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EDUCATION FOR AFRICANS IN TANGANYIKA

A PRELIMINARY SURVEY

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Chapters V and VII of this bulletin were added following the author's return (in June 1960) from a limited study trip to West and East Africa. The trip included a brief visit to Tanganyika. Thus Chapter V provides the reader with later statistics than had previously been available, and Chapter VII presents current educational plans and outlook at the time of the recent visit.

Foreword

EDUCATION AROUND THE WORLD" is a continuing challenge to educators today. There is ever-increasing need for a broadened understanding of the kind of schools and what they offer in countries near or far. There is also increased demand for factual information in such areas.

From the earliest years of the Office of Education, it has attempted to make available to educators, and to others interested, information concerning education in other countries. But in those earlier years, with distances so great and research materials so difficult to obtain, results were often meager.

Today the countries of the world have been brought much nearer and information is much more readily and promptly obtained than ever before. Even greater in significance, however, is the fact that the need for understanding the peoples of the many countries is imperative to the world's achievement of peace. Understanding the school systems which are so different in various countries and knowing what kind of educational opportunities are available to children and young people around the world can bring vastly increased understanding of the people around the world.

Tanganyika may not be a familiar name to all of us. But Tanganyika—a British-administered United Nations trust territory on the East African coast—is on the way to complete self-government and its educational development holds a unique pattern.

This bulletin, *Education for Africans in Tanganyika*—another publication in the International Education series of the Office of Education—reports on a preliminary study of the educational system for Africans, together with information concerning the current plans for expansion of African educational facilities.

The report is based largely on pertinent publications available in Washington, D.C. They include Tanganyika Government publications, United Nations reports, and other related documents. The author spent almost 2 years in Tanganyika, and has just recently made a brief study trip to West and East Africa which included a visit to Tanganyika.

It is believed that this preliminary report will make a useful contribution toward the further broadening of interest in education around the world.

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Chapter I. Introduction

ON DECEMBER 15, 1959, the Governor of Tanganyika, the British-administered United Nations trust territory on the East African coast, made an announcement which few could have predicted only a few years ago. It was to the effect that this large territory (363,000 square miles), known to many as the land of Kilimanjaro, would be granted internal self-government following elections in the fall of 1960. Under the proposed constitutional changes, elected Africans will form the majority of the legislature, the Legislative Council, and of the Council of Ministers or cabinet in which the majority will be elected members drawn from the Legislative Council. It is generally expected that independence will be achieved within a few years after responsible government is established.

A number of territories in Africa south of the Sahara have preceded Tanganyika on the road to independence, but most of these have been all-African countries with few if any permanent non-African residents. Tanganyika is one of the multiracial territories lying within a belt extending from Kenya southward to the Union of South Africa. It has attracted attention as a country which has achieved a great measure of interracial political cooperation. Europeans, Asians, and Africans have worked together in seeking self-government, and the territory is the first of the multiracial territories in British Africa to be promised self-government under predominantly African control.

The Land, People, and Government

By comparison with areas of West Africa, Tanganyika, like other countries of eastern and central Africa, has had relatively brief contact with the West. It was brought under German influence in 1884-85 and for decades constituted, together with what is now Ruanda-Urundi, the former colony of German East Africa. British administration, under mandate of the League of Nations, did not commence until after World War I, several decades after the establishment of British control in Kenya and Uganda, the two British dependencies to the north. During the early period of mandate administration, uncertainty as to whether the territory would remain under British administration affected its economic and social devel-

opment. Quite naturally, fewer British immigrants settled in Tanganyika than in the British colony of Kenya and no major effort was made to develop the mandated territory. The country suffered severely and long from the effects of the depression and had only begun to recover when World War II broke out. It was not until after the end of the war that a forceful program of economic and social development came into effect.

Tanganyika is among the less developed countries in Africa. The gross domestic product at factor cost in 1957 has been estimated at £162,355,000; the per capita product of £18.5, or about \$52, is one of the lowest yet calculated for African territories.¹ The economy is predominantly agricultural, depending largely on the production of cash crops—sisal, coffee, cotton, oil seeds, and nuts—for export and of staple foodstuffs for local consumption. Agriculture accounts for almost half of the total gross domestic product. The production of minerals, of which diamonds are by far the most important, contributes only 3 percent of the total product and manufacturing, involving largely the processing of raw materials, about 3.5 percent. Of the total product in 1957, about 57 percent was production in the monetary economy and the remainder the estimated value of the subsistence economy. Recurrent expenditure on essential services, including education, now exceeds territorial revenue, which is about £21 million annually, and the Government is largely dependent on external financial assistance for development funds.

The total population of the territory in 1957, when the last census was taken, was 8,785,613. The great majority of the people live in rural areas. The population of Dar es Salaam, the capital and largest city, is about 129,000, and that of Tanga, the second largest, is about 38,000. Nine towns have between 10,000 and 20,000 residents. Large areas of the territory are virtually uninhabited because of the tsetse fly, and in the remaining areas population density varies considerably.

Over 98 percent of the inhabitants of the territory—some 8,663,000—are Africans. Of the approximately 123,000 non-Africans, more than half are Indians and Pakistanis (72,000). Europeans, of several nationalities, number almost 21,000, but only about 3,000 of them are permanent residents. In addition, there are about 19,000 Arabs, some 5,000 Goans, and a number of smaller communities.

The three major groups—African, Asian, and European—differ in culture, language, educational level, and standard of living. While there are few complete illiterates among the immigrant communities, estimates indicate that a high percentage of the African population

¹ See Tanganyika. *The Gross Domestic Product of Tanganyika 1954-1957*. Prepared by the Tanganyika Unit of the East African Statistical Department. Dar es Salaam: Government Printer, 1959.

as a whole is illiterate. In relation to their numbers, Africans have made but small contribution to the economy, while that of the minority communities is quite disproportionate to their size. The majority of the Africans are mainly subsistence farmers, marketing only small surpluses of their food crops. Some are occupied mainly in producing export crops and only some 430,000 (1957 figure), or about 5 percent of the African population, are in paid employment. The East Africa Royal Commission (1953-55) estimated that although the value of African activities in the subsistence and monetary economies together exceeds the contribution of non-Africans (62 percent against 38 percent), non-Africans contributed more than half (63 percent) of the monetary economy. The per capita African contribution to the total economy was estimated at about £8, compared with the per capita contribution of £400 among Europeans and Asians, indicating the low average productivity of the African population which is reflected in earning power and standard of living. Generally speaking, society has been stratified, economically and socially, along racial lines. Europeans fill most of the top positions in the government and private sectors of the economy; Asians, in the middle, are predominant in the retail trade and skilled and semi-skilled positions; the great majority of the Africans are unskilled laborers or peasant farmers. Although Tanganyika is a multiracial territory, facing the basic problem common to the multiracial areas of Africa, that of integrating disparate peoples in a unified society and state, its non-African population, and particularly its European population, is smaller than that of Kenya and far smaller than that of the Federation of Rhodesia and Nyasaland. This obstacle to African political aspirations has not been as great in Tanganyika as in the other territories.

The Africans belong to some 120 different tribes, varying in size, social structure, and language. Most of the Africans speak languages of the Bantu group, but these vary considerably and the speaker of one is not always understood by the speaker of another. However, Swahili, which is encouraged officially as the *lingua franca*, is understood in varying degrees throughout the territory. In religion, the largest numbers are pagan, but considerable numbers are Christians or Muslims, particularly along the coast where Islam predominates. Perhaps the most significant variations are those which exist between the large numbers who depend mainly on subsistence activities and the more advanced urban and rural groups which have entered the cash economy and among whom per capita income and the educational and social level are comparatively high.

Only a few years before the announcement of impending self-government, it seemed unlikely that this low-income, quiet, and comparatively little-known country would emerge so soon as a self-govern-

ing state. The catalyst has been rapid political developments among the local people. The wave of nationalism which has swept all of Africa reached Tanganyika and the other East African territories somewhat later than the all-African territories of West Africa on which Western influences—not the least of which is Western education—had played longer and more intensively. Tanganyika's first militant nationalist organization, the Tanganyika African National Union (TANU), was not formed until 1954. Within 4 years, however, it had developed, under the leadership of Julius Nyerere, a former teacher, into an organized countrywide movement with no effective African opposition—the only such organization in East Africa. Strong traditionalist or separatist opposition to this movement is not apparent. When British rule began, Tanganyika had no large, well-organized indigenous kingdoms comparable to those in the neighboring Protectorate of Uganda. It has been spared separatist movements centered on large tribal groups.

When TANU was formed, the government of the territory was almost entirely in the hands of the Governor and subordinate officials, that is civil servants, responsible to the government in the United Kingdom. The Executive Council consisted entirely of officials. Appointed unofficials, representatives of the local inhabitants, held a minority of the seats on the Legislative Council and among them half were Europeans. In 1955 a new system of parity representation under which the three major communities were granted equal representation went into effect as a temporary arrangement. Subsequently TANU demanded an official announcement that it was the Government's intention that the territory would achieve self-government under predominantly African control.

In 1958 a major constitutional change was granted by the administering authority. The first elections of the Legislative Council were held in two parts in the fall of 1958 and early in 1959. The elections were based on a common roll with a qualitative franchise. The franchise was based on an age requirement of 21 years, a residential qualification and either an educational (completion of a minimum of Standard VIII), income (£150 per annum), or officeholder qualification. One Asian, one African, and one European were elected in each of 10 constituencies by all of the voters in the constituency, each voter being required to vote for one candidate of each of the three ethnic groups. The great majority of Africans could not qualify to vote. However, of some 58,000 registered voters the majority were Africans and the latter were in a position to determine the results. TANU won an overwhelming victory at the polls. With a few exceptions, in the case of unopposed candidates, all of the elected members had stood as TANU candidates or with TANU support. Since the elections all

of the elected members—Africans, Europeans, and Asians—have elected Mr. Nyerere as chairman of the Elected Members' Organization and have worked together as a united team—a situation unique in multiracial Africa.

TANU's victory and the multiracial alinement have unquestionably influenced the subsequent pace of constitutional change. Chairman Nyerere, presumably speaking for all elected members, has pressed for immediate responsible government; that is, government in which elected representatives of the people have a majority in the executive and control, subject to ultimate powers of the British Government, local affairs.²

Even before the December 1959 announcement it was expected that internal self-government with Africans in the majority would be granted within a few years. In October 1958, when the first elected members took their seats in the Legislative Council, the Governor announced that it was "right and proper and inevitable" that African participation in the Legislative and Executive Councils should steadily increase and he added:

It is not intended—and never has been intended—that parity should be a permanent feature . . . It is intended, and always has been intended, that the fact that when self-government is eventually attained both the Legislature and the Government are likely to be predominantly African should in no way affect the security of the rights and interests of those minority communities who have made their homes in Tanganyika.³

In March 1959, after the second stage of the elections, the Governor announced that further far-reaching constitutional changes were contemplated. A Post-Elections Committee was to be appointed to make recommendations regarding such revisions. Toward the end of 1959 when the final decisions on the committee's recommendations were made public, an announcement would be made concerning the next constitutional changes and the periods within which they might be accomplished. This would include a forecast as to when nonofficials, the representatives of the people of the territory, might be granted a majority of the seats in the executive and legislative bodies. The Governor also referred to the important change which was to take place on July 1, 1959. On that date, a Council of Ministers, including Ministers drawn from among the elected members of Legislative Council, replaced the former Executive Council, which had not included unofficials as Ministers, as the principal executive body. In October 1959 the Governor announced that the Secretary of State had already agreed that a general election would be held in September 1960 or soon thereafter.⁴

² *East Africa and Rhodesia*, Vol. 35, No. 1818, Aug. 13, 1959, p. 1404.

³ *Tanganyika Legislative Council Debates*, 15 Oct. 1958, p. 39.

⁴ *East Africa and Rhodesia*, Vol. 36, No. 1829, Oct. 29, 1959, p. 198.

As of December 1959, control remains with the Governor and subordinate officials, but a considerable role in government has already been granted to elected representatives of the people. On the Council of Ministers, the principal executive body, 5 (3 Africans, 1 European, and 1 Asian) of the 12 Ministers are elected members of the Legislative Council. In the Legislative Council, 30 of the total of 53 members are elected members. Sixteen members, including only 1 official, are nominated members, i.e., appointed by the Governor, and the remaining 7 are the official Ministers.⁵ Although the elected members outnumber official and nominated members by 7, there are 28 members on the Government side of the Council and 25 on the representative side, since the 5 elected members who are Ministers sit on the Government benches with official Ministers and nominated members.

The framework of government is similar to that in British colonial territories. Each of the Ministers, who have collective responsibility for the policies and decisions of the Government, exercises executive responsibility as head of a Ministry into which the various departments of government are grouped. The territory is divided into nine provinces each in the charge of a Provincial Commissioner, and each of the provinces is divided into districts, each under a District Commissioner. The functions of local government are largely exercised by local authorities which in rural areas are Native Authorities usually including traditional chiefs and councils.

Tanganyika, Kenya, and Uganda, although entirely separate political entities, participate in an interterritorial organization, the East Africa High Commission, which administers a large number of common services for the three territories, including the Railways and Harbours Administration, the Posts and Telecommunications Administration, the Customs and Excise Department, the Income Tax Department, many research organizations, and, of particular relevance to education, the East African Literature Bureau. The East African Central Legislative Assembly which includes official and unofficial members representing all three territories is empowered to legislate on a range of interterritorial subjects, including the institutions of higher education in East Africa. Some leaders in Tanganyika have expressed dissatisfaction with the High Commission on the grounds that it serves Kenya's economic interests to the disadvantage of Tanganyika. In October 1959, the elected Minister for Mines and Commerce expressed the view that, under High Commission control of the licensing of new industries in East Africa, Tanganyika has not received its "fair share of benefit" from industrialization in the region. He referred to the

⁵ *East Africa and Rhodesia*, Vol. 36, No. 1827, Oct. 15, 1959, p. 141.

The constitutional arrangements in effect actually provide for 34 members on the Government side and 33 members on the representative side, including 8 nominated members, but the Governor left a number of nominated seats unfilled, so that there is, in fact, a majority of elected members.

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establishment of most new industries in Kenya and Tanganyika's strong desire for industrial development of its own, and denied that Tanganyika benefits from the introduction of industries in the other territories.⁶ On the present interterritorial arrangements and the possibility of an East African federation in the future, Mr. Nyerere has been quoted as follows:

... the chances are that the territories will eventually federate—after the question of domination from the Kenya Highlands has dropped out. We have some difficulties with the East Africa High Commission, the services of which tend to be more beneficial to Kenya than to us, so that the present feeling in Tanganyika is that we are becoming an economic colony of Kenya, or Nairobi. I hope we can find a way to get a fair share of the High Commission services. Then we shall favour retention of the High Commission, and I believe that Federation will come in the long run.⁷

Tanganyika's new Legislative Council to be elected in September 1960, will consist largely of 71 elected members returned from 50 constituencies. Of the 71 members, 50 will represent "open" seats, that is, seats open to candidates of any race, and are generally expected to be Africans. Eleven members will represent seats reserved for Asian or Arab candidates and 10 will represent seats reserved for Europeans. A small number of members will be appointed by the Governor.

The elected members of the Legislative Council will be elected by voters on a common roll. Where there are "reserved" seats each voter may cast one vote for each seat, but compulsory multiple voting will be abolished. The qualifications for voting in the election will be lower than those for the 1958 and 1959 elections. The voter will have to be 21 years of age. He or she must also (1) be able to read or write either English or Swahili, (2) be in receipt of annual income of £75, or (3) hold or have held a prescribed office. The Government has estimated the number of Africans who will be eligible to vote at 1,500,000.

The majority of the Council of Ministers will be drawn from among elected members of the Legislative Council, and most of the elected Ministers are expected to be Africans. It was announced in Legislative Council on April 26, 1960, that, with effect from October 1, 1960, the Council of Ministers would consist of the Governor as President, the Deputy Governor, 10 unofficial Ministers and 2 Civil Servants holding the portfolios of Attorney-General and Minister for Information Services. The Chief Minister, a newly created position, would be the Governor's principal adviser and the Leader of Government Business in the Legislative Council.

Certain reserve powers, including the right to veto legislation, will be retained by the Governor, and defense and foreign affairs will continue under British control.

⁶ *East Africa and Rhodesia*, Vol. 36, No. 1826, Oct. 8, 1959, p. 124.

⁷ *East Africa and Rhodesia*, Vol. 35, No. 1818, Aug. 13, 1959, p. 1404.

Tremendous Need for Education

No one would claim that Tanganyika's educational system today is adequate. A high percentage of the African adult population is illiterate. An estimate of about 16 percent of the African children of school age are now attending school. Only about half of the children of school-starting age begin school, and only a minority of those completing one level proceed to the next. Fewer than 400 complete secondary school each year, and only a minority of these proceed to institutions of higher education.

Comparatively few Africans have yet qualified for senior professional or technical posts in the civil service. The principal obstacle has been lack of education. The civil service is established on a non-racial basis, and it has been the policy of government to staff the service whenever possible from among local inhabitants. In 1957, arrangements for providing training for local people, both serving officers and others, to enable them to fill senior posts were expanded. (See Ch. IV, "Higher Education," p. 74.) The number of Africans holding senior posts has increased to almost 350, but the great majority of the senior posts are still filled by expatriate officers.⁸ Both the Government and the opposition have recognized this as a major problem confronting the territory. In mid-1959, Mr. Nyerere said, "We could man all the top political posts, but the civil service is a big problem, for few local people of any race are trained for the chief civil service jobs." He said that if the members of the civil service were "suddenly to say that they were leaving they could cause more destruction than any other group," and he expressed the hope that they would remain, "for under self-government we shall not have enough local people to take over."⁹ At about the same time the Governor told an audience that the most difficult and pressing need was to train Africans

⁸ At the end of 1958 there were 181 Africans holding senior posts in the civil service compared with 166 earlier the same year, 155 in 1957, and only 5 in 1954. In addition, Tanganyika Africans hold comparable posts in the High Commission services (25 in 1957) and with local authorities (14 in 1957). At the end of 1958 there were in the Tanganyika civil service 4 African District Officers and 39 African Assistant District Officers, 6 of whom were acting as District Officers. At least 16 additional Assistant District Officers were to be appointed by the end of the 1959-60 financial year. At the end of 1958 there were also 8 African medical officers, 8 social development officers, 14 Africans in senior posts in the Agriculture Department, 5 cooperative officers, 1 veterinary superintendent, 5 assistant veterinary officers, 1 pupil engineer, and 18 engineering assistants. Engaged in education there were 52 education officers and masters, 2 other officers seconded from other departments for the Natural Resources School, and 1 office assistant. Great Britain. Colonial Office. *Tanganyika under United Kingdom Administration: Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations for the year 1958*. Colonial No. 342. London: Her Majesty's Stationery Office, 1959. pp. 194, 214-264. (Hereinafter this report will be referred to as "Annual Report on Tanganyika for 1958." The annual reports for other years will be referred to in a similar way.)

⁹ *East Africa and Rhodesia*, Vol. 85, No. 1818, Aug. 13, 1959, p. 1404.

for the civil service.¹⁰ This is perhaps the most obvious contribution that education can make in the emerging nation.

In other respects also it would be difficult to overemphasize the role which education can play at this stage of Tanganyika's history. As in other underdeveloped areas of the world in which the great majority of the population are illiterate and unproductive, education can make a contribution in increasing productivity and in raising the general standard of living of the bulk of the population. As in other multiracial and multitribal countries, it will inevitably influence the progress which can be made in merging widely different peoples into a unified society and state. In short, there is a tremendous need for the further extension of educational facilities for Africans.

This has been the immediate objective and the major theme of the Government's educational policy. As stated in the annual reports to the United Nations on the administration of the territory, the main objective of educational policy has been—

... the building up of a community well equipped, by the advancement of education in its widest sense, to assume full social, economic, and political responsibility. If education is to achieve its purpose it must clearly encompass much more than technical or academic training; it must provide both the incentive and the means for the attainment of a full measure of mental, physical and spiritual development. Progress towards the ultimate objective depends on the achievement of the immediate objective of the educational advancement of the more backward sections of the territory's population, and it is to this end that efforts must at this stage be mainly directed. At the same time, however, in view of the dependence of the territory for development on the efforts of the immigrant communities, it is important that the territory should provide appropriate educational facilities for their children.¹¹

With these objectives, a notable extension of facilities for Africans has been achieved since World War II. African leaders have continued to emphasize the need for greater effort, particularly toward increased facilities for training Africans for responsible positions in the territory, and to advocate the integration of the separate educational systems which have been maintained in the territory for the different racial groups.

As the territory has approached self-government, important changes in the educational system, which meet many of the African criticisms of the past, have been agreed upon or are under consideration. Within a few years a description of education for Africans in Tanganyika may differ widely from this present study, which describes the situation as of 1959.

¹⁰ *Ibid.*, No. 1819, Aug. 20, 1959, p. 1480

¹¹ Annual Report on Tanganyika for 1955. (Colonial No. 824), p. 155.

Chapter II. Organization of Education

Interterritorial and Territorial Facilities

UNDER AN ARRANGEMENT unique in British Africa¹—which is in large measure an adjustment to shortage of financial and other resources—higher education in East Africa is provided on an interterritorial basis. The region's two institutions of higher education—Makerere College, the University College of East Africa, at Kampala, Uganda, and the Royal Technical College, Nairobi, Kenya—are partially financed by contributions from all three territories, governed, under High Commission legislation, by Councils on which all three territories are represented, and open to students from all of the territories. They are both interracial institutions.

It has been proposed that university colleges established in the future, including the proposed university college in Tanganyika, should also be interterritorial interracial institutions. Other educational facilities are provided by the territorial governments individually. It is the intention that only higher education proper, university degree courses, and higher technical and professional training leading to the highest professional qualifications, should be provided at the interterritorial institutions of higher education and that all other education should be provided by the territorial governments. This intended division has not yet been fully achieved; the institutions of higher education still provide some work at a level below that of higher education.

The territories now offer the primary-secondary course leading to the Cambridge Oversea School Certificate and it is recognized that the additional 2-year Higher School Certificate course should be provided in the secondary schools of the territories. These courses for Africans, however, have only recently been initiated and both institutions of higher education have therefore had to offer courses at the level of higher school certificate courses and will continue to do so until adequate facilities are available in the territorial systems. In the field of technical education the division of responsibility agreed upon by the governments has already been achieved. The training of tech-

¹ The University College of Rhodesia and Nyasaland serves the three territories, Southern Rhodesia, Northern Rhodesia, and Nyasaland, but these, unlike the East African territories, constitute a federation, the Federation of Rhodesia and Nyasaland.

nologists, the highest of three categories of employees for the manufacturing industry, is undertaken at the Royal Technical College, while the territorial governments have assumed responsibility for the training of the two lower categories. Technicians are trained at the three territorial technical institutes and craftsmen at territorial trade schools.² The territorial technical institutes are also responsible for subprofessional commercial training, while the Royal Technical College offers professional training. The territorial governments provide the training courses for African teachers in presecondary schools; more advanced teacher-training courses are available at Makerere. A distinction between categories of employees in the agricultural industry, comparable to the classification for the manufacturing industry, appears to have been made. Training for the lowest category of employee in the agricultural departments is now provided by the territories and it is presumably the intention that subprofessional employees, the assistant agricultural officers, who may be compared with technicians in the manufacturing industry, will be trained at territorial farm institutes, comparable in level to technical institutes. These facilities have not yet been established in all of the territories, however, and Makerere now offers a course of training (a diploma in agriculture course) for this category in addition to the degree course which prepares the student for the highest category of post in the Government agriculture departments, that of agricultural officer.

Tanganyika's Separate Education Systems

In Tanganyika, as in the other territories of British East Africa, it has in the past been considered necessary, because of linguistic and cultural differences, to provide separate schools for children of the different racial groups. In accordance with what appears to be a general policy throughout East Africa of introducing interracial education from the top downward, the new Government Technical Institute in Dar es Salaam has served students of all races since it was opened. The further extension of interracial education is now under consideration, but all other schools in Tanganyika today, with a few exceptions, continue to cater to the children of only one community. There are four separate systems for four communities: African, in-

² This arrangement was approved by the Working Party on Higher Education in East Africa July-August 1958. The Working Party in their report quoted the definitions of the three categories of persons who pass through a system of technical education and are employed in the manufacturing industry which were set forth in a White Paper on Technical Education (Command Paper 9708) published in February 1956 by Her Majesty's Government in the United Kingdom. A technologist was defined as one who has the qualifications and experience required for membership in a professional institution; a technician as one qualified by specialist technical education and practical training to work under the general direction of a technologist; and craftsmen or artisans as the skilled labor of the manufacturing industry. *Report of the Working Party on Higher Education in East Africa July-August 1958*. Printed for the East African Governments by the Government Printer, Nairobi, 1959. App. C. p. 87.

cluding for educational purposes not only Somalis but also Arabs; European; Indian; and "Other Non-Native (including Goan)," a category including the small Mauritian, Seychellois, Anglo-Indian, Ceylonese, and Chinese communities. These systems differ in the arrangement of the school course, curriculum, and language of instruction.

