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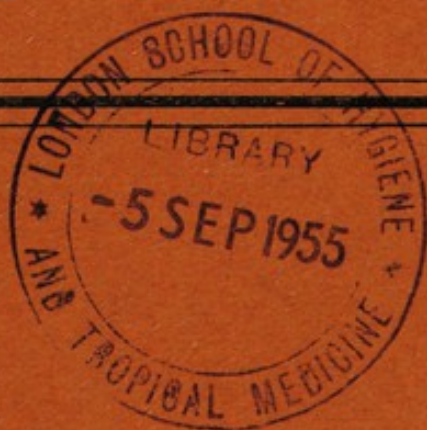
*COLONIAL REPORTS*

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# Nyasaland

## 1954

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LONDON:  
HER MAJESTY'S STATIONERY OFFICE  
1955

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COLONIAL OFFICE

**Report  
on the  
Nyasaland  
Protectorate  
for the year  
1954**



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General Review

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## PART I

### Review of 1954

The year 1954 assumes important significance as the first full year of Federation and during this period financial and administrative responsibility for Health, Posts and Telecommunications, Inter-territorial Communications, Lake Transport, Civil Aviation, Customs, Income Tax, European, Asian and Higher Education, European Information, Tourism and Military Forces was taken over by the Federal Government. Over the year the Federal Government showed, for the most part, a real understanding of Nyasaland's position and problems and encouraged the belief that the future history of the federated departments would be one of continuing progress and development.

In May, 1954, the Secretary of State for the Colonies, the Rt. Hon. Oliver Lyttelton, D.S.O., M.C., M.P. (now Viscount Chandos) visited Nyasaland for discussions on the land problem in the Southern Province, to which the 1953 disturbances had given prominence and on constitutional reform. During his stay, and in spite of an unfortunate accident, he was able to meet and hear the views of representative groups of each of the three main communities in the territory, and took the opportunity of studying the land problem both on the ground and from the air. He also had discussions with representatives of estate-owners.

Following his visit it was announced that, in consultation with the Governor, he would consider the representations made to him on constitutional reforms and thereafter definitive proposals would be put forward which would include some provision for an increase in African representation on Legislative Council. These proposals had not been published at the close of the year.

On the question of the land problem it was decided that Government should enter into negotiation with the owners of certain estates with a view to acquiring land closely occupied by African tenants and land suitable for the settlement of Africans which was not required by estate-owners for development. This policy has since been actively pursued by Government.

The agricultural progress of recent years was continued in 1954. Despite the fact that the weather was erratic and variable, crop production reached record figures. Moreover, the year saw some solid improvement throughout the Protectorate in the standards of agricultural practice. Indeed, had it not been for improved farming methods the short and patchy rains would have made it a disappointing year.

The progress achieved has for the most part been the result of simple measures. Early planting, early and thorough weeding and steady improvement in the conservation of soil and water remain immediate objectives of Government's agricultural policy, which *inter alia* aims at producing increased quantities of food to keep pace with the evergrowing population, to maintain and improve the standard of economic crop production and to provide for a rising standard of living.

African trust land produce was handled by the statutory marketing boards, which in 1954 bought 79,164 tons of produce for which they paid an aggregate of £2,258,454 to the producers. These Boards are powerful instruments of Government's policy, not only because of their direct influence on markets and prices and on the extent and balance of crop production, but also because their surplus balances are used to promote development in rural areas. The three Boards have, during the year, undertaken a considerable building programme and storage accommodation now enables the Produce Marketing Board to store 40,000 tons of bagged produce.

A record surplus crop of maize amounting to 54,345 short tons was purchased by the Produce Marketing Board at a price of 1d per lb. 40,800 short tons were exported during the calendar year 1954, which included a carry-over from 1953. In accordance with policy some 32,000 short tons were retained for subsequent disposal as soon as the 1955 crop harvest has been assured. This policy insures against a food shortage in the Protectorate. It is recognized that excessive maize cultivation impairs soil fertility, and in consequence its cultivation in unsuitable areas is discouraged.

The absence of late rains in 1954 had the affect of reducing the yield of rice, particularly in the Kota Kota District; though the Karonga crop, following the planting of increased acreage, maintained its tonnage. Surplus rice production amounted to some 3,218 short tons paddy, of which 820 short tons of grade I rice were exported. Rice is grown by the African farmers and its production depends for success on the flooding of low-lying areas by river or lake. The crop is marketed mainly through producer co-operative societies. A pilot project was started during 1954 to investigate the potential of a floodland plain area near Lake Chilwa for rice-growing under controlled irrigation.

The drive for increased production of groundnuts continued in 1954 and a record surplus amounting to 7,327 short tons was purchased by the Produce Marketing Board at a price of 3½d per lb. The acreage planted to this crop considerably increased and methods of planting showed some improvement, many growers planting early in double rows at close spacing. The cultivation of groundnuts continues to be attractive, both as an economic crop and agronomically as an alternative to or in rotation with maize and tobacco.

In spite of the erratic rainfall in 1954 the production of tobacco was, on the whole, favourable in all growing areas although not to be compared with the high yields of the previous season. The Protectorate's crop totalled 33,152,570 lbs. for all types of tobacco sold over the auction floors showing a reduction of approximately 3 million lbs. on the 1953 crop. The improvement to be derived from the use of the correct fertilizers was again demonstrated and in this context sulphate of ammonia was made available for sale at a subsidized price to approved trust land tobacco growers by the African Tobacco Board. An effect of the policy directed towards the gradual elimination of inefficient trust land growers by way of the refusal of registration was seen in the decline of fire-cured growers in the Central Province from 58,048 to 54,329. Sun/air cured production dropped in 1954 largely because tenants on private estates showed a preference to cultivate fire-cured tobacco. The flue-cured crop was bigger than in 1953 and a noticeable improvement in quality ensured to that tobacco a fair price on the floors. Efforts to encourage the erection of increased barn accommodation continued during the year and met with some success.

