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Government Publications relating to Tanganyika, 1919-1961

Introduction to the microfilm collection
by James S. Reed

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Introduction
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Introduction

On 12th March 1916 Lieut-General J.C. Smuts, as General Officer Commanding in Chief of the (British) East African Forces, issued a Proclamation formally establishing martial law throughout the German territory occupied by those forces. Thus was British jurisdiction first formalised in the East African mainland south of the boundary of the British East Africa Protectorate (later Kenya), and this was the inception of what was to become for more than forty years an important British dependency as Tanganyika Territory. Smuts had assumed supreme command in the previous month, after early reverses had been inflicted on the British by the German forces commanded by General von Lettow-Vorbeck. In March 1916 the British had occupied Moshi but it was not until 4th September 1916, after advancing steadily, that they took Dar es Salaam.

Thus, in contrast to the adjacent British dependencies to the east, north and south (Zanzibar, Kenya, Uganda, Northern Rhodesia and Nyasaland), Britain acquired jurisdiction in Tanganyika directly from a rival European colonial power, initially by force of arms, a conquest subsequently transformed into an international trust first under the terms of the Mandate system of the League of Nations and later within the Trusteeship system of the United Nations Organisation. This background certainly affected the course of British administration in Tanganyika – for example in the residual, continuing influences of German policy; yet the precise impact of the international supervision of British policy in the Territory is debatable, for in a number of respects colonial administration in Tanganyika bore a close resemblance to that in Uganda (a protectorate) and Kenya (from 1920 a colony and protectorate) – with which neighbouring dependencies Tanganyika was to develop a close association.

The United Republic of Tanzania, formed in 1964 by the union of Tanganyika, which became independent in 1961, with Zanzibar, has emerged in the second half of the twentieth century as one of the leading and most influential African states – largely because of the interest and attention aroused by its unique approach to the universal problems of development. This interest is evoked not by demonstrable success in economic terms, for Tanzania remains one of the poorest states in Africa by material standards, but because of a consistent adherence to a "principled" approach to contemporary problems of government and development, issuing in an original brand of "African socialism", enunciated with clarity and vigour by President Julius Nyerere¹ which puts "equity before growth" and gives a distinctive and integrated view to the meaning of "development".

The importance of Tanzania in the modern world adds to the interest in the official sources of the colonial history of Tanganyika, in area and population by far the greater part of the United Republic of today. A fascinating question, to which an essential key is to be found in these colonial documents, is: how much does the life of contemporary Tanzania owe to the colonial experience – whether by acceptance and continuity or by reaction and rejection? In most spheres there have been far-reaching innovations since the colonial experience ended in 1961, but in some important areas the basic laws of Tanzania today are those originally enacted by the colonial authorities and included in this collection of the Official Gazettes. The economic plight of Tanzania and the impact of colonial rule on the economy are subjects for an understanding of which the wealth of detailed information provided by the Gazettes, the Blue Books and the Annual Reports, included in this collection, is invaluable. The introduction and growth of organs of colonial government, successive changes of policy by that government, the individuals who staffed the colonial administration, the impact of external factors – the imperial government, international trade, war etc. – these and many other significant factors are recorded in the official publications. Perhaps above all these publications are valuable as materials on the history of colonial government itself, of which they present the public face: they tell us more about that government, its personnel, its machinery and methods, its aims and problems, than about Tanganyika or its people. Yet in any study of modern Tanzania the experience and effects of colonial government can hardly be ignored.

I The Tanganyika Territory Gazette

The first issue of the Official Gazette – for the "Occupied Territory of German East Africa" – was published in Dar es Salaam on 24th June 1919 (Vol. I, No. 1). This issue of twenty pages is mainly

¹ See for example, Julius K. Nyerere, *Freedom and Unity* (London 1967), *Freedom and Socialism* (Dar es Salaam 1968) *Freedom and Development* (Dar es Salaam 1973) all published by Oxford University Press.

occupied by the legal provisions under which British administration had by then been gradually established in the wake of British arms. Smuts, after his Proclamation of 1916 mentioned above, had retained full legislative power, as General Officer Commanding in Chief, but had delegated his authority to a civilian administrator as civil administration was established in areas taken over by British forces. The administrator was Horace Archer Byatt² but it was only after the Armistice of 1918, in fact on 31st January 1919, that Byatt was appointed, by a Royal Commission which is reprinted on the first page of the Gazette, as Administrator of the whole "occupied territory", with Alfred Claud Hollis as deputy to act in the event of Byatt's incapacity. From June 1917 until January 1919 Byatt had his head-quarters at Wilhelmstal (now Lushoto), where the Proclamations up to No. 1 of 1919 were made; as from February 1919 Byatt made Dar es Salaam his capital. By Proclamation No. 3 of 1919 Byatt confirmed, as of full effect throughout the Territory, thirty-four pieces of existing legislation (in the form of Proclamations, Regulations and Notices, all made "under martial law") and these were set out in a Schedule and reprinted in the Gazette "for general information".

