, supplied by Messrs. Peacock and Dosser, for the break-down of the gross domestic product of Tanganyika for 1954:

	£ million	Percentage
Agriculture, of which: Cash crops: £21.1 million (14.3 %); Staple crops: £48.3 million (33.0 %)	69.4	47.3
Livestock products	13.2	9.0
Forest products	5.0	3.4
Hunting and fishing	1.4	0.9
Mining	3.8	1.9
Manufacturing	4.3	3.0
Craft industries	5.7	3.9
Building and civil engineering	12.1	8.2
Public utilities	0.6	0.4
Transport and communications	6.9	4.7
Distribution	10.4	7.1
Ownership of dwellings	2.5	1.7
Public administration	7.8	5.3
Other services	3.5	2.4
TOTAL	146.6	100.0

126. The above figures show that subsistence farming, i.e. the production of staple crops, accounts for about 33 per cent of the gross domestic product or £48.3 million. The production of these crops is practically entirely in the hands of the African population. The Administering Authority stated that, in 1954, of a total estimated African population of 7,847,000 persons, there were 439,094 employees—i.e., in regular or casual employment for wages. Of the remainder of the African population, it stated that the great majority was engaged in subsistence activities on their own account. Detailed statistics for those so engaged are not available, but it would appear that, apart from those whose major activities lie in the production of export crops, the majority are mainly subsistence farmers who, at best, market only such small surpluses of food products as may result from their mainly subsistence activities.

127. Information is not available regarding the total contribution of the African population to the gross

domestic product in 1954 but the East Africa Royal Commission (1953-1955)* roughly estimated at £22.8 million or £2.9 per head, the total net money product of the total African population of 7,847,000 persons arising from commercialized activities in the indigenous economy and from wages earned outside the indigenous economy as against the total net geographical (money) product (excluding subsistence activities) of £62 million or £7.8 per head of the total population (7,944,000). African productivity therefore contributed approximately 37 per cent to the net geographical (money) product as against £39.2 million or 63 per cent by the non-African population, excluding subsistence activities. The Royal Commission estimated the imputed money value of these subsistence activities at £40 million or £5.1 per head of African population. Thus the total African contribution to the net geographical (money) product, including subsistence activities, could be valued at £62.8 million or approximately £8 per head, and non-African at £39.2 million or £400 per head. It must be pointed out, however, that here a comparison is being made between the imputed money value of subsistence activities and commercial activities. The statistical validity of such a comparison is open to question, but the figures do provide some estimate of the order of magnitude of the value of the African and non-African net geographical products.

128. Perhaps a more significant comparison would be that of the total net money product of the commercialized activities of the indigenous economy (£10 million) plus wages earned outside the economy (£12.8 million) with the total net money product of the other elements of the population—i.e., £22.8 million as against £39.2 million.¹⁰ Taken on a *per capita* basis these figures show the very low productivity of the African population in terms of the money value of their commercialized activities as compared with the European and Asian—namely, £400 *per capita* as against £2.9. Of the latter figure, it was estimated that £1.8 represented wages *per capita* earned from employment outside the indigenous economy, so that it may be estimated that, in 1952, the money product of the commercialized activities of Africans, other than wage earning, amounted to only £1.1 *per capita*.

129. The latter figure is the average for the African population as a whole but it was clear from the Mission's observations that certain sections of the African population enjoyed a standard of living which would indicate a much higher figure for their contribution to the gross domestic product, and information furnished to the Mission confirmed this. For example, the 40,000 members of the Kilimanjaro Native Co-operative Union grossed £3 million from the sale of their coffee, or approximately £75 per member. These members are said to represent two-thirds of the Chagga population or approximately 200,000 persons, so that the average

* United Kingdom, *East Africa Royal Commission 1953-1955 Report* (London, Her Majesty's Stationery Office, 1955), Cmd. 9475, appendix IX, pp. 478-479.

¹⁰ *Ibid.*

gross income per capita from the sale of coffee would be about £15.

130. It may be said from the above that, in terms of an exchange economy, too high a proportion of the resources of the indigenous population is being devoted to subsistence activities and too little to market-oriented activities. The imputed money value of the subsistence activities, £40 million—according to the Royal Commission—and the figure of £48 million given for staple crops by Peacock and Dosser, are substantial but they represent a relatively stagnant sector of the economy since these activities are not devoted primarily to producing a surplus but merely to keeping pace with the increase of population. This sector of the economy is largely represented by Masailand, the Central Plateau area and the south-eastern plains area, with perhaps one-third of the total population of the Territory. In these areas known natural resources are sparse and environmental conditions, particularly a low and uncertain total rainfall, make farming difficult so that the indigenous population has traditionally limited itself to subsistence farming or, where tsetse infestation permits, to cattle

rearing mainly for non-commercial purposes. The Mission appreciates that it is not an easy matter to bring about changes under such unfavourable conditions, but it feels that, with such a large part of the population of the Territory involved, the Administration should persist in and intensify its efforts to effect a greater orientation of activities towards a market economy. The scope of improvement is great. For this reason, the Mission welcomes the proposal of the African Members of the Legislative Council that plans on a territory-wide basis should be formulated for increasing African productivity and trusts that special consideration will be given to these areas in spite of their low potential. More will be said of these proposals below.

TRADE AND COMMERCE

(a) External trade

131. The external trade of the Territory appears to have recovered from the decline resulting from the fall in prices during the 1953-1955 period as shown by the following figures furnished to the Mission:

	Exports	Imports (Thousands of pounds sterling)	Total volume (Thousands of pounds sterling)	Visible balance
1952	48,348	41,947	90,295	+ 6,401
1953	36,837	33,946	70,783	+ 2,891
1954	38,827	37,818	76,645	+ 1,009
1955	39,115	49,144	88,259	— 10,029
1956	48,314	42,234	90,548	+ 6,080

132. Throughout the period, with the exception of 1955, the Territory had a favourable balance of visible trade. The negative balance in 1955 may be attributed to stocking up during the period of the difficulties in the Middle East. The direction of the external trade of the Territory also remains in general unchanged, the United Kingdom being the largest customer, taking approximately 31 per cent of the exports and supplying approximately 45 per cent of the net imports in 1956.

133. Statistics of the balance of payments of the Territory were not available to the Mission. For the present, the foreign exchange requirements of the Territory are managed by the Administering Authority. Exchange control is operated under the provisions of Ordinance No. 35 of 1950 which is closely related to the United Kingdom Exchange Control Act of 1947. Certain imports from non-sterling countries are still subject to quota licensing and payments for invisible imports and the transfer of currency from Tanganyika are subject to certain restrictions in respect of non-sterling areas. Foreign exchange requirements in excess of the earnings of the Territory are provided by the Administering Authority. This arrangement appears to be satisfactory for the time being, but, since the Territory is progressing towards self-government, the Mission

considers that it would be desirable to keep under review the balance of payments and suggests that the statistics for this purpose be compiled in the future.

134. The Mission was impressed with the improvement in the dock facilities made possible by the opening of the Princess Margaret Quay in Dar es Salaam, which, prior to this, was entirely a lighterage port. The new quay, which was opened by H.R.H. Princess Margaret in October 1956, provides accommodation for three ocean-going vessels. Two of these berths are used primarily for imports arriving at Dar es Salaam, while exports continue to be handled on the lighterage quay. Funds for the construction of these berths were provided by the East African Railways and Harbours Administration of the East Africa High Commission. The third berth was financed by the Belgian Government and handles transit traffic with the neighbouring territories of Ruanda-Urundi and the Belgian Congo. The headquarters of the Belbase (Agence belge) were transferred to the new installations. The Mission wishes to congratulate the East African Railways and Harbours Administration for this improvement to the port facilities of Dar es Salaam, which should have the effect of speeding up considerably the handling of cargo and so lead to a reduction in handling charges.

135. The transit trade with Ruanda-Urundi and the Belgian Congo is of some importance, having totalled some 85,000 tons (metric) in 1954, according to the Belbase authorities. This traffic goes along the central railway line to Kigoma and thence to Usumbura. This traffic, however, declined to 77,000 tons in 1955 and 56,000 tons in 1956 and this has given rise to some misgivings in Dar es Salaam. It has been reported, however, that during his recent visit to Ruanda-Urundi and the Belgian Congo, the Governor of Tanganyika made inquiries in this connexion and stated on his return to Dar es Salaam that, though the Suez crisis had diverted much Belgian shipping from East Africa to the Belgian Congo port of Matadi on the west coast, the Belgian authorities felt that the traffic through the east coast would return to normal. Much depended on developments in Ruanda-Urundi, particularly the hoped-for expansion of coffee production in that Territory. The Mission was therefore pleased to learn while in Ruanda-Urundi that exports of coffee for 1957 probably exceeded 20,000 tons which represented a considerable increase over previous years.

136. The Mission trusts that traffic will return to normal as it feels that there is much to be gained by the establishment of closer trade relations with neighbouring territories. In addition to the transit trade through Kigoma, there was also an inter-territorial trade in 1956 which amounted to some 35,000 tons, mainly exports from Tanganyika to Ruanda-Urundi and Belgian Congo. Tanganyika also trades inter-territorially with Kenya and Uganda, the total value of this trade in 1956 being approximately £8.5 million but in this case the balance of visible trade is unfavourable—minus £4,266,000 in 1956.

(b) Internal trade

137. The Administering Authority has reported that, apart from the dealings in staple foodstuffs undertaken by the Grain Storage Department, the distribution of both domestic and imported products follows normal commercial practice. There is a large direct producer to consumer trade and an important traditional feature is the flourishing market system for local produce in both retail and wholesale quantities. Statistics for the internal trade of the Territory are not available.

(c) African participation in trading activities

138. In spite of the relatively low volume of external trade—i.e., £90,548,000 in 1956 or approximately £11 per head of estimated population—the Mission was gratified to observe the general air of relative prosperity and commercial activity in the principal urban centres and export-crop producing districts. On the other hand, the Mission noted that much of the trade and commerce of the Territory is in the hands of non-Africans.

139. The Administering Authority has reported that it considers that the commercial life of the Territory follows the pattern that is to be expected in a country where the great majority of the inhabitants are agriculturists and trade channels have been opened by the

endeavours of European and Asian immigrants. Nevertheless, it added, there is steadily increasing African participation not only in the marketing of primary produce, but also in retail trade, especially in townships and wealthier rural areas. This tendency, it stated, is reflected in the opening during 1956 of the Commercial College under the auspices of the Kilimanjaro Native Co-operation Union, and in the issue of 34,000 African trading licences in 1955-1956 and participation by Africans must necessarily increase as they acquire commercial experience and technical skill.

140. In this connexion, the opening paragraph of the memorandum submitted to the Mission by the Mbeya Chamber of Commerce is pertinent:

"The Mbeya Chamber of Commerce consists of 50 members of whom 40 are Asian and 10 European. In addition there are six honorary members, one of whom is an African. The honorary members consist in the main of Government and East African High Commission Officers the work of whose departments closely concerns commerce. The African honorary member places the African point of view before the Chamber. There are no African ordinary members of the Chamber although they are eligible for membership and given every encouragement to join. The reason for the lack of any African member can only be put down to the fact that there are very few sufficiently well established in commerce to join and those who are, despite efforts made by the Chamber, do not appreciate the value of membership of such a body."

141. The Mission received many representations from African organizations and individuals expressing dissatisfaction with their small participation in commerce and requesting assistance to enable Africans to secure a greater participation in this field. One expression of this African opinion has been the formation of the Tanganyika African Traders' Union (TATU). This organization which was registered in November 1956 with headquarters at Dar es Salaam has as its object co-operation by Africans for the solution of their economic problems. Its representatives stated to the Mission that they realized others had done this for themselves and that no one would do it for the Africans. They felt that Africans had been exploited by the middlemen and their aim was the development of business among the Africans of Tanganyika in the manner laid down below:

"(a) To co-operate with one another in publishing information about the rising and falling of prices of goods;

"(b) To co-operate in buying or selling a thing or goods from one province to another province and from foreign countries to this Territory;

"(c) To co-operate to meet expenses in the course of duties co-ordinating the traders of one province and another province and ourselves to reach foreign countries;

"(d) To increase the number of African traders in the Territory and for overseas;

"(e) To assist members to sell or buy goods at better prices."

142. Membership in this Union is open to any African who is 18 years old and runs a business provided he or she accepts the aims, rules and conditions of the Union. The Mission was informed by representatives of the Union that there had been some difficulty in obtaining registration of their branches in the various districts since the Registrar of Societies had suggested that TATU should register as a company whereas the Union proposed registration as a society much on the lines of the non-African chambers of commerce. This lack of registration limited its operations to the Dar es Salaam district. It had only one external contact so far, a Dutch firm, through which it had sold 36 tons of produce and which was trying to assist the Union to locate sources of supplies for its members. The representatives finally told the Mission that the finances of the Union were low and requested financial assistance from the United Nations to enable the Union to function properly.

143. The Mission, taking into consideration the relatively low participation of Africans in commercial activities, apart from petty retailing and bartering, considers that all encouragement should be given to such a union in the furtherance of its legitimate aims. The Mission is mindful, however, that according to the representatives of TATU, the Registrar has delayed registration because of certain technical considerations and that there may be other questions involved. It suggests, therefore, that the Administering Authority should give full consideration to this question, and that, in general, it should not overlook any possibility of helping Africans to enter into commerce and to develop their business activities.

PUBLIC FINANCE

144. Ordinary revenue and expenditure of the

	Loans				Inscribed stock 1970-1978	Total
	U.K.	Guaranteed 1958-1978	Marketing Board (Thousands of pounds sterling)	Other		
1954	853	500	1,000	210	4,030	11,003
1955	779	500	1,000	210	4,030	10,929
1956	702	500	1,000	210	4,030	10,852

148. Thus the public debt of the Territory represents little more than one-half of a year's revenue. The servicing charges in 1956-1957 amounted to £561,000 or approximately 3 per cent of ordinary expenditure.

149. Of the total ordinary revenue of £18,446,000 in 1956-1957 £9,260,000 was derived from indirect taxation, including £8,230,000 from customs and excise duties, and £5,294,000 from direct taxation, including £5 million from income and personal taxes.

central Government for the period 1954-1955 and 1955-1956 and the estimates for 1956-1957 and 1957-1958 are as follows:

	Revenue (Thousands of pounds sterling)	Expenditure (Thousands of pounds sterling)	Balance
1954-1955	19,277	17,700	+ 1,577
1955-1956	18,680	19,532	- 852
1956-1957	18,446	18,383	+ 63
1957-1958	19,027	19,590	- 563

145. These figures do not include Development Plan revenue and expenditure which for the period 1954-1955 to 1956-1957 are given below:

	Revenue (Thousands of pounds sterling)	Expenditure (Thousands of pounds sterling)
1954-1955	877	3,337
1955-1956	1,144	4,084
1956-1957	2,292	6,481
1957-1958	—	6,650

146. The Development Plan budget is self-balancing, the difference between United Kingdom and foreign grants for development and other miscellaneous development revenue and development plan expenditure being made up by transfer from the Development Plan Reserve. Allocations from current revenue are transferred annually to this reserve, the amounts being £406,000 in 1954-1955; £330,000 in 1955-1956 and £250,000 in 1956-1957.

147. The above figures indicate that in general the Territory's ordinary revenue and expenditure just about balance over a period and there is not much of a surplus left over for investment in developments. For this purpose the Territory has largely relied on grants and loans from the United Kingdom and loans from various sources. The public debt of the Territory during the period 1954-1956 was as follows:

Other important sources of revenue were land rents: £207,000; mining rents and royalties: £525,000; the provision of goods and services by Government departments: £1,090,000; and £466,000 from interest and dividends.

150. It was frequently stated to the Mission that 60 per cent of the revenue of the Territory comes from non-African sources. The Mission, however, obtained no figures to support this assertion, and it suggests that

the Trusteeship Council might wish to re-examine this question in due course.

151. The Mission was pleased to note that the Non-Native Poll Tax Ordinance and the Native House and Poll Tax Ordinance—in part—had been superseded by the Personal Tax Ordinance (No. 3 of 1955), which is a graduated tax payable by every able-bodied male over 18 years of age by income group.

152. The yield of income tax has continued to grow steadily, having increased from £26,803 in 1940 when it was first imposed to £1,097,064 in 1949, and £4,600,908 in 1954-1955. It yielded £4,507,000 in 1955-1956 and was estimated to yield £3,500,000 in 1956-1957, and £4,250,000 in 1957-1958.

153. The Mission was furnished a copy of the report of the East Africa Commission of Inquiry on Income Tax 1956-1957. The Commission, in its report, stated its impression that the structure both of the legislation and of the administration is sound and the history of both to date is the history of a notable achievement. The report goes on:

"Apart from recommendations based upon consideration of economic policy, we shall in the course of this report propose a number of amendments to the law and some administrative changes which we hope will enable the law and the practice to be improved. If one links the inquiry by the Gill Committee with ours for this purpose, one can say this is the first time in the 20 years' life of income tax in East Africa that anyone has been able to stand back and attempt a dispassionate appraisal of what has been done. During those 20 years rapid growth and adaptation to changing conditions have had to proceed under conditions of severe pressure. The surprise is not that some imperfections can be found but that so much solid progress has been possible."

154. The Commission stated that many of the witnesses appearing before it put in the forefront of their evidence the submission that income tax should be abolished and replaced by either an increase in indirect taxation or by economies in expenditure or by a combination of the two. The Commission, while pointing out that both of these matters were outside its scope of reference, considered that the merits of a reduction in public expenditure or a shift to indirect taxes were not as simple and as obvious as some of the witnesses appeared to think.

155. The Commission was acutely aware that the tasks to be performed by Governments in East Africa were great. The emphasis, it said, was on the need for increasing the pace of economic development and much of this depended on the provision by the State of a great deal in the way of communications and public utilities. Much would, it felt, depend on education and the inculcation of improved techniques of production. The magnitude of the task was so great that the Commission was certain that the pressure on the taxpayer would be a continuing one. It stated in its report:

"There may be some scope for raising more money by means of indirect taxes. Income tax falls on a

very small proportion of the population and on the most enterprising part at that. It would certainly be a matter for serious consideration whether more revenue could be obtained from sources other than income tax on its present narrow basis. At the same time we do not accept some of the ideas on the burden of income tax and the relationships between direct and indirect taxes which seem to prevail in East Africa. Admittedly the direct impact of taxation and expenditure seems to be a redistribution away from Europeans and, to a lesser extent, Asians towards Africans. But it should not be forgotten that a rise in African productivity and income will expand the market for many products and services where Europeans and Asians predominate. The growth of the domestic market is vital to the welfare of all races, and the greatest room for growth appears to be among the Africans. Moreover, while income tax is far more likely to discourage effort and investment than are indirect taxes, it has to be remembered that taxes on consumption goods reduce their power to stimulate the desire for higher incomes which is so essential a prerequisite to higher productivity in East Africa. Taxes on capital goods are even less favourable to economic growth."

156. In assessing the growth and weight of the income tax, the Commission concluded that the tax absorbed a comparatively small proportion of the total domestic product—3 per cent in Tanganyika—but it fell on companies and on that small number of individuals (less than one-half of 1 per cent of the total population) who enjoyed taxable money incomes. The Commission considered that it might well be that these individuals bore a sizeable portion of the burden of other taxes as well, although the data for any conclusive statement on that point were simply not available. But bearing this possibility in mind, and noting the unrelieved increases in the income tax burden which have occurred since the tax was first imposed, the Commission felt it was easy to understand the feeling of grievance so often associated with the income tax in East Africa. But while accepting the facts that income tax had grown rapidly, that inflation had made its growth particularly burdensome, and that it was not a light tax, the Commission formed the impression that many witnesses had a somewhat exaggerated idea of its weight.

157. A statement that East Africa—and the Visiting Mission heard this statement on more than one occasion in Tanganyika—is the third or fourth highest taxed country in the world was quite often put also to the Commission. The Commission asserted that while the total taxes paid by private individuals at different levels of income were admittedly high, they were surpassed in a number of other countries. The rates of tax on companies were low and were recognized as such. As to the total tax burden, the Commission found that the total of direct and indirect taxes was 9.8 per cent of the gross domestic product, or excluding subsistence products, 14.7 per cent. The Commission also quoted comparative figures given by Alison M. Martin and W. Arthur Lewis in *Patterns of Public Revenue and*

Expenditure to show that on the basis of revenue as a percentage of national product, Tanganyika was well down on the list of the sixteen countries for which the figures were given. In fact there were only four countries in which the proportion was lower.

158. The Commission recommended no change in the present position in regard to personal and poll taxes.

159. On the expenditure side, the Mission notes that the economic services of the Government accounted for £3,954,000 or 22 per cent of the total ordinary expenditure and social services for £4,987,000 or 28 per cent, and observes with appreciation that expenditure on the majority of these important services has been increasing steadily in recent years.

160. Of the total estimated expenditure of £6,481,000 in 1956-1957 on capital works (Development Plan expenditure), £979,000 were for the conservation and development of natural resources; £1,346,000 for communications; £1,702,000 for social services; £1,240,000 for township development and £1,191,000 for public buildings and works.

NATURAL RESOURCES

Land

(a) Alienation of pastoral and agricultural lands

161. The question of land and the interests of the various sections of the population in land rights is, without doubt, one of the most delicate and difficult questions in Tanganyika. It may be recalled that at its twentieth session the Trusteeship Council, reiterating the interest which it had expressed on numerous previous occasions as to the extent and conditions of the alienation of land and noting that alienation under rights of occupancy had continued during the period under review (1956), requested the Administering Authority, in order more thoroughly to appraise the Government's policy and its application, to include in its next annual report a detailed statement on the matter, including particulars of the numbers, extent and types of holdings granted since 1946. Meanwhile the Council urged the Administering Authority to maintain the greatest caution in regard to alienation of land to non-Africans.

162. According to information furnished to the Mission by the Administration, total net alienation—land alienated less revocations, surrenders, etc. of agricultural and pastoral lands on long-term rights of occupancy during the period 1946 to 1956, inclusive—amounted to 529 units totalling 1,593,759 acres. Of this total, 604,000 acres were alienated to public or semi-public bodies including the Overseas Food Corporation (486,145 acres in 1950 and 1951), Tanganyika Packers Ltd. (69,663 acres in 1947 and 1955), the Colonial Development Corporation (44,164 acres in 1950), and smaller amounts to various native produce boards, authorities and councils. Thus the net alienations to private individuals or bodies on long-term occupancy rights during the period 1946 to 1956 amounted to 989,759 acres. Annual net alienations to

public and semi-public bodies and to private individuals or bodies on long-term occupancy rights during 1946 to 1956 were as follows:

	Public or semi-public	Private individuals or bodies (in acres)	Total net alienation
1946 . . .	—	1,638	1,638
1947 . . .	363	7,753	8,116
1948 . . .	1,000	134,301	133,301
1949 . . .	—	123,394	123,394
1950 . . .	195,629	141,248	336,877
1951 . . .	—	219,847	219,847
1952 . . .	335,299	263,922	599,221
1953 . . .	25	170,750	170,775
1954 . . .	—	70,045	70,045
1955 . . .	69,404	3,586	72,990
1956 . . .	2,280	125,153	127,433
TOTAL	604,000	989,759	1,593,759

163. The negative total of net alienations in 1948 was due to the extinguishment of 250 rights of occupancy over 148,389 acres by transfer from the Custodian of Enemy Property to the Government. In 1950, grants of 141,417 acres were made to the Overseas Food Corporation; 44,164 acres to the Colonial Development Corporation; and 29,603 acres for tea growing. The grants to private individuals or bodies in that year were mainly over ex-enemy properties or conversions from short-term to long-term rights of occupancy. In 1951, the grants included 23,469 acres in the Tanga district for sisal and by the end of 1951, practically all ex-enemy properties had been re-alienated. In 1952, there were again large grants, totalling 334,728 acres, to the Overseas Food Corporation and a grant of a pastoral unit of 64,000 acres in the Pangani district which was later surrendered in 1956 against a grant of 128,000 acres for the same purpose in this district. The 1952 figure includes two alienations totalling 40,000 acres in the Masai district, and a further grant of 18,780 acres was made in 1954 and one of 44,930 acres in 1956 in this district. In 1955, Tanganyika Packers were granted two rights of occupancy over a combined area of 69,300 acres. In 1956 a grant of 10,130 acres in the Ufipa district and one of 4,950 acres in the Morogoro district were made for pastoral purposes.

164. It would appear from the above figures that net annual alienations to private individuals or bodies after a rapid increase from 1949 reached a peak in 1952, declined to a very low figure in 1955 and once again tended to increase rapidly in 1956, possibly because of large grants of pastoral lands. Figures for alienations in 1957 were not made available to the Mission.

(b) Views of the territory on land alienation and land tenure policy

165. A subject on which the Mission received a great number of representations and communications in

Tanganyika was this question of land alienation. These representations varied from protests by individuals and organizations against land alienation in general—past, present and future—to those against specific alienations, boundary disputes between the custodians of tribal lands and holders of rights of occupancy, and on two occasions to a protest against the failure of the Government to uphold the rights of the holder of a long term right of occupancy. A few examples of these representations follow below.

166. The Central Committee of the National Executive of TANU in its memorandum to the Mission stated that its attitude on the alienation of land to immigrant farmers remained unchanged and expressed the opinion that the place of foreign capital on agricultural land should be in schemes, such as a new proposed scheme for producing sugar in the Kilombero Valley. It expressed the belief that for a long time the Government had been wrong in laying the emphasis on Tanganyika's dependence upon the immigrant races and upon foreign investment. The economy of the country depended upon the land and therefore upon the African peasant. In the words of the memorandum, "What the non-African can do is very limited, what the African can do is limitless".

167. The Elders' Section of TANU, feeling that, as aged persons who lived more on the land and consequently understood more about land problems in the Territory, their opinion deserved consideration, stated that it was wrong to say there was enough land in Tanganyika; firstly, because much land had been alienated to non-Africans, and the remaining land was such that most of it would require intensive labour in order to be reclaimed; secondly, because the estimated African population of 8.5 million would be found to be very much greater now and it would be wrong to apply the present number to the land needs of the ever-increasing population of their children; and thirdly, because their children who were now living in towns would certainly wish in future to come back to the land to pass the rest of their lives. They felt that, as parents, they would be failing in their duty should they consent to the alienation of land for the use of immigrant races; land was the principal source of their wealth and must be reserved accordingly because all their lives depended on it.

168. TANU, Western Lake, Bukoba, stated in its memorandum that the alienation of land gave cause for alarm and insecurity, contrary to article 8 of the Trusteeship Agreement. Not very long ago, they said, about 13,000 acres of fertile land in the Misenyi Chiefdom of Bukoba district were alienated to an Asian Sikh for sugar-cane cultivation against the wishes of the people of the Chiefdom and of the Bukoba District Council. They also understood that another area of approximately 15,000 acres in Shangiro Chiefdom, at a place called Rwigwa, was to be excluded from the inhabitants' use for reasons unknown to the natives, who were removed in 1934 from that area. The provincial authorities later explained to the Mission that

the area had been cleared of people because of sleeping sickness.

169. The 'Unyiha Coffee Growers' Co-operative stated in its address to the Mission that farming needed land and therefore the land was the source of their wealth. In its district, it said, many fertile pieces of land were given or sold to non-Africans without consultation with the inhabitants and such deeds made the people dislike the Government all the more. It requested the Mission to ask the Government to stop such practices and to give the natives who were the owners every right to the land.

170. A group of people of Njombe, in a memorandum to the Mission, stated that the Government should be asked to stop selling their land to foreigners. They were opposed to the present regulations for leasing their land to foreigners for a period of ninety-nine years. They wanted this period to be reduced to between twenty-five and thirty-three years. They felt that the natives should be taught how to use their land by schemes like the Bena Wattle Scheme for all crops and that land regulations should be in accordance with native customs and the Government's policy.

171. On the other hand, UTP, in its policy statement, declared that land, like any other asset, was of no value unless it was utilized. To secure maximum utilization, normally entailing costly development, long-term rights of occupancy should be granted, provided that titles granted on lands to be held in perpetuity as tribal lands would be freehold. The titles should be only granted when applied for. It felt, furthermore, that the value of an asset was limited unless it was realizable and holders of titles of occupancy should be free to dispose of them in open market subject to restrictions at present applied by law or the consent of the tribal council. Under the present legislation there was confusion between land tenure and land use; and titles of occupancy contained development clauses which restricted free transference of land. At the same time the UTP fully recognized the necessity for the full utilization of land held under rights of occupancy and considered that legislation should be enacted to provide for this under the portfolio of the Minister for Land and Mineral Resources.

172. Before this position could be reached, the UTP stated, it would be necessary for the Government to define by legal title all existing rights to land and to issue negotiable titles to all "occupiers" who did not already possess them, whether by block allocations to tribes, Native Authorities or co-operatives or to individuals. The United Tanganyika Party considered that the solution of the land tenure problem in Tanganyika was the key to the solution of most of the problems confronting the Territory and felt that until the Government produced a definite and unequivocal policy in regard to land tenure the attitude of mind of the African would be coloured by his lack of security in regard to the Government's intentions regarding land. No lead, it asserted, had been given on this fundamental question as yet and it called upon the Government to take immediate steps to produce new

land tenure legislation and to take deliberate steps to encourage the emergence of individual tenure. It also called upon the Government to provide the finance necessary to make adjudications of rights of land and regarded this as a first priority for funds. In this connexion the UTP urged the Government to take immediate steps to produce a Territorial Land Development Plan with stated priorities so that as and when funds became available no time need be lost in putting the work in hand.

173. In a communication addressed to the Mission forwarding the above-mentioned policy statement, the General Director of UTP stated that the key to the whole statement was land. He said:

"We spent four hours on this item and it is a remarkable success that the Convention, at which African delegates were in a majority, passed the proposals unanimously. We feel that land consolidation, which is the answer to East Africa's problems, and which has been recommended by the Royal Commission on East Africa, could be made acceptable to the Africans if it were properly explained to them. I am told, however, by people who have been here all their lives that the Government have not made such an attempt. It is our hope that we can persuade the Administration to actively pursue such a policy which is in the interests of the Africans themselves and without which the country cannot be developed."

174. In a memorandum submitted to the Mission by the delegation of the Tanga Province Branch of UTP, it was stated:

"The main potential wealth of Tanganyika is the land. The first practical step in raising the African economically is to make his farm a negotiable asset whenever he requires finance for any productivity plan. The Land Ordinance should be amended to enable all the present areas cultivated by the Africans to be created into freehold holdings, and thenceforward all the unoccupied land should be liberally made available without discrimination to all races for occupation on a lease-hold basis. As funds become available, the recommendations of the East African Royal Commission Report on Land and Population should be implemented but with provision for the above suggestion of African freehold tenure for the already cultivated areas. The survey and registration of these freehold holdings should be extensively subsidized. Any indispensable eviction of squatters from already alienated land should be facilitated by the granting of adequate compensation for all permanent improvements."

(c) Views of the East Africa Royal Commission 1953-1955

175. In considering these important questions of land tenure policy and land alienation, the Mission has also taken into consideration the following views expressed by the East Africa Royal Commission (1953-1955). The Commission concluded that policy concerning the

tenure and disposition of land should aim at the individualization of land ownership, and at a degree of mobility in the transfer and disposition of land which, without ignoring property rights, would enable access to land for its economic use.

176. The Commission considered that there was a desire on the part of an emerging section of the African community to cast off customary restraints on the effective use of land, but it was also undoubtedly true that the majority of tribal communities still believed that their security lay in the maintenance of their rights as communities in the land or as individuals protected by a local customary tenure, and regarded alienation of land to non-Africans as a threat to their exclusive security in what they regarded as their own land. A lead must, therefore, be given by the Government to meet the requirements of the more progressive elements by applying a more satisfactory tenure law wherever a fair measure of support existed and to induce exclusive communities either to utilize their land fully or to make it available to others, preferably on the basis of free negotiations or, as a last resort, by compulsory acquisition.

177. In the establishment of such a law, the Commission considered it important that at the outset the law should establish grounds for confidence that existing property rights would not be arbitrarily disturbed. It should provide for a process of encouragement and registration of individual ownership and for the application of this process to specific areas. Whether the interests confirmed for registration should be freehold or leasehold would depend on circumstances, but the principle of recognizing all private interests in land should preclude any diminishing of *de facto* rights. It should include provisions governing the compulsory acquisition for public purposes; the emergency of chronic indebtedness; fragmentation of holdings; the unproductive accumulation and holding of land by a few individuals; and the limitation of the size of holding in any one individual's hands. Provisions for the control of transfers of lands between races and for rules governing landlord-tenant relationships were also suggested.

178. For the implementation of these proposals, the Commission proposed that a minister should be charged with the duty of formulating a land tenure policy and for co-ordinating the activities of all agencies concerned with land policy and land development. It also recommended that separate local land boards be established and controlled in the exercise of their powers by the requirement of central government approval. The membership of the boards should consist of representatives of the local people, including some traditional authorities, representatives of progressive land users and the minimum number of technical officers. The functions of these boards would be to initiate adjudication and registration proposals; examine central government proposals for the same purpose; prepare plans for satisfactory economic land holdings in areas scheduled for registration and resettlement in conjunction with the Land Development Board also

proposed by the Commission; explain registration and settlement schemes to African district councils and local people; initiate and enact land tenure rules and examine proposed central government land tenure rules; and maintain liaison with neighbouring local boards and the Land Development Board.

(d) Government's land tenure policy and proposals

179. The Mission was informed, in the course of discussions with the representatives of the Administration, that the Government's policy in regard to land tenure is based on the preamble of the Land Ordinance, chapter 113 of the Laws of Tanganyika, which reads as follows:

"Whereas it is expedient that the existing customary rights of the natives of the Tanganyika Territory to use and enjoy the land of the Territory and the natural fruits thereof in sufficient quantity to enable them to provide for the sustenance of themselves, their families, and their posterity should be assured, protected and preserved,

"And whereas it is expedient that the existing native customs with regard to the use and occupation of land should as far as possible be preserved,

"And whereas it is expedient that the rights and obligations of the Government in regard to the whole of the lands within the Territory and also the rights and obligations of cultivators or other persons claiming to have an interest in such lands should be defined by law".

180. The Mission understands that proposals for modifying this law are still under consideration by the Administration. The Mission was informed that the whole question of land tenure and land registration was of an explosive character, and, consequently, the Government must proceed slowly and cautiously. It was agreed that the lack of individual title to land was hampering development but it was felt that, while the younger elements were more willing to break away from customary law and procedures and generally were in favour of individual title, there would be strong opposition from the older and more traditionally minded Africans if Government attempted to impose this. Already this difference between the younger, more progressive elements and the older, more conservative ones had evidenced itself at Iringa.

181. The Mission recalls that the Administering Authority had informed the Trusteeship Council at the twentieth session of the Council that it had, in general, accepted the recommendations of the Royal Commission and that the Governor had stated that he was in general agreement with the Commission in its exposition of the problems of the Territory, but it was not clear to the Mission to what extent the Administration had accepted the detailed proposals of the Royal Commission as a basis for a modification of its land tenure policy and the Land Tenure Ordinance. The whole subject was still under consideration by the Administration, including the questions of individual title and registration of holdings. It was, however,

indicated that the Administration felt that registration should not result in depriving an individual of what he considered were his existing rights, thus accepting the principle of recognizing all private interests in land and thereby precluding any diminishing of *de facto* rights, in accordance with the recommendations of the Royal Commission.

(e) Conclusions of the Mission

182. Bearing in mind that the question is one of the most delicate of all problems in the Territory, the Mission appreciates the need for caution in this matter as emphasized by the Administration. The Mission recalls that the Trusteeship Council at its twentieth session, having noted that the East Africa Royal Commission recommended, as an essential means of economic development, the gradual replacement of tribal and communal systems of land tenure by individual rights of ownership, observed with interest that the Government was preparing a policy statement on the matter for consideration by the Legislative Council but, recognizing the complicated nature of the question, welcomed the statement of the Administering Authority that it was the intention to modify the tribal system of tenure only with the understanding and support of the African peoples concerned. Moreover, the Mission, on the basis of its observations in the Territory and the views expressed in the numerous communications addressed to it, was impressed with the great suspicion with which many Africans view any action in connexion with land tenure and their anxiety regarding future alienation. Nevertheless, the Mission agrees with the Royal Commission that very considerable changes in the attitudes of all concerned will be needed if plans and proposals for increasing productivity are to be successful and future progress is not to be paralysed.

183. In particular, the Mission agrees that the policy of leaving African land tenure to continue unguided for the most part has not always led to the individual security demanded by modern economic conditions and, therefore, feels that a lead must be given by the Government to meet the requirements of the more progressive elements by applying a more satisfactory tenure law wherever a fair measure of support exists. There is ample evidence to indicate that forms of tenure closely approaching individual freehold have evolved in certain areas in the Territory — e.g., the coastal areas, Chagga-land and the Bukoba district or wherever perennial cash crops are grown in substantial quantity. The Mission suggests that a start in the application of such a law in these areas, where opposition is likely to be at a minimum, might well be made. Such a step would provide the opportunity for the reorganizing and replanning of African farming, including the consolidation of fragmented holdings and the introduction of more satisfactory land utilization through improved farming systems, which are so badly needed and which the Royal Commission so strongly urged. Without some such procedure, the Mission feels that the proposals for improving African productivity in accordance with the

request of the African members of the Legislative Council are not likely to have the hoped-for fruitful results. The evolution of individual rights does not, of course, preclude the definition and registration of collective rights.

184. The Mission suggests that, in the meantime and until at least collective rights to the land in any area have been defined and registered, alienation should be reduced to a minimum in that area, limiting it as far as possible to alienation for public or semi-public purposes. The Mission recognizes the dilemma faced by the Administration in the discharge of its obligations under the Trusteeship Agreement—i.e., on the one hand, the need to increase production as rapidly as possible to provide revenue for the development of the Territory and, on the other, its obligations to safeguard African interests in these resources. The Mission also appreciates that land alienation by agreement with the traditional custodians of the land on a right of occupancy basis appeared to be one means whereby this dilemma could be resolved. It considers, however, that time has shown that this policy, while successful in the financial sense, has raised fears and a feeling of insecurity in the minds of the Africans regarding their heritage which it will be difficult to eradicate. It feels, taking the over-all view, that the policy has outlived its usefulness and if not soon changed may do more harm than good, particularly in the light of the present stage of the political development of the Territory since it may lead to an intensification of inter-racial friction.

185. Where it is considered essential to the interests of the Territory to alienate land for agricultural or pastoral purposes, the Mission considers that preference should be given to large-scale enterprises (see para. 214) rather than to individuals and that the local people should, in principle, be associated with the enterprise, *inter alia*, through being given an opportunity of investing, wherever possible, in it.

186. The Mission noted that in a number of cases the local population did not benefit to the extent desirable from the revenues earned by enterprises on their land. All the revenues of whatever nature are paid into the public treasury. The Mission would hope that in the new land legislation provision would be made for a part of the revenues to be used for the direct benefit of the inhabitants of the area, either by requiring the enterprises to invest a certain portion of their profits in social or economic projects in that area or by setting aside for the benefit of the inhabitants of the area a portion of the revenue collected by the Government.

187. The Mission further suggests that consideration be given to restricting the term of new leases to thirty-three years, with the option of renewal for additional periods of thirty-three years thereafter. A period of thirty-three years is, in the opinion of the Mission, sufficient to enable investment in agricultural or pastoral enterprises to be fully recovered. An opportunity should be given to the State to review leases from time to time.

188. These questions do not generally arise in the leasing of land for industrial and mining purposes so

that different considerations apply and have been dealt with separately.

SPECIFIC LAND ALIENATION PROBLEMS

189. In addition to general representations regarding Government's land tenure policy and land alienation practices and procedures, the Mission received a number of complaints regarding specific cases of land alienation. The first of these was in connexion with the removal of the WaMeru from the Ngare Nanyuki area and the aftermath of that action.

190. This is a problem of long standing which has been discussed at length by the Trusteeship Council. It was reported by the Administering Authority in its 1956 annual report on the Territory¹¹ that "it can now be said that this problem as such has ceased to exist, although final action on one or two of the consequences will inevitably take a little time to complete". The Administering Authority gave the following details of the arrangements for settlement.

"The Tribe has made quiet progress during the year, thanks largely to the moderate and responsible leadership given by the Chief and the Meru Council. The question of compensation to those moved to an alternative expansion area under the recommendations of the Wilson report has not yet been fully settled. A total of £7,437 has been paid to those who have come forward to receive their due. There remains the problem of those who cannot be traced and of those whose entitlement is not straightforward. The Meru Council has nominated a small committee to assist in adjudication and in the making of the final payments.

"The Meru Council has accepted an offer of a ninety-nine year Right of Occupancy over 3,290 acres of land in the Sanya Corridor at an annual rental of ten cents per acre. This land, which has not been found suitable for large-scale development under the terms of the Land Regulations, is to be divided into smallholdings by the Meru Council, acting on the advice of Government technical officers and allocated to individuals or associations of individuals of the Tribe. The Council appears likely to accept the principle of sub-leasing at a rental similar to that which the council pays to Government, in order that it may have the power to evict anyone who does not make beneficial use of the land. Water supplies to the area are being planned by Government. Provision for land for schools and other social services has been made.

"An excision of approximately 150 acres at Leguruki was made from the Meru Forest Reserve in order to allow a small group of Meru who, probably unwittingly, had settled in the Forest Reserve to

¹¹ United Kingdom, *Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on Tanganyika under United Kingdom Administration for the year 1956* (London, Her Majesty's Stationery Office, 1957), Colonial No. 333.

remain in possession of land which they had developed. The forest boundary in the area is being more clearly defined to prevent recurrence of encroachment upon the Forest Reserve.

"A small but valuable property near Lake Duluti has been leased to the Meru Council for a term of 99 years at an economic rent. Details have not yet been settled but the Council proposes to sub-lease smallholdings to Meru at an economic rent. In addition, parts of two farms totalling 242 acres were leased at a peppercorn rental to the Meru Council. A proportion of this has already been developed by the construction of a Middle School and the establishment of playing fields and an agricultural nursery.

"The Chief has been approached by several non-Africans who wish to sell their land. Ways and means of assisting the Council to obtain the land for the tribe are being considered. The limiting factor is money, for clearly the revenue of the Council cannot be diverted from development of communications, social services and other functions of a local government body for the benefit of a limited number of people who might settle on the land. This poses a valuable exercise in economic realities for the Council."

191. On the other hand, the Meru Citizens' Union, who claimed to have a membership of 6,000 out of the total of 36,000 individuals of the Meru tribe, stated in a memorandum to the Mission that the eviction of the Meru people from their ancestral land in the Ngare Nanyuki area by the Tanganyika Government was and would be an unhealing scar in the hearts of the Meru people. They said there would never be any real co-operation between the Government and the WaMeru because of its brutal and inhuman action and that the Meru people would continue to insist on the return of their land which had been taken from them completely against their wishes. The memorandum then gave the following account of the settlement proposals and negotiations with the Government:

"In April 1955, the Tanganyika Government tried to make the people in Meru forget about this unjust action by returning a small plot of 3,000 acres to the WaMeru, 1,000 acres to the Chagga Council, and a further 2,000 acres set aside which may be used by any persons wishing to rent land in this area. However, this actually does very little towards alleviating the acute land shortage now facing the WaMeru.

"As these 3,000 acres are waterless and therefore more or less useless to farmers, the Government promised to construct a pipeline to furnish this area with good water free from mineral salts. Up to now this promise has not been fulfilled. Furthermore, it has not been made clear to the people originally evicted from this area whether or not they have been granted authority to return.

"On 21/10/54 Governor Twining addressed the Meru Council and at that time he mentioned that a sum of 500,000 shillings had been set aside from the

Central Government Fund which should be used solely to supply water in dry areas in Meru chiefdoms—e.g., Gingori and Leguruki—and the rest for any specific social work. These projects have not yet been carried out.

"Long discussions were held by Government officers with the Meru Council at Poli in regard to these 3,000 acres and the Council felt that it was its duty to inform the people who were evicted that they might receive compensation on their damaged property, promising them verbally that they would have 3,000 acres of land returned to them. However, since the people have not as yet received this land they are now blaming the Meru Council for having promised them something in bad faith.

"Compensation which so far is being paid to the WaMeru covers only the loss of houses. Any damages on plants or losses on livestock have not yet been compensated for. This is not only an unsatisfactory settlement but it does not fully carry out the recommendation made by the Fourth Committee of UN, 20th December 1952 (A/L.141—agenda item 12).

"Although up to the present time the WaMeru feel that no just settlement has been made for their grievances the Tanganyika Government, on the contrary, has published in its comments on Mr. Nyerere's speech at the Fourth Committee of UN, 1957, the amazing statement that the 'Meru Land Dispute has been satisfactorily settled for more than a year'. Can an adjustment of 3,000 acres out of 78,000 acres involved in the 1951 Ngare Nanyuki alienation be called 'a satisfactory settlement'? This ridiculous naivety on the part of Government creates nothing but contempt in the minds of the Meru people and leads them to distrust Government's actions even more.

"Several of the European farmers in the alienated area of Ngare Nanyuki have been unable to successfully use this land for their own profits. Thus they are now only too ready to sell back their farms to the WaMeru (at highly speculative prices, of course).

"Since 1956 the D.C. has been trying to persuade the Meru Council to receive 50,000 shillings which the WaMeru spent in obtaining Ngare Nanyuki in 1939, saying that the Council should use this money for the good of all the Meru people since the money has been sitting in the bank for five years' duration. However, the Council has not as yet decided on this matter. On 20/7/57 the D.C. came to the Meru Council Committee to discuss further about this money. Because the Government knew that the WaMeru intended buying the settlers' farms, mentioned in the preceding paragraph, he told the Councillors that it would be good if the WaMeru would buy one of the farms near Leguruki (1,930 acres) for 90,000 shillings and that the Government would be willing to subsidize the purchase with the amount of the above-mentioned 50,000 shillings. As yet the Council has not been able to decide whether or not to take such an action. This decision is complicated by the fact that we do not understand why

the Meru treasury should receive only 50,000 shillings out of the sum total of 109,060 shillings which was received by the Central Government in purchase of the Ngare Nanyuki farms in 1939. We hereby request the Visiting Mission to inquire about this on our behalf.

