GOVERNMENT PUBLICATIONS
RELATING TO AFRICA IN
MICROFORM

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the United Kingdom

General Editor: Neville Rubin

ANNUAL DEPARTMENTAL REPORTS
RELATING TO UGANDA
1903-1961

Introduction by
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Introduction

The governmental organisation of the Uganda Protectorate was a familiar one in British colonial Africa. The apex was the Governor, who alone was responsible to the Secretary of State for the Colonies for all aspects of the government of the territory. From 1920, there was a legislative council, but on both this and the executive council there sat a majority of officials, and constitutionally the Governor, until the introduction of internal self-government on the eve of independence,\(^1\) was, accordingly, (subject to the control by the Secretary of State) an absolute ruler, responsible for all the functions of government. These functions were operated by civil servants and were organised on a departmental basis. In the first place, and standing in a special position, was the Provincial Administration, consisting of provincial commissioners and district commissioners (and their assistants), who were responsible for the peace and good order of, and for the efficient conduct of all public business in, their respective provinces or districts.\(^2\)

Then there were the various departments (e.g. the Medical, Agricultural and Public Works Departments) staffed by professional and technical civil servants and responsible for the provision of a wide range of services, which steadily grew in number during the life of the Protectorate.\(^3\) The head of a department would normally have, in addition to his headquarter organisation, a representative in each province or district, who was responsible for the local implementation of departmental policy.

The Governor, on whose behalf the Provincial Administration and the departments carried out their functions, controlled their activities through his Chief Secretary, who was responsible for the co-ordination of all aspects of public business. Then in the 1950's, with the introduction of the ministerial system of government, Ministers were responsible to the Governor for the running of the departments within their portfolios.

The head of each department was required to submit annually a report on the activities and progress of his department during the course of the preceding year. These reports provide valuable and detailed information as to the development of the Protectorate Government’s administrative, professional and technical services which is obtainable from no other source. The Colonial Annual Reports for the territory\(^4\) give an overall picture and, indeed, draw to a large extent on these departmental reports for the information provided, but, unless supplemented by the latter, they cannot give an adequate understanding of the details of Government’s policy and its implementation in the Protectorate as a whole. One of the problems which the scholar interested in the development — in its social, economic and other
aspects — of the Protectorate during the colonial period has had to face has been the difficulty of locating copies of these departmental reports, particularly those published prior to the second world war. Few libraries in the United Kingdom have fully representative collections, and none would appear to have comprehensive sets. The best source is, as one would expect, the Public Record Office, but even this collection is not complete: Governors appear to have been somewhat lax in sending copies of all their reports to the Secretary of State. The next best source is probably the Library of the Royal Commonwealth Society. The purpose of this microfilm publication is to make available to scholars and others interested in colonial administration in Uganda sets of each series of departmental reports from various sources in the United Kingdom, which are as comprehensive as it has been practicable to make them. The compilation of this collection has only been possible through the generous co-operation of the holders of the volumes used, which lie in the following centres: The Public Record Office, the Royal Commonwealth Society, the British Library, the British Library of Political and Economic Science, the School of Oriental and African Studies (University of London), the Institute of Commonwealth Studies (University of London) and the Foreign and Commonwealth Office.

A British protectorate was established over Buganda in 1894, and was extended to other areas in 1896. At this period the assumption of a protectorate did not entail the imposition of a detailed system of administration by the protecting power. The latter was concerned primarily with ensuring the maintenance of law and order and the collection of tax, once this had been introduced. In other respects, the traditional authorities, with a number of whom treaties or "Agreements" had initially been made, were left to carry on the day to day administration of their subjects according to customary practices (provided these did not appear objectionable to the new rulers). Justice was dispensed to Africans in the customary courts, the Consular Court being concerned, almost exclusively, with litigation between non-Africans, and even though the High Court, which replaced the Consular Court in 1902, was specifically given jurisdiction over all persons and matters, the bulk of the litigation concerning Africans remained (as indeed it did until the close of the colonial period) the concern of the customary courts. The British Government had, in the face of pressure in the United Kingdom, reluctantly accepted responsibility for Uganda, and it was determined that its administration should be carried out with the strictest economy and that every effort should be made to eliminate as soon as possible the annual grant in aid which the territory received from the United Kingdom Treasury. Financial self-sufficiency would, it was felt, only be attained through the rapid development of the Protectorate's natural resources, and in particular through her capacity to grow profitable cash crops. It is against this background that the establishment of specialist departments (relatively few in number) during the first two decades of protectorate rule...
must be viewed. The majority of the departments set up at the turn of the century had as their purpose the preservation of law and order (such as the Police) or the maintenance of government services (such as the Public Works Department and the Printing Department). Then there was the Botanical, Forestry and Scientific Department, the purpose of which was to explore the means by which the agricultural potential of the territory might be developed with a view to achieving the Protectorate’s internal solvency. It would hardly be expected that at that time it would have been considered the duty of the Government, even had the necessary finance been available, to provide social services for the African population; and the provision of education and medical attention for Africans was left to the Christian Missions, who, though they might receive help and encouragement from the Government in such work, were, nevertheless, considered to be the proper bodies to shoulder the responsibility, financial and organisational, for the provision of these services. A Medical Department had indeed been set up as early as 1898, but in its early years it was concerned merely with the provision of medical care to government servants. By the 1920’s, however, the position had radically changed. Britain now accepted that she stood in the position of “trustee” for her colonial possessions and that this entailed responsibility for the development and welfare of the African population. In the field of general administration, this was reflected in the detailed attention given, within the framework of the current administrative doctrine of “indirect rule”, to the development of the native authorities. As for the specialist departments, now greatly increased in number, the change in approach and emphasis is perhaps best illustrated first by the Government’s decision to accept a major part of the responsibility for education, previously shouldered entirely by the Missions, and to establish in 1925 an Education Department; and secondly by the fact that the expansion of medical facilities had by 1936 resulted in the Medical Department being in receipt of a larger share of the annual budget than any other department. But however well intentioned the Protectorate Government may have been, economic events were to curb development, and the slump of the early thirties was to result in large scale retrenchment in all services.

The second world war was followed by a period of economic prosperity. Uganda, whose economy was primarily dependent on the export of cotton and coffee, drew great benefit from soaring commodity prices on the world markets. Under the United Kingdom Colonial and Welfare Act of 1940, large sums of money were made available for development and research. A bright future was predicted for Uganda’s industrial and mineral potential. When Sir Andrew Cohen took over as Governor in 1952, the emphasis shifted from economic to social development, with the emphasis placed, in particular, upon education, whilst the pace of expansion increased; new departments started to proliferate and those already in existence multiplied
their staff and activities. One aspect of this period of economic development was the policy of creating quasi-government boards, rather than purely government departments, and this reached its culmination with the setting up in 1952 of the Uganda Development Corporation.\textsuperscript{6}

The final period of colonial rule, which followed the departure of Cohen in 1957, was one of hurried preparation for independence, which came in 1962. It was also a period of less ebullient commodity prices and a less bullient Uganda economy. The emphasis switched from the expansion of departmental activity to the now urgent problem of the rapid Africanisation of the civil service, entailing the advancement of Africans in government departments, the responsible posts in which had hitherto been held predominantly by expatriate officers. At independence, inducements were offered to many of these officers to remain and thus maintain the existing standard of efficiency in these services during the transitional period when programmes for recruitment and promotion of African staff would be completed. The bureaucratic machine, operating through governmental departments, which the independent government inherited was undoubtedly somewhat top heavy and prolix, but it proved in the years immediately following independence to be one which the new state could successfully operate with its resources.