The general standard of tea production showed an improvement on last year, and with the high prices ruling at the London Tea Auctions, combined to make 1954 a record year financially. Research and advisory work on tea continued to expand with the further development of the Experimental Station at Mimosa and the completion of a laboratory subscribed by the Tea Association.

Cotton experienced a difficult season and reduced yields were the order of the day. The 1954 crop totalled 7,801 tons of seed cotton, being 3,000 tons less than the near record crop harvested in 1953. While the number of growers and the increase in acreage were well maintained, poor rainfall on the Lower River and difficult planting conditions combined with some severe attacks of bollworm in the Central Province, adversely affected yields. The whole of the African Trust land crop was purchased by the Cotton Marketing Board.

The tung industry experienced some disappointment in marketing its oil in 1954, due to the competition offered by exports from China and by alternative paint manufacturing processes. These adverse market conditions operated to the advantage of the tung oil buyers and depressed prices below the economic cost of production in Nyasaland. The crop, which is grown exclusively by European farmers, is expelled in the country at one or two factories and is marketed by the Tung Growers' Association.

The extension services of the Agricultural Department have as their immediate objectives the improvement of the general level of African cultivation step by step, the advancement of selected promising individuals to a high standard of conservation farming, and the re-organization of village lands on a consolidated pattern to facilitate better land usage. Steady progress has been made with these objectives.

The Master Farmer Scheme, by which it is hoped to evolve a superior class of individual farmer who will not only improve his own standard of living from the land but will also set an example for general advancement, achieved a good start during its first full year of operation. Under this scheme progressive African farmers are encouraged to follow certain prescribed conditions of good farming, including the consolidation of holdings, soil conservation, the adoption of a sound rotation incorporating fallows, the proper use of stock and correct crop cultivations.

The number of prospective master farmers now stands at 200, and it is expected that numbers applying for consideration will increase progressively over the years.

Another approach to the problem of introducing sound farming methods into African agriculture was started, and made good progress during the year. It has as its aim the re-organization of village lands, the allocation of suitable areas to timber and grazing and the rearrangement and consolidation of gardens on a permanent conservation pattern.

The training of African agricultural field staff continued at the Mpemba Centre, and a limited number of the most able first-year students are now being retained for a further two years' period of training. The need for a larger institution has been felt for some time and plans are well advanced for the transfer of the Training Centre from Mpemba to Lilongwe. The new Centre will cater for veterinary instruction, will teach agriculture to all teachers-in-training, and will provide other courses for qualified school teachers, master farmers and members of District Councils. A rural farm school was opened at Tuchila in the Southern Province early in the year and provides short practical courses of one week's duration to selected African families and potential master farmers.

Increased extension services have been developed for soil and water conservation. In the Northern Province there is a scheme, financed by the Native Development and Welfare Fund, for building small earth dams, using ox-drawn scoops for moving the earth. These dams vary in size from half a million to 3 million gallon capacity. A similar scheme has been started in the Central Province. Soil conservation in all three Provinces was originally confined to the purely physical measures of protection and consolidation, but over the past few years a growing appreciation of the need for greater concentration of effort has evolved a policy of "conservation by catchments" in the Southern Province. This has had the effect of doing away with inefficient piece-meal efforts and of improving the standard and quality of physical protection within a specified catchment area.

Agricultural research and experimentation continued to expand during the year and the Research Station at Chitedze near Lilongwe

continued its programme of experiments on tobacco, maize, ground-nuts, pastures and soil fertility problems. Close co-operation is maintained with the Veterinary Department, which maintains an indigenous cattle herd in the Livestock Improvement Centre on the Station. The main experiments undertaken at Chitedze were duplicated at Tuchila in the Southern Province and at Mbawa in the Northern Province in addition to attention to more local problems. Makanga on the Lower River concentrated mainly on cotton experimentation and started a small pilot irrigation scheme.

Recurrent and heavy incidence of tick-borne diseases in areas of the Northern and Central Provinces during the year has again emphasized the need for more dipping tanks. Attendance at existing dipping tanks has, however, shown much improvement and there is reason to believe that appreciable numbers of African stock-owners have come to the realization of the advantages to be derived from this method of tick control. Fortunately, there were no major outbreaks of disease and in view of the pressure of human population on the ground the stock position was remarkably buoyant.

The livestock census of the Protectorate in 1954 showed an increase in the cattle population of 6.9 per cent., an increase in the goat population of 9.4 per cent., an increase in the sheep population of 2.6 per cent., and a decrease in the pig population by 12.8 per cent. There was a significant reduction in hides and skins exported during the year from 52,234 units in 1953 to 40,384 in 1954. The only area of true milk surplus in the Protectorate is in the Northern Province where this year the surplus was converted into 27½ tons of ghee. Substantial progress was made in the improvement of stock housing, particularly in the Central Province where nearly all the herds now have roofed accommodation for the calves.

Diagnosis, disease investigation and the production of vaccine continued at the Veterinary Laboratory in Blantyre and progress was made in research work on the production of rabies vaccine. Nearly 4,000 specimens were received for examination by the laboratory during the year and 200 post-mortems were carried out.