"We understand that since the WaMeru bought the Ngare Nanyuki farms their value has increased considerably. Now since the Government took away these farms to lease them for ninety-nine years, at one shilling per acre per year, we ask that the amount received for these 72,000 acres lease should not be paid to the Central Government but to the Meru local Government Native Treasury until the Meru people reach a stage whereby they will have decided to accept these 109,060 shillings. We feel that we are justified in making this request because we had originally purchased this land from the Government with our own money, and any rent received from the use of it should return to our Native Treasury.

"Because of the land shortage problem facing the WaMeru we request the UN Visiting Mission to recommend to the Administering Authority that all the land where the lease will soon expire, i.e., Farm 124 (144 acres) on which the lease expires 6th September 1963 and Farm 7834 (21.6) on which the lease expires 25th March 1959—all of this land should be returned to the WaMeru instead of having the leases renewed."

192. These representations received general support from the Northern Province Branch of TANU, as follows:

"Meru people in the Arusha District of the Northern Province are still holding firm in their plea for the return of their land which was alienated to a handful of Europeans against the will of thousands of WaMeru residents. The Administering Authority, in trying to comply with some of the Trusteeship Council General Assembly's recommendations (A/L.141 of 20th December, 1952, seventh session, agenda item 12) has promised to give compensation for the loss of land, houses and other property but up to the time of drawing up this memorandum a satisfactory system of settlement has not been implemented by the Tanganyika Government. Instead, Government has published in its Comments on Mr. Nyerere's speech at the Fourth Committee of U.N. 1957, the ridiculous statement that 'the Meru land dispute had been satisfactorily settled for more than a year'. An adjustment of 3,000 acres in the Sanya Corridor out of the 78,000 involved in the 1951 alienation can hardly be called a satisfactory settlement! Because of the failure of many of the European farmers who took up this alienated land and the offer of several of the rest to sell these farms back to the WaMeru who were expelled from them for fantastic speculative profits) the Meru are more zealous than ever to have this unfortunate and foolish land alienation terminated by full return to them of their ancestral lands.

"A look at the Arusha and Moshi districts will

show that the pressure on the lands is very great. This could be alleviated by allocating to African farmers all those undeveloped acres set aside for aliens and by giving financial and technical aid to the Africans so that they could properly develop the land."

193. The Administration, pointing out that the only body which could rightly claim to speak on behalf of the Meru people was the Meru Council, the great majority of whose members were elected and which was fully representative of all shades of opinion in the Chiefdom, stated that the Meru Citizens' Union did not represent the tribe: its paid-up membership amounted to 760 out of a tax-paying population of approximately 7,000. It commented as follows on the various points raised in the Meru Citizens' Union memorandum:

"The area from which the WaMeru were moved was not, and never has been Meru 'ancestral land'.

"In 1955 a commission was appointed to consider the future of some 6,000 acres of alienated land which had become available for re-alienation on the revocation of certain rights of occupancy. This independent Commission recommended that 3,000 acres of the land, due to its topography, would be more suitable for division into small plots than into large farming units, and that it be leased to the Meru tribe. This land was, therefore, given to the Meru Tribal Council on a Right of Occupancy. The Meru tribe is not faced with an acute land shortage though the land available to it for coffee and banana cultivation is limited.

"Work on a pipeline to serve the 3,000 acres referred to above has been held up owing to legal difficulties about the procedure for obtaining a water right. It is hoped that this will be resolved in the very near future. In anticipation of this, £20,000 worth of piping has been bought and is ready to be transported to the site,

"The Meru have been aware for over five years that compensation is available, on an individual basis, for those who were removed from the Ngare Nanyuki area and who cared to claim it. The fact that virtually no payments were made until 1954-1955 was due to the pressure exerted by the Meru Citizens' Union on those entitled thereto not to take up the compensation. The offer of a Right of Occupancy over 3,000 acres in the Sanya Corridor was never intended to be and should not be regarded as, compensation for those removed from Ngare Nanyuki although it is known that, as a matter of local procedure and convenience, the Meru Council intends to set aside some of the 3,000 acres for the use of some of those removed from Ngare Nanyuki. The actual allocation of the 3,000 acres is entirely a matter for the Meru Tribal Council and has not yet been completed.

"At his meeting with the Meru Tribal Council on 21st October 1954, the Governor referred to a sum of £46,000 which had been made available by the Government under the Meru Development Plan for

the improvement of the land, the development of communications and the provision of additional social services in the Meru Chiefdom. At that time some £21,000 had already been spent and it was proposed to spend the balance on tsetse clearing, water, natural resources, education, medical, community development, communications, markets and trading centres. Since then a little over £21,000 has been spent or committed (in consultation with the Meru Council) and the remainder is earmarked for further specific projects.

"Compensation for the move from the Ngare Nanyuki area was on a generous scale and included an element for disturbance, and, where appropriate, for foodstuffs, but not for the loss of land, as other land was made available, nor for livestock, except on the rare occasions that casualties occurred as a result of the move. 303 persons have between them accepted over £13,800 as compensation. Only 26 WaMeru, who are being traced, remain and are due to be paid about £900 between them.

"The 78,000 acres referred to includes the whole Sanya Corridor area, of which the WaMeru were in occupation of only a small portion compared with that from which the Masai were removed. If the removal had not taken place the Leguruki and Kingori areas into which the WaMeru moved would not have been developed to such an extent or as quickly as they have been by Government.

"Three farmers in the Ngare Nanyuki area offered to sell their farms to the WaMeru early this year. All of these farms are either freehold or leasehold of many years standing and are not adjacent to land occupied by the tribe.

"There appears to be confusion in the minds of the petitioners over compensation for the two farms involved in the 1951 removal. The facts are as follows:

"When farm No. 328 was originally acquired for the WaMeru in 1933 the purchase was part of a larger transaction for the acquisition of several farms for the two tribes of the District (Waarusha and WaMeru) who at that time operated a joint Native Treasury. The purchase price of these farms was £17,700, the money being loaned by Government to Waarusha and WaMeru at 4 per cent p.a. interest. Repayment to Government of the capital and interest was to be made by the two tribes through an addition of 2s. to the Hut and Poll Tax at the rate of £1,100 annually. The WaMeru share of the £17,700 was £5,000. When Government, as an act of grace, waived the balance due in 1939, the WaMeru had contributed £2,210. Of the original Meru liability of £5,000, £4,453 was in respect of Farm 328; the remainder was for another farm (No. 134) elsewhere in the Chiefdom, the value of which was calculated at £547 or approximately 1/10th of £5,000. Nine-tenths of £2,210, or £1,989 is, therefore, the figure (including interest) actually paid by the tribe for Farm 328. Of this sum £1,068 represents interest at 4 per cent for six years

on the purchase price of the farm (£4,453), leaving the actual amount paid by the WaMeru for Farm No. 328 at £921. Government felt, however, that since the WaMeru, as part of the 1951 removal, were losing approximately 9/16ths of Farm 328 (they retained 1,400 acres out of 3,286), they should be compensated proportionately for the interest charges paid on the purchase price of the land surrendered. The amount of interest charges involved was £595, which added to the actual purchase price of £921, gives a compensation figure for Farm 328 of £1,516 (30,320 shillings).

"As regards Farm 31, this was an outright purchase by the WaMeru for £1,000 (20,000 shillings).

"A total sum of 50,320 shillings was therefore placed on deposit with the Native Treasury in 1951. The petitioners' figure of 109,060 shillings is possibly arrived at by adding to the 20,000 shillings for Farm 31 the sum of 89,060 shillings (£4,453—see above) which was what Government paid but not what the WaMeru paid for Farm 328. The WaMeru only paid £1,928 for Farm 328 of which £1,068 represented interest and £921 the actual purchase price.

"The occupier of that part (1,886 acres) of Farm 328 which was alienated in 1951, and which borders on land in tribal occupation, recently died. The Meru Council, through the Chief, immediately approached the District Commissioner with a view to tribal purchase of the farm. The Executors are, in fact, asking 56,000 shillings (and not 90,000 shillings as stated in the petition). Since the value of improvements effected by the deceased exceed 42,000 shillings for these 1,886 acres of Farm 328, a purchase price of 56,000 shillings in 1957 cannot be said to be excessive."

194. The Mission, while recognizing that the Meru Citizens' Union does not necessarily represent the views of a majority of the Meru tribe, and while noting the political aspect which the problem has now assumed, regrets that this long-standing dispute apparently has not yet been completely settled. It considers that this is an example of the resentment and bitterness which, the Royal Commission pointed out, has been bred in African minds and will continue until steps are taken to dispel the fears which engender such feelings. However misguided these fears may be and however unfortunate the language used in giving expression to them, a basic feeling of suspicion has been created and will remain until action is taken to assure security for the individual in his land rights and thus restore a measure of confidence in Government action. The Mission appreciates the measures taken so far to deal with the consequences of the original alienation and trusts that the Administration will persist in its efforts to resolve the problems arising therefrom in a manner satisfactory to all concerned.

195. Another land alienation question raised by the Meru Citizens' Union and TANU, Northern Province Branch, concerned the grant of a long-term right of

occupancy over 45,000 acres at Essimngor to a Mr. Riddlesbarger. The Meru Union, in its above-mentioned memorandum to the Mission, stated:

"...In 1955 a piece of land known to be approximately 40,000 acres has been alienated to a European settler without the consent of the people. This is an act against the resolution passed by the U.N. General Assembly, Seventh Session (A/L.141 of 20 Dec. 1952, item 12)."

and in this connexion TANU, Northern Province Branch, stated in its memorandum:

"...This land was cleared by Africans after being told that it would be for their benefit and then given without explanation to a White Settler."

The Administration commented on this case as follows:

"This land is situated outside the Meru Tribal area, and is the concern primarily of the Masai tribe who inhabit the areas nearest to it. Originally it was intended to alienate a block of approximately 100,000 acres for ranching. It is a statutory obligation to consult the Native Authority before land is alienated either to a native or to a non-native (section, as amended, of the Land Tenure Ordinance, chap. 113). The procedure for this consultation is described in paragraph 263 of the 1955 Annual Report to the United Nations. If agreement is not forthcoming the application, if pursued, must be referred to the Secretary of State for the Colonies. On this occasion the Masai Native Authority were opposed to the alienation of this land and the matter was referred to the Secretary of State for a decision. Ultimately a compromise was reached and the Masai accepted a revised proposal to alienate approximately 45,000 acres of this land which was infested with tsetse and without a water supply, and therefore, unusable by them. These 45,000 acres were made available to a Mr. Riddlesbarger on a Right of Occupancy. The Masai did not hire other Africans to clear the land nor were they asked to undertake the fencing of the area nor the drilling for water. It was, in fact, made a condition of the Right of Occupancy, as it was one of the main aims of the alienation, that Mr. Riddlesbarger should himself clear, fence, and drill for water, and thus bring unusable land into production. These development conditions are, of course, imposed only in Rights of Occupancy (where this is appropriate as in this case) and not where Africans wish to take up their normal usufructuary rights."

196. The Mission was not furnished with the views of the Masai tribe in question but notes that the alienation proposal was apparently accepted by the Masai with some reluctance and only after a reduction from 100,000 acres to 45,000. It also notes that, according to the statistics furnished by the Administration, a total of rather more than 100,000 acres have been alienated to private individuals or bodies in the Masai district since 1946 and is mindful of the misgivings expressed to it by representatives of the Masai tribes in connexion with proposals regarding the Serengeti National Park. While it fully appreciates the

desire of the Administration to have unused land in this District developed by private capital in view of the straightened financial circumstances of the Territory, the Mission nevertheless would recall in this connexion the observations it has made in paragraphs 181 to 186 above.

197. A third case of a rather different type was brought to the notice of the Mission. This case concerned the difficulties being experienced by the holder of a long-term right of occupancy in removing unauthorized squatters from the alienated land, the Mazaza Farm in the Matomondo Valley in Mpwapwa District. The holder of the right of occupancy in question, Mr. P. G. Tapscott, appeared before the Mission in person and his case was also represented to the Mission by the UTP at Dar es Salaam. Mr. Tapscott felt that he had not been given sufficiently strong support by the Government and appealed to the Mission for an assurance that the rights of minority races were going to be safeguarded in the Territory and that there would be some security of tenure where Government allocated land was concerned. Inasmuch as the Mission has referred this case to the Standing Committee on Petitions of the Trusteeship Council, it will simply record the representations of Mr. Tapscott and the views expressed on this case by representatives of the Administration.

198. Briefly, Mr. Tapscott stated in his memorandum that when he was granted the farm, previously a veterinary department holding, he was told that seven African tenants at will had been allowed to farm plots on the land but would be given notice to quit before the farm changed hands. (He added orally that on taking possession of the land he found more than seven squatters). His memorandum stated that at the beginning of the second year of the lease, he started developing the southern section of the holding and found that some twenty squatters occupied about fifty-five acres of it. The then District Commissioner ordered these people off the land, but to no avail, and by March 1957 the number had increased to fifty-five and the area occupied to more than 100 acres. He had been forced to abandon his original plans to develop this section of the farm and, in an effort to maintain friendly relations with his African neighbours, had proposed a scheme whereby the majority of the squatters could remain on his land as nominal tenants. This, he said, failed because of the interference of the members of the local branch of TANU. He further pointed out that there was a vacant farm close to his own which he felt could have been occupied by the squatters had they represented their needs for land to the Government.

199. The Mission was told by the representatives of the Administration that the latter considered that this was primarily a legal question, though politics had been drawn into it, and it was open to Mr. Tapscott to take the matter to court with a view to obtaining an eviction order. The Administration had been advised that the obligation lay with the holder of the lease to take the necessary steps to maintain his boundaries and keep his land clear of squatters. The question of the squatters

was a rather important one and draft legislation to deal with this was under consideration. It was felt, however, that a clearly defined boundary was of first importance in preventing squatting and Mr. Tapscott had failed to maintain one.

AGRICULTURE AND ANIMAL HUSBANDRY

200. Figures previously quoted show that agriculture and livestock products together accounted for 56.3 per cent of the gross domestic product in Tanganyika in 1954, of which agriculture contributed 47.3 per cent and livestock products 9 per cent. These figures indicate that agriculture is by far the most important economic activity in the Territory and animal husbandry the next most important.

201. Much of the produce of these activities, however, is consumed for subsistence and it was estimated in 1954 that 33 per cent of the gross domestic product of agriculture was derived from the production of staple crops, leaving only 14.3 per cent from cash crops.

202. Estimates of the production of the chief crops, mainly export crops, are given in the annual reports of the Administering Authority, excluding statistics of African subsistence activities. Similar statistics of livestock and livestock products are also given.

203. Export statistics, excluding statistics of inter-territorial trade with Kenya and Uganda, show that there have been significant increases in the value of exports during the past ten years of cotton lint, coffee, tea, castor seed, sunflower seed, cashew nuts and ground-nuts. Sisal, the most important export, showed a steady increase in production but its value fell very sharply from a peak in 1951 of more than £23 million to less than £13 million in 1953 though the export quantity rose from 142,000 tons to 171,100 tons in that two-year period. The export value of this product has not recovered, being only £10.8 million in 1956 for some 185,000 tons. This product is, with the exception of an insignificant amount produced by Africans, grown on estates by non-Africans. On the other hand, coffee, the bulk of which is now produced by Africans, increased in value to a peak of nearly £10 million in 1954, fell to £7 million in 1955 and recovered to £9 million in 1956. Cotton, all of which is African grown, has increased steadily from £1.5 million in 1950 to a peak of £7.5 million in export value in 1956 with a corresponding increase in quantity. According to the figures for estimated agricultural production and value of the mainly export crops given in the annual report for 1956, the value of African production of cash crops now exceeds that of non-African, mainly due to the fall in price of sisal and the large increases in the value of African produced coffee and cotton. In addition, a number of cash crops of lesser but increasing importance have in recent years been introduced into African farming — e.g., tobacco, pyrethrum, castor seed, cashew nuts and ground-nuts. It will be recalled that the Trusteeship Council, at its twentieth session, commended the Administering Authority for the assistance and encouragement which it has contributed to this

important trend. The Mission was able to see some of the work being done by the Agricultural Department in the various parts of the Territory which it visited and would wish to add its commendation for the persistent efforts of the officers of the Department to improve and to introduce new cash crops into African farming, often under rather difficult climatic conditions and faced with a traditionally-minded and very conservative farming population.

204. The Mission was able to see the coffee research work at Lyamungu Coffee Research Station in the Northern Province which is devoted to arabica coffee as well as the work of the entomologist and plant pathologist attached to this station. The Mission also visited the Maruku Coffee Station in the Bukoba district where the problems of robusta coffee are being investigated, and the Mbosi Coffee Sub-Station in the Southern Highlands Province. It also visited the Ukiriguru Agricultural Station in the Lake Province which is jointly staffed by the Empire Cotton Growing Corporation and the Tanganyika Government.

205. In the field of animal husbandry, the Mission visited the Malya stock farm and a veterinary district centre in the Maswa district of the Lake Province. The stock farm, originally an experimental farm but now being operated on a commercial basis, provides improved breeding stock for the local inhabitants and also undertakes pasture research. The cattle are being up-graded by Indo-African bulls. The veterinary centre is one of the type being financed by the Native Authority and operated by the Veterinary Department for demonstration, disease control and pasture improvement purposes. It is hoped that the centre will undertake extension work in connexion with the enclosing of holdings.

206. The Mission was impressed with the high standard of the experimental techniques and methods in use at these stations and with the general awareness of the problems of the agricultural and livestock industries with which they were associated and for which they were seeking solutions. The Mission would like to commend the Administering Authority and the Empire Cotton Growing Corporation for the great assistance being given to agricultural development in the Territory through research and investigation.

207. Nevertheless, the central problem of agriculture in Tanganyika is unquestionably the low productivity of African farming and, if the Mission appears to devote much of its attention to African farming, it is because of this and not for any lack of appreciation of the valuable contribution which non-African farming has made and is continuing to make to the economy of the Territory. The Mission formed the impression that the non-African farmer is at present operating at a far higher level of technological skill and managerial efficiency, with easy access to credit for financing his operations and good marketing arrangements for disposing of his produce. In certain areas, he, in common with the African farmer, suffers from a lack of communications which is discussed in another section of this report.

208. By and large, however, non-African agricultural productivity is far higher than African productivity and this gap is liable to widen with technological advances unless current efforts to improve African farming methods are energetically and imaginatively pursued. The Mission feels that non-African farming is capable of making the maximum use of such advances with the minimum of outside assistance and, therefore, while it is appreciative of the achievements of non-African farming, it feels that this sector of the farming economy is well equipped to maintain its high standards and to improve on them when the necessary information becomes available. In the research and investigation field this is well exemplified by the excellent sisal research station maintained by the sisal industry at Tanga. In other areas, the Mission saw the great achievements of non-African farmers at Ol Molog where in a relatively short period of time, productive farming enterprises have been established in what were heavy forest and secondary bush areas. It also saw the rapid strides being made by non-African farmers in the clearing of tsetse bush in the Dudumera-Magara area and the conversion of these previously unused lands into diversified farms. It was impressed with the important and highly organized tea enterprise established by the Tanganyika Tea Company at Mufindi, where again in a relatively short period extensive tea gardens have been established in what was mainly heavy rain forest and bush, and by the new sugar enterprise of the Tanganyika Planting Company at Arusha Chini where plans are being made for an increase in sugar production. It observed the carefully laid out and planned sisal estates, many of which were seen from the air, and could appreciate the high efficiency of labour organization in these enterprises which led this industry to be the backbone of the Tanganyika economy for such a long period.

209. The Mission, therefore, considers that attention should be focused on the problem of raising the level of African agricultural production and that, in this process, major consideration should be given to the question of the improvement of African agricultural productivity. As indicated in previous sections, the Administration as well as many sections of the African community are fully alive to this problem which is now under active consideration.

210. The reasons for low African agricultural productivity are twofold. First, as the figures for the gross domestic product indicate, the major part of the activities of African agriculture is concerned with subsistence farming. The principal aim of this type of farming is to produce food for home consumption to satisfy the needs of the family. If a surplus is produced it may be marketed but traditionally that is not an aim of the farming enterprise. Output, therefore, tends to be limited to food requirements and productivity must necessarily be low. Secondly, shifting cultivation is the system of farming traditionally associated with subsistence agriculture in East Africa and whatever merits it may have had in satisfying food requirements under the conditions in which it was evolved, it is far from being a satisfactory system for cash crop farming.

It is wasteful of land and labour, fertility tends to run down rapidly and yields are low. African farmers, however, who have adopted cash crop production have tended simply to incorporate these new crops into their traditional system with the result that again productivity, measured in output per man, though higher than in pure subsistence farming tends still to be low. African farmers are generally traditionalists and are conservative so that the number of those whose main activity now consists in cash crop farming is still small and this coupled with their low productivity must result in low total output. It is true that some African cash crop farmers have attained a relatively high standard of farming, but this number is still very small.

211. The problems, therefore, are (a) to persuade the African farmer to undertake cash crop farming and (b) to abandon the traditional system of shifting cultivation and to replace it by a more intensive system of farming for both cash and food crops leading to more effective land utilization. The East Africa Royal Commission 1953-1955 studied these problems exhaustively and made comprehensive recommendations for dealing with them in its extremely valuable report published in June 1955. The Commission also gave consideration to animal husbandry and the utilization of pastoral lands and made similarly comprehensive recommendations for dealing with these problems, including the difficult and delicate problem of "destocking". In this connexion, the Commission emphasized that the encouragement of a commercial instinct is a vital step in stabilizing livestock numbers and considered that there were now signs that efforts directed towards this may have a better chance of success today than hitherto, since there were signs of an increasing cash consciousness as a help to the sale of livestock.

212. The Mission shares the satisfaction expressed by the Governor of Tanganyika and his advisers in respect of this highly commendable report of the Royal Commission. It has noted that the Governor believed that the report would provide a comprehensive and reasonable guide for many years to come.¹² The Governor stated that he was in general agreement with the Commission in their exposition of the problems of Tanganyika and, recognizing that there was much scope in the Territory for improved land utilization, considered that a gradual and spreading changeover from subsistence to economic farming was by no means impossible. Land, including that which could be provided with water and rid of tsetse, he said, was available in quantity, but the speed of the changeover would largely depend on the availability of professional and administrative staff. The Governor considered that the scientific and engineering work now known to be required was far more than existing and foreseeable staff could undertake and that there was a vital need to divert time and energy into the training of Africans,

¹² United Kingdom, *Despatches from the Governor of Kenya, Uganda and Tanganyika and from the Administrator, East Africa High Commission, commenting on the East Africa Royal Commission 1953-1955 Report* (London, Her Majesty's Stationery Office, 1956), Cmd. 9801, pp. 157-171.

not only that they might be taught the developing technology but that they might also be taught how to administer it with integrity.

213. The Governor pointed out that the need was to overcome the physical obstacle of the environment, and the human obstacle which was the suspicion and conservatism of the African farmer. To illustrate some of the difficulties involved, he stated that the Agricultural Department had over the years built up considerable knowledge of the agronomy of cash crops under local conditions but, by reason both of the African attitude toward land governed by native custom and of lack of resources, knowledge of the soil and its optimum management under intensive farming had still to be acquired. It could not yet be said with any confidence by what means the long bush fallow of shifting cultivation could be obviated.

214. Finally, the Governor raised the question of finance. He anticipated that the application of private capital in the future would be confined to a few limited areas from which maximum output could best be obtained by large-scale enterprise experienced in the production and processing of a particular product. Excluding the question of credit for African farmers, he estimated that over the next ten years a minimum of some £17 million would be required to finance the land use surveys and associated investigations, the construction of irrigation and water control works, and the establishment of planned settlement schemes on the lines proposed by the Commission.

215. In the meantime, the Tanganyika Government had in 1955 published its own Development Plan for the period 1955 to 1960, or, more properly, its Capital Works Programme. It had been necessary to draw up a new Development Plan for the period 1955-1960, before the revised Development Plan for the seven years ending in 1956 had run its full course. The estimated expenditure represented the maximum sum which could be made available. Provision was made for £4,950,000 for the development of natural resources, including £200,000 for land use surveys; £1 million for planned settlement schemes; £3 million for rural water supplies and irrigation combined; £500,000 for the completion of the reconnaissance survey of the Rufiji Basin, including the establishment of trial farms which, if necessary, were to be extended into pilot schemes with local people participating as tenants. This programme, according to the Governor, was necessarily a modest one; but, even so, foreseeable finance fell short of the total requirement.

216. The Governor considered that this programme did not measure up to the demands of the Commission's report. An expanded programme was therefore drawn up to show what could and should be effected during the next ten years if finance were available. This expanded programme included all that had been set forth in the published 1955-1960 plan and covered the period 1955-1965. The natural resources section of this expanded programme is shown in the table below:

ESTIMATED CAPITAL REQUIREMENTS 1955-1965

	Period 1955-1960			Period 1960-1965			Total additional requirements for 10 years 1955-1965
	Provided in development plan 1955-1960	Balance required for expanded programme	Total requirements	Provision anticipated (in £ sterling)	Balance required for expanded programme	Total requirements	
B. NATURAL RESOURCES							
1. Agriculture and veterinary . .	1,200,000	800,000	2,000,000	2,000,000	1,000,000	3,000,000	1,800,000
2. Water supplies and irrigation . .	3,500,000	1,500,000	5,000,000	4,000,000	2,000,000	6,000,000	3,500,000
3. Afforestation	250,000	150,000	400,000	250,000	500,000	750,000	650,000
TOTAL	4,950,000	2,450,000	7,400,000	6,250,000	3,500,000	9,750,000	5,950,000

217. These figures show that in addition to the 1955-1960 Development Plan provision of £4,950,000 a further £2,450,000 was required for that period making a total of £7,400,000. Similarly a further £9,750,000 was required for the 1960-1965 period of which it was anticipated that only £6,250,000 could be provided, leaving a balance of £3,500,000. Thus the total requirement for the expanded programme called for £17,150,000 of which it was anticipated that only £11,200,000 could be provided leaving a balance of some £6 million to be found. This, however, was only the Natural Resources section. Unprovided balances

under other sections of the expanded programme brought to approximately £48 million the amount which the Governor considered would not be in the ordinary course available (see paragraphs 345-366 below).

218. The notes attached to the expanded programme were as follows:

"Land use"

"It has for some time been apparent that systematic approach to research into soil management was necessary, more particularly in relation to

the agronomy of rotational cropping. It was hoped that this research would be largely financed from the Colonial Development and Welfare Central Research Allocation and would be closely associated with land use surveys. This research programme was considered essential to the development of intensive settled cultivation, a prerequisite to the system of individual land tenure recommended by the Commission. Unfortunately, it is now known that little, if any, assistance will be forthcoming from the Central Research Allocation.

"The sum of £200,000 earmarked for land use surveys has therefore been increased by another £200,000 for the establishment of the requisite agricultural research stations to form one comprehensive scheme which will cost £400,000 in capital and recurrent posts up to 1960.

"Planned settlement schemes

"It is still not certain at what rate this form of development can wisely be undertaken but as investigations proceed, considerable potentialities become apparent. The £1,000,000 already earmarked for this purpose has been increased by an additional £500,000.

"Veterinary

"The livestock industry is, of course, provided for under the above headings but there are, in addition, two special requirements in respect of which sufficient information is now available to estimate more precise needs.

"The first is for more facilities to train veterinary assistants so that an adequate *cadre* can be built up in a reasonable time. It is accordingly proposed to double the Veterinary Training School at Mpwapwa at a cost of £20,000.

"The second requirement relates to East Coast fever and other tickborne diseases. It has now been established that these diseases are the limiting factor in livestock development in many under-stocked areas, and experience with the Iringa Dipping Scheme has shown that they can be controlled under local conditions at a reasonable cost. It is accordingly proposed to embark upon a continuing programme of dip construction in areas where surveys point to the need for dipping, and capital expenditure at £20,000 per annum is envisaged. £80,000 will thus be required for this purpose up to 1960.

"Water supplies and irrigation are the key to the greatest potential field of development in the country and once the initial difficulties have been overcome and pilot schemes are working successfully, the rate of development is likely to be rapid. At the same time, hydrographic surveys in progress point to the need for improving the water régime in many catchments by the provision of storage dams on rivers to check the wet season flow and augment the dry season flow. Once the requisite surveys have been completed considerable funds will be required for construction. Accordingly, £11 1/2 million has been added to the

£31 1/2 million already provided for these purposes.

"Afforestation

"There is now every indication that, given the requisite funds, the Forest Department will be in a position to undertake an annual planning in excess of that for which provision has already been made. The importance of making the best use of forest reserves needs no emphasis. £150,000 is needed in addition to the £250,000 already provided.

"It is impossible to make precise estimates of requirements in the 1960-1965 period, but the estimates provided represent the conclusions drawn from a careful review of the rate of progress likely to be achieved by 1960 and probable requirements in the subsequent quinquennium."

219. This expanded programme, the Mission feels, would provide the much-needed comprehensive natural resources development plan and the Mission regrets that so far funds for its financing do not appear to be forthcoming. The 1955-1960 plan cannot be regarded as meeting the requirements of the Territory and if, in the words of the Governor, the Territory has to resign itself to half-measures, the Mission considers that the prospects for speedy and necessary economic development do not appear to be as bright as might be wished.

220. This question of financing the development of natural resources is but one aspect of the more general question of financing the development of the Territory as a whole, which the Mission discusses in another section (paragraphs 345-366 below).

221. It is, however, in the light of the above that the Mission now turns to the request of the African Members of the Legislative Council, previously referred to, that the Government draw up African productivity schemes throughout the Territory. The Mission noted with interest the Governor's statement to the Legislative Council on 17 September 1957 that no less than 140 such schemes had been submitted, of which 40 are still under consideration, and that it was proposed to finance these productivity schemes and other activities of the Natural Resources Ministry from the additional allocation of £750,000 made to Tanganyika from the Colonial Development and Welfare Reserve. The Mission was not provided with the details of these schemes, presumably they are not yet final, but it recalls that the Governor is reported to have described the request as one for a "sort of Swynnerton Plan" for Tanganyika and it is its understanding that the Swynnerton Plan for Kenya provides for the expenditure of some £7 million over a five-year period in addition to expenditure on existing agricultural schemes in Kenya. While, therefore, welcoming the proposal of the African Members of the Legislative Council as indicating their awareness of this important problem of low African productivity and their desire to take steps for its improvement, the Mission considers that the sum of £750,000 mentioned by the Governor would be inadequate to finance a plan similar to the Swynnerton Plan and fears that in this case also the Territory may have to resign itself to half-measures. The Mission

appreciates the problems of finance which confront the Government but hopes that every effort will be made to deal with this central problem of African farming on the comprehensive lines proposed by the Royal Commission and approved by the Administering Authority and not on a piecemeal basis.

222. The Royal Commission drew attention to the need for a co-ordinated and systematic approach to ensure sound agricultural development, even though it appreciated that the day-to-day problems of the people should be met and could not wait an ideal solution. It stated that:

"Economic land usage depends upon the rational application of labour, capital, knowledge and skill to the available natural resources. Its development must necessarily be assessed in terms of the necessary expenditure equated with anticipated returns. In the formation of this kind of appreciation the significance of the various limitations... calls for close attention. It must also be noted that this manner of approaching the development problem demands an intimate liaison between the several departments, authorities, agencies and individuals concerned in land usage and at every stage from that of preliminary investigation and survey to that of actual operation. Only by tackling the very complex problems posed by the African environment in this co-ordinated and systematic way will it be possible to evolve economic systems of farming and to avoid the piecemeal expenditure of effort and money in unco-ordinated, unphased, projects such as those which have, in the past, been a feature of many tropical territories."

223. Turning now to some of the specific problems brought to its notice while in the Territory, the Mission took note of the Governor's statement in his speech to the Legislative Council to the effect that according to the advice of experts there could be an increase in the production of African coffee amounting to 50 per cent without planting a single extra tree, but that there was a lack of will to take the trouble or to take the relatively simple steps to improve the culture of coffee which would produce this handsome increase. The Mission also heard a similar statement in the Bukoba District where it was told by the agricultural officers that coffee production had been at a standstill in that area for the past twenty years, although, by the application of improved practices, production could be improved considerably. On the other hand, the information given to the Mission at the Ukirigurn Cotton Experiment Station showed that cotton production had been rising steadily over a period of years and at least part of that increase had been due to the adoption of seed of improved strains produced at the station and the use of the improved practices based on its experimental work. The Mission certainly has no desire to minimize the difficulties involved in persuading highly conservative and traditional farmers to adopt improved measures and practices, but while admittedly the conditions are not the same in both areas, this apparently has been done with some success in Sukumaland and not in the Bukoba District. The Mission moreover notes that in

the annual report of the Agricultural Department it is stated that, from the point of view of agricultural policy, 1956 can best be described as embryonic and that during the early part of the year the long and short term objectives of the extension services were closely reviewed in each ecological zone or administrative district with the purpose of bringing them into clearer focus. The extension service, it said, is being organized increasingly on the basis of the "focal point" approach, this being the practice of concentrating effort on selected areas and selected individuals in such areas in the initial phases of extension work. The Mission wishes to commend the Agricultural Department for the adoption of this procedure which has proved successful in many fields of endeavour and in many territories, but it recognizes that this practice is relatively new to Tanganyika. It did not seem to the Mission that the requirements of the technique were fully understood in all the areas visited, nor did it appear that there was a sufficient number of qualified extension staff to achieve the desired purpose. It was felt that in some cases there was still a hangover of the older concept of extension work which was based on an agricultural officer issuing instructions to a chief or other tribal leader who would then ensure compliance. The prerequisites for success of the "focal point" method, as so aptly stated in the Agricultural Department's 1956 report, are that the confidence of the parties concerned be gained and that only proved practices be advised, and success requires time, patience and knowledge.

224. In this connexion, the Mission visited the Natural Resources School at Tengeru where, *inter alia*, training in extension techniques and procedures is given to junior agricultural staff. The Mission is not in a position to evaluate the quality and effectiveness of the training given at this school but it understood that an inter-departmental committee had recently studied this question and had made recommendations for certain changes and reorganization. The Mission trusts that the effectiveness of the training given at this school will be increased by these changes since it attaches the greatest importance to the adequate training of agricultural and animal husbandry extension staff.

225. Another problem which was brought to the notice of the Mission was the frequent opposition of African cattle owners to "destocking" or reducing the number of animals to the carrying capacity of the available pasturage by a process of annual culling. While the Mission recognizes the special role of cattle in African culture in Tanganyika, it considers that overstocking is not only an important factor limiting productivity in animal husbandry but that through this practice, much damage, perhaps even of a permanent nature, has been done to the soil. It, therefore, recognizes the need for dealing with this problem and feels that all concerned should appreciate the necessity for co-operating with the Government in the interests of the Territory as a whole.

226. Similarly, opposition to compulsory cattle dipping—a measure for the control of East Coast fever, a serious tick-borne disease of cattle—was

several times brought to the notice of the Mission and a communication expressing strong opposition to the Government cattle dipping scheme in that area was received from the TANU branch at Iringa in the Southern Highlands. The Mission was informed by the President of TANU that the Chairman of this branch had been disciplined by the National Executive of TANU for encouraging active opposition to this important service. The Mission notes with considerable satisfaction that the Central Executive of TANU has dissociated the party from the actions of this individual and again urges that all concerned should co-operate with the Government in making effective a service which is of the greatest value to the livestock industry of the Territory.

227. The Mission received a communication from Mr. Ng'wanamashalla of Mwanza, stating that a Pan African Ranchers' Association had been founded on 1 March 1957 and was in the process of formation. According to the writer, the aims and objects of the association include, *inter alia*, the following:

(a) To organize ranchers' co-operatives and companies;

(b) To foster social unity among the African ranchers and farmers in general;

(c) To encourage better prices of cattle, sheep, goats, fowl and the products therefrom;

(d) To help the Veterinary Department in eradication of diseases;

(e) To encourage modern cattle-raising, sheep and poultry farming through co-operation with the Departments of Veterinary Science and Agriculture;

(f) To promote the material, social and educational welfare of the members.

228. The writer also asserted that previously the tax on cattle in the Mwanza District had been increased from 1/2 cent in 1951 to 7 1/2 cents per head a short time ago. He added that the cattle owners were not opposed to profitable destocking and were prepared to pay more than 1 1/2 provided they obtain profit from their enterprise. He appreciated that it was only in co-operation with the Departments of Veterinary Science and Agriculture that a body of cattle owners could exert influence on the people to prevent soil erosion and to encourage modern farming. Finally, he appealed for the support of the United Nations for his organization, pointing out that it lacked the social and educational facilities to further its ends. Since March 1957 the association had attained a membership of 4,000 and their ultimate aim was 100,000.

229. The Mission was scheduled to interview the writer of this letter but he did not appear.

TANGANYIKA AGRICULTURAL CORPORATION

230. The Tanganyika Agricultural Corporation was established by the Tanganyika Agricultural Corporation Ordinance, 1956, and the undertaking with which the Overseas Food Corporation had, until then, been

charged, was transferred to the new corporation on 31 March 1955.

231. The undertaking transferred consisted of a scheme for large-scale experimental development to establish the economics of clearing highlands and of mechanized, or partly mechanized, agriculture in tropical conditions. The scheme was due to expire on 20 September 1957, but the Governor of Tanganyika announced in his address to the Legislative Council on 17 September 1957 that the United Kingdom Government had promised to provide up to £500,000 during the next five years to enable the present activities of the corporation to continue at Nachingwea, Kongwa, and Urambo. The Governor hoped that, with this assistance, the work of the Corporation in these areas would become financially self-supporting. Since it took over its predecessor's undertaking, the Corporation has not only continued the experimental work but has expanded the scope of its activities in order to enable it to discharge its functional responsibilities to the best advantage of the Government of Tanganyika and to undertake new projects for that Government. Two such projects are the Rufiji Basin Survey Scheme and the Ruvu Ranching Scheme.

232. The Mission was particularly interested in the African Tenant Scheme, which was commenced in 1952 and to which the Corporation and the Government attached much importance. The Mission, therefore, visited the projects of this scheme at Urambo, Kongwa and Nachingwea, and discussed them with the corporation's staff and the tenant farmers at these places. In so doing it obtained a general impression of the corporation's activities at these centres. It also flew over the Rufiji Basin to get some idea of the area which is being surveyed with the assistance of the Food and Agriculture Organization of the United Nations, to determine its potentialities for extensive agricultural production.

233. In a review of the operation of the Tenant Farming Scheme, the 1955-1956 annual report of the corporation commented as follows on the three projects:

"Nachingwea: The African Tenant Scheme has been expanded from two units to three, the number of tenant holdings being increased from 104 to 148 of which 138 were farmed during the year."

"Urambo: During the year, the 64 tenants on the African Tenant Scheme, who had been selected at the end of the previous season, all farmed profitably with the exception of four. Three medium farms, each consisting of 100 acres of cleared land and 50 acres of bush, were planned and made available for tenancy by three of the African farmers who had successfully farmed their small holdings within the scheme and had proved that they were capable of farming larger acreages on their own account without the close degree of supervision needed by the average tenant of the small holding, particularly during the initial stages of his farming career. The Corporation hopes that a number of its present tenants on the scheme will graduate to medium farms."

"Kongwa: The nineteen farmers on the African Tenant Scheme in this area enjoyed, financially, a particularly successful year. The total net profit for distribution amongst them amounted to £1800, and individual profits ranged from £70 to £200. The scheme is being expanded, not only in acreage and number of tenancies but also in scope, so as to include animal husbandry. Preparations have been made during the year to provide 50 holdings for the season commencing October 1957 and a further 50 for the following season. Each tenant will be allowed initially five breeding cows from the Kongwa Ranch and will be permitted, each year, to keep one of the progeny as his own, so that in the sixth year of his tenancy he will own five head of cattle. By the end of the year under review, 50 tenants, including 11 of the 1955/56 tenants, had signed Agreements for the 1956/57 season."

The Corporation stated that its intention was "to proceed with the expansion and development of this scheme in each of the three areas in the Transferred Undertaking, at the same time revising it in the light of experience."

	Low	Medium	High
Number of tenants	41	40	40
Average holdings (acres)	19.89	20.53	23.22
Average gross income (shillings)	2,159.06	3,136.60	4,155.28
Average farm expenses (shillings)	724.48	1,013.26	1,177.02
Average gross profit (shillings)	1,216.58	2,123.34	2,978.26
Average overheads (shillings)	974.81	1,006.18	1,138.01
Average net profit (shillings)	241.77	1,117.16	1,840.25
Average personal expenditure (shillings)	547.25	647.05	720.50
Average net income (shillings)	305.48	470.11	1,119.75

235. According to these figures, one-third of the tenant farmers showed an average deficit per crop season of 305 shillings or approximately £15 after paying all expenses, including personal expenses; one-third showed an average surplus of 470 shillings or approximately £24; and one-third showed an average surplus of 1,120 shillings or £56. If the personal expenses are added to the net profit, the lowest third earned an average of 789 shillings or £39; the medium third 1,764 shillings or £88 and the highest third 2,560 shillings or £128. The latter figures would be equivalent to average wages earned per annum, and on a monthly basis, they would be 66/-, 147/- and 213/- respectively per month. The first, 66/- per month, would generally speaking represent the top wages earned by an unskilled worker in manufacturing, commerce or construction and be rather less than the wages of a skilled worker in agriculture in Tanganyika.¹³

¹³ United Kingdom, Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on Tanganyika under United Kingdom Administration for the year 1956 (London, Her Majesty's Stationery Office, 1957) Colonial No. 333, appendix XVII, pp. 148-149.

The report went on:

"The Corporation has reason to believe that responsible Africans in the Territory desire to see this scheme spread over a wider area but, at the same time, feel that the Corporation should offer greater security of tenure than is provided at present. The Corporation is, accordingly, engaged in formulating revised conditions of tenure which, whilst safeguarding the interests of both Government and the Corporation, would be as attractive as possible to the African farmer and it is hoped to introduce the revised scheme during the course of 1957/58. It must, of course, be borne in mind that the African Tenant Scheme could in no way be expected to pay its way in its early years and that money has to be provided for several years in order to establish the scheme on a sound basis and enable the African to graduate to a higher standard of agriculture and a better standard of living."

234. The financial results at Nachingwea for the 1955/1956 season, according to groups of low, medium and high profit, were as follows:

The second, 147/- per month, would be equal to the average wages earned by a skilled worker in agriculture and less than the best wages earned by skilled workers in manufacturing and construction. The third or highest group, 213/- per month, would be about equivalent to the highest wages earned by a skilled worker in construction and transport and rather better than the best wages of a skilled worker in agriculture.

236. It is hardly surprising, therefore, that the Tenant Farming Scheme at Nachingwea shows a rather high turn-over of tenants, approximately 50 per cent. After the fourth year, there were only 8 fourth-year tenants, 16 third-year, 30 second-year, and 68 first-year tenants. The Mission sought to determine the cause of this high turnover by questioning the tenants. It gathered that there was dissatisfaction with the high overhead charges. An examination of the financial returns indicates that overhead charges amounted to approximately 50 per cent of the total farming expenditure and no doubt the average tenant would consider this a high proportion. About 75 per cent of the overhead charges was for management and junior staff while the remaining 25 per cent was mainly a

development charge. These charges were all on a flat per acre basis.

237. In explanation of these charges, the Mission was informed by the Administration that they represented the cost of the services provided by the corporation, on the basis of a spread of the overheads over a fully developed scheme. It was the policy of Government that such fully developed schemes should meet all costs properly chargeable to the scheme without any measure of subsidy. During the period of establishment, and up to full development, the Government accepted the principle that the cost of basic surveys and the preparation of plans, together with the short-fall of revenue, were fair charges on Government's general revenue.

238. The Mission recognizes that these are sound principles on which to base accounting practice but questions whether they should be so rigidly applied in the initial phases of what is, after all, an experimental project.

239. In the 1955-1956 annual report, commenting on experimental large-scale farming at Nachingwea, it is stated that the average yields in respect of main crops on the corporation's fifteen production farms were satisfactory, but the area is still lacking in high-priced cash crops and, consequently, the economic future of large-scale farming operations in this area is still unresolved. The Mission considers that this applies to small-scale farming as well, since the introduction of a high priced cash crop is the best means of expediting a shift from subsistence to cash crop farming.

240. The Mission also recognizes that the relatively low gross income (value of crops produced) may in part have been due to unrecorded crop being sold or eaten or to poor farming practices on the part of the tenant. It notes, however, that the corporation has reported that, in the main, the African tenant and his family have of necessity to work extremely hard, probably harder, and undoubtedly longer hours than the average peasant farmer. A high proportion of the tenants, it said, achieved and maintained an extremely high standard of husbandry with excellent clean-weeded stands which would earn them credit even by universal standards. The Mission suggests, therefore, that the cause of the high tenant turn-over at Nachingwea be further investigated and, in this connexion, further consideration be given to the question of overhead charges.

241. The Mission was struck by the virtual absence of the usual amenities of community life on the Tenant Farming Scheme. It suggests that Government might give further consideration to this aspect of tenant farming and that community development might be made an integral part of the project.

242. At Urambo, the Mission found the prospects more promising. Here, unlike the situation at Nachingwea, where no well-adapted cash crops yet exist, tobacco and groundnuts have proved to be satisfactory cash crops. Sixty out of 64 tenants made profits in 1955-1956 averaging 617/-. This is a better average than two-thirds of the tenants at Nachingwea.

243. Here, the three of the most promising tenant farmers had been selected at the end of 1956 and given medium-sized farms, 100 acres of cleared land plus 50 acres of bush, to operate. The Mission visited the farms of two of these medium farmers and was greatly impressed by the results achieved. One farmer had made a profit of 12,000/- or £600 and the other 13,000/- or £650. By African standards, these profits are exceedingly handsome and the corporation is to be congratulated on this achievement of its Tenant Farming Scheme.

244. The Mission was very interested in the establishment of medium-sized farms and studied their initial results. It is convinced that their establishment is one of the main elements which will enhance African agriculture and give it the important position it should have within the economy of the Territory, side by side with non-African farming.