All four systems are administered by the Director of Education, the head of the Department of Education in the Ministry of Education and Labour. The African system is administered by the Director of Education with the assistance of an advisory committee and is financed from public funds, school fees paid by parents, and voluntary agency contributions. Non-Africans, unlike Africans, pay a special education tax, the Non-Native Education Tax. The proceeds from the tax paid by each community are paid into the education fund for that community. Also paid into each fund are contributions from territorial revenue and the proceeds from the school fees paid by parents on behalf of children attending Government schools for the community concerned. Most of the expenditure on each of the non-African systems (excluding postsecondary education) is met from the appropriate fund. A considerable measure of control—the extent in practice is difficult to ascertain—is exercised by nonofficial members of the European and Indian communities over their respective funds and school systems. The majority of members of the European Education Authority and the Indian Education Authority are unofficial members of the community concerned. Each authority determines the policy which is to be administered by the Department of Education in its educational system and manages, subject to the approval of its budget by the Legislative Council, the education fund for its community. They are executive rather than advisory bodies. The Other Non-Native education system and fund are administered by the Department of Education with the assistance of an advisory committee representing the Roman Catholic missions and the communities involved. ♦

Institutions, other than the Technical Institute, which are attended by children of more than one race are St. Joseph's secondary school in Dar es Salaam operated by the Roman Catholic White Fathers and Katoka Preparatory School in Bukoba District conducted by the Protestant Church Missionary Society. The Government has also encouraged the establishment of a nonracial preparatory school in Iringa District of the Southern Highlands Province. In addition, His Highness The Aga Khan Schools have been open to Africans. Of some 7,000 children enrolled in these schools in 1959, 10 percent were Africans and 35 percent were Non-Ismaili.

The Government has recognized that the separate systems must be integrated if a unified society, the stated aim of the Government,

is to be achieved. . . However, until 1958, it explained on various occasions the conditions which made it difficult to achieve integration. It expressed the view that the first level at which a practical basis for interracial education exists is the secondary level and that here it should be allowed to develop gradually without being forced at the risk of interracial dissension.⁵ The Government has pointed out the difficulty of providing at secondary schools, most of which are boarding schools, facilities "appropriate to the different social, religious and dietary backgrounds of the children of the various communities. . . ." In May 1956 the Member for Social Services made the following announcement in the Legislative Council regarding the new European secondary schools at Iringa.

It is therefore proposed that when the two separate schools at Iringa, St. Michael's for girls and St. George's for boys, are fully completed and if surplus accommodation is then available, children of other races will be eligible for admission to these schools, provided that the normal mode of life is such as to make it possible for them to fit happily into a boarding school of a European type and that their parents are able to pay the fees.⁶

Only the first phase of the project has been completed and two separate schools are not yet available. A single coeducational school, St. Michael's and St. George's School, was opened in January 1959 and has served only European children.⁶

At the primary level the Government has considered separate schools necessary because of linguistic differences. It has felt that the first years of education should be given in the mother tongue and be based on the environment of the home. A 1955 report states:

In the conditions existing in Tanganyika, where the speediest possible spread of literacy among the young generation is the immediate aim, it is felt that in the first years of their schooling children should be taught in the language in which they can most easily and readily assimilate knowledge.⁷

In addition to this general principle, the Government has noted the important practical consideration that a change in the language of

⁵ United Nations. *United Nations Visiting Mission to Trust Territories in East Africa, 1957 Report on Tanganyika Together With Related Documents*. Trusteeship Council Official Records: 21st Session Supplement No. 2. New York: United Nations, 1958. p. 62. (Hereinafter this report will be referred to as "Report of 1957 U.N. Visiting Mission.")

⁶ Annual Report on Tanganyika for 1957, p. 93.

⁷ *Tanganyika Legislative Council Debates*, 32d sess., 1st volume of session 1956-57, May 16, 1956, p. 228.

⁸ On Dec. 9, 1958, when asked the number of children of each race who would enter the schools when they opened the following month, the Minister for Social Services replied that the two schools were not yet complete and therefore the situation in which the admission of non-Europeans was to be permitted did not yet prevail. For financial reasons it was unlikely that they would be complete for some time. In these circumstances the Board of Trustees was considering the matter further and would be asked to submit their views on the admission policy to be followed to the Education Integration Committee. The indications were that the school would be filled to maximum capacity by European students when it opened. *Tanganyika Legislative Council Debates*, 34th Session, 2d Volume of Session 1958/59, Dec. 9, 1958, p. 10-11.

⁹ Annual Report on Tanganyika for 1955, p. 120.

instruction in the African primary schools would deprive the territory of a large number of African teachers now employed and thus slow up the spread of literacy. The Government also maintained that "appropriate standards and types of education must be provided for the children of overseas experts and staff who are essential for the Territory's rapid development."⁸

The 1957 United Nations Visiting Mission to Trust Territories in East Africa, which was appointed by the U.N. Trusteeship Council to visit and report on the administration of the trust territory, expressed definite views on this matter. While not discounting the measures already taken to unify the educational systems, the Mission believed that the Government "should take a more positive lead in introducing interracial education, if not by legislation, at least by a firm policy statement on the matter and by taking active measures to persuade the European and Asian components of the population of its necessity." It suggested a policy of opening all secondary schools to children with the necessary qualifications and of eliminating remaining impediments to the unification of the secondary educational system. With regard to the Government's justification of separate primary schools, the Mission pointed out that many African children are not in fact taught in their mother tongue but in Swahili. It commended the Government's plans to introduce the teaching of English in the primary schools as a step in the process of unifying the systems.⁹

In October 1958, after TANU, which has advocated the creation of a unified system, had swept the elections that year, the Minister for Social Services announced in Legislative Council the Government's intention to appoint an Education Integration Committee to study the integration of the separate systems.

The committee, consisting of 13 nonofficials and a representative of the Ministry of Finance with the Director of Education as Chairman, began its work early in 1959. The terms of reference of the committee are:

- (a) To review the organization and financing of the existing educational provision for the various races in Tanganyika; and
- (b) To consider how, within the financial provision envisaged in the existing development plans for education, the present systems may best be integrated in the interests of all the people of the territory, so as to lead to the development of a single system of education for the Territory, and to make recommendations regarding the nature and timing of the steps to be taken in order to bring about this development.¹⁰

(The Report of the Committee, published in 1960, recommended the integration of the separate systems of education. This report is reviewed in Chapter VII.)

⁸ Report of the 1957 U.N. Visiting Mission, p. 62.

⁹ *Ibid.*, p. 63.

¹⁰ *The Tanganyika Gazette*, Vol. XL, No. 5, 16 January 1959, p. 54.

Chapter III. African Education in Tanganyika

THE PRESENT African education system is in large measure a post-World War II creation. When British administration began, African education was virtually nonexistent, since the system of the German period had been almost completely disrupted during the war. Thus, practically a new start had to be made. In 1925, following the reports of the American-sponsored Phelps-Stokes Commissions, the British Government announced a new policy for the extension of African education under governmental control and for government cooperation with and monetary assistance to the missions which at that time operated most of the schools for Africans in British Africa.

A new program of expansion was then initiated in Tanganyika, but in 1931 the period of development was closed abruptly by the depression, which forced a steady decline in expenditure on African education until 1936. The system had only partially recovered from the depression when the outbreak of World War II, which deprived the system of a considerable number of its European staff, dealt a second blow. After the war, with the immediate objective of "the educational advancement of the more backward sections of the territory's population" in view, a 10-year plan for the development of African education during the period 1947-56 was put into effect. This plan, which had been revised in 1950, was followed by the current plan which was originally drawn up for the 5-year period 1957-61, but extended for financial reasons to cover 7 years.¹ Under these plans more progress has been reported than in the period from the end of World War I to the end of World War II.

The greater part of the facilities now available for African students have been provided. Enrollment has more than tripled since 1947. Expenditure from public funds for African education in 1958 was more than 12 times the sum voted for this purpose in 1948 (about £323,000 in 1948 and £4,022,350 in 1958). Between 1949 and 1958 expenditure from territorial funds (excluding special development

¹ "Scheme for Revision of the Ten Year Plan for African Education" in Annual Report on Tanganyika for 1960, Appendix II, p. 227-288. Tanganyika. *A Draft Five-Year Plan for African Education 1957-1961 For Consideration by the Legislative Council*. Dar es Salaam, Government Printer, 1968. (Hereinafter referred to as "Five-Year Plan for African Education.")

funds) increased sixfold (£404,738 to £2,619,072) and the percentage of total expenditures from territorial funds which has been devoted to African education has increased from 5.34 percent in 1949 to about 12.4 percent in 1958. While perhaps the most striking feature of the African education system is its limited structure, and Tanganyika must travel a long way before even primary schooling can be provided for every African child, a long step forward has been taken since World War II.

Administration and Finance²

Under the centrally enacted Education (African) Ordinance (ch. 71), as amended, and the regulations made under the ordinance by the Governor-in-Council, all secular education for Africans, with the exception of training courses conducted by various departments of Government, adult education courses, and clubs for children,³ is administered by the Director of Education with the advice of a central Advisory Committee on African Education.

² Much of this section is based on the Education (African) Ordinance, as amended, and the regulations made under it. The original ordinance, No. 11 of 1927, came into effect on 1st January 1928. This was amended by the Education (African) (Amendment) Ordinance, 1936 (No. 24 of 1936); by the Education (African) (Amendment) Ordinance, 1949 (No. 13 of 1949); the Education (African) (Amendment) Ordinance, 1954 (No. 40 of 1954); and the Education (African) (Amendment) Ordinance, 1958. The principal ordinance as amended in 1936 is found in *The Laws of the Tanganyika Territory in force on the 1st Day of January 1947*, revised edition, vol. II, p. 983-991. The 1949 ordinance is found in *The Laws of Tanganyika 1947-1949, Being Principal Ordinances and Amending Ordinances Passed Between the 1st day of January 1947, and the 31st Day of February 1950, Together With Subsidiary Legislation*, revised edition, vol. I, p. 356-357. The Amendment Ordinance of 1954 was published in looseleaf form with the title, *Tanganyika Education (African), Chapter 71 of the Laws, 1950-54 Edition*. For the text of the 1958 amendment bill, see Special Supplement to *The Tanganyika Gazette*, vol. XXXIX, No. 24, 9 May 1958, and for the discussion of the bill in Legislative Council, see *Tanganyika Legislative Council Debates*, 33d Session, 4th Volume of Session 1957/58, 18 June 1958, p. 1104-1106, 1150-1151. The ordinance and the regulations made under it, revised to date, were published in 1959 by the Government Printer, Dar es Salaam.

³ By the amendment enacted on 19 June 1958, school means "an assembly by whatever name called in which not less than 10 pupils, of whom the majority are Africans, receive instruction and any institution or place from which regular instruction is imparted to pupils of whom the majority are Africans by means of correspondence or otherwise." It does not include "any institution or assembly in which the instruction is in the opinion of the Director of Education wholly of a religious character or in which only the minimum of secular teaching needed for religious instruction is given," "any institution maintained by a religious society for the purpose of training persons for the ordained ministry or for admission to a religious order," "any club established for and consisting substantially of persons under the age of 18 years, notwithstanding that instruction is given therein, if it has been approved in writing by the Commissioner for Social Development or the Director of Agriculture and such approval has not been withdrawn," and "any institution or assembly in which the pupils are all over the age of 18 years, other than a training institution." Thus the institutions providing education or training for Africans which are not governed by the provisions of the ordinance and do not therefore come under the control of the Department of Education are: bush schools in which the instruction is wholly or almost entirely of a religious character; seminaries; adult education classes; and two types of clubs for children: (1) boys' and girls' clubs, supported by voluntary agencies and native authorities and assisted by the Director of Social Development, which provide a certain amount of teaching and recreational and handicraft facilities for children who have been unable to obtain places in middle schools; and (2) young farmers clubs which it is hoped will be started by groups of young people not attending school.

The Advisory Committee on African Education includes, in addition to the Director as Chairman, 1 other Government official, the Provincial Commissioner, Local Government and Administration, the 2 Education Secretaries General representing the Catholic and Protestant missions, all 4 of whom are ex officio members, 8 other persons representing missionary bodies, 2 members representing commercial and farming interests, and 2 Africans.⁴ The Director is also advised, with respect to the development of primary and middle school education in each district, and particularly with respect to the siting and management of schools, by a Native Authority Education Committee which is in all cases largely African in membership and sits under the chairmanship of the District Commissioner. These committees are non-statutory and advisory bodies, but appear to play an influential role. In practice, it seems, the advice of the committees concerning the registration of schools is invariably acted upon by the Department. It is stated Government policy to bring about a devolution of control of African education to local education authorities, and the Government has stated that the committees are preparing the ground for the development of such authorities.⁵

The Director is assisted in the administration of African education by a Deputy Director, who is concerned with the administration of non-African education; by an Assistant Director for African Education, and also by an Assistant Director, who is in charge of the Inspectorate and responsible for advising on Girls' and Women's Education and an Assistant Director for Technical Education, both of whom are concerned primarily with African education. Departmental staff concerned with African education—other than the central administrative staff stationed at departmental headquarters in Dar es Salaam—is divided into provincial units. A Provincial Education Officer, responsible only for African education, is assigned to each provincial headquarters. These officers, assisted by officers now known as District Education Officers, by⁶ Education Officers, and African School Supervisors, are responsible for supervising Government schools, inspecting primary and middle schools, and maintaining liaison with education committees and voluntary agencies.

To provide for liaison between the Department of Education and recognized organizations engaged in educational work, cooperation

⁴ In 1957 the Director of Medical Services and the Member for Local Government were members of the committee. The amendment ordinance of 1958 provided for the replacement of these two officials by "The Provincial Commissioner, Local Government and Administration." The latter is, with the exception of the Minister himself, the highest ranking official in the Office of the Minister for Local Government and Administration. In 1959 there were 10 African members.

⁵ Tanganyika. *Department of Education Triennial Survey for the Years 1955-57*. Government Printer, Dar es Salaam, 1958, p. 5. (This report will hereinafter be referred to as the "Department of Education Survey for 1955-57.")

among these organizations, and supervision of schools operated by them, Education Secretaries General and Education Secretaries are appointed under the ordinance. Each of the two Education Secretaries General, the Education Secretary General to the Catholic Welfare Organization, and the Secretary General to the Christian Council of Tanganyika, is appointed with the approval of the Minister by a group of recognized bodies or organizations to coordinate the educational work of the bodies or organizations forming the group and to act for the group in liaison with the Director of Education.⁶ They are members of the Advisory Committee on African Education. Each Education Secretary is appointed by a recognized body or organization with the approval of the Director of Education to supervise the schools of that body and to act in liaison with the Director of Education through the Education Secretary General when a Secretary General has been appointed. The Provincial Education Officers deal directly with the Education Secretaries and the Director of Education deals with the Education Secretary General on major matters concerning all missions in a group.⁷

Two categories of schools, differing in standard, are governed by the ordinance and come under the supervision of the department. The first are all of the fully recognized schools, formerly called registered schools, which have attained the standards desired by the department and which constitute what is regarded as the African education system. They are the schools now registered in part I of the register of schools. Among them are schools managed by the central government and schools managed by the native authorities, which together are known as maintained schools, and schools managed by the voluntary agencies most of which are Christian missions. Of the latter, the majority are aided financially by Government and are known as assisted or aided schools. The others which do not receive assistance from Government are known as unaided schools. All of these schools have attained certain common standards, including the employment of trained teachers; i.e., certificated or licensed teachers registered in part I of the register of teachers. All have the same curriculum and prepare students for the same examinations, and all are subject to government inspection. However, while the salaries paid to African teachers in aided schools must be in accordance with scales which are laid down by government and applied in maintained schools, the salaries paid in unaided or private schools need not be. It is understood that salaries are lower in unaided schools than in maintained and

⁶ The appointment of Secretaries General was first provided for by an amending ordinance enacted in 1949. At that time the Director of Education worked directly with each of some 47 Educational Secretaries, as they were then called.

⁷ Each voluntary agency operating schools in a district is represented, usually by the Education Secretary, on the District Education Committee of the district.

aided schools and that teachers seeking the best salaries are thus attracted to the latter.

The second major category are subgrade schools employing untrained teachers which provide, with or without religious instruction, secular instruction approximately equivalent to the first 2 years of the primary course. They are one group of the so-called bush schools, which are operated throughout the territory, for the most part by Christian missions. (Other bush schools provide only religious instruction or religious instruction together with the minimum of secular instruction required for the purpose of the religious teaching and do not come under the supervision of the department.) These schools are now registered in part II of the register of schools and the untrained teachers in them in part II of the register of teachers.⁸ These schools, as the Member for Social Services explained in the Legislative Council in October 1954, had grown up under continual popular pressure for more education and did not have trained teachers because of the insufficient number of such teachers in the territory. It is the intention that they should continue in existence only so long as the schools registered in part I of the register of schools are unable to satisfy demand. The Member for Social Services expressed the hope that as more qualified teachers are trained and more part I schools are opened, the subgrade schools, which he said might be called special schools, would gradually disappear because there would be no need or demand for them. A later department report said that it would be necessary to make a survey of these bush schools in relation to neighboring part I schools "as in some cases it is believed that the existence of these subgrade schools, where no fees are charged and where the teaching is given by untrained teachers, is having an adverse effect on enrollment at the primary schools where fees are now being charged."⁹ A number of the bush schools giving secular instruction have since been refused registration by the department on the recommendation of District Education Committees.

While the majority of the part II schools are run by Christian bodies, some of them were started by TANU and handed over for operation by parents associations. Part II schools are not financially aided by Government. They may be inspected by the department but they need not follow the curriculum of the part I schools. Teach-

⁸ Before 1954 the schools could not qualify for registration, which was required by law, because they did not have registerable teachers. They were in effect illegal and had the letter of the law been enforced they would have been closed. This was considered undesirable as was their continuation without departmental oversight, and an amendment ordinance was enacted in 1954 to provide for the registration of the untrained teachers in these schools in part II of the register of teachers and for the registration of the schools in part II of the register of schools. The schools were thus enabled to remain legally in existence and were brought under the auspices of the department.

⁹ Department of Education Survey for 1955-57, p. 9.

ers are required only to have completed Standard VIII and the department has no control over their salaries. Normally, it seems, students completing a course in a part II school and transferring to a part I school enter the latter below Standard III level.

The Director, with the advice of the committees described, apparently exercises a wide range of policymaking and executive powers. The department has presumably drafted the education development plans, which pertain only to aided and maintained schools, for approval by the Legislative Council, and has been responsible for implementing them. Under the ordinance the department is granted considerable administrative control over all the schools covered by the ordinance, and in addition handles the greater part of the financing of the African system.

Under the ordinance, as amended in 1958, no school can be established or maintained, unless (1) it is registered under the provisions of the ordinance by the Director of Education; (2) the owner¹⁰ of the school has been approved as owner by the Minister for Social Services and this approval has not been withdrawn; (3) the school is conducted either by the owner or by a manager approved by the Director of Education;¹¹ and (4) all the teachers employed at the school are registered by the Director of Education under the provisions of the ordinance. The Director of Education explained in the Legislative Council in June 1958 that a school would be registered only *after* the owner had been approved by the Minister and, in the case of an owner who did not intend to conduct and manage the school himself, a manager appointed by the owner had been approved by the Director of Education. Presumably registration of teachers is also prerequisite to registration of the school.

Under an amendment enacted in 1954, the register of schools is kept in two parts. Part I includes schools in which all the teachers employed possess either a teaching certificate or a license to teach. Part II includes schools in which one or more of the teachers employed do

¹⁰ The owner of a school is defined as "(a) the person who receives for his own benefit or for the benefit of himself and others the fees paid by or on behalf of pupils; or (b) if there is no such person, the person who has the power to appoint and dismiss the teachers; or (c) if there is no such person, the person entitled in possession to the premises in which the school is conducted."

¹¹ The Minister and the Director may refuse to grant approval of an owner or manager, as the case may be, without assigning any reason, and may at any time withdraw any approval given; the Minister, however, must give notice before withdrawing his approval of an owner. When the Minister withdraws his approval of an owner, the latter must transfer the school to some person approved by the Minister or close the school, and when the Director has withdrawn his approval of a manager the owner must either himself assume the conduct of the school, appoint a manager approved by the Director, or close the school. Appeals against the Minister's refusal to approve an owner or his withdrawal of approval are to the Governor-in-Council in writing while appeals against the Director's refusal to approve or his withdrawal of approval of a manager, as in the case of other orders of the Director, are to a tribunal of three persons appointed by the Minister.

not possess either a teaching certificate or a license to teach. The Director of Education or a person authorized by him may refuse to register any school because, in his opinion, other sufficient educational facilities exist or for other good and sufficient reason whether of the same or a different kind. Presumably the school building must meet requirements before a school is registered in part I of the register.¹² A registered school which fails to remain open 180 days in any calendar year is removed from the register.

No teacher may teach in any school unless he has been registered as a teacher by the Department of Education and no teacher may teach English in any school unless authorized in writing to do so by the Director of Education. No fees, emoluments, or gratuities may be given or taken in any school which does not satisfy these requirements. The register of teachers, like the register of schools, now consists of two parts. Part I includes teachers who possess teaching certificates or licenses to teach and fulfill prescribed requirements, the teachers employed in schools registered in part I of the register. Part II includes teachers not in possession of teaching certificates or licenses to teach, but who fulfill prescribed requirements; that is, teachers employed in schools registered in part II of the register of schools.

Certificates, licenses, and permits which are prerequisite to registration are granted by the Director of Education under the regulations of 1955 and 1956. The qualifications required for these documents are determined by the Director. A teaching certificate is granted to a person who has completed a course of instruction at a teacher-training institution which is prescribed by the department, has taken an examination determined in form and syllabus by the Director and conducted by a board of examiners appointed by him, and has completely satisfied the board as to his proficiency and ability to teach at the level for which he has been trained. A license to teach is granted by the Director of Education in his discretion to persons who, having com-

¹² Although the Governor-in-Council is empowered to make regulations prescribing the requirements for registration of schools, specific requirements are not given in the regulations. These only provide that an application for registration be made on the appropriate form and contain the particulars prescribed therein. It is of interest that the application for registration of a school in part I of the register must contain not only information indicating the organization applying, the need for the school (the walking distance to nearest school of similar grade, the estimated number of possible pupils within a radius of 1 hour's walk, and the approximate number of pupils expected in each standard) and information on the teaching staff (names, registered numbers and qualifications) but also a detailed description of the building, specifying the materials of which it is built, the number of classrooms, floorspace and, in the case of a boarding school, dormitory accommodations, and the details of the tenure of land on which the school is built.

The application form for registration in part II of the register calls for the walking distance to the nearest primary school registered in part I, information on the tenure of the land on which the school is located, and a brief description of the building, but not the qualifications of the teaching staff. It would appear that a major factor in any decision as to whether a bush school should be registered or should remain on the register is the sufficiency in the area of primary schools registered in part I of the register.

pleted a course of training have not completely satisfied the board as to their proficiency and ability, that is, have failed the certificate examination, but are considered competent to teach in accordance with conditions specified in the license. Teachers holding such licenses were employed during the period of the 10-year plan, but there are now no licensed teachers of this type in African schools.

Licenses are also granted at the Director's discretion to persons who hold a diploma, degree, or certificate recognized by the Director of Education as qualifying for the grant of a license. A permit to teach up to but not beyond the level of Standard II of the primary school course, which is apparently a prerequisite to registration in part II of the register of teachers, is also issued at the discretion of the Director of Education. A teacher may be removed or suspended from the register of teachers by the Director of Education on certain specified grounds. All teachers in central and local government schools are members of the central government civil service and are ultimately responsible to the Director.

The ordinance empowers certain persons to visit any school, examine the records that are required to be kept, and listen to secular instruction. These persons are: any member of the Advisory Committee, an officer of the Education Department, a member of any additional committee appointed in accordance with regulations made under the ordinance in the area for which the committee is appointed, a Provincial Commissioner or District Commissioner within the Province or District for which he is responsible, any person authorized by the Director of Education and any person authorized by regulations under the ordinance. None of these persons visits any part of the school where religious instruction is being given, and the examination of accounts can be carried out only by the Director of Education or a person authorized by him for the purpose. The ordinance empowers the Governor-in-Council to make regulations to provide for the examination of Government schools and assisted schools, and also for the inspection of schools. All schools are inspected by officers of the department. Secondary schools are inspected by officers in the combined central inspectorate of the department, which is also responsible for the inspection of non-African schools.¹⁹ Middle and primary schools are inspected by officers responsible to the Provincial Education Officer. Education officers inspect middle schools and as many primary schools as possible, and African school supervisors inspect primary schools.

Under the original ordinance the Governor may, by order in writing, prohibit the use of any book or material in any school for any reason

¹⁹ The separate inspectorates for African and non-African schools were combined in 1958.

which he may think proper. The Director of Education, with the advice of the committee, may forbid the use in any assisted school of any textbook or other material intended for secular instruction which, in his opinion, is unsuitable because of its inferior academic standard for use in such school. The department issues syllabuses for the different levels—the primary course, middle course, and secondary course. It also issues weekly timetables indicating the number of hours to be allotted to each subject.

The Director of Education is empowered to order the closing of a school under two sets of conditions. He may order a school to be closed if he is satisfied by evidence he deems sufficient that it is being conducted in a manner contravening legal requirements¹⁴ and if his notice in writing to the owner, manager, education secretary, or any other person in charge of the school specifying the steps to be taken has not been complied with within the time allowed. Secondly, under a provision enacted in 1958, which was introduced as one which it was hoped would never have to be invoked, the Director may order a school to be closed if he "is satisfied by such evidence as he shall deem sufficient" that it "is being conducted in a manner detrimental to the interests of peace, order or good government or to the physical, mental or moral welfare of the pupils attending it." No person may continue to maintain a school which has been ordered to be closed and the name of the school is removed from the register of schools.¹⁵

Appeals against an order of the Director of Education or a person authorized by him refusing to register a school, removing a school from the register, closing a school, refusing to approve or withdrawing approval of a person as manager, refusing to register a teacher or removing or suspending a teacher from the register may be made within 60 days to a tribunal of three persons appointed by the Minister. Persons contravening any provision of the ordinance are guilty of an offense and on conviction liable to a penalty. Offenses and penalties are divided into two classes. The highest penalty which can be imposed is a fine of about \$140, 3 months in prison, and an additional fine of \$14 for every day the offense continues.¹⁶

¹⁴ Provisions of sec. 8, 14, or 15 of the ordinance, which pertain to the requirements for establishing and maintaining a school, for teaching in a school, and for making or receiving payments, or an order by the Governor prohibiting the use of any book, or any requirement of the ordinance or regulations made under it.

¹⁵ Sec. 18.