These early laws reflect the priorities of British administration: the appointment of a Controller of Imports and of a Custodian of Enemy Property, a total ban on prospecting for minerals, the registration of non-natives, the validity of currency, the preservation of game animals, the control of (non-British) missionaries,³ the imposition of an "inheritance tax" – these were among the topics which received early legislative attention. These laws also included occasional references to the continuation in force of certain German laws and of Islamic laws – e.g. of inheritance.

It was two months after the first issue of the Gazette before the second issue appeared, on 25th August 1919, consisting entirely of laws, including an important one establishing courts (Proclamation No. 4 of 1919): this is notable for instituting, as one of five classes of criminal courts, a "Special Court" of three political officers with power to pass any sentence including death, for requiring all courts to apply the Indian Penal Code then in force in India "as the standard of criminal law", and for requiring the courts to "be guided by native law and custom". Another Proclamation printed in this issue established a police force (No. 6 of 1919).

The third issue of the Gazette appeared within a week of the second, and the first volume continued irregularly with four more issues in 1919 and a total of 41 until the completion of Volume I at the end of 1920. The issue of 2nd February 1920 (No. 10) was the first to appear under the heading of "The Tanganyika Territory", the name having been announced in the previous ("Extraordinary") issue of 20th January 1920 (No. 9) consequent upon the notification, also published therein, of "peace with Germany" (i.e. ratification of the Peace Treaty). Until 1st July 1921 (Vol. II, No. 15) the publication was titled: "The Tanganyika Territory Official Gazette" but as from 8th July 1921 the title was "The Tanganyika Territory Gazette". After Volume I each volume was made up of the issues for a calendar year, so that the Gazette was completing its forty-second volume when Tanganyika attained independence on 9th December 1961. In March 1920 it was cautiously announced that the Gazette "will as far as possible be published fortnightly"; in fact it usually appeared at slightly more frequent intervals until December 1920, when the 1st and 15th of each month were adopted as the normal publication dates. From July 1921 the Gazette was published "every Friday", with a number of "Extraordinary" issues each year in addition, bringing the total number as high as 87 issues (over 1,500 pages, including supplements) in the fateful year 1939.

The Gazette presents a historical source of the colonial administration of Tanganyika of rich variety and extensive detail. Its main contents were provided by the official communications for public information and record. Thus the Gazette itself usually included notices of public appointments, with "Arrivals, Departures and Transfers of Public Officers", first included in March 1920, and, later, retirements and obituaries. These usually take precedence, other public notices of various kinds following. In the post-war years these included many announcements concerning the disposal of German ("enemy") property. Among miscellaneous matters dealt with by notices in the Gazette was the time: evocative of the casual optimism of a nascent colonial administration was the Governor's solemn announcement that:

"... from 1st November 1919, the clock of the Protestant Church at Dar es Salaam will be kept to Standard Time of the Meridian 37° 30' E, i.e. two and a half hours in advance of

² Byatt had a distinguished colonial record. He had been Colonial Secretary in Gibraltar (1914) and Lieut.-Governor and Chief Secretary in Malta (1914-16); earlier he had served as a political officer in the British Central Africa Protectorate (1899-1905) and in Somaliland, where he was Commissioner 1911-14. He was knighted in 1918.

³ "... to ensure that individuals are not in active sympathy with the enemies of the British Empire "

Greenwich".⁴

More instructive are announcements about the currency, including the Secretary of State's telegram conveying reactions to the rise in the exchange rate of the Indian rupee, which had been adopted as a local currency, from two shillings and four pence to two shillings and nine pence. The Secretary of State thought that this would seriously check the development of the East African territories by inhibiting the export of capital from the UK, and so the rupee was devalued to two shillings in East Africa and the decision to establish an East African Currency Board was announced.⁵ Later the rupee was demonetised and the old German silver currency adopted, pending the introduction of a local currency.⁶ Another interesting feature of the Gazette is the weekly and/or monthly meteorological reports from Dar es Salaam and other centres.