245. However, the Mission doubts that the present projects are entirely satisfactory and wishes to make the following suggestion. As soon as one departs from the concept of family farming, one must provide for the employment of paid labour and therefore the creation of an agricultural proletariat which is not desirable. It is necessary that the medium farmers, besides being adequately qualified, should have the opportunity of acquiring mechanical equipment and installations capable of making their enterprise profitable in a modern economy. The Mission accordingly suggests that, while continuing the development of small farmers, the responsible authorities should select carefully those to whom the medium-sized farms should be entrusted, and should adapt the area of each farm to the capacities of each individual.

246. At Kongwa, the tenant farming project is still on a small scale, there being only 20 tenants, but the individual profits in the 1955-1956 season varied from £200 to £90 and there were no failures. Nevertheless, the project also suffered from a high turn-over. In the 1955-1956 season, 17 of the 20 tenants were in their first year, but the position appeared to have improved in 1956-1957.

247. The Mission gave particular attention at Kongwa to the pasture research work and noted with satisfaction the progress that had been made in introducing and selecting drought-resistant fodder and pasture grasses suited to the area. This work, in the Mission's view, is of particular importance and will have wide application. The Mission also noted some of the other research activities, including the promising results of the trials for the control of what now is tending to be a very serious weed in the area, the Sodom apple, and the results from trials of rates of grass seeding. The ranching activities at Kongwa were also shown to the Mission. It was evident that great strides had been made in grading up beef qualities and that in time, Kongwa would prove to be a most valuable source of improved breeding stock for African ranchers and pastoralists.

248. The Mission wishes to place on record its high

appreciation of the work being done by the Tanganyika Agricultural Corporation and hopes, with the Governor of Tanganyika, that its various activities will, taken on an over-all basis, become self-supporting by 1962 when the assistance from the United Kingdom is due to expire, so that its valuable work may be continued. The Mission noted with great satisfaction the good relations which appeared to prevail at all centres between the officers of the Administration, the corporation's officers and the African people.

FORESTRY

249. In the course of its travels in the Territory, the Mission was able to see something of the work of the Forest Department. As in the case of agricultural staff, the Mission appreciated the high technical competence of officers who showed a considerable dedication to duty under what were sometimes difficult and trying conditions.

250. The forest policy of Tanganyika is set forth in the 1956 annual report of the Forest Department, as follows:

"(1) To demarcate and reserve in perpetuity, for the benefit of present and future inhabitants of the country, sufficient forested land or land capable of afforestation to preserve or improve local climates and water supplies, stabilize land which is liable to deterioration, and provide a sustained yield of forest produce of all kinds of internal use and also for export;

"(2) To manage this forest estate and all forest growth on public lands so as to obtain the best financial returns on capital value and the cost of management in so far as such returns are consistent with the primary aims above;

"(3) To encourage and assist the practice of forestry by local government bodies, and by private enterprise;

"(4) To undertake and promote research and education in all branches of forestry and to build up by example and teaching a real understanding among the people of the country of the value of forests and forestry to them and to their descendants.

"While all aspects of this policy are important, they have been set out in order of priority so that whenever it may be impossible to make progress on all fronts simultaneously, priorities are clear beyond doubt.

"The Forest Department collaborates with the other land use departments in the Natural Resources group, particularly at the stage of land use planning. Such planning includes all human activity related to the land, be it farming, animal husbandry or forestry and is frequently applied to catchment areas serving rivers or dams, and areas under examination for settlement.

"Research conducted by the Department covers the utilization of Tanganyika timbers, silviculture and

beekeeping, which in Tanganyika is largely a forest industry."

251. The forest estate at the end of 1956 comprised 29,711 square miles of gazetted reserves, or approximately 8.67 per cent of the total area of the Territory, with the highest proportion of reserves in the Western Province (28.2 per cent of the total). Forest reserves which are primarily productive amount to 25,780 square miles and primarily protective reserves cover 3,931 square miles.

252. The Mission visited certain of the districts in which the reservation policy was being applied and heard complaints from the inhabitants regarding their exclusion from some of their traditional lands, particularly in the Southern Highlands Province. The town elders in Mbeya, for example, complained to the Mission that lands in the mountains which had been cultivated for more than a thousand years were being reserved and the people were being sent to the plains, but that the food on the plains was very different from mountain food and the people accordingly suffered. Again, Mr. A. S. Mburiga, who claimed to be writing on behalf of the Safwas, stated that land was being taken away from the people for forest reservation purposes. The people were being removed from where they lived and this created a hardship. TANU, Southern Highlands Province, also represented to the Mission the alleged hardships created by forest reservation and suggested that the people should be allowed to collect firewood and graze animals in forest reserves or undeveloped alienated land. This organization also suggested that the Government should seek to achieve better public relations regarding alienation or forest reservation.

253. The Mission, while recognizing that individual hardships may be created in certain localities and urging that every effort be made to reduce such hardships as much as possible by providing alternative land in suitable areas for persons displaced in the interests of forest reservation, commends the forest reservation policy of the Government, bearing in mind the very considerable denudation of the mountains and water catchments which has taken place, the relatively small areas involved, and the urgent need for creating an adequate forest estate both for protection and production purposes.

BLACK WATTLE PLANTATIONS

254. The Mission, while in the Njombe district of the Southern Highlands Province, visited the black wattle estates and the tannin extract factory of the Colonial Development Corporation, and the Bena Wattle Scheme which is operated under the supervision of the Corporation on behalf of the Government.

255. The black wattle project was taken over in 1948 after an unsuccessful attempt had been made by a private company to establish 30,000 acres of black wattle on behalf of the Tanganyika Government. By the end of 1956, the Corporation had established 32,000 acres distributed over five estate units and the

planting programme was more or less complete. In addition, 600 acres of pines have been planted and the corporation operates a 1,000-acre farm for supplying rations, including meat, to its labour force. At the project headquarters there are workshops, stores, a building department, and a medical aid and welfare officer for the benefit of the estates and a school for children of African employees.

256. The tannin extract factory was being erected at the headquarters of the project at the time of the Mission's visit. It is due to be completed by the end of 1958, with operations commencing in 1959 or 1960.

257. The project is being financed entirely by the corporation and at the end of 1956 total assets amounted to £1,068,785 while approved capital expenditure amounted to £1,270,000.

258. The corporation is faced with the high cost of transport of their product to Dar es Salaam. The general manager of the project pointed out in a memorandum to the Mission that sooner or later, the construction of a railway to serve the Southern Highlands must be undertaken if extensive and prosperous development is to take place in this Province. He stated that present road transport rates tended to strangle the production of primary products in the Province.

259. Another problem faced by the corporation is the related one of the disposal of the large quantities of wattle wood which will be produced. It is estimated that some 50,000 tons of wattle wood will have to be abandoned annually unless the wood can be profitably utilized and here again high cost of transport is a factor.

260. The Bena Wattle Scheme was initiated in 1955 when the corporation was requested by the Administration to undertake the technical guidance of, and mechanized field operations for, the project under which the Wabena are growing 20,000 acres of black wattle. The Corporation undertakes the ploughing, harrowing and seeding at cost, gives technical advice and provides a motor road grader on hire. The corporation will buy all bark from the growers for processing at its factory.

261. The Native Authority set aside 20,000 acres of land in 25 localities for the project and one-ninth of the area is being developed annually to provide a sustained yield commencing in 1964. The scheme is controlled by a committee of the Bene tribal council. It is financed from the reserve funds of the native treasuries on a loan basis. Land tenure follows Bene custom in all respects save for the regular squared grid pattern of the holdings which are based on one-acre plots.

262. Progress in planting has been good to date, the target acreage having been surpassed, but an unsatisfactory aspect is that, in a large number of cases, paid labour has to be utilized because of failure of the "growers" to thin and weed their holdings at scheduled times. At the commencement of the project, difficulty, ascribed to suspicion and distrust in the minds of the Wabena, was experienced in persuading the people to take up holdings, and distrust may still be a factor involved.

263. The Mission, nevertheless, regrets this display

of indifference towards a project estimated to net the "growers" about 840 shillings per acre and thus bring a much needed and handsome cash income to the district. It hopes that whatever may have been the case in the past, the Wabena will accept this project as being exclusively for their benefit and participate more fully in all its phases.

SERENGETI NATIONAL PARK

264. The Mission visited the Ngorongoro Crater area of the Serengeti National Park. It had been informed that a Committee of Enquiry had been appointed to:

(a) Consider the existing conditions in the Serengeti National Park and the law relating to the Park;

(b) Examine the proposals of the Government of Tanganyika in regard to the park as set out in sessional paper No. 1 of 1956, in the light of any representations or alternative proposals that may be submitted on or before 5 June 1957; and

(c) Make recommendations as to any modifications to the proposals set out in the sessional paper under reference, which should receive consideration by the Government of Tanganyika.

265. Sessional paper No. 1 of 1956 concerning the Serengeti National Park contained proposals for (a) reconstituting three areas within the present Park—the Ngorongoro Crater, the Embagai Crater and the Western Serengeti area—as true national parks freed from all "human rights"; (b) excising the central Serengeti Plains, 2,600 square miles, from the park and establishing it as a special area; and (c) creating two development areas, together covering some 400 to 500 square miles, bordering the new parks for the benefit of the Masai excluded from the Ngorongoro Crater area.

266. In order to give effect to the above proposals, the Government proposed to complete the hydrological survey of the development areas in which permanent water supplies must be developed before the Masai could be called upon to withdraw from the Ngorongoro and Embagai Crater areas; to provide the necessary water supplies; to call upon the Masai to withdraw completely from the Ngorongoro and Embagai Crater areas; to amend the national parks Ordinance to provide for extinguishing all "human rights" in any area declared a national park; to reconstitute the above-mentioned three areas as National Parks under the amended Ordinance; and to introduce legislation to provide for the constitution of a special reserve in the Serengeti Plains.

267. The Mission held discussions with representatives of the Masai at Ngorongoro. These representatives stated that although they had heard that the national park would be established in an uninhabited area, their whole country was now gone and they complained against the park authorities with whom they were always quarrelling. They said that they knew that the Administration was protecting their interests but complained that professional European hunters were allowed to kill

game within the park and the Masai were unjustly accused of this. They also felt that animals should not be shot or photographed without the permission of the Masai. Finally, they said they were prepared to follow the instructions of the Government on all matters except on the national park and they did not wish to be subject to regulation by the national park authorities.

268. The Mission also heard representatives of the Administration and two wardens of the national park. The park area, the latter stated, was under triple control: the Administrative Service, the Forest Department and National Parks Services. They felt that there was a conflict of interests which could only be solved by having the park completely separate from the Administration and extinguishing all "human rights" therein. The park now covered approximately 5,600 square miles and there were more or less 8,000 Masai in the park. It would be better if the park was free of Masai and the Masai were free of the park. The park, they said, held the last great concentration of game in the world which, if destroyed, could not be replaced, but human pressure was increasing. The Administration watched over the interests of the human, whereas the park authorities protected the game.

269. The representatives of the Administration pointed out that it was the policy of the Government to keep the Masai out of the Ngorongoro Crater area, but until alternative water and grazing were provided nothing could be done. Those who were in the park before 1940, it was stated, have the right to live there. They agreed that there tended to be conflict in the day-to-day administration of the park area.

270. The report of the Serengeti Committee of Enquiry, 1957, was published while the Mission was in the Territory. The Committee recommended, *inter alia*, that the Ngorongoro Crater Highlands, including the Ngorongoro and Embagai Craters, be excised from the National Park and be made a special conservation unit primarily in the interests of man and administered by the Government; that the park should be reconstituted to provide an area sufficiently large to be a viable ecological unit which should include the Western and Central Serengeti Plains, the Moru Kopjes and part of the country between the existing south-western boundary of the park and the Duma River; that the area of the Park be extended northwards by the inclusion of uninhabited country to provide a link with the Mara National Reserve in Kenya; and that "human rights" within the Park boundaries as proposed should be extinguished.

271. These proposals and their financial implications are still under consideration by the Government. The Mission, therefore, does not consider it appropriate to comment on them at this stage but would suggest that the Council might wish to be kept informed of further developments.

WATER SUPPLIES AND IRRIGATION

272. The Water Development Department, founded in 1945, concentrated initially on the provision of water

for domestic purposes and for livestock in rural areas. More recently, as the Water Development and Irrigation Department, it has been considerably expanded and has turned increasingly to the development of the water resources of the Territory on a wider scale. With the assistance of the Food and Agriculture Organization of the United Nations, the Department is at present engaged in surveying the principal river basins of the Territory and preparing master plans for their development. Such plans will aim at using water resources to the best economic advantage for both irrigation and hydro-electric power purposes. It is stated that there are great potentialities in the Rufiji, Ruw and Pangani basins, but there are also formidable difficulties and full development will require very large capital expenditure on flood control and other works. The plans for the Pangani and Ruw basins are expected to be completed in 1958 and the Rufiji Plan in 1960.

273. In addition to these long-term investigations, the Department has devoted considerable attention to smaller schemes designed to alleviate conditions in areas of uncertain rainfall or to make available and attractive the plains at the foot of the highly populated mountain areas. Examples of these are the Mlali Scheme near Morogoro; the Uru Chini Irrigation Scheme at the foot of Kilimanjaro; the various schemes in the Central Province to store and harness flood water, including the Ikowa Scheme with a reservoir capacity of 3,200 acre-feet constructed in 1956 to provide irrigation as well as flood-control facilities in the Mwapwa District; the Kalimawe Irrigation Scheme with a capacity of 28,000 acre-feet and the Mianje-Mong'oni Scheme with a capacity of 10,000 acre-feet in the Singida District.

274. In the Central Province the Department had a number of proposals under active consideration, including dam projects on the Kinyasungwe and the Balu River Systems. The Mission was informed that of a possible total irrigable area of 69,000 acres in the Central Province, some 4,500 acres were commanded by existing works and 200 acres were actually under irrigation in 1957 at the time of the Mission's visit. Progress is likely to be rapid in the future and the sum of capital expenditure on water development and irrigation for the period 1957-1960 is expected to be in the neighbourhood of £2 million.

275. The Mission was able to visit the Muchlur dam in the Mbulu District, the Kakola community development dam at Tabora in the Western Province; and the Ikowa dam in Mwapwa and the Mianje dam in Singida in the Central Province.

276. The Ikowa dam and irrigation project is the first of its kind in the Central Province. Here, the Water Development and Irrigation Department and the Agricultural Department are co-operating in an irrigation development project. A dam has been built for flood control purposes at a cost of approximately £30,000 to date and it is hoped ultimately to irrigate 1,500 acres. At the time of the Mission's visit some 150 acres were under irrigation in a pilot project operated by the Agricultural Department and a land classification survey

was being undertaken with a view to providing information for extending the irrigated area. The early results have so far been very promising, ground-nuts, for instance, yielding 1,500 pounds per acre as against the average yield of about 500 pounds per acre in African farming. The general aim is to develop a suitable system of cash crop farming under irrigation to replace subsistence farming and shifting cultivation. It is too early yet to assess the full results.

277. At Kakola, the Mission saw a smaller dam which had been originally constructed by community effort and later improved by the Water Department. This dam had a capacity of 150 acre-feet with an irrigable area of 100 acres. The distribution of water was controlled during the growing season by the Agricultural Assistant and Water Officer of the District. A variety of crops is grown on the irrigated land, including maize, beans and peas, sugar-cane and rice—the latter rather surprised the Mission. The cost of the dam was £4,800 and the Water Development Department considered that this was too high, having set £30 per irrigated acre as a target figure.

278. The Mission was interested in these small irrigation projects as giving some idea of what may be done with limited finances, and trusts that satisfactory systems of land utilization to make the most efficient use of water will be developed. The Mission hopes, moreover, that now that the experimental period in the various regions concerned has been completed, a general plan for utilization of all irrigation possibilities will be prepared and executed.

279. An interesting aspect of this work in Tanganyika is the experimental use of cetyl alcohol to reduce losses from surface evaporation in the large dams. The high rate of evaporation over much of the Territory makes this an important development.

MINING

280. The more important minerals in production in 1956 in Tanganyika were diamonds, gold, silver, lead-copper concentrates, mica, salt, tin, tungsten and building materials. Other known mineral reserves, some of which are exploited on varying scales, are coal, gypsum, graphite, iron, kaolin, lime, magnesite (meerschau) and niobium (pyrochlore).

281. Bearing in mind the conclusion of the East Africa Royal Commission that one of the factors which has retarded the growth of the modern sector of East Africa (British) economy has been the inability to discover or exploit the mineral resources which contributed so greatly to development in other parts of Africa, the Mission gave particular attention to such mining and exploration activities as it was able to see while in the Territory.

282. The Mission visited the headquarters of the Geological Survey Department at Dodoma, saw something of reef-mining of gold and was briefed on the geophysical airborne survey of the Western Rift Exploration Co., a subsidiary of the Anglo-American

Corporation of South Africa, based at Chunya. The Mission spent some time at the Panda Hill project of the Mbeya Exploration Company Ltd. which was then about to complete its second stage of development, the operation of a pilot mill.

283. The Mission was particularly impressed with the possibilities of the Panda Hill project. Following the proving of very large deposits of pyrochlore-bearing carbonate at Panda Hill in the Mbeya District by the Geological Survey Department, the Government granted a concession to Messrs. Billiton Maatschappij in collaboration with the Colonial Development Corporation for mining the area. A new company, the Mbeya Exploration Company, was formed with N.V. Billiton Maatschappij agreeing to find 70 per cent of all funds needed and to be responsible for the management of the new company, the Colonial Development Corporation supplying the remaining 30 per cent.

284. Work commenced in 1955 and a small test plant and laboratory were installed in 1956, and it was hoped that the pilot plant would be in operation before the end of 1957. When the Mission visited Panda Hill, it saw some of the drilling and other field operations of the company. Should the pilot plant prove successful, the company will proceed with the third stage of its development scheme, large-scale mining and milling. The Mission understood that the prospects were good, it being estimated that the pyrochlore deposit at Panda Hill could keep the mill in operation for from 50 to 100 years.

285. This operation would require the disposal of tailings from some 5,000 tons of material per day and, consequently, a considerable area of land would be required for tailings disposal, as well as the granting of extensive waters rights in the Kiwira River catchment area for the generation of electricity for the operation of the mill. An application for a Right of Occupancy over 6,300 acres in the immediate vicinity of Panda Hill has been submitted by the Mbeya Exploration Company and this was under consideration at the time of the Mission's visit.

286. The Mission understands that if the right of occupancy is granted, a total of some 82 African householders will be affected, of whom 48 are of the local tribe, Safwa, and the remainder of other tribes. These would all have to be removed, receiving compensation. The Mission was informed that in spite of the fact that the District Commissioner had spent a great deal of time explaining to the local Africans the purpose for which the land was required and the economic importance of the plant to the Territory, they continued to oppose the grant of the right of occupancy. According to the Administration, this opposition was based on the following grounds:

"(a) Only the hill itself was, in the first place, allocated to the mine. It is not reasonable now to ask for more land on the grounds that exploitation of the minerals in the hill will require more space;

"(b) There is nowhere where those evicted could build in the neighbourhood. [The District Commis-

sioner drew attention to the areas still vacant in the neighbourhood and commented that the fact that members of other tribes were being allowed to come in considerable numbers did not suggest a shortage of land for the Wasafwa area];

"(c) The Company should not have asked Government for the right of occupancy. They should have dealt direct with the local Africans;

"(d) It is not reasonable that the economic prosperity of Tanganyika should come before the disturbance caused to a number of peasant cultivators."

287. The Mission considers that at least part of the opposition must arise from the general suspicion of the Government's motives in alienating land to foreigners to which it has drawn attention in a previous section of this report and that a good deal of explanation and much patience will be required to persuade these people to agree to the right of occupancy. Moreover, they will undoubtedly require attractive terms for compensation for disturbance and loss of land.

288. The Mission also wishes, however, to recall and emphasize the warning given by the East Africa Royal Commission in the section of its report on mining, namely, that the Territory needs outside capital for the development of its mineral resources far more than outside capital needs the Tanganyika investment. Surplus income in the Territory is not available on the scale required for mining operations and consequently everything possible should be done to make conditions attractive for outside investors. The Mission appreciates the fact that the Government of Tanganyika is fully aware of this and has done all in its power to attract outside capital for investment in mineral exploitation and mining, but it feels that certain sections of the people of Tanganyika do not yet fully appreciate this. Recalling its remarks in paragraphs 225 and 226, the Mission suggests that political leaders in particular could play an important part in explaining the situation to their followers and urging greater co-operation with the Government in this field, which could be of such great benefit to the Territory as a whole.

289. The Mission feels that the question of alienation of land in relatively small parcels for mining and industry to outside investors involves different considerations from alienation in large blocks for agricultural and pastoral purposes to immigrant settlers. The Mission sympathizes with the displaced persons for their disturbance but considers that reasonable compensation should do much to reduce the hardships to a minimum.

290. The Mission also suggests that the Government give some consideration to the question of associating the local inhabitants with these enterprises in order to reduce such opposition as may arise. For instance, the owners of the rights to the land in question might be prepared to transfer these rights to the company in return for some evidence of their participation in the enterprise. This would give the local inhabitants some stake in the enterprise, a small one maybe, but the

psychological effect would be great. The Mission also refers to its previous recommendations in paragraph 186.

MANUFACTURING INDUSTRIES

291. Tanganyika being a predominantly agricultural and pastoral country, secondary industry is mainly concerned with the processing of agricultural and livestock products, though in recent years, light engineering and a number of general service industries have increased in the main towns. The more important manufacturing industries are the production of beer, canned meat, cans, paints and varnishes, leather, leather goods, coir matting, oxygen and acetylene, nails, soft drinks and soap. Important processing industries are cotton ginning, sisal processing, coffee curing, sugar production, tea processing, vegetable oil extraction, and maize, wheat and rice milling.

292. At the end of 1956, there were 1384 registered industries and workshops of which the most important were apparel manufacture, flour milling, wood-working, sisal processing and motor vehicle repairing, in that order. There was only one iron and steel rolling mill. These factories and workshops employed a total of 62,661 persons of whom 58,357 were Africans; 3,134 were Asians; and 980 Europeans. The largest number, 24,375, were employed in sisal processing.

293. The Mission notes that a Commissioner of Commerce and Industry had been appointed in 1956 with special responsibilities for furthering the establishment of industry; that the encouragement of secondary industries as a means of broadening the Territory's economy, promoting increased production and providing greater scope for the employment and advancement of the inhabitants is part of the general economic policy of the Administering Authority; and that the Government has taken steps to provide for the training of skilled workers for local industry. The Mission appreciates, however, that industrial expansion depends very much upon an expansion of the local markets and this, in turn, will depend upon the improvement of agricultural productivity.

294. The Mission visited a number of processing plants, including coffee processing plants at Moshi and Bukoba and the meat processing and canning plants of Tanganyika Packers Ltd., near Dar es Salaam, as well as the trade schools at Ifunda and Moshi.

295. The Mission noted with regret that the plants of Tanganyika Packers Ltd. were operating far below their rated capacities for lack of supplies of cattle and this was all the more regrettable since the Mission was informed by the manager of Tanganyika Packers Ltd. that these plants could easily dispose of their full outputs at approximately current prices. The Mission understood that in recent years the consumption of meat in Tanganyika had increased considerably and the number of animals now coming on the market was insufficient to meet this local demand and provide a sufficient surplus to utilize the full capacity of the packing industry.

296. In view of the overstocking of cattle in some areas of the Territory, the lack of supplies for packing indicates the relatively small extent to which African cattle owners are oriented toward a cash economy and the pressing need for further effort in fostering the required change. With increase in the money income of the population, demand for meat will continue to increase, and the Mission hopes that this in turn will result in an increased sale of stock, thus encouraging the pastoralists to enter more and more into the cash economy. The Mission does not envisage this as a rapid or easy process. The Mission is aware that much sociological research has already been devoted to the nomadic pastoralists, but suggests that consideration be given to research specifically directed to this problem.

297. The Mission received a memorandum from Mr. John H. Baker, Member of the Legislative Council, Western Province, in which, *inter alia*, he criticized the Government's tendency to become involved in "big business" by special arrangements and then to grant the concerns in which it had interests special favours that were most detrimental to other enterprises and to the country's economy. There was, he felt, a great tendency to stifle any industry with a mass of petty regulations and red tape that might be arbitrarily imposed by officials who had no experience or knowledge of the economic operations of business.

298. He suggested that the Administering Authority should set up a Tanganyika Development Corporation (similar, he said, to the highly successful Uganda Development Corporation) and should transfer to it all its share-holdings and interests in commercial concerns, and should also grant this corporation ordinary leases or concessions over projects for whose development the Government had so far been unsuccessful in attracting capital. He referred in particular to the extensive coal fields and iron deposits, a cement project near Dar es Salaam, and government share-holdings and other interests in such concerns as Tanganyika Packers, Tanganyika Electricity Supply Co., Steel Bros. Rondo Timber Concession, Uvinza Salt Works, the Berlin Mission Hotel site and various other projects.

299. He suggested that such a corporation, staffed and operated independent of Government by business men recruited from the leaders of most successful and experienced local concerns, would operate more efficiently than Government-controlled boards and would have far greater chances of success.

300. He considered that with such assets, share-holdings and concessions, the corporation could sell shares, float bond issues and raise loans in the money markets of the United Kingdom, the United States of America, and Canada and that, particularly with United Nations sponsorship and support, it could attract considerable overseas capital to useful developments in Tanganyika.

301. He felt that Africans might be encouraged to invest savings in such a corporation to advance their own interests.

302. The Mission has given consideration to this

suggestion and commends it to the Administration for careful study. However, it is cognizant of the fact that in 1956-1957 the Administration appointed a Commissioner of Commerce and Industry and has no doubt, therefore, that the whole question of Government's policy in regard to industrial development is under active consideration. It recognizes also, as indicated above, that the best way to promote industrialization is to increase agricultural productivity in order to promote the largest possible home demand for the products of manufacturing industries. It appreciates that there is room for the expansion of processing of agricultural and mineral products for export as opposed to the export of these products in the crude state, but doubts whether this alone could be regarded as a satisfactory basis for an industrialization policy. It cannot foresee in the near future any possibility of the development of heavy industry in Tanganyika and, while recognizing that some light industries producing manufactured goods for the export market might be developed, it considers that it is essentially on the home and neighbouring territorial markets on which such light industries will have to be based. Consequently, the Mission feels that the Government's prior consideration should lie in the improvement of African agricultural productivity in order that the home market may be developed.

303. Nevertheless, the Mission does not wish it to be thought that industrialization and the improvement of agricultural productivity are mutually exclusive or even competitive. The Mission has drawn attention above to what it considers to be the lack of uniformity in the development of the economy of the Territory and considers that agricultural and industrial development should proceed together since they are so inter-dependent. The point which it wishes to emphasize is that agricultural productivity is at present so low that it constitutes a serious obstacle to immediate industrial development.

CO-OPERATIVE DEVELOPMENT

304. The Co-operative Movement is well established in the Territory and is now making an important contribution to its economic and social development. The Trusteeship Council, at its twentieth session, pointing out that for the past several years it had recognized the particular importance and success in Tanganyika of the co-operative system, especially as a means of improving and developing the marketing of African agricultural produce, took note of the continued expansion of the movement and again commended the Administering Authority for the encouragement and assistance which it was providing. It looked forward with interest to the further extension of co-operative principles into such fields as the distribution of consumer goods.

305. The Mission, on the basis of its observations and discussions in the Territory, wishes to associate itself with the commendation of the Trusteeship Council. The Mission was impressed with the enthusiasm of Government co-operative officers for their work and

considers that the development of the movement is in capable hands.

306. The Mission had the opportunity of seeing something of the large-scale operations of three important co-operative unions — namely, the Kilimanjaro Native Co-operative Union Ltd. (KNCU), the Bukoba Native Co-operative Union Ltd. and the Rungwe African Co-operative Union Ltd. — and of discussing the work of these unions with their officers and staff. It also saw some of the field operations of the cotton co-operatives in Sukumaland and had discussions with the members of smaller co-operatives, including the Iraqw Farmers' Co-operative at Karatu, Northern Province; the Unyika Coffee Growers' Co-operative at Mbosi, Southern Highlands; and the Maruku Native Farmers' Co-operative at Bukara, West Lake Province.

307. The Mission noted with appreciation the considerable achievements of the Kilimanjaro Native Co-operative Union, the latest of which has been the opening of their College of Commerce, housed in the excellent Union buildings at Moshi. The Union has for some time placed emphasis on the training of its members and personnel: it had operated a Coffee School for several years, maintains a library and has, with the opening of the College towards the end of 1956, centralized the training of its staff. The College is completely non-racial and co-educational and has accommodation for 210 students — half that number were in residence at the time of the Mission's visit — and, in addition, offers night courses attended by 300 students. The curriculum is designed to meet the needs of basic training in commerce. The college was well operated by competent staff, and the Mission wishes it every success in its work.

308. The KNCU, as it is familiarly known all over Tanganyika, handles the African arabica coffee crop of the Moshi District and, jointly with the Tanganyika Coffee Growers' Association (a non-African organization), owns the Tanganyika Coffee Curing Co. Ltd. It is a union of 37 co-operative societies and in 1955-1956 grossed just over £3 million from coffee sales.

309. The Union owes a great debt to Mr. A. L. B. Bennett, who has played a leading role in its operation and management and is now Economic Adviser to the Union and Chairman of the Board of Management of the Tanganyika Coffee Curing Co. Ltd.

310. The Bukoba Native Co-operative Union, located at Bukoba, which handles the African-grown robusta and arabica coffee crops of the West Lake area, is a union of 68 member societies and deals with a crop estimated at 12,000 tons. It owns 51 per cent of the shares in the Bukop Coffee Hullery, previously not African-owned, which in 1956 handled 10,000 tons of coffee, and is being expanded to deal with the whole of the West Lake crop in 1958. This will involve the closing down of a privately owned hullery which refused to negotiate with the coffee growers for joint ownership.

311. The Mission was told that the Union has a

general reserve fund of £300,000 and has also created a price stabilization fund (£50,000) and a building fund (£20,000) for building, *inter alia*, a hostel. The Union also finances the training of co-operative staff and two students were due to leave for the United Kingdom in 1957. Total cess revenue in 1956-1957 was £42,000. It is considering opening a savings bank next year to encourage savings by members.

312. The Union's main preoccupation at the time of the Mission's visit was the question of holding coffee auctions at Bukoba instead of having to ship to Mombasa where auctions are now held. It felt that it could effect a saving on handling charges by selling at Bukoba and that considerable subsidiary advantages would accrue to the town of Bukoba itself and to the Territory. The difficulties, assuming that buyers could be persuaded to hold auctions at Bukoba instead of Mombasa, were that the airstrip at Bukoba was too short for normal commercial planes and it might be difficult to find hotel accommodation for the buyers. The Union hoped to solve the latter problem by building the above-mentioned hostel, but the former depended on Government action and so far the union had been unsuccessful in its efforts to have the airport facilities improved.

313. The Mission discussed the question of coffee auctions and airport facilities at Bukoba with the provincial authorities and was told that they were very much in favour of holding auctions at Bukoba because of the advantages to the growers and to the province, but the improvement of airport facilities presented a real difficulty. They agreed that the present airport was too small but topography made it impossible to expand it and the same considerations made it difficult to find a suitable site for an alternative airport reasonably close to Bukoba. The question was still being studied.

314. The Rungwe African Co-operative Union Ltd., with headquarters at Tukuyu in the Rungwe District of the Southern Highlands Province, was formed in 1949 by the coffee and rice primary co-operatives which the African coffee and rice growers had established for marketing these crops. At that time there were 5 coffee societies with a membership of more than 3,000 marketing a coffee (arabica) crop of about 200 tons worth £10,000 and 4 rice societies with 1,500 members producing a paddy crop of 1,500 tons worth £15,000. In 1956-1957 all coffee and paddy grown in the area was marketed co-operatively, the 20 affiliated societies of the Union consisting of 12 coffee societies with a membership of 15,000 growers producing 1,150 tons of coffee valued at nearly £450,000 and 7 rice societies with 5,000 members marketing over 2,000 tons of paddy worth about £86,000. The Union also handled a small quantity of beeswax which grossed about £1,200 in 1955-1956. A coffee crop of 2,000 tons within five years is aimed at the estimated potential of the district being 5,000 tons.

315. The affiliated societies of the Union maintain coffee nurseries for the benefit of their members with seed obtained from the Lyamungu Coffee Research Station. The Union maintains a library, organizes courses for the officials of its societies and awards

scholarships for the training of staff at the Co-operative College at Loughborough in the United Kingdom and the East African School of Co-operation at Kabete. The Union plans to utilize the facilities of the KNCU Commercial College at Moshi.

316. The Union operates a supplies department which purchases building material, agricultural implements and bicycles for distribution to its members.

317. The income of the Union is obtained by levies of 7 cents (East African) per pound on parchment coffee and 2 cents (East African) per kilogramme on paddy and commissions of 2 1/2 per cent on gross proceeds of coffee, beeswax and stores. The union maintains a statutory reserve which stood at £15,000 at 30 June 1956, a marketing reserve: £5,000 in 1956, and an accumulated fund which amounted to over £40,000 in June 1956. It owns 75 per cent of the shares of the Ipinda Rice Mill (1952) Ltd. and also provides savings facilities for its members.

318. In 1957, the paddy societies disaffiliated from the Union, believing that higher prices would be obtained by separate marketing. This action, the Mission was told, was taken contrary to the advice of the Government which is now watching events with some anxiety.

319. The Mission was informed that the Union has under consideration a proposal to erect a coffee curing works in the Southern Highlands Province in order to reduce the high cost of transportation to Moshi for curing. It was recognized, however, that this would depend on an increase in production and the co-operation of the other coffee growers in the province, since present total output is insufficient to make the project profitable.

320. The Mission was also told that the Union objected to the coffee cess and to the payment of income tax on its investments. The latter question was studied by the East African Commission of Inquiry on Income Tax 1956-1957. The Commission supported the taxation, and the Mission concurs.

321. The union also submitted that the Government should promote industrial development and encourage African co-operatives to participate in any major development project, particularly in those monopolies which are publicly regulated, such as TANESCO. It strongly objected to the "monopoly" given to the East African Railways for the transportation of imported goods to the Southern Highlands which it considered had led to excessive charges for transportation of coffee to Moshi by private transport. It stated that the roads in the province were among the worst in the Territory and Government should seek outside loans for financing highway construction, since good roads were essential for development. It urged more liberal credit facilities for farmers and requested financial aid for the Territory.

322. The union considered that there was pressing need for an increase in the number of scholarships for overseas study and felt that the practice of sending chiefs and others on tours of a few weeks' duration in

Britain was an expensive luxury that should be discontinued. It stated that primary education up to standard IV should be free.

323. The 113 cotton marketing co-operatives in the Lake Province in 1955 were organized into 9 unions and 1 federation of unions. The immediate purpose of the unions, whose area was equivalent to a ginnery zone, was to distribute money and bags to the primary societies, arrange transport, and supervise the weighing and sale of co-operative cotton at their respective ginneries. Their ultimate object was to own or have a share in the processing of the crop. The aim of the federation was to create a central body for making and implementing general policy, for the unification of viewpoints, for bulk purchasing of supplies and for financing the erection of a new ginnery at Kasamwa in the Geita District.

324. The cotton co-operatives in 1955 marketed 48,053 bales of cotton or 45 per cent of the total Lake Province crop. A levy of 2 cents (East African) per lb. of seed cotton was imposed to provide funds for the Unions and the Federation. One-third of the capital cost of the Kasamwa ginnery was raised by a levy of 1 cent per lb. and the remaining two-thirds was loaned by the Lint and Seed Marketing Board.

325. In 1956, the number of primary societies increased to 207 and of unions to 13, thus covering all zones for the first time and the societies handled 65,000 bales or 60 per cent of the total crop. The Kasamwa ginnery processed 7,500 bales and made a net profit of some £32,000. The ginnery is at present operated by a managing agent, but African staff are being trained to take over.

326. In 1957, the number of societies increased to 234 with 13 unions and one federation; and a new ginnery is projected in the Ushashi area.

327. The Maruku Coffee Growers' Society requested the help of the Mission in obtaining higher prices for their produce, while the Unyihia society stated that members had little control over the finances of the Society and complained that the co-operative officer had refused to give them permission to buy a truck for the transport of their coffee. The members of the Iraqw society complained to the Mission about the liquidation of their society, which they said had been decided by the co-operative officer. It appeared that the secretary of the society had embezzled funds totalling £1,700 and had been imprisoned for this.

328. The Mission also heard of fraud committed by officers of co-operative societies in other areas. The co-operative officer Mwanza, for instance, commented that there had been a considerable amount of internal theft by staff, but on the whole the standard of honesty was high. The Mission cannot too strongly condemn fraud in co-operative societies, or for that matter in any public or private enterprise, and hopes that every effort will be made by the people of Tanganyika to eliminate such practices.

329. The Mission also realizes that a high incidence of fraud in societies may be due to inadequate super-

vision and, while recognizing that shortage of staff is a chronic complaint in all departments of the Administration, suggests that perhaps the time is approaching when the functions of the Co-operative Department should be reviewed to permit greater emphasis on inspection and supervision.

330. The Mission also wishes to suggest that co-operatives which are collecting funds for capital development purposes might give consideration to the revolving capital plan for such purposes. The use of this method of financing would put capital works financing on a very business-like basis.

331. The Mission further recommends that greater consideration be given to the organization of consumer co-operative societies, particularly in those rural areas where the cost of consumer goods tends to be high because of a high distribution mark-up resulting from lack of competition.

CREDIT

332. The Mission received many communications in connexion with increased credit provision for Africans.

333. The Administering Authority reported in 1956 that, apart from the normal facilities offered by the banks, at a normal rate of interest for deposits and loans of 2 per cent and 6 per cent respectively, there were three incorporated societies in the Territory conducting savings, loan and building society business and four Government-controlled organizations for the provision of credit facilities—namely, the Land Bank, which provides loans at 5 per cent interest for agricultural purposes; the Local Development Loan Fund, also designed to assist agricultural production and charging interest at 2 1/2 per cent; the African Productivity Loan Fund lending at 2 1/2 per cent interest; and the Urban Housing Loan Fund, providing loans up to a normal maximum of £500 at 4 1/2 per cent interest. The Land Bank gives loans to the members of all races, but the other three to Africans only. Loans made by these institutions in 1955-1956 were as follows:

	1955		1956	
	Number	£	Number	£
Land Bank				
Long-term	35	71,270	46	101,861
Short-term	54	63,307	56	89,910
Local Development				
Loan Fund	165	68,901	197	77,036
African Productivity				
Loan Fund	108	38,990	184	65,119
Urban Housing Loan Fund	26	16,665	74	37,865

a These are current loans.

334. The Administering Authority has further reported that the restrictive factor in increasing the use of these revolving funds for loans was the difficulty experienced by many Africans in providing adequate

security, although the operating committees adopt as liberal an attitude as possible.

335. The East Africa Royal Commission pointed out that the removal of customary forms of tenure which restrict the negotiability of land would not itself be sufficient to ensure that new capital would be forthcoming for the improvement of African agriculture and the development of African trade and industry. Accordingly it proposed that the scope of the Land Bank should be extended and attempts be made to interest co-operatives in the techniques of long-term lending. It recommended that existing legal restrictions on the granting of credits to Africans should be reviewed and that legislation should be introduced to ensure that no suit should lie for the recovery of a debt secured by a charge on land except in the case of loans made by specified agencies. It further recommended that the practice of local government bodies lending directly to private individuals and businesses should be discontinued and these bodies should not guarantee private loans made by other agencies.

336. The Governor in discussing his proposals for a ten-year programme to implement the recommendations of the East Africa Royal Commission stated that, apart from the above-mentioned revolving loan funds, no forms of Government credit facilities exist. He thought that it would be essential in the next ten years to increase the availability of agricultural and industrial loans, and suggested that an additional £1 million would be required for this purpose.

337. The Mission considers that steps should be taken to develop co-operative credit for short-term loans for agricultural purposes in the Territory. It suggests that for this purpose limited liability credit societies be established and financed by a Government-sponsored central bank. It emphasizes, however, that co-operative credit, to be successful, must be subject to constant supervision, and therefore recommends that a system of supervised credit be introduced. Under this system, a short-term loan from a co-operative society is made conditional on the preparation of a satisfactory farming plan with the provision of the credit being linked to a schedule of farming operations and the repayment of the loan being similarly programmed. In this way, the use of the credit could be linked to a farm plan approved by the Agricultural Department and subject to supervision by the agricultural extension officers or inspectors of the society. The societies should be permitted to secure their loans by crop liens and chattels mortgage.

338. The Mission is inclined to believe, however, that long and medium-term loans are better handled by an institution of the Land Bank nature and agrees with the Royal Commission that the scope of the existing Land Bank should be widened and for this purpose a system of district banks be set up.

339. The question of the African providing adequate security for a medium or long-term loan for agricultural purposes is largely bound up with the system of land tenure and the type of farming practised. Until a system

of freehold titles emerges and cash crop farming is practised on a large scale, Africans will continue to find it difficult to obtain loans of these types.

TRANSPORT AND COMMUNICATIONS

340. It is generally recognized that communications are a basic factor in the development of Tanganyika and the Mission received many representations regarding the inadequacy of transport arrangements, especially in the Southern Highlands Province.

341. The Royal Commission, recognizing that it was useless to hope for the replacement of a subsistence by a modern market economy if potentially productive areas remained cut off from local and export markets, considered that the problem of transport was not only that of railways and trunk roads, but also that of an over-all problem of supplying adequate communications wherever economic production could be stimulated.

342. In this connexion, the Commission considered that:

"The greatest possibilities in Tanganyika lie in the development of the large fertile region in the south. Pyrochlore deposits have been found near Mbeya and a large coalfield in the Songea and Njombe Districts. Coffee, pyrethrum, tobacco, wattle, rice, maize and vegetables grow well. But the whole area is remote and almost utterly lacking in communications. The short section of railway line between Mtwara and Nachingwea has already stimulated unexpected production from the adjacent Newala plateau and other areas of marginal country. The extension of this line to the coalfields and its junction with another new line, running from Morogoro through the Kilombero valley and via Mbeya to the Copper Belt in Northern Rhodesia was the subject of a recent survey and report. Although the conclusions of this report do not suggest that investment in the rail link will prove an economic proposition for many years, in terms of interest on capital, it must be remembered that the same can be said of the Kenya and Uganda railway without which both Kenya and Uganda would today be in an entirely primitive state. This large fertile zone in southern Tanganyika, in a region as generally infertile as is East Africa, must clearly be a priority for those improvements in present usage and those experiments in new techniques with which this Report is so much concerned so that proper planned use can be made of the land, based on the experience of pilot schemes. The Iringa District, adjacent to the first stage of the proposed line, has been the site of considerable African immigration from other parts and is immediately in need of such planning. Farther away present usage is already causing damage and erosion. The irrigation possibilities in the Kilombero valley and in the Mkata and Usungu plains must await the results of pilot schemes and it is to be expected that it will only be gradually that the area will reveal its productive possibilities. The railway is, in our opinion, bound to come, and how best to use the lands through

which it is likely to run is, therefore, a priority task of highest importance to the whole region."

343. The Governor, in his proposals for financing projects arising from the recommendations of the Royal Commission, included £3 million for the extension of the Central line to the northern end of the Kilombero Valley on the assumption that a large sugar undertaking would begin operations there. In the second five year period, provision is made for extending this line to the headwaters of the Kilombero Valley, as well as for a Korogwe-Morogoro link. In so far as roads are concerned, a programme costing £18 million was worked out, the first objective being to complete the main system of roadways.

344. The Mission recognizes the great need for improvement of transport and communications in the Territory but appreciates that such improvement depends on funds on a large scale being forthcoming. The Mission was able to see the dire need for better transport and communications in the Southern Highlands and sharing the view of the Royal Commission that the greatest possibilities in Tanganyika lie in the development of the large fertile region in the Southern Highlands and Southern Provinces, suggests that these areas receive appropriate attention in any proposals for improving transport and communications.

DEVELOPMENT PLANS AND FINANCING DEVELOPMENT

345. There has been no lack of development plans for Tanganyika, but one of the most important factors which has plagued the planners and rendered much of their planning fruitless has been lack of finance.

346. For example, the Mission was told by the Administration that, though the Education and Public Health Development Plans had been approved, their implementation in any year would be decided on the basis of the finances then available. The five-year plan in education would probably require 6 or 7 years for its implementation. The Governor stated in his address to the Legislative Council on 17 September 1957 that there was no reason to believe that funds would not be forthcoming to finance the new five-year plan, but it was when new items cropped up which were not included in the original programme that difficulty was experienced. The Mission has recorded in paragraph 219 above that plans for the development of natural resources on the lines recommended by the East Africa Royal Commission had been prepared by the Administration but the Governor had been obliged to announce that of the total requirements of £17 million over the ten-year period 1955-1965, he could only foresee provision for £11 million from the finances available to the Territory.

347. The Administration's original Ten-Year Development and Welfare Plan, prepared in 1946, was followed by the revised five-year plan, covering the period 1955-1960 referred to in the above paragraphs. In the revised plan it had been necessary to re-estimate costs, since these had risen considerably since 1946, and to alter priorities in order to take into account the general trend of economic and social development.