Substantial progress was made during 1954 in the afforestation of areas at eight centres in Government Forest Reserves with softwood timber species, bringing the total area of plantations under Government ownership to 11,781 acres. For the second season in succession, however, weather conditions for planting were exceptionally difficult, due to the poor distribution of rainfall. Considerable interest centred around the possibility of growing poplar on a commercial scale. Trial plots were established by several private estate-owners with planting material flown up from South Africa. A development plan for the period 1955/60 was compiled during the year and provides for the organization and development of present afforestation activities into a number of self-contained units each operating over some 3,000

acres with a standard scale of staff, labour, transport, buildings, roads and fire equipment. The production of plywood by the Nyasaland Plywood Company ceased during the year owing to lack of supplies of suitable timber. A Forestry Department sawmill, under erection in Blantyre, is designed to deal with the growing outturn from softwood afforestation units in the Limbe/Blantyre, Zomba and Mlanje areas. The timber impregnation plant was in full operation during the year and treated 27,393 cu. ft. of timber. Training of African staff continued at the Dedza Forestry School and 12 students successfully completed a course in the formation of plantations and forest mensuration.

Game, fish and tsetse control are dealt with under a single Department. During the year the Game Control staff's concentration on vermin control activities diminished as more of the burden of this task was transferred to local authorities. Netting teams were maintained in several districts, but with only moderate results and in the Central Province the major control of vermin is now carried out by the cultivators themselves, encouraged by the payment of a bounty. This increased activity by local authorities made it possible for the Game Control staff to pay more attention to dangerous game and to conservation. Access roads to Kasungu and Kota Kota were completed and patrols in all areas were intensified. Observations of game were made in the Kasungu and Kota Kota Reserves and in the Nyika and Majete non-shooting areas. While paucity of records does not permit of an opinion as to whether game is on the increase in these places, the game is satisfactorily tame and observable, at least during the dry season when watering points are restricted.

Both African and non-African fisheries showed signs of expansion during the year. One of the two non-African firms concentrated in the South-east arm of Lake Nyasa constructed two steel motor fishing vessels locally from raw materials as distinct from prefabricated parts. Efforts to persuade Africans to fish on a near commercial scale met with some success, and there is hope that with careful fostering, and the application of experience gained in experimental fishing, considerable expansion and development can be achieved. A Fisheries Research Unit was established at Nkata Bay and experiments in deep water netting have given a clear pointer to possibilities of development in this field. The establishment of trout in certain Northern Province streams continued and at the Nchenachena Trout Station preliminary trials in the breeding of indigenous *tilapia* were undertaken.

The survey of the distribution and ecology of the tsetse fly in the Protectorate was completed during the year and the report submitted to Government for consideration. Statistics of crocodile catching indicate increased activity on the part of private operators whose total catch exceeded 2,800. It is estimated that the value of the skins sold in 1954 was approximately £10,000.

The lack of accurate vital statistics, in respect of the African population, makes it difficult to determine trends. It is evident, however, that the population is increasing annually. It was estimated to be 2,565,286 at the end of 1954. The European population at the end of the year was estimated at 4,500 and the Asian population at 6,337.

In the field of co-operative development three new dairy producer societies, two rice producer societies and one traders' supply society were registered during 1954, while the registration of eleven societies was cancelled. The total number of registered societies is 66. The Kilupula Rice Co-operative Union completed a successful year's trading, and established a rice mill at Kaporo capable of handling 5,000 tons of paddy annually. A tractor ploughing service is provided by the Union and it is estimated that approximately 600 acres were ploughed during 1954. Its business, which is considerable, has been conducted efficiently by its African staff. The first produce and marketing society to be registered in the Southern Province was established at Mlolo in the Port Herald District. This new society, a rice growers' co-operative, started operations in June. Increased interest has been taken this year in the growing of coffee in the Northern Province and co-operative societies have taken over the financing and the control of coffee nurseries in the Misuku and Nchenachena areas. Ghee production continued satisfactorily and output in the Kasitu and Bulambia areas increased by over 25 per cent. during the year. To date consumer societies have generally proved a failure. A notable exception is the Zomba European Society, which has had a very successful year, greatly increasing its membership, capital and turnover.

The new Blantyre/Limbe thermal power station, with a capacity of 7,000 kilowatts, was opened early in the year, and further progress made with the building of the high tension transmission system. In Zomba the hydro-electric installation is now operating. This scheme, which uses a static head of 1,300 feet is one of the highest in Africa and during 1954 increased the number of generated units by 30 per cent. At Lilongwe the electrical undertaking continued to expand in an effort to keep pace with the rapid commercial development of the town, but by the end of the year it was evident that additional plant capacity would be required in the future to meet the demand now developing.

In the sphere of water supplies work was completed on the Blantyre/Limbe Scheme during the year. The new system incorporated a large reservoir of 300 million gallon capacity, and on the completion of the contract the Blantyre Water Board was replaced by the Mudi Board and a revised water rating introduced. During the actual construction period of the Lilongwe water supply scheme it was decided to extend the programme to a total cost of £75,000. To bring the scheme into operation by the end of the year temporary pumping

arrangements were introduced, pending the arrival of permanent pumps from the United Kingdom. The existing water supply in Zomba is inadequate and improvements to the reticulation system, expected to cost £61,000, were started in 1954.

The geological mapping of the Southern Province continued and in the course of this programme discoveries of magnesite and vermiculite were made in the Blantyre District. No processing of minerals is at present undertaken in the Protectorate. A further examination of coal deposits in the Southern and Northern Provinces was started and these investigations were still proceeding at the end of the year. The programme of boreholes has been continued and a total of 89 were successfully completed during the year. These were almost entirely for village water supplies. Each of the new sites was selected by geophysical survey, and of this total 25 were for a new settlement scheme in the Chikwawa District.

At the end of 1954 three mining leases were extant for the production of corundum, kyanite and stone respectively. Exports of kyanite totalling 1,275 tons were made to the United Kingdom. Prospecting operations by two mining companies of wide repute in connection with deposits of pyrochlore and monazite were continued and permission to mine monazite was furnished to one of these companies.