In November 1919 the Gazette announced its readiness to carry certain classes of private notices, "if of sufficient importance",⁷ and such announcements were to provide staple material for the Gazette: they included notices concerning bankruptcies, the dissolution of partnerships, the administration of deceased persons' estates and the registration of trade marks. These generally appeared in stereotyped forms and there are no later examples of the more personal announcements which provided a delightful relief to the official news in early issues (and which were presumably catered for satisfactorily in later years by the local newspapers). Thus history – or at least the Gazette – does not record whether or not the then Bishop of Zanzibar ever traced his cook:

"The Bishop of Zanzibar begs for news of John Mbwana bin Benjamin Mngoma, Mbondei, a cook. He was with the German Force at Moshi and later. Rumour says he has been seen since the Armistice but there is no proof. He may be in a cook's place under an assumed name."⁸

The loose supplements published irregularly with the Gazette, and forming an essential part of the complete collection, contained material of great importance, including the authoritative texts of legislation, economic reports and statistics, law reports, minutes of the legislature and even, in the immediate post-war period of the late 1940s, a short-lived "News Supplement": the latter went so far as to include "Jokes", a rarity in official colonial publications – were they a symptom of official buoyancy or a reaction to official gloom?⁹

The Gazette dated 1st May 1921 (Vol. II, No. 11) saw the appearance on the title page of a useful innovation: a Table of Contents; this continued in subsequent issues and was especially useful in including references not only to items in the Gazette itself but also usually to the respective supplements published therewith.

II Colonial administration in Tanganyika, 1920-1948

1 The Tanganyika Order in Council

The basic provisions for the government of Tanganyika as a British dependency were made by the Tanganyika Order in Council 1920, under the Foreign Jurisdiction Act 1890; this came into force on 28th September 1920 and continued in force, subject to amendments (especially in the later years), until its repeal at the time of independence on 9th December 1961. The Order in Council – printed in full in an Extraordinary issue of the Gazette on 27th September 1920 (Vol. I, No. 33) – defined the boundaries of the Territory, established the office of Governor and Commander in Chief (to which Byatt was appointed), established an Executive Council, the composition of which (confined to public officers) was defined in Government Notice No. 100 of 1920 (Vol. I, No. 39), and established Her Majesty's High Court of Tanganyika.

2 The Mandate and Trust

The next major stage in the history of administration was the application to the Territory of the Mandates system of the League of Nations in 1922: the terms of the British Mandate for East Africa

⁴ Government Notice No. 7 of 1919, in Vol. I, No. 5.

⁵ Government Notice No 20 of 1919, in Vol. 1, No 13.

⁶ Government Notice No 111 of 1921, in Volume II, No 14.

⁷ Vol. 1, No. 7.

⁸ General Notice No. 251 of 1921, Vol. II, No. 35, p.494.

⁹ Other delights for the reader of this Supplement included "Lighthouses of Tanganyika", "The origins of Pantomime", current hit songs in London, "Surgery through the ages" and a report of a debate in the House of Lords on conditions in the Colonial Service.

were printed in the Gazette as Government Notice No. 8 of 1923 (Vol. IV, No. 2). The Mandate authoritatively defined the boundaries of the Territory, provided retroactively the basis of British jurisdiction and defined the terms according to which that jurisdiction was to be exercised, under the supervision of the League of Nations (exercised particularly by the Permanent Mandates Commission), to which the administering power rendered its Annual Reports on the Territory. From 1946 Tanganyika was a Trust Territory administered by the UK.

It is interesting to note that the acceptance by the UK of the Mandate was not considered to require immediate changes in the structure of government or administration: the Order in Council continued in force to define, at least for the municipal law, the powers of the British administration. Indeed, the British authorities continued to regard Tanganyika as a British territory, as the Secretary of State for the Colonies affirmed in 1925, as reported in the Gazette:

"He wished to correct the idea that there was something transient in their hold upon Tanganyika. It was as essentially a part of the British framework, as any other Protectorate."¹⁰

3 The laws and the judicial system

A general body of laws for the Territory was introduced by the Tanganyika Order in Council 1920, which provided for the application of certain Acts which were in force in India and, subject thereto, for the jurisdiction of the High Court to be:

"exercised in conformity with the substance of the common law, the doctrines of equity, and the statutes of general application in force in England at the date of this Order" (i.e. 22nd July 1920) (article 17(2)).