¹⁶ Any person who establishes or maintains a school without approval by the Minister as owner, conducts a school without approval as owner or manager, maintains or conducts or permits to be maintained or conducted a school after it has been ordered closed, or uses or permits the use of any book or material prohibited by the Governor, is liable to a fine not exceeding 1,000 shillings (about \$140), or, in the case of a subsequent offense, to this fine or 3 months' imprisonment or both, and when the offense is a continuing one to an additional fine of 100 shillings (about \$14) for every day the offense continues. The penalty for other offenses is a fine of 400 shillings (about \$56) and an additional fine of 40 shillings for every day the offense continues.

The Director of Education, under the ordinance and regulations, makes grants-in-aid from central government and native authority funds allocated for this purpose to voluntary agencies for schools and other approved educational activities.¹⁷ Grants now cover 100 percent of the salaries of the African teaching staff, part of the cost of qualified European staff, the cost of maintaining equipment (except in the primary schools), and part of the cost of erecting and equipping school buildings, varying from a limited amount in the case of primary schools to 100 percent of the approved expenditure in the case of secondary schools and teacher-training centers. Grants are also made for Education Secretaries General and to defray the cost of supervision of groups of schools.

Grants are made only when specified conditions, which in general assure standards comparable to those in Government schools, are met. Grants are made only to schools registered in part I of the register of schools. The schools must provide courses of instruction in accordance with an approved syllabus. They must maintain a standard of efficiency in education equivalent to that provided in a Government school of the same category and are subject to inspection by the Department of Education to insure that this condition is fulfilled. The scales of salaries of the African staff must have been approved; that is, must be the same as those for teachers of similar grade and qualification in Government service. In practice the number of certificated teachers on the staff must not be less than the number of licensed teachers.¹⁸ There must be a reasonable number of children attending the school in relation to the number of teachers employed. The school must be considered necessary by the Director for the educational needs of the locality. Capital expenditure grants are made only when construction has been approved by the Director prior to its commencement and completed to his satisfaction within the time stipulated by him. Grants for supervision are paid when the Director considers such supervision warranted and satisfactorily conducted. Grants must be used only for the purposes for which they are made. The proper financial management of the school is required. Accounts must be kept and submitted by the education secretary or person in charge, and receipts signed by teachers must be produced for inspection.

The approved system as a whole is financed partly by the central government, with assistance from Colonial Development and Welfare grants, partly by native authorities which contribute only to primary and middle education, partly by voluntary agencies, and partly by

¹⁷ The scope of grants-in-aid was widened in 1949. Before this date grants were made only from central government funds and only for schools.

¹⁸ The regulations provide that when the number of licensed teachers exceeds the number of certificated teachers in a school the Director in his discretion may refuse to make a larger number of grants in respect of licensed teachers than he makes in respect of certificated teachers.

school fees paid by parents. Such fees are remitted in deserving cases.

With the exception of the amounts provided by school fees, the central government meets all expenditures on Government schools, and the central government and native authorities together meet all of the expenditures on native authority schools and provide a large part of the expenditures on voluntary agency schools. It is Government policy that the local authorities, raising funds from local taxes, should contribute increasingly to primary and middle education in their own areas. The central government initially makes the grants-in-aid to the voluntary agencies and pays the salaries of teachers in native authority schools who are employed by the central government, and makes capital grants and provides materials for native authority schools. Under the system now in force, native authorities subsequently reimburse to the central government part of the funds it expends on primary and boys' and coeducational middle schools conducted by native authorities and by voluntary agencies. The target not yet achieved is reimbursement of 50 percent of recurrent expenditures and 80 percent of capital expenditures. A majority of native authorities have attained the latter target but only one has attained the former. Beginning in 1958 the native authorities have met the cost of all remissions of middle school boarding fees, formerly shared by the central government and the native authorities. They are also expected to augment in assistance the capital grants-in-aid for primary voluntary agency schools. Remissions of fees in secondary voluntary agency schools are met by the central government.

The Government has taken the position that until universal education can be achieved, the parents of the children who are profiting from schooling should contribute to the recurrent cost which constitutes the bulk of expenditures. Fees now cover the cost of equipment and materials and fee remissions in primary schools and food and essential boarding costs in middle and secondary schools. The 5-year plan called for an increase in fees. It was suggested in the plan that the annual fees should be a minimum of Shs. 10/- (\$1.40) in all Government, native authority, and assisted primary schools, Shs. 90/- (\$12.60) in day middle schools, Shs. 250/- (\$35) in middle boarding schools and Shs. 300/- (\$42) in secondary schools. Remission of fees at any school may be made up to 20 percent of the total fee revenue of the school, except in the case of girls at middle and secondary schools when 60 percent of the total fee revenue of the school may be remitted. This concession for girls was suggested because of the reluctance of parents in many areas to spend money on the education of their daughters.

There has been considerable demand on the part of Africans for no fees to be charged in primary schools and for the cost of materials to be met from native authority funds. In most districts parents still

pay primary school fees, but in a few districts primary education is now free, the cost of school materials being met from native authority funds.

The major part of the cost of the African system is borne by the central government. In 1958 almost 68 percent of the total expenditures (excluding fees), £4,666,580, was met by the central government,¹⁹ less than 19 percent by native authorities, and less than 14 percent by voluntary agencies. The native authority contribution had increased tenfold between 1949 and 1958 (£85,157 to £864,782) and the percentage of expenditures (excluding fees) paid for by native authorities increased from about 10 percent.

The Current System²⁰

The present school course is arranged in three main levels: a 4-year primary course (Standards I-IV), a 4-year middle course (Standards V-VIII), and a 4-year secondary course (Standards IX-XII) leading to the Cambridge Oversea School Certificate examination. In 1959 an additional 2-year course (forms V and VI) leading to the Higher School Certificate examination was added in a few secondary schools.²¹ The primary course is provided in primary schools, which are all day schools and as a rule coeducational. Middle schools, which may be girls' or boys' boarding schools or either coeducational or segregated day schools, now enroll most students in Standards V-VIII. The secondary course is offered in secondary schools which are all boarding schools for either girls or boys. Eventually the primary and middle courses are to be merged into an 8-year primary course.

This three-level system was proposed when the 10-year plan was revised in 1950. The original 10-year plan provided for four levels of education: a 4-year village school course given in village schools; a 2-year district primary school course given in district schools, which would complete the full primary course which had previously been

¹⁹ Expenditures by the Education Department are made from territorial funds and from other sources, including the Development Plan Reserve Fund, Custodian of Enemy Property Fund, and Colonial Development and Welfare grants. In 1958, £2,619,072 was from territorial funds and £588,496 from other sources, including £102,894 from C.D. & W. funds.

²⁰ The system discussed here includes schools for Africans registered in part I of the register of schools, but excludes the subgrade schools registered in part II of the register of schools.

²¹ In the three non-African systems, a 6-year primary course is followed by a secondary course of from 5 to 8 years in duration. The primary course in the European system comprises infant classes 1 and 2 and Junior Standards I-IV, and in the other two systems Standards I-VI. In the Indian and "Other Non-Native" systems, the basic secondary course covers 6 years (Standards VII-XII), after which the Cambridge Oversea School Certificate examination is taken. Two Indian schools provide 2 further years leading to the Cambridge Oversea Higher School Certificate. The European secondary course includes 5 years, forms 1 through 5, leading to the school certificate and 2 additional years in preparation for the Higher School Certificate.

laid down as consisting of six standards; a 2-year presecondary course; and a 4-year senior secondary course, both provided in secondary schools.

It was proposed in the revised plan that the district schools should be developed into or replaced by middle schools giving a 4-year course. This change was made because it was considered that students completing the 6-year primary course were little better prepared for employment than those completing the 4-year course and were "likely to become unemployed, unemployable, and unsettled." A properly devised 8-year course, it was believed, would turn out students "far more capable of earning their own living" whether in private employment or by proceeding to the professional training courses.²² At first most students who expected to proceed to secondary school left middle school after the second year and entered a 2-year presecondary course in a secondary school. The last 2 years of the middle school course and the presecondary course were of different types, but were intended to be of the same overall standard. Later it was decided that entrance to secondary school should follow completion of middle school and that presecondary standards should disappear. The transition is almost complete. Since 1955 all of the presecondary classes, the last stream of which was scheduled to disappear at the end of 1959, have been removed from secondary schools, and by 1958 all but 21 of the district schools had been developed into or replaced by middle schools.

Vocational, technical, and teacher-training courses under the supervision of the Department of Education are provided at the post-Standard VIII, post-Standard X, and post-Standard XII levels. Three-year trades training courses, which are followed by 2 years of training "on the job," are provided in trades schools at the post-Standard VIII level, and technical and commercial courses are given at the Technical Institute at the post-Standard X or XII level. Two-year courses in agriculture, forestry, and veterinary science are now provided at the post-Standard X level at the Natural Resources School, Tengeru. Teacher-training centers provide training for two grades of African teacher: Grade II teachers who are employed mainly in primary schools receive a 2-year post-Standard VIII course and Grade I teachers who are employed mainly in middle schools and Grade II training centers receive a 2-year course after completion of a minimum of Standard X.

Within the approved system, 72 percent of the primary schools with 70 percent of the primary enrollment are (November 1958) operated by voluntary agencies and one-fourth of the schools with one-fourth of the enrollment by native authorities. The remainder of the primary

²² "Scheme for Revision of the Ten Year Plan for African Education." *loc. cit.*, p. 232-233.

schools, largely in urban areas, are operated by the central government. About 63 percent of the middle and district schools, in which about 65 percent of all students taking the middle course are enrolled, are operated by voluntary agencies, all of which are Christian missions; almost 30 percent with about 28 percent of the pupils are managed by native authorities; and only 7 percent with 7 percent of the enrollment by the central government.

Secondary education, for which the native authorities have no responsibility, is provided at 12 Government and 16 Christian mission schools, the latter with a somewhat larger enrollment. Of the 31 teacher-training centers, 24 (including 1 unaided center) are operated by Christian missions and 7 by the central government. The Natural Resources School, the Technical Institute, and the two trade schools which provide the greater part of technical and vocational training under the Department's supervision, are managed by the central government.

Primary, Middle, and Secondary Education

In terms of the number of schools and pupils, the approved education system might be described as a roughly pyramidal structure. This conforms in large measure to the pattern of immediate objectives laid down in the development plans. The ultimate goal of the Government is the provision of an 8-year course for all African children and, presumably, a secondary course for a minority—perhaps 15 or 25 percent—of the children completing this course. For financial and other reasons, much more limited objectives have been set for the present and immediate future. The stated aims of the 10-year plan were—

... to make the most profitable use of all the available resources in expanding the school system at all stages, so as not only to insure that the greatest possible number of children might become literate in the shortest possible time and to provide the means of saving them from relapsing into illiteracy, but also to enable an increasing number of pupils to have the advantage of secondary and higher education to fit them to play an effective part in the development of the Territory.²³

The first objective, widespread literacy, was obviously considered the most immediate and was granted first priority in the plan. A 4-year primary course was considered the minimum required to impart literacy. It was recognized that suitable "follow-up" literature would be required if permanent literacy was to be secured after the completion of a course of this length. Provision was made for the expansion of the 4-year primary system so that the largest numbers possible could obtain this minimum course. It was expected that the

²³ Annual Report on Tanganyika for 1955, p. 128.

majority of the products of the 4-year course, literate in the vernacular and educated in their home areas, would remain in their own communities and live useful lives there. Although under the subsequent plan stress has been placed on expansion of post-primary facilities, the emphasis on 4-year primary education under the 10-year plan is still strikingly evident in the structure of the present system.

The 10-year plan called for enrollment in maintained and aided primary schools by 1956 of 36 percent of all children in the 4-year primary school age group, or 310,000 under the revised plan, compared with 15.5 percent (100,356) in 1947. One in five children completing the primary course were to proceed to the middle course,²⁴ and about 10 percent of those completing the middle course were to proceed to the secondary course.

With the 1956 target for primary school enrollment achieved, the 5-year plan provided for a slower rate of expansion at this level and stress on improving the quality of the existing schools. Only a few new primary schools are being established, mainly in urban areas where it was "felt desirable to continue to provide more schools until accommodation exists for all children of the primary school age group whereupon some form of compulsory education may be introduced."²⁵

It was expected that at the completion of the plan, 402,000 children—45 percent of the children in the primary age group—would be attending aided and maintained schools. Emphasis has been placed on the expansion of middle school facilities, a second step toward the ultimate objective of universal 8-year primary education, while an increase in secondary facilities has also taken place. Middle school enrollment was to be increased to almost 57,000, more than 5 times that of 1947, and secondary enrollment to over 5,700, more than 10 times that of 1947. It was expected that by the end of the plan's duration a higher percentage of those completing each level would proceed to the next. Despite the current emphasis on the higher stages, middle facilities in relation to the primary system remain limited and those at the secondary level limited in relation to those at the middle level. The goal set in the plan is that by 1961 about 30 percent of the boys and 16 percent of the girls completing primary school will be able to enter middle school, and that enrollment in the first year of the secondary course will be almost one-fifth of that in the last year of the middle course.

²⁴ At this stage it was a firm intention that no more than 20 percent should proceed to middle school. The revised plan, referring to the fact that enrollment in Standard V in 1949 was 41 percent of the output of Standard IV, stated: "The balance must be restored by a halt in the development of new Standards V until the development of village schools has caught up." "Scheme for Revision of the Ten Year Plan for African Education," *loc. cit.*, p. 231.

²⁵ Department of Education Survey for 1955-57, p. 2.

As a result the present education system consists of a wide base of primary education, a much more limited superstructure of middle schools, and a still narrower apex of secondary education.²⁶ In November 1958 there were within the approved system developed under the plans some 2,660 primary schools, with a total enrollment of 366,690 children; 315 schools providing all or part of the middle course, with an enrollment of 36,611,²⁷ more than 3 times the enrollment in the comparable grades in 1947; and 28 secondary schools with an enrollment of about 3,500 compared with only 534 boys in 1947. Of all children enrolled in primary, middle, and secondary courses, about 90 percent are in the primary course, almost 9 percent in the middle course, and the remainder in the secondary course,

About 42 percent of the children in the primary school age group—which the Government estimates at approximately 10 percent of the total African population—are (November 1958) enrolled in primary schools. (Probably another 8 percent are enrolled in subgrade schools.)²⁸ Assuming that the number of children in the 4-year middle age group and the 4-year secondary age group each similarly constitute 10 percent of the African population, about 4 percent of the middle school age group and less than four-tenths of 1 percent of the secondary school age group are now enrolled in Part I schools. (Enrollment in the primary and middle school course together is one-fourth of the African population in the 8-year age group.) The achievement of the target set in the 5-year plan would mean enrollment of approximately 45 percent of the primary group, 6 percent of the middle group, and six-tenths of 1 percent of the secondary group.²⁹

It should be noted that the facilities available are greater than the enrollment figures suggest. The Government has reported that in 1958 there were more than 105,000 empty places in the primary schools, including more than 14,000 in Standard I. More than 5,000 places were reported unfilled in middle schools.

²⁶The statistics for 1957 and 1958 on which the following discussion (p. 48-53) is based are taken from the following two reports. Tanganyika. *Annual Summary of the Department of Education 1958*. Dar es Salaam, Government Printer, 1958. (This report will hereinafter be referred to as "Summary of the Department of Education 1958.") Tanganyika. *Annual Summary of the Department of Education 1957*. Dar es Salaam, Government Printer, 1958.

²⁷Including 33,758 in 293 middle schools proper, 2,793 in 21 district schools, and 60 in 1 presecondary stream. The total of 36,611 includes 1,272 in unaided schools.

²⁸In 1958 some 74,000 children were attending 2,135 subgrade schools which had been registered in part II of the register of schools and another 3,000 children were attending schools being considered for such registration. Summary of the Department of Education 1958, p. 3. However, an earlier report states that 2,240 bush schools with an approximate enrollment of 80,128 had been registered. Department of Education Survey for 1955-57, p. 9.

²⁹The percentages for 1958 have been calculated on the basis of an estimated total African population in 1958 of 8,792,624, the 1957 census figure, 8,662,684, and an increase of 1½ percent annually. The percentages for 1961 have been calculated on the basis of an estimated population in 1961 of 8,978,000.

The Department of Education, suggesting reasons for the unfilled places, has noted that ". . . the very rapid development in school building . . . would seem to have over-reached itself in some areas," that there is "a certain amount of resistance in some backward areas to a tightening up of the collection of the primary school fee . . ." and that "some parents would prefer to send their children to a 'bush school' run by teachers of their own religious denomination rather than to a primary school run by another denomination or by a local authority."

Largely because a substantial reduction in wastage between the first and last years of the primary course has been achieved under the plans, a wider gap than intended remains between the last standard of the primary course (Standard IV) and the first standard of the middle course (Standard V). Only about 17 percent (17.9 percent of the boys and 11.6 percent of the girls) of all students completing Standard IV in 1957 had proceeded to Standard V in 1958.³⁰ Large numbers of children must leave school at this time.³¹ This has of course attracted much criticism on the grounds that children who formerly had an opportunity to complete a 6-year primary course must now in most cases leave school at the end of 4 years. In fact the ratio of enrollment in Standard VI to enrollment in Standard I is larger today than it was at the beginning of the 10-year plan. The ratio of enrollment in Standard VI in maintained, aided, and unaided schools to enrollment in Standard I in these schools was about 1:13 in 1947 and 1:10 in 1958. Also the number of students in Standard VI today is larger than it was in 1947. However, the number who must drop out before reaching Standard VI is also larger. It is also true that, whereas in the past wastage between Standard I and Standard VI was distributed fairly evenly over the entire course, a higher proportion of the students today who do not proceed to Standard VI leave at a single level, at the end of Standard IV, and in many cases not by choice. In terms of numbers, the problem of partly educated children has increased. Both the greater numbers involved and their required departure at one level appear to have attracted increased African attention and criticism, linked with the quality of education available in the primary schools.

About 29 percent of those enrolled in the last year of middle school (Standard VIII) in 1957 had proceeded to the first year of the secondary course (Standard IX) in 1958, and in 1958 the ratio between the enrollment in Standard IX (1,619) and that in Standard VIII was

³⁰ 18 percent of the boys and 12 percent of the girls finishing Standard IV in 1955 went into Standard V in 1956, and only 16 percent of the boys and 11 percent of the girls who completed Standard IV in 1956 entered Standard V in 1957.

³¹ As a means of providing further training for those unable to continue their schooling, postprimary handymen and master-learner courses for boys and homecraft courses for girls were provided for in the 5-year plan.

about 1:4, a larger percentage than was planned for 1961. However, a considerable drop in enrollment takes place at the end of Standard X. Enrollment in Standard XI (328) in 1958 was only 27 percent of the enrollment in Standard X (1,173) the previous year. Enrollment in Standard XII (174) was still below the target set for 1956 (230).

In 1959, the first year in which the Higher School Certificate course was offered, some 90 students, including 4 girls, were enrolled in Form V in 4 schools.²² They are expected to take the Higher School Certificate examination toward the end of 1960.

A total of 170 students passed the Cambridge Oversea School Certificate examination taken at the completion of Standard XII in 1958. The number of passes in the examination has increased steadily from 57 in 1951, and a striking increase could occur in the next few years. In 1958, 11 of the 48 streams in the 24 boys' secondary schools and 1 of the 6 streams in the 4 girls' secondary schools took students to school certificate level. In 1959, when it was reported that 15 secondary schools compared with 5 in 1957 were offering school certificate courses, meaning apparently Standard XI and XII courses, the hope was expressed that at the end of the year 400 Africans would obtain the school certificate. It is from this small group of school certificate holders that candidates for higher education have been drawn.

In Tanganyika, as in most African territories, the education of girls has been a major concern. Africans in areas where women have held a somewhat subordinate position have in the past been reluctant to send their daughters to school. Far fewer girls than boys have attended school and the ratio between the enrollment of boys and of girls has been greater at each level of education. African resistance appears to have declined considerably²³ and enthusiastic support for girls' education is reported in some areas. The enrollment of girls in primary, middle, and secondary schools was more than quadrupled between 1947 and 1958 (31,540 to 126,160) and the proportion of the student body consisting of girls increased. Still, however, less than

²² Three boys' schools, the Government Secondary School, Tabora, St. Francis' College, Pugu, and St. Andrew's College, Minaki, and 1 girls' school, Tabora Girls' School.

²³ An Education Department report, noting the increase in enrollment of girls in primary schools, particularly in the lower standards, commented as follows on the extent of the adjustment which has been made among Africans.

"In the majority of districts the presence of girls in schools is now accepted by the community, the teacher and the children as being normal and right. It is still not easy for some older teachers to teach the girls normally. The deeply ingrained belief that it is bad manners for a girl to speak up in front of her elders is one of the most stubborn of customs and even at the secondary level it is difficult to eradicate. Some teachers lose patience because the girls are slow to speak up and tend to neglect them. Others over-encourage the girls and they become pert and tiresome. There are, however, an increasing number of schools where the casual visitor can sense that all is well and that both sexes are working together with no differentiation or self-consciousness."

Department of Education Survey for 1955-57, p. 9.

one-third of the students in primary, middle, and secondary schools are girls. At the primary level the proportion is almost one-third (26 percent in 1947), at middle level about 17 percent (13 percent in 1947), and at the secondary level, at which no girls were enrolled in 1947, less than 9 percent. Only 24 girls were in Standard XI, and 11 in Standard XII in 1958. The Department of Education has reported that most girls are reluctant to continue secondary school after Standard X and leave at this point for marriage or employment or to enter other training courses. Among the latter are courses for preparing medical assistants, policewomen, clerks, and social development workers which are now open for girls. The girls at the Tabora secondary school have been described as not yet "university minded."

Enrollment in vocational and technical courses and teacher-training courses is discussed in a later section. However, for purposes of comparison with the enrollment in secondary schools it should be noted here that total enrollment in vocational and technical courses and original teacher-training courses under the supervision of the Department of Education for those who have completed middle school or Standard X of the secondary course was about 3,800 (2,035 and 1,774, respectively) in 1958. In addition, some 2,000 Africans, including those who had completed Standard XII, finished preservice and inservice training courses provided by all departments of government.

The policy under the 10-year plan had been to distribute school facilities fairly evenly in terms of population. Under the 10-year plan, two objectives governed provision of assistance from the central government in the form of grants or direct provision of schools: "A fair distribution over the territory as a whole of such educational provision as can be made available and additional assistance for areas in which special development is considered desirable."

Assistance was to be allocated in the first instance to each province for 30 percent of the children of the primary age group, the sub-allocation of the provincial quota being made within the province. The remaining provision for 6 percent of the age group was to be allocated separately to areas of special development. The amount of assistance toward middle school education was to be derived from the primary age figures on the basis that one child in five completing primary school should proceed to middle school. Probably the percentage of primary and middle school age children attending school does not vary considerably from province to province. Marked differences have, however, been noted between different tribal areas within a province; e.g., the Masai and Chagga areas of Northern Province.

The Tanganyika Government has frequently cited the territory's limited financial resources as the major obstacle to greater expansion

at all levels. At the 23d session of the Trusteeship Council in March 1959, the Special Representative of the Tanganyika Government estimated the cost of providing primary and middle schooling for all African children and secondary schooling for 15 percent of those leaving middle schools would be £40 million in capital expenditure and £46 million in recurrent expenditure. In view of an annual budget of some £20 million, it was clear that however much "we may sympathize with this demand for additional education facilities, progress toward the ultimate objective must inevitably be slow."²⁴ The Government has also referred to the necessity of balancing expenditure on education with expenditures on other social services and on economic development without which further support of an expanding educational system would be impossible.

A second major obstacle is the lack of qualified local staff for girls' middle schools and all secondary schools. This is in turn attributable to an inadequate supply of teacher-training candidates from the level above, i.e., from secondary Standards X or XII or postsecondary courses. Expatriate staff, required because of this shortage, has been difficult to recruit and, when recruited, more expensive than local staff. The shortage of grade I women teachers for girls' middle schools has been acute. The output of this category has been limited because of delays in establishing girls' secondary schools and the reluctance of girls, offered a number of alternatives, to continue beyond Standard X and to train as teachers. The lack of local staff, more than any other factor, it is indicated, has slowed down girls' middle school development. The "high cost of expatriate staff salaries and housing raises the cost of these schools to an uneconomic figure and limits the number that can be provided."²⁵ The output from Makerere College of teachers for secondary schools has also been disappointing. Commenting on shortage of local teachers for secondary schools and the difficulty of recruiting expatriate staff, the Education Department Survey for 1955-57 states: "Unless some improvement can be brought about, the development of secondary education is likely to be brought to a standstill"²⁶ In the summer of 1959 the Governor, speaking in Morogoro, said that the teaching profession in Tanganyika is almost entirely dependent on recruitment from the United Kingdom and it is difficult for the territory to recruit the graduate teachers it needs.²⁷

Development at each level, affected by the output of teaching candidates from the level above, is also, the Government has pointed out, governed by the supply of qualified students from the level below.

²⁴ *United Nations Review*, Vol. 5, No. 11, May 1959, p. 9.

²⁵ *Department of Education Survey for 1955-57*, p. 10-11.

²⁶ *Ibid.*, p. 11.

²⁷ *The Times Educational Supplement*, Aug. 21, 1959, p. 177.

Lack of support by the African community, that is, its failure to fill all of the places available in the schools, has also been mentioned as a factor, particularly in the inability to realize planned middle school enrollment for 1956. The Government, admitting that it was not satisfied with the educational progress, maintained early in 1958 that within the limits of financial resources and difficult conditions, the educational effort since the beginning of British administration was one of which the territory could be proud. ". . . it is safe to say that the progress from less than 1,000 primary school children to more than 350,000 today constitutes an unparalleled educational revolution."²⁸

The 1957 Visiting Mission, while acknowledging the efforts of the Government during the period of the 10-year plan, viewed the "present state of affairs and the anticipated position at the end of the present plan with considerable concern" and believed "an even greater effort should be made . . . not only to increase the primary school facilities available, but also to close the gap between primary and middle education."²⁹ The U.N. Trusteeship Council in its report of March 1959 on Tanganyika also noted it was necessary to make a greater effort to provide educational facilities for a greater proportion of the school-age population. With respect to the problem of unfilled places in primary and middle schools, the Visiting Mission felt that Africans as well as the Government should make more effort to insure that all available places in primary and middle schools are filled. The Trusteeship Council in its report of March 1959, while noting the factor of reluctance on the part of African parents, recommended that the Government study the problem and submit as soon as possible detailed information and a statement on measures taken to correct the situation. The Council also recommended the Government undertake a special campaign to spread a realization of the purposes and benefits of education.