A new Minimum Wages Order for unskilled African labourers came into force in May of this year. The Order, in recognition of the higher cost of living in townships as compared with the cost in rural areas, prescribed a minimum wage of 1s-4d per day in gazetted townships and 1s per day in all other areas. It also provided for an eight hour day and for overtime to be paid, not only for work on public holidays, but also for work in excess of an average of eight hours per day over the period of contract. The supply of unskilled labour in Nyasaland has remained generally satisfactory despite a sharp increase in free-flow migration, *i.e.*, migrants not recruited by established recruiting agencies. Organized recruitment for work outside the territory in 1954 has remained on the same terms and conditions as last year. Recruiting permits were granted to the Witwatersrand Native Labour Association and the Rhodesian Native Labour Supply Commission.

It is estimated that the number of African workers absent from the Protectorate in 1954 was 160,000, some 1,000 more than in 1953. Of these 100,000 were estimated to be in Southern Rhodesia, 42,000 in the Union of South Africa, 10,000 in Northern Rhodesia and 10,000 in other territories. The number of identity certificates issued for travel abroad during the year was 62,381, compared with 52,797 in 1953. This substantial increase is thought to have been largely due to the constantly expanding economy of the more highly industrialized countries of Southern and Northern Rhodesia and the Union of South Africa, which are prepared to pay high wages to

attract the labour. Thus the problem presented by the migration of numbers of able-bodied men from the Protectorate and the consequent diminution of the pick of the territory's man-power and disruption of family and tribal life at home, in no way diminished during 1954. In an effort to counteract the attraction of higher wages abroad, and to obtain an adequate supply of labour for their needs, local employers are paying increasing attention to improved amenities for their labour. These usually take the form of better housing, the provision of free mid-day meals for employees, recreational facilities, bonuses for regular attendance and in many cases wages higher than the legal minimum.

Five trade unions are registered under the Trade Unions and Trade Disputes Ordinance. The Railways Workers Trade Union is a new union registered during the year and has not at present fully established itself. Two of the Unions cover motor transport workers and non-manual and clerical workers in commercial and professional undertakings, chiefly in Blantyre. None of the workers' organizations can be described as fully representative. Standing Labour Advisory Boards function in each Province and it is their duty to advise Government on such matters as wage rates, conditions of employment, and industrial relations. Six stoppages of work took place in 1954, compared with 15 in 1953. The majority were due to misunderstanding of entitlements and all were quickly settled.

The effects of the Inter-Territorial Agreement on migrant labour were increasingly noticeable in 1954, and it is estimated that, including private remittances, more than three-quarters of a million pounds was received in the Protectorate during the year from migrant workers. The main purpose of the Agreement is to mitigate, where possible, the economic and social evils which attend large scale migration by individual males.

Internal retail trade continued normally during the year; the control of imports and exports passed to the Federal Government, and some slight relaxation of previous controls was seen.

It was not possible to assess precisely the value of imports into and exports from the Protectorate during 1954, since from the beginning of the year statistics were maintained on a Federal basis. For this reason, figures in respect of trade between Nyasaland and the other two Territories of the Federation are not available. Certain available details are, however, given in Chapter 5.

As in the previous year, owing to the severe shortage of accommodation a considerable portion of the building capacity of the Public Works Department was devoted to the construction of European and African houses. Fourteen European and 279 African houses were completed by the Department during the year. A considerable expansion in the Roads Branch establishment was approved in 1954 so that an adequate drawing office staff could be made available to

design works both for contract and for a departmental construction organization. Several major constructional projects taken over by the Federal Government during the year were carried out by the Department. Satisfactory progress was made with the work on the Lower River roads which concurrently provided paid employment to some 3,000 people in areas where crops had failed. The roads, when established, will greatly facilitate the extraction not only of cotton but of other crops grown in the Lower River.

For African education the period under review was largely one of consolidation and planning. The Government Trade School at Mpemba, near Blantyre, opened in January with 18 pupils undertaking courses in carpentry and building.

A five year educational development plan covering the years 1954 to 1959 was worked out in detail, with particular regard to primary education. Perhaps the most important aspect of this plan is to be found in the proposals for the transfer of a greater measure of financial responsibility for African primary education to local authorities on whom the responsibility for such education should properly fall.

Plans were also made for extending Government assistance to a number of junior secondary schools. The great increase in the number of senior primary schools, coupled with the application of age rules, has so increased the numbers of those completing Standard VI at an age young enough for further education, that it now becomes necessary to arrange for an expansion of the educational system, of which the proposed junior secondary schools constitute the first step.

Action has been taken to bring more uniformity into the conduct of examinations and to this end an Examination Board was set up. Arrangements were also made for the introduction of a territorial Standard IV Entrance Examination.

There are three African secondary schools providing four year courses up to the level of the Cambridge Overseas School Certificate. Of these two are financed by Government and controlled by Boards of Governors, with a total enrolment in 1954 of 162 boys and 12 girls. The third, a multilateral school, directly controlled by Government, had an enrolment in 1954 of 137. Of these, 53 were enrolled in the academic course, 60 were taking courses in carpentry, building and mechanics, and 24 were taking a clerical course.

The Government Teacher Training Centre, Domasi, is at present the main centre at which teachers are trained for the highest of the three grades of certificates awarded by Government, the Higher Grade Certificate; 82 students took this course in 1954.

Adult education was not neglected. During the year mass literacy drives were organized, particularly by the Dutch Reformed Church Mission. Literature in two vernaculars and in English is supplied by the Northern Rhodesia and Nyasaland Joint Publications Bureau, whose main centre for book-selling work is at Limbe with branches at Blantyre, Zomba, Lilongwe and Mzimba.