The Order in Council also required all courts, in cases to which natives were parties, to:

"be guided by native law so far as it is applicable and is not repugnant to justice and morality..."

and to:

"decide all such cases according to substantial justice without undue regard to technicalities of procedure and without undue delay" (article 24).

Furthermore the Order in Council required the Governor, when legislating by Ordinance, to "respect existing native law and customs except so far as the same may be opposed to justice or morality" (article 13). Twenty-one more Indian Acts were adopted by the Indian Acts (Application) Ordinance, No. 7 of 1920, and certain religious laws, including Hindu and Islamic law, were applicable to certain matters under the Marriage Divorce and Succession (Non-Christian Asiatics) Ordinance, No. 12 of 1923.

These general laws applied, of course, subject to the provisions of locally enacted laws which steadily grew in quantity and importance as, with the successive years, they reflected increasingly the distinctive policies adopted by the Tanganyika Government. Under his Royal Commission of 1919 Byatt (or his deputy Hollis) legislated by way of Proclamations until 28th September 1920; from that date, under the Order in Council, the Governor had power to legislate by way of Ordinances. From 1926 the Ordinances were enacted by the Governor "with the advice and consent of the Legislative Council". Under powers delegated by Order in Council or Ordinance subsidiary legislation was enacted by various Government authorities. Ordinances and subsidiary legislation were published in the early years in the Gazette itself but from January 1925 as two separate series of supplements respectively to the Gazette but in a smaller page format than the Gazette itself. Supplement No. 1 contained Ordinances, numbered chronologically in each annual volume; Supplement No. 2 contained subsidiary legislation in the form of "Government Notices", numbered chronologically in each volume. Other official announcements were styled "General Notices" and printed usually in the Gazette itself.

Some of the Indian legislation originally introduced was subsequently replaced by local Ordinances, the most notable example during the early period being the replacement of the Indian Penal Code and the Indian Code of Criminal Procedure in 1930 by the Penal Code (Ordinance No. 11 of 1930) and Criminal Procedure Code (Ordinance No. 12 of 1930) of Tanganyika, more closely related to the contemporary law of England; as revised in 1945 and amended from time to time, these basic Codes

¹⁰ General Notice No. 578 of 1925.

remain in force today.¹¹

Apart from the native courts, discussed below, the territorial judicial system during this period consisted of Her Majesty's High Court of Tanganyika, over which the Chief Justice presided with a small number of puisne judges (at first two, gradually increased to five by the 1950s), and Magistrates Courts of various classes established under the Subordinate Courts Ordinance, No. 6 of 1920. There were two kinds of magistrates: full-time, professionally qualified "Resident Magistrates" and "District Magistrates" who were administrative officers. Appeals from the High Court lay to the Court of Appeal for Eastern Africa, a regional court first set up in 1902 and serving also Uganda, Kenya and other territories; in certain circumstances appeals lay finally to the Judicial Committee of the Privy Council in London. In all these courts there were full rights of audience by "advocates" qualified in accordance with the Legal Practitioners Rules, 1930 (Government Notice No. 82, replacing No. 117 of 1921), replaced by the Advocates Ordinance (No. 25 of 1954).

Under the English common law adopted in Tanganyika, judicial decisions are also important sources of law, as precedents. However, it was clearly impracticable to institute separate law reports and in June 1923 there was published with the Gazette as a separate Supplement "Law Reports of Cases determined by H.M. High Court of Tanganyika". This first issue in fact contained only one judgment; by the end of 1923 three "Law Reports Supplements" had appeared, containing a total of four judgments, all given by Mr. Justice Alexander. (Two of those decisions, in Law Reports Supplement No. 2, are of special interest as the only reported decisions of the "Special Tribunal" set up by the Order in Council to decide civil cases which arose before the commencement of the Order in Council.) Law Reports continued to be published irregularly as Supplements to the Gazette and most of these are included in this collection. Unfortunately no complete set of these Supplements could be found and there are therefore a few gaps in this part of the collection microfilmed (e.g. for 1930, 1931 and 1932). However, the law reports published in the Gazette, with only one exception, were later collected and republished in the *Tanganyika Territory Law Reports*, Vols. 1-5, 1921-1947, and these in turn were reissued as the *Tanganyika Law Reports (Revised)*, Vol. 1, 1921-1952 (i.e. with later decisions which would have been included in Volume 6 of the earlier series had it been published). Volume 2 of the Revised Edition appeared in 1959.