348. The revised five-year development plan involves an expenditure of approximately £26 million, as follows:

	£
1. Development of natural resources	4,950,000
2. Communications	7,470,000
3. Urban development	3,215,000
4. Electricity	2,000,000
5. Social Services:	
(1) Medical	1,400,000
(2) Education	3,793,667
(3) Broadcasting and films	100,000
6. Public buildings	1,950,000
7. African urban housing	970,000
TOTAL	25,848,667

349. The Territory's development plans have been financed from various sources. The first ten-year plan was financed from the following sources: (a) Colonial development and welfare funds allocated as free grants by the Administering Authority (£5.25 million, exclusive of grants made from the East Africa regional allocation and from the central allocation directly controlled by the Administering Authority); (b) loan money raised under normal conditions and, in the main, on the London market (£9 million); and (c) territorial revenue, including reserves accumulated from the bulk sale of coffee and cotton and the export tax on sisal. The new five-year plan is being financed by £1.6 million from current revenue, £0.75 million from native treasuries; £1.7 million from local loans; the balance (£0.65 million) under the old Colonial Development and Welfare grants; £4 million from Colonial Development and Welfare funds (new act); £2.5 million from Custodian of Property funds; and by £12.5 million from external loans. In the new plan there is a gap of just over £2 million, but the Administering Authority hoped that productive development both past and future would lead not only to the gap being closed, but also to the possibility of further advances becoming available. The Governor estimated that some £30 million would be needed in the next five

years but anticipated no difficulty in raising this amount. He considered that £6 million per annum to be about the limit of the spending ability of the Territory and that Tanganyika's credit rating was good.

350. The Governor described the revised five-year plan as a modest capital works programme which did not measure up to the demands of the Commission's report. The Administration, therefore, prepared the expanded 1955-1965 programme on the basis of the Royal Commission's recommendations which was estimated to cost £96 million for the ten years, £42 million for the 1955-1960 period and £54 million for the 1960-1965 period.¹⁴ There was foreseeable finance, the Governor said, of £48 million for the ten-year period; thus leaving an unprovided balance of £48 million and this was the amount which would have to be found if the Territory was not to resign itself to half-measures. Further, he pointed out, the above estimates had not taken into consideration the requirements of the East Africa High Commission, including the development programmes of the East African Railways and Harbours and Posts and Telecommunications Administration. The High Commission estimated that a total of some £59 million might be required over the next five or six years if railways and harbours development considered necessary for the three East African Territories was to be undertaken and £10 million for posts and telecommunications.

351. The complete financial implications of the Royal Commission's recommendations, as presented by the Governor of Tanganyika to the Secretary of State in February 1956, involved an estimated total capital expenditure over the period 1955-1965 of £95,798,000 of which provision for £47,948,000 was made in the 1955-1960 Development Plan, or was anticipated, leaving nearly £48,000,000 unprovided, as follows:

¹⁴ United Kingdom, *Despatches from the Governor of Kenya, Uganda and Tanganyika and from the Administrator, East Africa High Commission, commenting on the East Africa Royal Commission 1953-1955 Report* (Her Majesty's Stationery Office, London, 1956), Cmd. 9801, pp. 169-180.

	Provision anticipated £	Additional funds required £	Total £
A. Communications	12,670,000	24,100,000	36,770,000
B. Natural resources	11,200,000	5,950,000	17,150,000
C. Mineral development	250,000	750,000	1,000,000
D. Urban development	7,585,000	3,500,000	11,085,000
E. Electricity and power	2,000,000	3,000,000	5,000,000
F. Topographical survey	—	500,000	500,000
G. Public works	4,450,000	5,500,000	9,950,000
H. Social services	8,793,000	3,550,000	12,343,000
I. Agricultural and industrial loans	1,000,000	1,000,000	2,000,000
TOTAL	47,948,000	47,850,000	95,798,000

352. The details of the total estimated capital requirements for 1955-1965 are given in annex IV, as well as the Governor's notes on these requirements.

353. The Governor explained that the suggested capital requirements for the ten years had been divided into two periods of five years each. He estimated that during the first period a total sum of £41.5 million, including the expenditure of £25.75 million forecast under the 1955-1960 Development Plan, could be spent. The sum of £23.5 million was expected to become available during this period, hence the deficit for the 1955-1960 period would be £18 million. The Governor estimated that during the second period 1960-1965, some £54 million would be required, towards which £22 million was likely to become available from normal sources of revenue, leaving a shortfall of £32 million.

354. For the whole ten-year period, therefore, the total deficit amounted to approximately £50 million. The plan had been drawn up, the Governor said, for the fulfilment of only the most urgent projects for the welfare and economic progress of the Territory and the programme was within the works capacity of the Territory, assuming the required increase in works capacity would be achieved.

355. He further estimated that the additional recurrent expenditure at the end of the ten-year period arising out of the capital programme would be roughly £5 million per annum, including £750,000 from the road programme and £500,000 from the social services.

356. To provide for what is considered to be a reasonably satisfactory programme of social and economic development for the ten-year period 1955-1965, therefore, the Tanganyika Government is faced with the problem of raising an additional sum of between £48 million and £50 million. The Governor stated in his address to the Legislative Council on 17 September 1957 that there was no reason to believe that the sum required for its more modest five-year capital works programme of £26 million would not be available but the Mission was informed in discussions in Tanganyika with the Governor and his financial and economic advisers and with representatives of the Administering Authority in London that the problem of raising funds for development purposes in excess of this figure was very difficult indeed. The Governor emphasized in his above-mentioned address that the capital available in the world generally was very much less than the capital demands.

357. The Mission was informed by the representatives of the Administering Authority in London that the question of providing funds to meet the capital needs of the Territory was receiving constant attention. In 1955, the Colonial Development and Welfare Act had been extended; Tanganyika had been allocated £4 million; and, recently, a supplementary allocation of £750,000 had been made to the Territory, this being the largest allocation to any territory. There was only

a small balance left under the new Act, which terminates in 1960, and it was felt that there was little hope for further grants to Tanganyika. The problem, therefore, was one of raising loan funds. The United Kingdom was in a difficult financial position and it would take some time to effect an improvement.

358. The Administering Authority recognized Tanganyika's needs and appreciated that it was one of the territories in which capital funds could usefully be spent for development purposes, but British East Africa as a whole had had the major proportion of colonial loans on the London market and it was thought that this market, in so far as it had funds available, was now looking elsewhere for placing loans. As to extra-United Kingdom sources, the International Bank for Reconstruction and Development had made a loan of £8 million to British East Africa in general for railways and harbours development and other projects were being negotiated with the Bank for other territories. There was a possibility of assistance under the recently established United States Development Fund and certain Tanganyika projects were under discussion in London but it was not yet known on what basis allocations would be made from these funds. It was considered that the development of mineral resources was still the easiest to finance and, though it was recognized that communications were a basic factor in Tanganyika, such projects were the most difficult to finance.

359. It was stated that the Administering Authority does not in any way restrict its territories to loans from the United Kingdom but that so far the prospects were not bright in other markets. The Governor in his discussions with the Mission had himself pointed this out. The United States Government, he said, had granted £600,000 for road development and £100,000 for the improvement of African productivity, as well as a loan of £600,000 for lead mining purposes. There had been no loans on the New York market so far nor on the European markets though these markets had been surveyed. The Administration, the Governor said, was always on the alert to take advantage of any opportunities on these markets.

360. As to local financing, the Mission was informed by the Administration that a loan of £1.5 million had been raised in East Africa, and a number of similar loans were anticipated in the future; but the attempt to issue local development bonds had been disappointing.

361. That these difficulties of financing were being increasingly recognized in the Territory was shown by the many requests received by the Mission for financial assistance from United Nations or other external sources and the various suggestions for raising development capital. The request of the Chagga Council was typical: it stated that capital was needed in Tanganyika in order to facilitate agricultural development and industrial and commercial undertakings and, while it recognized that the Administering Authority was doing all that could be done with the funds available, requested that additional funds be raised externally; water supplies and better roads were needed in the lowlands of

Chaggaland and that it would not be possible to provide these entirely on capital raised locally or on loan from the United Kingdom alone. The Mbeya Chamber of Commerce stated that capital was urgently needed for normal business expansion and for development of communications and services, and it was the opinion of the Chamber that every publicity and encouragement should be given to the flow of outside capital into Tanganyika, not only by the Tanganyika Government, but also by the British Government and the United Nations. An example of a more direct appeal to the United Nations for financial assistance came from the Nzego Chiefs' Council, which after describing the rise in expenditure in the district from £12,000 in 1947 to £75,000 in 1957 and the efforts it was making to raise additional revenue—some £18,000 additional was anticipated in 1958—requested a grant of £200,000 from the United Nations to be used as a revolving fund for loans for development purposes. In some quarters it was questioned whether the Administering Authority appreciated the need for looking to sources outside the United Kingdom for development capital for the Territory.

362. Another aspect of financing development in the Territory was raised by the Governor in discussions with the Mission. He pointed out that many private firms with capital from abroad were "ploughing back" some 70 per cent to 80 per cent of their profits in the Territory. Trading companies mostly reinvested their profits and Asians no longer exported any appreciable funds. The sisal industry in particular had reinvested large sums during the war when profits were good. This point was also referred to by Sir Eldred Hitchcock, Chairman of the Tanganyika Sisal Growers' and Marketing Associations, who pointed out that the sisal industry had been built up on short-term finance advanced by banks and especially by the agency houses who sell the sisal, but the main source of capital had been the "ploughing back" of earnings. He drew attention to the statement of the Royal Commission, that the use by Government of the high-sounding term "development" was unnecessary and potentially misleading, and that the most important economic expansion of East Africa had occurred independently of these (Government) plans. He considered that while there was much concern over the funds needed for development of East African governments there was little appreciation of the capital requirements of private enterprise upon which he felt the true economic expansion and prosperity of East Africa mainly depend.

363. Mr. John H. Baker, Member of the Legislative Council, made the interesting proposal to the Mission referred to above under Manufacturing Industries (paragraphs 297-302) that an autonomous corporation should be established. This corporation, he suggested, on the basis of the various Government shareholdings and interests in business which should be handed over to it, would be able to float bond issues and raise loans in

the money markets of the United Kingdom, the United States of America and Canada. He felt that with the United Nations Organization's sponsorship and support such a corporation could attract considerable overseas capital.

364. The Mission recognizes the very considerable difficulties being experienced in finding the development capital required for financing both public and private investment in the Territory, and it agrees that the position is not likely to improve greatly in the near future. It considers, however, that the future development of the Territory must depend essentially on the efforts of its inhabitants. External capital is scarce and there is great competition for what is available. Under these conditions the terms necessary to induce external capital into the Territory may appear to be high, but the choice is not great and every effort must be made to make conditions as attractive as possible for would-be investors.

365. The Mission appreciates that the Administering Authority has done much to finance development in the public sector and to encourage investment in the private sector of the economy, but feels that a situation has now arisen which requires additional measures for its solution. It therefore suggests that consideration be given by the Administering Authority to inviting the International Bank for Reconstruction and Development to send a mission to Tanganyika for the purpose of studying development possibilities and for advising on methods of financing sound projects, either externally or internally.

366. The Mission, during its stay in the Territory, was frequently told that irresponsible political agitation was driving capital away from the Territory or keeping capital out of the Territory. The Mission discussed this question of capital investment in the Territory with the Governor and his economic and financial advisers and was assured that there was no evidence that capital had been leaving the Territory or that investment in the Territory was being reduced. The Governor and his advisers felt certain that, though statistical evidence was not available, on balance there was an inflow of capital into the Territory for such purposes as building construction, tea-growing expansion and mineral prospecting. Some thirty or forty immigrant farmers had decided to leave, but there appeared to be no difficulty in disposing of their farms. Moreover, the statistics of land alienation supplied to the Mission did not support the view that capital, on balance, was either leaving or being kept away from the Territory in so far as farming was concerned in 1956. The Mission, therefore, on the basis of what was told to it by the Administration and of its observations throughout the parts of the Territory it visited, concluded that there was no evidence that political development in the Territory was having an adverse effect on the investment of outside capital in the Territory.

SOCIAL ADVANCEMENT

LABOUR

367. In view of the short time which it was able to spend in Tanganyika and the many other problems which required its attention, the Mission was unable to make any exhaustive study of labour conditions in the Territory. It believes, however, that the present report would be incomplete without a description of the situation which it found in the Territory and an account of the various statements which were made to it.

368. Since the majority of Africans are peasant farmers or pastoralists, the number engaged in paid employment is relatively small, amounting on 31 July 1956 to only 424,209 (excluding an estimated 30,000 domestic servants) out of a total population of over eight million. The majority of African workers are unskilled labourers employed on short-term contracts and at low wages. Out of a total of 339,031 adult males employed in 1956, approximately 165,000 were engaged in agriculture and related work, most of them on the sisal estates, and over 100,000 were employed by Government or by local authorities. The numbers engaged in other areas of activity were substantially smaller; for example, manufacturing industries accounted for only about 16,000, mining for less than 14,000 and the construction industry for less than 13,000. A number of African workers (over 52,000 in 1956) come from other territories.

369. A sizable part of the labour force consists of seasonal workers who seek employment especially during the harvesting periods, in order to supplement their own peasant farming activities. The actual number of persons thus engaged is not known to the Mission. It is clear, however, from the large number of persons (265,950 in 1956) using Government-maintained transit centres and shelters on their way to and from centres of employment that the rate of turnover is very large and that only a minority of Africans is in continuous employment. Since the main areas of employment do not necessarily coincide with the greatest areas of population, a part of the labour force is recruited under contract by licensed private recruiters or by industrial and government organizations, principally from the Central, Southern Highlands and Western Provinces and also from Ruanda-Urundi (under an agreement with the Belgian authorities). This type of recruiting accounts, however, for only about six or seven per cent of the number of Africans in employment, the majority apparently preferring to seek out employment for themselves.

370. The terms and conditions of employment are regulated by the Employment Ordinance, 1955, which revised and consolidated previous enactments and provides comprehensive legislation applicable equally to persons of all races. Among other things, the ordinance gives detailed legislative effect to certain international labour conventions which have been

applied to the Territory, especially those relating to forced labour, penal sanctions and the employment of women, young persons and children. It should be noted that, under the terms of the ordinance, compulsory labour is permitted only with the Governor's consent, either (a) in the form of minor communal services of a kind which are to be performed by the members of a community in the direct interest of such community, or (b) for the purpose of facilitating the movement of officials when on duty, for the transport of Government stores or communications or for the urgent transport of sick or injured persons; in every case, wages must be paid at prevailing rates for similar services rendered without compulsion. While in the Territory, the Mission received several demands for the abolition of "forced labour". The Mission is satisfied that progressive expansion of local authority services will bring about the gradual elimination of the need for compulsory work in so far as community projects are concerned.

371. The administration and enforcement of labour legislation are among the tasks performed by a government department which includes a corps of inspectors. There is also a Territorial Labour Advisory Board, composed of officials and equal numbers of employer and employee representatives as well as other non-statutory boards which deal with special problems, such as the Port Labour Central Advisory Committee. Legislative provision exists for the establishment of statutory wage boards and councils with employer and employee representatives. At present, however, only one Minimum Wage Board has been set up, for the Dar es Salaam area, and only one Joint Industrial Council, for the port industry of Tanga. There are, however, a large number of joint staff committees in government departments and also in private industry.

372. According to the Administering Authority the two greatest problems which confront industry in the Territory are probably the assurance of an adequate supply of labour throughout the year and the means of increasing the earning and productive capacity of the unskilled worker. The fact that a large proportion of African workers are seasonal migrants has hindered the establishment of a permanent and stable labour force. This is probably one factor affecting the earning power of unskilled workers whose wage levels, despite recent increases, are generally low.

373. The wage rates paid to unskilled adult male workers vary according to the form and location of the employment. For the Territory as a whole, average wages in all branches of employment increased during 1956 by approximately 7.5 per cent, following a general increase of pay for government workers. At the end of 1956 typical monthly wages paid by Government to unskilled workers varied from 38 shillings, 50 cents, in the Lake Province to 62 shillings, 50 cents, in the Eastern Province, and 78 shillings (paid by the municipal authorities) in Dar es Salaam. In agricultural

employment, the typical monthly rates for resident workers receiving rations ranged from 23 shillings, 50 cents, in the Southern Highlands to 40 shillings in the Eastern Province. In the mining industry, where the practice is also to provide food and housing, typical wage rates ranged from 30 shillings a month in the gold mines of the Lake Province and 35 shillings in the diamond mines to 60 shillings for quarrying in the Eastern Province. The highest averages were paid to dock workers, who do not receive either food or housing, at Tanga (150 shillings) and at Dar es Salaam (120 shillings). Other comparatively highly paid occupations in the Dar es Salaam area were building and construction employees (68 shillings) and workers in retail trade (65 shillings). It may be noted that the comparatively high rates paid to dock workers in the Dar es Salaam and Tanga ports and also to workers employed by the quarry mines and by the municipal authorities in Dar es Salaam are in part the result of agreements negotiated on their behalf by trade unions. During 1957, a statutory minimum wage of 42 cents per hour was introduced for all workers in the Dar es Salaam municipality.

374. An important change which has occurred during recent years is the emergence of a vigorous trade union movement, which the previous Mission noted as being virtually non-existent in 1954. This new development became apparent during the latter half of 1955 and continued during the following year, resulting in an increase in the number of registered unions from six to twenty-seven at the end of 1956. Among the largest of these new unions are the Domestic and Hotel Workers' Union, the Commercial and Industrial Workers' Union, the Dar es Salaam Dockworkers' and Stevedores' Union, the Eastern Province Building and Construction Workers' Union and the Transport and Allied Workers' Union, which had each, at the end of 1956, an estimated membership of between one and three thousand workers. Fifteen of these unions are affiliated to a central body, the Tanganyika Federation of Labour, formed in October 1955.

375. The establishment of these new unions was accompanied by a series of labour disputes beginning in August 1956 with a successful strike by the Commercial and Industrial Workers' Union for increased wages and shorter hours at the Kunduchi quarries, near Dar es Salaam. A more serious dispute, which began in November 1956, involved the Domestic and Hotel Workers' Union which decided to strike, initially in sympathy with some employees who had been dismissed by a Dar es Salaam hotel and later on the basis of claims for substantial improvements in wages and conditions of work of domestic servants. The strike, which began on 6 December 1956 and continued until the end of the month was accompanied by a certain amount of intimidation of non-strikers. In the end, however, and despite sympathy strikes by two other unions, which altogether involved about 10,000 workers in the Dar es Salaam area, the strikers returned to work except for approximately 1,500 persons who at the end of 1956 had not been re-employed. During the following months, several unions threatened further

work stoppages, and the Tanganyika Federation of Labour threatened a general strike, in each case with the object of compelling all employers to reinstate the dismissed union members. These threats were, however, not put into effect, the Tanganyika Federation of Labour withdrawing its strike notice after negotiations in which it was advised and assisted by representatives of the British Trade Union Congress (T.U.C.) and the International Confederation of Free Trade Unions.

376. The negotiations resulting from these labour disputes led to a number of improvements including the introduction of a statutory minimum wage for the Dar es Salaam area, to which reference has been made above. They also led to recommendations for the establishment of permanent negotiating machinery, the introduction of statutory wage-fixing machinery where normal collective bargaining proved impossible and the setting up of a Joint Standing Industrial Relations Committee, meeting at regular intervals. It is also probable that the rapid increase in union membership, which occurred during the period was largely attributable to these negotiations.

377. A further effect of the activity of the new trade unions was to hasten the passage in December 1956 of a new Trade Unions Ordinance which sets forth rules relating to the registration and control of unions and other requirements, particularly in regard to their management and legal immunities, designed primarily to protect the interests of the members.

378. The developments summarized above were commented upon in lengthy memoranda presented to the Mission by both the Tanganyika Federation of Labour and the Domestic and Hotel Workers' Union. Both these organizations complained that the Government had not been impartial during the strike and that it had advised employers of domestic servants to dismiss those who participated. The Mission recalls that this accusation had been made during the strike and, according to newspaper reports, had been denied by the Labour Commissioner. It was also asserted that the Government had not fulfilled an undertaking which it had entered into at the time of settlement, namely, to assist in obtaining reinstatement for those workers who had been dismissed after the strike; the Federation stated that this had been agreed at a meeting attended by representatives of the Government, the employers and the unions, but that when "some employers, notably the Association of Motor Vehicle Importers and Distributors and employers of domestic servants did not honour the recommendations, the Government did nothing to enforce them".

379. Both unions also objected to the new Trade Union Ordinance which, the Federation said, had been hurriedly introduced during the strike in order to control the unions. The Federation pointed out that it had not been consulted prior to the passage of the ordinance and that suggestions which it had made in regard to it were not considered; also its request that the bill be withheld for discussion was turned down. The Federation objected to many of the provisions of the ordinance which relate to the constitution, voting

system and expenditure of funds of a union and also to certain restrictions governing the amalgamation and federation of two or more unions. The Mission notes that the provisions referred to, which require *inter alia* that all members of a union, except the secretary and registrar, shall be persons actually engaged in the industry in question, that funds may be expended only for specified purposes in the interests of the union and that decisions to amalgamate or federate with another union must be approved by the vote of a specified proportion of the membership, are all designed primarily to safeguard the interests of the members. The Mission does not consider that these provisions in any way restrict freedom of association.

380. A further complaint made to the Mission by the Tanganyika Federation of Labour concerns the statutory provision¹⁵ that trade disputes in certain essential services may be subjected to compulsory arbitration. Although the Federation agreed that the scheduled services (which include *inter alia* public utilities, transport and communications and medical services) were essential, it believed that "compulsory arbitration discourages the proper development of good industrial relations based on democratic principles". It asserted, moreover, that government officials also interfered with trade disputes in non-essential services under the guise of advice and guidance which, it was stated, had always been in favour of employers. It was said that, on several occasions, government officers had attempted to settle trade disputes without reference to a workers' organization concerned and that in a number of cases, police had "interfered in disputes by arresting and locking up people". In addition, the Federation considered that "the power of the Governor in Council to nominate workers' representatives in statutory bodies, from a panel of names, is regarded as most undesirable at this stage whereby the workers and employers have their own organizations." The Federation went on:

"The workers, through their organizations, should send representatives of their own choice directly and not through a panel of names. The Government has been approached on this question repeatedly, but without much help. Moreover, workers should be represented through their organizations in all statutory bodies which deal with their affairs."

381. Both the Tanganyika Federation of Labour and the Domestic and Hotel Workers' Union protested against the Government's decision to introduce an hourly minimum wage in the Dar es Salaam area, which they considered had not met the purpose for which it was intended because employers were able to reduce the number of hours worked. It was stated that the introduction of an hourly wage was not in accordance with the recommendations made in 1956 by the Minimum Wage Board and it was pointed out that this had been made possible by the passage of legislation in 1956¹⁶ which enabled the Governor in Council to

¹⁵ Trade Disputes (Arbitration and Settlement) Ordinance, 1951.

¹⁶ Regulation of Wages and Terms of Employment (Amendment) Ordinance, 1956.

amend the findings of a Minimum Wages Board. The Domestic and Hotel Workers' Union also asserted that at least ninety per cent of privately employed domestic servants were receiving less than the minimum wage.

382. The Tanganyika Federation of Labour believed that wages in general were far below subsistence level and they pointed out that there was a wide discrepancy between wages paid in the rural areas, particularly in the plantations, and those paid in urban areas. The result was that workers were moving into the towns where they were creating unemployment and the plantation owners were having to import workers from poorer districts or from outside the Territory. The Federation believed that the only solution to this problem was the introduction of a single minimum wage for the whole Territory at once. In this connexion, the Mission noted that the United Tanganyika Party, in its policy statement presented to the Mission, also called for a minimum wage fixed by law, and based on the cost of living. The policy statement likewise called for an increase in wages, subject to the important reservation, however, that wage increases should be correlated with increased efficiency and productivity. The United Tanganyika Party stated that it believed that "low wages and low productivity are a direct discouragement to economic progress and that all employers are in duty bound to encourage greater efficiency and productivity on the part of their employees and raise wages accordingly". The policy statement went on:

"The main obstacle to the expansion of agriculture in Tanganyika is the wastage caused by a large turnover in labour forces. Unless a rise in wages is not to be inflationary there must be a link between productivity and length of service of the employee. Unjustifiable increases in wages would reduce profits and income tax which constitutes 25 per cent of revenue and thus in return reduce money available for economic and social services. The United Tanganyika Party urges that employers and employees should consult with the mutual aim of increasing production and efficiency and improving wages. To this end appropriate regional Joint Productivity Councils embracing employee and employer organizations should be established and agricultural and industrial machinery set up to achieve joint consultation."

383. The Tanganyika Federation of Labour also asserted that racial discrimination was quite common in all types of employment and was reflected in the excessive differences between the wages of Africans and Europeans, not only in private undertakings but even in the government service, despite its declared policy of non-racialism; as examples, the Federation cited the difference between, on the one hand, the wages of an African unskilled labourer and of a skilled African, which amounted to 60 and 150 shillings respectively, and on the other hand, the salary of a European supervisor, which amounted to 1,500 shillings. A feature of the labour situation, the Federation said, was the almost complete lack of Africans in supervisory and managerial positions. It

believed that there was an urgent need for increased educational facilities, especially in regard to technical training and higher education. It considered that the facilities of the university college at Makerere were insufficient to fill even half the Territory's requirements and that Africans should therefore be given a greater share of the government scholarships for overseas study.

384. Other demands made by the Tanganyika Federation of Labour were for an extension of social security legislation to provide, in particular, for old age pensions, and for amendment of the Employment Ordinance to provide greater security of employment for workers who may have been doing work of a permanent nature for many years but, under the present legislation, must continue to be employed on a daily basis.

385. The above-mentioned memoranda from the Tanganyika Federation of Labour and the Domestic and Hotel Workers' Union were presented to the Mission very shortly before its departure from the Territory. Consequently, the Mission did not have time to obtain the observations of the Government on the specific questions which they raised.

386. In commenting generally on the recent developments in the labour situation, the Mission wishes to state that, in its opinion, the sudden emergence and rapid growth of a trade union movement is one of the most important and encouraging developments in the Territory which, if properly directed, can do much, not only to improve the condition of the people, but also to assist in and hasten the Territory's economic advancement. A great deal will depend, however, on the existence of responsible leaders, possessing the necessary training and personal qualities to undertake the delicate tasks of negotiation and conciliation, and of a trade union membership which possesses a clear understanding of the purposes and obligations of a constructive labour movement. The Mission believes that, at the present stage of development, many of the trade unions are in need not only of trained leaders, but also of an educational programme among their members, if they are to fulfil adequately their role as constructive labour organizations serving the best interests of their members. It is hoped that the valuable guidance and assistance which they have received from the British T.U.C. and the International Confederation of Free Trade Unions will be continued and developed. The Mission believes that there is a need for a substantial expansion of the advisory services at present provided by Government through the Labour Department and also a need for the unions to avail themselves of these services, which, at present, some of the unions seem reluctant to do. An expansion of the Labour Department's activities should, in the Mission's opinion, include programmes of training, not only for union officials, including the provision of an increasing number of scholarships for training abroad, but also the rank and file members, designed to familiarize them with the principles and methods of trade unionism. It is to be hoped moreover that every effort will be made to establish joint consultative machinery wherever labour has attained a sufficient degree of organization.

387. In general, the Mission feels that considerable improvement in the labour situation in the Territory is desirable. The first requirement is to increase the stability of the labour force, which will probably come about only as conditions of work and standards of living improve. The present very low level of wages and the undoubtedly low productivity of unskilled labour are, in the Mission's opinion, interrelated in a vicious circle of cause and effect. In many cases an increase of one will ultimately lead to an increase of the other. The Mission notes that, as the economy of the Territory expands, the demand for labour will inevitably increase and, in fact, temporary shortages are already beginning to appear in certain areas. The Mission recommends that both government and private industry should co-operate together to provide instruction in basic techniques in order to improve the efficiency of the unskilled worker, enlisting, wherever they exist, the collaboration of employee groups. It suggests that a likely field to begin such training programmes would be in certain branches of agriculture, where relatively large undertakings exist.

MEDICAL SERVICES

388. As in other fields of endeavour, Tanganyika is handicapped, apart from the lack of trained personnel, in achieving the necessary expansion of the medical services by lack of funds. From 1950-1955 the medical services were developed along the lines of the recommendations made by Dr. E. D. (now Sir Eric) Pridie in 1949. No specific time schedule was fixed for the fulfilment of the plan and in 1956, a draft plan within the framework of the main plan, for the development of medical services in Tanganyika from 1956 to 1961 was prepared.¹⁷ Because of the increase in salaries approved by the Legislative Council in July 1956 and because of the continued increase in building costs, the estimated capital cost of the new plan was revised upwards by the Administration¹⁸ during 1956 from £2,080,880 to £2,194,880. The plan was supported in principle by the Government, but it was unable to state, in view of the present and foreseeable future position of the Territory's finances, that funds could be made available from central government revenues to implement the plan within the time-table contained in it. The plan was therefore accepted as a statement of policy to be implemented as and when the necessary financial provision could be made available.

389. The Pridie recommendations aimed at the development of both preventive and curative services. The Mission notes, and congratulates the Administering Authority on the fact that the curative services were considerably expanded during the past five years, although it notes that they have by no means reached their final development. The Mission observes that within almost every province of the Territory new

¹⁷ A draft plan for the development of medical services in Tanganyika with special reference to the period 1956-1961.

¹⁸ Development of Medical Services: Sessional Paper No. 4, 1956.

hospitals were built, as well as subsidiary clinics and dispensaries, and that additions were made to existing hospitals. The number of beds in government hospitals rose from approximately 3,900 in 1949 to 5,886 at the end of 1956.

390. There were at the end of 1956, 46 government general hospitals, 7 special hospitals and 20 dispensaries. The missions ran 35 hospitals (2,911 beds), one special hospital (125 beds), 69 dispensaries (2,538 beds) and industrial concerns 21 hospitals (692 beds). Out-patient treatment was available at 4 government, 565 Native Authority, 110 mission and 268 industrial dispensaries. There were 22 maternity and child welfare centres of which 50 were run by the Government, 91 by the Native Authorities and 86 by the missions.

391. Under the present proposals and within the financial means which become available, the greater part of the capital sum from development sources will be spent on the continued expansion of the hospital services including the replacement of old, unsatisfactory hospital buildings. The eventual target is one government hospital at each district headquarters with one hospital bed per thousand of the major population groups. The 1956 figure is approximately 0.6 bed per thousand of the population but, the Mission notes, in 1956 this figure will be slightly raised, perhaps only to 0.7 bed per thousand of the population.

392. A very important aspect of the development of hospital services will be the completion of the new general hospital at Dar es Salaam. This will consist of 400 beds and will replace the old and outmoded Sewa Haji hospital which can accommodate 300 people. Part of the cost of the project, work on which began in 1954, is being financed from a Colonial Development and Welfare Scheme, already approved to the extent of £570,000. The total cost of the project is estimated at £825,000. The hospital will have a training centre costing approximately £225,000 and a further project distinct from the general hospital, but related to it, will be the out-patients' dispensary at Magomeni. Work on the dispensary was expected to be completed during the present year. The Mission visited the Dar es Salaam hospital project and training centre and was very impressed by what it saw. The already completed administration and dental buildings and units and the first students' hostel are most modern and the hospital and training centre, when completely finished sometime in 1959, will certainly be a great asset to the Territory's medical services.

393. Since the adoption of the medical plan, in addition to the continuation of work on the Dar es Salaam hospital, hospitals have already been completed in other areas, namely at Newala and Same and others are in the course of erection at Sumbawanga, Kibondo, Geita and Maswa.

394. The Mission notes that development over the past five years in the preventive services in rural areas was not as great as that in hospital expansion, mainly because staff training had to be organized. This is now done to some extent and staff is becoming available.

Proposals for the development of rural health services form an important, though less costly, part of the new plan. While it is visualized that ultimately the present simple dispensaries in rural areas will be replaced by health centres, comprising a dispensary, a maternity and child health clinic and a health office, with a trained personnel of about ten, this will not be possible, for financial reasons and for lack of sufficient trained personnel, for many years to come. During the next five years it is planned to open forty full-scale health centres, i.e. approximately 25 per cent of the estimated need which will serve as a link between the dispensaries and the district hospitals. In the implementation of these plans much will depend, the Administering Authority stated, on the willingness and ability of the Native Authorities to provide the necessary buildings and to meet the increased costs of the staff and maintenance, for which they will be financially responsible. The Mission is glad to note that, in spite of the fact that the calls being made on local authorities for expenditure on social services are heavy and increasing, it is expected that the required local contributions will be forthcoming.

395. The Mission further notes that according to the Governor's speech before the Legislative Council on 17 September 1957, considerable planning has been carried out since the adoption of the plan, towards the establishment of rural health centres and that a number of Native Authorities have shown great interest in this matter, so much so that there is every prospect of ten health centres being established during the first year.

396. Since 1950 a considerable measure of progress has been made in the training of African medical personnel. Training of health nurses and assistant health inspectors was initiated, general nursing training expanded and standards raised. Some 515 medical assistants and aides, health inspectors, nurses and midwives were undergoing departmental training in 1956. Under the new proposals a further increase in African medical staff and training facilities was planned. The total output during 1956 of medical assistants and aides, health inspectors, orderlies and nurses was some 195; the anticipated output at the end of the plan would be some 427. There would, in particular, be a substantial increase in the number of medical assistants and health nurses. The medical assistants have three years' training and were to be placed in charge of the health centres. A new type of training would be provided for women and medical assistants to deal with the special problems of women and children and the medical department would take over from the missions some of the responsibility for training village midwives. In his speech before the Legislative Council, the Mission notes, the Governor stated that progress had, during 1956-1957, been made with the training programme. The Princess Margaret training centre was already dealing with some 200 student medical assistants and nurses, and the numbers of the latter in training especially had been increased. The training of women medical assistants had started.

397. To service the planned expansion of the medical

services, it is hoped to raise the total number of medical practitioners in government service from 143 in 1955-1956 to 187 at the end of the plan, an average recruitment of 9 new officers per year. Increases in other government medical personnel, such as nursing staff, health inspectors and specialist nurses were also planned. In particular, a new post of senior medical officer would be created whose special responsibility would be health education for the public and greater emphasis would be placed on child care; provision was made in 1955-1956 for a child health specialist.

398. The Governor stated in his speech before the Legislative Council that as of September 1957 the health education section of the medical department had been firmly established, and that a start had been made with the production of health education materials which were already being used in a number of areas of the Territory. Plans were being made for a pilot health education campaign to be carried out at Mikwa in the Moshi district with the support of the district team and, in particular, of the social development organization.

399. The Mission realizes that the medical services of the Territory are still far short of requirements and will still be inadequate at the end of the present plan. It believes, nevertheless, that the Administering Authority is making substantial efforts, with the means available, to improve the situation. The Mission notes that of the total 439 medical practitioners in the Territory in 1956, including those in government, mission and industrial service as well as in private practice, only eight were Africans. While noting the plans for the further training of subsidiary African medical personnel and recalling that there were nineteen medical students at Makerere during 1957, the Mission expresses the hope that the Administering Authority will pay particular attention to encouraging and enabling even more Africans to take higher medical training.

400. The Mission, during its visit, was informed that tuberculosis was becoming a most serious health problem in certain parts of the Territory, especially in areas where the disease was not formerly known. The Mission notes that, according to the medical department's report for 1956, there are only a few districts where a reasonable assessment of the magnitude of the problem has been made and, although there is one hospital, the Kibongoto hospital, solely devoted to tuberculosis and there are a number of beds for tubercular patients in other hospitals, the total number of beds available for the treatment of the disease is still insufficient; the Mission recognizes, nevertheless, the considerable value of this experiment—relatively new in Africa—accomplished by the Administering Authority. The Mission further notes that a tuberculosis survey was carried out during 1956, at the Kibongoto hospital in the Masai district, which revealed that in that part of the district adjoining the more populous areas of Arusha and Moshi, the incidence of the disease was not inconsiderable and that there could be little doubt that the infection among the Masai was increasing in frequency and importance. The difficulties of carrying out the survey in such a large and sparsely populated

area were stated to be considerable, and similar difficulties, the medical department felt, could be anticipated for any campaign of BCG inoculation. During the survey, 2,591 persons were given BCG vaccination.

401. The Mission recognizes the considerable value of such surveys and the efforts already made by the Administering Authority in this field. The Mission considers, nevertheless, in view of the apparently increasing incidence of tuberculosis that the Administering Authority should make special efforts to combat the disease while it is still within controllable bounds. It suggests that, in spite of the difficulties in carrying out inoculation campaigns, the Administering Authority should make plans for the extensive inoculation of the population against the disease, at least in those areas where the people are most directly threatened.

402. The Mission observes that throughout its visit in the Territory, it received only a relatively small number of communications concerning health matters. Apart from general requests for more hospitals, the Mission received two specific requests for help in obtaining government funds for mission hospitals.

403. The Meru Citizens' Union, in a memorandum of 13 August 1957, asked for a grant for the Lutheran Mission hospital at Nkoaranga as people could not afford to travel to the Arusha government hospital. Personnel at the Roman Catholic mission hospital at Makiungu, in an interview on 26 August 1957, complained that the government had refused the hospital a subsidy on the grounds that it was not really needed since people could go to the Singida hospital. The Mission notes that the latter hospital is a new one opened on 1 January 1957 and that it has sixty beds.

404. The Dodoma Branch of TANU, in a written memorandum, stated that medical service was graded according to whether it was given by a medical officer (grade I), a sub-assistant surgeon (grade II), or medical assistants (grades III and IV). The fees paid depended on the grade of the medical attendant and ranged from 10 shillings for grade I attention for an out-patient, or 40 shillings for an in-patient, to the lower grade IV attention, which was free. The result was that since most Africans could not afford the fees, European government medical officers would not attend African patients. Africans mainly took free treatment and in the case of out-patients, since there was only one medical assistant for approximately 400 patients, many patients left after a long wait, without receiving any attention.

405. The Mission observes in this connexion that in 1954 the beds in government hospitals ceased to be classified according to the race of the patient and that, instead, they were graded into four types, those in grades I to III being subject to a scale of fees and those in grade IV, comprising by far the greater proportion of beds available, being free of charge. A number of hospitals have only grade IV accommodation available. The standards of accommodation and the facilities provided are higher in the higher grades. This fact may serve to explain in part the claim made by the Dodoma branch of TANU.

406. The Mission, however, while noting that the number of qualified medical practitioners is not sufficient to enable patients always to be seen by a doctor, is confident that the more serious cases, in whatever grade of accommodation, are certainly attended by the mainly European medical officers.

407. Other complaints received by the Mission con-

cerned the overcrowding in the hospitals, the fact that patients in some areas had to travel long distances to the nearest hospitals and the need for the development of health services, especially in rural areas. These claims are neither abnormal nor unknown in new countries. They will only cease—and it is purely a question of money and time—after completion of the health services of East Africa.

CHAPTER IV

EDUCATIONAL ADVANCEMENT

EDUCATIONAL POLICY: FINANCE

408. The separate organization and administration of Tanganyika's educational system for the children of the three main racial groups is a matter to which the Council has devoted much attention during the eleven years since the Territory first came under the International Trusteeship System and both the Council and its visiting missions have made many recommendations on the necessity of establishing inter-racial schools and unifying the school system. While the Administering Authority itself shares the view, as again expressed to the present Mission, that the present system is not satisfactory and believes that ultimately, if a unified society is to be created in Tanganyika, inter-racial education must be introduced, progress towards that goal has been slow. It is maintained by the Administering Authority that inter-racial education is difficult to achieve because: (a) the accepted view is that primary education should be given in the children's mother tongue; (b) the achievement of universal education would be made much more difficult if all teachers had to be able to teach in English, which is the one language common to the whole Territory; and (c) appropriate standards and types of education must be provided for the children of overseas experts and staff who are essential for the Territory's rapid development.

409. At present there are a few inter-racial schools in the Territory including a voluntary agency school at Dar es Salaam and one at Katogi; the African senior secondary school for boys at Tabora also has a number of places for European students. The policy of the Administering Authority has, however, been to begin at the top of the educational system; Makerere University College, Uganda, and the Royal Technical College in Kenya, are open to students from all races and the same will be the case at the Dar es Salaam Technical Institute which is shortly to be opened. The Mission notes that several Africans complained that the new secondary school to be opened at Iringa which they stated was to have been inter-racial, was now to be for European children only. The Mission was informed by the Administration that this school, which will replace the only and temporary European secondary school in the Territory at Kongwa, will be for European students, but that if there are places available, pupils of other

racers of a suitable background might be admitted. The Mission observes that this appears to have been the policy since plans for the new Iringa school were first drawn up.

410. In discussing the question of inter-racial education with officials and non-Africans in the Territory, the Mission noted that while there was little expressed opposition to the eventual establishment of an integrated system, there did not appear to be much enthusiasm for one, nor any desire actively to promote such a system; similar arguments to those made in the past were used against the introduction of inter-racial education at the present time. Among Europeans, apart from arguments concerning the differences of background among the various communities, there appeared to be a fear that inter-racial education would mean a lowering of the educational standards which they expected in their schools. At the same time the European Parents' Association, in a written memorandum to the Mission and in an interview, made strong representations concerning the inadequacy of the European schools and of the high costs of sending their children for secondary education to neighbouring Territories or overseas; many children, it was stated, were taught in their early years by their parents through correspondence courses. In Tanga the Mission visited the Karimjee Government School for Indian children only which was to be opened officially in October 1957 and which would provide both primary and secondary education; it had 800 children enrolled and would eventually have accommodation for 1,200. The school, situated in beautiful surroundings and consisting of the most modern buildings, compares favourably with any of its kind in other parts of the world. It had excellent teachers, many of them Europeans, and the highest standards of instruction.

411. The Mission notes that the Asian member of the Legislative Council for the Tanga Province stated that he supported racial separation in education because the three main groups in the Territory did not have the same background and interests. On the other hand, the Dar es Salaam Asian Association thought that there should be an immediate introduction of a system of exchange of African, Asian and European teachers in all secondary schools.

412. In 1955, a Commission on non-African Education,¹⁹ which in principle accepted the fact that ultimately there must be one system of education with an intermingling of the races, recommended that experiments might be made in the development of post-school-certificate courses (after standard XII) in which pupils from secondary schools of different types might come together for two years' advanced work leading to the higher school certificate. The Commission also recommended the creation of a multi-racial professional association which would embrace in its membership qualified persons engaged in all branches of education with, as one of its main objectives, the betterment of the educational system of the Territory as a whole. The European and Indian education authorities²⁰ showed little enthusiasm for the proposals and considered that inter-racial education should first be developed in the field of technical education and teacher-training. While expressing support, in principle, for the creation of an inter-racial educational society, the proviso was made by these authorities that it should be allowed to develop naturally and not be enforced.

413. Those Africans who expressed an opinion on the matter all appeared to favour the early establishment of inter-racial education; TANU felt more strongly and believed that a unified system would cost less than the present system.

414. The UTP believed that inter-racial education should take place at the higher institutions as long as standards were not impaired.

415. The Mission, while not discounting the measures which have already been taken by the Administering Authority to unify the educational system, believes that it should take a more positive lead in introducing inter-racial education, if not by legislation, at least by a firm policy statement on the matter and by taking active measures to persuade the European and Asian components of the population of its necessity. The present system can hardly be said to be conducive to the evolution of the unified and integrated society which is the declared aim of the Administering Authority. The Mission hopes that African and other non-European students will be able to enter the Iringa school and notes with regret that both the European and Indian education authorities are averse to the immediate introduction of inter-racial education in the higher standards of the secondary schools. The Mission considers that the social and political conditions obtaining in the Territory are by no means incompatible with, and would seem indeed to demand, a policy which, on the one hand would open all secondary schools to children with the necessary qualifications and would provide generous assistance in respect of scholarships, for those, and particularly Africans, who cannot afford the costs of this education; and which, on the other hand, would address itself vigorously to the elimination of all

remaining impediments to the unification of the secondary educational system. Educational fees and taxes clearly constitute some obstacle but the Mission would certainly not regard the problem thus posed as insoluble. Consistent with the above, the Mission would also suggest that the current arrangement whereby separate authorities are responsible for the organization and control of the separate educational system be modified to provide for unified control and responsibility.

416. It notes, with regard to the argument that primary education should be given in the mother tongue, that many African children are not, in fact, taught in their mother tongue but in Swahili, which is the *lingua franca* mainly of the coastal areas and urban centres. That they are not taught in English at present is primarily due to the fact that few African primary school teachers are able to teach it. As plans to introduce the teaching of English into the primary schools are implemented, English will become known by more and more children which should greatly help the process of unifying the educational system. The training of teachers in English for primary schools becomes therefore a matter of the greatest importance and the Mission would urge that the Administering Authority should persist resolutely in its efforts toward this end.

417. Responsibility for African education is the concern of the Education Department assisted in the formulation of policy by an Advisory Committee composed of government officials, representatives of the voluntary agencies, mainly religious missions, and Africans. It was developed until 1956 under a ten-year plan, revised in 1950, whose progress the Council followed from its inauguration. A new five-year plan was accepted as a statement of policy by the Legislative Council in October 1956, but due to financial limitations, it was to be implemented as and when the necessary funds could be made available. The Mission was informed by the Administration while in the Territory that the plan had come into operation in 1957 but that because of the financial difficulties it would most likely take six or seven years to accomplish. The Mission has no precise information on the extent to which the plans were affected by the lack of funds but notes that the necessary monies, even for revised minimum supplementary estimates prepared by the Director of Education for 1956 to 1957, were not forthcoming.

418. Total expenditure on African education for the year 1957 to 1958 including contributions from Native Authorities was estimated at some £2,376,000 plus some £553,200 on capital development; £194,000 was also to be spent on capital development of technical education, where African students predominate.

419. The European and Indian Education Authorities with a majority of unofficial members are responsible for European and Indian education. Special education taxes are paid by the non-African communities which together with school fees amount to about 50 per cent of the costs of the separate facilities; since 1956, these taxes were further increased to meet in part the increased expenditure necessary for non-African

¹⁹ Non-African Education, report by Donald Riddy and Leslie Tait, July 1955.

²⁰ Development of Non-African Education, Sessional Paper No. 6, 1956.

education. Private donations are also made, especially in the case of Asian education.

420. The estimates of revenue and expenditure for 1957 to 1958 show that there was £17,739 in the European Education Fund on 30 June 1957 and that estimated expenditure on European education for 1957 to 1958 would amount to some £446,264 plus £17,296 on capital works. Revenue, in addition to the balance in the Fund would be derived from the non-Native education tax (£115,500), school fees (£113,313), a contribution from general revenue (£189,708) and a capital loan (£17,296). The balance in the Indian Education Fund stood at £124,754 and estimated expenditure for the forthcoming year amounted to £558,818 plus £356,400 on capital works, revenue to be derived from the non-Native education tax (£200,000), school fees (£55,680), a contribution from general revenue (£192,500) and a government capital loan (£154,600). The other non-African (including loans) education fund stood at £17,559, while estimated expenditure amounted to £25,638 plus £13,134 for capital works, revenue to be derived from the non-Native education tax (£16,125), a contribution from general revenue (£5,192) and a government capital loan (£13,238).