\textbf{Group 1 Administration}

\textbf{1 THE PROVINCIAL ADMINISTRATION}

In order to understand the framework in which the specialised departments operated, it is necessary to explain in some detail the role of the Provincial Administration, which played a vital and dominating part in the administration of the Protectorate, and stood in a special position vis à vis the other departments. Within each province, the Provincial Commissioner was the chief executive officer and representative of the Governor, responsible for the peace, order and over-all administration of his province. His principal role lay, in practice, in the supervision and co-ordination of the work of the district commissioners of the province. From the 1920's onwards, the provincial commissioners would meet in conference to discuss policy, and the recommendations of these conferences, to which the Governor and his staff in the Secretariat would normally attach the greatest importance, played a vital role in the formulation of policy at headquarters.

The district commissioner stood in the same relation to his district as the provincial commissioner did to his province. But, whereas the provincial commissioner was largely responsible for supervision and co-ordination, the district commissioner was responsible for the actual implementation of
policy. His duties were multifarious, and upon him the operation of the
government machine largely depended. He was responsible for law and
order, for the collection of tax, and for a host of statutory duties imposed
on him by various Ordinances, which made him, for example, a township
authority, a registrar of marriages, a licensing authority and an agent of the
Administrator-General. He also acted as executive officer for any
department which was not represented in the district by an officer of its
own. Furthermore, even if a department were represented locally by one of
its own officers responsible to the head of his department for the purely
professional or technical aspects of his work, such work, in so far as it
formed part of, or affected, the overall policy for the development of the
district, was the district commissioner's concern. He was, accordingly,
responsible for co-ordinating, where necessary, the work of the various
departments operating in his district. The exact relationship between the
district commissioners and the departmental officers was, in fact, never very
clearly defined. After the second world war, however, the potential for
conflict here was mitigated by the establishment of the district teams, on
which the principal departmental officers in the district sat and which met
periodically under the chairmanship of the district commissioner to plan
and co-ordinate district development.

The district commissioner's most important function lay in what was termed,
until the 1950's, "native administration"; that is to say his relations with
the chiefs and African population in the rural areas, particularly in respect
of the development of the native authorities. The latter, the cornerstone of
the prevailing inter-war doctrine in East Africa of "indirect rule", provided
the means whereby the day to day administration of the African population
was carried out by the chiefs. The chiefs were responsible, inter alia, for
the prevention of crime and the collection of tax. They were empowered
by the Native Authority Ordinance of 1919 to issue orders carrying the force
of law to Africans within the areas of their jurisdiction; and they were the
presidents of the native courts which disposed of the bulk of the litigation
in the Protectorate. The native authority treasuries, into which the native
authority tax was paid, supplied the funds whereby the native authorities
carried out their duties. All these functions of the native authorities were
carried out under the close supervision of the district officers. In 1949, the
native authorities, now termed African local governments, were
reconstituted with councils, each having on it a number of elected
members, and a further development took place in 1955. Although the
role of the district commissioner in relation to the development of the
district administrations (as the African local government were re-named in
1955) was now very different, in that he had become purely an inspector of,
and adviser to, these administrations, this task of guiding the evolution of
what had been the old native authorities into modern English-type local
governments remained an essential part of his work.
In Buganda, the relations between the district officers and the Buganda Government was on a very different footing from that between these officers and the native authorities established or recognised by the Native Authority Ordinance of 1919 and their successors. Here there was a kingdom whose relationship with the protecting power was defined in detail by the Agreements of 1900 and 1955. By the 1900 Agreement the Kabaka was to “exercise direct rule over the natives” of Buganda, to whom he was to administer justice through his Lukiko and chiefs. The county chiefs were responsible for administering justice, the upkeep of roads and “the general supervision of native affairs”, receiving their instructions direct from the Kabaka’s Ministers. Here there was in effect a native state and, when during the 1920’s and early 1930’s district officers in Buganda attempted to exercise a degree of close supervision, akin to that exercised in the other provinces, this was bitterly resented by the Buganda Government.

With the arrival of Mitchell as Governor in 1935 policy changed and under the reforms which he, and his successor Dundas, introduced, district officers, now termed the Resident and his assistants, were to confine themselves to advice and guidance in respect of Buganda’s internal affairs.

From what has been said above, it will be clear that from the early years of the century the native authorities (and the Buganda Government) were responsible for the maintenance of certain services, and this must be borne in mind when the role of the professional and technical departments of the Protectorate Government are considered. As has been mentioned, native authorities had, from the time of their establishment, been responsible for the prevention of crime in the rural areas, and they maintained their own rudimentary police forces, as well as their own prisons, for the supervision and over-all control of which the district commissioner, and not the heads of the Police and Prisons Departments of the Protectorate Government, was responsible. Similarly, the upkeep of roads (other than trunk roads) was the responsibility of the native authorities and the Buganda Government, and not of the Protectorate Public Works Department. Under the District Administrations (District Councils) Ordinance of 1955, district administrations were given the power to perform a long list of mandatory and permissive functions, some of which entailed the provision of services previously maintained by departments of the Protectorate Government, such, for example, as the provision of hygiene services and health education and the provision of certain agricultural field services. At about the same time arrangements were made for the Buganda Government to take over certain additional services from the Protectorate Government. To enable the district administrations and the Buganda Government effectively to run these services, officers from the Protectorate Government departments were seconded for employment by the administrations and Buganda Government.

Another highly important aspect of the district commissioner’s work was, until the 1950’s, his role as district magistrate. District officers were ex-officio magistrates. and in their work as such they were responsible, not
to their provincial commissioners, but to the High Court. Until after the second world war, all magisterial work (except in the large towns, such as Kampala, Jinja and Mbale) was carried out by these officers. In addition to their work as magistrates in the subordinate courts, district officers were also responsible, again in their capacity as magistrates responsible to the High Court, for the supervision of the native courts. This work included that of inspection, revision and appeal. Since the native courts formed part of the native authority structure, upon the development of which district and provincial commissioners placed so much importance and to which they devoted so much of their energy, it was felt by these officers during the inter-war period that the supervision of the native courts should be carried out by the district officers in their capacity as administrative officers, responsible to the provincial commissioners, and not as magistrates responsible to the High Court. This argument which also raged in Tanganyika and Kenya during this period resulted in legislation in these two territories which removed the native courts from the control of the Judicial Department; in Uganda, however, the judiciary successfully staved off this attack upon its authority.\textsuperscript{13} After the second world war, the policy was adopted of appointing resident magistrates of the Judicial Department to reside in, or visit, virtually all district headquarters, thus relieving the district officers of all magisterial duties in respect of the subordinate courts, except minor matters, such as the granting of remands. District Officers, however, retained (subject to certain modifications during the last few years of colonial rule) their powers of supervision in respect of the native courts (or African courts as they were now called) until after independence.