4 Sir Donald Cameron and Indirect Rule

Byatt had been at the head of the administration in Tanganyika for some eight years when, on 1st August 1924, the Gazette (Vol. V No. 33) carried the announcement that he had been appointed Governor of Trinidad and Tobago and that Sir Donald Cameron would succeed him as Governor of Tanganyika. Cameron was then Chief Secretary to the Government of Nigeria, where he had served since 1908. The Gazette of 3rd April 1925 records his arrival in the Territory (Vol. VI, No. 15). His work as Governor, 1925-31, was of great significance in the development of colonial administrative policy, being associated especially with the vigorous attempt to establish a system of "Indirect Rule" through the traditional indigenous authorities. The semi-official *Handbook of Tanganyika*¹² was later to characterise the years 1925-29 as:

"a period in which great administrative and political changes occurred, uncomplicated by any financial anxiety".

The numerous changes in the pattern and style of government which occurred during these years were recorded in the Gazette. Thus from 1920 the Governor had exercised the power to legislate alone, by way of Ordinances; in 1926 the Legislative Council was established by Order in Council and normally henceforth the Governor would enact Ordinances "with the advice and consent of the Legislative Council". Seven unofficial members, including two Indians, were appointed as members of the Legislative Council (General Notice No. 726 of 1926, Vol. VII, No. 39) with thirteen official members and the Governor as President; the first meeting was held on 7th December 1926 (General Notice No. 828 of 1926, Vol. VII, No. 44) and the Minutes of the First Session are included with the Gazette of that year (Supplement to Vol. VII, No. 54). It was not until 1945 that the first African members—two chiefs—were nominated as members of the Legislative Council, the structure of which had remained unchanged since 1926; a third African member was nominated in 1947. The Legislative Council Minutes published as an occasional supplement to the Gazette are included in this collection

¹¹ For a study of the policy involved in this legislative development see H.F. Morris and James S. Read, *Indirect Rule and the Search for Justice* (Oxford, Clarendon Press, 1972).

¹² Second Edition, edited by J.P. Moffett, Dar es Salaam 1958, quoted at page 96.

but there are a small number of gaps where it proved impossible to locate particular issues (for example, in 1929, 1930 and 1932).

A significant consequence of the establishment of the Legislative Council was that from that time proposed legislation was published in advance in the form of Bills, for discussion and possible amendment in the Council, with the useful addition of a short statement of the "Objects and Reasons" of each Bill. In 1926-27 Bills were included in the Gazette itself, and even repeated (see, for example. Vol. VIII, Nos. 10 and 12), but in 1928 and thereafter Bills were published in a "Special Supplement" to the Gazette. (It was impossible to locate a complete set of Bills and there are gaps in this part of the microfilmed collection, especially for the earlier years 1928-32 inclusive). It is interesting to note that the publication of legislation in draft form had in fact been introduced before the creation of the Legislative Council, a few weeks after Cameron's arrival (see Vol. VI, Nos. 22 and 24, General Notices Nos. 344 and 370 –another instance of repeated publication). Occasionally even subsidiary legislation was published in advance in draft-see, for example. Vol. IX, No. 47 (1928), Special Supplement.

Another important consequence of the establishment of the Legislative Council was that it was then considered necessary to obtain legislative authorisation for the annual expenditure of public revenue, by way of a Supply Ordinance (General Notice No. 959 of 1926).

Under Byatt a mixed pattern of local administration had been developing. The Provincial Administration was staffed by Provincial Commissioners, District Commissioners and District Officers but, under the Native Authority Ordinances, Nos. 16 of 1921 and 25 of 1923, certain powers were granted to recognised chiefs, who could also exercise powers conferred by local customary laws and could issue lawful orders to Africans on specified subjects or according to customary law. As part of the system of indirect rule which he claimed to be introducing to the Territory, Cameron enacted a new Native Authority Ordinance, No. 18 of 1926, which amplified the provisions of the earlier laws but without fundamental changes, despite Cameron's vigorous criticism of the previous Ordinances in his celebrated *Native Administration Memorandum No. 1, Principles of Native Administration and their Application*. The changes which he envisaged appear to have been in purpose and direction: within a basically similar legal framework the chief's authority could be extended, the colonial administrative officer guiding and supervising the chiefs rather than directing or commanding them, the objects being: "...first to provide a form of local government, close to the people, which the people themselves understood, using traditional leaders of the people as administrators, and second, to initiate participation by the indigenous people in the Government of the country, such as could be expanded with their increasing education and experience into full integration."¹³