Each of the three stages of the school course, and in particular the primary and middle levels, has a dual function. While each must prepare the minority for the next stage of education and is in this sense an intermediate or preparatory stage, it must also offer the majority a course which is complete in itself.

The primary school has two functions. The aim is to insure that children who do not proceed for further education—still the great majority—will be permanently literate and that "they will be able to pursue intelligently and in a progressive manner their normal activities in the daily life of the country and take an active and intelligent interest in public affairs," and to bring the minority who will proceed further up to the required standard for the middle stage of education. The middle schools also have more than one purpose. They must com-

²⁸ Tanganyika. Public Relations Department. Press Release, *The Truth About Education in the Last 49 Years*, 19 February 1958, p. 3.

²⁹ Report of 1957 U.N. Visiting Mission, p. 65.

plete the education of those who do not proceed—again a majority—fitting them to “return fully equipped for a progressive life in the normal occupations of their home area” or to enter paid employment directly, they must prepare others—still small in numbers—to take professional and technical courses at teacher-training centers, trade schools, and agricultural or other vocational training centers, and they must provide for a minority the intermediate stage of education between primary and secondary education. The secondary course must prepare students not only for higher education but also for employment or for courses of occupational training.

The revised 10-year plan proposed that “each of the three stages in the present planning should be properly rounded off as the end of a certain cycle of education”⁴⁰

A 1952 report explained:

The purpose of this organization is that those who leave school after finishing each stage or cycle should have received a balanced course of education which will enable them to play a more intelligent and efficient part in the development of the territory—and in brief to be better citizens—while at the same time each stage or cycle should form a sound basis from which to proceed to the next above it or to the professional or vocational courses which are available after the second and third stages.

Another report explained:

It was a further essential feature of this planned reorganization that the courses given in each of these stages should not only be carefully integrated but should also be inspired by a practical and lively approach related to the environment from which the pupils were drawn and that in which they were likely to spend their future lives.⁴¹

These aims are clearly reflected in the syllabuses described below.

This policy is in line with general principles laid down by the British Government many years ago and with the strong recommendation in the Report of the East and Central Africa Study Group (the Binns mission) of 1952 that education for Africans should be based on their own environment and own way of life and prepare them to live well in their own country and that it should have a strong agricultural bias.⁴²

⁴⁰ “Scheme for Revision of the Ten-Year Plan for African Education,” *loc. cit.*, p. 284.

⁴¹ The quotations are taken respectively from the following two reports:
Tanganyika. Department of Education. *Provisional Syllabus of Instruction for Middle Schools*. Dar es Salaam: Government Printer, 1950. p. 1.

Tanganyika. Department of Education. *Provisional Syllabus of Instruction for Secondary Schools 1955*. Dar es Salaam: Government Printer, 1955. p. iii.

⁴² See *Education Policy in British Tropical Africa*. Memorandum submitted to the Secretary of State for the Colonies by the Advisory Committee on Native Education in the British Tropical African Dependencies. Presented by the Secretary of State for the Colonies to Parliament by Command of His Majesty, March 1925. Cmd. 2374. London: His Majesty's Stationery Office, 1925. See also the section entitled The Aim of Education (Part I, 5) in *Report of the East and Central Africa Study Group. African Education, a Study of Educational Policy and Practice in British Tropical Africa*. Produced on behalf of The Nuffield Foundation and the Colonial Office by Charles Batey. Printer to the University, University Press, Oxford, 1953, p. 65-67.

Training in citizenship, the department has stated, is a basic aim of the educational system, and civics is at present included in the syllabuses for all schools. Courses include instruction on local and national government in Tanganyika and the United Nations and trusteeship system. Religious instruction is apparently provided in all schools. In Government and native authority schools, religious study is not obligatory; time is allotted for voluntary study, with instruction given by accredited teachers from religious bodies. The department has indicated its interest in the standards of this instruction. Education officers have encouraged mission authorities and local Muslim leaders to provide the necessary teachers for some native authority primary and middle schools where it was felt that inadequate instruction had been provided. Regulations made under the ordinance⁴³ provide that in grant-aided schools, religious instruction cannot be given to any pupils whose parents or guardians notify the school authorities that they do not wish it. Grant-aided day schools must admit children of all religious persuasions for enrollment.

One of the distinguishing features of educational policy in British Africa has been the use of the vernacular or, where vernaculars are spoken by limited numbers, of a dominant or union language in the first stages of elementary education.⁴⁴ In Tanganyika, as in the other East African territories, it has been the policy to make Swahili the common vernacular or *lingua franca*, and its use in the schools has been more extensive than in the other East African territories. As will be seen, it becomes the language of instruction as soon as possible in the primary schools and remains the language of instruction until the late middle level when English is introduced as a language of instruction. The teaching of Swahili as a second language to children whose early education has been in other vernaculars and who must later learn English has been criticized from time to time. It appears, however, that in Tanganyika there is no popular or official reaction against the wide use of Swahili in the education system. On the contrary, it appears to be becoming the language of nationalism and one might presume that the elimination of its use would be strongly opposed.

African children may enter primary school between the ages of 6 and 10. Most of them are 8 years of age, but probably increasing numbers are beginning school at 6 or 7 years of age.

On first entering school, children are taught enough simple Swahili to enable them to start to read. In some areas where Swahili is better

⁴³ The ordinance provides that religious instruction to be given in Government and assisted schools shall be subject to such conditions for securing liberty of conscience and due respect for the religious beliefs of pupils attending such schools or of their parents or guardians as may be prescribed by regulation.

⁴⁴ See Great Britain. Colonial Office. *British Tropical Africa, The Place of the Vernacular in Native Education. Memorandum by the Advisory Committee on Native Education in Tropical Africa.* African No. 1110. May 1927.

known this preparation for reading may take only 2 or 3 weeks but in many areas, where children know little of the language, more time may be needed. Teachers are advised to give classroom instructions in Swahili from the beginning, and this remains the language of instruction throughout the primary course.

The primary school curriculum, as laid down in the 1953 syllabus, included arithmetic; reading; writing; religious instruction; farming and/or handwork; Swahili; and general knowledge, which is an introduction to geography, nature study, hygiene and citizenship. With the exception of Swahili and general knowledge which were to be taught only in Standards III and IV, all subjects were to be taught throughout the 4-year course. The *Primary School Handbook (No. 1)*, which was prepared in more recent years, refers to the following subjects as the basic subjects in the primary school course: language (that is, reading, writing, language and composition), arithmetic, general knowledge and English, the last 2 of which are taught only in Standards III and IV. The suggested timetables also provide for handwork, with which gardening can alternate according to the seasons, for religious instruction in all schools, and for physical education and singing in some schools.

It will be noted that English has been added to the curriculum. Until 1957 English was not taught in the primary schools, mainly because "few Grade II teachers have known enough themselves to be able to teach it."⁶ The 5-year plan provided that it should be taught in Standards III and IV and that further instruction in English and the methods of teaching it should be given in primary teacher training centers. By 1958 English had been introduced in 220 primary schools and it was reported that in 1959 it had been introduced in Standard III in some 400 primary schools.

The quality of instruction has undoubtedly been affected by the double-session system which was in effect in all African primary schools during the period of the 10-year plan and remains in operation in about half of the primary schools. Under this system each school of four standards is staffed by two teachers. Two standards are taught in the morning and the other two in the afternoon, the individual student attending school only half the day. In the absence of sufficient numbers of qualified teachers for the greatly expanded primary student body, this system was considered preferable to the employment of untrained teachers. In the 5-year plan provision was made for assigning a third teacher and thus introducing single sessions for Standards III and IV in more than 800 primary schools which are attended by about 35 percent of the students in these standards. Students in these classes were to attend for the full day, receiving a "more intensive and

⁶ Five-Year Plan for African Education. p. 6.

detailed course." This target has already been exceeded; by June 1959 single sessions were to be in operation in 1,049 out of 2,660 primary schools. It was suggested that the aims for the period following completion of the 5-year plan should include single sessions in all maintained and aided primary schools. To improve the standards of teaching in the primary schools, the 5-year plan also provided for improved teacher-training courses and refresher courses and improved supervision.

In primary schools most of the teachers are African Grade II certificated teachers who have completed 2 years of post-Standard VIII training. The overall ratio of pupils to teachers is about 56:1. It would seem that the average ratio in each class is more than 28:1, the approximate ratio which might be arrived at were the double session system in force throughout all primary standards. A maximum of 45 pupils and a minimum varying between 30 in Standard I and 18 in Standard IV is allowed in a primary school class. All African primary schools are day schools and are as a rule co-educational.

Under the timetable for double-session schools presented in the 1953 syllabus all pupils were each day to have 1 hour of farm and/or hand work, 30 minutes of religious instruction and 20 minutes of physical training between morning and afternoon sessions. In addition, pupils in Standards I and II were to attend 3 periods of 30 minutes each and those in Standards III and IV 4 periods of 40 minutes each each day to receive instruction in the other subjects of the curriculum. The suggested weekly allocation of time to the various subjects follows:

	<i>Standards I and II</i>	<i>Standards III and IV</i>
Arithmetic.....	5	5
Reading.....	5 (4 in St. II)	4
Writing.....	4 (5 in St. II)	3
Storytelling.....	1	—
General knowledge.....	—	6
Swahili.....	—	2
<hr/>		
Total classroom periods above subjects.....	15 30-min. periods	20 40-min. periods
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Religious knowledge.....	5 30-minute periods	
Farming and/or handwork.....	5 hours	
Physical training.....	5 20-minute periods	

Under suggested timetables prepared more recently students in Standards I and II should attend daily 4 periods in double session schools (schools with double session Standards III and IV) or 5 periods in single session schools (schools with single session Standards III and IV). Students in Standards III and IV should attend 6 periods in double session schools or 8 periods in single session schools.

All periods should be 30 minutes in length. In addition, all students would receive 30 minutes of religious instruction daily. The suggested weekly allocation of periods to the various subjects is as follows:

Subject	Standards I and II		Standards III and IV	
	Double session schools	Single session schools	Double session schools	Single session schools
Arithmetic.....	5	6 (St. I) 5 (St. II)...	6	7
Reading.....	5	6 (St. I) 5 (St. II)...	4	6
Writing.....	5	5.....	2	3
Language (Composition, etc.).....	3	2 (St. I) 4 (St. II)...	4	5
General Knowledge.....		6	7
English.....		6	7
Handwork.....	2	2.....	2	2
Physical Education.....		3.....		2
Singing.....		1.....		1
Total.....	20	25.....	30	40

It will be noted that the newer timetables, in contrast to those in the syllabus, allow only one hour a week for handwork, with which gardening can alternate according to the seasons. Also, the newer timetables allow additional time for teaching the basic subjects in the curriculum in double session schools, particularly in Standards I and II, where 3 additional 30-minute periods a week are available for reading, writing, and language.

The additional time available in single session schools is indicated. In single-session Standards III and IV, 7 more periods a week are available for the basic subjects than in double session schools. More time is also available in Standards I and II in these schools than in double session schools (since these standards alternate with each other in single session schools rather than with Standards III and IV for which more time has been allowed in double session schools). This is for the most part not allocated to the basic subjects. Time is allotted in single session but not in double session schools for physical education and singing.

Although promotion is not automatic, most children proceed from one standard to the next each year, with the few who have not satisfactorily completed a standard repeating it the following year. No child may spend more than 2 years in any one standard nor more than 6 years in the primary course. At the completion of the primary course, children may therefore be 10 to 14 years of age; most of them are probably 11 or 12.

Entrance to middle schools is determined at district level partly on the basis of a short written examination and partly on the basis of teacher's reports.

A provisional syllabus for middle schools was issued in 1952. Its introduction stated that the course was—

... designed to be complete in itself so that those who pass through it, whether they proceed further or not, will have received an education which will assist them to follow in a more intelligent and capable manner whatever pursuits they take up and, generally, to play a more useful part in the development of the locality to which they belong.*

To this end the "form and bias of the course at any particular school" was to be "related to the needs and reflect the life of the area in which the school is situated." These biases—an agricultural bias in an agricultural area, one towards animal husbandry in a pastoral area, a commercial or industrial bias in urban areas, and an additional bias toward homecraft in girls' schools—were all to be of a practical nature and would form "a special feature of the middle school course." It was stated that the practical work related to the needs of the area, "apart from the value of it for its own sake," could "very usefully and properly be made to lead to the acquisition of theoretical knowledge of wider application." It was maintained that "the practical approach could "enable a higher academic standard to be reached if the practical work is intelligently applied," and that with good teaching the academic level attained at the end of the middle school course might well be equal to, or higher than that attained at the end of Standard VIII in the existing secondary school course. The middle school course while complete in itself could thus "form also a sound basis from which pupils may proceed to the secondary schools or to vocational courses" The middle school course was also to provide character training and moral and religious instruction.

To sum up, the middle school course is planned to be complete in itself while, at the same time, providing a sound base from which to proceed to further study or training; it is to provide a practical approach to learning, the practical and theoretical parts of the training being closely integrated, and the practical activities reflecting the life and needs of the locality in which the school is situated; and it is to provide sound character training and moral instruction.

It was recognized that it would "take time to change from the present more formal and academic methods to the practical approach" especially since most of the teachers were not trained in its use, and to achieve a fully satisfactory syllabus based on this "fresh approach." Only a provisional syllabus, containing "a considerable degree of the present formal methods" and providing a course "which might be fol-

*Tanganyika. Department of Education. *Provisional Syllabus of Instruction for Middle Schools*. Dar es Salaam: Government Printer, 1952. p. 1.

lowed without undue difficulty in the immediate future" was prepared. It was subject to alteration and modification in the light of experience. The natural resources section of the syllabus was replaced a few years after the provisional syllabus was issued. A general handbook on the organization of middle schools was prepared later and handbooks for some of the individual subjects in the middle school course—arithmetic, geography, and Swahili—are being prepared.

The curriculum in the middle schools includes the following subjects: arithmetic and practical geometry; English; Swahili; general knowledge, comprising geography, history, civics and current affairs; general science, including, in boys' schools, health science, biology and agricultural science, and, in girls' schools, health science; agriculture and animal husbandry (of a light type in girls' schools), where applicable; handcraft (including woodwork, tinsmithery, drawing, local crafts and simple building work) in boys' schools or homecraft in girls' schools; and religious instruction.

Separate schedules for boys' rural schools where agriculture was to be taught and for boys' urban schools where this was impossible were suggested in the provisional syllabus. Timetables and allocations of periods for girls' middle schools were to be worked out on similar lines to suit local requirements and to be approved separately in each case. For boys' schools with an agricultural or animal husbandry bias—the majority of the boys' middle schools—a flexible timetable to allow "more practical work to be done during the times of the year when the seasonal requirements of farm work render it necessary" was suggested. Two daily timetables, one for the heavy farm work period, which it was estimated would amount to about 3 months, and one for the light farm work period, which would be followed for at least 6 months, were presented.

The syllabus suggested that in rural schools there should be, in addition to the time allocated to farm work, 40 classroom or instruction workshop periods of 40 minutes each each week (5½ days) during the light farm work period and 25 such periods of about 40 minutes each each week during the heavy farm work period. For schools in urban areas it was suggested that throughout the school year there should be 35 classroom or instructional workshop periods each week. These would occupy 5 full days, with physical training and organized games added. It was recommended that pupils should attend a further half day a week "for individual activities and for such commercial or other studies as may be devised to suit local needs."

The following table shows the allocation of classroom and instructional workshop periods to the various subjects and the allotment of time for farm work each week, which were suggested in the provisional syllabus of 1952.⁴⁷

⁴⁷ *Ibid.* pp. 3-4.

Subject	Rural schools			Urban schools
	Light farm work		Heavy farm work	All Stds.
	Stds. V-VI	Stds. VII-VIII	All Stds.	
Arithmetic and Practical Geometry.....	6	8	6	5
English.....	12	10	6	10
Swahili.....	2	2	1	2
General Knowledge.....	6	6	4	5
General Science.....	4	4	4	3
Handcraft.....	7	7	2	7
Religious Instruction.....	3	3	2	3
Total periods.....	40	40	25	35
Farm work.....	21½ hours or equivalent of 32 40-minute periods.		31½ hours or equivalent of 47 periods.	

The heavy emphasis placed on practical work is indicated. In rural areas it is suggested that almost as much time be spent on farmwork and handcraft (roughly 32 periods on farmwork and 7 periods on handcraft) as on arithmetic, Swahili, English, general knowledge, and general science combined (30 periods). In urban areas, where no farmwork was suggested, 7 hours were to be spent on handcraft compared with 25 on the latter group of subjects. Among the latter group of subjects, English is given special emphasis. The timetable suggests that in rural areas 10 or 12 of the 30 periods and in urban areas 10 of the 25 periods allotted to these subjects should be devoted to English. Arithmetic, general knowledge, general science, and Swahili are allotted time in that order. It appears that in many areas much less time than suggested in the original syllabus has actually been spent on farmwork.

The syllabus stated that throughout the arithmetic course the emphasis "should be on preparing the pupils to use their knowledge of arithmetic and geometry whenever needed in their daily lives," and that since much of the arithmetic done in real life is of the "problem" type the "pupils must be taught to think for themselves and to decide the method they should employ to find the particular solution." A series of texts entitled "Highway Arithmetics" is used.

English has "a prominent place" in the course. At its completion pupils would be expected to have "a sound basic knowledge of the

language, both active and passive." In the first two standards stress is laid on the active use of the language so that it may be introduced gradually as a medium of instruction. In Standards VII and VIII more emphasis is placed on the passive use of the language. It was recommended that the series of six books entitled *Oxford English Readers for Africa* should be used and completed within the four years.

The aim of the composite general knowledge course, including geography, history, civics and community development, is to provide pupils with "a better understanding of Man in relation to his own environment and the world, and a recognition of the duties and responsibilities of a good citizen." The syllabus provides for two sections, a geography section and a history and civics section, to be taught in each of the first three Standards. The geography section includes a study of the village or town in which the school is located and of Tanganyika and its place in Africa, in Standard V; a study of African and East African communications, in Standard VI; and an introduction to the regions and products of the world, in Standard VII. The history and civics sections cover the history and government of a local tribe (Standard V), early world history and its relationship to East African history (Standard VI), and more recent history, covering the development chiefly of East Africa to the present day (Standard VII). For Standard VIII a composite program entitled "citizenship and community development" was provided in the syllabus. This was intended to link up the teaching of the separate subjects and "show the pupils how they may use all this information in their daily lives in order to become useful and intelligent citizens." The success of the course, the syllabus pointed out, depended upon the skill and enthusiasm of the teacher.

"The aim of the general science course is to teach the basic biology of Agriculture and Health Science and to associate with it the simple science of everyday life."

The handwork course is intended to give the pupil spatial conception, an ability to measure accurately, manual dexterity, and an appreciation of design and craftsmanship. The list of suggested subjects, from which schools might select those most suited to their needs or facilities, included a local native craft, drawing, in Standard V, more advanced drawing, simple woodwork, in Standard VI, technical drawing, brick, tile and cement block making, and tinsmiths work, in the last two standards. The course in homecraft, as described in the syllabus, includes housewifery, laundry and cookery, which are treated separately in Standards V and VI and as combined subjects in Standards VII and VIII.

The revised natural resources section of the syllabus was published in 1957. It lays down "broad lines of instruction both practical and

theoretical to be given in natural resources subjects. . . ." Because of the variation in conditions throughout Tanganyika the details were to be adapted to local conditions. A scheme for each school, submitted by an officer of the Department of Agriculture, was to be approved by the provincial representatives of the education and the three natural resources departments.

School broadcasts, an interesting feature of the educational system, have served particularly the first three standards of the African middle schools. Series of talks and lessons in hygiene, agriculture, civics, current affairs, and singing have been broadcast in English, and news bulletins and commentaries in Swahili. Most of the middle schools are reported to listen to almost all of the broadcast lessons, which are presented each morning for 4 months each year.

The syllabus provided that Swahili should be the medium of instruction in Standards V and VI and that English should gradually supersede it as the medium in the two higher standards. English was to be "begun to be used gradually as a medium of instruction in other subjects in Standard VII" and "used as the medium of instruction in most subjects in Standard VIII." More recently prepared directions to teachers suggest that as far as possible, and whenever the teacher concerned is qualified to teach English, all class work in Standards VII and VIII should be taught in English. In some schools it is introduced as a medium of instruction in the last half of Standard VI. It may not be used as the medium of instruction in Standard V or the first term of Standard VI.

In middle schools most of the teachers are grade I teachers who have completed 2 years of training after a minimum of Standard X or grade II teachers. Most of the teachers in boys' middle schools are African male teachers with either a grade I or grade II teacher's certificate. In girls' middle schools the shortage of grade I African women teachers has necessitated employment of European as well as African teachers. The overall pupil-teacher ratio is 21:1. However, many middle schools have specialist teachers in addition to the academic staff, and the average size of middle school classes is larger than this ratio suggests.

Most of the 250 or so middle schools established under the 10-year plan were boarding schools, for girls or boys, since they were new institutions designed to serve the most promising students from widely dispersed primary schools. A few coeducational and boys' day schools were established, however, and more than half (124)⁴⁰ of 238 new middle schools planned during the 5-year period were to be either boys', girls', or coeducational day schools in urban and rural areas.

⁴⁰ 75 boys, 48 coeducational, and 6 girls' day schools. Of the remaining 114, 82 were to be boys' boarding schools and 32 girls' boarding schools.

At the end of the middle school course, students formerly took the Territorial Standard VIII certificate examination and selected students proceeded to secondary schools or other training courses. In 1958 the Territorial Standard VIII certificate examination was replaced by the general entrance examination, ". . . a selective test designed to select pupils for entrance to secondary schools, to the grade II teacher training centers, to the trade schools and to the training schools for nurses and rural medical aids." A school leaving certificate is awarded to pupils who do not take or do not pass the general entrance examination, "provided that on finishing the middle school course they have demonstrated satisfactory ability, attainment, and conduct."⁵⁰

The general entrance examination, which is taken after completion of 3½ years of the middle school course and is based on the contents of the middle school syllabus, includes 2 papers in English, 2 papers in arithmetic and practical geometry, and 1 paper each in general knowledge and general science/domestic science. Selection of candidates for secondary schools and other institutions is carried out by the Provincial Education Officer and a Provincial Selection Board appointed by him and is based on the results of the written general entrance examination, interviews, headmasters or headmistresses reports, and, where used, intelligence tests. The best students are selected as candidates for admission to the five territorial secondary schools, those which select their students from all parts of the territory. Among these schools are the Tabora Boys' Government Secondary School; Tabora Girls' Secondary School; St. Francis' College, Pugu; St. Andrew's, Minaki; and Marian Girls' College near Morogoro. The selection of students for the provincial and multi-provincial secondary schools and for various training centers follows with consideration given to preferences indicated by the students.

The 4-year secondary course (Standards IX-XII) leads to an external examination, the Cambridge Oversea School Certificate examination, which is the prerequisite for admission to institutions of higher education and ultimately for most professional positions within the territory. The secondary school curriculum is largely determined by the requirements of this examination. This orientation has been subject to criticism on the grounds that the syllabuses have been adapted only partially to African needs. It has also been noted frequently that in territories where a student's future may depend to a large extent on performance in a single examination there is a tendency to regard the examination as an end in itself.

A new syllabus for the secondary schools was issued in 1955. The introduction states:

⁵⁰ Summary of the Department of Education 1958, p. 4.

This third stage of general education continues the aim of equipping a pupil so that he is enabled subsequently to make his individual contribution to the life and development of the community. This means that in constructing the individual syllabuses of the secondary course the past experience and early education of the student, his East African environment and the site of his probable future activities, have been constantly borne in mind. At the same time general academic standards have been carefully observed and at the conclusion of the course a pupil should be qualified to pass the Cambridge Oversea School Certificate examination or other similar examinations.²⁰

The syllabus continues with a warning against regarding the passing of public examinations as an end in itself and against verbalism or "the type of teaching in which pupils acquire a new vocabulary enabling them to write and talk about a subject without really appreciating its facts and underlying principles."

The syllabus provided that the curriculum for all four years of the secondary course should include English; mathematics; science (biology, physics, chemistry) or domestic science, needlework; history and civics; geography; Swahili; religious instruction; art and/or handwork; and private study, current affairs, etc. It was suggested that during each week of the school year, which comprises approximately 40 weeks, there should be 40 classroom periods of 40 minutes each. Of the 40, 8 each were to be devoted to English and science (or domestic science) and 7 to mathematics, 4 each to history and geography, 3 to private study, etc., and 2 each to Swahili, religious instruction, and art and/or handwork. Physical training and singing are normally performed outside the classroom hours.

The geography course includes a detailed study of Africa as a whole (Standard X) and of East Africa (Standard XII) and, during the first 3 years, briefer study of the other regions of the world, as well as physical geography (Standards XI and XII), human geography, climatic factors, and, during all four years, map drawing. The history and civics course is "designed to give the pupils in Standards IX, X and XI a background knowledge of the social progress of man in world history as an introduction to the detailed study of the history of tropical Africa in Standard XII." In the first year, the emphasis is on man's social progress from his beginnings to the present day; and in the second year, on man and his government, in Britain and Europe and overseas. In Standard XI there is a detailed study of the history of the British Commonwealth and in Standard XII a detailed study of the history of tropical Africa with special reference to British East Africa.