DEVELOPMENT OF AFRICAN EDUCATION

421. Before discussing the problems raised in the Territory concerning African education, the Mission considers it useful to recall briefly the aims of the previous ten-year plan for African education and those of the present plan.

422. It will be recalled that the former plan, while calling for the expansion of the school system at all stages, placed the main emphasis on the development of primary education. Under the 1950 revised plan, the former district primary schools giving a two-year course after the basic four-year course in the primary schools were either extended into, or replaced by, middle schools giving a four-year course to standard VIII. The secondary school system remained substantially the same covering standards VII to XII; pupils going to secondary school were taken from middle school standard VI. The new plan continues this system, except that pupils going to secondary school will be taken from standard VIII of the middle schools, thus doing away in the secondary schools with the pre-secondary standards VII to VIII. In contrast to the former plan, the main emphasis in the new plan will be placed on the second stage of the educational ladder, that is on a substantial increase in middle school facilities: secondary schools will also be developed to the extent possible without affecting their efficiency, and some expansion of trades and technical education is also planned. Only a limited number of new primary schools will be opened but efforts will be concentrated on improving the quality of the schools. No great increase in teacher-training facilities is envisaged.

423. While in the Territory the Mission heard and received many complaints from individual Africans,

chiefs, local councils and political groups on the subject of the primary-middle school system introduced under the 1950 revised plan. Apart from requests for more schools and the complaint that not enough children were able to enter primary school, a seemingly widespread view was that the present school system had replaced a more or less satisfactory six-year primary course by two less satisfactory four-year courses. Many persons requested the "re-introduction" of the six-year system. Few children, it was pointed out, were able to enter the middle schools.

424. The Mission finds itself in sympathy with the view concerning the insufficiency of a four-year primary course and has no doubt that in that period an adequate educational background cannot be attained. On the other hand, the Mission recalls that in fact, prior to 1947, only a very small percentage of the children taking a primary course ever continued beyond standard IV. In 1947, according to statistics given to the Mission by the Administration, 100,356 children were enrolled in standards I to IV at aided and maintained primary schools and an additional 12,689 were enrolled in unaided primary schools, but only 10,086 children were enrolled in standards V and VI at aided and maintained district schools. The previous six-year course was, in fact, developed into an eight-year course, the reason for establishing the middle schools in place of the district schools being, according to the 1950 revised plan, that with the rising standard of education, the boys passing standard VI were becoming less and less able to obtain very much better employment than they could have obtained after passing standard IV, and that they were likely to become "unemployed", "unemployable" and "unsettled".

425. But something of importance should be explained. The situation is and will remain very critical as long as there is not a sufficient number of middle schools, the establishment of which has proceeded hitherto at a slow pace. Meanwhile, it is evident that vast numbers of the children will be leaving school at a very early stage and at a very great disadvantage. The Mission cannot therefore consider that the situation at present, after the completion of the ten-year plan, is satisfactory in terms of need, or that it will become satisfactory soon. Moreover, of the children who formerly had the possibility to go through a course of six years without interruption, leaving school at about 14 years of age, now about 90 per cent stop at 12 years of age after the four first years of the primary course. Bearing in mind the low environmental level in which the child normally lives and the fact that he is taught in Swahili, the *lingua franca*, it cannot be said that he is assured a sufficient knowledge of reading and writing and a general education sufficient to enable him to begin to study English and to continue his education alone. Unless he is taught in English, which it is essential for him to know, there is the danger that he will fall back into illiteracy.

426. The ultimate goal of eight years of primary education for all is a long way off. A real difficulty has arisen at this stage of educational development because

while the primary school system was rapidly expanded and many more children given the opportunity of obtaining a four-year primary education, a commensurate increase in the middle school facilities was not planned; this is to take place during the plan now beginning. With the increase in primary school enrolment under the former plan it is now much more noticeable to Africans than previously, and especially with their increasing appreciation of the benefits of education, that the majority of children finishing primary school standard IV do not have the opportunity of proceeding to the next standard. It will be recalled that in 1950 the target set for primary school enrolment in aided and maintained schools was 310,000, or about 36 per cent of all African children in the four-year age group in comparison with 139,490 children in the primary schools in 1949. Of the total, 47,000 were to be in standard IV by 1956. The Education Department Statistics for 1956 show that 329,832 children, approximately 20,000 more than the target, were enrolled in these primary schools, 64,319 of whom were in standard IV. In addition, 6,247 children were enrolled in unaided primary schools. The number of primary schools rose from some 1,312 in 1949 to 2,589 in 1956. Thus, the targets of the plan for primary school enrolment were well exceeded.

427. The 1950 revised plan envisaged, however, that only one out of every five pupils completing the primary course would go on to middle school. The target was a total enrolment of 32,100 children in aided and maintained middle schools. In 1956, some 26,651 children were enrolled in aided and maintained middle schools in addition to some 3,674 children in the district schools not yet replaced by middle schools. An additional 757 were in unaided middle schools, and 654 in unaided district schools. In 1956, approximately 18 per cent of the boys completing the primary school course gained admission to middle schools and nearly 12 per cent of the girls. These figures illustrate, in the words of the Education Department, the very large gap which has to be filled before the declared policy of an eight-year primary course for all can become a reality.

428. Under the new plan, as stated above, there will not be any great increase in the number of primary schools, the more important areas where expansion will be made are in the large urban and township centres. At the end of the present plan, it is envisaged that about 45 per cent of the children (402,000) in the four-year age group will be enrolled in aided and maintained schools; if wastage were eliminated, however, about 55 per cent could be accommodated.

429. The number of middle schools, it is planned, will be nearly doubled and, in place of the average 20 per cent of the boys from standard IV being able to find a place in standard V and 12 per cent of the girls, it is hoped that of the estimated output of 56,000 boys from standard IV, about 30 per cent will be able to go on to standard V and about 16 per cent of the girls.

430. Thus, while under the new plan the number of middle schools will be increased, even at the end of the

plan, in some six or seven years, there will still be a long way to go towards providing an eight-year course for those children completing the four-year primary course, let alone for all children. In view of these facts and while appreciating the efforts made by the Administering Authority during the last ten years, the Mission views both the present state of affairs and the anticipated position at the end of the present plan with considerable concern. The Mission believes that an even greater effort should be made by the Administering Authority not only to increase the primary school facilities available, but also to close the gap between primary and middle education.

431. The Mission also feels that more effort should be made both by the Administering Authority and by Africans themselves to see that all available places in the primary schools and especially the middle schools are filled and that wastage is substantially reduced. It notes that although the number of middle schools in 1956 exceeded the number provided for in the revised plan, enrolment in the schools was not fully realized. As explained in the new plan this was partly due to the lack of adequate support on the part of the community, or to the fact that the supply of suitable candidates from certain "feeder" schools had not been sufficient to fill standard V to capacity. A factor which had also caused disparity between the planned figures and the probable totals of enrolment²¹ was that no allowance had been made in the revised plan for wastage between standards V and VI or between standards VII and VIII. In fact, considerable wastage had occurred and had reduced the output from each standard accordingly.

432. In connexion with the above, the Mission notes that enrolment in African schools varies widely even from district to district in a single province. The non-African education commission reported in 1955, for instance, that the Masai district of the Northern Province in 1954 had only 12 per cent of its primary-age children in school, whereas in the neighbouring Moshi district, over 83 per cent were in school. The Mission itself observed in the Territory that while almost full enrolment in some areas in primary and middle schools was achieved, in certain areas, schools had to be closed down due to the lack of an adequate number of pupils and there were a number of vacancies elsewhere in the schools.

433. The Mission notes that since there are places in the middle schools for only a small percentage of children completing the primary course, entry to the schools is controlled by a competitive examination. Many Africans complained to the Mission of the exacting standards of this examination. The Mission suggests in this connexion that where not enough pupils pass the examination to fill all the available places in

²¹ The actual 1956 figures were not known at the time when the new plan was drafted. The new plan anticipated a total enrolment in aided and maintained schools at the end of 1956 of 28,735 excluding those in district schools. Actually total enrolment was 26,651 and in addition 3,674 children were in district schools. The target enrolment under the former plan was 32,100.

the middle schools, an opportunity might be given for the places to be filled by the more promising of the unsuccessful candidates. A temporary relaxation of the examination requirements at this stage of the educational system would not, the Mission feels, necessarily lower educational standards; the examination is, in any case, only a selection method dictated by present circumstances and would probably disappear if, as in the eventual policy, an eight-year course were available to all children. The Mission observes that certain members of the teaching staff had admitted the usefulness of reducing, at least provisionally, the severity of certain examinations.

434. The Mission also recalls that many Africans in various parts of the Territory asked that compulsory education, up to the standard VIII should be introduced. At present, it is obvious that compulsory education for all children cannot be introduced, but legislation does exist for the compulsory attendance of children who have been enrolled and it is applied in certain areas, mainly in townships. The Mission believes that further efforts should be made to apply similar rules in other areas throughout the Territory provided that hardship in respect of fees can be avoided.

435. The Mission also urges that Africans should themselves make every effort to see that the facilities that are available for primary and middle education are used to the fullest extent and hopes that Africans with children in school will endeavour to keep them there throughout the full course.

436. A further factor adversely affecting enrolment, especially in the middle schools is, as claimed by Africans and as alluded to in the new plan, the inability of parents to pay fees despite, as claimed in the plan, a generous system of remissions.

437. The Mission notes that no relief, under the new plan, appears to be in sight for a reduction in the fees. On the contrary, it is assumed that a bigger part of the cost of the schools will have to be borne by fees. In primary schools, up to 1956, fees varied widely. Some agencies charged nothing, while others required a fee of up to 10 shillings. Under the new proposals, the expenditure by the Government in respect of equipment and materials in government primary schools will not exceed the revenue obtained from fees and a minimum fee of 10 shillings will be charged. The same minimum will be required in all Native Authority and assisted schools and all equipment required met from the fee revenue. Remission in hardship cases will not exceed, in any one school, 20 per cent of the total fee revenue. The Administering Authority's view in the matter is that until primary education can be universal and compulsory, it is not justifiable to provide it free from public funds to a privileged few.

438. In the middle schools, 250 shillings or more will be charged in boarding schools and in day schools 90 shillings. Whereas previously, up to 50 per cent of the fees for boys and more for girls could be remitted, the present plan because of the anticipated large increase in the enrolment in the middle schools, envisages that the remission of fees granted for boys should not exceed

20 per cent of the total fee revenue of the school, whether a day school or a boarding school. For girls, remissions will not normally exceed 60 per cent of the total fee revenue of the school and the fee rates will be the same as for boys.

439. Nearly all of the approximate 250 middle schools built during the period of the ten-year plan were boarding schools. Under the new plan, of some 200 new middle schools, eighty-two boys' schools will be boarding-schools and the remainder (seventy-five boys' schools and forty-three co-educational schools) will be day schools. It is planned to open thirty-eight more middle "streams" for girls, probably at boarding schools.

440. Anticipated revenue from primary school fees in 1961 (the final year of the present plan) will be some £160,000, from middle schools some £365,000, and from secondary schools some £60,000.

441. The Mission has no precise information on the cash income of an average African family in various parts of the Territory but realizes that such incomes must vary considerably between the richer and poorer parts. It does believe, however, that the payment of 250 shillings, or even 90 shillings for one child at a middle school must be an impossible financial burden for many African parents who might otherwise allow their children to go to middle schools. It further notes that, in future, the system of remissions will be less liberal than formerly and that, consequently, more parents will probably be reluctant to send their children to the middle schools. The Mission, while appreciating the urgent need to find educational revenue, feels that the Administering Authority should review this matter with a view to reducing the fees so that they are within the means of the majority of African parents and to giving more generous remissions in necessitous cases.

442. The Mission regrets to note that comparatively high fees are already charged in secondary schools and that they will be increased from 250 shillings to 300 shillings; remissions will be the same as in the middle schools. In teacher-training centres a review of the fees, which vary widely, is to be made.

443. As well as dissatisfaction regarding the short duration of the primary course, a problem raised repeatedly with the Mission concerned the curricula in the schools and the quality of the teaching. In primary schools, it was pointed out, double sessions had been introduced thereby shortening the time spent by children in school each day and in both types of schools, but more especially the middle schools, too much time was spent on handwork and agricultural activities. It was claimed that children now completing the eight standards were far behind children who had formerly completed only the six-year primary course. For lack of proper education children—at the age of eleven or twelve years, if they had left after primary school, or at the age of fifteen or sixteen years if they had completed middle school—were not content to return to their parents' way of life as peasant farmers, and yet did not have sufficient education to fit them for other types of work.

444. The Mission notes that the curriculum of the primary schools included, under the former plan, a grounding in Swahili, reading, writing, arithmetic, geography, history and civics. Gardening, handwork, physical training and singing were also taught, normally as out-of-class activities. In the majority of primary schools, a double session system was in force.

445. The curriculum for the primary schools will remain basically the same under the new plan, except for the introduction of the teaching of English in the higher standards. With the rapid expansion of the primary school system under the former plan, it does appear to be true that the quality of instruction in the schools suffered and that the double-session system further complicated matters; in 1956 instruction in standards III and IV was rarely given for more than four hours a day. The Mission therefore welcomes the intention to introduce single sessions in standards III and IV in over 800 schools and thereafter to extend the system fairly rapidly to the remaining schools. It also welcomes the plans for the more frequent inspection and supervision of the schools, the introduction of teachers' refresher courses, the more careful selection of students for teacher training and the maintenance of high standards of work and conduct by practising teachers to improve the quality of instruction; and it hopes that the desired improvement in the quality of instruction will thereby be attained.

446. In middle schools, the curriculum includes English, Swahili, arithmetic, geography, history, civics, agriculture, animal husbandry and handwork. Special emphasis was placed on practical work, and in the case of girls' middle schools, provision was made for the teaching of homecraft and domestic science. A strong agricultural bias in the curriculum in both the primary and the middle schools was given because some four-fifths of the pupils at the primary schools were expected to return to their village occupations; about the same proportion of pupils in middle schools did not go on to higher education and, with the expansion of the middle-school system, the majority of them would also go into agricultural activities.

447. The curriculum, with its emphasis on handwork and agriculture has only been in operation in the middle schools some three or four years but appears not to have been a great success in the majority of schools. In the new plan, and in a report published in 1956 by the Department of Agriculture,²² it is explained that, as far as agricultural instruction is concerned, the difficulty has been the lack of sufficiently qualified staff to teach the course. In 1956, in the approximately 232 middle schools, there were only eighty-five teachers who had gone through an agricultural course at Ukiriguru or Tengere.

448. Under the new plan, it is intended to continue the middle school syllabus with the same emphasis on practical work and steps will be taken to replan the

teaching of agricultural subjects in the schools as well as to revise the handwork syllabus. The training of male agricultural teachers will be continued and it is planned to increase the number of male teachers with such training from about 170 in 1956 to about 482 at the end of the plan; similar courses will also be arranged for a number of women teachers, and agricultural instruction introduced into the girls' middle schools. Arrangements will also be made to increase the number of teachers with handwork qualifications and, in the case of women, with domestic science and homecraft training.

449. The Mission believes, in view of the great number of protests it received from Africans regarding the amount of time spent, particularly in the middle schools, on agricultural and practical training, that the Administering Authority might review the matter in order to ensure that the time spent on these subjects does not affect the teaching of the more academic subjects. It might be possible to arrange some of these activities out of school hours or as home projects under the supervision of the agricultural officers.

450. The Mission was informed that students in the trade schools and African students from Tanganyika attending Makerere College, Uganda, very often had difficulty in following the courses because of insufficient secondary education and often their inadequate knowledge of English. Generally, Tanganyika students at Makerere College needed one or two years of general courses and special instruction in English before they were able to catch up with other students. The necessity of the early teaching of English in the primary schools was thus brought to the attention of the Mission. The Mission notes that the Council itself adopted a recommendation on this question at its twentieth session.

451. Under the system in force until 1956, Swahili was used throughout the primary and middle schools as the language of instruction. English was taught, as a subject, in the middle schools and was to become the language of instruction in the secondary schools. In practice, the Mission understands, while English was used in some secondary schools as the medium of instruction, in others both English and Swahili were used.

452. Under the new plan, the teaching of English as a subject is to be introduced into the higher standards of the primary schools. As is explained in the plan, the fact that even the rudiments of English were not taught in the primary schools was due mainly to the fact that few grade II teachers had known enough themselves to be able to teach it. The Administering Authority considers it imperative that this serious weakness should be overcome and in future in grade II teacher-training centres, special provision for further instruction in English and in the methods of teaching it in standards III and IV of the primary schools will be made. There is also a pressing need for improvement of the standard of English throughout the middle and secondary school system but it is considered that this cannot take place if an earlier start at learning is not made. The introduction of single sessions in standards III and IV will provide extra time for the teaching of English and

²² Report on an Inquiry into Agricultural Education at Primary and Middle Schools, Government Printer, Dar es Salaam, 1956.

special refresher courses for the teachers will be arranged.

453. The Mission urges that the Administering Authority should do its utmost to teach English in the primary grades and generally to improve the standard of English in other schools. The Mission re-emphasizes the importance of this matter not only because a good knowledge of English is necessary for Tanganyika students to be able to pursue higher studies, but also for the reasons set out in paragraphs 416 and 425 of the present report.

454. With regard to secondary education, the Mission notes that the Administering Authority is fully alive to the urgent need to expand this branch of the school system and to the importance of levelling out the present disproportionate ratio between facilities at the first primary standard and the higher secondary standards. The Administering Authority adds, however, that there can be no dramatic increase in the output from the secondary schools until there is a greater number of pupils of good quality coming forward from the primary and middle schools.

455. Under the new plan, if the present estimates are fulfilled, the secondary school enrolment will be almost doubled and the number of boys in the higher standards four times greater than at present. The estimated enrolment in secondary schools for 1956 was given in the new five-year plan as 2,312 (actually in 1956, 3,500) and the anticipated enrolment at the end of the plan is some 5,755. More "streams" presumably in existing schools of standards IX to XII, will be opened in boys' secondary schools to effect the anticipated increase in enrolment. It is also planned to add two additional standards in three boys' schools, up to the higher school certificate level, and the first intake of students into these standards is planned for 1959.

456. Only one permanent girls' school, as opposed to two envisaged in the former plan, had been opened by 1956. Under the new plan it is planned to open three new schools and secondary classes will be added to four girls' middle schools. At the end of the plan it is estimated that there should be some 600 girls in standards IX and X, compared with approximately 180 in 1956. Enrolment in the next two standards is anticipated at 75 in standard XI and 50 in standard XII.

457. Apart from the need for more secondary school facilities, a particular matter brought to the attention of the Mission by Africans concerned the location of the schools. Certain Africans complained that some provinces possessed one or two schools, while others possessed none at all. If new secondary schools were planned they were usually to be located in the areas which already had a secondary school. The Mission has no precise information on the merits of this claim, but draws it to the attention of the Administering Authority.

458. The Mission notes that although the education of African girls, a matter to which the Council has in the past devoted particular attention, has gradually improved during the last ten years, it still remains a serious problem in the Territory and that the dis-

proportion between the numbers of boys and girls in school becomes greater at each level of education. Statistics of the education department show that about one-third (116,230) of the total number (361,459) of pupils in the primary schools in January 1957 were girls. In the middle schools, the proportion was about one-sixth (6,658 girls out of a total of 40,385 pupils) and in the secondary schools about one-fifteenth (226 girls out of a total of 3,273 pupils). When the Mission visited Makerere College, it found that several Tanganyikan girl students were following the courses under very good conditions. In 1947, about one-quarter (30,108) of the total children (113,045) enrolled in the primary schools were girls. In the district schools the proportion was about one-seventh (1,392 girls out of a total 10,086 pupils) and in the secondary schools about one-thirty-eighth (40 girls out of a total of 1,529 pupils).

459. The Administering Authority has stated that there had in the past been considerable opposition to the education of girls on the part of the people and the Native Authorities, but that although it was still to be encountered in certain areas, this attitude had, in general, changed in recent years; in the more progressive areas there was now a keen enthusiasm for the education of girls. The Mission notes that during its visit, the importance of increasing the number of girls in schools was stressed by Africans from several areas.

460. The Mission recognizes that of all the problems connected with the emancipation of women, education is the most pressing. It believes that the Africans are increasingly aware of the role that educated girls could play in the management of the affairs of their own society. The Mission notes the improvement that has taken place and it hopes that the Administering Authority will continue to lay stress on accelerated development in this field.

461. Of obvious importance in any plans for educational development is the training of a sufficient number of teachers. The Mission notes with satisfaction in this regard that simultaneously with the expansion of the primary school system under the former plan, major emphasis was given to the training of increased numbers of grade II primary school teachers.

462. These teachers receive two years' training after the completion of middle school standard VIII. In 1950, approximately 4,000 were in service; the target for 1956 was about 7,000. A lesser number of grade I teachers—that is, teachers with two years' training after standard X—were to be trained. The number in service in 1950 was about 250; the target for 1956 was approximately 550. In 1956, according to the department of education statistics, there was a total of 5,694 school teachers in aided, maintained and unaided primary schools, 5,678 of whom had received the grade II certificate. In the middle and district schools, there was a total of 1,542 teachers, of whom 995 had received the grade II certificate and 492 the grade I certificate.

463. The Mission notes that in 1956 the over-all ratio of pupils to teachers in the primary schools was

approximately 56 to 1; since double sessions were generally in force, however, the ratio became 28 to 1. In the middle schools, the ratio was about 18 to 1.

464. There were 195 teachers in the secondary schools, 82 of whom were graduate teachers and of these 79 were Europeans; 97 were grade I African teachers. In addition, 176 teachers were in service in the teacher-training establishments and 68 in technical and vocational schools.

465. The number of teacher-training centres in the Territory in 1956 was 35. There were 26 grade II centres with an enrolment of 2,072 students; 4 were grade I centres with a total of 182 students. In addition, 435 students were taking agricultural training (372), handwork training (40) or domestic science training (23). There were 167 students in the Makerere Faculty of Education, 6 teachers in training were studying in the United Kingdom and 6 in the United States.

466. As to future plans, it appears that the Administering Authority is more or less satisfied, as far as male teachers are concerned, that the present teacher-training centres will be able to meet the required output for the planned expansion in primary and middle schools and that because of the heavy financial commitments involved in meeting the salaries of new teachers year by year, no additional grade II teacher-training centres will be opened; nor will there be an increase in the number of grade II male teachers in training. By the end of the plan, 8,000 such teachers will be required as against an approximate 6,000 in service in 1956. There will be two additional "streams" for the training of grade I teachers, and it is hoped that there will be an increase in the annual output of grade I male teachers if the plans for secondary school development are realized. As against approximately 520 such teachers in service in 1956, 950 will be required at the end of the plan.

467. As for women teachers, the Mission notes that a new government grade II teacher-training centre is to be opened bringing the total to 4 government and 10 voluntary agency centres. Because of the small annual output of the centres a review will be made of the existing facilities so that a measure of amalgamation between certain centres might be effected. As against approximately 900 grade II women teachers in service in 1956, 1,500 will be needed at the end of the plan. It is not anticipated that there will be any great increase in the output of grade I women teachers since this depends on the building up of additional secondary school facilities. The development of the training of grade I women teachers has, the Administering Authority states, been disappointingly slow because of the delays in the establishment of girls' secondary schools. The approximate number of grade I women teachers in service in 1956, was 21; 140 are required by the end of the plan.

468. The Mission notes that among other proposals in the new plan are those for the continued training of agricultural grade II male teachers at Ukiriguru and the Natural Resources School, Tengeru, the arrangement of similar courses for grade II women teachers and the

development of the Mpwapwa government training centre into an Institute of Education.

469. The Mission hopes that it will prove possible, without an increase in the teacher-training centres for men, to fill the requirements for grade II teachers. One of the main needs at present is to improve the qualifications of the teachers, and the Mission is glad to note that it is planned almost to double the number of grade I teachers.

470. As far as women teachers are concerned, the Mission notes that their training is one of the most pressing problems in the educational progress of the Territory, as is the improvement of the education of girls as a whole. It notes with concern the few grade I women teachers in service in 1956 and believes that the Administering Authority should make special efforts to improve this particular aspect of educational development. The Mission recalls that a number of Africans brought to its attention the fact that if women teachers married, they were not allowed to continue in the service. The Mission was informed by the Administration that it was a rule that if women government servants married, they must resign. They were permitted to re-enter the service provided they were prepared to work full-time, but if they did so, it was on a temporary basis only and they lost all their pension rights. The medical department employed a number of married women, and they were given maternity leave when required. The Mission is surprised to note the existence of such an attitude in a Territory such as Tanganyika, where every available trained person is needed, and considers, especially in view of the urgent need for women teachers, that the Administering Authority should review the matter with a view to relaxing or abolishing the provision.

471. The development of trade and technical education under the 1950 revised plan was slower than anticipated due to various difficulties relating mainly to the erection of buildings and the supply of suitable staff. A three years' training of skilled artisans in various trades within the two major industries—engineering and building—after completion of the middle school course, is given at the Ifunda trade school which is now fully expanded and at the Moshi school opened in May 1957. At the completion of training, the trade pupil is placed with an approved firm for two years' "on-the-job" training. In both these schools it was planned to have a full complement of 600 students. In 1957, 501 students were enrolled in the Ifunda school and 96 in the Moshi school. A third trade school was planned earlier, but under the present proposals, it will be deferred until it is clear that there will be no difficulty in placing the output from the Ifunda and Moshi schools.

472. The Mission visited both trade schools and was impressed by the quality of teaching and by the facilities available. The Mission believes, however, that the length of the course in the schools is too long and would suggest that it be shortened.

473. The Mission is also puzzled as to why it is not proposed to open more trade schools, but only to

complete facilities in existing schools. While noting the reason given, the Mission recalls that it was informed by the Director of Education in the Territory that places had been found for all students completing their course this year and that the demand for students completing the trade school course was higher than could be met. Africans themselves were also anxious that such facilities should be expanded. In these circumstances, the Mission would suggest that the decision to delay construction of a third trade school should be reviewed.

474. In addition to the trade schools there is the National Resources School at Tengeru, a special school not provided for in the ten-year plan, which is run by the Education Department on behalf of the Department of Agriculture. The school was visited by the Mission. The school offers courses of two or three years' duration in agriculture, forestry and veterinary science to students who have completed middle school. At the end of 1956, there were 226 students at the school. The Mission has referred to this school in paragraph 224 of the present report.

475. Technical training, mainly for the supervisory level, or for training in specialized subjects for entry into the Royal Technical College, Nairobi, will be given at the inter-racial Technical Institute at Dar es Salaam, the first part of which was due to open in October 1957. The full complement of the Institute when in full operation will be 750 students in addition to students attending part-time courses or taking correspondence courses.

476. Many in-service training programmes are conducted within government departments; the Kilimanjaro Native Co-operative Union runs a commercial college and a farm school is being established in the Morogoro district.

477. The Royal Technical College, Nairobi, opened in 1956, provides higher technical education. It serves all the East African Territories under British administration and during 1956-1957, 26 students from Tanganyika, including 16 Africans were attending its full-time classes, and will eventually become fully qualified specialists. A visit to the College was made by the Mission.

478. As the Council well knows, there are no institutions of higher learning within the Territory, and African, as well as European and Asian students, must go outside Tanganyika if they wish to pursue higher studies. In the case of Africans, the majority enter Makerere College, Uganda, to which the Government of Tanganyika contributes, and some go overseas to study. In 1957, 183 students were enrolled in Makerere and 49 students were studying abroad.

479. The question of providing a university college for the Territory itself has been discussed by the General Assembly, the Council and its visiting missions over the past ten years. During the present visit numerous requests were received by the Mission from Africans that such a college should be built. Some resentment was expressed over the fact that whereas the other two High Commission Territories, Uganda and Kenya, each

possessed an institution of higher education, Tanganyika had none in spite of the fact that its population was greater than that of either of the other two Territories.

480. During 1956, a Higher Education Trust Fund, financed from the sales of enemy property, was established for the development in Tanganyika of institutions of higher education. The Mission was informed that at the time of its visit the fund stood at £500,000 and that it was hoped to supplement it by contributions from the Native Authorities and from private sources. The Mission was also informed that a site for the college, near Morogoro, had been chosen.

481. The Mission welcomes this development and expresses the hope that it will be possible to start building the college with the least possible delay.

482. Some complaints were made to the Mission about the lack of scholarships for higher education and the Mission observed that few Africans knew about the scholarships offered to Trust Territory students by Members of the United Nations. The Mission hopes that the Administering Authority will make fully known to students in the Territory the availability of these scholarships.

483. With regard to scholarships, generally, the Administering Authority has pointed out that no qualified student from the Territory has been prevented from pursuing higher studies through lack of funds. During 1957, the majority of students possessed scholarships. Apart from the sum of over £200,000 a year provided annually from public funds as bursaries for Tanganyika students at Makerere, the Royal Technical College, Nairobi, and the Mombasa Institute, of Muslim Education, approximately £18,000 was made available for overseas bursaries and it is proposed to supplement this sum by a further £24,000 from the Higher Education Trust Fund. As a further allocation, it is proposed to use part of the Colonial Development and Welfare Reserve for bursaries in the next two years and donations, including one of £10,000, have been made by private benefactors.

484. Mr. Hamilton (Australia) did not concur in all of the views expressed by the Mission in paragraphs 425, 426, 441 and 442, and wished to record the following observations:

"Paragraph 425"

"(i) In so far as the meaning of the statement '...of the children who formerly had the possibility to go through a course of six years without interruption, leaving school at about 14 years of age, now about 90 per cent stop at 12 years of age after the first four years of the primary course' is clear, the statement appears not to be based upon any objective statistical standard of comparison and is highly misleading. In 1947, the ratio between the number of children in standard VI and the number in standard I was 1:13; in 1957, the ratio had actually improved to 1:10. If the number of children enrolled in 1957 in standards I to IV constituted 'about 90 per cent' (actually 92.2 per cent) of the total enrolments in standards I to VIII—a somewhat meaningless figure

which appears to have been selected by the Mission—it should also be noted that the corresponding figure for 1947 was 91 per cent. Neither of these comparisons therefore support the sense of the statement quoted above. It is true that the ratio between the number of children enrolled in standard V and those enrolled in standard IV deteriorated between 1947 and 1957 from approximately 40 per cent to approximately 16 per cent but this particular fact, which is important, is neither the immediate subject of, nor is it fairly described in, the above-quoted statement of the Mission. Nor indeed, can any objective assessment of the changed situation be made without taking full account of the fact that, while the main goal of development during 1947 to 1956 was to increase primary school enrolment—the planned increase was in fact substantially exceeded—the Administering Authority nevertheless was able, financial difficulties notwithstanding, also to increase enrolments in standards V to VIII 12 1/2 per cent above the original target for this level. Moreover, the current five-year plan will concentrate upon expansion at the middle school level.

"(ii) Concerning the last two sentences of paragraph 425, it is unrealistic to assume that the African child, whose environment is overwhelmingly agricultural, if he is obliged to leave the educational system after only four years of instruction, would wish, or should be expected, to pursue a study of English. Although a good knowledge of English is necessary and desirable for students who will ultimately pursue secondary and higher education, it can scarcely be regarded as more important than Swahili, which is the *lingua franca* of the Territory, so far as those who leave school after standard IV are concerned. Moreover, the assumption made by the Mission in the final sentence of paragraph 425 that children who leave school after standard IV and who may be literate in English are less likely to lapse into illiteracy than similar children who may be literate in Swahili is unacceptable.

"Paragraph 426"

"If much significance attaches to the fact that insufficient pupils were available to fill standard V classes to capacity, the emphasis placed by the

Mission, in paragraph 426, on the insufficiency of middle school accommodation would scarcely seem warranted. It is gratifying to note that, rather than contemplating a reduction in educational standards in middle schools, the new five-year-plan contemplates an improvement in the standards of primary education. This should avoid difficulties in filling the increased middle school accommodation which is planned.

"Paragraphs 441 and 442"

"Bearing in mind the substantial contribution made by fees (the total anticipated revenue from fees in 1961 amounts to about £585,000) and the facts recorded by the Mission, in paragraph 417, that the new five-year plan may for financial reasons be extended to cover 6 or 7 years and that the necessary monies, even for revised minimum supplementary estimates prepared by the Director of Education for 1956-1957 were not forthcoming, it would seem clear that any significant reduction in fees at the present time could only result in a decrease in the provision of educational services or, at least, delay their expansion. Moreover, the need to induce Africans to enter the cash economy should not be dissociated from consideration of the question. Finally, it is suggested that in circumstances obtaining in the Territory the appropriate time to consider reduction in fees would be when the supply of accommodation was demonstrably outstripping the supply of pupils. There is no evidence to suggest that, when the standard of primary education is restored, such a situation will exist."

485. Mr. Cédile (France) wished to call attention to the fact that no interpretation into French was available during the drafting of the report and that he received the written text of Mr. Hamilton's reservations too late for thorough study. In his opinion, identical interpretation of the statistical tables would present great difficulty. Accordingly he could only request the Trusteeship Council to refer to the tables furnished to the Mission by the Tanganyika Education Department, which are reproduced in full and annexed to the present report.

486. Mr. Dorsinville (Haiti) wished to associate himself with the above remarks of Mr. Cédile.

CHAPTER V

PROVISION OF INFORMATION CONCERNING THE UNITED NATIONS

487. By its terms of reference, the Mission was requested to examine, in consultation with the Administering Authority, the measures taken and to be taken in respect of the provision of information about the United Nations to the people of the Trust Territory, and to make suggestions with regard to the form that such information might take.

488. The Public Relations Department of Tan-

ganyika supplied to the Mission suggestions for the revision of the list in use for the distribution of United Nations information material in that Territory. These suggested revisions have been forwarded to the United Nations Department of Public Information.

489. The Public Relations Department also made a number of useful suggestions for the more effective distribution of other United Nations publications, films

and film strips, broadcasting material, visual aid material and the fotomat service.

490. The Mission noted that the official records are distributed to the Director of Public Relations, the Provincial Commissioners and the Librarian, United Nations Library, Office of the Chief Secretary, Dar es Salaam. Other United Nations information materials

are sent to a number of non-governmental organizations and volunteer educational units.

(Signed) MAX H. DORSINVILLE (Haiti), *Chairman*
Robert Napier HAMILTON (Australia)
U Tin MAUNG (Burma)
Jean CÉDILE (France)

Annexes

ANNEX I

ITINERARY OF THE MISSION

August 1957

- 6 Mission arrives Nairobi (R.A.F. aerodrome)
- 7 Interview with the Acting Administrator, E. A. High Commission, Mr. A. G. Knox Johnston, and Principal Executive Officers of the High Commission
Visit to Royal Technical College (Principal Dr. Gale)
Interview with Chairman of the East Africa High Commission, H.E. Sir Evelyn Baring
- 8 Leave Nairobi for Entebbe
Arrive Entebbe
Stay at Makerere College
- 9 Depart Entebbe
Arrive Nairobi
- 10 Leave by road for Moshi
Visit Ol Molog
Meeting with Kilimanjaro West Farmers' Association
Visit Kibongoto T.B. Hospital
Arrive Moshi
- 11 Leave Moshi
Arrive Marangu
Return to Moshi via Kilema, Kirua Road, Forest Road and Old Moshi
Petitions
- 12 Visit Kilimanjaro Native Co-operative Union
Visit Chagga Council Headquarters
Visit Tanganyika Planting Co. Ltd. Arusha Chini
Visit sugar estate and factory
Visit Lyamungu, Coffee Research Station
Arrive Arusha
Petitions
- 13 Visit Natural Resources School, Tengeru, via top road and West Meru
Visit Natural Resources School
Meet Arusha Town Council
Visit town and peripheral area
Visit Monduli (Masai District Headquarters)
Discussion with D. C. Masai
Return to Arusha
- 14 *Group A:*
Leave Arusha by road
Arrive Babati
Visit Madege to see tsetse clearing in progress
Meet representatives of "Below Rift" Natural Resources Sub-Committee
Leave for Mbulu via Magara and Rift Wall Road; stop to view alienated areas from high ground (at

about mile 98); visit one or two new farms at Magara
Arrive Mbulu

Group B:

- Leave Arusha by road
Arrive Mbulu
Visit Muchlur Dam, Western Expansion Area and view clearing operations in Yaida Swamp
Return Mbulu
- 15 Visit Iraqw N.A. Headquarters; middle and primary schools at Endagikot
Meet District Team
Leave for Ngorongoro
Visit District Office
Meet Masai elders
- 16 Meet national park warden
To Karatu by road
Meet North Iraqw Farmers' Co-operative Society at Sub-Chief's Headquarters
Meet President Oldeani Farmers' Association and President Oldeani Club
To Oldeani landing ground
Leave by air for Mwanza
- 16 Arrive Mwanza
- 17 Visit Maswa
Native Authorities
Veterinary centre
Malya stock farm
Return Mwanza
- 19 Visit Ukiriguru
Experimental Station and Training Centre for Agricultural Instructors
Visit to cotton store
Petitions and interviews
Depart for Bukoba by air
- 20 Interviews with Bukoba Native Co-operative Union Committee
Interview with Executive Committee of Buhaya Council
Interview with Committee West Lake Branch
Tanganyika African National Union (Tanu)
Coffee hullery
Visit to Maruku Native Farmers' Co-operative Society
Inspection of Maruku Experimental farm, and farm of Mr. Joasi
- 21 Return to Mwanza by plane
Hearings
Leave Mwanza by train for Tabora
- 22 Arrive Tabora

August 1957

- 22 Visit Kazima Blind School, Kaleda community development dam, Igombe dam
Hearings
- 23 **Party A:**
Visit Tumbi (East African Tobacco) and Urambo (tenant farmers of the Tanganyika Agricultural Corporation)
- Party B:**
Visit Nzega
Visit Ngala veterinary centre and girls' school
Development Corporation
Creameries
New hospital and maternity clinics
Meet chiefs and notables
- Both parties:**
Leave Tabora by train for Itigi
Arrive Itigi
- 24 Leave Itigi for Singida
Visit Ikongi Native Authority en route
Hearings
- 26 Meet Native Authority at Singida
Leave Singida for Manyoni
Leave Manyoni for Dodoma
Arrive Dodoma
- 27 **Party A:**
Visit Mungemu Council and geological survey
Hearings
- Party B:**
Hearings
Visit Broadmoor Institution
Visit Ikoma Native Authority
- 28 **Party A:**
Visit Kondoa to see Irangi development
- Party B:**
Visit Kongwa to visit Tanganyika Agricultural Corporation
- 29 Leave Dodoma
Arrive Iringa
Hearings
- 30 Leave Iringa
Visit Ifunda Trade School
Visit Mufindi Tea Estates
Arrive Njombe
- 31 Visit Wattle Scheme, African pyrethrum co-operative plantation
Hearings
Visit Native Authority

September 1957

- 1 Leave Njombe
Arrive Mbeya
- 2 Hearings
- 3 Visit Town Council
Interviews in D.C.'s office
Visit Panda Hill Mine (Pyrochlore)
Visit Co-operative Committee, agricultural experiment station, and Mbozi Farmers' Association

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- 4 Visit Chunya
Visit Western Rift Exploration Co.
Hearings
- 5 Visit Tukuyu
Visit African District Council
Visit Rungwe Co-operative
Interviews
Visit leprosanium, Kyela
- 6 Meet with District Team
Depart Mbeya by scheduled service
Arrive Dar es Salaam airport
Visit night school classes at Anautoglu Welfare Centre
- 7 Interview with Chief Secretary and Minister for Constitutional Affairs
Tour of Dar es Salaam
By motor boat to Dhow Wharf
Temeke
Chan'gombe
Pugu Road
Tanganyika Broadcasting Corporation
Bugurumi
Ilala
Msimbizi Street
Magomemi
- 9 Call on H.E. the Governor at Government House
Discussions with United Tanganyika Party (UTP)
Discussions with TANU
- 10 **Party A:**
Depart Dar es Salaam airport for Tanga
Arrive Tanga airport
Interviews
African Advisory Council and Probation Services
- Party B:**
Depart Dar es Salaam by Government plane for Nachingwea, flying over Rufiji and Kilombero valleys
Arrive Nachingwea
- 11 **Party A:**
Visit sisal estate
Attend meeting of Tanga Rural Native Authority Council
Hearings
- Party B:**
Leave Nachingwea
Arrive Dar es Salaam airport
- 12 **Party A:**
Meet Tanga Municipal Council
Visit African Housing and Clinic
Clinic and girls' middle school
Interviews
Depart Tanga
- Party B:**
Interviews
Meet Mayor of Dar es Salaam at Karimjee Hall
Meet Director of Medical Services at Palm Beach Hotel for visit to Princess Margaret Hospital
Tanganyika Packers

September 1957

- 13 Discussion with Provincial Commissioner, Local Government and Administration and senior officers of the Ministry
Discussion with Minister for Finance and Economics and heads of departments of Ministry
- 14 Discussions with the Minister for Social Services and heads of departments of Ministry
Discussions with Minister for Natural Resources and heads of departments of Ministry
Discussions with the Minister for Lands and Mineral Resources and heads of departments of Ministry
Discussion with Minister for Communications and Works and heads of departments of Ministry
- 16 Discussions with H.E., the Chief Secretary and the Minister for Constitutional Affairs at Government House
- 17 Attend opening of Legislative Council
- 18 Leave Dar es Salaam airport
Arrive Tabora
Leave Tabora
Arrive Usumbura

ANNEX II

LIST OF COMMUNICATIONS RECEIVED BY THE VISITING MISSION IN TANGANYIKA, DAR ES SALAAM

- Mr. Alfian Nasoro, memorandum (12 Sept.);
Mr. Lucas Kamili, letter (10 Aug.);
Jumuiat el Kadaria and 7 elders, letter (12 Sept.);
Tanganyika Government Trade Union, memorandum (12 Sept.);
Mr. Abubakar A. Saadallah el-Aman, 2 memoranda (6, 12 Sept.);
TATU, memorandum (26 Aug.);
East African Ahmadiyya Muslim Mission, memorandum (30 Aug.);
Asian Association, memorandum (19 Aug.);
Mr. Stephen Mhando, memorandum with correspondence attached (6 Sept.);
Mr. Shabani Shimbo Mgonja, memorandum (13 Sept.);
Watu wa Kilio cha Matogoro, memorandum (1 Sept.);
TANU Youth League, memorandum (12 Sept.);
TANU, memorandum (7 Sept.);
TANU (Elders' section), memorandum (7 Sept.);
TANU (Women's section), memorandum (7 Sept.);
Saidi Nassoro, memorandum with annexes (2 Sept.);
UTP, memorandum (7 Sept.);
Ukaguru Students' Association, memorandum (5 Sept.);
Augustino Lupindo, letter and 7 attachments (8 Sept.);
Syed Ali Reza, Mombasa, letter (28 Aug.);
Shia Imami Ismailia Central Political Committee for Tanganyika, Dar es Salaam, memorandum (11 Sept.);
UTP, Dar es Salaam, memorandum (10 Sept.);
TANU, Dar es Salaam, memorandum (7 Sept.);
TANU, Elders' Section, memorandum;
TANU, Women's Section, memorandum;
M. K. Bargash, M.L.C., Dar es Salaam, and 25 Arab citizens, memorandum;
African Parents' Association, memorandum (5 Sept.);

Northern Province

Catholic Mission, Ndareda, Arusha, memorandum (19 Aug.);
Chagga Council, Moshi, memorandum (12 Aug.);
KNCU, memorandum (12 Aug.);
Tanganyika National Society Arusha, memorandum (13 Sept.);
Farmers, Ol Molog, memorandum (11 Aug.);
Farmers, Magara-Dudumera-Kiru, Arusha, memorandum;
I. Noel Self, Arusha, memorandum (13 Aug.);
Meru Citizens' Union, Arusha, memorandum (13 Aug.);
TANU, Moshi, memorandum (13 Aug.);
TANU, Moshi, memorandum (12 Aug.);
Tanganyika Citizens' Union Moshi, memorandum (12 Aug.);
Masai Elders, Ngorongoro, memorandum (15 Aug.);
Sub-chief, Karatu, memorandum (16 Aug.);
Iraqw Farmers' Co-operative Karatu, memorandum (16 Aug.);
Serengeti Parks (park wardens' interview), memorandum.

Tanga Province

Mr. Lal Singh, letter with attachments (18 July);
TANU, memorandum;
UTP, memorandum;
TRADE UNIONS, memorandum;
Mr. Desai, M.L.C., memorandum;
Mr. Lait, letter;
Mr. Kallaghe, letter, letter (Washambaa representatives);
Mr. Kilango, letter (Kiswahili and English);
Mr. Kirama, letter (Kiswahili and English);
Mr. Glover, letter.

Lake Province

O. K. Muhammadi Chamba, Musoma, memorandum (2 Aug.);
J. M. Hamisi, Musoma, memorandum (29 July);
Wiziri Mohamed, Musoma, memorandum (10 Aug.);
I. C. Chopra, memorandum (17 Aug.);
Ranchhod Velji, memorandum and annexes (3 Aug.);
memorandum (5 Sept.);
Suleman Sanziyote and 64 others, memorandum (19 Aug.);
W. J. M. Ng'wanamashalla, Mwanza, memorandum (19 Aug.);
C. K. Patel, Mwanza, memorandum (19 Aug.);
Chief Charles and others, memorandum (19 Aug.);
Maruku N.F. Co-op Society, Bukara, memorandum (20 Aug.);
TANU, Bukoba, memorandum (15 Aug.);
Gabriel Busungu, Bukoba, memorandum (19 Aug.);
Buhaya N.A. Council, Bukoba, memorandum (20 Aug.);
Bukoba Native Co-op Union Committee, Bukoba, memorandum (20 Aug.);
Mabani Njanga Shinyanga, memorandum (5 Aug.);
Saidi-Maswanya Ali Shinyanga, memorandum.