This idealistic approach did not appear to Cameron to be at odds with the scheme for modernisation of the chief's financial position and accounting procedures by the introduction of Native Treasuries (see *Native Administration Memorandum No. 3, Native Treasuries*), from which a chief was to receive a salary in lieu of customary tributes, now abolished. Yet problems were to arise from this development, illustrated by the conviction, reversed on appeal, of an important chief for defalcations, due to local officials' neglect, amounting to over £10,000 (see the *Annual Report for 1929*, page 11). This policy, and the deliberate promotion of federations of chiefdoms, were significant innovations amidst the search for authentic bases of traditional local government professed by Cameron and his colleagues.

Another important aspect of the introduction of indirect rule in this period was the revision of the system of native courts. Here, according to Cameron, the problem under the Courts Ordinance No. 6 of 1920, was that native courts were subordinate to the High Court:

"As a consequence native courts are regarded as part of the judicial machinery of the Territory instead of as an integral part of the machinery of native administration."¹⁴

With the support of the Secretary of State, but in the face of local opposition from the judiciary and criticism by members of the Legislative Council, Cameron secured enactment of the Native Courts Ordinance, No. 5 of 1929, which removed the native courts from the control of the High Court, excluded advocates from appearing before the native courts and provided for a system of appeals lying in the final resort to Cameron himself as Governor.

¹³ J.P. Moffett, *Handbook of Tanganyika*, 1958, p.100. For a study of this policy and its implementation see Morris and Read, op cit.

¹⁴ From a Confidential Dispatch to the Secretary of State, quoted by H.F. Morris in Morris and Read op cit, p.145.

The scheme of indirect rule thus instituted by Cameron in Tanganyika remained the basis of the administration of the Territory for more than twenty years, until it was dismantled in the decades preceding and following independence. It was a system which could have little or no application outside the rural areas and special provisions were made for the growing urban areas – for example, by the Townships Ordinance, No. 10 of 1920.

5 The economy

The period 1920-48 gave Tanganyika the experience of a colonial economy under British control through the vicissitudes of the period: the establishment of a new tax and currency system, "the 'boom' years of 1925-29", the depression of 1930-34 (when a Retrenchment Commission was appointed to advise "How the shortfall in public revenue can be made good")¹⁵, "the years of uncertainty 1935-39", the war years 1939-45 and a time of "reconstruction and planning, 1945-49".¹⁶ The impact of colonial rule is perhaps most controversial in respect of its economic effects. The publications included in this collection provide a wide range of basic information of vital relevance to the assessment of the economic changes. Of course, it is information collected and published by or on behalf of the colonial authorities and therefore it provides only the official data and is inevitably selective in character; however, much of the information is as accurate as the statistical methods of the period, and the local circumstances of Tanganyika, would permit.

The basic – largely statistical – data collected in the annual *Blue Books*, prepared for the years 1921-38 and 1945-48 inclusive, is of prime significance. These publications, which increased in length from 208 pages for 1921 to 308 for 1931 and 490 for 1948, provide basic figures of, for example: population; taxes, duties and fees collected; revenue and expenditure; assets and liabilities; the public debt; imports and exports; shipping; production; labour and wages; the cost of living; crime and prisons; communications; education, etc.

More detailed statistical information is to be found in the Gazette and its supplements, perhaps stimulated by a Circular from the Secretary of State for the Colonies in 1919 (published as Government Notice No. 1 in Vol. I of the Gazette, No. 4) urging "Research into Economic Resources of British Empire". The Gazette issue for 16th September 1920 (Vol. I, No. 32) contained, as a 16-page supplement, the "Trade Report for the Year ended 31st March 1920"; this shows that imports had risen by value from 15,116,097 rupees in the previous year to 17,376,405 rupees while exports had almost doubled in value from 10,114,366 rupees to 19,940,156 rupees. Sisal was already then the main export, valued at 6,543,372 rupees; hides exported were valued at 3,407,010 rupees and coffee 2,807,605 rupees. The Trade Report for 1920-21, a supplement (No. 1 of 1921) to the Gazette issue of 30th September 1921 (Vol. II, No. 30) reviewed the year as "a disappointing one for trade" with a large decrease in the value of exports to 12,824,529 rupees, the export earnings of sisal falling almost by half, to 3,644,482 rupees. From January 1922 monthly statistics of imports and exports were also published in the Gazette and as from April 1925 these were given in much fuller detail.