District Commissioners had from the earliest times submitted annually reports surveying district work during the previous year, but these were not published, nor were copies of them normally transmitted to the Colonial Office. The series of Provincial Commissioners' Reports on Native Administration included in this microfilm collection begins with the group of reports for 1935; these reports were based on those the provincial commissioners had received from their district commissioners. The title changed with the 1939–1946 publication to Reports on the Kingdom of Buganda, Eastern Province and Western Province.\textsuperscript{14}

2 POLICE

The origins of the Uganda Police service lay in the King's African Rifles. The enactment in 1903 of the Uganda Armed Constabulary, and the Uganda Prisons, Ordinances established a civil police force and prison service, although the Officer Commanding Troops remained responsible for them until 1906. In this year a completely separate department came into existence, responsible for the Uganda Police, a civil armed force. In 1908, an Inspector-General was appointed for the police forces of both the East
Africa Protectorate and Uganda, a post which remained in existence until 1921. From the creation of the Department until 1936, the Commissioner of Police was also Commissioner of Prisons.15

3 ADMINISTRATOR-GENERAL

A separate Department of the Administrator-General was set up in 1933, the office having previously been under the control of the Chief Justice.16 Under the Administrator-General’s Ordinance passed in the same year, this official was empowered, where a deceased person had died intestate, and in certain other circumstances, to apply to a court for Letters of Administration of the estate. The Ordinance, however, stated that it did not apply to the estates of natives of the Protectorate. Various other duties were also imposed upon the Administrator-General; he was Official Receiver in Bankruptcy, Registrar-General of Births, Marriages and Deaths and Registrar of Documents, of Companies, of Business Names, of Patents, Designs and Trade Marks and of Bills of Sale and Deeds of Arrangement. In the succeeding years an increasing number of responsibilities were placed upon him by statute, until by 1961 he also held, among other posts, that of Public Trustee, Registrar of Adoptions, Banks, Trade Unions, and Newspapers, Assistant Estate Duty Commissioner, Custodian and Administrator of Enemy Property and Registrar under the British Nationality Act.

4 PUBLIC SERVICE AND POLICE SERVICE COMMISSIONS

A Public Service Commission was set up in 1955 as an advisory body to the Governor17 on appointments to the civil service. The Commission was also responsible for the general oversight of training and examinations in the service and for advising on disciplinary matters. In 1957, a Police Service Commission was also established. The reports of both these Commissions are included.

Group 2 Finance

1 TREASURY (ACCOUNTANT-GENERAL)

Until 1937, the Treasurer, a senior civil servant, who was a member of the Executive Council as the Government’s adviser on all financial affairs, was also, as head of Treasury, the Government’s accounting department, directly responsible for that department’s work. He was relieved of this latter responsibility and his title was changed to Financial Secretary in 1937 when an Accountant-General was appointed as head of the Treasury (now known as the Accountant-General’s Department). Each year the Department published a statement of the financial position of the Protectorate, and these
from 1929 are included. Also included are the estimates of revenue and expenditure as passed by Legislative Council for the forthcoming year in respect of 1954 to March 1962.

2 AUDITOR-GENERAL

The Department of the Auditor-General, which was responsible for the auditing of the Government’s accounts and stores, was in a different position from other departments. The Auditor-General carried out his duties on behalf of the Secretary of State for the Colonies and the Department represented locally the Colonial Audit Department in London.

3 UGANDA CREDIT AND SAVINGS BANK

The Uganda Credit and Savings Bank Ordinance of 1950 provided for the establishment of a Credit and Savings Bank for facilitating loans to Africans in furtherance of agricultural, commercial, building and co-operative purposes. Land could however, in practice, only be given as security for a loan under the Act if it were held under registered title, and, since outside Buganda the vast majority of Africans who held land did so under customary tenure, few of them could make use of these loan facilities. This need was, accordingly, met in 1954 by the establishment of an African Loans Fund which the Bank administered as agent.

Group 3 Judicial

1 JUDICIAL DEPARTMENT

The judicial framework of the Protectorate had been set up by the Uganda Order in Council of 1902, which established a High Court with full jurisdiction over all persons and matters and provided for the constitution of subordinate courts, and by 1903 there were two High Court judges. The subordinate, or magistrates’, courts, normally sitting at the headquarters of the various administrative districts, were staffed by the district officers, who, however, performed their judicial duties in their capacity as magistrates responsible to the High Court, to which, in general, appeal lay from their decisions. The High Court and the magistrates’ courts administered the general system of law, which until the close of the 1920’s was based primarily upon Indian law, in the form of comprehensive codés formulated for India by prominent jurists in the 19th century and intended to put in a written, rationalised, concise and simplified form the largely unwritten English law of the time, and which had been applied to Uganda by the Order in Council. In so far as these Codes, or local Ordinances replacing or
supplementing them, did not apply, jurisdiction was to be exercised in conformity with the common law, doctrines of equity and statutes of general application in force in England in 1902. In cases to which Africans were parties, however, the courts were to be guided by native law and custom, provided that this was not inconsistent with the general law, or "repugnant to justice and morality". Although these courts had jurisdiction over all races, litigation between Africans (except in cases of serious crime) was disposed of almost entirely in the native courts which applied the local native law and custom. These latter courts were under the close supervision of the district officers, to whom appeal lay and who, in this respect, also acted as magistrates responsible to the High Court.

In the early years of the century, the two High Court judges, Ennis and Morris Carter, performed work which was later to be the responsibility of the Attorney-General. They drafted legislation and advised the Governor on legal matters, and it was not until 1906 that a Crown Advocate and a Crown Law Office then came into existence. The title of Crown Advocate was changed in 1912 to that of Attorney-General and in 1928 a Solicitor-General was appointed and additional posts were created in the succeeding years. The principal functions of the Crown Law Office were threefold: its members provided the government with legal advice, drafted legislation and conducted important Crown prosecutions.

From the start the High Court travelled on circuit to hear appeals from the magistrates' courts and to deal with those serious cases which were beyond the magistrates' jurisdiction. But the distances involved, the state of communications and the limited number of judges resulted in serious delays in the dispensing of justice. This, as well as other considerations, led to the declaration of certain districts as Special Districts in which the district magistrates had the power to try any criminal cases however serious, and by 1933 thirteen out of the eighteen districts had been so declared. This curtailment of the High Court's jurisdiction was made against a background of controversy between the judiciary and the administration on the related questions of the role which administrative officers ought to play in the administration of justice and of whether or not the imported, and basically English, legal system needed modification when applied to a largely illiterate African population. The controversy reached its culmination with the setting up in 1933 of the Commission of Inquiry into the Administration of Justice in Kenya, Uganda and Tanganyika Territory in Criminal Matters, under the chairmanship of Bushe, the Legal Adviser to the Secretary of State. The Commission vindicated on almost all aspects of the controversy the views of the judiciary, as opposed to the administration, and, although its major recommendations were not accepted by the Secretary of State, the publication of the Commission's Report marks a watershed in East African legal history. Thereafter, the criticism by the administration of the
application of the English-based law, pure and unmodified, steadily lost its
impetus and by the outbreak of the second world war had virtually
disappeared, whilst the role the district officer played in the administration
of justice in the subordinate courts came to count steadily for less and less,
first as Special Districts disappeared and then as resident magistrates of the
Judicial Department took over the bulk of the district officers' duties in
these courts.

After the war, the staff of the Judicial Department was greatly expanded.
By 1950 there were three puisne judges, and resident magistrates were either
stationed at, or regularly visited, almost all district headquarters. This year
saw an important change in sentencing policy with the provision in the new
Criminal Procedure Code for probation orders. New attitudes towards the
treatment of offenders (see below) was also reflected in the policy of courts
to bind over first offenders.