Central Province

Medical Missionaries of Mary Singida, memorandum (18 Aug.);
Bishop Stanway, Dodoma (heard in Mwanza), memorandum (19 Aug.);
TANU, Singida, memorandum (20 Aug.);
Samuel Aaron and Michael Kitundu, memorandum (17 Aug.);
UTP, Singida, (24 Aug.);

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Michael Kitundo and Mohamed Mosamaki, memorandum (17 Aug.);
Jumaane Y. Gwao, memorandum (18 Aug.);
TANU, Dodoma, memorandum (24 Aug.);
TANU, Mpwapwa, memorandum (17 Aug.);
TANU, Manyoni, memorandum (25 Aug.);
UTP, Dodoma, memorandum (27 Aug.);
Mr. TAPSCOTT, Dodoma, memorandum (27 Aug.);
Chiefs, Kongwa, memorandum (28 Aug.);
TAC tenants, Kongwa, memorandum (28 Aug.).

Western Province

Nzega Chiefs Council, memorandum (23 Aug.);
John Baker, M.L.C., Nzega, memorandum (23 Aug.);
TANU, Nzega, memorandum (23 Aug.);
A.C. Bwanali Carere, Tabora, c/o TATU, memorandum (22 Aug.);
Tanganyika African Muslim Union, Tabora, memorandum (22 Aug.);
TANU, Tabora, memorandum, questionnaire (16 Aug.);
European Parents' Association, Tabora, memorandum (20 Aug.);
S. A. Kandoro, memorandum (22 Aug.);
TANU, Urambo (Swahili), memorandum (22 Aug.);
TANU, Ndala, memorandum (5 Sept.);
Wenaslas Zulakena Kigoma, memorandum (1 Sept.).

Southern Highlands Province

Unyiha Coffee Growers Head Office, Igamba Mbozi, memorandum (3 Sept.);
Utengule Usonwe Local Court, memorandum (4 Sept.);

Mbeya Township, memorandum (2 Sept.);
Mbeya Chamber of Commerce, memorandum (4 Sept.);
TANU, Iringa, memorandum (24 Aug.);
Sao Hill-Mufindi Farmers' Association, memorandum (29 Aug.);
Ibrahim Martin, Njombe, memorandum (31 Aug.);
J. E. F. Mhina Malangali, memorandum;
People of the Njombe District, memorandum;
TANU, Njombe, memorandum (31 Aug.);
Rungwe African District Council, memorandum (4 Sept.);
Pitalis Achacha, Iringa, memorandum (22 Aug.);
Cecil Mynah, Iringa, memorandum (23 Aug.);
John Baker, M.L.C., Iringa, 2 memoranda (23 Aug.);
TANU Iringa (dipping scheme), memorandum (22 Aug.);
Bakari Mwasandepa, Tukuyu, memorandum (10 Aug.);
Headman Mwakenja, Ibula village, Kiwira, memorandum (31 July);
Asagwile Mwamakula, Kiwira, memorandum (3 Aug.);
Simon R. M. Mwasongwe, Tukuyu, memorandum (9 Aug.);
M. R. Mashaka, TATU, Malangali, memorandum;
TANU, Tukuyu, memorandum (3 Sept.);
Rungwe African Co-op Union, memorandum (5 Sept.);
TANU, Chunya, memorandum;
African Digger Secretary, Chunya, memorandum (3 Sept.);
UTP, Rungwe, memorandum (5 Sept.);
Zuberi Mtemvu, Mbeya, memorandum (2 Sept., 5 Sept.);
African Moravian Church, Tukuyu, memorandum (3 Sept.).

Southern Province

Limpumburu, Masasi, memorandum (9 Sept.);
TANU, Nachingwea, memorandum (10 Sept.);

ANNEX III

CORRESPONDENCE EXCHANGED BETWEEN THE MISSION AND THE GOVERNMENT OF TANGANYIKA

Mwanza, 18 August 1957

Dear Mr. Leslie,

The United Nations Visiting Mission has recently received several requests from various political parties to attend public meetings. Before making a final decision with regard to these invitations, the Mission would be grateful to receive the comments of the Administration on this question at the earliest possible date.

Yours sincerely,

Mr. Leslie,
Liaison Officer,
Mwanza.

(Signed) MAX H. DORSINVILLE
Chairman

Provincial Office, Mwanza
20 August 1957

Your Excellency,

With reference to your inquiry on the subject, I am directed by the Tanganyika Government to advise you that it would much prefer it if the Mission would refrain from attending public meetings, rallies, conventions or social functions arranged by any political organization. If such organizations wish to make representations to the Mission they can present themselves by appointment at one of your hearings; but the Government is anxious for you to be spared the embarrassment of receiving any such representations in public or when you are in the position of guest and host. Clearly also if you accept

invitations from one such organization you would have to accept similar invitations by all so as to preserve your impartial position, and this would be almost impossible to arrange with absolute fairness, apart from overloading your programme.

I have the honour to be,
Your Excellency,
Your obedient servant,

(Signed) WALDEN
Senior Provincial Commissioner

His Excellency Monsieur Max Dorsinville,

ANNEX IV ESTIMATED CAPITAL REQUIREMENTS 1955-1965 (in pounds sterling)

1	Period 1955-1960			Period 1960-1965			Total additional requirements for 10 years 1955-1965 Cols. 5 and 6	Total additional requirement by Heads 8
	Provided in development plan 1955-1960 2	Balance required 3	Total requirements 4	Provision anticipated 5	Balance required 6	Total requirements 7		
A. COMMUNICATIONS								
1. Railways	3,000,000	—	3,000,000	—	9,000,000	9,000,000	9,000,000	
2. Harbours	—	2,500,000	2,500,000	—	3,000,000	3,000,000	5,500,000	
3. Roads	4,270,000	3,800,000	8,070,000	5,000,000	5,000,000	10,000,000	8,800,000	
4. Aerodromes	200,000	600,000	800,000	200,000	200,000	400,000	800,000	
								24,100,000
B. NATURAL RESOURCES								
1. Agriculture and veterinary	1,200,000	800,000	2,000,000	2,000,000	1,000,000	3,000,000	1,800,000	
2. Water supplies and irrigation	3,500,000	1,500,000	5,000,000	4,000,000	2,000,000	6,000,000	3,500,000	
3. Afforestation	250,000	150,000	400,000	250,000	500,000	750,000	650,000	
								5,950,000
C. MINERAL DEVELOPMENT	—	250,000	250,000	250,000	500,000	750,000	750,000	
								750,000
D. URBAN DEVELOPMENT								
1. Water supplies	2,450,000	1,000,000	3,450,000	2,000,000	500,000	2,500,000	1,500,000	
2. Sewerage and surface drainage	525,000	500,000	1,025,000	1,000,000	500,000	1,500,000	1,000,000	
3. African urban housing	970,000	—	970,000	—	500,000	500,000	500,000	
4. Miscellaneous	140,000	—	140,000	200,000	—	200,000	—	
5. Site development (industrial)	100,000	200,000	300,000	200,000	300,000	500,000	500,000	
								3,500,000
E. ELECTRICITY AND POWER	2,000,000	—	2,000,000	—	3,000,000	3,000,000	3,000,000	
								3,000,000
F. TOPOGRAPHICAL SURVEY	—	250,000	250,000	—	250,000	250,000	500,000	
								500,000
G. PUBLIC WORKS								
1. Staff housing	1,000,000	2,000,000	3,000,000	1,500,000	1,500,000	3,000,000	3,500,000	
2. Government buildings	950,000	1,000,000	1,950,000	1,000,000	1,000,000	2,000,000	2,000,000	
								5,500,000
H. SOCIAL SERVICES								
1. Medical buildings	1,400,000	800,000	2,200,000	1,750,000	500,000	2,250,000	1,300,000	
2. Education buildings	3,793,000	—	3,793,000	1,750,000	2,250,000	4,000,000	2,250,000	
3. Broadcasting	100,000	—	100,000	—	—	—	—	
								3,550,000
I. AGRICULTURAL AND INDUSTRIAL LOANS	—	500,000	500,000	1,000,000	500,000	1,500,000	1,000,000	
								1,000,000
TOTAL	25,848,000	15,850,000	41,698,000	22,100,000	32,000,000	54,100,000	47,850,000	47,850,000

The suggested capital requirements for this ten-year period have been divided into those needed during the first five years and those needed in the second five years. It will be noted that the periods relate to Government financial years—i.e., from 1 July to 30 June.

It is calculated that during the first period a total sum of £41.5 million, including the expenditure of £25.75 million forecast under the 1955-1960 Development Plan, can be spent. Towards this amount of £41.5 million, £23.5 million is expected to become available, the shortfall for the years 1955-1960 amounting to £18 million. It is expected that during the second period (1960-1965), £54 million is required, towards which £22 million is likely to become available from normal sources leaving a shortfall of £32 million. Thus, for the whole ten-year period the total deficit in funds amounts to approximately £50 million.

The plan has been drawn up for the fulfilment of only the most urgent projects for the welfare and economic progress of the Territory. It is within the works capacity of the Territory, not necessarily as that capacity stands at present, but on the assumption that during the next few years the capacity can be considerably augmented. There would, in fact, be no difficulty about augmenting works capacity provided that it was reasonably certain that a large programme loomed ahead.

It is difficult to calculate the recurrent expenditure that may result from the undertaking of this proposed programme. As regards railways, it must be accepted that during the second period (1960-1965), and for some years thereafter, the railways projects may not be fully economic, but the degree to which any losses may devolve either from the Government itself or upon the users of the railways is uncertain. As regards harbours, it is judged that the users of the ports will be the bearers of the increased cost and that the Government itself is not likely to be saddled with any recurrent burdens. It is also difficult to estimate the amount of additional recurrent expenditure which will result from the road programme envisaged but a reasonably close figure may be £750,000 per annum at the end of the ten-year period.

Turning to the other heads, it is clear that there will also be a considerable burden of recurrent expenditure arising particularly from the capital expenditure on social services, which may amount to approximately ten per cent of the total—i.e., £1.25 million. In other cases there should be little or no recurrent burden after the first few years. For instance, water supplies and a great deal of the urban development will be paid for by the consumers and ratepayers. At a very rough calculation it is suggested that the additional recurrent burden at the end of the ten-year period may amount to as much as £5 million per annum, but world prices of crops will have a marked effect on the viability or otherwise, within the period, of a number of the natural resources schemes.

A. Communications

1. *Railways.* The only items which have been inserted for railways and harbours projects are for those works which are not already included in the Development Plan of the East Africa Railways and Harbours Administration and exclude expenditure on such works as the reballasting or realignment of either the Central Line or the Tanga Line, the provision of additional facilities on the lakes, the building of a new railway station in Dar es Salaam, and the removal of the Mechanical Workshops to Morogoro. In the first period the only railway project which has been included is that for the extension of the Central Line to the northern end of the Kilombero Valley on the assumption that a large sugar undertaking will begin

operations there. It should be noted that included in the £9 million for the second period is provision for the extension of that railway to the head waters of the Kilombero Valley; for it is reasonable to assume that during the next five years sufficient progress will have been made with agricultural and hydrological services to provide the necessary data for the development of that area. The second project which is included in respect of the Korogwe-Morogoro or Korogwe-Kilosa link is in respect of it is estimated that a sum of nearly £6 million will be required. While at the present time there is no prospect of an economic return for a link between the Tanga and Central Lines, it is felt that within the ten-year period there is likely to be a demand for such a link not only on administrative grounds, but also in order to open out the country which would be traversed by such a railway.

2. *Harbours.* The problem of the development of the port of Dar es Salaam and the question of how many additional deep-water berths will be required within the next decade is a peculiarly difficult one. The estimate of the East Africa Railways and Harbours Administration, which has to some extent been confirmed by the Report of the Economist Intelligence Unit, is that there will be a five per cent cumulative increase in the traffic passing through the port. It can therefore be deduced that with the three deep-water berths now being built and the lighterage facilities available, no additional new work will be required for some years and the port capacity, which theoretically could amount to 1.5 million tons per annum, will be sufficient for some time. Nevertheless, there are serious factors which can be brought to bear in argument against this view. In the first place there are indications that traffic trends may be much greater than those at present calculated by the Railways and Harbours Administration. During the past six years—which is admittedly a very short period—there has been, exclusive of bulk oil traffic, a cumulative increase of 9 1/2 per cent per annum. It is considered also that if the development of the Territory quickens through the provision of new capital and the gradual implementation of the report of the Royal Commission, traffic in both imports and exports will very materially increase. It would not be unreasonable to assume that there will be a cumulative increase of 7 1/2 per cent per annum. In this assumption it has been taken into account that the Belgian traffic will increase very considerably in respect of both imports and exports. On this basis the amount of cargo, exclusive of bulk oils which would require handling by 1965, would be 1,675,000 tons. As this is an hypothetical exercise no firm reliance can be placed on these figures.

Nevertheless, there are many other factors which have to be considered in assessing the future of the Dar es Salaam port. It is calculated that with a struggle as much as 750,000 tons of cargo can be handled by lighterage, but this is a wasteful and uneconomic method of handling cargo and experience shows that even with the fleet available at present there are inevitable delays and difficulties. Lighterage needs a great deal of additional labour and many units of the lighterage fleet will before long require replacement. It is probably not prudent to calculate that more than 600,000 tons per annum can be handled by lighterage methods and an additional 600,000 tons handled at the three deep-water berths now under construction. In this connexion it should be noted that it will not always be possible for the Belgian berth to be used to its full capacity. An additional three deep-water berths would add to the capacity of the port some 675,000 tons, giving a total of 1,875,000 tons which will be more than the capacity which appears to be required. In that event the lighterage fleet could, if necessary, be reduced. For the foregoing reasons it is calculated that at least three additional deep-water berths will be required in the next ten years and that it may be necessary to start a fourth. Provision has been made as shown in the

schedule for the building of the first three. It would be logical and economical to continue building operations as soon as the existing three berths are completed, in which case the additional three envisaged would probably be completed by about 1962. If at that date there was spare capacity in the port, the lighterage facilities could be reduced and, in fact, may have to be reduced unless replacements are made.

It is estimated that the cost of the three berths will be approximately £4 million, of which £2.5 million will be needed in the first period. In addition, provision is made for increasing the capacity of Tanga port during the second period at the cost of approximately £1 million by extensions to the existing lighterage wharf and the erection of additional sheds on the quayside.

There are two smaller items which are nevertheless of great importance. The first is an estimated provision of £300,000, for the removal of the port facilities at Mwanza from their existing site to a new site a short distance to the south. The port installations cannot be extended on the existing site which is extremely cramped. The rebuilding of the port at Mwanza South would provide Mwanza with far better facilities and allow of the release of the existing port area for extremely valuable building sites. Lastly, provision is made for a sum of £200,000 for the building of a small port at Komba on Lake Nyasa. A recent survey by Messrs Halcrow at this Government's request has finally disposed of any hopes of building up the existing port at Itunge. The consultants have advised that a new port should be constructed on the north-east corner of the Lake at Komba. The need for a good outlet over Lake Nyasa for the produce of the Tukuyu and Mbeya districts has been felt for a long time. The Nyasaland Railways intend to increase the capacity of their fleet on the lake and it is thought that advantage should be taken of this improved economic transport.

3. *Roads.* Unless additional capital funds are obtainable it will not be possible within the next ten years to complete the projected programme to bring the roads system of the territory up to the required standard, and in particular it will not be possible to provide sufficient money for the construction of roads to newly developed areas.

A careful programme has been tentatively worked out, the details of which are shown in the road programme. The first objective is to complete the main system of roadways which is in fact a grid system consisting of four main roads running from north to south and three from east to west across the Territory. To accomplish this several millions of pounds will be required, as in some cases these roads do not exist and in others they only exist to a very poor standard frequently impassable during wet periods. The second objective in the programme is to provide bituminous stretches primarily on these main roads where traffic densities warrant them. In fact, it is expected that within this programme an additional 400 miles of bituminous roadway should be constructed. The third objective is to bring the township roads up to the requisite standard, particularly in the high density areas where there is a great backlog of work to be undertaken. Fourthly, large sums must be provided for the improvement of district roads and minor roads in order that these can be brought up to a reasonable standard so that both local produce and imported consumer goods may easily reach their respective markets. Lastly, but by no means least, a very large sum of over £2 million is set aside for the provision of roads to new productive areas whether of an agricultural, mineral or industrial nature.

The plan envisages a total expenditure of £18 million for the ten-year period. The programme is realistic and capable of being undertaken within the period. Not only has there been an increase in the capacity of both the Public Works Depart-

ment itself and of contractors, but the experience gained during the past decade has shown that reasonable roads can be constructed to a good gravel standard at no great cost and with no very great delay. The recurrent implications are not inconsiderable and will probably rise to about £750,000 per annum by 1965 in addition to existing expenditure.

4. *Aerodromes.* The Territory is moderately well served with aerodromes at the present time and has a number of aerodromes up to International F standard—i.e., capable of taking Dakotas. It is not thought likely that in the next ten-year period many aerodromes capable of taking large aircraft will be required. At such places as Tanga and Tabora, however, aerodromes for heavier aircraft will probably be required, and provision has been made in the plan for these extensions.

In addition, there are still a number of airfields which require to be brought up to full Dakota standard and many more which will be needed for the servicing of smaller planes.

B. Mineral development

It is considered that the Mineral Exploration Team, mentioned in paragraph 40 of the despatch,²¹ has rendered to the mining industry a valuable service in excess of the cost of its operations. Provision has therefore been made for the continuance of its activities during the next ten years.

C. Urban development

1. *Water supplies.* The increasing tempo of urbanization which has already taken place and which will doubtless be accelerated during the next ten years means that in a number of places the township water supplies will have to be considerably augmented. It is considered that insufficient capital is likely to be available from normal sources for this purpose during the next decade. In Dar es Salaam, for instance, it is likely that the new supply from the Ruvi River which is now being installed at a cost of approximately £1.5 million may have to be again increased by the provision of a second pipe-line which may cost a further £1 million. Moreover, apart from existing townships where supplies are likely to be deficient, it is expected that several new townships or settlements will spring up which will require proper water supplies.

2. *Sewerage and surface drainage.* A recent report by the medical authorities indicates that sewerage systems will have to be installed in Moshi, Arusha and Mwanza, and it is likely too that further extensions will be required both in Dar es Salaam and Tanga. The lack of surface drainage in a number of townships has always been a serious problem and additional sums will be needed for this purpose.

3. *African urban housing.* After the proposed African housing company becomes established it should be able to meet its obligations without any further capital expenditure over and above that which is envisaged for the first five-year period, but it may well be that as demand will exceed supply and the difficulties of establishing housing on a purely economic basis will continue, it may be necessary to inject further capital into the company during the second five years and for this purpose a sum of £500,000 has been included in the programme.

D. Electricity

The preliminary estimate by Mr. F. P. Egerton, C.B.E., of the cost of electrical development needed before 1963 was £4 million, of which the major item would be the future

²¹ United Kingdom, *Despatches from the Governor of Kenya, Uganda and Tanganyika and from the Administrator, East Africa High Commission, commenting on the East Africa Royal Commission 1953-1955 Report* (London, Her Majesty's Stationery Office, 1956), Cmd. 9801, pp. 164-165.

development of the Pangani Falls and a transmission line from the Pangani Falls to Dar es Salaam.

Surveys for this scheme are at present being undertaken by Messrs Balfour Beatty and Co., Ltd., the Electric Supply Companies' consultants, and it is likely that proper estimates will be ready at an early date. These may prove to be slightly in excess of Mr. Egerton's figure.

Whether the finance for this development is provided by the Electric Supply Companies or by the Government (and there would be certain advantages in this latter alternative), external finance will be needed. The figure of £2 million, which was inserted in the Development Plan, is the amount likely to be spent before 1960.

E. Topographical survey

It is evident that progress with the land usage schemes, which are envisaged, will be retarded unless accurate maps are available. A topographical survey of the Territory, mentioned briefly in paragraph 15 of the despatch, should be started without delay. Provision has therefore been made for as much of this work as it is considered possible to accomplish during the next ten years.

F. Public works

1. *Staff housing.* The sum of £1 million provided in the 1955-1960 Development Plan and an amount of £1.5 million suggested as being available for the period 1960-1965 for staff housing are quite inadequate, but it is difficult to see how more could be provided for this purpose in view of the urgency of other items. Ever since the war there has been a shortage of staff housing which still persists in spite of all efforts. During the first few years after the war difficulties were experienced through the lack of staff and building capacity, but now and in future years it is the absence of money which limits the number of houses that can be built.

At the present time there is a shortage of about 150 houses for officers recruited from overseas, and with the development of the Territory envisaged in this programme steady additional recruitment will be necessary if the plans are to be fulfilled. In addition, a large number of houses of an inappropriate and obsolete standard should be replaced at the earliest possible date. It has to be emphasized also that it is essential to provide an increasing quantity of staff housing for officers not recruited from outside the Territory, particularly in those places where accommodation cannot be rented. This applies to all out-stations and a number of other places. The figure set out of £6 million for a ten-year period is considered to be realistic.

2. *Government buildings.* As with housing it has not been possible to provide sufficient or suitable offices for the Civil Service. In Dar es Salaam there are many buildings of a temporary nature and others quite inappropriate to the needs of a modern service. It is intended to replace all these over a period of years and to include in the programme a new

Legislative Council building and a new High Court. When the plans were originally formulated it was estimated that the total cost would be £1 million, but it is now doubtful whether the project can be completed for under £1.5 million. In addition, it is most essential to provide suitable office accommodation not only to meet the existing deficiencies in up-country stations, but also to meet the needs of a growing Civil Service. A large number of District Offices, Provincial Headquarters, County Council buildings, Town Council buildings, Court Houses of Magistracy, Stores, Workshops and Depots are required.

G. Social services

1. *Medical buildings.* The lack of adequate hospitals in the Territory has long been a matter of reproach to the Government. Owing to capital expenditure upon projects which will bring more immediate wealth to the Territory it has not been possible to enter upon a full-scale building programme for hospitals, and it will be necessary to add to the likely provision in order that a reasonable programme may be achieved within the next ten years. Included in this tentative programme is the completion of the large new hospital in Dar es Salaam which is in the process of erection, complete new large-scale units at Mwanza and Tanga, a number of district hospitals, tuberculosis sanatoria, leprosanatoria and other medical buildings. A large amount of capital expenditure is required in order that medical training may be undertaken on a proper scale.

2. *Education buildings.* No additional funds during the first five years have been suggested as necessary for there is already a large programme contemplated including the European type school at Iringa and a considerable programme of capital works to be undertaken by the European and Indian education authorities in addition to the provision of many more schools for African education. It has to be noted that with the exception of primary schools in urban areas, no provision is included in this programme for African primary education as this is the responsibility of the local authorities.

During the second period it is suggested that an additional £2.25 million will be needed over and above the £1.75 million which it is expected can be provided. During this period also it is expected that more immediate attention will have to be paid to higher education.

H. Agricultural and industrial loans

Apart from the Land Bank and small revolving loan funds — one for African agricultural projects and the other primarily for African industrial purposes — no forms of Government credit facilities exist. It is thought that during the next ten years it will be essential to increase the availability of agricultural and industrial loans, and for this purpose it is suggested that a further £1 million will be needed over and above that which can probably be provided from existing sources.

ANNEX V STATISTICS ON EDUCATION

No. SSC.23/046

The Ministry of Social Services
Dar es Salaam
13 September 1957

The Secretary,
United Nations Visiting Mission
Dar es Salaam

Sir,

I have the honour to forward seven copies of tables illustrating the development of African education in Tanganyika during the past ten years.

I should be grateful if these tables could be passed to members of the Mission before the meeting with the Minister of Social Services on 14 September in order that they may have an opportunity of studying the figures in advance.

The tables are as follows:

- (a) Comparative statistics of African education since the first year of the ten-year plan — 1947;
- (b) Figures showing the percentage enrolment between standards;
- (c) Percentage of children in primary age group attending primary schools;
- (d) Wastage in primary schools;
- (e) "Empty places" in middle and secondary schools;
- (f) Comparative expenditure during the past ten years;
- (g) Students on overseas courses;
- (h) African students attending post-secondary courses financed by Government or C.D. and W. funds.

I have the honour to be, Sir, Your obedient servant,

MINISTERIAL SECRETARY

DEVELOPMENT OF AIDED AND MAINTAINED SCHOOLS 1947-1957

Type of school and standard	Enrolment 1947			Ten-year plan target for 1956			Enrolment 1957 (Jan.)		
	Boys	Girls	Total				Boys	Girls	Total
Primary									
I	34,139	15,077	49,216		123,000		69,794	39,140	108,934
II	21,281	8,001	29,281		80,000		64,759	32,268	97,027
III	15,949	4,652	20,601		60,000		57,236	25,289	82,525
IV	11,568	2,378	13,946		47,000		53,440	19,533	72,973
TOTAL (a)	82,937	30,108	113,045 ⁱ		310,000 ⁱⁱ		245,229	116,230	361,459 ⁱⁱⁱ
District				Boys	Girls	Total			
V	5,370	939	6,309	—	—	—	1,799	299	2,098
VI	3,324	453	3,777	—	—	—	1,871	263	2,134
TOTAL	8,694	1,392	10,086	—	—	—	3,670	562	4,232
Middle									
V	—	—	—	7,760	1,640	9,400	8,265	1,709	9,974
VI	—	—	—	7,760	1,640	9,400	7,286	1,611	8,897
VII	—	—	—	5,690	960	6,650	6,091	1,197	7,288
VIII	—	—	—	5,690	960	6,650	4,745	1,017	5,762
TOTAL	—	—	—	26,900	5,200	32,100	26,387	5,534	31,921
TOTAL (b)	8,694	1,392	10,086	26,900	5,200	32,100	30,057	6,096	36,153 ⁱⁱⁱ
Secondary									
VII	537	29	566	800	70	870	31	0	31
VIII	418	11	429	800	70	870	193	0	193
IX	263	—	263	700	60	760	1,398	119	1,517
X	205	—	205	700	60	760	1,112	88	1,200
XI	36	—	36	200	30	230	166	14	180
XII	30	—	30	200	30	230	147	5	152
TOTAL (c)	1,489	40	1,529	3,400	320	3,720	3,047	226	3,273
GRAND TOTAL (d) + (b) + (c)	93,120	31,540	124,660	—	—	345,820	278,333	122,552	400,885

ⁱ Separate totals for aided and unaided schools by standards not available in 1947. These totals include 12,689 pupils in unaided schools.

ⁱⁱ Separate figures for boys and girls were not given in the revised ten-year plan.

ⁱⁱⁱ Includes 6,951 in primary unaided schools and 2,064 pupils in unaided district and middle schools.

Percentage of Standard IV enrolment to Standard I enrolment

(a) At commencement of ten-year plan — 1947

Standard I — 49,216;
Standard IV — 13,946;
or 28 per cent.

(b) At end of ten-year plan 1956

Standard I — 110,000;
Standard IV — 64,300;
or 58 per cent.

(c) In first year of five-year plan — 1957

Standard I — 108,934;
Standard IV — 72,973;
or 67 per cent.

Percentage of standard VIII to standard V enrolment

(a) At commencement of ten-year plan — 1947

Standard V — 6,309;

Standard VIII — 429;
or 6.8 per cent.

(b) At end of ten-year plan — 1956

Standard V — 9,408;
Standard VIII — 4,695;
or 49.9 per cent.

(c) In first year of five-year plan — 1957

Standard V — 12,072 (including 64 schools which have not yet reached standard VIII);
Standard VIII — 5,955;
or 49.3 per cent.

Comparison of secondary education

(a) At commencement of ten-year plan — 1947

Standard IX — 263;
Standard X — 205;
Standard XII — 30.

(b) At end of ten-year plan — 1956

Standard IX — 1,287;
Standard X — 832;
Standard XII — 133.

(c) In first year of five-year plan — 1957

Standard IX — 1,517;
Standard X — 1,200;
Standard XII — 152.

After two years of secondary education, there is a territorial examination, from the results of which selection is made both for further academic education and for the various departmental training courses. The majority of those who do not proceed to standard XI enter professional training courses such as medical, veterinary, agriculture survey, railways, post office, etc.

Percentage of children in 4-year primary age group attending primary schools (excluding "bush" schools)

1948

Estimated number in 4-year age group — 733,500;
Number enrolled standards I-IV — 131,990;
or approximately 18 per cent.

1954 (Visit of previous U.N. Mission)

Estimated number in 4-year age group — 808,400;
Number enrolled standards I-IV — 275,000;
or approximately 34 per cent.

1956 (end of ten-year plan)

Estimated number in 4-year age group — 832,800;
Number enrolled standards I-IX — 336,079;
or approximately 40 per cent.

TABLE TO ILLUSTRATE WASTAGE IN PRIMARY SCHOOLS BETWEEN STANDARDS I AND IV

Year	Standard I	Standard II	Standard III	Standard IV	Notes
1947	49,216				
1948	56,205	33,547			
1949	53,563	33,848	25,737		
1950	58,180	40,201	30,464	23,142	Wastage 1947-1950 : 53%
1951	67,158	47,373	35,788	28,091	
1952	76,661	54,710	42,506	32,983	
1953	85,173	65,804	49,973	39,869	
1954	93,297	73,498	59,843	48,990	
1955	103,312	80,283	69,141	57,353	
1956	110,034	80,283	73,806	64,319	
1957	108,934	97,027	82,525	72,973	Wastage 1954-1957 : 22%

FIGURES TO ILLUSTRATE THE NUMBER OF "EMPTY PLACES" IN MIDDLE SCHOOLS (EXCLUDING DISTRICT SCHOOLS) AND IN SECONDARY SCHOOLS, JANUARY 1957

A. MIDDLE

Standard V				Standard VI				Standard VII				Standard VIII			
Number of classes	Potential roll at 26	Actual roll	Empty places	Number of classes	Potential roll at 26	Actual roll	Empty places	Number of classes	Potential roll at 26	Actual roll	Empty places	Number of classes	Potential roll at 26	Actual roll	Empty places
277	9,972	9,974	—	270	9,720	8,897	823	239	8,604	7,288	1,316	213	7,668	5,762	1,906
Total number of empty places : 4,045															



INTRODUCTION

6. While, as has been stated above, the Administering Authority welcomes the report as a helpful and constructive document, there are some conclusions and recommendations which it finds itself unable to accept without qualification. Attention will be drawn to these points in the following comments.

GENERAL PROGRESS (paragraphs 37-45)

7. As has been said above, the Administering Authority welcomes the Mission's general endorsement of the Government policy in this field. It also notes the Mission's view that in assessing the political situation in the Territory due account should be taken of the fact

11. The Administering Authority has consistently affirmed that its policy for the Territory is to promote by all possible means the aims of the international trusteeship system. The aim in the political sphere is the promotion of the political advancement of the inhabitants of Tanganyika and their progressive development towards the ultimate objective of the trusteeship system, viz. self-government or independence. As the United Kingdom representative on the Trusteeship Council explained during the course of his statement to the Council on 19 June 1957 (which statement was of course made with the authority of Her Majesty's Government), the Administering Authority believes that it can safely rely on the terms of the Trusteeship Agreement in defining its general policy. This indeed was the theme of the speech delivered by the Secretary of State for the Colonies before members of the Legislative Council and others in Dar es Salaam on 28 October 1957, when he reaffirmed the clear purpose of Her Majesty's Government to administer Tanganyika under the terms of the Trusteeship Agreement. He also indicated certain fields of achievement towards which policy should be directed, and pointed out that the progress made in these fields would provide a guide to

the readiness of the peoples of the Territory to assume increasing responsibility for its government. The terms of the Secretary of State's speech were made widely known throughout the Trust Territory, and the Council may rest assured that such statements of policy will always be disseminated in order to ensure that there is no misunderstanding of the aims and objectives of the Administering Authority.

12. As an example of this during 1957, the Governor addressed all Provincial Commissioners and District Commissioners and most of the Chiefs and enjoined them to make the position and policy of the Administering Authority clear to their people at *barazas*.

13. All major statements of policy have been given the widest publicity both in the English and in the vernacular press and by way of broadcasts by the Tanganyika Broadcasting Corporation. Many thousands of copies of major speeches by the Secretary of State and the Governor were distributed throughout the Territory, both in English and in Swahili translation. Such publicity will, of course, continue to be accorded to the declared policy of the Administering Authority and to the principles of the United Nations Charter upon which it is based, and the Trusteeship Council may rest assured that the importance of making Government's intentions clear is very much in the mind of the Government of Tanganyika.

CONSTITUTIONAL ARRANGEMENTS (paragraphs 46-72)

(a) *Development of the Central Government* (paragraphs 46-48)

14. Attention is drawn to a small error in paragraph 46 of the Report. The present composition of the Executive Council is nine (not eight) official members, comprising the Chief Secretary, the Attorney General and seven Ministers. Moreover, an additional unofficial member of Executive Council, who is an African, has been appointed since the Mission left the Territory.

15. At the present time the membership of the Legislative Council consists of a speaker, and on the Government side, thirty-four members comprising the nine official members of Executive Council, six unofficial Assistant Ministers, five other officials and fourteen other unofficials. Eleven of the unofficials on the Government side are at present Africans. On the representative side there are eleven Africans, eleven Asians and eleven Europeans.

16. In paragraph 48 of the Report reference is made to the role of the African Assistant Ministers. The Administering Authority is glad to note that the Mission was aware that it was witnessing the beginning of an experiment and "that the Assistant Ministers were not yet fully conversant with ministerial affairs and that their role would be increased as their ministerial training developed". The statement made to the Mission and recorded by them, that all the African Assistant Ministers only deal with African affairs in their respective Ministries is incorrect and in order that there

shall be no misunderstanding on this point it is deemed desirable to set out the position in some detail.

17. In his address to members of the Legislative Council on 30 April 1957, the Governor stated that Assistant Ministers would be expected to relieve Ministers of many of the executive and administrative responsibilities for the departments allocated to them. In choosing those departments the Governor had in mind the fact that their activities affected directly large sections of the population. The Governor went on to explain that Assistant Ministers would speak for their departments in Legislative Council and would travel widely throughout the Territory so as to acquire first-hand information about public opinion and to explain Government's policies. In the opinion of the Administering Authority this account of the functions and duties of the Assistant Ministers can, and should, be interpreted as indicating that Assistant Ministers are associated with all aspects of Government's policies affecting all sections of the population. More specifically two of the African Assistant Ministers (namely, those dealing with Lands and Social Development) are concerned with subjects which affect all sections of the population. Furthermore although the African Assistant Minister for Natural Resources deals primarily with the African Productivity Schemes for the time being, this is only because these schemes are, as the Mission has recognized, of such cardinal importance to the development of the Territory that they are more than sufficient to occupy all his energies. He does, however, concern himself with all aspects of the work of the Ministry for Natural Resources.

18. It is, however, true that one African Assistant Minister is, for the present, dealing almost exclusively with African education, but this is merely because this subject is considered sufficiently important and comprehensive to justify his whole-time attention.

19. Bearing in mind that the Assistant Ministers were only appointed on 1 July 1957, and that they had been functioning for less than 2 1/2 months when the Mission left the Territory, it need only be added that the functions of Assistant Ministers are kept constantly under review and will be varied if and when the public interest requires this.

(b) *Further Constitutional Progress* (paragraphs 49-53)

20. The Administering Authority has no comments on these paragraphs.

(c) *Programmes of the main political parties* (paragraphs 54-62)

21. In paragraph 56 the Mission records that the President of TANU indicated to the Trusteeship Council in June 1957, "that TANU was prepared to open its membership to representatives of all races who would sincerely accept in practice the promotion of African interests on the basis of equality and the achievement of their objectives". So far as the Administering Authority is aware membership of TANU is still limited to Africans. The President has not repeated his statement in the Territory and there is no indication that

any steps are being taken to give effect to the President's declared intention; nor has any intimation been given, either to Government or to the public that any such steps are contemplated.

(d) *Views of the Government and the Administering Authority* (paragraphs 63-66)

22. The Administering Authority has no comment on these paragraphs.

(e) *Conclusions of the Mission* (paragraphs 67-72)

23. The Administering Authority appreciates the congratulations of the Mission upon the introduction of the electoral system for the Legislative Council.

24. The Administering Authority, however, must record with regret that it finds itself unable to agree with the majority opinion of the Mission in paragraph 70 that the obligation to vote for representatives of each race (where elections are contested in any constituency) should be modified before the elections have been held.

25. When it became apparent, as a result of representations made during the second half of 1957, that there was a measure of opposition to this provision, consideration was given to the possibility of modifying it. But the Administering Authority reached the conclusion that it would not be in the public interest to make any such change and that, in any event, it would be hardly feasible at this late stage. In reaching this conclusion the Administering Authority was guided by the following considerations. Bearing in mind that these will be the first central government elections ever to be held in Tanganyika the Administering Authority is of the opinion that the compulsory tripartite vote will, in the circumstances prevailing at present, have the advantage of encouraging racial moderation on the part of all candidates for contested seats, and that it, therefore, has sufficient merit to warrant giving it a trial. Moreover, this is but one detail of the electoral arrangements, which were accepted unanimously by the Legislative Council only seven months ago and after the public had been given ample opportunity of considering them.

26. Moreover, the review of the parity arrangements to be undertaken by the Constitutional Committee to be appointed in the autumn of 1959 will, of necessity, include a review of the application of this particular provision.

27. The Administering Authority is also unable to accept the suggestion in paragraph 70 that the required qualifications for voters should be "liberalized". The Administering Authority's reasons for accepting a "qualitative franchise" at the present time are correctly recorded in paragraphs 50 and 51 of the Report. Irrespective of the merits of the suggestion that the franchise should be "liberalized" before it has even been tried, it would be quite impracticable to consider any such step at the present time, bearing in mind that the registration of voters for the elections planned for September 1958 (which the Mission itself considers that

it would be undesirable to postpone) has already been completed on the basis of the present qualifications.

28. In paragraph 72 of the Report the Mission expresses the hope that the Administering Authority will be able to adopt for the future a system of broad universal adult suffrage with secret ballot. It should, of course, be emphasized here that the proposed elections in 1958 and 1959 will all be conducted on the basis of a secret ballot.

29. As regards the franchise itself, it is in the view of the Administering Authority, as emphasized by the Governor in his address to Legislative Council on 17 September 1957, that the introduction of a qualitative franchise on the basis of a common roll represents a great step forward in the constitutional advancement of Tanganyika towards responsible government. The Administering Authority believes that it would be premature at this stage to forecast the timing of the various phases of constitutional development, such as, for example, a widening of the franchise, or to attempt to estimate the rate at which such developments will occur.

POLITICAL LIFE OF THE TERRITORY (paragraphs 73-94)

30. The Administering Authority fully endorses the disappointment voiced by the Mission in paragraph 74 of the Report at certain ill-judged opposition to government schemes designed to benefit the inhabitants of the Territory and to improve their economic position. The Administering Authority shares the view of the Mission that political advance, for which, as the Mission recognizes, there is an increasing African demand, cannot effectively proceed except upon the basis of sound economic development which requires the active support and participation of all sections of the population.

31. In paragraph 75 of the Report reference is made to the claim of the Meru Citizens Union that it has a membership of 6,000 out of a total of 36,000 members of the tribe. It should be pointed out that this membership claim is greatly exaggerated. Membership of the Union is almost exclusively confined to adult males of whom there are not more than 7,000; and of these 7,000 taxpayers, not more than 1,000 are members of the Meru Citizens Union.

LOCAL GOVERNMENT (paragraphs 95-107)

32. The Administering Authority presumes that the reference in paragraph 96 to "African District Councils" is intended to be a reference to "Native Authority Councils" which is the correct description of these bodies.

33. The informal Provincial and District Advisory Councils referred to in paragraph 97 are not, as might be inferred from the context, local government bodies, and are in fact local multi-racial bodies which advise the central government through its Provincial and District Commissioners.

34. It is incorrect to suggest, as is stated in para-

graph 101, that the South East Lake County Council (not the East Lake County Council) has not survived. That it has, indeed, "found itself too unwieldy and too remote from the people" might more properly be described as a weakness rather than as a failure. The Council is still in existence, though its future is receiving careful consideration.

35. On 10 July 1957, the Trusteeship Council endorsed the policy of setting up District Councils and in paragraph 107 of the Report the Mission has urged that this development should be accelerated. As the Trusteeship Council is aware, it is Government's intention to make it possible for these District Councils to be established on a non-racial basis so that non-African interests may be appropriately represented where they are sufficiently extensive to justify this.

36. The Trusteeship Council will wish to be aware that on 13 December 1957, the Legislative Council passed the Local Government (Amendment) Ordinance 1957 which enables these District Councils to be established. But the statement made in paragraph 101 of the Report that following upon the passing of this amending legislation "it was intended to establish District Councils as rapidly as possible, particularly in twenty-seven Districts where non-Africans had already been co-opted to 'Native Authorities'" is liable to misinterpretation. This statement suggests that the question as to whether a District Council shall be established in any particular District is a matter for decision by the Central Government, whereas it is clearly provided in the Ordinance that no District Council shall be established until the Minister for Local Government and Administration has satisfied himself that there is a general wish among the local people for the establishment of such a District Council. In each case the instrument establishing a District Council must be approved by the Legislative Council. It is certainly to be hoped that the peoples of a large number of districts will appreciate the advantages of this modernized form of local government and will request its establishment in their districts.

37. It may be mentioned that, at the present time, non-Africans have been invited by the Native Authorities to sit with them in thirty districts—not twenty-seven as stated in the Report.

38. The Local Government Elections (Urban Areas) Ordinance extends the franchise to all persons (who otherwise qualify) over the age of 21 years and not 25 as stated in paragraph 103 of the Report. Elections have already been held in Arusha and Morogoro and it is now hoped that, in addition to Dar es Salaam, urban elections will also be held in Lindi and Dodoma in 1958. It is also hoped to set up a new Town Council at Tabora on 1 July 1958.

39. While it is true that only two Local Councils have been established (at Mafia and Newala) the Administering Authority is unable to agree with the statement in paragraph 106 of the Report that there has been slow progress in the establishment of "Native and Local Council", by which is presumably meant "Native Authority Councils". As recorded in para-

graph 97 of the Report, there has been a progressive development of the traditional system of local government "which has been taking place at an increasing rate since the Second World War". There are, in fact, some 2,500 of these Councils in existence, in all of which there is an elected element. The Administering Authority welcomes the emphasis placed by the Mission in paragraphs 106 and 107 on the need for effective local government units as a basis for stability and good government. As the Secretary of State for the Colonies said in his speech in Dar es Salaam in October 1957, "every great nation that has survived the pitfalls of constitutional advance has invariably done so only when it has based its national institutions on well tried local authorities and local institutions". The Administering Authority fully shares the views of the Mission that for the work of national leadership to be done effectively there must be the opportunity for the inhabitants of the Territory to acquire the necessary experience in local government institutions.

40. In paragraph 107 the Mission also stresses that urgent attention should be given to establishing "additional organs whose functions would relate to areas substantially greater than those of districts". The Trusteeship Council will be aware from the Governor's Address to Legislative Council on 17 September 1957, that this problem is receiving close attention. In his Address the Governor stressed the desirability of providing for a further measure of effective decentralization from Dar es Salaam. Following a visit to the Territory by the Head of the African Studies Branch of the Colonial Office, this problem is receiving very urgent attention and a Senior Provincial Commissioner is devoting himself full time to the consideration of various proposals.

CIVIL SERVICE (paragraphs 108-116)

41. The Administering Authority is glad to note the recognition by the Mission in paragraph 115 "that the Government is making a sincere effort to develop the Civil Service on a non-racial basis". As stated by the Governor in his Address to the Legislative Council on 17 September 1957, it is the policy of the Government of Tanganyika "to do everything possible to recruit local candidates for Government service".

42. The statement, in paragraph 108, that "expatriate allowances are added (to basic salaries) for overseas recruits" requires qualification. The position is that inducement allowances are only payable when it would not be possible to recruit candidates with the required qualifications from overseas at the basic salary rates.

43. The statement in paragraph 109 that "the great majority of Africans...hold clerical posts in the Subordinate Service, a non-pensionable lower-grade category" is inaccurate. In fact, of the 1,775 Africans employed as clerks in Government service, only 326 are on Subordinate Service terms. The remainder are pensionable and are paid on the higher "E" scales. The vast majority of posts in the Subordinate Service are non-clerical.

44. The Administering Authority entirely agrees with the opinion of the Mission, expressed in paragraph 115, as to the importance of an adequate programme of technical training and of general education "in order to increase more rapidly the number of Africans occupying senior posts".

45. The Administering Authority wishes to stress, however, that the solution of this problem requires, not only an expansion of training facilities but also a substantial increase in the number of African candidates coming forward with the requisite basic educational qualifications and the necessary personal qualities of character and integrity. The Trusteeship Council will, however, wish to be aware of the steps which the Government of Tanganyika has already taken to prepare such a programme of further training. Towards the end of 1957 facilities to enable local officers to acquire higher education or training (both within East Africa and overseas) to equip themselves to fill more senior posts were considerably expanded. Funds to provide training overseas for serving officers, and for new candidates for appointment to the service, have now been largely centralized into a single Government Bursaries Fund controlled by a Government Bursaries Committee. At the same time the Territorial Standing Committee on Training, established in 1954, in accordance with the recommendation of the Commission on the Civil Service of the East African Territories, was reconstituted to advise on all aspects of implementing the policy that the Public Service should ultimately be staffed from the Territory's own resources without lowering existing standards. It is to be hoped that these measures will lead to a considerable expansion from 1958 onwards in the number of serving local officers to be sent for further training to fit themselves for higher posts, as well as in the number of local candidates from outside the service to be given the necessary training for first appointment to such posts. The Trusteeship Council will be glad to know that the number of Africans occupying posts with Senior salary scales has now risen to 155, as compared with 142, the figure quoted in paragraph 109 of the Report. In addition, there are twenty-five Tanganyika Africans occupying comparable posts in the High Commission services and fourteen Africans serving in comparable posts with Local Government bodies and Native Authorities.