During the depression, monthly *Trade and Information Reports* were published as supplements to the Gazette: these provide a useful variety of statistical and other information and continued from June 1933 to the end of 1940. The wartime Gazette provided fewer details of this kind, but evidence of greater stringency – for example, a series of seventeen *Stationery Economy Hints* such as that recommending the *Return of Once-Used Paper*. Later a new *Bulletin* from the Economic Control Board was published rather irregularly with the Gazette from 1943 until March 1951 (a total of sixty issues). The *Trade and Information Report* reappeared as a monthly supplement immediately the war ended (from June 1945 until the end of 1948); from January 1949 it was replaced by a *Monthly Statistical Supplement* prepared by the newly founded East African Statistical Department and, after the inauguration of a "new series" in 1951, this was later published separately and not as a supplement to the Gazette. (Unfortunately no complete set of these various supplements could be found and there are a number of gaps in the collection).

The Gazettes included a monthly Shipping Report, started in 1921 (Vol. II, No. 23), giving details of tonnage, owners, cargo, destination and agents of ships in Dar es Salaam, Tanga and Lindi harbours. Other miscellaneous information published in the Gazette included: seeds available. Government

¹⁵ General Notice No. 234 of 1931.

¹⁶ The quotations are taken from the *Handbook of Tanganyika*, chapter 4.

auctions of ivory, game licences issued, gold output, railway and lake steamer timetables and fares, licensed ginners, mining claims and titles granted, etc.

By the end of the 1940s the details published show the growing strength of the economy: major exports increased dramatically in value in the post-war years – for example, sisal exports, with only slightly increased output, rose from under £4m value in 1946 to over £11m in 1949; coffee income, with no increase in output, rose from a value of £675,580 in 1946 to £1,460,768 in 1949; cotton production increased threefold in bulk and fivefold in value over the same years. The total volume of trade rose from £17.5m in 1946 to £52.5m in 1949.

III Annual Reports

Annual reports were, of course, published for every colonial dependency of Britain in modern times; however, in the case of Tanganyika the international responsibility which Britain had undertaken in the context of the Mandate and subsequent Trusteeship systems had the result that the reports on this Territory, taking, as they did from the Report for 1923, the form of reports on the discharge of this international responsibility, are unusually detailed and informative. The Annual Reports were published for the years 1919/20-1938 inclusive and 1947-1960 (the last full year of colonial rule) inclusive, and these are all included in this microfilm collection. The first two Reports were published as Command Papers and all the Reports from 1923 onwards as Non-Parliamentary Publications numbered in the "Colonial" series. From 1925 to 1938 the Reports were published as rendered to the Council of the League of Nations; from 1947 to 1958 they were addressed to the Trusteeship Council of the United Nations.

The first Report, covering the period from the Armistice of 1918 to the end of 1920, contains 109 pages; the next following Reports (1921, 1922) are short (32 and 34 pages respectively) but with the growth of international interest and the development of the colonial administration the Reports burgeoned into documents of more than 200 pages (1934-1938) and, in some post-war years, exceeded 300 pages in length (1948-1952, 1955, 1958-1960). The last two Reports (1959, 1960) were addressed to the General Assembly of the United Nations and published in two parts each – one general and one containing statistics. The later Reports, from 1948, were compiled on the basis of a Questionnaire issued by the Trusteeship Council and included reports of, and comments on, resolutions and recommendations of the General Assembly of the United Nations and of the Trusteeship Council; they also contain references to matters arising out of individual petitions from inhabitants of Tanganyika considered by the Trusteeship Council.

These Annual Reports provide a wealth of useful information about the Territory: population, employment, school enrolment, immigration, industrial production, administrative structure, finance, taxation, cost of living, crime, public health, transport, land alienation and acquisition, etc. Amid the statistical details some personal touches are to be found: for example, the Annual Report for 1934 reproduces (Appendix VII) a *Letter from Elders to a Mine Manager* which had accompanied a gift of one cow, four chickens and twenty-two eggs, in appreciation of the Manager's kindness in driving sick persons to hospital. Other special features contained in certain Annual Reports include a Population Map (1935 Annual Report, Appendix IV), a statement on *The effects of the policy of indirect rule introduced into Tanganyika in 1925* (1927 Annual Report, Appendix II, pp.95-105), the Report of the Committee on Constitutional Development, 1951, with despatches from the Governor and the Secretary of State (1951 Annual Report, Appendix I, pp.181-214), *Notes on native land tenure* (1938 Annual Report, Appendix VI, pp.208-214), recipes for native beverages (1932 Annual Report, Appendix X, pp.140-141) and reports on unrest and disturbances among the Chagga people (1928 Annual Report, Appendix I, and 1936 Annual Report, Appendix VI).