The Nyasaland Police Force is organized in three Divisions corresponding with the three Provinces. In accordance with the general development programme of the force three former police posts were reorganized during the year and established as police districts. Recruitment proceeded satisfactorily and by the end of the year 354 constables had undergone training at the Police Training School. The course is of six months duration and covers all aspects of police work. During 1954 the signals, transport and traffic sections of the Force were amalgamated into a new Communications Branch, and under this expansion programme high frequency stations were established at Zomba, Lilongwe and Mzimba.

The number of offences reported to the police increased from 16,897 in 1953 to 18,725 in 1954. Figures for murder showed a slight decrease on the previous year, whereas the incidence of burglaries, theft and arson all show an increase.

The Lands Section, which deals with land, mining, and town planning matters directed its efforts during 1954 to work concerned with new applications for leases, to the acquisition of privately owned land and African trust land for public purposes, and to the layout, for development, of public land in accordance with town planning schemes. In addition it assumed responsibility for dealing with the requirements of the Federal Government in respect of matters relating to land and buildings.

During the early part of 1954, town and country planning in Nyasaland was the responsibility of the Nyasaland Government, but as from May the Town Planning service for the Protectorate was provided by the Chief Town Planning Office, Southern Rhodesia. In the sphere of town planning, action designed to implement the Outline Planning Scheme for Blantyre and Limbe continued, with particular reference to the areas which are to be administered under the High Density Residential Areas Ordinance. A detailed scheme for the High Density Residential Area of Lilongwe was prepared early in the year. Town planning work was also carried out at Mzuzu and Nkata Bay.

The work of the Survey Department was mainly concerned with surveys urgently required in connection with town planning matters, particularly in the Blantyre/Limbe area where staff was concentrated to meet the surveying requirements of the African High Density Residential Areas. Similar work was also undertaken in Lilongwe. At Mzuzu, the new headquarters of the Northern Province, basic survey work was commenced during the year on the new township for which an outline development plan has been approved. Seven estates acquired by Government for African re-settlement, and totalling 22,711 acres, were surveyed. Surveys of trading centres and Government reservations on the periphery of administrative centres were undertaken in the Central and Northern Provinces.

Throughout the year the Directorate of Colonial Surveys maintained one field party observing primary triangulation in connection with the aerial survey of the Protectorate. The drawing and reproduction offices issued 7,534 copies of plans as against 3,771 in 1953.

In July, 1954, the information services in Nyasaland were re-organized, following the establishment of the Federal Information Department in Salisbury. From that date European information, tourism and photography became the responsibility of a Federal Information Officer stationed in Zomba. The remaining functions of the former Department of Public Relations were then taken over by the Nyasaland Information Service under an Information Officer.

The distribution of films for Africans is undertaken by the Nyasaland Information Service which operates two mobile cinema units, one stationed at its headquarters in Zomba and the other in the Northern Province. The units spent much of their time on tour. The most popular films are those produced by the Central African Film Unit. The audiences at film shows numbered 184,227 during the year. Nyasaland has no immediate access to the air but material and news for transmission to the African community is recorded at the studio in Zomba and airmailed to Lusaka for broadcasting. The production of "*Msimbi*", the Government vernacular newspaper continued and circulation remained at 7,500; it is estimated that each issue is read by at least five readers. The weekly information bulletin, published by the Information Service in Zomba, and introduced in 1953, broadened the basis of its circulation during the year and now stands at a figure of 6,000 weekly. It contains news items and other factual reports of interest and is disseminated to addresses within the country, neighbouring territories and in the United Kingdom.

African Provincial Councils met regularly during the year. The enactment of the Local Government (District Councils) Ordinance, at the end of 1953, represented an important step in the development of Local Authorities. A sound system of local government is a condition precedent to any form of ordered political development at the top and the Ordinance, in providing for inter-racial local governmental bodies, may be said to establish the statutory foundations of an inter-racial body politic. Following the enactment of the Ordinance, six statutory District Councils were established in 1954.

Co-operation between Government and the Native Authorities, which suffered a temporary eclipse in 1953 over the federation issue, generally re-emerged during the year. The provision in many districts of courses of instruction for Native Authorities and their staffs continued in a number of cases, to the increased efficiency of such staff. Too often, however, the efficiency of the staff depends on the calibre of the Chief himself. The majority of Native Authorities are keenly alive to the problems of soil conservation and food production, and

ensure the early preparation of gardens and observance of Natural Resources Rules and Orders. Extensive district travelling by administrative officers continued throughout the year thus maintaining the invaluable links between Government, Chiefs and people.

The jurisdiction of Native Courts covers the whole country, except for proclaimed townships and such areas as the Governor may order. The practice and procedure of the Courts are regulated in accordance with Native law and custom, subject to any rules which may be made by the Governor. As in previous years the greatest number of cases heard related to marriage and the payment of compensation in cases of adultery. The African Urban Courts established in Zomba and Blantyre continued to function effectively during the year.

A District Commissioner has been described as "everything from magistrate to midwife". In many districts, apart from the work of administration, his duties include work connected with police, prisons, land leases, posts, accounts, judicial functions, labour, education, agriculture, civil aviation, game control, customs, marketing of native produce, public works and health. In addition, nearly half of every month is spent by administrative officers travelling in their districts, seeing the Chiefs and people, interpreting Government policy and supervising the work of Native Courts and Native Treasuries.

The rate of native tax during 1954 remained at 17s-6d throughout the Protectorate (with the exception of two small islands in the Lake). Nine shillings of each tax was credited to Native Treasuries. The total amount collected in tax during the year was £504,580, compared with £495,292 in 1953.