As has been indicated, the native courts in Uganda were under the over-all
control of the High Court. Nevertheless, it was the district officers who
were, in practice, almost entirely responsible, until the closing years of
colonial rule, for their supervision and development. Although the High
Court had revisional powers, exercised as the second revisionary authority
revising where necessary revisional orders of the district magistrates, in other
respects, the Judiciary scarcely concerned itself with the native courts, or
indeed with the customary law. The Judicial Advisers' Conference held in
Kampala in 1953 under the chairmanship of the Legal Adviser to the
Secretary of State was a turning point in the history of these courts. The
Conference agreed that the aim should be one fully integrated court system
in each of the various territories, and during the last decade of colonial rule
in Uganda various steps were taken to prepare the way by stages for such
integration, steps which included the replacement of district officers by
courts advisers as the supervisory authorities, the replacement of chiefs as
court presidents by full time judicial officers (though still in the employment
of the local authorities) and the closer association of the High Court with
the affairs of the African courts (as the native courts were now named), the
former now becoming the court of appeal from the highest grade of African
court. The full integration of the two court systems had not been achieved
by independence, and was not, in fact, effected until 1964.

2 TREATMENT OF OFFENDERS

Until 1936 the Commissioner of Police was responsible for the prison service
of the Protectorate, which at that time operated a Central Prison at Luzira,
at which was posted a European staff of five, mainly recruited from the
Home Prison Service, and 16 local prisons at the various district headquarters,
intended primarily for those undergoing imprisonment for six months or less,
administered either by the local officer in charge of the police or the district commissioner. The only provision for the treatment of juveniles was at the Central Prison, where they were given elementary education and instruction in husbandry and carpentry. In 1936, following the report of a committee of inquiry appointed by the Governor to review prison policy and organisation, a separate Prison Department was set up.

By 1955 the service maintained a Central Prison, a Remand Prison, two prison camps for first offenders, a quarry camp for recidivists, a Preventive Camp, eleven district prisons and a Reformatory School. In 1956, following a Commission of Inquiry into the affairs at the Central Prison at Luzira, a number of far reaching changes in the service were introduced. Prisoners were now classified according to age, history and character and a system of progressive privileges and an earning scheme were introduced, and a Prison Welfare and After Care Officer was appointed; and a new Prisons Ordinance (enacted in 1958) provided, inter alia, for new diet scales.

Uganda was in an exceptional position in East Africa in that the native authorities (and their successors) maintained prisons of their own, in which most persons sentenced to imprisonment by the native courts were confined. These prisons were not under the control of the Protectorate Prison Department, but, like other services maintained by the native authorities, were supervised by the district officers.

After the 1939–45, war various reforms were introduced in respect of the treatment of offenders. In 1947 a Probation Officer was appointed in the Department of Public Relations and Social Welfare and a Central Probation Committee under the chairmanship of the Director of that Department was set up in 1950 to advise on problems of juvenile delinquency, probation and aid to discharged prisoners. A Reformatory Schools Ordinance had been enacted as early as 1930, but had never been brought into operation. Under a new Ordinance passed in 1950, a Reformatory School was established under the control of the Prisons Department. The Approved School Ordinance of 1951 provided for the establishment of approved schools under the Director of Education. Until the 1939–45 war the Prisons Department had published annual reports. From 1946, however, a composite report entitled “Treatment of Offenders” was produced. This was in three main parts, the first was the report of the Commissioner of Prisons, the second consisted of a report by the Secretary of African Affairs (later the Ministry of Local Government) on the local government prisons, and a report on reformatory and other schools for juvenile delinquents, and the third was a report on probation.27
As has been mentioned, the development of the natural resources of Uganda, with a view to financial self-sufficiency, was one of the primary concerns of the Protectorate Government in its early years, and it is hardly surprising that one of the first departments to be established was a Botanical, Forestry and Scientific Department, which was to be the parent of the Agricultural, Forestry and Veterinary Departments. In fact, the earliest departmental report which I have been able to trace and include in this collection (that for 1903/4) comes from this department. This report, incidentally, did not impress the Foreign Office very favourably when it was received. "The report is not very well written. Practically all it contains is reproduced in Col. Sadler's annual report so that there seems no reason for a separate publication of this paper", it was minuted.

The scope of the department's work was wide and varied, as is indicated by the headings of the various sections of the 1906/7 report, which are: Herbarium, Timbers, the Botanic Garden, Economic Section (rubber, cocoa, coffee, cotton, Mauritius hemp, Kafumbo fibre, citronella grass), Distribution of Plants and Seeds, Meteorology, Hydrology. Two years later a Government Entomologist was appointed, who, in the following year, presented a separate annual report. During the first decade of the century the department experimented with crop after crop and project after project; the advice of experts from outside was sought; and reliance was placed successively, or simultaneously, upon, inter alia, tobacco, rubber, beeswax, wheat and rice. Many of the schemes proved abortive, but in their choice of cotton and coffee the Government were pre-eminently successful. By 1907/8 the value of the export of cotton amounted to £147,028 and, realising the importance of this crop, the Government appointed a Cotton Inspector and a Department of Agriculture was set up. The new Department, which had a cotton division and a veterinary division, remained under the direction of the Botanical, Forestry and Scientific Department until it was formally established with a Director of Agriculture in 1912.

Although it had originally been envisaged that European settlement might be developed in Uganda, it was soon realised that, with the transfer to the East Africa Protectorate of the Eastern Province, Uganda would never "be a white man's country in the sense that South Africa is and part of East Africa will prove to be". Nevertheless, during the first two decades of the century, plantation farming was of considerable importance. By 1911 there were twenty such estates in Uganda with some 2,000 acres under permanent crops, of which the most important was rubber, but, although the number of estates had risen to 130 by 1914, 75% of the value of the Protectorate's
exports came from crops produced by Africans,34 and with the depression of the inter-war years the plantation community faded out from the economic scene.

From the first, however, the Agricultural Department had been primarily interested in African agriculture, rather than the activities of the planters — a fact for which it was bitterly criticised in the Report of the Development Commission of 1920, — its main activities being to provide advice and instruction to African cultivators and to engage in programmes of research. Until the second half of the 1920's, the Department's activities were limited to Buganda and the Eastern Province, and were concerned primarily with the growing of cotton and coffee. As its staff increased in number and it spread its activities to the Northern and Western Provinces, it turned its attention to a wider range of crops, although by the end of the colonial period cotton and coffee still accounted for about 75% of all domestic exports.

During the second world war, the Department was primarily occupied in a drive for increased production of economic crops to help the war effort, and this was followed by the post-war impetus given to economic crops for export — particularly cotton and coffee — by the high prices paid on the world markets, though the growers, in fact, received direct benefit from only a portion of this, since cotton and coffee were marketed through central agencies and the price to the growers was considerably below the world market price, the balance being paid into reserve funds which would be available to finance development projects and to stabilise internal prices if there were a fall in world prices. The Department during the post-war years made determined efforts to encourage mechanical farming and mixed farming, though with limited success.

One of the major problems which the bringing of land under cultivation produced in Uganda was that of soil erosion and to the combatting of this the Department had increasingly to direct its efforts. A series of reports on measures taken by various departments for the prevention of soil erosion was produced in the 1940's and is included in the microfilm.35

In 1918 the Botanical, Forestry and Scientific Department, which had already given birth to the Agricultural Department, changed its name to the Forestry Department.36 This department was responsible for the supervision of Crown forests and forest produce on Crown land and controlled their economic exploitation, and also undertook experimental and regeneration work.

The Agricultural Department had maintained a veterinary division from 1910, and in 1920 a separate Veterinary Department was established.37 The
main task of the newly established department was to attempt the eradication of the prevalent diseases of bovine pleuro-pneumonia and rinderpest. The present century has not been a fortunate one for Uganda’s livestock, and no sooner had the ravages of these diseases been checked than trypanosomiasis in the 1930’s replaced them as the scourge of the country’s cattle (see below).