IV The Advance to Independence, 1949-61

During the remaining period of colonial rule, little more than a decade, the Tanganyika Gazette records the last stages of British administration and the preparations for the birth of a new independent state on 9th December 1961, when this collection ends. The form of the Gazette continued largely unchanged; the Gazette itself contained the General and Public Notices, the supplements providing the legislation (bills, ordinances and subsidiary legislation separately), law reports, minutes of the Legislative Council etc. From 1946 the Governor's annual speech to the Legislative Council, and from 1948 the Financial Secretary's budget statement therein, were also

published as special supplements. (Verbatim reports of the proceedings of the Legislative Council were published separately as a local "Hansard" and are not included in the microfilmed collection.) A significant and interesting new occasional supplement to the Gazette appeared from 1952, giving lists of persons acquiring citizenship of the United Kingdom by registration or naturalisation in Tanganyika.

During this period Tanganyika had two Governors: Sir Edward Twining, the longest-serving Governor of the Territory (1949-58), and Sir Richard Turnbull who succeeded him and stayed after independence as Governor-General for one year. In 1948 the Legislative Council had been reconstituted, under a new Order in Council: it then included fourteen "official" members and fifteen "unofficial" members (seven Europeans, four Africans and four Asians) with the Governor presiding and with a casting vote. The Executive Council was also reorganised then, certain members having responsibility for particular departments of government in an embryonic ministerial system.

Soon after Twining's arrival in the Territory in 1949 a Committee on Constitutional Development was appointed, including all the unofficial members of the Legislative Council. The Report of that Committee, presented in 1951 and included as an Appendix to the Annual Report for that year, found that "there is no insistent clamour for reform". However, the Committee recommended that the Legislative Council should be further enlarged, preserving a Government majority but with racial parity among the unofficial members and with an appointed Speaker. Other recommendations made were that an African member should be appointed to the Executive Council, that a system of local government should be established and that an expert should be asked to advise on these recommendations and on whether, and, if so, how, elections should be introduced. Before most of these recommendations were implemented, two events of great future significance occurred: firstly, the Minutes of the Legislative Council sessions in 1954 record that on 12th May in that year Julius Kambarage Nyerere took his seat as a nominated member; secondly, of much greater historical importance, on 7th July 1954 the Tanganyika African National Union (TANU), was founded under Nyerere's leadership. Following the Report of the Special Commissioner in 1952 the Legislative Council was enlarged in 1955 to include forty-four unofficial members – thirty "representative" members, ten from each racial group, and fourteen nominated to sit on the Government side and, with the seventeen official members, to give the Government a majority of one. At this time Swahili was allowed as a language of debate in the Legislative Council and simultaneous translation, English/Swahili, was introduced. The provisions for the appointment of "representative" members were expressed to be transitional, pending arrangements for elections which were first held in 1958/1959 (in two stages).

The Legislative Council was again reconstituted in 1959 when five of the elected members became Ministers. In 1960 the legislature was completely reformed with fifty African, eleven Asian and ten European members all elected in that year, together with two ex officio and eight nominated members; Nyerere became Chief Minister. With the attainment of internal self-government in May 1961, the legislature was renamed the National Assembly and Nyerere became Prime Minister. During 1961 the last issues of the colonial Gazette continued to appear with the usual pattern of contents although with many indications of the approaching independence – most obviously perhaps in the spate of primary and subsidiary legislation relevant to the creation of a new state. But even in the issue published on the eve of independence (Vol. XLII, No. 60, 8th December 1961) the usual announcements appear, advertising applications for water rights and road service licences etc., with no express reference to the end of the colonial regime. However, Government Notice No. 416 defines the flag and coat of arms of the new nation, and Government Notice No. 417 summons the first meeting of its Parliament. Even after independence, the Gazette was to continue publication in the same form, and with basically the same contents, as it had during the decades of colonial government.

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