46. Moreover, there is an ever-increasing number of educated and qualified Africans who prefer, and have secured, responsible employment with large commercial and trading concerns, with co-operative societies and on, for example, sisal plantations. The Administering Authority is of the opinion that it is equally important to encourage the employment of Africans in responsible positions in these fields and that it would not be in the best interests of the Territory if all educated and professionally qualified Africans were to be employed by the Government. Thus the number of Africans employed in higher posts in Central Government and Local Government is only one of the criteria by which this matter should be judged and does not in itself serve as an accurate barometer for measuring the advance-

ment of educated and qualified Africans in the general life of the Territory. As the Trusteeship Council is aware, it is the definite and declared policy of the Administering Authority to fit Africans for advancement in all fields of economic endeavour and to equip them to replace those of other races whenever possible. Particular reference is invited to the steps being taken by the Government of Tanganyika to equip Africans to take over, as soon as may be possible, full responsibility for the affairs of such organizations as, for example, the Makonde Water Corporation.

47. The Training Centre at Pasiansi is for the training of the employees of Local Government Authorities in the Lake Province and not for those of the Central Government, as might be inferred from paragraph 110. In any event the Training Centre at Pasiansi was recently closed down because of temporary staffing difficulties. The closure has given an opportunity for a review of its future having regard to the enlarged facilities available at the Local Government School at Mzumbe which may prove adequate for the training needs of the Territory as a whole.

48. In paragraph 111 it is recorded that the African representative members of Legislative Council made a number of representations to the Mission as follows:

- (a) increased opportunities for study abroad by selected African students, including persons at present in the Civil Service;
- (b) expansion of the facilities at the Local Government School at Mzumbe to include the training of civil servants;
- (c) inter-departmental training aimed at selecting and preparing suitable African civil servants for senior posts;
- (d) provision of training facilities in public administration at the University College of Makerere;
- (e) establishment by the College of a department of extra-mural studies in the Territory and, finally
- (f) the creation of a Tanganyika university as soon as possible.

49. The Administering Authority's comments are as follows:

- (a) the steps taken to meet this need are set out in paragraph 45 above.
- (b) Mzumbe, like Pasiansi, is for the training of Local Government employees, though on a territory-wide scale. The Mission may not be wholly aware of the not inconsiderable range of training facilities for Central Government employees already in existence in the Territory. The time at the disposal of members of the Mission did not, it is appreciated, permit them to visit many of the centres at which these facilities are provided and it may, therefore, be appropriate to refer to some of them. They include the Agricultural School at Ukiriguru in the Lake Province, the Natural Resources School at Tengeru in the Northern Province, Teacher Training institutions at Mpwapwa, Mwanza and Mbeya, the Forest School of Olmotonyi in the

Arusha District, and facilities for the training of Medical Assistants and Nurses at Dar es Salaam, of Malaria Assistants at Amani, of Assistant Health Inspectors at Kongwa, of Nurses at Moshi, Tanga and Tukuyu, of Veterinary personnel at Mpwapwa, of Engineering Assistants at Tabora, and of the Police at Moshi. It will thus be seen that there are considerable facilities available within the Territory, covering a wide range of professions and skills, which enable an increasing number of Government servants to obtain wider experience and qualifications.

(c) It is presumed that the reference to inter-departmental training really means intra-departmental training. Specific provision has, in fact, recently been made for such intra-departmental training of officers for senior posts in the following circumstances:

(i) To train serving officers of local origin for posts not requiring formal training courses or qualifications but merely experience, aptitude and a good working knowledge of a particular subject;

(ii) To provide the necessary training or experience for newly appointed officers of local origin who hold the necessary academic qualifications required for a senior post (e.g., a Makerere degree) but who lack the additional professional experience or training normally required for appointment to the substantive post concerned.

(d) The question of courses in Public Administration at Makerere is an inter-territorial matter which is under review by the East African Governments with a view to assessing the requirements more accurately than has hitherto been possible. When the views of the Governments are known, it will be for the College Council to consider the arrangements best calculated to meet the needs of the Territories.

(e) At the present time Tanganyika does not participate in the facilities offered by the Department of Extra Mural Studies at Makerere because other aspects of education have a higher claim on the limited funds now available, especially as the need is, for the time being at any rate, being partly met by courses run by the Social Development Department and the British Council.

(f) As regards the reference to a University in Tanganyika, the Trusteeship Council is referred to the comments of the Administering Authority in paragraph 199 of these observations.

50. Paragraph 112 of the Report contains a reference to a complaint by the Tanganyika African Government Servants Association that the interests of African officials in respect of appointments and promotion are often neglected "as their non-African superiors in the hierarchy tended to favour people of their own race". There is also a reference to "favouritism" in paragraph 115. The Association also expressed the belief that there were several posts such as District Assistants, Office Superintendents, Labour Officers, etc., which did not, in the Association's view, require high qualifications and could readily be filled by Africans.

51. The Administering Authority is confident that the Public Service Commission of the Territory makes its recommendations on a strictly non-racial basis, but the Government of Tanganyika watches over this matter most vigilantly and will continue to do so. The Commission advertises all vacancies which it considers can be filled locally, otherwise than by promotion within the Department concerned. Recent advertisements calling for applications for the post of District Assistant Office Superintendent and Labour Officer elicited little response from Africans. Only one African (from Kenya) applied for the post of District Assistant; twelve replies to an advertisement for the post of Labour Officer included two Africans, of whom one was from Kenya. The only Tanganyika applicant had failed to secure promotion to the Upper Division of the clerical service. In the event no local applicant was found suitable and the post is being filled from overseas. It is pertinent to note that one African is being trained as a Labour Officer and it is hoped to encourage suitable Makerere graduates to undergo similar training. As regards the post of Office Superintendent, four advertisements during the past two years produced replies from 119 applicants, none of whom were Africans. As the Government of Tanganyika has already stated, and this is recorded in paragraph 113 of the Report, "the main obstacle to the admission of more Africans to higher posts is the inadequate number of Africans holding the necessary educational qualifications". In referring to the advancement of Africans, the Secretary of State for the Colonies said in his speech in Dar es Salaam in October 1957, as is quoted elsewhere in these observations, "No African in Tanganyika need fear that any obstacle of any kind will be placed in his way in his genuine efforts to equip himself for wider and greater responsibility".

52. The Administering Authority agrees with the view expressed by the Mission in paragraph 116 that "the representative of the Administration, whatever his grade may be, plays an important role in the life of the country". It is for this reason that in its terms of reference the Standing Committee on Training is enjoined to have regard to the need for not "lowering existing standards" in pursuing the aim of the Administering Authority that the Public Service of Tanganyika should be staffed from the Territory's own resources. Public Servants have a most important part to play in evolving a balanced society in Tanganyika and in ensuring that all the inhabitants rise above prejudice and purely sectional interests.

II. ECONOMIC ADVANCEMENT (paragraphs 117-366)

GENERAL (paragraphs 117-121)

53. The Administering Authority welcomes the time and thought devoted by the Mission to their study of the economic and financial situation of the Territory.

54. As the Mission states in paragraph 45, "the rate of advancement in the economic, social and educational field will, moreover, apart from being greatly affected by territorial political conditions themselves,

undoubtedly be influenced by the availability of financial and other resources and the capacity and willingness of all sections of the population to adapt themselves wholeheartedly to new standards of life and to transformed social, economic and political conditions and relationships". The Administering Authority has always been of the opinion, which it is glad to note is shared by the Mission, that a firm economic foundation is a necessary condition of progress in all other fields of endeavour. In the words of the Secretary of State for the Colonies in his speech in Dar es Salaam in October 1957, the policy of the Administering Authority in Tanganyika is first directed towards "greatly increased economic development without which no political advance can be built on anything except the most unsure foundations". The Secretary of State added that the standing of any country was precarious "when its economic situation becomes parlous or extreme".

55. In paragraph 118 reference is made to the Governor's remarks in his Address to the Legislative Council on 17 September 1957, and it is stated that he pointed out that "Government revenue had in recent years increased rapidly and was now more than three times the level prevailing in 1957". This is obviously a misprint for 1947, which was the date referred to by the Governor.

56. In paragraph 120 the Mission notes with satisfaction signs of considerable economic development but indicates that it was impressed "by the lack of uniformity of this economic development, geographically, industrially and racially".

57. In paragraph 121 the Mission commented that "it could not escape the view that a relatively greater effort was needed to assist the African inhabitants... to adjust themselves to the exacting discipline of the modern exchange economy and thus to improve their standard of living".

58. The Administering Authority wishes to offer the following comments on these points:

(i) The objective of the Administering Authority's economic policy is to raise living standards generally throughout the Territory, without regard to race, as fast as resources and opportunities permit. With the many competing demands on the resources at its disposal, the Government of Tanganyika cannot afford to neglect any chance to create wealth in the Territory, regardless of the degree of development which has already taken place in any particular area.

(ii) In a country as large and diverse as Tanganyika there are great disparities not only in the endowment of natural resources but also in the sociological characters of the peoples, and their response to the change from a subsistence to an exchange economy. In addition, and as the Mission has properly noted, climate and communications have a marked effect on the contrasting pace of advance as between one area and another. Furthermore, in these areas of the Territory—and they are many—in which the population is sparsely distributed, there are peculiar difficulties in the way of bringing the people forward towards a modern

exchange economy, difficulties which fortunately do not exist in the more densely populated areas.

(iii) There are adequate safeguards in the taxation system and in the general policy of the Administering Authority to ensure that the benefits of economic development are not restricted to any particular area or race but are spread as widely as may be possible throughout the Territory.

(iv) While the Administering Authority is in complete agreement with the importance which the Mission attaches to development schemes directly designed to increase African agricultural productivity, it is also very conscious of the fact that the ability to finance these schemes will be greatly enhanced by, and may indeed be dependent upon, increases in the wealth of the country resulting from the investment of outside capital in productive undertakings in Tanganyika, the need for which the Mission has stressed in paragraph 365.

(v) The Administering Authority has taken note of the examples given by the Mission, in paragraph 120, of unequal rates of development and is of the opinion that such statements, without further explanations, might well mislead persons without an intimate knowledge of conditions in Tanganyika. For example, in the case of *arabica* coffee, differences between the net returns received by coffee farmers in the Kilimanjaro and Southern Highlands areas respectively are equally pronounced in the case of non-African coffee farmers in both these areas. These differences are due to the fact that the area around Mount Kilimanjaro has direct and comparatively short rail communication with the coast and ready access to processing facilities whereas the Southern Highlands area is a long way from the nearest railway and still farther from the nearest port. The processing of coffee in the Southern Highlands can be expected to start, as it started in the Northern Province, as soon as production is large enough to support the economic operation of a curing works.

(vi) Again, the contrast between the rapid development of the non-African wheat and tea industries and the slow progress of the African tenant farming scheme at Nachingwea also requires comment. Apart from the fact that the non-African wheat industry is actually losing ground, the contrast is between undertakings of entirely different types. In the one case private enterprise has been induced to invest in agricultural production requiring a substantial capital investment; in the other case a Government-financed corporation is endeavouring, through a tenant farming scheme, to assist Africans to change over from subsistence farming to cash crop farming with a relatively small capital investment.

(vii) Furthermore, there are various considerations to be borne in mind in regard to African participation in the culture of such plantation crops as tea. In the first place such crops require a large amount of capital, and skill based on previous experience. It is, however, a fact that most immigrant enterprises interested in growing tea are only too anxious to associate Africans as partners to the fullest extent possible in the growing of this crop; and this is a tendency which deserves

every encouragement from the Government. Secondly, in many parts of the Territory Africans have not yet acquired that strict agricultural discipline without which, and in the absence of immigrant association and guidance, it would be unwise to encourage wholly African tea-growing ventures. As the Trusteeship Council is aware, however, there is no "closed shop" in agriculture in Tanganyika, as is evidenced by the encouragement given by European farmers to the establishment of an African pyrethrum industry. Finally there is a slow, but steady, increase in the number of African "yeoman" farmers, farming 200/300 acres each in various parts of the Territory—an encouraging development which should not be overlooked.

ASPECTS OF NATIONAL INCOME (paragraphs 122-130)

59. The Administering Authority wishes to point out that the figures quoted by the Mission in paragraph 123 are preliminary figures from the National Income Enquiry Report by Professor Peacock and Mr. Dosser. The Trusteeship Council will wish to be aware that these figures differ somewhat from the final figures which will shortly appear in the published Report, although the differences are not such as to affect the Mission's argument.

60. In paragraph 130 the Mission observes that "in terms of an exchange economy, too high a proportion of the resources of the indigenous population is being devoted to subsistence activities and too little to market-orientated activities". The Administering Authority agrees with this observation but would add that these subsistence activities, measured statistically in terms of non-marketed production, are in fact spread throughout the Territory and are not limited to the particular areas specifically mentioned by the Mission in paragraph 130. Furthermore, the proportion, and relative importance, of the part of this "stagnant sector of the economy" which is situated in the particular areas referred to by the Mission is not as great as the Mission's conclusions would suggest. While the Administering Authority agrees with the desirability of providing means, in these less fertile areas, by which the inhabitants can be introduced to an exchange economy, for the reasons already mentioned in paragraph 56 of these observations, it is of the opinion that it would be economically unsound, at the present time, to concentrate development efforts in areas from which the net return, in terms of the advantage to the national income, is likely to be the least.

TRADE AND COMMERCE (paragraphs 131-143)

(a) External Trade (paragraphs 131-136)

61. In paragraph 133 the Mission suggests that balance - of - payments statistics should be compiled in the future. The Administering Authority agrees that such figures would be most useful and it will consider the possibility of compiling such figures. There are, however, practical difficulties which arise from the fact that the organization of banking and commerce in the area is on an East African rather than on a territorial

basis. Moreover there are other statistics such as better estimates of subsistence agricultural production and information regarding the pattern and movement of trade within Tanganyika, which are not yet available and which in the view of the Administering Authority are of even greater importance at the present time. The Administering Authority believes that in present circumstances and having regard to the limited resources available to the East African Statistical Department it would be preferable to attempt a compilation of these other figures before embarking upon an exercise designed to produce balance - of - payments figures which, as the Mission indicates, is of no immediate urgency.

62. In paragraph 136 the Mission refers to "the establishment of closer trade relations with neighbouring territories". The Trusteeship Council may rest assured that close attention is being paid by the Government of Tanganyika to the resumption and expansion of trade with the Belgian Congo and Ruanda-Urundi. An East African Railways and Harbours Mission visited the Belgian Congo in 1957 (in connexion with the use of the central railway line and of Dar es Salaam port, by Belgian Traders) and the Governor, during his recent official visit to Ruanda-Urundi and the Belgian Congo, discussed the matter at length with the Belgian authorities and is hopeful that, as a result of his discussions, there will be a marked increase in the volume of this trade.

(b) Internal Trade (paragraphs 137-143)

63. The statement in paragraph 137 that dealings in staple foodstuffs are still being undertaken by the Grain Storage Department is incorrect. This Department has now been abolished and a policy of free marketing in the staple foodstuffs formerly handled by it has been adopted.

64. In paragraphs 140-143 the Mission refers to the limited, though increasing, part played by Africans in the internal trade of the Territory. The Administering Authority is most anxious that Africans should take a more prominent and ever increasing part in trade and commerce and believes that substantial progress has been made in this direction in recent years. But the Administering Authority realizes that, at best, it will take time for Africans, with no business traditions, to produce large numbers of traders and business men capable of competing on equal terms with traders of other races with generations of business experience behind them. It is the Administering Authority's policy to do everything possible to foster the emergence of such African traders and business men and it would certainly regard the encouragement of an African Union, formed and managed solely for this purpose, as being in accordance with this policy. The difficulties over the registration of branches of the Tanganyika African Traders Union, to which the Mission refers in paragraph 142, have been in part due to the fact that a society registered under the Societies Ordinance is not permitted to trade, while it appears to be one of the objects of the Tanganyika African Traders Union to trade, as well as to encourage traders.

The Administering Authority is of the opinion that these difficulties might be resolved by the registration of the Union and its branches as non-trading societies, and by the separate registration of trading companies where the number of partners exceeds the prescribed limit of twenty and registration under the Companies Ordinance becomes necessary.

65. In addition to encouraging, assisting and advising associations of African traders and continuing to foster the co-operative movement, it is the policy of the Government of Tanganyika to give such assistance as it can to individual African traders and businesses. To this end, the Government is giving every possible encouragement and support to the training facilities in business methods now available at the Moshi College of Commerce and at the Technical Institute in Dar es Salaam. It is also hoped that, as and when funds become available, it may be possible to expand the scope of the Department of Commerce and Industry for this purpose and proposals to this end are now under consideration.

PUBLIC FINANCE (Paragraphs 144-160)

66. With reference to the table of Revenue and Expenditure, set out in paragraph 144, the Council will wish to note that the final results for the year 1956-1957 revealed a deficit of £665,000 arrived at as follows:

	Revenue	Expenditure	Deficit
1956-1957	£17,492,000	£18,157,000	£665,000

67. Although for the year 1957-1958 the estimated revenue is correctly shown by the Mission as £19,027,000, the total estimated ordinary expenditure was finally approved at £19,728,000, giving an anticipated deficit of £701,000.

68. The figure of £877,000 quoted in paragraph 145 as Development Plan Revenue in 1954-1955 should read £926,000. The missing figure of revenue for 1957-1958 is £2,347,000.

69. The Trusteeship Council will wish to note that, with reference to paragraph 146 which deals with the Development Plan budget, a considerable amount of Development Expenditure is in fact financed from loan moneys, or advances in anticipation of loans. In 1957-1958 the estimated expenditure to be so financed is £3,557,000.

70. In paragraph 148 the Mission refers to the Public Debt of the Territory. The Administering Authority wishes to draw the Council's attention to the fact that during 1957 further loans totalling £5.5 million were floated on the London market and locally. The Public Debt of the Territory now stands at £16.25 million. With the increase in interest rates the servicing charges of the Public Debt have increased and will amount to £1,019,000 for 1957-1958.

71. The Mission refers in paragraph 153 to the Report of the East African Commission of Inquiry on Income Tax. The Administering Authority wishes to inform the Council that the Report is still under consideration by the Governments of the three East African territories. The Commission's recommendations are substantially acceptable to the Government of

Tanganyika, but it will be some time before the study of the report is completed and definite proposals for amendment of the income tax legislation are framed.

NATURAL RESOURCES (paragraphs 161-290)

Land (paragraphs 161-188)

(a) Alienation of Pastoral and Agricultural Lands (paragraphs 161-164)

72. With reference to paragraph 161 the statistics and particulars of alienations, requested by the Trusteeship Council at its twentieth session, will be included in the Annual Report on Tanganyika for 1957. It is hoped the Special Representative for Tanganyika will be in a position to furnish the Council with some preliminary figures during the discussion of the Mission's Report at the twenty-first session.

73. The Trusteeship Council may rest assured that, in its land policy and particularly in connexion with land alienation, the Administering Authority will continue faithfully to carry out its obligations under the Trusteeship Agreement and the United Nations Charter. The Administering Authority will in fact, as it always has, respect the rights and safeguard the interests, both present and future, of the African population in accordance with article 8 of the Trusteeship Agreement. In promoting, in accordance with article 10 of the Agreement, the economic and other advancement of the inhabitants of Tanganyika—by which of course is meant all the inhabitants who have made their homes in Tanganyika—the Administering Authority will continue, as it always has, scrupulously to observe the obligations laid upon it in article 8.

74. With reference to paragraph 163 of the Report the figures quoted of two alienations in the Masai District referred to 1953 and not to 1952.

75. The sharp decline in 1955 in the net figures of alienations to private individuals or bodies, referred to in paragraph 164, was due to an unusually large number of surrenders and revocations, coupled with a comparatively small number of individual grants. The rate of alienation of farming units up to 5,000 acres during the years 1954-1957 has, in fact, been somewhat below the average for the period 1946-1957.

76. In paragraph 164 it is stated that "figures for alienations in 1957 were not made available to the Mission". It was not, of course, possible to provide figures for the whole of 1957 at the time of the Mission's visit in August/September. If interim figures had been asked for they would naturally have been supplied.

(b) Territorial views on land alienation and land tenure policy (paragraphs 165-174)

77. The Administering Authority agrees with the statement made in the memorandum presented to the Mission by the Central Committee of the National Executive of the Tanganyika African National Union which is referred to in paragraph 166 of the Report to the effect that the economy of the Territory at present depends upon land. While the African productivity

schemes referred to in paragraph 95 of these observations will help to increase the public revenue and the African contribution to the national income of the Territory, and while it is certain that the African contribution will steadily and progressively expand, the part played by non-Africans in the life of the Territory has undoubtedly accelerated the whole tempo of progress and may be expected to continue to do so. For this reason the land policy for the Territory as a whole must, in the view of the Administering Authority, take into account that the beneficial use of land in appropriate cases by people of other races as well as its beneficial use by Africans contributes directly to the progress of the Territory as a whole, including its African population, by raising the national income and providing money for the expansion of educational, medical and other services; in so doing the Administering Authority will of course continue to take into consideration native laws and customs and safeguard the interests, both present and future, of the African population as it has always done, both by its laws and its administrative practices. But it would be a mistake to assume that such interests are best met by the sterile reservation of land which is not making its potential contribution to the national wealth.

78. The statement attributed to TANU in paragraph 168 that an area of 13,000 acres in the Bukoba District was alienated against the wishes of the people of the Misenye chiefdom and of the Bukoba District Council, is incorrect. The facts are as follows. When the proposal was first put to the Buhaya Council, which advises the supreme Native Authority of the District, the Council referred the matter to the Gombolola and chiefdom Councils. These recommended that the land, which was unoccupied, should be alienated and their recommendation was adopted by the Buhaya Council by a substantial majority. The Secretary of State for the Colonies then gave his approval to the grant of a right of occupancy. It should be noted that there is no District Council in Bukoba.

79. In paragraph 169 the Mission refers to a request by the Unyiba Coffee Growers Co-operative that the Government should put a stop to the practice of giving or selling land to non-Africans without consultation with the inhabitants. The Trusteeship Council will be aware from paragraph 263 of the Annual Report on Tanganyika for 1955 that since 1947 a legal obligation has rested on the Government of Tanganyika to consult local Native Authorities before a right of occupancy over any land in an Authority's area of jurisdiction is granted. Such consultation with the Native Authorities (whether, as in this case, the Native Authorities of Mbeya District, or otherwise) has not taken place. If the Co-operative had in mind alienations at Mbosi in the Mbeya District, the Trusteeship Council will wish to be aware that extensions to the alienated coffee farms there (extensions which have been granted since 1947), have been balanced by the return of other farms to the African population and that the series of exchanges was agreed to by the Native Authority.

(c) *Views of the East African Royal Commission 1953-1955* (paragraphs 175-178)

80. The Administering Authority has no comments on these paragraphs.

(d) *Government's Land Tenure Policy and Proposals* (paragraphs 179-181)

81. The views of the Administering Authority on a modified land tenure policy are referred to in paragraph 82 of these observations. The Administering Authority draws the attention of the Trusteeship Council to a possible misunderstanding of the views of the Government of Tanganyika as recorded in the last sentence of paragraph 181 of the Report. The Administering Authority would not be prepared to give a blanket recognition to those rights which each individual considers to be his, but would be willing to guarantee, as recommended in paragraph 12 of Chapter 23 of the East African Royal Commission's Report, that existing rights will not be arbitrarily disturbed.

(e) *Conclusions of the Mission* (paragraphs 182-188)

82. The Administering Authority is glad to note from the statements in paragraphs 151, 180 and 182 that the Mission recognizes the "explosive" nature of the land problem in Tanganyika and that it appreciates the need for a cautious approach, a view which is fully shared by the Administering Authority and by the Government of Tanganyika. It is because this problem is so delicate that the Administering Authority has examined the recommendations of the East African Royal Commission on this subject with the greatest care. As indicated by the Government of Tanganyika to the Mission, the whole question of the Territory's land tenure policy, including such matters as individual title and registration of holdings, is under consideration. When this policy has been settled—and it is hoped to publish a policy statement during the course of 1958, the Administering Authority is hopeful not only that that policy will be generally acceptable to all concerned in the interests of increasing productivity, but also that it will be capable of gradual application in selected areas, in accordance with the degree of support forthcoming from those whom it will principally affect. In this connexion the Administering Authority associates itself with the Mission's statement in paragraph 182 that "very considerable changes in the attitudes of all concerned will be needed if plans and proposals for increasing productivity are to be successful and future progress is not to be paralysed".

83. But the Administering Authority considers that it would be appropriate to record here that, even when a land tenure policy commanding a large measure of public support has been adopted, it will take a very long time to carry it out. The investigation of title, the surveying of individual plots, the marking of the boundaries and, thereafter, the registration of the new titles, all these procedures will inevitably take some considerable time in a country the size of Tanganyika.

84. As regards alienation, the Administering Authority's policy is based on principles which have been explained on numerous occasions in the Territory, in the House of Commons and to the Trusteeship Council. In order to remove misapprehensions and to avoid misunderstandings such as are to be found in certain passages of the Land section of the Report, the Administering Authority considers that its present policy should once again be clearly defined. In October 1954, the Secretary of State during a visit to Tanganyika summed up the policy as follows: "The policy of the Tanganyika Government is to ensure that there will be sufficient land available to meet the needs of future generations, that is the inhabitants of all races who have made their homes in Tanganyika, and only to permit alienation of land to newcomers in special circumstances or for purposes where it is necessary to obtain particular development which Government cannot make out of its own resources".

85. In paragraph 185 the Mission recommends that, where it is considered essential in the interests of the Territory to alienate land for agricultural or pastoral purposes, preference should be given to large-scale enterprises rather than to individuals. In point of fact, every encouragement has been given in recent years to the alienation of land to large scale enterprises, but it is not always possible to find large scale enterprises which are willing to undertake this particular form of development. In any event, the extent to which large-scale enterprises should have preference over the needs of individuals must, in the opinion of the Administering Authority, be dependent on what is in the best interests of the Territory.

86. The Administering Authority does not consider that it is either practicable or desirable to be dogmatic or prophetic as to whether alienation should be to large-scale enterprises or individuals without regard to the circumstances pertaining at the time or to the locality of the proposed alienation.

87. Again, in paragraph 185, the Mission considers that the local people should, in principle, be associated with these large-scale enterprises through being given an opportunity of investing, wherever possible, in them. This is fully in accordance with the declared policy of the Government of Tanganyika. Indeed, almost all new enterprises are only too anxious to associate local Africans with their undertakings, both by providing that a proportion of the capital shall be subscribed locally and otherwise. As an example of this, reference may be made to the Wabena Wattle Scheme, details of which are given in paragraphs 254 to 263 of the Report. It is the intention that part of the capital cost of the tanning extract factory now nearing completion shall be open to local subscription thus directly associating the local population with the work of this enterprise.

88. In paragraph 186 the Mission expresses the hope that "in the new land legislation provision would be made for a part of the revenues to be used for the direct benefit of the inhabitants of the area, either by requiring the enterprises to invest a certain portion of their profits in social or economic projects in that area, or by setting aside for the benefit of the inhabitants of

that area a portion of the revenue collected by the Government". While the Administering Authority, and the Government of Tanganyika, will give careful consideration to this suggestion it seems doubtful whether such a proposal would operate to the benefit of the Territory as a whole. The expenditure of more Government money than at present, in areas where there has been a high degree of alienation compared with the amount of alienation in other parts of the Territory, would be likely to result in lower expenditure on public services for the more backward areas, where those services are probably more urgently needed. In any event increased revenues, by way of higher rates and taxes, accrue to local authorities in direct proportion to the prosperity of the area and to the extent to which they are prepared to tax themselves.

89. As regards the Mission's view expressed in paragraph 187 that thirty-three years is sufficient to enable investment in agricultural or pastoral enterprises to be fully recovered, this is not borne out by experience in Tanganyika. It is the view of the Administering Authority that, where alienation is regarded as desirable in the national interest, the terms of alienation must be such as to enable the development which is being permitted or encouraged to proceed efficiently. In the first place, most of the land so alienated requires to be extensively cleared and provided with an adequate water supply before any returns can be expected, and in many cases these preliminary steps take some years to complete. More generally, not only is a 33-year lease generally unattractive as an investment proposition, but it is also contrary to good land use in that it tempts land holders to "mine" the land, leaving it in a worse condition than at the beginning of the lease. Unless, therefore, there are special reasons for not so doing, it is the Administering Authority's intention to continue to give ninety-nine-year leases where alienation is in the interests of the inhabitants.

SPECIFIC LAND ALIENATION PROBLEMS (paragraphs 189-199)

90. The Administering Authority is glad to note the Mission's expression of appreciation, in paragraph 194, of the measures taken to deal with the Meru land problem. The Trusteeship Council may rest assured that the Government of Tanganyika will persist in its efforts to resolve the Meru land problem in consultation with the duly elected representatives of the people in the Meru Council.

91. In the light of its comments above on paragraphs 182-187 and of the views of the Government of Tanganyika as recorded in paragraph 195, the Administering Authority has no further comments to make on paragraph 196.

92. In paragraphs 197-199 the Mission refers to the case of Mr. P. G. Tapscott. The comments of the Administering Authority are fully set out in its observations on Mr. Tapscott's petition (T/PET.2/212) and may be summarized as follows. The policy of the Government of Tanganyika has been, and will continue to be, that legal rights, including those in land, must,

and will be safeguarded. Nevertheless, the primary duty of guarding his legal rights rests with the occupier of the land, who will have the full protection of the law in exercising those rights. Mr. Tapscott is now in full control of his farm.

AGRICULTURAL AND ANIMAL HUSBANDRY (paragraphs 200-248)

93. The statement in paragraph 202 that ground-nuts have been introduced into African farming only in recent years is incorrect. The crop was in fact the mainstay of the territorial economy during the slump years in the early 1930s.

94. The Administering Authority is gratified to note the tributes paid in paragraphs 206 and 208 to the achievements of non-African farmers and welcomes the Mission's recognition of the part played in their increased agricultural productivity by such research organizations as the Empire Cotton Growing Corporation and the Sisal Research Station. Although the contribution made to these developments by the East African Agricultural and Forestry Research Organization at Maguga in Kenya is not specifically mentioned in the Report, the Administering Authority is aware that the Trusteeship Council is fully acquainted with the valuable work of this Organization, the results of which are constantly being applied throughout Tanganyika.

95. The Mission refers in paragraphs 209 and 221 to the need to focus attention on the problems of raising the level of, and of bringing about an improvement in, African agricultural production and productivity. The Mission also recognizes that by its action in encouraging the submission of African productivity schemes the Government of Tanganyika is fully aware of this need. Details of the schemes which will cost about £700,000 and will be financed from the additional allocation of £750,000 from the Colonial Development and Welfare reserve, are still under consideration but it is expected that final decisions will be taken on them shortly. The scope of activities covered by the various projects, many of which are of course complementary to the work already being carried on by the Natural Resources Departments, is illustrated by the following headings:

- (1) Agricultural (29 schemes);
- (2) Water development and irrigation;
- (3) Forest development and management;
- (4) Extension services, training centre and productivity film propaganda units;
- (5) Improvements to stock routes;
- (6) Co-operative development expansion;
- (7) Tse-tse reclamation;
- (8) Elephant control in production areas;
- (9) Veterinary diseases investigation centres.

96. The readiness of the Government of Tanganyika to accept, as a continuing commitment after the end of March 1960, the recurrent costs of these schemes indicates the confidence of the Administering Authority, and of the Government of Tanganyika, that

they will in fact lead to an improvement in standards of living and of an increase in public revenue.

97. The Trusteeship Council will wish to note that the allocation of this sum of £700,000 from the Colonial Development and Welfare Funds is additional to the sum of £1,750,000 allocated by the Tanganyika Government for natural resources projects from the grant of £4,000,000 from Colonial Development and Welfare funds which Her Majesty's Government has agreed to make available to the Territory in the period 1955-1960.

98. The reference in paragraph 213 to the possibility of obviating the long bush fallow requires some explanation. Such fallow has not been practised in the Sukumaland districts of the Territory for many years; nor does it apply to large areas of land in the Northern Province or in valley bottoms throughout the Territory. The Tanganyika Agricultural Corporation has gone a long way towards solving the crop rotation problem in the areas in which it operates. In fact, the obviating of the long bush fallow is now a problem mainly in coastal and miombo woodland areas, i.e. in a considerable part of, but by no means the whole of, the Territory.

99. The Administering Authority and the Government of Tanganyika appreciate that the "focal point approach" referred to in paragraph 223 is not yet fully understood in all parts of the Territory and it is for this reason that a re-orientation of extension services is in process although this is, as yet, by no means complete. As indicated above, £75,000 has been set aside in order that this vital work may be vigorously pursued. The decision that the training of agricultural and animal husbandry extension staff should, under this plan, be carried out at the Natural Resources School, Tengeru, under the general direction of the Social Development Department is in implementation of the recommendation of the inter-departmental committee referred to in paragraph 224 of the Report.

100. The Mission draws attention in paragraph 225 to the problem of "destocking". The Trusteeship Council will wish to be aware that, while destocking programmes which can command adequate support from the people are still necessary in several areas, the emphasis is shifting to the opening up of new lands and improved pasture management as better solutions to the over-stocking problem, rather than enforced sales, bearing in mind that properly managed stock raising will build up rather than erode the soil.

101. But whatever the approach may be in a particular area, the Administering Authority strongly endorses the emphasis placed by the Mission in paragraphs 74 and 226 on the need for all concerned, particularly African cattle owners, to accept the necessity for co-operating with the Government of Tanganyika in all measures that are necessary to implement schemes designed for the benefit of the Territory as a whole.

102. There are two small errors in paragraphs 230 and 233: the Tanganyika Agricultural Corporation Ordinance was enacted as Ordinance No. 15 of 1954, and not in 1956, while the Corporation's annual report,

from which extracts are quoted, is for the year 1955-1956 and not 1956-1957.

103. The Administering Authority is glad to note the appreciation expressed by the Mission in paragraph 248 of the work of the Tanganyika Agricultural Corporation, including the establishment of good relations between its officers, the officers of Government and the African people.

104. The Mission has correctly assessed the weaknesses of the tenant farming schemes, particularly at Nachingwea, in paragraphs 234-241 of the Report. The Trusteeship Council may rest assured that the Corporation, and the Government of Tanganyika, are giving much thought to the possibility of reducing the overhead charges which represent the cost of the services provided by the Corporation, on the basis of a spread of the overheads over a fully developed scheme. It is the policy of the Government of Tanganyika that a fully developed scheme should meet all costs properly chargeable to it without any measure of subsidy. During the period of establishment, however, and up to the stage at which full development is reached, the principle has been accepted that the cost of basic surveys of the preparation of plans, together with the shortfall of revenue, are fair charges on the Government's general revenues. Any increase in this scale of subsidization would of course mean that more money would have to be found, with the consequence that less would be available for other projects.

105. The lack of community life in the tenant farming schemes at Nachingwea, to which reference is made in paragraph 241, is recognized as a problem which is made more difficult by the fact that the tenant farmers at Nachingwea are drawn from many tribes, in contrast to Urambo and Kongwa where the position in this respect is quite different. The problem at Nachingwea is similar to that which exists, to a greater extent, in many of the large towns of Tanganyika. Because of the greater number of people involved the towns have hitherto necessarily monopolized the funds available for and the attention of the Social Development Department in providing the amenities required.

106. The number of tenants at Kongwa at the time of the Mission's visit was in fact fifty, and not twenty as stated in paragraph 246.

FORESTRY (paragraphs 249-263)

107. In paragraph 250 the Mission quotes the Government of Tanganyika's forest policy in which reference is made, *inter alia*, to the research conducted by the Forest Department into the utilization of Tanganyika timber. The Administering Authority wishes to draw the particular attention of the Trusteeship Council to the valuable work being done by the Department's Timber Utilization Division at Moshi where research is being conducted into the suitability, for use as railway sleepers, of timber from miombo forests. If, as is to be hoped, these experiments prove successful, they will open up a valuable new export trade and one which will bring considerable benefit to the Territory.

108. The Administering Authority notes with pleasure the endorsement in paragraph 253 of the Forest Reservation policy of the Government of Tanganyika and every effort will continue to be made to reduce whatever hardships may arise for those who may have to be displaced in the course of the implementation of this policy.

109. The Administering Authority shares the hopes of the Mission, expressed in paragraph 263, that the Wabena will accept the Bena Wattle Scheme as being exclusively for their benefit and that they will participate more actively in all its phases.

SERENGETI NATIONAL PARK (paragraphs 264-271)

110. The Report of the Committee of Inquiry appointed to consider the future of the Serengeti National Park is still under consideration by the Administering Authority in consultation with the Government of Tanganyika. When decisions have been reached and when this matter has been considered in Legislative Council, the Trusteeship Council will be informed of the outcome.

WATER SUPPLIES AND IRRIGATION (paragraphs 272-279)

111. With a few exceptions, referred to below, the Administering Authority accepts the statements in paragraphs 272-279 as giving an accurate overall picture of the aims and actions of the Government of Tanganyika in the development of the Territory's water resources. It wishes to draw attention to the following misstatements of fact: the capacity of the Kalimawe dam is 15,600 and not 28,000 acre-feet (paragraph 273); it is the Bubu and not the Balu river system (paragraph 274); the figure of £2,000,000 for capital expenditure on water development and irrigation in the period 1957-1960 is more properly an indication of potentialities of development if funds could be made available, rather than an expectation of actual expenditure (paragraph 274); the reference should be to a "Water Engineer" and not "Water Officer" (paragraph 277); the actual cost of the Kakola dam was £2,860 (not £4,800) or £28.6 per acre (paragraph 277).

112. The Trusteeship Council will wish to note that the Panzani and Ruwu basin plans, to which reference is made in paragraph 272, and which are due to be ready in 1958, are in no sense final engineering plans, but are rather reviews of the available water resources and assessments of the agricultural and hydro-electric potentialities of the areas.

113. In paragraph 274 reference is made to the likelihood of rapid progress in the future in developing the water resources of the Central Province. It should be understood that this rapid progress is expected primarily in connexion with dam projects in water conservation rather than in connexion with irrigation projects.

114. The Mission expresses the hope in para. 278 that a satisfactory system of land utilization to make the most efficient use of water will be developed. The

Government's aim is not only to facilitate cash crop farming but also to ensure, so far as this may be possible, that all farming, including subsistence farming, is conducted without shifting cultivation and that there is generally an approach towards a system of individual tenure.

115. It is the opinion of the Administering Authority that it is too early to talk of a "general plan for utilization of all irrigation possibilities", let alone prepare and execute it, as is suggested in paragraph 278 of the Report. Much remains to be done in both hydrological investigation and irrigation agronomics (the soil problems of many arable areas are far from being solved) before a general plan can be prepared and executed. In this connexion, the Trusteeship Council will be interested to learn that the development of the Rufiji Basin alone would, at an approximate and conservative figure, require £25,000,000. Hydrological investigations on a large scale are, however, in hand and will be pushed forward as quickly as staff and material resources permit. The Administering Authority understands, moreover, that it should be possible to carry out the development of the area progressively — i.e., by establishing a small number of units at a time. Thus, although spectacular results should not be expected within a short period of time, as the scheme develops progressively over a number of years, it may be expected to have, in due course, a profound effect on the economy of the Territory.

116. Finally, the Administering Authority would like to record its great appreciation of the valuable work being done by members of the Food and Agriculture Organization in their investigation of the potentialities of the Rufiji Basin.

MINING (paragraphs 280-290)

117. The Administering Authority welcomes the attention which the Mission has focused on mining and exploration activities, which already play a great part, and may well play a still greater part, in the economic development of the Territory.

118. In paragraph 285 the Mission refers to the possibility of granting extensive water rights to the Mbeya Exploration Company for the generation of electricity to enable it to operate its mill for working the pyrochlore deposit. In fact the Company has not yet decided whether the electricity required will be generated by a hydro-electric station on the Kiwira or by a thermal station supplied with coal from the nearby Kiwira/Songwe coalfields.

119. The Administering Authority agrees with the Mission that it is most necessary to make conditions attractive for the outside investors and welcomes the Mission's acknowledgement of the fact that the Government of Tanganyika is fully aware of this need and "has done all in its power to attract outside capital for investment in mineral exploration and mining". Such investment requires stable political conditions and if obstacles are going to be placed in the way of these mining enterprises capital will not be forthcoming. As

the Secretary of State for the Colonies said in his speech in Dar es Salaam in October 1957, if "Tanganyika is to get the huge sums of money required for mineral development, her people must themselves ensure that to the normal hazards of mining are not added the abnormal hazards of political instability".

120. In paragraph 289 the Mission "considers that reasonable compensation should do much to reduce... to a minimum" the hardships resulting from alienation of land. It has always been the policy, and the practice, of the Government of Tanganyika, as indicated in paragraph 286 of the Report, to pay appropriate compensation to displaced persons.

121. In paragraph 290 the Mission suggests that consideration should be given to the question "of associating the local inhabitants with these enterprises in order to reduce such opposition as may arise". As the Trusteeship Council is already aware, it is the declared policy of the Administering Authority and the Government of Tanganyika to associate the local inhabitants with these enterprises in every possible way, but it is not always practicable to do this as regards those who are actually displaced from the area required for alienation. For example, a displaced person usually requires ready cash with which to establish himself elsewhere. Secondly, since mining companies do not, and cannot guarantee any payment of dividends, the possession of share certificates in such enterprises might not be particularly attractive to the local Africans. The Mbeya Exploration Company has, however, agreed that when a mining company is formed for full-scale production, 10 per cent of the share capital of that company shall be offered for subscription in Tanganyika. There will, therefore, be an opportunity for the inhabitants of the Territory, including local Africans, to subscribe.

MANUFACTURING INDUSTRIES (paragraphs 291-303)

122. In paragraphs 295 and 296 the Mission expresses regret that the plants of Tanganyika Packers Ltd. were operating far below their rated capacities for lack of supplies of cattle, and suggests that further efforts are required to orientate African cattle owners towards a cash economy. The Mission advocates research directed towards nomadic pastoralists, with a view to finding ways and means of encouraging them to enter more and more into the cash economy. The Administering Authority agrees that both plants of Tanganyika Packers Ltd. are working well below their capacity and that meat consumption among the people in the Territory is increasing rapidly. From figures available to the Administering Authority it is clear that nomadic pastoralists, including the Masai, hold about one-eighth of the total cattle population of the Territory. The Administering Authority is doubtful whether further sociological research would be useful and inclines to the view that a concerted drive by commercial undertakings to display their merchandise in remoter areas might well result in developing a need for cash among the nomadic pastoralists, as a result of which more cattle would be offered for sale.

123. The Administering Authority entirely agrees with the Mission's views as expressed in paragraphs 302 and 303 on the present limited scope for industrialization in Tanganyika, on the kinds of industry which might be established, on the priority that should be (and, indeed, as indicated elsewhere in these Observations, is being) given to increasing agricultural productivity and on the fact that, in spite of this priority, industrial and agricultural development are interdependent and should proceed together.

124. The Administering Authority has noted the views which the Mission has quoted from Mr. Baker's memorandum (paragraphs 297-301). The Administering Authority regrets that it is unable to agree that the Government has tended to become involved in "big business" by special arrangements which include the granting to its partners of special favours which are detrimental to other industry and to the Territory's economy; nor can it agree that there is a tendency in Tanganyika "to stifle any industry with a mass of petty regulations and red tape". The Administering Authority believes that favourable terms must sometimes be offered to encourage industry to come to Tanganyika and that sometimes direct Government participation in an industry is necessary; but the suggestion that the Government acts unfairly towards other industry in favour of its associates is unacceptable.

125. The Administering Authority has considered the advantages which might be derived from the establishment of a Development Corporation (paragraph 298) and believes that, given adequate capital such an institution might well serve a useful purpose in the promotion of industrial development. But it considers that, in the absence of adequate capital, a Development Corporation would prove less effective than direct Government participation in individual cases, such as those listed at the end of paragraph 298 of the Report, to which East African Airways Corporation might be added. This direct participation is the present practice, and the Administering Authority is of the opinion that this is just as effective as would be similar assistance given through a Development Corporation. The possibility of establishing a Development Corporation will, however, continue to be kept in view.

126. The Administering Authority does not regard the assets listed in Mr. Baker's proposals as constituting adequate investment capital for a Development Corporation and the Government was so advised two years ago when it sought the expert advice of an investment banker from the United Kingdom. The establishment of a Development Corporation, or similar developmental agency, is in any event, in the opinion of the Administering Authority, only one of the measures which have been taken with success elsewhere and which it is open to the Government to adopt as a means of attracting private investment capital to Tanganyika. Other inducements, such as fiscal concessions, the provision of essential basic facilities, and above all, the development of the internal market by such means as improved communications, increased agricultural production, etc., are equally, if not even more,

important. It is questionable whether the limited financial resources of the Government would be used at present to better effect if diverted to a Development Corporation.

127. In paragraph 299 the Mission refers to Mr. Baker's suggestion that a Development Corporation should be operated by business men recruited from the leaders of the most successful and experienced local concerns. The Administering Authority wishes to make it clear that it is not the policy of the Government to go into any business enterprise, except in association with experienced business partners who are fully competent to assume the management of the undertaking.

CO-OPERATIVE DEVELOPMENT (paragraphs 304-331)

128. The Administering Authority welcomes the further tribute paid to the efforts of the Government of Tanganyika to expand the co-operative movement.

129. With reference to paragraphs 312 and 313, the Trusteeship Council will be glad to learn that a considerable programme of improvement is currently being undertaken at Bukoba airport.

130. With reference to the statement in paragraph 329 the Administering Authority fully associates itself with the Mission's condemnation of fraud in Co-operative Societies and, indeed, in any public or private enterprises. For its part the Government of Tanganyika is doing a great deal to strengthen the inspection and supervision of Co-operative Societies which, however, have their own part to play in improving the quality of their staff and by employing their own inspectors. This process should be facilitated by the recent introduction of courses for Swahili-speaking personnel, in addition to the existing English-speaking courses at the School of Co-operation at Mzumbe. The Trusteeship Council will no doubt appreciate that the education of those who form the general membership of these societies, as to their responsibilities, is also an important factor in this problem and one which requires much patience.