The mathematics course each year includes arithmetic, algebra and geometry (geometry with trigonometry in Standard XII). The syllabus

²⁰ Tanganyika. Department of Education. *Provisional Syllabus of Instruction for Secondary Schools 1955*. Dar es Salaam: Government Printer, 1955. p. 1.

bus recommended that in all sections the amount of mechanical and formal work required should be reduced so that time might be saved for topics of greater utility and value. It appears that in most secondary schools students take two science courses, one in biology and a course known as physics with chemistry. The English course given in all secondary schools prepares students for the examination in English language in the Cambridge Oversea School Certificate examination. The course includes grammar, composition and comprehension. Some secondary schools also offer a course in English literature which is a separate subject in the School Certificate examination.

The 5-year plan suggested that technical and/or commercial subjects be included in the curriculum in a number of schools, thus providing a wider range of subjects for selection by students. Recommended in this plan as alternatives to some of the subjects in the ordinary course are woodwork, metalwork, technical drawing, elements of commerce, accounts, and shorthand and typewriting. It was suggested that where facilities were available for specializing, candidates should be permitted to take the appropriate subjects in the school certificate examination, an arrangement which it was believed would be valuable for entry to the Royal Technical College.

The available information does not indicate that any of the African secondary schools have courses in woodwork or metalwork leading to examinations in these subjects in the School Certificate examination. A secondary technical course is to be introduced at the Technical Institute in Dar es Salaam in 1961.

English is the language of instruction in secondary schools, except in the teaching of Swahili as a subject and, when instruction in English cannot be arranged, for religious instruction.

At the completion of the second standard the Territorial Standard X certificate examination is taken. Those passing this examination are ranked in three sections, class I, class II, and class III (lowest). Students selected on the basis of this examination and headmasters' reports proceed to Standard XI in secondary schools. Others are selected for other training courses, or may be appointed to the junior levels of the civil service. To qualify for a Government bursary for a post-Standard X course, a student must have passed the Territorial Standard X examination in Division I or Division II and the Cambridge Qualifying Test in English and be recommended by the headmaster of the school in which the examination is taken.

The Standard X examination includes papers in English language, English composition, mathematics, history, geography, Swahili and two other subjects selected from the following: biology, physics with chemistry, and needlework. To qualify for a certificate the student must reach a minimum aggregate mark in the examination as a whole

and pass in English and 5 other subjects. A class I certificate is issued only to a student who has a clear pass in every subject.

In 1956 the small number of students proceeding from Standard X to Standard XI was attributed mainly to disappointing results in recent years in the Standard X examination, "since anyone who has qualified by a good enough pass in this examination and has been prepared to proceed to Standard XI has been accepted."⁵¹ It was considered that provisions in the 5-year plan for improved staffing of schools and a wider range of courses for selection would help to overcome this weakness. In 1957, 71 percent (839) of the 1,173 candidates passed the examination, and only 31 percent (364) received class I or class II certificates. In 1958, 74 percent passed and 31 percent received class I and class II passes. The number of students in Standard XI in 1958 (328) was only 36 less than the number (364) who received class I and class II certificates the previous year. It would appear that performance in the examination is still a major factor in enrollment in Standard XI. There is, however, no indication that any vacancies exist in Standard XI and an improvement in performance would presumably have to be accompanied by an increase in places in Standard XI.

On the completion of Standard XII students take the Cambridge Overseas School Certificate examination, on which entry to preliminary courses at Makerere College, to the Royal Technical College, Nairobi, and, beginning in 1959, form V in four secondary schools in the territory has been based. Successful candidates receive a Division I, Division II, or Division III certificate. First division certificates are awarded to candidates who pass in at least six subjects, receiving a mark of credit in at least five, including English language, and reach a high general standard as judged by their performance in their best six subjects. Second Division certificates are awarded to those passing in six subjects, including English, with marks of credit in at least four and who reach a certain general standard of performance in their best six subjects. The present qualification required for a Government bursary for a preliminary course at Makerere or the Royal Technical College is "a good first or second Class Cambridge Overseas School Certificate with a minimum of five credits in appropriate subjects one of which is always English language."⁵²

A high percentage of the candidates pass the examination; 139 of 145 candidates in 1956, 149 of 150 candidates in 1957, and 170 of 175 candidates in 1958 obtained certificates. The largest numbers have received Division II certificates and the smallest numbers Division III certificates. In 1958, 48 candidates received Division I certificates,

⁵¹ Five-Year Plan for African Education, p. 17.

⁵² General Notice No. 654, *Tanganyika Gazette*, Vol. XI, No. 15, 13 March 1959, p. 197.

compared with 62 in 1956 and 54 in 1957; 100 received Division II certificates; and 22 Division III certificates. The number passing the examination at the level required for a Government scholarship was probably well under 100. In the future, students completing form VI will take the Cambridge Oversea Higher School Certificate examination and entry of Government-sponsored candidates to Makerere will be confined to those who have successfully completed this course.

In secondary schools there were, in 1958, 93 graduate teachers, all but 8 of whom were trained, 106 teachers who had completed secondary school, all but 3 of whom were trained, and 14 grade II teachers. The ratio of students to teachers in secondary schools was 16.4:1 in 1958.

Secondary schools are all boarding schools. They are attended by limited numbers of students from widely dispersed homes. More over, the Education Department has considered secondary day schools in towns not feasible because of the home background of the pupils. A department report explained:

Few homes have electric lighting or rooms where homework can be done. Late hours are unavoidable and diets unreliable and the progress of pupils suffers as a result. These are regrettable facts since the high cost of boarding schools restricts the number that can be provided.²¹

In June 1958 when a representative member suggested in Legislative Council that provision should be made for a few day pupils at the new secondary school some 10 miles outside Tanga, the Director of Education disagreed.

. . . there can be no doubt whatever that the value and benefit of the education which these boys will get will be very, very much greater if they are boarders. I am afraid that even today in Tanga the conditions under which many of them live are hardly conducive to serious study at night . . . we are much better planning for a boarding school at present . . .²²

Vocational and Technical Training

The training of the highest of three categories of employees for the manufacturing industry, i.e., technologists, and all other professional training is provided outside the territory at the interterritorial institutions of higher education or outside East Africa. The technical and vocational training provided within Tanganyika is entirely at the sub-professional or semiprofessional level. This includes the training of the lower two categories of employees for the manufacturing industry, craftsmen (the lowest category) and technicians (the middle category), skilled officeworkers with training at a level comparable to that provided to technicians, and other categories of subprofessional employees.

²¹ Department of Education Survey for 1955-57, p. 16.

²² *Tanganyika Legislative Council Debates*, 23d Session, 4th Volume of Session 1957/58, 16 June 1958, p. 984.

The tremendous need for the training of technicians and others at this level is generally recognized. In East Africa the view that in industry and commerce the need for technicians and commercial assistants is greater than the need for persons with professional qualifications was repeatedly expressed to the Working Parties on Higher Education in East Africa which visited the region in 1955 and 1958. The Working Party of 1955 concluded from its survey of needs that the annual requirement for assistants of various types in the engineering field during the subsequent 10-year period would be about six times the need for fully qualified engineers, and that the number of surveying assistants required annually would be at least three times the number of surveyors who would be needed. The need for trained bookkeepers and officeworkers was said to be unlimited, while an approximate ceiling could be placed on the need for accountants and secretaries with professional training. Similarly, the 1958 Working Party was repeatedly told that there is a much more urgent need for medical assistants than for doctors, and that in agriculture the need for agricultural assistants was greater than the need for agricultural officers, and so on. The same view was expressed by a well-known educator in his address on the occasion of the official opening of the Royal Technical College in October 1956, when he said, "The shortage of trained manpower is, by general consent, most acute at the sub-professional, supervisory, and technician grades" ⁶⁶ The great need for the training of artisans is also generally recognized.

Some of the vocational and technical training available in Tanganyika is provided in institutions under the supervision of the Department of Education and the remainder through training programs operated by the other departments of the Tanganyika Government and by departments of the East Africa High Commission which take trainees from among those who have completed Standard X or Standard XII. Among institutions under the Department of Education are the Government Technical Institute in Dar es Salaam; the two Government trade schools at Ifunda in the Southern Highlands Province and at Moshi in the Northern Province; and the Natural Resources School, at Tengeru outside Arusha in the Northern Province, which is managed by the Department of Education on behalf of the natural resources departments. Responsibility for the Natural Resources School was to be transferred from the Ministry for Education and Labour to the Ministry of Natural Resources at the beginning of the 1960-61 fiscal year.

⁶⁶ See "A Commemorative Address delivered by Sir David Lindsay-Keir, M.A., LL.D., Master of Balliol College, Oxford," in *The Royal Technical College of East Africa Incorporating the Gandhi Memorial Academy, Formal Opening and Commemorative Address*. Printed by The English Press Limited, Nairobi. p. 14. The speaker was also the Member of the Royal Technical College Governing Council appointed by the Advisory Committee on Colonial Colleges of Arts, Science, and Technology.

The new and still incomplete Technical Institute²⁶ in Dar es Salaam is planned to train technicians, the middle category of employees in the manufacturing industry, and also to provide training for other subprofessional positions in commerce, industry, or government. The intention has been that the institute will provide, as the need arises, courses of varying standards and length (1 to 5 years) in a wide range of specialized subjects in engineering, building, commerce, domestic science, and general academic departments.²⁷ In addition to full-time courses and part-time day and evening courses, a combination of correspondence and short intermittent full-time courses will be provided. When in full operation the Technical Institute is expected to have 750 students in addition to those taking part-time and correspondence courses. It is possible that the institute will in the future relieve the Government departments of some of the training which they now provide.²⁸

Construction of the institute began in 1956 and is still underway, so that only a portion of the courses which are expected to be offered are yet available. In 1958, after the completion of the first phase of construction and the formal opening of the first block in 1957, the institute provided three different types of courses in commercial and clerical subjects: a 1-year full-time clerical course, providing "pre-service" training for Government employment, full-time short intensive "inservice" training courses for Government employees, and part-time evening courses in commercial and clerical subjects which were begun in July 1958. In 1958, enrollment in these courses, was,

²⁶ The Technical Institute is an interracial institution, and is not a part of the African system or of any of the separate systems. It is discussed here as an important institution providing educational facilities for Africans.

²⁷ The available information does not indicate to which examinations the courses will lead. Both the Working Party on Higher Education in East Africa, July-August 1955, and the Working Party on Higher Education in East Africa, July-August 1958, made recommendations with respect to the examinations for which the technical institutes might prepare students. The Report of the 1955 Working Party stated that students at technical institutes would be able to prepare for examinations of the Royal Society of Arts, The London Chamber of Commerce, intermediate examinations of some of the professional bodies, and a wide range of trade and technical examinations of the City and Guilds of London Institute, which in future, it was understood, would include overseas examinations similar to those of the national certificate and national diploma. Courses would also lead to the general certificate of education examinations of the Associated Examining Board. The 1958 Working Party suggested that technical institutes could provide for engineering technicians' courses leading to examinations of the City and Guilds of London Institute for the "ordinary certificate" in mechanical engineering, electrical engineering and building, and noted a technician certificate of the Institution of Electrical Engineers was also available. The Working Party also suggested that the technical institutes could provide a wide variety of courses leading to qualifications in commerce and office work.

²⁸ The Working Party of 1958, noting that the training of various categories of Government workers has been provided by those departments within their own laboratories, hospitals, offices, and workshops, pointed out that although some parts of this training are specialized and peculiar to the department, there is probably much common content and that instruction in the common subjects could be given to larger classes in a technical institute possessing specialized equipment and teachers.

respectively, 75 men and women, 144 men, and 512 men and women—a total of 731.

In October 1958 the Minister for Social Services stated in the Legislative Council that “the state of development which has been reached is, I understand, not as far forward as we had hoped it to be at this stage.”⁵⁹ The construction of science laboratories, workshops, and hostels—the second and third phases of construction—was almost completed, however, by the end of 1959, and visitors could observe a well-planned and equipped center, which had cost some £250,000, much of it from Colonial Development and Welfare funds.⁶⁰

At this time the following full-time day courses were being offered: (1) a Junior Engineers course, a 3-year sandwich course (2 years at the Institute with 1 intervening year on the job) which prepares School Certificate holders for internal examinations and employment in the public works or water development sections of government; (2) a 1-year secretarial course concentrating on English, shorthand and typing, which is open to students who have passed English language in the School Certificate examination and prepares them for employment as stenographers, personal secretaries or reporters; (3) a 1-year post-Standard X clerical course covering English, Swahili, arithmetic, typing, office and general accounts procedure and book-keeping; and (4) a 6-month foremanship course for employees of the Public Works Department. The commercial courses are designed to prepare students for examinations of the Royal Society of Arts (R.S.A.) in the United Kingdom. A designer/draughtsman course, a part-time day and evening course requiring one day and 2 evenings a week, was offered for those already employed in drawing offices and possessing a knowledge of English at least equivalent to Standard X. In addition a short intensive junior accounting course was being offered to the 21st class.

In the evening a number of commercial courses—in shorthand, typing, commerce, commercial arithmetic and bookkeeping—which also prepare students for R.S.A. examinations were offered. In addition a radio course designed for students wishing to enter for the City and Guilds Radio Amateurs' Examination, a course in painting and drawing, a commercial art course, and 3 English courses were offered. Of the latter, two lead to R.S.A. examinations. One was offered both for full-time students of other schools who are preparing for the School Certificate examination and for those who have left school but have obtained a School Certificate with only a pass in English Language and wish to take the examination in this subject again in

⁵⁹ *Tanganyika Legislative Council Debates*, 14 October 1958.

⁶⁰ The workshops include woodworking, general engineering, welding and blacksmith, motor mechanics, electrical (auto, radio and electrical) installation, plumbing, pipefitting, sheetmetal, and bricklaying shops.

an effort to obtain a mark of Credit. The required qualification for entry to the beginners shorthand class is completion of Standard XII or the passing of the entrance examination in English. For other evening courses a minimum of completion of Standard X or a pass in a prescribed entrance examination in English or arithmetic is required.

A secondary technical course is to be introduced at the Technical Institute in 1961. The Ford Foundation has made a grant of over \$100,000 to the Government of Tanganyika for the development of this course. The grant covers a 4-year period. Thirty students will be admitted to this course each year and will work toward General Certificate of Education examinations at ordinary level. A pass in an examination at this level is the equivalent of a Credit in the School Certificate examination. It is expected that a secondary commercial course will start in 1962.

A variety of commercial courses, at the same or a lower level, are also provided on an interracial basis at The College of Commerce, a private institution financed by the Kilimanjaro Native Co-operative Union at Moshi in the Northern Province. In 1958 the college offered full-time and part-time day classes in which 74 students were enrolled, and also part-time evening classes for officeworkers in which about 100 students were enrolled.

The courses offered at the end of 1959 included two 2-year post-Standard X courses, a general commercial course and a course to train secretaries for cooperative unions, and the following post-Standard VIII courses: a 1-year preliminary course designed to prepare students for the higher courses, a 1-year hotel and catering course, and a 6-month part-time secretarial course. A 1-year retail distribution course, also at post-Standard VIII level, was to begin in July 1960.

In Tanganyika, as in other territories in Africa, trade schools have been established to provide the initial training for craftsmen. This method is followed because it is considered that in these territories adequate facilities for trades training do not yet exist within industry. In some territories a fairly large number of small trades centers perform the training function. In Tanganyika expenditure on trades training has been concentrated on the development of two large schools, at Ifunda and Moshi, in order to allow for more equipment and for better staff at each center than would have been possible, at the same expense, at a larger number of smaller centers. These large centers may, when trades training in schools is no longer considered necessary, be converted into other types of institutions.

The two trade schools train craftsmen in several allied trades associated with the building and engineering industries. These offer 3-year post-Standard VIII courses which are followed by 2 years of training "on the job." The two schools train six classifications of

artisans: engineering mechanic; carpenter; bricklayer; painter; plumber; and electrician.⁴³

Since it is considered, on the basis of surveys, that there is as yet no market in Tanganyika for highly trained specialists in a single craft, the courses at the trade schools are designed to turn out craftsmen who have a knowledge of several trades in addition to their specialties. Students being trained in building trades specialize in one of the five trades throughout the course but receive training in ancillary subjects. All students being trained in engineering trades receive, during the first year, one long lesson per week in each of five trades, welding, sheetmetal work, blacksmithing, fitting and auto-electric work. During their second and third years they specialize in general motor vehicle mechanics, including both petrol and diesel engines, as a main trade and in addition study one of the five trades as a subordinate or secondary trade. Each class is divided into five groups, each taking a different subordinate trade.

Each school can accommodate 600 students, providing training for a total of 240 students, or an intake of 80 each year, in engineering trades and a total of 360, or an intake of 120 each year, in building trades.

In 1958, before all courses were offered at Moshi, Ifunda had between 566 and 600 students in these courses, while the Moshi school had between 176 and 220 pupils—a total at the two schools of between 742 and 820. The largest numbers were being trained as engineering mechanics, carpenters, and bricklayers. At the end of 1958 about 160 pupils completed their course at Ifunda and began their "on-training" program in industry as indentured apprentices. The same year 120 apprentices (compared with 70 the previous year) completed their 2-year on-the-job training and received certificates of apprenticeship before entering industry as skilled craftsmen. In addition, 33 men were enrolled at Ifunda in the preliminary course for handwork teachers in middle schools.

In 1958, trade school facilities were more limited than they were expected to be in 1956⁴⁴ and no new schools are to be established before 1961. The current plan provides for the completion and development of the 2 schools to their full potential and anticipates

⁴³ Formerly post-Standard VI industrial apprentices courses in carpentry and also in masonry and tailoring varying in length from 3 to 5 years were provided in connection with five Government secondary boys' schools (Malangali, Old Moshi, Tanga, Bwiru, Dar es Salaam) and at six aided voluntary agency boys' schools, and a Government clerical course was provided at first at Tabora and then (from 1947) at the Dar es Salaam Government Secondary School for students who had in most cases completed Standard X.

⁴⁴ The 1950 revised plan provided for 2 or possibly 3 trade schools in addition to the one at Ifunda which was already being developed, and proposed that each of the 2 schools should have an enrollment of 600 by 1956. The Moshi school was not opened until May 1957. Difficulties in connection with construction and staffing have been cited and the Government has also explained: "The main problem has been to maintain a proper balance between the technical courses offered, and this has tended to keep the number of students below the full capacity of the school." Annual Report on Tanganyika for 1957, p. 77.

an output of 365 from the 2 together in January 1961. The authors of the plan acknowledged ". . . there is little doubt that there is a great and urgent need in the country for skilled craftsmen in a number of trades," but believed that expansion should be delayed both because of the heavy capital costs of trade schools and because there were not yet, in some branches of industry, a sufficient number of skilled men capable of giving the necessary "on training" to the boys leaving a trade school. Plans for a third school are to be deferred until it is clear that there is no difficulty in placing the output of the two schools.²³

The Natural Resources School, Tengeru, provides training in agriculture, forestry, and veterinary science leading to employment in the Agriculture, Veterinary, and Forest Departments. The old course, offered for the last time during 1957-59, was of 3 years' duration and followed completion of Standard VIII. The new 2-year post-Standard X course was first offered in 1958. In 1958, 82 boys successfully completed the obsolescent course, another group of approximately the same size were completing the second year of this course, and 25 had begun the new 2-year course.

Six Roman Catholic centers, 5 of which are unaided, provide domestic science courses for 96 women, an industrial apprentice course for 174 men, and a natural resources course for 60 men.

The Department of Education annual summary for 1958 indicates that a total of 1,791 men and 244 women were enrolled in all of these technical and vocational courses in 1958. This was about three-fifths the number enrolled in the academic secondary course.

In addition to these courses, a large number of inservice and preservice training courses are provided by many departments of the Tanganyika Government—the Medical, Agriculture, Veterinary, and Forest Departments and virtually all technical departments—and by the East African Railways and Harbours Administration and the East African Post and Telecommunications Administration. During 1958 more than 2,000 trainees passed out of all preservice and inservice courses run by Government departments.

Teacher Training

In terms of qualifications, several categories of teachers are employed in the Part I African schools in Tanganyika. Teachers who have completed the Grade II 2-year training course following Standard VIII and have received Grade II teaching certificates are employed largely in primary schools and also in middle schools. Teachers who have completed the Grade I training course, a 2-year course

²³ Because of the possibility that doubts on this score would have disappeared before 1961, provision was made for an initial capital grant for the first stage of the building of a third school in Lake Province to be opened after 1961.

following completion of a minimum of Standard X, and have received Grade I teaching certificates are employed mainly in middle schools and Grade II training centers. A comparatively small number of untrained teachers who have completed a secondary school course are also employed in schools other than primary schools.⁶⁴ Two higher categories are nongraduate teachers who hold the Makerere diploma in education or another recognized diploma or certificate and both trained and untrained university graduates. The two categories are employed in secondary schools. Trained and untrained graduates and probably trained nongraduates are also employed, in smaller numbers, in all other types of schools except primary schools. (Teachers in subgrade schools are required only to have reached Standard VIII and to have been awarded a permit to teach.)

Only the Grade II training course (2-year post-Standard VIII) and Grade I course (2-year post-Standard X or XII), inservice courses, and refresher courses are provided in Tanganyika. Both the Grade II and Grade I courses, the syllabuses for which are prescribed by the Department of Education, include both academic subjects and the theory and practice of teaching. Male handwork teachers for middle schools now receive a 3-year preliminary course, a special composite course, including woodwork, brickwork, metal work, and drawing, at the Ifunda School before proceeding to a 2-year course at the teacher-training center at Mpwapwa. At the completion of the Grade I or Grade II course, students take an examination which is prescribed, in form and content, by the Department and conducted by chairmen of committees appointed by the Director of Education. Those who pass the examination are granted a certificate.

The Grade II and Grade I examinations each consist of a written examination and a practical examination. In combining the results of the written and practical examinations, ability in practical teaching is given more weight than the standard of attainment in the written examination. The Grade II written examination includes papers on school organization; English, including composition; Swahili; and civics. The Grade I examination consists of five papers: a professional paper with four sections covering principles of education, school organization, method and special method; two English papers; a civics paper; and a Swahili (language and method) paper. Since the beginning of 1958 instruction in the teacher training centers has been given in English and examinations, with the exception of the Swahili paper, are taken in English.

The preliminary marking of written papers and assessment of practical teaching are completed at the teacher training center. The assessment is then moderated, in the case of Grade II examinations,

⁶⁴ In 1958, 46 untrained teachers who had completed secondary school were employed; of these, 29 were in technical and vocational centers.

by a regional moderating panel which includes external members and the principal of the center. For the Grade I examination the principals of the centers may be considered to constitute panels for their own centers. The moderation of final marks is the responsibility of the chairmen of the examination committees and the final decision rests with the Director of Education.

A high percentage of the students completing the courses receive the certificate. In 1958 over 93 percent of those taking the Grade I examination and over 95 percent of those taking the Grade II examination passed.

Inservice courses are provided for training male Grade II agriculture instructors and handwork teachers for middle schools, and women domestic science teachers for girls' middle schools.⁶⁶

Under the current plan the number of Grade II trainees has been reduced and the number of Grade I trainees increased. In 1958 there were 315 students in 6 Grade I centers (now 8 streams) and 1,459 students in Grade II streams. About 114 men and women were awarded Grade I certificates and 867 Grade II certificates. In addition, inservice training courses were being taken by 223 teachers; 151 men were enrolled in the course for Grade II agricultural instructors for middle schools given at 3 centers, 53 men in the handwork teachers course given at 1 center, and 19 women in a domestic science teachers course at 1 center.

Refresher courses for serving African teachers of all grades are held at provincial and teacher-training centers and special courses are offered for school supervisors. These courses are usually 2 weeks in length. Upgrading courses are offered to permit Grade II-certificated teachers who subsequently pass the Standard X certificate examination to become Grade I teachers. The 5-year plan provided that one Government training center, at Mpwapwa, should be developed into a college which would provide not only courses for the training of primary and middle school teachers but also a special in-training course of at least 9 months' duration for school supervisors and headmasters. (It would also serve as a center of research and publication and develop ultimately into a territorial institute of education.)

All higher teacher-training courses must be taken outside Tanganyika, either outside East Africa or at Makerere, where students who have completed the 2-year preliminary course may take a 2-year course leading to a Diploma in Education and graduates may take a 1-year postgraduate course leading to the Diploma in Education. In November 1958 there were at Makerere 5 men taking the postgraduate diploma course and 18 men taking the nongraduate diploma course,

⁶⁶ The proposal in the 5-year plan for the setting up at Mpwapwa and possibly at Butimba of a 2-year course in agricultural methods and practices for Grade II women teachers for middle schools has apparently not yet been put into effect.

of whom 11 were in their second and final year. In addition there were 8 students, including 1 woman, taking teacher-education courses in the United Kingdom and Eire and 5 students taking courses in the United States, only 1 of whom was admitted during the year. This brought the total of all Africans taking higher teacher-training courses outside the territory in November 1958 to 36.**

Before a teacher may teach in any school covered by the ordinance, he must be registered, and before he may teach English in any such school he must have received written authorization to do so from the Director of Education. Teachers to be employed in schools registered in part I of the register of schools must be registered in part I of the register of teachers. To qualify for such registration the teacher must have a teachers' certificate or a license to teach and must fulfill prescribed conditions. While certificates are granted to those who successfully complete the prescribed training, licenses are granted by the Director at his discretion, to those who hold a diploma, degree, or certificate recognized by the Director of Education as qualifying for the grant of a license. (To qualify for registration in part II of the register of teachers an individual must have a permit to teach, which is granted at the Director's discretion, presumably only to those who have completed Standard VIII, and fulfill prescribed conditions.) A teacher may be removed or suspended from the register of teachers by the Director of Education if he has ceased to fulfill the requirements of the ordinance or regulations, or if he has, without the consent of the manager of his school, engaged in any trade or commercial undertaking or undertaken any additional teaching for personal profit; has rendered himself unfit for duty by the use of intoxicants or drugs; been guilty of immoral conduct; brought the teaching profession into disrepute; used his position as a teacher to further the ends of any political party or to expound his own political views or to encourage disrespect for or disobedience to the lawful constituted Government of the territory, local government, or native authority or any lawfully promulgated laws or orders.