2 GAME, NATIONAL PARKS, TSETSE CONTROL

The wild life of Uganda has, from the earliest years of colonial rule, been recognised as a valuable economic asset to the country: in the years following the second world war an interest in wild animals in their natural habitat produced a lucrative tourist trade, whilst in the nineteenth, and early years of the present, centuries the sale of ivory was an important source of revenue. To the African cultivator, however, many of these animals were a source of danger both to his person and his crops, and many of them, such as the buffalo and the antelope, were an important source of food. The government had, therefore, to pursue policies both of preservation and control, which were inherently conflicting ones.

By the mid 1920’s game reserves had been established, and up to this time game and the game laws were the responsibility of the Provincial Administration. In 1925, however, a Game Department was set up, the principal task of which was the control of dangerous animals in the interests of the rural population.38

After the second world war, the Department became increasingly concerned with the preservation aspect of its responsibilities. In 1952, a National Parks Ordinance was enacted providing for the establishment of such parks under the control of a Board of Trustees.39 The Game Department was also responsible for the development and control of fisheries.

The principal scourge of cattle during the present century has been the spread of trypanosomiasis, carried by the Tsetse fly (Glossina mortisans and G. pallidipes), which resulted in large areas of what had previously been grazing land being closed to pasture. Until the second world war, anti-tsetse measures were undertaken entirely from the medical aspect in connection with the campaign to stamp out human trypanosomiasis (sleeping sickness), conveyed by Glossina palpalis. In 1941 the Director of Veterinary Services, alarmed at the way tsetse was spreading in various parts of Uganda, asked that a series of surveys should be undertaken for his department, which were carried out by the entomological section of the Medical Department, and in the following year a Tsetse Sub-committee of the Development and Welfare Committee was set up under the chairmanship of the Director of Medical Services to co-ordinate anti-tsetse work. In 1947 a Tsetse Control
Department was established. It was now estimated that nearly three-quarters of the land area of the Protectorate was inhabited by tsetse-flies and the primary task before the new department was to stop the advance of the fly into Lango and Teso, the main stock producing areas of the country. Control was primarily effected by insistence on early burning of the grass, the eviction of game from the area concerned and the discriminate clearing of bush. By the end of 1954 it could be claimed that 7,000 square miles had been cleared of fly, but the over-all success of the department’s endeavours proved to be uneven and subject to periodic setbacks. Work complementary to that of the Department was also carried out in Uganda by the East Africa Tsetse and Trypanosomiasis Research and Reclamation Organisation maintained by the East Africa High Commission.

3 LAND, SURVEY, MINES, GEOLOGICAL SURVEY, HYDROLOGICAL SURVEY (WATER DEVELOPMENT)

A Survey Department had been set up in Uganda as early as 1900 with the appointment of Raymond Allen as Chief Surveyor. In 1905 the Department also became responsible for land administration, the Chief Surveyor being given the additional duties of Land Officer and Principal Registrar of Documents. He was at the same time appointed to act as Commissioner of Mines. Before briefly reviewing the further development of the Land and Survey Department, it may be useful to outline the land policy and tenure operative in Uganda during the colonial period.

The situation in Buganda, which will first be considered, was very different from that in the rest of the Protectorate. Here the Agreement which Johnston had entered into with the Kabaka of Buganda in 1900 provided for a detailed land settlement, whereby roughly one half of the land of the kingdom, all of it waste, uncultivated or forest, was to go to H.M. Government, whilst the other half was to go in the form of “mailo” estates to the Kabaka, senior chiefs and one thousand chiefs and private landowners, the allocation of these estates being placed in the hands of the Buganda Lukiiko. This settlement, which placed the land of Buganda, apart from what was, under the Agreement, Crown land, in the absolute ownership of certain Baganda chiefs and notables, who now held their land by registered title, represented a radical departure from the customary system of land holding. In the course of time, sale and partition on inheritance, considerably reduced the size of the estates originally granted.

Outside Buganda, the radical title to all land was vested, by virtue of the creation of the Protectorate, in the Crown. Freehold grants had been made to chiefs in Toro and Ankole under the Agreements concluded in these two kingdoms in 1900 and 1901 respectively, but on a much smaller scale than
in Buganda. Some years later it was proposed, as a result of the first three Reports of the Committee to Consider the Question of Native Land Settlement in Ankole, Bunyoro, Busoga and Toro appointed in 1911, that about 18% of the land in these four districts should be allocated to the chiefs as freehold estates, but policy changed before effect was given to this proposal, and in the early 1920's it was stated that no further freehold grants should be made to African notables. The bulk of the land outside Buganda was Crown land which Africans might occupy according to the local customary law without payment to the Government and in respect of which they received no registered title. A system was introduced in the late 1920's of granting certificates of occupancy to the cultivators of plots on Crown land, but, except in Bunyoro, the scheme was unsuccessful and later abandoned. Following the publication in 1955 of the Report of the East African Royal Commission, the Government introduced a policy encouraging the individualisation of land ownership by Africans. This involved the provision of facilities for the conversion of land held under customary tenure into an estate in freehold held under registered title. The implementation of the policy was restricted to pilot scheme in Kigezi, Ankole and Bugisu, and never received general acceptance in the Protectorate as a whole.

In the early years of the Protectorate's existence it had been thought that extensive European settlement might take place, but it was soon realised that this was not likely to occur, and the transfer of the Eastern Province to the East Africa Protectorate in 1902 was an acknowledgement of this fact. In 1916 the Secretary of State directed that no further grants of freehold were to be made to non-Africans and even grants of leasehold were on a scale so small that by 1950, out of a total of 80,308 square miles, less than 500 square miles were in non-African hands. Neither in Buganda nor in the other provinces was an African permitted to transfer an interest in land to a non-African without the Government's consent.

The Buganda land settlement presented the Department with the long and heavy task of survey of the estates allocated. There had been early legislation on the subject of registration of title, but a comprehensive Registration of Titles Ordinance, which introduced the Torrens system of registration into Uganda, was not enacted until 1924. The Conveyancer to the Land Office, a lawyer, then became also Registrar of Titles. From the 1920's town planning, mainly in regard to Kampala and Jinja, which was one aspect of the Department's responsibilities, assumed a growing importance, until in 1954 a separate Department of Town Planning was set up.

The Director of Surveys was also, since 1905, Commissioner of Mines and the Department maintained a Mines Section. Until the second world war, mining in the Protectorate was on a small scale and of comparatively little importance. The chief minerals produced were gold and tin, though the
production of gold had virtually come to an end by 1946. With the war, the mining of wolfram (and to a lesser extent tantalite) suddenly sprang into prominence, and in the years following the war it seemed that there was a bright future for mining in Uganda. In 1950 extensive exploration of the copper deposits at Kilembe was undertaken and it was prophesied that this mine would be "the biggest...of its kind north of Broken Hill in Rhodesia". Then there were the apatite-pyrochlore deposits at Sukulu near Tororo, developed under the umbrella of the Uganda Development Corporation, set up in 1952. In 1956 a separate Mines Department was established. But the high hopes of the late 1950's were by no means entirely fulfilled.

During the first world war, E.J. Wayland was sent to Uganda to look for mineral deposits, and in particular muscovite mica, needed at that time for munitions. He was for a time attached to the Land, Survey and Mines Department, but in 1919 a separate Geological Survey Department was established. As its name implies, the Department was responsible for the attempt to discover mineral resources in the Protectorate, but from the point of view of the welfare of the African, the vital responsibility of the Department was for the provision of rural water supplies through the maintenance of a bore hole drilling section.