In 1948 a Community Development Scheme was formulated to provide further intensive study, in a small area, of the problems of rural development under Nyasaland conditions, with particular emphasis on local government, taxation and land-usage. Fundamentally it was a research scheme and the intention was that, in due course, the area in question should be used for training Africans from all parts of the Protectorate in local government work and general rural development.

The Domasi area, just north of Zomba, was chosen for the scheme in 1949; it contains about  $\frac{1}{4}$  per cent. of the area and  $\frac{1}{2}$  per cent. of the population of the Protectorate. Preparatory work—building, mapping and the like—began in that year. The scheme got under way in 1950 and was brought to a conclusion at the end of 1954. A Local Government Training School was established in connection with it in 1952, and continues to function. The Domasi District remains as a training and demonstration area, and as a "laboratory" for the school. Correlation of theory and practice have been achieved by employing many of the District staff as instructors in the School; in future, the position will be reversed, with the School staff largely responsible for running the District.

The Native Development and Welfare Fund, financed *inter alia* out of profits of the African Tobacco Board, the Cotton Marketing Board and the Produce Marketing Board, continued to provide funds for local schemes for the benefit of Africans which were beyond the resources of the Native Treasuries. Grants were again made largely on the advice of Provincial and District Development Committees for the provision of such amenities as schools, rest-houses for travellers, community welfare halls, the improvement of communications and for soil conservation work.

At Lilongwe a large and much needed welfare hall, costing approximately £14,000, was completed and brought into use in 1954, while a sum of £25,600 was approved for the commencement of a Lake-shore system of communications between Chitala and Benga—the Central Province cotton-producing area. In 1954 grants made from the fund for schemes of local benefit to the African population were estimated at £21,413 for the Northern Province, £23,000 for the Central Province and £20,050 for the Southern Province. In addition grants made for schemes for the general benefit of Africans in the Protectorate were estimated at £238,440. Loans from the fund were estimated at £16,226.

Further progress was made during the year with the scheme for the resettlement of Africans on estate land acquired by Government. A total of over 300,000 acres of land has already been acquired in the Southern Province for this purpose. This land has been divided into three categories, the first, on which concentrated residential settlement by industrial and commercial workers is possible, the second, a small area unsuited to any appreciable increase in settlement, and the third, some two-thirds of the whole, which lends itself to increased agricultural production and the reception of considerable numbers of new settlers if water and communications are provided. At Chingale, where the most concentrated building programme took place in 1954, 784 huts were built; on Magomero the number built was 758 but settlement on East Magomero was restricted until September, when it was too late for new families to move in. As in 1953 the main developmental expenditure was on the road system of Chingale and Magomero. The policy adopted on acquired land has been to concentrate huts as far as possible in accommodation areas in order to release the maximum possible area of land for agricultural use. The number of families on these lands increased from 25,520 at the end of 1953 to 27,660 by the end of 1954.

A list of current development schemes, financed by grants from Colonial Development and Welfare Funds, is attached as an Appendix to this Part of the Report, together with a statement showing the revenue accruing from the Fund in 1953/54 and 1954/55. Progress made during the year, both on the various departmental schemes and on the individual schemes, is described in the relevant sections of this Report.

GRANTS UNDER THE COLONIAL DEVELOPMENT  
AND WELFARE ACTS

	Actual Revenue	Estimate
	1-1-53-	1-7-54-
	30-6-54	30-6-55
	£	£
<i>(a) Departmental Schemes</i>		
Agricultural, Scheme D.1550 .. .. .	51,000	34,000
Education, Scheme D.1551 .. .. .	63,000	77,000
Forestry, Scheme D.1552 .. .. .	11,000	11,000
Water Supplies, Scheme D.1625 .. .. .	15,750	10,500
Medical, Scheme D.1553 .. .. .	20,828	—
Veterinary, Scheme D.1554 .. .. .	16,500	11,000
<i>(b) Public Works Schemes</i>		
Road Development, Scheme D.812 .. .. .	187,563	—
Nkata Bay-Vipya Road, Scheme D.1895 .. .. .	26,000	9,200
Mental Hospital, Scheme D.1359 .. .. .	11,000	—
Chileka Airport, Scheme D.738 .. .. .	5,050	—
Technical Education, Scheme D.1672 .. .. .	26,950	15,713
Lake Port Survey, Scheme D.1945 .. .. .	2,900	—
Machinery and Road Plant, Scheme D.1677 .. .. .	—	—
Purchase of Road Plant, Scheme D.2085 .. .. .	49,000	15,340
Road Construction Organization, Scheme D.2114 .. .. .	9,500	151,095
African Housing, Scheme D.1391 .. .. .	142,876	255,280
Agricultural and Veterinary Training School, Scheme D.2093 .. .. .	4,000	19,000
Veterinary Training Centres, Scheme D.2047 .. .. .	3,500	6,400
<i>(c) Aeronautical Schemes</i>		
Meteorological Equipment, Scheme D.1810 .. .. .	21,250	—
Telecommunications, Schemes D.1483 and D.1482 .. .. .	13,400	—
<i>(d) Central Funds Schemes</i>		
Lilongwe Experimental Station, Scheme R.157 .. .. .	23,975	11,634
Stored Products Research, Scheme R.437 .. .. .	800	273
Tsetse Research, Scheme R.307 .. .. .	6,580	579
Geological Survey, Scheme D.1191 (E.C.A.D.4) .. .. .	1,840	—
Minerological Survey, Scheme D.878 .. .. .	10,245	17,910
Lake Chilwa Rice, Scheme, D.2207 .. .. .	—	4,591
<i>(e) Regional Schemes</i>		
Domasi District Development, Scheme D.846 .. .. .	15,800	4,586
Lilongwe-Fort Jameson Road, Scheme D.1305 .. .. .	—	—
Leprosy Survey, Scheme D.2088 .. .. .	1,500	—
<i>(f) Miscellaneous Schemes</i>		
Shire Valley Project Survey, Scheme D.1702 .. .. .	66,150	—
Forestry Equipment, Scheme D.1900 .. .. .	9,693	8,929
Forestry Utilization, Scheme D.2343 .. .. .	—	54,732
Forestry Depot, Scheme D.1944 .. .. .	15,000	3,000
Mudi Dam Afforestation, Scheme D.1899 .. .. .	5,600	10,779
Junior Trade School, Mpemba, Scheme D.2084 .. .. .	3,450	6,382
Silvicultural Research, Scheme R.609 .. .. .	—	6,719