All teachers in Government and native authority schools are central government civil servants and their appointments are made by the provincial education officer. Teachers in voluntary agency schools are appointed by the school manager. The salary scale for each grade of teacher, including the starting level and annual increments, is laid down by the central government. These are applied in all Government and native authority schools. All assisted schools must pay African teaching staff in accordance with approved salary scales so that the African teacher with a specific set of qualifications receives the same salary in any maintained or aided school.

** Annual Report on Tanganyika for 1958, p. 870.

The salary scale for Grade II and Grade I teachers in the civil service is the so-called E Scale which extends from £104.5 to £555 a year. Grade II certificated teachers start at £124 10 s. per year and presumably can earn as much as £366 a year (E.6-3). Grade I certificated teachers apparently start at a salary of about £187 a year and they may eventually earn £555 a year (E.4-1). Handwork teachers and industrial instructors receive salaries corresponding to those of Grade I and Grade II teachers, according to length of training, experience, and ability. Entry points for licensed teachers were fixed at a slightly lower rate than those for the equivalent grades of certificated teachers. Grade I and Grade II teachers in Government schools are designated as "teachers," and handwork teachers as "assistant technical instructors" or "junior assistant technical instructors." Teachers with higher qualifications may be appointed to the senior posts of "master" or "education officer" in the civil service and are paid in accordance with higher salary scales (Scales A or B). Holders of an honors degree of a British university, or its equivalent, and a professional qualification, or experience, are paid on the A scale and start at £726 per year. Holders of a pass degree, or equivalent, together with a professional qualification, begin at £705 on the B scale. Both may eventually earn £1,308 (A2 or B2) as masters or £1,518 as education officers (A1 or B1). Non-graduates holding the Diploma in Education of Makerere College, the Teacher's Certificate of the Ministry of Education in the United Kingdom, the Diploma in Education of a British university, or equivalent, begin at £576 and may eventually earn £1,137 as masters (Scale B6-3). Teachers recruited abroad receive inducement pay in addition to the basic salary.

Married women are normally employed in the civil service on temporary terms and paid what is considered to be the "market value" for the job. This has caused some discontent among women teachers who have been paid a lower salary after marriage than they received when single.

Africans employed in aided schools are paid in accordance with the civil service scales. Central government grants to voluntary agencies for salaries of European staff are paid in accordance with the qualifications of the teachers employed. The scale for these grants, however, is not the same as the salary scale for civil servants. Government grants in respect of European teachers in voluntary agency secondary schools and teacher training centers who hold approved qualifications rise over a period of 10 years from £700 to £900 for single teachers and from £950 to £1,150 for married teachers. Higher grants are paid to those teaching a Higher School Certificate course. A fixed grant of £540 is paid in respect of those employed in secondary schools and teacher training centers who do not hold approved qualifications and also to women teachers in middle schools.

Promotion is possible from one grade to the next. Grade II teachers may obtain Grade I certificates, Grade I teachers with the required abilities or qualifications may be promoted to master, and masters may be promoted to the position of education officer.

Although African teachers in assisted voluntary agency schools receive the same salary as those with equivalent qualifications in Government schools, other conditions of service enjoyed by teachers in Government and native authority schools, including retirement benefits, do not extend to teachers in voluntary agency schools. The disparity between the conditions of service enjoyed by Government teachers and those applying to voluntary agency teachers has given rise to demands for the establishment of a unified teaching service. When this question was raised in Legislative Council in December 1958, the Minister for Social Services announced that the Government agreed in principle that all teachers should enjoy similar conditions of service. An investigation was being undertaken to determine the additional expenditure required to extend to teachers employed by voluntary agencies the benefits they do not now enjoy. Until this investigation was completed it would not be possible to state whether the territory could afford the cost of a unified service. The Minister expressed the hope that it would be possible to make a statement within 6 months.⁶⁷ The available information does not indicate that such a statement has yet been made.

It appears that the entry point on the salary scale is lower for African teachers than for non-African teachers with comparable qualifications. Presumably the difficulty of attracting non-Africans with higher living standards and the funds available for the non-African systems are factors in this situation.

The number of African teachers holding each type of qualification now employed in Part I African schools is difficult to determine. In the statistical tables in reports of the department, the race of the teachers is not indicated and more than one type of qualification is covered by one of the headings used.⁶⁸ There were, in November 1958, 7,650 teachers who had not completed secondary school, but were trained, a category including all, and presumably only, African

⁶⁷ *Tanganyika Legislative Council Debates*, 24th Session, 2d Volume of Session 1958/59, 9 December 1958.

⁶⁸ The headings employed are as follows:

Approved graduate or equivalent:

- (a) Trained [includes Makerere graduates with the diploma in education].
- (b) Untrained [mainly European teachers in voluntary agency schools].

Completed secondary school course:

- (a) Trained [includes Grade I certificated teachers and nongraduates holding Makerere Diploma in Education.]
- (b) Untrained.

Not completed secondary school course:

- (a) Trained [includes Grade II certificated teachers].
- (b) Untrained.

Grade II teachers. There were 825 teachers of all races who had completed secondary school and were trained, a category which includes Grade I teachers and, in addition, nongraduates holding the Makerere Diploma in Education, and there were 139 teachers classified as "approved graduate or equivalent trained." How many in the latter two categories were Africans is impossible to determine. There were probably in 1958 about 259 Grade I teachers in Government and native authority schools.⁶⁹ Perhaps a comparable number were employed in voluntary agency schools. There were in 1958 a total of 49 African men and 3 African women in the civil service classified as masters or education officers, that is nongraduates with the diploma and graduates, but the total number of Africans with these qualifications in voluntary agency schools is not available. In all African secondary schools in 1958, only 8 of 93 teachers classified as "approved graduate or equivalent," both trained and untrained, were Africans. Recently an African was appointed headmaster of a secondary school for the first time.

Several unions of African teachers have been formed in the territory. In addition to a few Protestant denominational unions which are confined to areas in which the denomination engages in educational work, there are two territorial unions, a Catholic union and a nondenominational union. The first of these, the Tanganyika African Catholic Teachers Union, which was formed about 1953, is open to all Catholic African teachers working in both Catholic voluntary agency schools and non-Catholic schools in the territory.

The Tanganyika Union of African Teachers, including teachers in both Government and voluntary agency schools, has developed in recent years. According to several sources, both unions have sought the establishment of a unified teaching service and have made various suggestions with respect to the conditions of service of African teachers and with respect to the education system.

An African Parents' Association was formed in 1959. It is reported that TANU plans to turn over to the parents' association when it is "organized" the schools which it has established in the various parts of the territory, and that the Government has invited the association to select six persons to serve on the Dar es Salaam District Advisory Board on Education.⁷⁰ The Tanganyika Union of African Teachers and the Tanganyika African Parents' Association are presumably working together to influence Government education policy.

⁶⁹ There were a total of 2,627 African teachers employed by Government on the E Scale, presumably Grade II and Grade I teachers. At that time there were 2,368 Grade II teachers in Government and native authority schools. The latter figure has been subtracted from the former to obtain the estimated number of Grade I teachers in maintained schools given in the text above.

⁷⁰ *The Tanganyika Standard*, Oct. 7, 1959.

Chapter IV. Higher Education

AS ALREADY INDICATED, there are at present no institutions of higher education in the territory, and Tanganyika students must proceed for advanced studies to Makerere College or the Royal Technical College, in Uganda and Kenya, respectively, or to institutions overseas.

Makerere and the Royal Technical College are interterritorial institutions designed to serve students of all races from Tanganyika as well as from the other two territories, governed under High Commission legislation by councils in which Tanganyika and the other territories are represented, and financed in part by contributions from each of the three territories. In 1952 the governments agreed to accept joint financial responsibility for interterritorial institutions of higher education which they specifically recognized for this purpose. Makerere has been recognized by all three territories as a joint financial responsibility, and Kenya and Uganda have accepted similar financial responsibility for the Royal Technical College.

The Tanganyika Government until 1958 recognized only partial financial responsibility for the Royal Technical College because of the small use it had made of this institution. The three territories have contributed fairly equally to the capital and recurrent costs of Makerere, while Tanganyika's contribution to the Royal Technical College has been considerably smaller than that of the other territories. In 1958 it was announced that the Tanganyika Government proposed to contribute to the basic recurrent expenditure of the Royal Technical College on the same basis as it had contributed to such expenditure at Makerere. At that college basic or overhead recurrent costs are met by equal block grants from the three territories, and other expenses remaining after all other sources of revenue are taken into account have been divided between the territories on the basis of the number of students sent to the college by the territory—the "capitation" basis.

The three territorial governments have met almost all recurrent expenditures of the two institutions, but less than half of the capital expenditures. The British Government has contributed heavily toward the capital costs of the colleges. Of Makerere's total capital costs of more than £2 million by 1958, about 83 percent had been met by grants from Colonial Development and Welfare funds and the remainder by contributions from the three territories. The capital costs

of the Royal Technical College by 1958 totaled about £1 million, Approximately two-fifths had been met by grants from Colonial Development and Welfare funds, over one-third by the three territories (5 percent from Tanganyika), and the remainder by other contributions, including one of £147,000 (over \$400,000) from the U.S. Government.

The two institutions of higher education differ in function and scope. Makerere is a university institution developing toward full university status. Like a number of other university colleges in Britain's oversea territories, it has been admitted, as the University College of East Africa, to an individual scheme of "Special Relation" with the University of London. This enables it to provide courses leading to degrees of the university which are awarded as the result of special examinations but which are of full London standard. Entrance requirements and syllabuses are adjusted to the geographical, linguistic, and educational conditions of the region, but the university, retaining responsibility for the final form and marking of examination papers, is enabled to insure that the examinations are, in standard, equivalent to other examinations of the university. In addition to the degree courses, Makerere offers courses leading to awards of the college. The Royal Technical College, which was established in 1954 and opened to the first students in 1956, is one of three colleges established in British Africa since World War II to provide higher education of a type not provided in the university colleges. It provides higher technological and other professional training.¹ The courses lead not to university degrees but to college diplomas and/or examinations of professional bodies in the United Kingdom. Makerere and the Royal Technical College have been advised and assisted respectively by the Inter-University Council for Higher Education Overseas and by the Council for Overseas Colleges of Arts, Science, and Technology, two bodies, including British officials and representatives of institutions of higher education in the United Kingdom, set up by the British Government.

The University College now has faculties of Arts, Science, Medicine, Agriculture, Veterinary Science, and Education, and a School of Fine Arts.² The Faculties of Arts and Science each offer, under Special Relation, a 2-year preliminary course. These lead, respectively, to the Preliminary Examination in Arts and the Preliminary Examination in Science of the University of London. One of these examinations or the equivalent leads to the various degree and diploma

¹ The college has assisted the Kenya Government in providing sub-professional training to Kenya students. By March 1958 this was provided outside the college buildings at a Kenya Government school, the college acting on an agency basis and being reimbursed for the services of its staff. The Kenya Government intended to open a separate technical institute before the end of 1958 and thus relieve the college entirely of this level of work.

² The college also has a Department of Extra-Mural Studies which has conducted programs in Uganda since 1953 and in Kenya since 1956, and III, with the assistance of a Ford Foundation grant of \$25,000, institute work in the Dar es Salaam area of Tanganyika in 1960.

courses. The last of the preliminary courses will be offered during the 2-year period 1960-61 through 1961-62. Beginning with the academic year 1961-62 only students qualified for direct entry to degree courses, that is holders of the Cambridge Oversea Higher School Certificate or the equivalent, will be admitted to Makerere.

Degree courses, offered in the Faculties of Arts, Science, and Agriculture, lead to two general degrees—the B.A. (general) and the B. Sc. (general); and to a number of honors or special degrees—the B.A. (honours) degrees in English, geography, history, or mathematics, the B. Sc. (economics) degree, the B. Sc. (special) degree in mathematics, and the B. Sc. (agriculture) degree. All first degree courses are 3 years in length. M.A. and M. Sc. degree courses are available for London graduates. Other courses offered in the Faculties of Agriculture, Medicine, Veterinary Science, and Education and the School of Fine Arts, lead to college awards. These are the 3-year course for the diploma in agriculture (E.A.), the 4-year course for the diploma in veterinary science (E.A.), the 5-year course for the licentiatehip in medicine and surgery (E.A.), which, together with 1 year's internship in an approved hospital, entitles the holder to be registered as a medical practitioner in East Africa, and, by the General Medical Council, in the United Kingdom, a 2-year undergraduate and a 1-year graduate course leading to the diploma in education, and a 2-year course for the diploma in fine arts.

The last diploma in agriculture course is being offered during the 3-year period, 1958-59 through 1960-61, and the non-graduate diploma in education course is to be discontinued in a year or two, with responsibility for this training assumed by the territorial governments.

A number of diploma courses are designed to meet the needs of the region. The syllabuses for a number of degree courses also indicate considerable adaptation to East African needs and interests. Not unexpectedly, the course for the B. Sc. (agriculture) degree appears to be completely tailored to East African conditions. All of the examinations in geography include a study of Africa: about one-sixth of the preliminary course is devoted to Africa, with special reference to East Africa; one of the three papers in geography in the B.A. (general) examination is on Africa; the B. Sc. (general) degree examination in geography includes a section on the geography of Africa; and, of nine papers in the examination for the B.A. (honours) degree in geography, two are devoted entirely to Africa and East Africa and a third involves knowledge of the continent. The various examinations in history lay a comparable emphasis on Africa. Half of the preliminary examination in history is on the history of Africa since 1787 and one-third of the B.A. (general) history examination deals with the history of East Africa from the mid-19th century. In

the examination for the B.A. (honours) degree in history, only 1 of 10 papers must be in the history of tropical Africa, but a candidate may, by selection, write 4 of the 10 papers on African history. The work on African history, however, is restricted to the period since 1787—the period of European influence—and the emphasis in the remainder of the programs of study is on English and modern European history. The B.A. (general) examinations in the other social sciences also indicate variations from the English pattern. One of three sections of the political science examination is on administration in Africa; almost one-third of the sociology examination deals with aspects of East African society; and in a portion of the economics course special reference is made to the impact of industrialization on tropical dependencies. In English courses, however, students read prose, poetry, and drama of a number of English and Irish authors, and (in the preliminary arts course) Sophocles' *Antigone* and Homer's *Odyssey* in translation. No other books in translation and no work in English by an American or African author are required.

The Royal Technical College has Faculties of Engineering, Architecture, Commerce, Arts, and Science, and Departments of Surveying, Domestic Science, and Art. Admission to all courses is based on performance in the Cambridge Oversea School Certificate examination. The Faculty of Arts and the Faculty of Science provide only 2-year full-time courses leading to the General Certificate of Education (advanced) of the University of London, which are comparable to the Higher School Certificate courses now being introduced in the secondary schools and to the preliminary courses at Makerere.

The Faculty of Engineering—which has been assisted in its development by the U.S. International Cooperation Administration—offers 5-year full-time courses in civil, mechanical, and electrical engineering. Each of the 3 courses leads to a final college diploma in the selected branch of engineering and to the examinations of the appropriate British professional institution, the Institution of Civil Engineers, the Institution of Mechanical Engineers, or the Institution of Electrical Engineers, whose award of membership, requiring practical experience and status in addition to the examinations, is an internationally recognized professional qualification. The fourth year of the courses was first offered in 1959–60.

The Faculty of Architecture provides (1959–60) a full-time 3-year course leading to the intermediate examination and a 3-year sandwich course (including 2 years in the college and 1 year in office employment) leading to the final examination of the Royal Institute of British Architects. These examinations, together with a further year in an office and a professional practice examination, lead to the professional qualification, the award of associateship or associate membership of the institute (ARIBA) and to registration under the

Architects Registration Act 1931-38 in Great Britain and under the Architects and Quantity Surveyors Registration Ordinances in force in British East Africa, which restrict professional practice under the title of "architect" to those registered.

The Faculty of Commerce has offered a 2-year full-time course for the intermediate examination of the Chartered Institute of Secretaries and a part-time course for the final examination of this institute. These examinations and approved practical experience lead to the professional qualification, associateship of the institute (ACIS). The basic purpose of the intermediate course is training for eventual employment as a company secretary, but it also provides valuable training for employment as an accountant or executive in industry, commerce, or government. A 3-year course in accountancy leading to a college diploma has been introduced. This course, designed to provide training particularly for Government employees, is of the standard required for the examinations of the Association of Certified and Corporate Accountants in the United Kingdom, but the content has been revised to meet East African needs.³ In addition, the faculty apparently intends to offer a 3-year full-time course in business administration related to East African needs and leading to a college diploma. This proposed course is described in the 1959-60 college calendar.

The Survey Department now provides courses leading to the first two of three examinations which are required, together with experience, for the professional qualification of chartered surveyor; that is, corporate membership in the Royal Institution of Chartered Surveyors. This is the basic requirement for practicing in East Africa.⁴ The courses now offered, in some sections of the profession, are: a 2-year (5-term) full-time course leading to the first examination in the Quantity, Land, Building, and Valuation Sections and a 2-year (5-term) course, initiated in October 1959, leading to the intermediate examinations in the Land and Quantity Surveying Sections. Courses for the final examinations will be initiated later, probably on a part-time basis. The Department of Domestic Science has offered a 3-year course for persons who will teach domestic subjects up to secondary standard. The course is of the standard required in the United Kingdom and leads to a qualifying college diploma. The Department of Art offers (1959-60) a 4-year full-time course to train specialist

³ This course was initiated because it is difficult for students in East Africa to satisfy the association's requirement that those working toward membership in the association be in approved employment, preferably under a qualified accountant. In many parts of East Africa there are few qualified accountants.

⁴ The qualification required in East Africa is the qualification of chartered surveyor, or, in the case of Land Survey, the qualification of licensed land surveyor, which may be achieved by a chartered surveyor in the Land Survey Section by passing certain territorial examinations.

teachers of art for secondary and other schools and a 3-year course in graphic design, that is, commercial art or advertising art, to prepare students for positions in commerce and industry connected with advertising.

Makerere now has more than 800 students, most of whom are Africans. About half are in preliminary courses. The Royal Technical College has fewer than 300 students—probably about half African and half Asian. Neither institution is yet turning out the number of graduates which it has been estimated the region needs. The Working Party of 1955 estimated that during the subsequent 10-year period the number of openings for Makerere graduates each year would be at least 240, including at least 150 arts and science graduates, 35 doctors for the Government medical services alone, 20 with the diploma in veterinary science for the Government veterinary services, and, for the Government agricultural services, 35 graduates with either the B. Sc. (agriculture) degree or the diploma in agriculture, with the greatest demand, it may be presumed, for those with the diploma. In 1959-60 there were 64 students in the last year of the B.A. and B. Sc. degree courses, 11 students completing the course in medicine, 13 in the final year of the diploma in agriculture course, only 7 completing their work in veterinary science, and 10 students pursuing the 1-year postgraduate education course. On the basis of the 1955 estimate, at least 86 more graduates in arts and science, 24 doctors, 22 agricultural officers, 13 veterinary officers, and 30 graduates with diplomas in education could have been absorbed.

The root of the trouble, at Makerere, lies in the limited development of higher school certificate work in the territorial secondary schools. It has been recognized that a significant increase in Makerere's output can only be achieved when a larger number of students are prepared to enter higher courses directly, an increasing number of places filled by students in preliminary courses are freed for advanced students, and a larger proportion of its places are filled by degree and diploma students. So long as the high rate of failures at preliminary level continued, an increase in the intake at the present school certificate level could not effect any great change in the number of graduates. In 1958 the governments, although recognizing this, nevertheless accepted the recommendation of the 1955 Working Party that, as a special temporary measure required "because there is something like a state of emergency in East Africa arising from the lack of young people with the training needed to support a rapidly evolving society," more students should be admitted at school certificate level and that total enrollment should be increased to between 1,000 and 1,100 by 1961.

A more effective means to increasing output has since been introduced. The development of higher school certificate courses in the

territories has already relieved the collage of some of the preliminary work, and by the academic year 1962-63, after the last of the preliminary courses has been completed, all places formerly occupied by preliminary students will be freed for those pursuing more advanced studies.

The Working Party of 1955, estimating the number of persons who would be needed with professional qualifications in technological and commercial subjects, concluded that the greatest needs are for accountants, secretaries, engineers, and surveyors, in that order. It was estimated that during the following 10-year period some 50 accountants and secretaries with professional training could be absorbed each year, and that 80 to 40 engineers, and 10 surveyors could be employed annually by the governments. No students have yet completed at the college the full courses required for professional qualifications in architecture, engineering, or surveying or for employment as accountants or company secretaries. At the beginning of the 1959-60 session the first students, 5 in number, were admitted to the fourth year of the 6-year architecture course, the first 20 students to the fourth year of the 5-year engineering courses, and the first 5 students to the third year of the survey course. Eleven had passed the intermediate examination of the Chartered Institute of Secretaries and could proceed to the part-time course. A number of students have, however, completed other courses. At the end of the 1958-59 session 35 students completed the University of London General Certificate of Education courses and 2 completed the 3-year art course, while 8 obtained the Diploma in Domestic Science.

Need for the further development of higher education facilities in East Africa has been the subject of a number of studies undertaken in the past several years. In 1955 a small committee of representatives of the Inter-University Council and the Advisory Committee on Colonial Colleges of Arts, Science, and Technology, the Working Party on Higher Education in East Africa 1955, was sent to East Africa by the Secretary of State for the Colonies to examine the existing provisions and plans for postsecondary education and the estimated requirements for higher education in the next 10 years. On the basis of their study of the report of this Working Party and a subsequent report on the Royal Technical College, the four East African governments reached agreed conclusions regarding the future of higher education in East Africa. These were published in March 1958 as a joint white paper^a which was approved by the Tanganyika Legislative Council on May 6, 1958.

^a *Higher Education in East Africa*. Published by Authority. Printed by the Government Printer, Entebbe. The Report of the Working Party on Higher Education in East Africa 1955 is published as Appendix I (p. 19-89) of the White Paper. The Report by Professor E. Giffen and D. H. Alexander to the Chairman of the East Africa High Commission on a Visit to the Royal Technical College of East Africa in November and December 1956 is published as Appendix II (p. 91-117) of the white paper.

At the request of the governments a second Working Party on Higher Education in East Africa was appointed by the Secretary of State for the Colonies and visited East Africa in July and August 1958 to examine in greater detail the proposals made by the governments. The Working Party's report was published by the governments without commitment on their part in January 1959,⁶ with the prefatory statement that the governments were considering the recommendations including the financial implications and would later make their views known. An announcement in June 1959 indicated that the governments had accepted as a desirable objective the major lines of development recommended by the Working Party.⁷

It has generally been agreed that further facilities should be provided both in Kenya and in Tanganyika. With respect to Kenya the governments and the 1958 Working Party reached different conclusions, the issue being whether further courses should be provided at the Royal Technical College or in a new and separate university college of Kenya. By the agreement reached in 1954 between the college and the Gandhi Memorial Academy Society to incorporate the academy in the college—an agreement given effect by the Royal Technical College Act of that year—the college was pledged to provide courses in arts, science, and commerce, which were understood by the society to mean courses leading to degrees. The governments of the three territories announced in their joint white paper of 1958 that the college should provide facilities for higher technological training and for professional training, and, also, in this connection, develop technological and other training courses for graduates to prepare themselves for specific careers. They concluded that degree work, except possibly in technological subjects at a later date, was not practical and agreed that the obligation to the society would be met if degree courses were provided in Nairobi at a new separate university college. However, the 1958 Working Party on Higher Education in East Africa suggested instead that the college be transformed through reorganization and extension into a new type of university college offering two types of courses of equal standing, courses in technological and other professional subjects to the highest professional standards and courses leading to university degrees. This "bold plan" of departing from the conventional form of oversea university college was considered the "only practical method of com-

⁶ *Report of the Working Party on Higher Education in East Africa July-August 1958*. Published by Authority. Printed for the East African Governments by the Government Printer, Nairobi, 1959. (Hereinafter referred to as "Report of the 1958 Working Party.")

⁷ Tanganyika Public Relations Department. Press Release, June 23, 1959. DL/89/59/5/10.

binning the full promotion of technological and professional studies with the due honouring of the pledge given to the Gandhi Memorial Academy Society and with the initiation of a university college. . . ."⁹ A recent college report states that this aim, the development of the college into the second interterritorial university college in East Africa, in special relationship with the University of London, was accepted by the East African Governments and the Governing Council of the Royal Technical College.¹⁰

It has been proposed by the East African Governments and the Working Parties that, in addition to further facilities in Kenya, a university college should be established in Tanganyika. In 1956 the Tanganyika Government set up a Higher Education Trust Fund to assist in providing for higher education in Tanganyika, allocating to the fund £711,100 from revenue derived from the sale of enemy property at the end of the war. By 1957 the Government had selected a site for a university college at Morogoro west of Dar es Salaam, and awaited approval of its proposal by the Inter-University Council and the Council for Overseas Colleges before making a decision. The Government's plan was commended by the 1955 Working Party, the governments in 1958 welcomed this commendation of the project, and the Working Party of 1958 urged, with certain conditions, that "plans should be formed for the establishment of an interterritorial university college in Tanganyika to be opened to students in 1965/66 or as soon thereafter as possible," recommending Morogoro as the site.¹¹

Considering possible faculties, the Working Party of 1958 suggested that, after special study of the question of fulfilling requirements to practice in East Africa, a Faculty of Law be introduced, with which a Department of Public Administration might be associated and in which aspects of African and Islamic law, in addition to the normal courses, would probably be taught. It was also suggested that forestry might be considered for possible inclusion as a department or school in the college. Consideration of the possibility of some specialization in marine biology was also recommended. In addition, the Working Party suggested that Islamic history be considered as a possible element among the interests of the Department of History and endorsed the suggestion of the 1955 Working Party that the university college

⁹ Report of the 1958 Working Party, p. 6. The Working Party recommended specifically that the new university college should be organized into four faculties: Arts, offering courses leading to the B.A. (general) degree and the professional architectural qualification; science, offering courses leading to the B. Sc. (general) degree; engineering, providing training for the B. Sc. in engineering or professional qualifications and also professional surveying qualifications; and a faculty of special professional studies, including a department of accountancy and business administration providing training leading to a college diploma or high professional qualifications.