Since about two-thirds of the summer water reaching Egypt from the Nile came from the Equatorial lakes, Egypt's interest in Uganda's waters was evident from the beginning of the century, and the Land and Survey Department was engaged in various survey projects in this connection, and in the early thirties it was proposed that a hydrological section should be established and maintained at the expense of Egypt. In fact, this proposal never materialised, and it was not until 1948 that a separate Hydrological Department was set up, the annual reports of which are included in this collection.

Group 5 Social Services

1 EDUCATION

The Christian missions had arrived in Uganda in 1877 and 1879, and their work of evangelisation had been outstandingly successful. As missionary centres were established, schools were opened and indeed the profession of Christianity was so associated with literacy that the Luganda verb okusoma can mean either to go to church or to read. As late as the early twenties, the missions were, apart from a small grant from the government, entirely responsible for the provision of education in Uganda. In 1921, however, Government established the Uganda Technical College for the training of African artizans, an institution which developed by stages into the
University College of Makerere. In 1925, following the visit to Uganda and report of the Second African Education Commission, a Department of Education was set up. Working in co-operation with the Missions, the new department was responsible for an inspectorate of what still remained the Missions' schools, whilst direct grants were made to selected schools above the elementary standard. In the following year, and Advisory Council on Native Education, comprising representatives of the Missions and official and non-official-members, was established. By these innovations, the Government secured the means of determining the educational policy of the Protectorate.

Shortly after this assumption of responsibility by the Protectorate Government, the latter came into conflict with the Missions when it was decided that Swahili should replace Luganda as the "official native language" of the Protectorate. This decision was taken in 1927 by the Governor, Sir William Gowers, with the support of the International Institute of African Languages and Culture, on the grounds that Swahili, which was widely spoken in both Kenya and Tanganyika, was "the only vernacular language in East Africa which can prove in the long run anything but an educational cul-de-sac." This policy entailed, not merely the teaching of Swahili as a subject, but the use of Swahili in non-Bantu areas as the medium of instruction. The Missions objected that Swahili was not a true vernacular language and, although widely spoken, was spoken in a most debased form. The policy was not a success; with the departure of Gowers in 1932, the impetus for the promotion of Swahili soon petered out. Many of the teachers simply ignored the Government's instructions, and the Department itself soon came to doubt the wisdom of Gower's policy. Indeed by 1939, a senior member of the Department, in an article "What Should be Taught in our African School" was able to take for granted that the medium of instruction should comprise the four principal languages of the Protectorate (Luganda, Runyoro, Acholi and Ateso), and to find a place for Swahili as a medium of instruction only in the schools of the West Nile District (and in police schools and schools in urban areas).

The language issue was a specific one on which there was conflict between the missionary societies and the Department, but there was also a lack of accord on the general approach towards post-primary education. The Government was convinced that such education in the Central Schools should be semi-vocational, rather than academic, a view which the Missions did not share. In 1935, however, with the arrival of Mitchell as Governor, and the report in the following year of the De la Warr Commission, which he had appointed, governmental policy changed dramatically. Makerere College was, in 1938, given the status of a university college, and the semi-vocational Central Schools were converted into regular secondary schools, enrolment in which rose from 226 in 1935 to 1,335 in 1939. This recognition of the importance of academic education in the Government's
over-all policy for the development of the Protectorate is reflected in the
fact that, whereas government expenditure on education was £79,000 in
1936, it had risen to £386,000 in 1939 (including a special grant of
£250,000 for Makerere College). 56

The post-war period was one of steady expansion in education, particularly
after Cohen’s appointment as Governor and his setting up of the de Bunsen
Committee. Under the local government reforms of the 1950's, the district
administrations took over the Protectorate Government’s responsibility for
primary education 57 (the missionary societies still remaining the school
owners). By 1959, half of the children of the Protectorate of appropriate
age were in primary schools and the number of primary schools doubled
between 1955 and 1960.

2 MEDICAL

As has been mentioned, the Medical Department was one of the earliest of
the specialised departments to come into existence, the post of Principal
Medical Officer having been established in 1898, and from 1903 to 1908
the Medical Departments of Uganda and the East Africa Protectorate were
amalgamated. As originally constituted, the Department’s principal
responsibility was the medical care of officials. It was the ravages of the
sleeping sickness epidemic in the early years of the century that first
involved the Department with the health of the African population, which
had previously been left entirely to the medical work of the Christian
missions. Sleeping sickness had been identified by Dr (later Sir) Albert Cook
of the Church Missionary Society’s hospital at Namirembe in 1901. A
Commission was appointed by the Royal Society in 1902 and it, and
successive commissions, visited Uganda and found the disease prevalent
around Lake Victoria and the western lakes, and estimated that about
200,000 persons had died from it. In 1906, the evacuation of the infested
areas was ordered, and a special section of the Medical Department was
formed to investigate the disease and to treat the sick. It was some time
before the situation was under control, and as late as 1926 a League of
Nations Sleeping Sickness Commission came to Uganda to make a study of
the disease, as a result of which a Human Trypanosomiasis Research
Institute was set up. 58

At about the same time that it began its campaign for the eradication of
sleeping sickness, the Department also turned its attention to the prevalence
of venereal diseases, and an inquiry into these diseases was carried out in
1907. As a result, three centres for the treatment of Africans suffering
from these diseases was set up, and a start was made on the establishment of rural dispensaries. In 1924, a major step forward in the medical care of Africans occurred when the Government's Venereal Diseases Hospital at Mulago became a general hospital for Africans; the hospital also provided medical training for African junior staff in the Department. In 1928, a Medical School was built at Mulago at which Africans, after a course at Makerere, received the final three years' training of a five year course for government medical service.

By 1934, 34 hospitals, most of them at district headquarters, were being maintained, with 1250 beds. The district medical officer was responsible, not only for the hospitals and sub-dispensaries in the district, but was also a member of the township authorities in the district, and was adviser to these bodies on all matters relating to public health, particularly in relation to the requirements of the Public Health Ordinance. Members of the Medical Department were also at this time permitted to engage in private practice.

The period after the second world war was for the Medical, as for other, Departments one of expansion. In 1955, a committee was appointed under the chairmanship of Dr A.C. Frazer, of Birmingham University, to examine the development of the medical and health services, the main recommendations of which were accepted by the Government, which would entail a capital expenditure of £2½ million over five years and a recurrent expenditure of £1,200,000 at the end of eight years.\(^5^9\)

Prior to 1927 the Laboratory Division of the Medical Department formed a separate Bacteriological Department, the reports of which are also included in this microfilm.\(^6^0\)

3 COMMUNITY DEVELOPMENT, INFORMATION, AFRICAN HOUSING

During 1946 a new department was formed called the Department of Public Relations and Social Welfare. Its two main purposes were stated to be "firstly to serve, in collaboration with the Provincial Administration, as a channel of information between the Government and the people, and secondly to popularise and promote all measures directed to the social progress and material welfare of the people".\(^6^1\) In carrying out its second function, the Department undertook, *inter alia*, to promote the establishment and development of community centres and clubs, the welfare of youth and of women, and, in particular, the development of women's social organisations, adult literacy and vernacular literature and libraries. It was also responsible for the running of the probation service. In 1952, the Department was re-formed as that for Community Development, shedding its responsibilities for information. In 1959, the Department, together with
that for African Housing, was formed into a single administrative unit headed by the Permanent Secretary to the Ministry of Social Development.62

In 1952, a new department, that of Information, was formed to take over the responsibilities as a channel of information between Government and people from the Department of Public Relations and Social Welfare. The aims of the new Department were stated by its Director to be:

"i) to link the people more closely with the Administration by telling them what Government is doing;

ii) to engender confidence and secure co-operation in the measures necessary for the Protectorate's economic and social advance;

iii) to kill rumours and combat subversive propaganda; and

iv) to publicise Uganda abroad."