In addition to the above, one scheme financed from Colonial Development and Welfare Funds is administered by Northern Rhodesia on behalf of both territories. This covers the JOINT FISHERIES RESEARCH SCHEME.

## FEDERAL GOVERNMENT RESPONSIBILITIES

Since the inception of Federation and during the period under review the following functions, previously administered by the Nyasaland Government, have been assumed by the Federal Government and are now being administered by the Federal Ministries listed below. Detailed reference to the administration of these functions will be contained in the annual reports of the Ministries concerned.

Ministry of Health	..	Medical Services.
Ministry of Posts	..	Posts and Telecommunications and Post Office Savings Bank.
Ministry of Education	..	All higher education and non-African primary and secondary education.
Ministry of Home Affairs	..	Prisons Information and Films Tourism Immigration Deportation Archives.
Ministry of Transport and Communications	..	Inter-territorial roads Civil aviation Meteorology
Ministry of Defence	..	Military forces.
Ministry of Commerce and Industry	..	Import and export control Price control Public buildings (Federal) Shire Valley Project.
Ministry of Finance	..	Customs Income tax Currency, coinage and legal tender Loans .. Exchange control.

The Federal Comptroller and Auditor-General has assumed responsibility for the audit of Federal and Territorial Government accounts.

In regard to staff, Nyasaland Government officers serving in departments which became Federal were seconded to the Federal Government under the terms of the Rhodesia and Nyasaland Order-in-Council, which provide that while on secondment they enjoy the same conditions of service as applied to them prior to secondment. The secondment period is for five years, with provision for termination by the officer or the Federal Government on three months' notice at any time after the 23rd October, 1955, being two years after the coming into force of the Federal Constitution. It is expected that during 1955 offers of appointment to the Federal Public Service will be made to seconded officers when the terms and conditions of that service have

been finalized. The officers concerned will have the option of transferring to the Federal Service, of remaining on secondment, or of terminating their secondment after the 23rd October, 1955.

The following notes deal with the activities of Federal Departments in Nyasaland in a general way.

### *Medical*

The assumption of responsibility by the Federal Government involved a considerable amount of reorganization of procedure at headquarters level, but field work continued with little alteration and the year saw the consolidation, improvement and expansion of the Service along planned lines. Construction began on a major contract for a Group Hospital at Blantyre. By an order under the Territorial Laws Amendment Act the Federal Government took over the administration of the Protectorate's health organization pending the enactment of Federal health laws.

### *Posts and Telecommunications*

The Posts and Telegraph legislation of the Protectorate was superseded by a Federal Posts and Telegraphs Act on 1st September, 1954, and a Federal postal stamp issue replaced the Nyasaland postage stamp issue on 1st July, 1954. Three new Post Offices were constructed during the year and the capacity of automatic telephone exchanges considerably increased.

### *Prisons*

Administration of Nyasaland Prisons was taken over by the Federal Government under Nyasaland legislation by an order under the Territorial Laws Amendment Act. A Federal Prisons Act was prepared for submission to the Federal Assembly in 1955 to provide a uniform prison service throughout the Federation and a modern penal system for the treatment and rehabilitation of offenders.

### *Information, Films and Tourism*

A regional office in Zomba of the Federal Information Department was established on 19th November, 1954, whose functions embrace all matters relating to European press publicity, broadcasting, and tourism. A close liaison is maintained between the Federal Information Officer and the Territorial Information Officer, who retains responsibility for the dissemination of news affecting African interests.

### *Roads and Buildings*

The Federal Government is responsible for some 1,072 miles of inter-territorial road in Nyasaland, of which 104 miles has been bitumenized. Certain offices and institutional housing have been taken over from the Nyasaland Government. In the case of maintenance and construction of federal roads, buildings and airfields, the Nyasaland Government Public Works Department undertakes services on an agency basis.

### *Civil Aviation*

One airport, one Government major aerodrome, and 11 minor aerodromes were taken over by the Federal Government and maintained during the year. Construction of a new terminal building at Chileka was begun in May. The Central African Airways provide the major portion of international and regional services. A Federal Aviation Act was enacted during the year, the provisions of which are based on the requirements of the International Civil Aviation Organization, and supersede the Nyasaland legislation previously in force.

### *Military Forces*

The 1st and 2nd (Nyasaland) Battalions of the King's African Rifles became part of the Military Forces of the Federal Government.

### *Shire Valley Project*

The main survey undertaken by the Consulting Engineers, Sir William Halcrow & Partners, during the last three years was completed during the year. Responsibility for the project was taken over by the Federal Government, which will have the Consulting Engineers' Report under consideration when it becomes available.