131. With reference to paragraph 330 the Administering Authority is doubtful whether, in the conditions at present prevailing in Tanganyika — i.e., a large co-operative membership with small individual incomes, the amount of money which members could, or would, leave with a society to form a revolving fund would justify the work involved in repaying these amounts and issuing fresh certificates for new loans. The present system of retention of block sums from final payments, or of a levy on produce delivered, in either case by agreement at general meetings, is not only better understood and therefore more acceptable, but also achieves the same purpose as a revolving fund in making available funds for capital development.

132. The views of the Mission as expressed in paragraph 331 on consumer co-operatives are not in accordance with experience gained elsewhere in British dependent (or formerly dependent) territories, with the

possible exception of Cyprus. Experience shows that where there are large numbers of retailers with little or no overheads who can undersell the co-operative, the cost of stock control relative to the volume of turnover which can be expected goes far to eliminating the theoretical advantages of co-operative buying and selling. Nonetheless, there are now four African consumer co-operatives. The consumer co-operative in Bukoba, which has fifty branches and a monthly turnover of £7,000, is likely to provide a very fair test of the viability of consumer co-operatives in the conditions prevailing in Tanganyika.

CREDIT (paragraphs 332-339)

133. The Administering Authority wishes to draw the attention of the Council to some errors in the rates of interest quoted by the Mission in paragraph 333. In the case of Land Bank loans for agricultural purposes, these have been made at 6 per cent since mid-1955, and the rate was raised to 7 per cent in December 1957. In 1957 the Local Development Loan Fund and the African Productivity Loan Fund were lending at 4 per cent and the Urban Housing Loan Fund at 5 per cent; from 1 January 1958, the rates of interest for loans from all three funds have been fixed at 5 per cent. The maximum amount for an individual loan from the Urban Housing Loan Fund has been increased from £500 to £1,000.

134. The Council will be glad to know that there has been a further increase in the number of loans made by the Land Bank and under the Development, Productivity and Housing Funds in 1957. The following table shows the number and amount of previous loans, together with the number and amount approved during 1957:

Fund	Loans current	Amount in round figures	Loans approved 1957	Amount in round figures
Land Bank . . .	433	£715,200	255 (111) ^a	£497,700 (£203,500) ^{a b}
African Productivity Loan Fund . . .	241	£78,371	82	£20,500
Local Development Loan Fund . . .	254	£57,901	70	£11,000
Urban Housing Loan Fund . . .	137	£90,549	157 (71) ^a	£101,950 (£46,050) ^a

^a The figures in parentheses indicate the number and amount of loans approved but not yet issued: these figures are included in the totals. There are a few instances, in the case of the Urban Housing Loan Fund, where loans approved prior to 1.1.57 have not yet been issued, and these loans are included in the totals in Columns 3 and 4.

^b The figures in respect of the Land Bank are quoted as accurate "probably to the nearest £1,000": 31.XII.57 is the end of the Bank's financial year and there are still adjustments to be made.

^c This figure includes £15,000 which have been paid out in 1957 as additional sums granted on loans already approved and issued.

135. The Mission refers, in paragraph 334, to the difficulty experienced by many Africans in providing adequate security. A recent investigation by the Government into the operation of these revolving loan funds has shown that the difficulty of applicants in providing security is not, as has been suggested, the principal obstacle to the increased use of these funds, of which, as indicated in the preceding paragraph, greater use has in fact been made in 1957. The restrictive factor is rather the inability of applicants to use the funds to the best advantage, that is to say in a manner which will enable them to obtain permanent benefit from the loans. The main criteria observed by the Loan Funds Committees in considering applications are now as follows:

(i) Is the project one on which the return is likely to be more than sufficient to cover capital repayments and interest?

(ii) Has the applicant sufficient knowledge, ability and initiative to make proper use of the loan and is there sufficient guidance available to assist him locally?

136. One of the main objects of these revolving loan funds is to educate Africans in the proper use of credit in order that they may later obtain credit in a more normal manner from commercial sources. It is the opinion of the Government that these revolving loan funds will be needed for some time to come and that they will require to operate on an expanded scale before they can be replaced by the kind of agencies recommended by the Mission—namely, co-operative credit societies and institutions similar to the Land Bank (paragraphs 337 and 338). The views of the Mission on the use of such agencies for the provision of short-term, medium-term, and long-term agricultural loans have been noted. The Administering Authority proposes to review the existing facilities and the Council may rest assured that the views expressed by the Mission will be fully considered.

TRANSPORT AND COMMUNICATIONS (paragraphs 340-344)

137. The Administering Authority agrees that communications "are a basic factor in the development of Tanganyika" (paragraph 340) and wishes to assure the Council that they will be progressively improved in accordance with the availability of funds. In planning the development of communications the Government, in consultation with the appropriate Agencies, such as the East African Railways and Harbours Administration, will give due attention to the needs of the Southern Highlands and Southern Provinces in relation to those of other parts of the Territory. £25,000 per annum for the next three years is to be spent on linking the two provinces by an all-weather road from Songea to Njombe and the Council will no doubt be interested to know that the through road from the Southern Highlands to the Coast has recently been steadily improved at a cost of nearly three million pounds, including a substantial grant from the United States of America.

DEVELOPMENT PLANS AND FINANCIAL DEVELOPMENT (paragraphs 345 and 366)

138. At the time of the preparation of the Revised Five Year Development Plan 1955-1960 outlined by the Mission in paragraphs 347 to 349, the Government made it clear that the plan was to be regarded as a working paper which would need to be kept under continuous review and which would need to be substantially amended in the light of changing needs and changing financial conditions. In 1956 it was decided to review the whole programme so that a number of factors, which had not been present at the time the revised plan was drawn up, could be taken into account. The finance foreseeable, both on capital and recurrent account, to implement this programme was inadequate and an Advisory Development Committee under the Chairmanship of the Chief Secretary and consisting of Ministers and fourteen Unofficial Members of Legislative Council was set up to review the programme for the period 1957-1961. Sub-committees were entrusted with the detailed examination of the main sectors of the programme—namely, Medical, African Education, Natural Resources, Roads, and Other Government Expenditure. The principles guiding the sub-committees were:

(1) To assess the unescapable commitments required to complete existing projects.

(2) To secure a balanced programme of public investment within the existing capacity of departments and within the over-all foreseeable ceiling of finance.

(3) To revise those parts of the programme which related to economic services, with particular reference to the natural resources section with a view to procuring the fastest possible increase in productivity and production.

139. The Advisory Development Committee concluded its work in December 1957. The outlines of the revised capital programme drawn up by it for the four-year period 1957-1958 to 1960-1961 are as follows:

	£
1. Development of natural resources	4,873,000
2. Communications	4,232,000
3. Urban development	3,697,000
4. Electricity	2,000,000
5. Social Services	
(1) Medical	1,460,000
(2) Education	4,284,000
(3) Broadcasting and films	65,000
6. Public buildings	4,430,000
7. African urban housing	1,148,000
8. Miscellaneous	712,000
TOTAL	£26,901,000

140. Owing to the different periods covered by the revised Five Year Plan set out in paragraph 348 of the Visiting Mission's Report and the Four Year Plan with which the Advisory Development Committee deals, a

simple comparison of the two cannot be made: however by adding to the Advisory Development Committee's figure actual expenditure in the year 1956-1957 of £5.3 million, it will be seen that the programme which it is hoped to undertake over the five-year period 1956-1957 to 1960-1961 amounts to slightly over £32 million as compared with the original figure of £25 million in the revised Five Year Plan.

141. A similar comparison may be made between the expanded capital programme referred to in paragraph 351 of the Report and set out in Annex IV of the Report as drawn up by the Government in connexion with the Royal Commission's recommendations. The estimate of capital finance during the period 1955 to 1960 in the expanded programme was £41,698,000 or some £9 1/2 million more than the programme now envisaged for the period 1956-1957 to 1960-1961. It is pointed out however that at the time the Governor's Despatch No. 114 on the Report of the Royal Commission on East Africa was written, not only were commodity prices in a number of cases considerably higher than today and costs of imported materials lower but the ruling interest rates on loan capital in London and throughout the world were very much more favourable. In these circumstances the revised programme is certainly the largest which the Territory is likely to be able to afford to finance.

142. The Mission has drawn attention to the difficulties of raising additional capital to finance a programme on the scale envisaged by the Governor in his Despatch on the Report of the Royal Commission. During its recent examination the Advisory Development Committee realized that an even more serious problem than the task of raising capital finance was the inadequate growth of recurrent revenue. In his despatch the Governor drew attention to the possibility that the Territory would not immediately be able to meet the recurrent commitments of the capital programme proposed if the trend of world agricultural prices was unfavourable. The higher cost of money today and the lower level of commodity prices in world markets has adversely affected the capital programme which the Territory can undertake.

143. The problem of assisting the Territory to undertake the maximum programme possible has received, and will continue to receive, the constant attention of the Administering Authority. It may be observed in this connexion that in addition to the grant to Tanganyika of £4 million supplemented by the recent additional grant of £750,000 from Colonial Development and Welfare Funds in the period 1955-1960, substantial funds are made available by the Administering Authority to the East Africa High Commission for the research services and for civil aviation and meteorology; in addition the capital development programme of the East African Railways and Harbours Administration, which involves expenditure of some £14 million in the period 1958-1962, will be substantially aided by loans raised in London while a £3 million loan towards the £8 million

1956-1962 capital programme of the E.A. Posts and Telecommunications Administration was raised in 1957.

144. Further positive steps by the Administering Authority are being, or have been, taken. These include:

(1) A sum of £500,000 has been made available by a recent Act of Parliament for the Tanganyika Agricultural Corporation during the period 1957-1962.

(2) Discussions are continuing in London with a view to securing finance (£2 million) for the Power Transmission Line from Pangani to Dar es Salaam.

(3) Application has been made to the United States Government for loans from its Development Loan Fund for three schemes of irrigation and road construction totalling over £1 million, and aimed at procuring a substantial increase in production and productivity.

145. The Administering Authority strongly endorses the conclusion in paragraph 362 that the development of the Territory must depend essentially on the efforts of its inhabitants. It considers it pertinent to draw attention to the encouraging progress which has been made in the past two years in tapping local resources of saving. The loan of £1.5 million raised locally in April 1957 was the first local loan ever to be raised in the Territory and marks the beginning of the establishment of a local capital market. Although the Mission has referred to the disappointing response to the issue of Development Bonds, it must be pointed out that a more favourable reaction was not to be expected in view of the fact that two building societies have been, and continue to be, successful in attracting substantially greater sums from largely the same source of saving. The widespread investment in real property, to which the Mission has drawn attention elsewhere, is evidence of the work of these societies. Again in the past two years the Land Bank, for the first time, has borrowed £400,000 wholly within the Territory and has received recent authority to increase such borrowings to £700,000. Moreover, the Makonde Water Corporation has also been able to borrow £600,000 locally. These examples indicate the Government's appreciation of the need for increasing reliance on local resources and the fair measure of success attending its efforts.

146. Contrary to the views expressed to the Mission, and referred to in paragraph 362, the Government has not confined its attention to capital requirements in the public sector, and has not overlooked the equally important needs for capital in the private sector of economy. It has always been the policy of the Government to pursue such policies as assist private enterprise in securing the finance it requires to make it clear that risk capital is welcomed in Tanganyika. The Administering Authority cannot accept the view expressed by Sir Eldred Hitchcock that the only development of real importance in East Africa has occurred independently of Government plans and as a result solely of the efforts of private enterprise. It recognizes rather that the private and public sectors of the economy are inter-dependent one with the other, and that the needs of both must be catered for.

147. The Visiting Mission has recognized the difficulty in finding development capital for financing public investment, and the great competition for capital from external sources. The economic policy of the Administering Authority is aimed at ensuring both an adequate volume of savings within the United Kingdom itself and an adequate balance of payments surplus on current account in order to ensure that it can fulfil its overseas responsibilities. But in present financial circumstances there is a limit to what can be achieved in this respect, and it is against that background that the future availability of loan finance from the United Kingdom has had to be considered. Within the framework of this situation, however, the Administering Authority will continue to do everything within its power to ensure the provision of development finance for the Territory.

148. The Administering Authority welcomes the recommendation of the Mission in paragraph 365 of the Report that the International Bank for Reconstruction and Development should be invited to send a Mission to Tanganyika to carry out an economic and financial survey. Indeed the possibility of such an inquiry was already under investigation before the Mission visited East Africa and the Tanganyika Government's request for a survey is under discussion with the International Bank whose President will be visiting Tanganyika at the end of March.

III. SOCIAL ADVANCEMENT (paragraphs 367-407)

LABOUR (paragraphs 367-387)

149. The Administering Authority welcomes the emphasis which the Mission places, in paragraph 386, on the need for responsible trade union leaders, "possessing the necessary training and personal qualities to undertake the delicate tasks of negotiation and conciliation", and on the need for the education of members of trade unions in the role of trade unions "as constructive labour organizations serving the best interests of their members".

150. In paragraph 370 the Mission refers to the question of "forced labour". In the opinion of the Administering Authority the only use of labour in Tanganyika, which could in any sense be described as compulsory, is the requisitioning of a limited number of workers, when the need arises, to work for short periods on certain essential services or in cases of emergency such as famine. The procedure and conditions governing such requisitioning of labour, which is strictly in conformity with the Forced Labour Convention, are laid down by statute in the provisions of the Employment Ordinance 1955. Moreover, as the Mission itself indicates in paragraph 370, "compulsory labour is permitted only with the Governor's consent". Persons engaged on such labour in the Territory must be paid at rates not less than those prevailing in similar kinds of work, either in the area in which the labour is employed, or in the area in which they are engaged, whichever are the higher. The Administering Authority is glad to note that the Mission is satisfied "that

progressive expansion of local authority services will bring about the gradual elimination of the need for compulsory work in so far as community projects are concerned." The Trusteeship Council will be glad to learn that there has been a substantial reduction in the number of persons so employed during the last five years: in 1952-1953 the figure was 6,551 and in 1956-1957, 2,174.

151. The statement in paragraph 371 that there is at present only one Joint Industrial Council for the port industry is incorrect. There are in fact Joint Industrial Councils in both Dar es Salaam and Tanga ports.

152. In paragraph 376 the Mission infers that the introduction of a statutory minimum wage in the Dar es Salaam area was a direct result of negotiations following the strikes and disputes referred to in paragraph 375. The Administering Authority wishes to record that the Minimum Wage Board for the Dar es Salaam area was first appointed in May 1956 and presented its report on 1 December 1956 — i.e., five days before the strike. Minimum wage legislation would, in fact, have been enacted by the Government of Tanganyika irrespective of any industrial unrest, in conformity with the policy of the Administering Authority.

153. The Administering Authority is unable to accept the statement of the Tanganyika Federation of Labour referred to by the Mission in paragraph 378, to the effect that the Government was not impartial during the strike of domestic servants in 1956 and that it advised employers to dismiss workers who participated in the strike. The Labour Department, in response to inquiries by employers, did no more than inform them of the terms of the legislation governing the employment of servants on monthly terms of service. Similar information would have been given to employees had any request for it been made to the Labour Department.

154. Since the Federation of Labour's objections to the Trade Union Ordinance 1956 are referred to at some length in paragraph 379 *et seq.* of the Report, the Administering Authority feels that the Trusteeship Council will wish for full comments thereon. It is the policy of the Administering Authority to encourage the development of trade unionism in Tanganyika on the British pattern. Practical effect was given to this policy by the enactment in 1956 of the Trade Union Ordinance which came into force in February 1957. This legislation, which gives full effect to International Labour Conventions concerning the Right of Association and Social Policy in non-metropolitan countries, is designed to encourage the orderly development of trade unions in Tanganyika. In this connexion the Administering Authority welcomes the Mission's view expressed in paragraph 379 that the provisions of the Ordinance relating to the constitution, voting system, expenditure of funds and the amalgamation and federation of two or more unions do not "in any way restrict freedom of association". The Government recognizes that if the African worker is to emerge from his subsistence economy, and exchange the security of his land for the security of a modern

wage economy, he will have a natural urge to establish himself in unions or associations in order to create and preserve his new security. In the view of the Administering Authority the responsibility of the Government for ensuring the development of trade unions, in the best interests of workers and employers alike, could only be effective if comprehensive legislation of this kind was introduced. Parts of the Ordinance are in recognition of the need (not peculiar to Tanganyika) for legislation to afford adequate safeguards for workers against improper action on the part of trade union organizers, as well as safeguards for employers. For instance, the Ordinance requires trade union officials to maintain fully audited accounts. The Administering Authority realizes that a small minority of trade union leaders who, before the enactment of this Ordinance, enjoyed the exclusive right to disburse funds without the embarrassment of formal accounting, should now feel that such a provision imposes restrictions on their financial activities. The Administering Authority also realizes that the great majority of those trade union members, whose contributions are affected, are not necessarily in sympathy with the demands of some of the union's office bearers for a return to the previous state of *laissez-faire*.

155. The revision of trade union legislation in Tanganyika, which culminated in the enactment of the new Trade Union Ordinance in 1956, took a considerable time to accomplish. It was perhaps unfortunate that its introduction in the Legislative Council as a Bill coincided with a period of industrial unrest. But it is incorrect to infer, as does the Federation of Labour, and this should be stressed, that this major piece of legislation was introduced specifically to afford greater powers in dealing with a particular industrial situation.

156. In paragraph 380 reference is made to complaints by the Federation of Labour about the essential services legislation which is contained in the Trade Disputes (Arbitration and Settlement) Ordinance 1951. The Administering Authority draws the attention of the Trusteeship Council to the fact that the scope and purpose of this legislation are designed to prevent a stoppage of work in those services in which a strike, or lock out, would clearly have an immediate and serious effect on the health and life of the community. It is for this reason that the Government has restricted the number of "essential services" to a limited segment of industry. The scheduled essential services include air, meteorological, fire, water, electricity, health, hospital and sanitary services, public transport, ports and docks (including stevedoring and lighterage), the supply of oil and petrol, broadcasting and the Government Press. The right of workers in these industries to resort to strike action in the event of a recognized trade dispute is only limited by a legal requirement to transmit twenty-one days' notice of the intention to strike to the Labour Commissioner and by a legal obligation to abide by the award of an arbitration tribunal, for a period of six months, if the Minister decides that the dispute shall be submitted to arbitration.

157. The Administering Authority notes that the Federation of Labour, as quoted by the Mission, does not mention those provisions of the Trade Disputes (Arbitration and Settlement) Ordinance which require that every effort to settle a dispute by conciliation between parties should be made before question of resorting to arbitration arises. Moreover, the Administering Authority wishes to stress that under the provisions of the Trade Disputes (Arbitration and Settlement) Ordinance not only private industry, but also the Government itself, is obliged to accept the principle of arbitration in respect of those of its services declared to be essential.

158. In paragraph 380 reference is made to the Federation's complaint about "the power of the Governor in Council to nominate workers' representatives in statutory bodies, from a panel of names". The Administering Authority draws the attention of the Trusteeship Council to the fact that Section 3 of the Employment Ordinance 1955 provides for the establishment of a Labour Advisory Board which shall consist of such public officers and representatives of employers and employees and such other persons as the Governor may, from time to time by notice published in the *Gazette*, appoint. The duties of the Board are to consider and advise the Government on any matter on which its advice is required under the Employment Ordinance and on such other matters affecting employment as may be referred to the Board by the Government.

159. Although the Labour Advisory Board is a statutory body, the members of which are to be appointed by the Governor, the Federation of Labour declined to co-operate with the Government by submitting a panel of names from which the representatives of employees could be selected. As a result, the formal constitution of the Board has been delayed from February 1957 until the present time. The Trusteeship Council will also regret to learn that one of the consequences of the fact that the Labour Advisory Board has not yet been established has been a delay in the review of the Trade Union Ordinance. The Administering Authority recalls that in his Address to the Legislative Council on 17 September 1957, the Governor stated that the Ordinance would be reviewed and amendments made to it, should this appear advisable in the light of experience within one year of its coming fully into operation. The Labour Advisory Board, when established, will, it is hoped, advise the Government on the extent, if any, to which this legislation should be amended. The Administering Authority regrets, therefore, that when, for the first time, the Federation has been presented with the opportunity of representing employees' interests on a statutory body its attitude has been allowed not only to impede the establishment of the Labour Advisory Board, but also to delay a review of the Trade Union Ordinance, amendment of which it has persistently urged.

160. In paragraph 381 the Mission refers to the introduction of an hourly minimum wage in the Dar es

Salaam area. The Administering Authority is satisfied that, in practice, and as regards the majority of employing concerns, the lowest paid ranks of unskilled workers in the Dar es Salaam area have benefited considerably, as a result of the Wage Regulation Order, by receiving substantial increases since it came into force.

161. The Administering Authority regrets that it is unable to accept the statement by the Federation of Labour, referred to by the Mission in paragraph 382, that wages, in general, are far below subsistence level. The Administering Authority agrees that there are variations in wage rates in urban and rural areas, but is unable to accept the Federation's suggestion that a single minimum wage for the whole Territory should be introduced at once. It is the policy of the Administering Authority that ultimately wage regulations should be developed on an industrial basis, but that, as an interim measure, minimum wages should be fixed on an area basis. In the opinion of the Administering Authority, to fix a minimum wage territorially would be to ignore the considerable variations in the cost of living in the various parts of the Territory. Moreover, since unemployment outside urban areas is virtually non-existent, the rural employer is compelled to offer real wages greater in value than the rewards available to Africans through peasant cultivation of their own land. The Administering Authority believes that this fundamental law establishes a natural minimum wage more closely related to local conditions. In the larger urban areas, where the cost of living is generally higher than in the rural areas, the Government recognizes the need for further minimum wage boards and is at present considering the application of this legislation to other towns.

162. The Mission refers, in paragraph 383, to an assertion by the Federation of Labour that racial discrimination is "quite common in all types of employment". The Administering Authority has already commented in paragraph 51 of these Observations, on suggestions that, because the higher posts in the Civil Service are at present largely occupied by non-Africans, it necessarily follows that racial discrimination is practised against Africans. Appointment to the Civil Service of the Territory is governed entirely by the qualifications, experience, competence, integrity, and general ability of the candidate. The provisions of the Employment Ordinance do not distinguish between employees of different races, otherwise than for the special protection of unskilled and illiterate African workers. The Administering Authority recognizes that there are relatively few Africans in executive posts in private industry. An improvement in this situation is, in its opinion, largely dependent on the emergence of sufficient numbers of Africans with the necessary ability, experience and integrity to fit them for managerial posts. In referring to the general problem of education the Secretary of State for the Colonies said in his speech in Dar es Salaam in October 1957 "I have seen something in the last week, hurried but clear, of the structure of education in Tanganyika, and particularly in the field of technical education—the

Trade Schools, the Technical Institute which I was so glad to open and the Royal Technical College at Nairobi. I know I speak for all my fellow countrymen when we say that we are desperately anxious to narrow and to close the gap which at present hampers or prevents Africans from filling the higher posts in the land. There are far too few skilled and experienced local people in the Civil Service, in commerce and the professions... Here, as elsewhere, we shall go on tackling this [problem] with vigour."

163. In the Government service special Training Grade posts have been created with a view to providing selected persons with the necessary experience. The Administering Authority hopes that the development and extension of this scheme will be one means of enabling Africans to play a more responsible part in the general development of the Territory. The Administering Authority agrees in principle with the recommendation of the Mission in paragraph 386 that special training should be organized for rank and file members of trade unions. Such training is, however, dependent on the availability of more staff which cannot be provided at present for financial reasons. The Trusteeship Council will also be aware that about 50 per cent of the Territory's labour force consists of agricultural workers who are mainly migratory and who return to their tribal areas after a comparatively short period of employment.

164. In paragraph 384 the Mission refers to a request by the Federation for an extension of social security legislation. For the time being it is the policy of the Government with which the Administering Authority agrees, to encourage the extension of contributory provident fund schemes. The Government has made regulations under the Employment Ordinance to regulate the form of such schemes which require its statutory approval.

165. The Administering Authority agrees with the conclusion of the Mission, expressed in paragraph 386, that for the orderly development of the trade union movement in Tanganyika "a great deal will depend... on the existence of responsible leaders, possessing the necessary training and personal qualities to undertake the delicate tasks of negotiation and conciliation". To assist the unions in their need for trained leaders the Government has, since 1952, conducted courses of instruction in such matters as legislation, the conduct of negotiations and the proper keeping of trade union accounts. The Administering Authority regrets that in June 1956 the Confederation of Labour indicated its unwillingness to co-operate with the Government in its efforts to run these courses. The Administering Authority agrees with the Mission that there is a "real need for the unions to avail themselves of these (advisory) services" which the Federation is, however, still unwilling to do although the services are still available. In pursuing its policy of encouraging the development of trade unions on sound lines the Administering Authority welcomes the valuable guidance and assistance both of the British Trade Union Congress and of the International Federation of Free

Trade Unions which it hopes will be continued and developed. The Administering Authority, in the words of the Governor in his Address to the Legislative Council on 17 September 1957, desires "the full co-operation of the trade unions with Government in the sound development of the Territory" and will steadily pursue its policy of encouraging "the growth of sound and healthy trade unions". This policy includes the establishment, at the appropriate time and place, of the consultative machinery (to which reference is made in paragraph 386) and generally the creation of a stable labour force (to which reference is made in paragraph 387).

166. In paragraph 387 the Mission recommends that Government and private industry should co-operate to provide instruction in basic techniques in order to improve the efficiency of unskilled workers. The Administering Authority accepts this recommendation as an aim of policy but wishes to point out that the problem is essentially one for industry itself. The Government has, nevertheless, accepted a certain degree of responsibility in this matter and practical effect is given to it by the extension of courses in "personnel efficiency" methods, conducted by an officer of the Labour Department who is a trained Institute Leader in "training within industry" methods.

167. The Administering Authority notes that the Mission considers that certain branches of agriculture would present a suitable field in which to begin such a training programme. The Trusteeship Council will be glad to learn that a start has been made by the Tanganyika Agricultural Corporation, but the Administering Authority feels sure that the Trusteeship Council will appreciate that, since the majority of the unskilled labour is migratory and impermanent it is not, therefore, suitable for instruction in basic techniques.

MEDICAL SERVICES (paragraphs 388-407)

168. The Administering Authority appreciates the Mission's objective approach to, and understanding of, medical problems in Tanganyika. It is glad to note the Mission's congratulations, in paragraph 389, on the considerable expansion of curative services and welcomes the statement, in paragraph 399, that "the Administering Authority is making substantial efforts, within the means available, to improve the medical services of the Territory". As the Mission itself observes in paragraph 407 "it is purely a question of money and time before the growing-pains of an expanding health service are eliminated".

169. The hope is expressed in paragraph 399 that "the Administering Authority will pay particular attention to encouraging and enabling even more Africans to take higher medical training". This is fully in accordance with the policy of the Government of Tanganyika which aims at ensuring that the Medical Department shall be increasingly staffed by African Medical Officers. The rate at which this policy can be implemented is governed by the availability of finance, the capacity of the Medical School at Makerere and the

availability of sufficient numbers of Africans with the necessary educational qualifications.

170. In paragraphs 400 and 401 the Mission comments on the problem of tuberculosis in the Territory and suggests that consideration be given to the carrying out of BCG vaccination on a widespread scale. BCG vaccination on certain special groups is even now being carried out: in Dar es Salaam, for instance, all children are vaccinated, on entering and leaving school. The Government of Tanganyika intends to expand the use of BCG vaccination as circumstances permit and is at present considering seeking assistance from the World Health Organization and from the United Nations International Children's Relief Organization to this end.

171. In paragraph 403 the Mission refers to the subsidization of Mission hospitals. These hospitals, or rural medical units, can qualify for grants in accordance with the provisions of the Medical (Grants in Aid to Missions) Regulations of 1955, as amended in 1956 and 1957. Neither the Lutheran Mission hospital at Nkoaranga in the Arusha District nor the Roman Catholic Mission Hospital at Makiungu in the Singida District comply with the prescribed conditions. At the Lutheran Hospital there is no resident doctor, as required by the Regulations, although the hospital does receive an annual grant from the Meru Local Treasury; and the prior approval of the Director of Medical Services was not obtained, as is required by the Regulations, before the building of the Roman Catholic hospital was started. In any event, this hospital is located so close to the Government hospital at Singida (twenty miles) as to cover largely the same area as the Government hospital.

172. The complaint quoted in paragraph 404 that European Government Medical Officers do not attend the African patients is without substance. Although the grading of out-patient sessions at hospitals is as stated in that paragraph, any African patient whose condition necessitates more skilful examination or treatment than can be provided by a Medical Assistant is seen by an officer with the appropriate medical qualifications. The confidence expressed by the Mission in paragraph 406 is thus well placed.

IV. EDUCATIONAL ADVANCEMENT (paragraphs 408-486)

EDUCATIONAL POLICY; FINANCE (paragraphs 408-420)

173. The Mission, "while not discounting the measures which have already been taken by the Administering Authority to unify the educational system" (paragraph 415) and, while recognizing that the Administering Authority appreciates the need for a closer integration of the present three separate main racial educational systems (paragraph 408), comments that progress in that direction has been slow and urges, in particular, the introduction of a policy which would "open all secondary schools to children with the necessary qualifications and would provide generous assistance in respect of scholarships, for those and particularly Africans who cannot afford the cost of this

education" (paragraph 415). The Mission notes that education at the post-secondary level, at Makerere College and at the Royal Technical College is already non-racial and that the non-racial principle is being introduced at the new Technical Institute in Dar es Salaam and at the Teacher Training Centre at Mpwapwa (paragraph 409).

174. In recommending that all secondary schools should be opened to all children with the necessary academic qualifications, irrespective of race, the Mission may, perhaps, have minimized the difficulties involved. To see the picture in proper perspective it is necessary to consider the background against which the present separate systems have grown up. The funds that could, and can, be made available for education from the general revenues of the Territory have been and are, insufficient to provide school facilities for all the children in the Territory at either the primary or post-primary stages. In the past the immigrant races have, as a whole, been prepared to contribute substantially in school fees and education tax, over and above their contribution to general revenues through ordinary taxation, to ensure that, as far as possible, school facilities should be available for all their children who require it, at both the primary and secondary stages. They have been able to achieve this objective because their numbers are comparatively small and their earning capacity has been, on the whole, comparatively high. Facilities thus provided are only just sufficient to meet present and immediate future needs and are being maintained with increasing difficulty as costs increase. If, as the Mission suggests, all secondary schools were to be immediately thrown open to the children of all races, who are academically qualified to enter them, and if generous scholarships were to be provided (presumably from the already fully deployed general revenues) for those who could not afford the cost of this education, this would mean, either that a very greatly increased expansion of secondary school facilities would have to be provided, for which funds are not available, or that a number of the children of the non-African communities would have to be denied entry to schools, to the building up of which those communities have specially contributed at considerable sacrifice. The latter result would, in the opinion of the Administering Authority, tend rather to produce racial disharmony than to obviate it. Furthermore, with the consequent uncertainty as to whether school facilities would be available for their children, many persons from outside the Territory whose services the Territory needs would be unwilling to come to, or to remain in, the Territory.

175. A further point which the Administering Authority suggests that the Trusteeship Council should take into consideration is that, for a number of reasons, such as the wide areas from which they draw their pupils, many of the secondary schools in the Territory have to be boarding schools. The provision in each secondary boarding school of boarding and other facilities appropriate to the different social, religious and dietary backgrounds of the children of all the various communities in the Territory would pose problems of

no small magnitude and would probably lead to a considerable increase in the costs of secondary education. As an example of the present differences in fee rates in the different school systems, it is pointed out that a European boy attending Kongwa Secondary School pays a maximum fee of £125 per annum whereas an African boy attending the Tabora African Boys' Secondary School, where the academic facilities and standard of teaching are equally good, as a boarder, pays a maximum fee of £15 per annum which the Mission regards as too high for the average African parent to pay. The provision of separate hostels, as an alternative measure, might well tend to accentuate rather than resolve racial differences at this stage. At the post-secondary stage, in larger institutions, this problem can more easily be resolved.

176. Despite these difficulties the Administering Authority does not regard a closer integration of the separate school systems as an insoluble problem or as an undesirable objective. There are, however, dangers inherent in any attempt at proceeding too quickly in a policy of closer integration. It is the view of the Administering Authority that integration can best and most smoothly be introduced at stages, and in circumstances, where the differences in the background lives of the pupils are less pronounced or are least likely to impinge on their joint activities. It is for this reason that the Administering Authority, as quoted by the Mission in paragraph 409 of the Report, considers that, in general, non-racial education can most satisfactorily be established from the top downwards and has made a start at the levels quoted in paragraph 173 above. As a further measure towards integration the Government of Tanganyika is actively encouraging the establishment, by a Board of Trustees, of a non-racial preparatory school in the Southern Highlands Province of the Territory. With the steady progress of education through the separate systems the cultural and intellectual levels of the various communities are gradually becoming closer and the stages at which integration is possible without undue difficulty on this ground will thus gradually increase. Though the possibility of integration from the top downwards in appropriate secondary day schools has not gained immediate acceptance by the Non-Native Education Authorities, it is being kept under review. It is still felt that to force unduly a growth which is coming about naturally would do more harm than good and might well not be "conducive to the evolution of the unified and integrated society which is the declared aim of the Administering Authority" (paragraph 415).

177. As regards the suggestion made by the Mission that the separate authorities for Non-Native Education should be replaced by a unified control (paragraph 415) the Administering Authority draws the attention of the Council to the fact that there is already a degree of unified control in so far as the Director of Education in Tanganyika is Chairman of both Non-Native Education Authorities as well as being directly responsible for the administration of African education. While the objective of the Mission is fully appreciated, the Administering Authority feels that, so long as

the non-African communities are making special contributions to the cost of the education of their children and so long as it is impossible, without these extra contributions, to provide, from general revenues, the educational facilities required by these communities, the communities concerned should have some control over the funds to which they specially contribute. When it is possible to dispense with these extra contributions, and yet to provide the facilities required, it is agreed that a single unified control would be preferable.

178. There are a few errors of detail in paragraphs 408-420 to which the Administering Authority wishes to draw the attention of the Trusteeship Council. Katoke (not Katogi, as stated in paragraph 409 of the report) is a Mission station of the Diocese of Central Tanganyika situated in the Bukoba District of the Territory where a small boarding school for children of all races from the age of six opened in 1957. The statement, in the same paragraph, that places are reserved for European students at Tabora Government African Secondary School is incorrect: the school is exclusively for Africans.

179. In paragraph 417 the Mission states that funds for the "revised minimum supplementary estimates prepared by the Director of Education for 1956-1957 were not forthcoming". In fact these estimates were passed without challenge at a subsequent session of the Legislative Council.

DEVELOPMENT OF AFRICAN EDUCATION

(paragraphs 421-486)

180. The Mission's main criticisms of the development of African education are that the primary school course of four years is too short and that, at the present planned rate of progress, the ultimate objective of an eight-year primary course will take a very long time to achieve (paragraphs 426, 427 and 430). The Mission therefore urges that the present disparity in the numbers of primary and middle schools be removed so that all children who complete the present primary course of four years should have the chance of going on to the four-year middle school course (paragraph 430). At the same time the Mission presses for an increase in the number of primary schools and for a reduction in the school fee rates at both middle and secondary schools (paragraphs 430 and 441).

181. The Administering Authority notes the appreciative terms in which its efforts in the last ten years to expand African education facilities are described in paragraph 430. It is in full agreement with the Mission that the removal of the disparity in the numbers of primary and middle schools, and a reduction in fees are very desirable objectives but observes that the Mission makes no suggestion as to how the funds are to be found to achieve these objectives. The funds at present at the disposal of the Government of Tanganyika are quite inadequate for the purpose. With the limited funds available a choice has to be made among these objectives. The gap between

the number of primary schools and the number of middle schools, and a consequent introduction, in effect, of an eight-year primary course could quickly be achieved by a severe reduction in the number of primary schools (contrary to the suggestion of the Mission as expressed in paragraph 430) and an increase, with the money saved, in the number of middle schools, as soon as the necessary teachers of the higher grade could be trained. The Administering Authority feels that the present plan of development, as described in paragraphs 427-429, is the best compromise that can be achieved with the funds available.

182. There are various matters of detail to which the Administering Authority wishes to draw the attention of the Council, which correct, modify or amplify statements in paragraphs 421-486.

183. In paragraph 424 the Mission refers to the substitution of district by middle schools. An added reason for the abolition of district schools is that hardly any of the old-type "District" schools had full boarding accommodation. As a result, selection for Standards V and VI was frequently dependent upon the proximity of pupils' homes to the school.

184. With reference to the Mission's comment in paragraph 425 that the establishment of middle schools has hitherto proceeded at a slow pace, the Administering Authority draws the Trusteeship Council's attention to the fact that between 1950 and 1956 nearly 200 middle schools came into existence and that a further 238 will be provided during the period of the current Five-Year Plan. In other words, over a period of about ten years, nearly forty new middle schools a year will be built in the fifty-six districts in Tanganyika. Having regard to the financial resources of the Territory, the Administering Authority does not consider that the plans implemented and projected for the expansion of middle school education are unsatisfactory. The Administering Authority regrets that it is unable to accept the statement made in paragraph 425 that unless a student is taught English "there is the danger that he will fall back into illiteracy".

185. In paragraph 433 the Mission suggests that "where not enough pupils pass the examination to fill the available places in the middle schools, an opportunity might be given for the places to be filled by the more promising of the unsuccessful candidates". The Administering Authority draws attention to the fact that "the new Five Year Plan contemplates an improvement in the standards of primary education" thereby avoiding "difficulties in filling the increased middle school accommodation which is planned" (paragraph 484). Moreover, the examinations in connexion with entry to middle schools, which are conducted on a local basis, are merely part of the selection scheme. The results of the examinations are considered together with the individual pupil's school record.

186. In paragraph 434 the Mission urges the application of rules, which are already applied in certain areas, mainly in townships for the compulsory

attendance of children already enrolled in a school, to other areas throughout the Territory, provided that hardship in the payment of fees can be avoided. The Administering Authority is at present examining the possibility of introducing some measure of compulsion in the Dar es Salaam municipality. Further, the desirability of ensuring that children once enrolled shall continue to attend school is kept constantly under review.

187. The Administering Authority welcomes the reference in paragraphs 431 and 435 to the need for the elimination of wastage and for Africans to "make every effort to see that the facilities that are available for primary and middle school education are used to the fullest extent". Every effort will continue to be made by the Government of Tanganyika to ensure that all available school places are filled. The Administering Authority wishes to stress, however, that the remedy is one which lies principally in the hands of Africans themselves.

188. The Mission considers, in paragraph 441, that the Administering Authority should review the question of school fees with a view to reducing them to a level within the means of the majority of African parents, and also advocates more generous fee remission in necessitous cases. The Administering Authority wishes to associate itself with the minority opinion expressed in the last part of paragraph 484. Fees in middle and secondary schools are not strictly "revenue", since they are designed mainly to cover the cost of boarding and/or feeding. Since such services have to be paid for in cash, any substantial reduction in the fee collections would merely curtail expenditure elsewhere in the educational sector.

189. The Administering Authority regrets that it is unable to accept the statement made to the Mission and quoted in paragraph 443 that a pupil passing out of Standard VI in the old "District" school system was better equipped than a boy passing out from Standard VIII in a middle school.

190. The Administering Authority is glad to note (paragraph 445) that the Mission welcomes the introduction of single sessions in Standards III and IV, the plans for more frequent inspection and supervision, the introduction of teachers' refresher courses, the more careful selection of students for teacher training and the maintenance of high standards of work and conduct by serving teachers.

191. In paragraph 449 the Mission refers to "the great number of protests it received from Africans regarding the amount of time spent, particularly in the middle schools, on agricultural and practical training". The Administering Authority is, of course, fully aware of the need to keep a proper balance between the academic and practical sides of post-primary education, particularly in the middle schools. This question has recently been reviewed and the Trusteeship Council will be glad to learn that the original curriculum, which was, of necessity, largely experimental, has been changed, in the light of experience gained, so as to increase the time available for instruction in academic

subjects. This matter will be kept under constant review and further adjustments will be made, from time to time, if these are deemed to be advisable.

192. The Administering Authority is surprised to learn (paragraph 450) that the Mission was informed that African students from Tanganyika attending Makerere College have difficulty in following the courses because of insufficient secondary education and an inadequate knowledge of English. No such information has been conveyed to the Government of Tanganyika by the college authorities and, indeed, the information at the disposal of the Government indicates the reverse. All students have to pass the school certificate with a credit in the English language before they can be accepted at Makerere.

193. In paragraphs 416, 425, 450, 451 and 452 the Mission refers to the teaching of English, particularly in primary schools, urging that the Administering Authority (paragraph 453) "should do its utmost to teach English in the primary grades and generally to improve the standard of English in other schools". As is indicated in the Report itself (paragraph 452) "the teaching of English as a subject is to be introduced into the higher standards of the primary schools". The Council may rest assured that every effort is already being made to improve the standard of English throughout the school system.

194. The statements attributed to certain Africans (paragraph 457) that "some Provinces possessed one or two (Secondary) Schools while others possessed none at all", is incorrect. In fact, every Province has at least two African secondary schools and four of the eight Provinces have more than two. The Trusteeship Council will also have noted that the current Five-Year Plan for African education places special emphasis on the expansion of the secondary school system.

195. The Administering Authority is glad to note (paragraph 458) the Mission's view that the education of African girls "has gradually improved during the last ten years" and assures the Council that it will continue to lay stress on accelerated development in this field, the importance of which is fully recognized.

196. The Administering Authority is satisfied that it will be able to fill the requirements for Grade II teachers without an increase in the teacher-training centres for men (paragraph 469).

197. The Administering Authority wishes to assure the Trusteeship Council that every effort has been and will continue to be made, to increase the number of Grade I women teachers (paragraph 470). With regard to the employment of married women, the Administering Authority wishes to point out that married women teachers are, in fact, employed to the fullest extent possible, and a number of these are employed full time.

198. The Mission believes (paragraph 472) that the

length of the Trade School Course of three years is too long and suggests (paragraph 473) that the decision to delay construction of a third trade school should be reviewed. The Government of Tanganyika has carefully examined the question of the length of the course. It is of the opinion, with which the Administering Authority agrees, that until industry in the Territory is in a better position to provide more effective in-service training, it would not be advantageous to reduce the present three-year course. Until it is known whether it is possible to place the full output of the present two trade schools—the second, at Moshi, is only in its initial stages—the Administering Authority does not consider it is advisable to start on a third trade school. In any event, funds could only be made available for a third trade school at the present time by reducing the amount available for other forms of post-primary education.

199. The Administering Authority notes that the Mission welcomes the establishment of a Higher Education Trust Fund and the fact that a site for a University College has been provisionally chosen (paragraph 480). The Administering Authority hopes that a Working Party with representatives from the Inter-University Council in the United Kingdom and of the Council for Overseas Colleges of Arts, Science and Technology will visit the Territory in 1958 and *inter alia*, will report on the suitability of the provisional site for the projected University.

200. The Administering Authority wishes to point out that the Higher Education Trust Fund stands at over £740,000 and not £500,000 as stated in paragraph 480.

201. In paragraph 482 the Mission observes that few Africans "knew about the scholarships offered to Trust Territory students by members of the United Nations" and expressed the hope that "The Administering Authority will make fully known to students in the Territory the availability of these scholarships". The Council may rest assured that all scholarships which, in the opinion of the Administering Authority, are in the interests of the inhabitants of the Territory, are, and will continue to be, brought to the notice of potential candidates.

V. PROVISION OF INFORMATION CONCERNING THE UNITED NATIONS (paragraphs 487-490)

202. The Administering Authority has no comments to offer on these paragraphs except to record that they afford an example of the way in which the Administering Authority, and the Government of Tanganyika, willingly co-operates with the Trusteeship Council in these matters—a co-operation which it is the policy of the Administering Authority to continue in the future.

RESOLUTION 1906 (XXII) ADOPTED BY THE TRUSTEESHIP COUNCIL ON 25 JULY 1958

REPORTS OF THE UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN EAST AFRICA, 1957

The Trusteeship Council,

Having examined, at its twenty-first session, the reports of the United Nations Visiting Mission to the Trust Territories in East Africa, 1957, on Tanganyika²⁴ and Ruanda-Urundi²⁵ and, at its twenty-second session, the report of the Visiting Mission on Somaliland under Italian administration,²⁶

Having also examined the written observations submitted by the Governments of the United Kingdom²⁷ and of Italy²⁸ concerning the reports on Tanganyika and Somaliland, respectively, and the oral observations made by the representative of Belgium concerning the report on Ruanda-Urundi,

1. *Takes note* of the reports of the Visiting Mission and of the observations of the Administering Authorities thereon ;

²⁴ See *Official Records of the Trusteeship Council, Twenty-first Session, Supplement No. 2*, document T/1345.

²⁵ *Ibid.*, *Twenty-first Session, Supplement No. 3*, document T/1346.

²⁶ *Ibid.*, *Twenty-second Session, Supplement No. 2*, document T/1344.

²⁷ *Ibid.*, *Twenty-first Session, Supplement No. 2*, document T/1362.

²⁸ *Ibid.*, *Twenty-second Session, Supplement No. 2*, document T/1396.

2. *Expresses its appreciation* of the work accomplished by the Visiting Mission on its behalf ;

3. *Draws attention* to the fact that, at its twenty-first and twenty-second sessions, in formulating its own conclusions and recommendations on conditions in the Trust Territories concerned, the Council took into account the observations and conclusions of the Visiting Mission and the observations of the Administering Authorities thereon ;

4. *Decides* that it will continue to take these observations and conclusions into account in future examinations of matters relating to the Trust Territories concerned ;

5. *Invites* the Administering Authorities concerned to give consideration to the conclusions of the Visiting Mission as well as to the comments made thereon by the members of the Trusteeship Council ;

6. *Decides*, in accordance with rule 99 of its rules of procedure, that the reports of the Visiting Mission, together with the written observations submitted by the Governments of Italy and of the United Kingdom and the present resolution, shall be printed ;

7. *Requests* the Secretary-General to make arrangements for the printing of these documents at the earliest possible date.

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