These aims were to be greatly facilitated when, in 1954, the Department began its Uganda Broadcasting Service.63

In 1953, an African Housing officer, directly responsible to the Secretary of Social Services and Local Government, was appointed, and, in the following year, a Department of African Housing was set up with the primary task of building up new urban communities, principally in Kampala and Jinja but also in Mbane, Tororo and Entebbe. The Government, however, made it clear that it did not propose itself to attempt to house the whole urban population. The purpose was "to lead the way by providing the pattern of the new communities and setting standards of housing which once demonstrated can be followed by employers, private enterprise and private individuals."64 As has been mentioned, in 1959 the Department was joined with that of Community Development under the Permanent Secretary of the Ministry of Social Services.65

4 LABOUR

A Labour Department had existed from 1924 to 1931 with the function of recruiting labour for government departments and of supervising the conditions of government and private labour. From then until the re-constitution of the Department in 1943, these duties were the responsibility of a member of the Provincial Administration, entitled the Inspector of Labour. The Department, as re-constituted, was primarily concerned with the implementation of relevant legislation, such as that regarding the employment of women and children, inspection, conciliation and advice in labour disputes, assessment of workmen's compensation and the organisation of labour exchanges. The Department was particularly concerned with the employment and welfare of the large numbers of immigrant labourers who entered the Protectorate annually from Rwanda and Burundi, largely to work on sugar estates.66
Included in the microfilm are the Reports on the Enumeration of African Labour for the years 1949–1953. These reports were compiled by the East African Statistical Department, which was part of the East Africa High Commission Organisation.

Group 6 Transport and Public Works

1 RAILWAY

The ambitious project of constructing a railway from the coast to Uganda, which it was believed would enable the economic resources of the new Protectorate to be developed, was decided upon by the British Government in 1895. The expense involved proved formidable and the political opposition bitter, but by 1901 the railway had reached Kisumu (then in the Uganda Protectorate). In 1910, the Busoga Railway was started, and was opened in 1912, though until 1927 there was no connection with the main Kenya line. From 1912 until 1926 there was a Uganda Railway Administration, which administered the railway in the Protectorate, and it is with the annual reports for this period that this collection is concerned. In 1926, however, the Kenya and Uganda Railways and Harbours Organisation was set up, owned jointly by the Governments of the two territories, with its headquarters in Nairobi, and after the war the railways of Uganda, Kenya and Tanganyika became the responsibility of the East Africa High Commission.

2 PUBLIC WORKS

The Department of Public Works was one of the first to be established — in 1900/01. The Department was responsible for the Construction and maintenance of all government buildings and the main roads. It was also responsible for government transport and water supplies.

Group 7 Commerce

1 TRADE

From 1901 until 1909, the whole of the customs collected at Mombasa was appropriated to the East Africa Protectorate. Thereafter, Uganda received her share and in 1912 established her own Customs Department, and the Director of Customs was responsible for preparing an annual Trade Report. In 1917, the Customs Departments of the two territories were amalgamated, the Chief Commissioner of Customs at Mombasa publishing until 1948 an Annual Trade Report for Kenya and Uganda. The trade reports for 1910/11 — 1916/17 and 1922–1948 are included in this collection.
In 1951, the Uganda Government established a Department of Commerce, which in 1954 changed its name to the Department of Trade. In 1958, the Department was integrated into the Ministry of Commerce and Industry.

2 CO-OPERATIVE DEVELOPMENT

The policy of developing co-operative societies for the marketing of crops had engaged the Government’s attention as early as 1934, but it was not until 1946, following the report in 1944 of W.K.H. Campbell (who had been League of Nations Adviser on Co-operation), that legislation on this matter was enacted. A Department, under a Registrar of Co-operative Societies, was in this year established for the control of, and the provision of advice to, producers’ societies.

Group 8 Corporations and Boards

1 THE UGANDA DEVELOPMENT CORPORATION

In the years following the second world war, the Uganda Government embarked upon a policy of the intensive development of the Protectorate’s economic resources through the medium of quasi-government boards. This policy reached its climax with the establishment in 1952 of the Uganda Development Corporation under the Uganda Development Corporation Act passed in that year. The purpose of the Corporation was to participate in the industrial and economic development of the Protectorate by promoting and assisting in the financing, management or establishment of new undertakings and of schemes for the better organisation, management or efficient carrying out of existing undertakings. It was also responsible for the conduct of research into the industrial, mineral and agricultural potentialities of the country. Its initial capital of 5½ million pounds was provided by the Government whose share holding was not to fall below 51%. The Board was intended, in particular, to encourage overseas investment.

In 1962, the report of the economic survey mission of the International Bank was able to state: “The U.D.C. has extended its interests into many fields, and now dominates several. It is the only producer in Uganda of cement, textiles and enamelled metalware; through other subsidiaries, it controls a number of tea estates, a cattle ranch, a chain of modern hotels and National Park lodges, and several leasehold properties; and in association with overseas firms, participates as a minority shareholder in hire-purchase banking, mining ventures, food processing companies and production of specialised building materials. Not all U.D.C.'s ventures have been uniformly successful, and there have been occasional failures... Nevertheless, U.D.C. has shown an over-all profit every year since its foundation, and its record is impressive. By agreement with the Government, no dividends have been paid.”
In 1947 the Legislative Council accepted the report of C.R. Westlake recommending the development of large scale hydro-electric generation on the river Nile at Jinja and the establishment of an Electricity Board to manage and direct the generation and distribution of electric power in Uganda and the acquisition of the assets of the East African Power and Lighting Company, which had previously operated electricity undertakings in Uganda. In the following year, the Uganda Electricity Board was established and in 1954 the Owens Fall Hydro-Electricity Scheme was inaugurated by the Queen. The Board had a statutory monopoly for supplying public demand for electricity.\(^7\)

3 LINT MARKETING AND COFFEE INDUSTRY (MARKETING) BOARDS

Uganda's two major export crops, cotton and robusta coffee, were marketed through two statutory boards — the Lint Marketing Board and the Coffee Industry (or Marketing) Board.

The Lint Marketing Board was established by the Lint Marketing Board Ordinance of 1949. Its functions were to arrange for the purchase of all cotton and cotton seed from the ginners at prices fixed by the Governor in Council, for the sale within the Protectorate, or for export and sale, of such lint cotton and cotton seed and for the payment to the African Local Governments of such sums as the Governor in Council might approve for fostering the development or improvement of cotton production.

The Coffee Industry Board was established by the Coffee Industry Ordinance of 1953. Its duties were to purchase, handle or authorise the export of all processed coffee and to make recommendations to the Governor in Council regarding the price to be fixed by the Board for payment to curing works and scheduled hulleries for each type and grade of coffee bought by the Board. The Board was replaced by the Coffee Marketing Board by the Coffee Ordinance of 1959.\(^5\)

Group 9 Miscellaneous

1 PRINTING (GOVERNMENT PRESS)

The Printing Department was established in 1900 for the production of the Protectorate Government's publications. The most important of these at the outset was the Uganda Gazette, which was issued fortnightly, and contained, \textit{inter alia}, all legislation as it was enacted.\(^6\) As the Government extended
its activities, the number and scope of its publications multiplied and the Department was usually hard pressed to keep pace with its commitments. One of the series of publications for the production of which the Department was responsible was, of course, the annual departmental reports which form this collection.  