¹⁰ See foreword by the chairman of the Governing Council dated Nov. 18, 1959, in *Royal Technical College of East Africa Incorporating the Gandhi Memorial Academy, Annual Report and Accounts for the Year 1958/59*.

¹¹ Report of the 1958 Working Party, p. 27, 18-18.

"might become in association with the proposed School of Archeology at Bagamoyo, a center of work on the prehistory and history of Africa" provided, the 1958 Party said, the Bagamoyo project goes forward satisfactorily.¹² In August 1959 it was reported that plans were being drawn up for the school of archeology and history—the first of its kind in the Commonwealth. The British Treasury had promised at least £6,500 a year toward operating expenses and it was hoped £75,000 for scholarships would be contributed by commerce and industry.¹³

The aspiration of each territory to have a university institution within its borders has been recognized. However, the governments agreed, as the 1955 Working Party had proposed, that the new university colleges should be established, financed, and operated on an interterritorial basis, and that they should, in the interests of economy and the maintenance of standards, be complementary to and not competitive with the existing colleges, each specializing in subjects appropriate to it in addition to providing degree courses in arts and science. It was agreed that they should be closely associated, perhaps as constituent units of a University of East Africa. The Working Party of 1958 recommended that a University of East Africa should be created by 1966 and that all university colleges in the region should be "associated together as the constituent colleges of the university."¹⁴ It suggested that the university should enter for a limited period a new form of special relationship with the University of London, known as sponsorship, under which students in the university colleges would work for degrees of the University of East Africa while the University of London guaranteed the standard of the degrees.

It was announced in June 1959 that the East African governments had accepted "as a desirable objective for the foreseeable next stage" the establishment of a University of East Africa comprising three interterritorial colleges, one in each territory, which the Working Party had recommended, and that the governments were studying the financial and other implications of its establishment. The object was "to prepare a phased programme of development that is acceptable to all three territories."¹⁵

Tanganyika's Minister for Education and Labour, speaking in July 1959, cautioned that the proposed university college for the territory would cost some £2 million and that a marked increase in the numbers

¹² *Ibid.*, p. 15.

¹³ *East Africa and Rhodesia*, Vol. 35, No. 1820, Aug. 27, 1959, p. 1455.

¹⁴ Report of the 1958 Working Party, p. 27.

¹⁵ Tanganyika. Public Relations Department. Press Release, June 23, 1959. DL/89/59/5/10.

passing the school certificate and higher school certificate examinations would be a prerequisite. For an annual intake of 100 arts and 60 science students, 2,000 students would have to pass the school certificate and 400 the higher school certificate examination each year. As indicated in a preceding chapter, Tanganyika has a long way to go before this goal is attained.

Other official statements advocating development along the lines recommended by the Working Party have been made. There is, however, a strong desire in Tanganyika for the early establishment of a university institution in the territory. This matter is discussed further in Chapter VII.

In Tanganyika the output of African students qualifying for higher education and the number proceeding to institutions of higher education has increased steadily, but the territory in both respects has consistently fallen behind the other East African territories. It seems that it has never filled its quota at Makerere. In 1958 there were 206 African students from Tanganyika studying at Makerere.^{15a} On the basis of inadequate information for 1958 and the data available for the previous year, probably about half of the Tanganyika Africans at Makerere were in the preliminary 2-year course and about 30 in degree courses. There were 21 studying medicine and 23 in teacher-training courses (including 18 in the nongraduate course and 5 in the post-graduate course). Perhaps, as in the previous year, 34 were studying agriculture and veterinary science. Tanganyika's Special Representative to the U.N. Trusteeship Council reported to the Council in January 1959 that 21 additional places at Makerere could have been filled by Tanganyikans if there had been suitably qualified candidates. In 1958, 26.1 percent of the students at Makerere were from Tanganyika, compared with 38.3 percent from Kenya and 32.9 percent from Uganda.¹⁶ Only seven Africans from Tanganyika were at the Royal Technical College. Of these, three were studying mechanical engineering, two were taking the general certificate of education (advanced) course, one was studying land surveying, and another architecture.¹⁷

In addition, a number of Africans were at institutions of higher education outside East Africa. An official report states that 92 were known to be at such institutions in 1958. Tanganyika's Special Representative to the U.N. Trusteeship Council, it is reported, told the

^{15a} The numbers for previous years: 181 in 1957, 167 in 1956, 150 in 1955, 112 in 1954, and 14 in 1953.

¹⁶ Report of the 1958 Working Party, p. 24.

¹⁷ The previous year 21 African students were at the Royal Technical College, all in their first year and 9 in the GCE (A) course. Presumably a good proportion of them did not proceed.

Council early in 1959 that during 1958-59 nearly 200 African students were taking higher education courses outside East Africa.¹⁸

Government bursaries which in many cases take care of almost all of the student's expenses, are granted for study at Makerere, at the Royal Technical College, and in the United Kingdom. Bursaries are not normally awarded for courses to be taken overseas if facilities are available for such courses in East Africa, and full central government bursaries for study outside East Africa appear to have been awarded only for study in the United Kingdom. In 1957 a scheme was put into effect to provide additional bursaries to local candidates, both civil servants and others, to enable them to pursue postsecondary courses outside Tanganyika and to prepare for higher posts in the civil service. Funds were largely centralized in a Government Bursaries Fund controlled by the Government Bursaries Committee under the chairmanship of the Minister for Social Services. Both tied bursaries, those involving an obligation to enter Government employment at the completion of the studies concerned, and untied bursaries, which involve no such obligation, for post-Standard X studies and for post-school certificate and post-higher school certificate studies are made from the fund by the committee, which is advised in the case of untied bursaries by a Bursaries Advisory Board. The Tanganyika Higher Education Trust Fund Board agreed in 1957, as an interim measure until a university college is established, to use two-thirds of the annual interest on the fund or £25,000 per year, whichever is less, for bursaries. Grants from the Trust Fund Board and contributions from the central government provide the income of the Government Bursaries Fund.

In 1958, the year in which 48 Africans acquired Division I Cambridge Oversea School Certificates and 100 Division II certificates, the Government awarded to African students 55 scholarships to Makerere, in addition to 158 held in previous years, 2 to the Royal Technical College, in addition to 6 held the previous year, and a total of 27 scholarships or bursaries to the United Kingdom (including 7 for teacher-training courses and 2 for nursing courses) compared with 10 the previous year. In addition, the Government provided a grant of assistance to one student holding a scholarship in Eire. Expenditure on African postsecondary education in 1958 was £208,075. For 1959-60 there were available to nationals of Tanganyika an unspecified number of postsecondary bursaries for study in the United Kingdom or East Africa, approximately 40 bursaries for 2 to 7 years' study at Makerere College, and 9 training course bursaries for persons, usually Africans, employed by Government or Government-

¹⁸ Annual Report on Tanganyika for 1958, p. 173. "Evolution in Tanganyika," *United Nations Review*, Vol. 5, No. 11, May 1959, p. 9. The previous year, 1957, 77 Africans were pursuing postsecondary studies overseas: the largest numbers were in the United Kingdom and Eire (89 and 8), India and Pakistan (17), and the United States (12).

aided institutions to permit them to take a 4-year nursing or a 1- or 2-year teacher-training or cooperative development course in the United Kingdom.¹⁹

Scholarships for study overseas have also been awarded to African students by native authorities and by cooperative societies in the territory and by foreign governments, by Catholic, Protestant and Muslim organizations, by commercial companies, by TANU, and by other organizations.

¹⁹ UNESCO. *Study Abroad, International Handbook Fellowships, Scholarships, Educational Exchange*, XI 1959-1960 (Paris: UNESCO, 1959), p. 592-594.

Chapter V. Recent Education Statistics¹

STATISTICS RELATING to enrollment in 1959, which were not available when the preceding chapters were written, are presented in the following table.

<i>Type of school</i>	<i>Number</i>	<i>Enrollment</i>
<i>Primary, Middle, and Secondary</i>		
Primary	2, 680	375, 008
Middle ^a	359	39, 871
Secondary	28	4, 132
Total	3, 067	419, 011
<i>Technical and Vocational</i>		
Technical Institute.....		412
Trade Schools, Ifunda and Moshi:		
Trade courses.....		796
Preliminary handwork teacher training.....		32
KNOU College of Commerce full time.....		30
Natural Resources School, Tengeru.....		147
Industrial Apprentice Course.....		96
Domestic Science Course.....		122
Total		1, 635
<i>Teacher Training</i>		
Grade I.....	5	376
Grade II.....	26	1, 091
In-service courses (handwork, agriculture, domestic science) ..	5	171
Total	36	1, 638

¹This chapter is based largely on the following two reports. Tanganyika. *Annual Summary of the Department of Education 1959*. Dar es Salaam, Government Printer, 1960. Tanganyika. *List of Students Studying Overseas, 1960*. Dar es Salaam, Printed and Published for the Office of the Chief Secretary by the Government Printer, 1960.

^aIncluding 20 district schools and 1 secondary school providing part of the middle school course.

African Students Outside Tanganyika (1959-60)

<i>Makerere College</i>	180
<i>Royal Technical College</i>	6
<i>Outside East Africa:</i>	
United Kingdom and Eire.....	111
African countries:	
Ethiopia.....	18
Liberia.....	12
Federation of Rhodesia and Nyasaland.....	3
Ghana.....	2
India.....	35
Pakistan.....	20
Italy, West Germany, and Sweden.....	11
Australia.....	24
United States.....	1
	40
Total.....	242
Grand total.....	428

Of all children enrolled in primary, middle and secondary courses, almost 90 percent were in the primary course, over 9 percent in the middle course and the remainder in the secondary course.

Estimating the number of children in each of the three age groups (primary, middle, and secondary school age group) as 10 percent of the African population, about 42 percent of the children in the primary school age group, about 4 percent of the children in the middle school age group, and less than one-half of one percent of the children in the secondary school age group were enrolled in Part I schools in 1959.* The Government has reported that in 1959 there were approximately 80,000 empty places in primary schools, including some 6,000 in Standard I. These could provide for an additional 9 percent of the estimated number of children of primary school age. In May 1960 the Minister for Education and Labour stated in Legislative Council: "If these vacancies were filled the percentage of African children of primary school age receiving primary education would be raised from about 45 percent to about 54 percent. . . ." These percentages are apparently based on 1960 enrollment statistics and the African population at the time of the 1957 census.

Only about 18 percent (20 percent of the boys and 10.4 percent of the girls) of all students completing Standard IV in 1958 had proceeded to Standard V in 1959.

*The percentages for 1959 have been calculated on the basis of an estimated total African population in 1959 of 8,924,518, the 1957 census figure, 8,662,684, and an increase of 1 1/2 percent annually.

About 26 percent of the students enrolled in the last year of the middle school course in 1958 had proceeded to the first year of the secondary course in 1959. As in previous years, enrollment dropped after Standard X. Enrollment in Standard XI (474) in 1959 was only one-third of the enrollment in Standard X (1,378) the previous year. Twelve of the 28 secondary schools provide (1960) secondary education only through Standard X. Thirteen boys' schools (15 streams) and 2 girls' schools were providing the full secondary course through Standard XII.

Enrollment in Standard XII reached 318 (including 23 girls) in 1959, exceeding for the first time the target set for 1956 (230). A total of 245 students passed the Cambridge Oversea School Certificate examination in 1959. Of these, 48 candidates received Division I certificates, 152 received Division II certificates, and 45 obtained Division III certificates. About 480 candidates are expected to take this examination in 1960.

Some 90 students started the first Higher School Certificate course for Africans in the territory in 1959 and are expected to take the examination at the end of 1960. Total enrollment in the 2-year course in 1960 was 203.

In 1959 girls accounted for about one-third of the primary school enrollment, about 17 percent of the middle school enrollment, and about 10 percent of the secondary school enrollment.

Total enrollment at the Technical Institute, exclusive of short intensive courses, had increased from 587 in November 1958 to 1,027, including 313 Africans, in November 1959 and 1,178, including 285 Africans, in May 1960. In November 1959, 96 Africans attended full-time day courses throughout the year, 99 took short intensive or part-time day courses, and there were 217 Africans in part-time evening courses. In May 1960 there were 90 Africans in full-time day courses, including 14 in the post-School Certificate Junior Engineers course and 4 in the post-Standard XII secretarial course; 11 in the designer/draughtsman part-time day and evening course; and 184 Africans in evening courses.

In November 1959 a total of 796 trades students were enrolled at the 2 trades schools; 523 were receiving training in building trades and 273 in engineering trades. The output from the 2 schools at the end of the year was 238. At the same time 111 Africans completed their apprenticeships, bringing the total of those who had completed the 5-year program of training and received certificates of apprenticeship to 425.

Following student strikes at the 2 schools in December 1959, a total of 559 pupils who had been involved—all of the first and second year pupils at Moshi and most of the first and second year pupils at

ifunda—were expelled. As a result, most of the students enrolled at the 2 schools in 1960 were first year students. It seems that until they complete their courses at the end of 1962 there will be few graduates from the trade schools.

The total enrollment shown for the Natural Resources School includes 74 boys who completed the obsolescent course in 1959, 60 who were taking the new course, and 13 women who were attending the domestic science course which is conducted at the school for the wives of teachers in training.

The output from Grade II teacher training centers has declined from over 800 in 1958 to about 500 in 1959. The output from Grade I centers increased to some 170 in 1959 and is expected to reach about 200 in 1960. These changes reflect the current emphasis on post-primary rather than primary expansion. The present Grade II training program is designed to replace wastage and provide a third teacher in existing primary schools. The Grade I training program is permitting the assignment of more Grade I teachers to middle schools. There are now (1960) 25 government and aided teacher training centers. The Grade II course is taught in 24 of them and the Grade I course in 5 of them. A Grade I course for holders of the School Certificate is conducted at one center, Mpwapwa, and such courses are planned at two other centers.

In 1959 the number of Africans taking higher teacher training courses outside East Africa was the same as in 1958 (13), but the number at Makerere had declined to 16, including 4 in the post-graduate course. In November 1959, 15 of the 116 graduate teachers in African secondary schools were Africans.

All vocational and technical courses and original teacher training courses provided under the supervision of the Department of Education for those who have completed middle school or Standard X of the secondary course had a total enrollment of about 3,300 students. This was approximately 80 percent of enrollment in the 4-year secondary course. Enrollment in technical and vocational courses alone was about 45 percent of enrollment in the 4-year secondary course.

Since the introduction of Higher School Certificate courses in Tanganyika in January 1959, the number of Tanganyikans entering Makerere has declined. During 1959-60, 180 Tanganyika Africans were studying at Makerere College⁴ and another six were enrolled at

⁴Of the total of 200 students from Tanganyika (183 Africans and 17 non-Africans) who were enrolled at Makerere in July 1959, at the beginning of the 1959-60 academic year, 72 were taking preliminary arts and science courses; 58, degree courses in the Faculties of Arts and Science; 29, the course in medicine and surgery; 8, the veterinary science course; 10, the agriculture degree course and 5, the agriculture diploma course; 12, the non-graduate education course and 5, the graduate education course; 5, the fine arts courses; and 1, a post-graduate science course.

the Royal Technical College.⁶ In addition a total of almost 250 Africans were known to be taking courses outside East Africa. Of the latter, most of whom were probably studying at the post-secondary level, about half were in the United Kingdom and Eire, about 14 percent in African countries, about 12 percent in India and Pakistan, and about 16 percent in the United States.⁶

Figures prepared in mid-1959 indicated there were then 70 Tanganyika Africans with degrees and 44 Tanganyika Africans with diplomas. From Makerere there were 12 Tanganyika African graduates in 1955, 20 in 1956, 20 in 1957, 15 in 1958, and 32 in 1959.⁷

It is understood that most of the Tanganyika African students at Makerere and the Royal Technical College early in 1960 were assisted by government bursaries. In addition, 25 of the students in the United Kingdom held Tanganyika government bursaries and 34 others were on in-service training courses. The students in Italy, Western Germany and Sweden were sponsored, respectively, by Catholic missions, Lutheran churches, and the Swedish Mission, and almost all of them were pursuing religious studies. The three students in the Federation of Rhodesia and Nyasaland were also sponsored by missions, as were a number in the United Kingdom and almost half of the students in the U.S. Of the 20 students in India 18 were sponsored by the Indian Government. Nine of the 11 Africans in Pakistan were sponsored solely or jointly by the Pakistan Government and 16 of the 18 students in Ethiopia were sponsored solely or jointly by the Ethiopian Government. One student held a Ghana Government bursary and 1 an Australian Government bursary. Four students in the United States had U.S. Government scholarships. All but 1 of the 12 students in Liberia were sponsored by TANU, which has also sponsored students in the United Kingdom, the United States and other countries.

The estimated expenditure on African education in calendar year 1959 was £4,678,937. Of this total central government contributed £3,353,102, native authorities £759,571, and voluntary agencies £566,264, or about 72, 16 and 12 percent, respectively. Native authorities contributed about one-fourth of all governmental recurrent expenditure on all primary and middle schools. The central government's expenditure on African education from territorial funds in 1959 represented about 13.6 percent of the total territorial expenditure.

⁶ Three of the students were taking the company secretary course in the Faculty of Commerce, one was studying civil engineering, one architecture, and one land surveying.

⁶ Tanganyika. Office of the Chief Secretary. *List of Students Studying Overseas, 1960*. Dar es Salaam: Government Printer, 1960.

⁷ Statement by the Chief Secretary. *Tanganyika Legislative Council Debates*, 18 May 1960.

Chapter VI. African Views on Education

IT HAS BECOME a truism to state that there is a tremendous enthusiasm among Africans for Western education. This enthusiasm of great numbers is accompanied by a recognition among African leaders that education is an important instrument of self-government, the means to the technicians, administrative staff, and professional personnel essential to a self-governing state. It is not surprising that the extension of educational facilities should appear among the demands of African nationalist parties. In some African territories—Ghana and Nigeria in particular—remarkable educational changes have been implemented after the achievement of responsible government. In Tanganyika, recent statements and actions of Africans may provide indications of the types of changes which may be made by a predominantly African government once responsible government is achieved. There is a dearth of information concerning African views on education, but an attempt is made here to indicate what seem to be some of the significant attitudes.

Tanganyika, like other African territories, is the scene of unusual interest in education. The Tanganyika African National Union, it seems, has not only responded to but also encouraged this enthusiasm both by words and deeds. To urge the Government to expand educational facilities for Africans is among its declared aims, and presumably various references to educational opportunities have been made in statements and speeches by nationalist leaders. Beyond requesting further facilities, TANU has established bush schools in various parts of the territory and has initiated through its Youth League a literacy campaign through which, it is hoped, 200,000 people will learn to read and write.

It also started the Tanganyika Education Trust which is planning the establishment at Dar es Salaam of a residential college for adults to train leaders for service in the spheres of social and economic development.

Many of the African complaints may be grouped together as a demand for further educational facilities for Africans at all levels. The list of TANU's "aims and objects," as set forth in a recent TANU publication entitled *The Tanganyika African National Union*, contains the following lines: "To urge the Government . . . to introduce compulsory and universal primary education for the African child;

and to increase the institutions of secondary and postsecondary education" and "to establish technical schools for training skilled African artisans."

In February 1958, Mr. Nyerere charged that educational progress had been much too slow and had only produced in 40 years one African district officer. The Tanganyika Government replied that there were then 2 African district officers and 38 African assistant district officers in service, that 2 district officer cadets were being trained at Cambridge, and that the system had "already produced a total of 166 Africans holding senior posts in Government which were previously normally held by expatriate officers."¹

In 1959, after the elections, Mr. Nyerere emphasized that one of the territory's greatest needs is the training of Tanganyikans for senior posts in the civil service. Since, generally speaking, postsecondary education is required for these posts, this means, in effect, further opportunities for higher education. Africans are anxious to have a university institution in Tanganyika and TANU has also been anxious to send larger numbers of Tanganyikans outside the territory for courses of higher education.

The achievement of this goal would involve an expansion of secondary school facilities, particularly at the post-Standard X level. In October 1958 Mr. S. N. Eliufoo, a TANU leader and a Member of Legislative Council from the Northern Province who later became Minister for Health, raised this question in the Legislative Council. He stressed the importance of more higher education for Africans to enable them to take their due share in the leadership of the country and the urgent need to develop secondary schooling to permit large numbers of students to take advantage of opportunities for higher education overseas. He declared that 4 schools with higher school Certificate work were not enough, and that the territory needed a minimum of 10.² Other representative members have indicated in Legislative Council interest in the establishment of further secondary schools in particular areas of the territory, Bukoba, the progressive Bahaya coffee-growing area on the western shore of Lake Victoria, the region west of a line drawn between Bukoba and Tabora, and in Mbulu District.

The reference to technical schools in the TANU program is probably also based on popular demand. The 1957 U.N. Visiting Mission reported African requests for the expansion of trade school facilities, and, because of these requests and the demand among employers for students completing the course, suggested that the decision to delay construction of a third trade school should be reviewed. An African

¹ Public Relations Department. Press release, *The Truth About Education in the Last 40 Years*, 19 February 1958, p. 4.

² *Tanganyika Legislative Council Debates*, 15 October 1958.

member of Legislative Council in October 1958 criticized the delay in providing training at the Technical Institute. He asserted that students who were to have been sent to Uganda were not sent because a course was proposed in Tanganyika. This course, however, was not given as planned and the students received no training.

The view that the provision of education is the responsibility of the central government and that it has failed to make the effort required appears to be a general conviction. African reluctance to pay increased fees has been noted in departmental reports, and there may be considerable opposition in principle to the policy of charging school fees. There may also be a feeling that too small a percentage of territorial funds has been spent on African education. It may be assumed that the leaders are aware that in some areas of West Africa, African governments have devoted 30 or 40 percent of the budget to education. TANU's views on these matters are not known.

There have been some indications that TANU leaders would advocate certain economies in staff salaries and perhaps in the construction of school buildings. In 1959 Mr. Nyerere opposed the budget on the ground that it did not demonstrate the unceasing war on poverty, disease, and ignorance which is the country's prime need. He criticized the erection of fine buildings in a territory in which the mass of the population live in mud huts and the payment of extravagant official salaries without consideration of the territory's ability to pay. He referred specially to the fact that when, after qualifying at Edinburgh University, he started to teach in Tanganyika he was paid £450 a year plus a 34 percent cost-of-living allowance without deduction for income tax at a time when he would have started at £350 to £400 a year in England. And this salary was three-fifths of the salary of an expatriate with the same qualifications. He declared that when the Opposition came into power it would cut African salaries. "We are not going to enter the Government to make money. . . . I warn our future civil servants that they must think in terms of the country and not compare themselves with anyone from outside this country. . . . We shall slash the salaries of civil servants who are local people; if necessary we shall slash them hard."³

The demands for further facilities have been accompanied by expressions of dissatisfaction with the three-level system introduced in 1950. Some Africans have criticized the present primary-middle system because few who complete the primary course have the opportunity of continuing to middle school and large numbers must leave school at about 11 years of age after a 4-year primary course which Africans consider an inadequate educational background.⁴ The view that this unsatisfactory arrangement had replaced a more satisfactory

³ *East Africa and Rhodesia*, Vol. 35, No. 1811, June 25, 1959, p. 1248.

⁴ The 1957 Visiting Mission agreed that a 4-year course was inadequate. "Bearing in mind the low environmental level in which the child normally lives and the fact that he

6-year primary course was expressed to the 1957 U.N. Visiting Mission.⁶ Furthermore, there has been criticism of the content of education at the middle level. The 1957 U.N. Visiting Mission reported many protests by Africans regarding the time spent on agricultural and practical work in the middle schools and their claims that students who had finished the old 6-year course had been ahead of those now completing middle school.⁷ A Department of Education report published in 1958 states: "There was at first considerable reluctance on the part of both the teaching staff and of the parents to appreciate the value of the practical training included in the curriculum and the reasons for its inclusion," but the value of middle schools "is now more appreciated by the African community."⁸ However, as some sources indicate, the view continues to be expressed that because of the emphasis on practical work the middle schools do not prepare students adequately for further education or training. It is claimed that those who proceed to secondary schools and teacher-training and other centers have attained a lower academic level than those admitted in the past after a 6-year course. One of the results, it is said, is that many children in the secondary schools fail to pass the territorial Standard X examination and proceed to school certificate level. There appears to be a general and strong insistence that the middle schools should be abolished and the present system replaced by a two-level primary-secondary system.

As already indicated, Swahili is becoming in Tanganyika the language of nationalism. The TANU publication referred to above states:

Yet another of the blessings of Tanganyika is the presence of a universal language—SWAHILI. This has been the political language, It has provided a universal medium of expression. It has made it easier for the leaders to be able to communicate with their people.

is taught in Swahili, the *lingua franca*, it cannot be said that he is assured a sufficient knowledge of reading and writing and a general education sufficient to enable him to begin to study English and to continue his education alone. Unless he is taught in English, which it is essential for him to know, there is the danger that he will fall back into illiteracy." Report of the 1957 U.N. Visiting Mission, p. 64.

⁶ Actually, as mentioned above, the ratio of enrollment in Standard VI to enrollment in Standard I is as great under the present system as it was under the previous system and the number of children in Standard VI is larger, but larger numbers also leave school before this stage, the great majority at one level, at the end of Standard IV.