2 METEOROLOGICAL OBSERVATIONS

From the earliest years of the Protectorate’s existence considerable attention had been paid to the observation of rainfall, and a rain gauge was considered to be one of the most important pieces of equipment of a district commissioner’s office in the opening years of the century. In 1929 the British East African Meteorological Service, with its central office in Nairobi, was set up for the three territories, and this was replaced with the formation of the East Africa High Commission by the East African Meteorological Service.  

3 STATISTICAL ABSTRACTS

The Statistical Department, an East Africa High Commission service, produced annually for the Uganda Government a useful volume of statistical tables covering a wide range of subjects, such as, climate, population, trade, transport, agriculture, commerce, finance, cost of living, public health and justice, among others. The volumes for 1957–1961 are included on this microfilm.  

4 POSTS AND TELEGRAPHS

The postal services of Uganda and the East Africa Protectorate were amalgamated in 1900, although Uganda maintained her own Telegraph Department until 1925, when that too was amalgamated. In 1933 amalgamation was extended to Tanganyika. With the establishment of the East Africa High Commission, the latter became responsible for this East African service.  

FOOTNOTES

1 Under the Uganda (Constitution) Order in Council, which came into force on March 1, 1962, the responsibility for the conduct of Uganda’s affairs, apart from external matters, defence and internal security, passed from the Governor to the Cabinet of Ministers. Uganda attained independence on October 9, 1962.

2 Until 1907, the officer in charge of the Protectorate had the title of Commissioner, and Provincial and District Commissioners that of Sub-Commissioner and Collector respectively.

3 Particularly during the 1950’s. A considerable amount of useful information on the departments, as they operated in 1935, and on their previous history (to which the
writer of this introduction is much indebted) will be found in H.B. Thomas and Robert Scott, *Uganda*, 1935.


5 The collection in the P.R.O. represents those reports received by the Colonial Office from the Uganda Government prior to 1956. The reports received after this date remain, until they are transferred to the P.R.O., in the old Colonial Office library in Great Smith St. London, now the Foreign and Commonwealth Office library.

6 See group 8 below.

7 The members of the Provincial Administration would not normally issue instructions direct to local departmental officers, but would convey their views to the head of the department concerned.


9 The activities of the Protectorate police were largely confined to the urban areas.

10 By the African Local Governments Ordinance, 1949.

11 Under the District Administrations (District Councils) Ordinance, 1955.


13 See Morris and Read, op. cit., pp. 141—152.

14 The Northern Province, abolished in 1939, was re-created in 1947.

15 The annual reports in this collection run from 1909 to 1961, with a few gaps. No reports were published for the period of either war and none has been traced for 1912, 1913 and 1925. The reports for 1920/21, 1923 and 1926—1932 (which have been included) are in typescript in the P.R.O.

16 Typescript reports for the earlier years 1926, 1927 and 1930—32 exist in the P.R.O. and have been included; the published reports cover the period from 1946 onwards.


18 Reports for 1929, 1931, and 1932—1960/61 (those for 1931, 1933 and 1934 from typescripts in the P.R.O.) included.


20 These courts replaced the consular courts previously existing under the Africa Order in Council of 1889.

21 The most important of these Codes were the Indian Penal and Criminal Procedure Codes, the Civil Procedure Code and the Contract Act.

22 In criminal matters, for example, magistrates did not ordinarily have jurisdiction to try cases of treason, murder, manslaughter or rape.

23 See Morris and Read, op. cit., ch. 3.

24 (1934) Cmd. 4623.

25 Unlike the position in Tanganyika and Kenya from 1929 and 1930 respectively.

26 Typescript reports for the Department exist in the P.R.O. for 1925—1927 and have been used for this collection. The published series of the Department's reports is continuous from 1935 to 1960, apart from 1940—45 when, it appears, no reports were published.

27 The reports included cover the years 1912 and 1924—1960 (apart from 1931 and 1945, no copies of which, if they ever existed, have been traced). Of these, the reports for 1926—1933 were evidently never published and are taken from typescript copies in the P.R.O.

28 Until 1905, Uganda was under the Foreign Office and not the Colonial Office.

29 F.O. 2/859.

30 Included in the Forestry series.

32 The reports of the Agricultural Department from 1910/11 to 1961 are included.
33 Uganda Annual Report 1903/4, Cd. 2250
34 65% of which was from cotton. See Cyril Ehrlich, "The Uganda Economy 1903–1945", in Harlow and Chilver, History of East Africa, vol. II, ch. 8.
35 1944–1949.
36 Its name was changed to the Forest Department in 1927. The reports included cover the years 1903/4, 1906/7–1909/10, 1911/12–1960/61.
37 Reports included for 1921–1960.
38 The reports for the period 1925 to 1960 are included.
39 The Trustee’s report for 1954 is included.
40 Department’s annual report of 1955.
42 For an account of the Department’s history and activities up to the mid 1930’s, see H.B. Thomas and A.E. Spenser, A History of Uganda Lands and Surveys, 1938. The reports included in the microfilm form a complete run from 1912/13 to 1961. Those for 1940–1943 do not appear to have been published and typescript copies in the Royal Commonwealth Society library have been used.
43 Under the Registration of Land Titles Ordinance, 1908, he became Registrar of Titles.
44 "Mailo" is the Luganda form of the English word "mile".
45 Published in 1914.
49 Reports for 1946–1961 included.
50 The series represents a complete run from 1919/20 to 1959, except for July 1920–Dec. 1921 (for which no report was printed) and 1942.
51 The name of the Department was changed in 1956 to that of Water Development. Reports cover the period 1949–1960.
52 A complete set of the Department’s annual reports from 1925 to 1961 is given on this microfilm.
57 The Buganda Government assumed responsibility also for junior secondary education.
58 From 1931 until 1935, when the Institute was wound up, it was separate from the Medical Department, and its reports for 1932, 1933 and 1935 are included in this microfilm.
59 The microfilm gives the Department’s reports for 1908 and 1912–1961.
60 Reports for the Department for 1919, 1920 and 1922–1926 included; also the reports for 1927, 1929, 1930 which are in respect of the Laboratory Services Division of the Medical Department.

Included are the reports for 1947/8–1960/61 in respect first of the Department of Public Relations and Social Welfare, then of that of Community Development and then of the Ministry of Social Development.


Included are the reports of the Department, which run from 1954 to 1958/59.

Reports for 1925 and 1930 (from typescript copies in P.R.O.) and for 1938–1960.


The series of reports given is complete from 1912/3–1960/61. That for 1934 was presumably never published and the typescript in the P.R.O. has been used. None was published for 1940–1945.

Reports for this period, 1951–1960, are included.


The annual reports of the Board for 1957–1961 are included.

Annual Reports for 1948–1961 included.

Reports of both Boards for the period 1955–1961 included.


The published reports run from 1937 to 1961. The earlier reports, also on the microfilm (1927–1934 and 1936) are taken from typescript copies in the P.R.O.


The reports given are for the years 1926–1938, 1945–1947.
## Annual Departmental Reports Relating to Uganda

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