⁷ The 1957 Visiting Mission suggested that the curriculum question be reviewed in order to insure that the teaching of practical and agricultural subjects not affect the teaching of academic subjects. (Report of 1957 U.N. Visiting Mission, p. 67.) In contrast the 1954 Visiting Mission considered that "The middle school system, taking the children up to the eighth year and giving a practical bias in agriculture and in technical education, is sound in principle and in the long run capable of giving all children a basic education well suited to the needs both of higher education and of the development of the Territory." United Nations. Trusteeship Council. *Report of the United Nations Visiting Mission to Trust Territories in East Africa, 1954, on Tanganyika.* T/1142, 23 December 1954, p. 288-84.

⁸ Department of Education Survey for 1955-57, p. 10.

African leaders can be expected to continue to support the teaching of Swahili and its wide use as a language of instruction in the education system. Although there are probably some who would advocate that the teaching of and use of English should be drastically reduced, the prevailing view seems to be that this world language is essential and that the current use of English in the educational system should not be changed.

In 1958, several members of the Opposition raised questions in Legislative Council concerning the difference between the conditions of service of teachers in government and native authority schools and those of teachers in voluntary agency schools, asking the Government to look into the problem and to state what steps it intended to take.

African opposition to the separate racial systems has already been noted. There seems to be a general recognition in the territory that the quality of instruction provided in European schools is superior to that in African schools. The issue of the comparative expenditure on African, European, and Asian education has probably also been raised. Although the percentage of territorial funds spent on African education is considerably larger than that spent on the other systems,⁹ the expenditure from territorial funds for each African student in school is about £6 per year, compared with about £9 for each Indian and more than £50 for each European student. Expenditure from territorial funds on education is approximately one-third of a pound for each African in the territory, compared with approximately £3 for each Indian and £9 for each European. Africans have also been aware of the fact that a greater measure of control has been exercised by the Asian and European communities over their systems than by Africans over theirs. In May 1958 an African member of the Legislative Council, supported by several others, proposed that an African Education Authority should be established in order to provide for greater control by Africans over their own system.¹⁰ Later that year the Committee on the Integration of Education was appointed.

⁹ Over 12 percent. Expenditure on Indian education represents just over 1 percent, expenditure on European education under 1 percent, and expenditure on other non-African education less than one-tenth of 1 percent.

¹⁰ It was suggested that an African education authority should replace the Advisory Committee on African Education in order to insure African control of policy for and the territorial financing of African education, to encourage African contributions for education and to provide an approach to a single system of education, and that the District Education Committees should be made into statutory local education authorities controlling local finance and administration. A European representative member opposed the proposal, insisting that the proposed authority would exercise powers which belong to a Ministry and which are prerogatives of the Legislative Council and would further tie the hands of the future Minister of Education who would probably be an African. The European and Asian authorities, he insisted, should also disappear. The Minister for Social Services proposed that the motion be amended to read that the Council requests Government to consider the possibility of replacing the existing African Education Advisory Committee by a statutory education authority, an amendment supported by a number of African members. The motion as amended was passed on May 7, 1958.

Chapter VII. Educational Plans and Outlook

AS TANGANYIKA has moved toward self-government, an extensive reappraisal of the education system has been underway. Major changes, which would remove many conditions to which Africans have objected and expand facilities for turning out the highly trained local personnel needed by the emerging nation, have been agreed upon or are under consideration. Two important developments are here noted: the report of the Committee on the Integration of Education¹ and new plans for the development of educational facilities for Africans.

Report of the Committee on the Integration of Education

The Committee on the Integration of Education, appointed in December, 1958, presented its comprehensive recommendations in a report dated October 29, 1959, and published in the spring of 1960 with the following official statement:

Government accepts generally the conclusions reached by the Committee. There are, however, a number of unresolved major issues arising from their recommendations, not least those of finance. Government has therefore set up a Working Party to examine these issues which will enable Government to formulate proposals. These will be set out in a Government Paper to be introduced into Legislative Council as soon as may be practicable.

The Minister for Education and Labour announced in Legislative Council on May 16, 1960:

An interim report has been submitted by this working party which shows that the system of integration proposed by the committee is not impracticable, but there are quite a number of problems which still remain to be solved, and Government has felt that it would be inappropriate for the outgoing Government to deal with such far reaching matters at this late stage of the Council's life. The Ministry meanwhile will continue to plan on the basis of the Committee's report. . . .²

¹ Tanganyika. *Report of the Committee on the Integration of Education 1959*. Dar es Salaam: Government Printer, 1960.

² *Tanganyika Legislative Council Debates*, May 16, 1960.

A Government Paper is expected to be presented to the Legislative Council which will be elected in the autumn of 1960.

The Committee chose to consider the general question of the integration of the present systems not "by adopting a limited and piecemeal approach" but by adopting "the bold approach" of "tackling the problem realistically and producing a plan which although it could not be implemented in its entirety immediately might become a blueprint for future development."

The Committee recommended that any non-government school must have a place in an approved educational plan and accept and follow the principles of the integrated system of education in order to be eligible to receive government aid. A school wishing to remain outside the integrated system and, for example, to serve children of only one race or to make its own arrangements for secondary school admission, would not be eligible for government aid. Schools outside the integrated system of government and government-aided schools would be known as private schools. The Committee recommendations enumerated refer to government or government-aided schools.

The Committee stated, "linguistically, full integration is possible immediately at the secondary stage of education but . . . is practicable only to a very limited extent at the primary level" and referred to other major considerations to be taken into account—the "interests of groups for whom and by whom particular schools have been provided in the past," the "traditions and characteristics other than racial ones, of existing schools," and "differences in diet, religion, and the cultural backgrounds of the various races." The Committee therefore recommended that:

. . . any child should be eligible for admission to any school in the Territory, provided that his knowledge of the language of instruction is such that he should be able to maintain his place in the school, and provided that in the case of a primary school priority in admission should be given to the children of the community for whom the school was established.

The Committee specifically recommended that admission to all secondary schools, including trade school courses, should be by competitive examination taken by children of all races, that selection for higher secondary education should continue to be made on the basis of pupils' results in the Cambridge Oversea School Certificate examination and school records, and that the teacher training colleges should admit students of any race. Referring to the statement made by the Member for Social Services in 1956 that the number of non-European children admitted to St. Michael's and St. George's schools, the secondary schools planned for European children, "must necessarily be limited to a small number," the Committee on the Integration of Education reported:

. . . we do not consider that the number of non-European children to be admitted to St. George's School should be limited to a small number, nor

do we consider that such limitation will be necessary in future on the grounds of accommodation difficulties. We consider it to be fundamental that St. George's School should take its place fully in the integrated system. In order to bring about this development, a girls' secondary school, which similarly should be open to the children of all races, must be provided, and we consider that this project should therefore be given very high priority.

The Committee stated: "The distribution of the children of the different races as between urban and rural areas makes it clear that the effect of our recommendations will be felt more immediately in the townships of the Territory" The majority of Indian children, a good proportion of European children, and a fairly small percentage of the African children live in and attend schools in towns. The great majority of the Africans live in rural areas and most of the schools in the rural areas are African schools. The Committee pointed out that "for reasons of the geographical distribution of the African population, no plan for integration, or even an edict that all schools in the territory should immediately be integrated would have any appreciable effect on the African primary schools in rural areas, which will continue in the vast majority of cases to be attended almost exclusively by African children."

The Committee made detailed proposals for the structure of the integrated system, taking into consideration the limited financial resources available, the necessity for primary and secondary courses of uniform length in all schools, and the need for a primary course which would enable a child who did not proceed further to assume his place as a useful member of the community. The Committee concluded that the most that could be planned "in the foreseeable future for all the children of the Territory is a primary school course of 8 years, although we realize fully that this will not be possible of fulfilment for many years to come in the case of all African children." The Committee recommended that ultimately the length of the primary course should be 8 years in all schools. It also proposed that a common syllabus should be introduced in all primary schools, with the reservation that the use of a language other than English as the medium of instruction in the lower classes would involve some modification in these classes.

The Committee considered the balanced development of secondary education essential to cater for children of varying abilities and to provide for the territory's needs and suggested that "a variety of courses including academic and modern, with a technical, agricultural, commercial or trade bias, should be provided and that entry to these courses should be on a selective rather than a residual basis." It suggested that, with the exception of trade school courses which would remain 3-year courses, all secondary courses should be 4 years in length and lead to the Cambridge Oversea School Certificate or comparable examination level. Admission to all these courses, as indicated above,

would be by competitive examination. The entrance examination would be set territorially and marked regionally and selections would be made regionally.

The Committee proposed that the Standard X examination, which is now taken in African schools, "should continue on a territorial basis and that it should provide both a means of ensuring the fitness of pupils proceeding to Standard XI and a qualification recognized in Tanganyika for those who do not wish to remain at school." Selection to higher secondary courses would be based on the pupils' results in the Cambridge Oversea School Certificate examination and school records. It was considered desirable that the 8-year primary schools and the secondary schools should be separate schools. The Committee also recommended that high priority be given to the introduction of part-time classes in all townships to provide opportunities for further academic, technical and vocational education for those who have left school.

The Committee recommended:

That, within the limits of funds available, all future development, including that provided for in existing plans and proposals, should be so planned as to provide, either by extensions to existing schools or by the building of new schools, for the future education structure of a primary course of 8 years, a secondary course of 4 years and a gradual extension of Higher School Certificate courses.

The Committee proposed that in urban areas during the immediate future the funds available for secondary development should be used to provide additional facilities at existing primary schools so that these might provide an 8-year course. This, the Committee pointed out, would "result in classroom accommodation being freed at existing secondary schools and therefore will provide at the same time for an expansion of the urban secondary school system." It also proposed that "within the availability of capital funds for primary education existing primary schools should be extended and all new primary schools should be planned as 8-year schools." Discussing development in rural areas, the Committee referred to the existence of incomplete African secondary schools and stressed that "future development should be on the lines of the provision of complete 4-year secondary schools wherever possible, and that as a first step priority should be given to the expansion of the existing Standard IX and Standard X schools to full 4-year schools." It considered as a "natural first step" toward the ultimate goal of 8-year primary education the expansion of 4-year primary schools into 6-year schools. This had been suggested in the proposed new plan for the development of African education, which had been prepared by the Director of Education in 1959 for discussion throughout the country. This proposal is discussed below.

The Committee recommended that Boards of Governors or School Committees should be appointed for all secondary schools and teacher training colleges, or groups of schools or colleges, to govern the institutions in accordance with the Ordinance. The Committee stated this procedure, which "modern educational practices favours," has the "great advantage both of decentralization and of harnessing local interest and enthusiasm for educational purposes."

The Committee also stated in its report:

We note that there is a wide variety in the conditions of service, including emoluments of the teaching staff at present employed in the schools, both Government and Government-aided, of the various communities. We also note that the question of the establishment of a Unified African Teaching Service is now under consideration by Government. We consider that it is essential that as soon as possible a Unified Teaching Service which would include all locally appointed teachers should be established.

Questions of finance arising from the proposed integrated education system were also considered. Dealing first with the question of fees, the Committee, with two members dissenting, recommended that no tuition fees should be charged in Swahili language primary schools, that is, African primary schools where fees are now charged for equipment and materials. This recommendation was made in view of African opinion, the trend in other countries and the inconsistency of charging fees for equipment in primary but not in middle schools. (At other primary schools tuition fees would be charged on the same basis as at present for a 5-year period toward the end of which the position would be reviewed.) The Committee recommended that in all secondary schools—including existing African secondary schools where no tuition fees are now charged—a fee of approximately 25 percent of the annual tuition cost per pupil should be charged, with scholarships or bursaries available for deserving children whose parents are unable to meet the full fees. The Committee recommended that, as at present, a boarding fee of approximately the annual boarding cost per pupil should be charged in all boarding schools, with remissions of fees at primary schools and scholarships or bursaries at secondary schools to ensure that no child is unable to attend because his parents are unable to afford the fees.

The Committee recommended that all government-aided schools, provided that they are managed and run efficiently, "should be aided on a budget basis, that is, by the provision of a grant to cover the shortfall between approved expenditure and approved income." The various present methods of financing African, European and Indian aided schools would be replaced by this method of assessment.

The Committee stated that questions of fiscal policy were involved which it was not competent to examine in detail and therefore merely drew attention to the major factors which would require further study by Government: the recommendations referred to above, the need for

a uniform method of financing capital works, and the major problem of taxation and the division of responsibility between the central government and local authorities. On the latter problem the Committee reported:

The implementation of our recommendations for integration, or indeed any plan for integration, makes the present system of racial taxation and the lack of uniformity in contributions towards the cost of education by Native Authorities obsolete. Nevertheless, it appears logical that the financing of education should continue to be the responsibility of Central Government and Local Authorities in partnership, but the financial basis of this partnership appears to need review. We have noted proposals for the introduction of Local Education Authorities and we consider that these bodies, provided they are constituted on non-racial lines, would in due course find a place in the system which we propose. A logical development might be for Local Authorities, possibly in some instances with the assistance of a subvention from Central Government funds, to assume responsibility for primary education within their areas, and the assessment and payment of bursaries at both primary and secondary levels; secondary education and teacher-training otherwise remaining the responsibility of Central Government. The question also arises as to how revenue to replace that at present produced by racial taxation should be raised. One possibility is the introduction of a non-racial education tax.

The Committee pointed out that acceptance of its proposals "will necessitate drastic alteration to the present machinery for the administration of the educational systems of the various races. . . ." It recommended that one body—an Advisory Council on Education—should replace the Advisory Committee on African Education, the European and Indian Education Authorities and the Advisory Committee for Other Non-Native (including Goan) Education. This, it stated, would "necessitate the repeal of existing racial education legislation and its replacement by one ordinance governing all educational activities." The Departmental headquarters' organization would also require modification.

The Committee considered it desirable that a firm date should be laid down for the introduction of the new system even though some of its proposals would be implemented gradually over a period. It recommended that Boards of Governors and School Committees should be established and the first competitive examination for entrance to secondary schools should be held during 1961 and that the new system should be introduced on January 1, 1962. (It had been informed that this would be possible provided there was no undue delay in the acceptance of its proposals, in a decision being reached regarding questions of finance, or in the enactment of the necessary legislation.) The Committee considered, however, that as soon as its proposals were approved and provided there were vacancies in existing classes, ad hoc arrangements should be made for the admission of children of all races to primary schools under the specified conditions.

New Plans for the Development of African Education

It is already evident that a new approach to the development of African education, one dictated largely by the desire and need as the territory approaches independence to train local people, particularly Africans, for positions of responsibility, is now considered essential by African leaders and British officials.

Early in 1960 there were nearly 4,000 senior posts in the civil service. Of these, 2,418 were occupied by Europeans domiciled overseas, 542 by Asians domiciled overseas, 467 by locally recruited officers, of whom 346 were Africans. There were some 500 vacancies, about half of which were filled on a temporary basis. In May 1960, it was estimated that a total of some 2,800 senior posts would be required to be filled within the next 10 years. This estimate related only to the replacement of normal wastage and a number of new posts required for development. The number to be filled would increase if development should become possible on a wider scale than could be foreseen or if expatriate civil servants were to leave before reaching normal retirement age.³

In contrast to the civil service requirements alone, it may be recalled that in mid-1959 there were 70 Tanganyika Africans with degrees and 44 with diplomas and that in 1960 there were some 600 Tanganyika Africans taking post-secondary courses. It is generally recognized that before any appreciable increase in these numbers can be achieved, an expansion of secondary school facilities for Africans, so that larger numbers may attain School Certificate level and qualify for further training, is required.

The new approach consists essentially of placing the highest priority on and devoting a major portion of the funds available to the expansion of secondary school facilities, particularly at the Standard XI and XII level to permit larger numbers to attain School Certificate level. The 1960 United Nations Visiting Mission to Trust Territories in East Africa commented:

It may be argued with cogency that too large a proportion of the Territory's limited educational resources was devoted in the past to extending the 4-year course of Primary Education which by itself did not make an immediate contribution to the development of Tanganyika or to the supply of the trained personnel which it needs. It is now recognized that any further major advance at this level must come from the resources of local authorities, strained though these are already.⁴

³Statement by the Chief Secretary, *Tanganyika Legislative Council Debates*, 18 May 1960.

⁴United Nations Trusteeship Council. *Report of the United Nations Visiting Mission to Trust Territories in East Africa, 1960, on Tanganyika*. T/1532, 20 May 1960. p. 106.

It "noted amongst both officials and political leaders a realization that the main priority in the next few years must be in secondary education" and endorsed this view.

The new emphasis is evident in the 1960-61 estimates presented to the Legislative Council in the spring of 1960 and in the proposed new 3-year plan for the development of African education during the years 1961-63. This plan, which would supersede the 5-year plan, is being prepared for consideration by the new Government which assumes responsibility on October 1, 1960.

The Minister for Education and Labour stated in the Legislative Council, while discussing estimates for 1960-61, that the estimates originally submitted by the Department of Education provided for a development program following more closely the five-year plan and spread more evenly over primary, middle, and secondary education. However, the Development Committee of the Council of Ministers, which includes unofficial ministers, stressed the paramount importance at the present time of School Certificate work both as an aid to the general development of the territory and as a key to the replacement of expatriate staff by local people. The capital expenditure estimates were therefore recast.

The estimates for 1960-61 which were presented to the Legislative Council provided for 12 new Standards XI. This addition to the 18 streams existing in 1960 was expected to bring the total enrollment in all Standard XI classes to 1,015, about 40 percent in excess of the target in the 5-year plan. It was also expected that by 1961 enrollment in Form V, the first year of the Higher School Certificate course, would reach 170, which would also be 40 percent in excess of the target in the 5-year plan. (In contrast the 1960-61 program was expected to result in 1961 in primary school enrollment equal to 76 percent and middle school enrollment equal to 72 percent of the respective targets in the 5-year plan.) Of the total capital expenditure provided for African education in the 1960-61 estimates (£412,917), more than half is to be spent on secondary schools. The previous year the comparable figure was less than one-fourth of the total. The Minister said the possibility of a "special emergency" or "crash" program to provide no less than eleven more Standards XI—which would bring the total of new Standards XI to 23—was under consideration.

The new 3-year plan which is being prepared for the new Government would provide for an increase in the total number of places in secondary school Standards IX through XII, which had reached 4,484 in 1960, to 9,653 by 1963. This compares with 5,535 places proposed in the 5-year plan. The most striking increase would take place at the Standard XI and XII level. The plan would provide for 1,778 School Certificate candidates in 1963 compared with 479

in 1960 and the target of 560 in the 5-year plan. Provision would also be made for 520 places in Higher School Certificate forms compared with the 203 places existing in 1960 and 220 places contemplated in the 5-year plan. There would be 220 Higher School Certificate candidates in 1963 compared with about 90 in 1960 and 100 provided for in the 5-year plan. The new plan was expected to involve an increase in recurrent expenditure, in 1963, of £200,000 per year over the 1960-61 estimates. The capital cost, beyond the provision in the 1960-61 estimates, was expected to amount to about £650,000 over the 3-year period.

The Minister for Education and Labour stressed in Legislative Council in May 1960 that the expansion of School Certificate work can only take place if the necessary teaching staff can be recruited. He pointed out that there is a world shortage of teachers and any country needing the services of qualified teachers must therefore offer pay and conditions to attract them. The Director of Education was already increasing the qualified teaching staff by transferring qualified secondary teachers from administrative to teaching work and replacing them with less highly qualified teaching staff who had been given intensive courses in administrative work. However, the need for overseas recruitment would continue until sufficient graduate teachers were coming forward from Makerere. The Minister was concerned about the small number of Makerere graduates willing to remain and obtain a Diploma in Education which would qualify them to work in the secondary schools. In order to attract graduates into the teaching profession, he said, the Government Bursaries Committee had recently approved a proposal to increase the bursaries of those studying for the post-graduate Diploma in Education.

It will be recalled that an announcement in June 1959 indicated that the three East African Governments accepted the establishment of a University of East Africa comprising three interterritorial colleges, including one in Tanganyika, as a "desirable objective for the foreseeable next stage," and were studying the implications of its establishment in order to prepare a program of development acceptable to all three territories. The Government of Tanganyika of that time thus expressed the view that the territory's first university institution should be an interterritorial college which would be a constituent part of a University of East Africa and that the time table of development should be agreed by the three territories. Moreover, the Minister for Education and Labour, a civil servant, later reiterated this position and expressed the view that an institution should not be opened before the date suggested by the Working Party.

On May 16, 1960, the Minister referred to the matter in Legislative Council. He expressed his conviction that "the inter-territorial character of higher education in East Africa must be preserved" and his

hope that there would be "no ill judged attempts by Tanganyika to go it alone in the field of higher education." He stressed the need for a university college to be properly planned, staffed and supplied with students. His position was that Tanganyika should during the coming quinquennium continue to send students to Kenya and Uganda for higher education while a university college was being built in Tanganyika and prepared for the admission of students during the following quinquennium. There is, however, a strong desire in Tanganyika for the early establishment of a university institution within the territory, and there is a possibility that an institution may be established before 1965-66.

The United Nations Visiting Mission which visited Tanganyika in April 1960 reported:

Educational officials point out that the output of students from Tanganyika secondary schools could be absorbed for several years to come by existing institutions of higher education, while agreeing that advance planning for the new College in Tanganyika should be begun. African politicians naturally regard the establishment of a University of Tanganyika in the near future as the educational counterpart of political independence, but are conscious that such a project would be expensive and beyond the capacity of the country to meet from its own resources.⁹

The Visiting Mission also stated:

While this cannot have at this very moment the priority that an expansion of secondary education should have, the Mission believes that it will become a political and educational necessity well before the date of 1965/66 suggested by the experts. There will obviously be great difficulty in providing capital costs for an investment which will bear fruit only over a long period of years. International grants may well be forthcoming and there is a small trust fund already in existence. The Mission is confident that private philanthropic foundations will regard such a project as worthy of substantial support.⁹

While there appears to be no plan for any appreciable increase in the number of places available for children beginning primary school, for what might be termed the horizontal expansion of the existing African primary system, proposals have been made for the extension of the existing 4-year primary schools so that they might provide a longer primary course. Although no decision to proceed with this program has yet been announced, such an extension of the existing schools, which would permit larger numbers than at present to continue beyond Standard IV, may be a third, but long-term, objective of future development policy.

The desire for a longer primary course and the dissatisfaction with the curriculum in middle schools which Africans have expressed has been mentioned. Moreover, educators in Tanganyika have recognized that the 4-year primary course has not worked out as originally ex-

⁹ *Ibid.*, p. 103.

⁹ *Ibid.*, p. 108.

pected. One reason has been that too little reading matter of the type required for products of the primary school to retain their literacy has been produced. The 1960 UN Visiting Mission reported:

As has been previously pointed out by the Administering Authority and visiting missions, a critical situation exists as long as there is not a sufficient number of middle schools to absorb the number of children successfully completing Standard IV. The child normally lives in an educationally low environmental level and he is taught mainly in Swahili, the *Ungua franca*. Thus he is not assured a sufficient knowledge of reading and writing and does not receive a general education sufficient to enable him to continue his education alone. As a matter of fact, as was stated by the Minister of Education to the Mission, many who leave school at Standard IV relapse into illiteracy.

Educators in Tanganyika have also expressed the view that the teaching of agriculture in middle schools has been of great value in some areas, particularly those suitable for the growing of cash crops, but of less value in other areas where a subsistence economy prevails. When boys return home from middle schools they are not permitted to put into practice the new methods they have learned because their elders prefer traditional methods. The view has also been expressed that, since specialists believe no true trade school or technical training can be given until a boy has had 8 years' schooling, work in handicrafts in middle schools might better be approached through hobby courses or by handicraft teaching in selected schools.

With full regard to these factors, a proposed new plan for the development of African education (distinct from the proposed 3-year plan already discussed) was prepared by the Director of Education in 1959 for discussion throughout the country. It recommended that all African primary schools be extended to 6-year schools, with double sessions in the first four standards and single sessions in Standards V and VI, and that 2-year intermediate schools should provide the stage of education between the 6-year primary schools and the secondary schools.

It was proposed that most of the existing middle schools should become double stream intermediate schools, which would either be mainly academic or have either an agricultural or handicraft bias, and that the remainder of the existing middle schools should become secondary schools of various types. In contrast to the targets under the 5-year plan, the implementation of the proposed plan would mean that all of the children in Standard I (110,000 in 1959) could complete 6 years of schooling rather than 4; that 25,600 rather than 17,840 children might expect to complete 8 years; and that 3,830 children rather than 2,100 might expect to enter Standard IX.

The Committee on the Integration of Education, in discussing African primary schools in rural areas, indicated it considered the proposal for the extension of primary schools into 6-year schools set

forth in the Director's plan a natural first step towards the ultimate aim of 8 years primary education and one which appeared to fit in well with the Committee's proposals.

In May 1960 the Minister stated in Legislative Council that the question of extending the African primary course from 4 to 6 years and doubling Standards VII and VIII as a step towards the eventual establishment of an 8-year primary course was still under examination. He said that although naturally 6 years' education is better than 4, it is also more expensive and the extension of the primary course would delay the abolition of double sessions in Standards III and IV. It is also recognized in the territory that a student completing Standard VI is not much more employable than one completing Standard IV. Some students completing Standard VIII now find difficulty in securing employment.

Present plans call for much larger numbers to attain School Certificate and Higher School Certificate level within the next few years. The establishment of a university institution in the territory within the same or somewhat longer period is likely. The implementation of the proposals of the Committee on the Integration of Education would open other avenues. The African primary schools in rural areas—the greater part of the present African primary system—would in most cases be attended almost exclusively by African children and the African boarding secondary schools in rural areas would also probably remain largely African schools. However, the proposals would mean that African children, who can now attend only African boarding secondary schools, would be able to compete for places in the Indian secondary schools and, when a separate school for girls, St. Michael's, is provided, for places at both St. George's and St. Michael's schools, the only secondary schools in the territory planned for European children. Under the conditions laid down, African children could also be admitted to primary schools originally established for children of other races. Thus important changes in the educational opportunities for African children are evidently in the offing.