## PART II

### Chapter I. Population

The last census of the African population in Nyasaland was taken in 1945. All the field work was of necessity done by African enumerators with little supervision and the census was not claimed to be any more than a useful and fairly accurate estimate of the African population. Previous censuses were taken in 1921, 1926 and 1931 while annual population estimates, largely based on the tax registers, are available dating back to 1901. The substantial fluctuations which occur from year to year indicate that these annual estimates are not very reliable.

A system of recording simple vital statistics was introduced in 1947. It is at present restricted to recording African births and deaths, district by district. Individual details are not recorded, nor are any certificates issued. Reliance has to be placed on the African village headman whose duty it is to collect such information in respect of his village for transmission to the Native Authority and on occasion the system breaks down. The registration of African customary marriages is carried out in almost all parts of the Protectorate, but the data available is by no means complete, while details of the birth, death and infant mortality rates are unavailable and likely to remain so for some time to come.

In the conditions outlined above it is only possible to speak in general terms of African population trends. The population is increasing steadily, being estimated at the end of 1954, to be 2,565,286 compared with 2,501,010 at the end of 1953. Between 1921 and 1931 the African population had increased by one-third and the 1945 census figures showed an increase of rather more than one-third on the 1931 figures. Thus the estimated African population had very nearly doubled in 25 years, but a proportion of this increase must be attributed to immigration into the Southern Province from Portuguese East Africa.

The number of men estimated to be absent from the Protectorate during 1954 was 160,000, an increase of 1,000 over 1953, the majority being in Southern Rhodesia. A large percentage of these absentees, particularly those in the Rhodesias, return regularly to their homes and remain in close touch with Nyasaland.

The European and Asian populations continued to increase. Details of European births and deaths have been kept since 1901, and since 1920 immigration and emigration statistics in respect of

Europeans and Asians have been compiled. Registration of all non-African births and deaths is compulsory. The relatively small size of the European population enables accurate estimates to be made. The European population remained fairly static immediately before and during the war. In 1931 it stood at 1,975 and in 1945 at 1,948. Since the war, the population has increased with comparative rapidity, owing to the considerable expansion of the activities of both Government and commercial concerns and to the re-establishment of staffs depleted during the war years. The implementation of the Development Plan alone increased Government's establishment of European personnel by 504 in the six post-war years and in 1954 the European population was estimated at 4,500. The figure for 1953 was 4,387. It is not possible to estimate the numbers in the various age groups, but the European population is a relatively young one. Retirement elsewhere after service in the Protectorate is still the rule, although there are exceptions.

The Asian population, maintaining a consistently higher birth-rate, increased from 1,573 in 1931 to 2,804 in 1945 and in 1954 was estimated to be 6,337. The 1953 figure was 6,178. By occupation the majority of the men are traders and about one-third are now Nyasaland born.

## Chapter 2. Occupations, Wages and Labour Organization

### EMPLOYMENT

The principal industries in Nyasaland are tea growing and manufacture, tobacco growing, grading and packing, tung production, building and general contracting, transport, light engineering, wholesale and retail trading, and general farming.

The major preoccupation of the African is still with his own village garden where he grows most, if not all, of his own and his family's basic food requirements. A large number take up paid employment, probably nearly 100,000 at times of peak employment, and another 50,000 or more migrate each year to seek employment in neighbouring territories where wages are higher than in Nyasaland. The rest produce cash crops such as tobacco and cotton or keep themselves by subsistence farming. There is no clear-cut line of demarcation between the peasant and the worker and it can be stated that at present no class of unskilled workers exists which depends solely upon wage-earning for its livelihood. After a short period of work for an employer, either in Nyasaland or abroad, the average Nyasa returns to cultivate his own garden land; as indeed he must do if he is to produce his food requirements. While this factor is of importance as a buffer against unemployment, it operates conversely to produce a very heavy turnover in labour, with few remaining long enough in one job to acquire skill or training. A further result is that each year at the beginning of the rains, when Africans must prepare their own gardens, there is a severe shortage of labour, handicapping labour-employing estates, particularly the tea estates and tobacco planters. The remedy is being sought by encouraging employers to build up permanent labour forces attracted to the estate by the provision of good housing, amenities and wages. There are in this context many difficulties to be overcome, particularly the reluctance of the African to abandon his garden land. With the rapidly increasing population, however, and the consequent growing pressure on arable land, economic forces will inevitably accelerate the divorce.

The following estimate of the number of Africans in paid employment at the peak period is based upon annual returns made by employers of 20 or more workers:—

<i>Industry</i>						<i>Numbers employed</i>
Agricultural undertakings. (Tea, Tobacco, Tung estates and general farming)						69,000
Building, Brickmaking and Contracting						4,500
Trading .. .. .						1,800
Light Industry .. .. .						1,500
Transport .. .. .						6,000
Government and Local Government services .. .. .						19,100
Miscellaneous .. .. .						5,000
TOTAL .. .. .						<u>106,900</u>

- NOTES.—(i) Women are rarely employed, except in agricultural undertakings where small numbers are engaged as casual labour. Young people—mainly boys between 14 and 18 years of age—form, however, a substantial proportion of agricultural labour forces, probably amounting to about 20 per cent.
- (ii) Transport includes railways, roads and lake transport.
- (iii) Of the total number shown as employed for wages it is estimated that 10,000 are clerical workers, shop assistants and the like, 12,000 are artisans and the balance of about 85,000 are unskilled and semi-skilled labour.
- (iv) Another large group known to be in paid employment, but not included in the above Table, is that of domestic servants, mostly males, who are estimated at about 10,000.

No statistics are available of the numbers self-employed in subsistence agriculture, but the approximate numbers engaged during 1954 in tobacco and cotton production on African trust land were 63,719 and 43,853 respectively. A further 12,151 and 2,690 produced tobacco and cotton as tenants on private estates.

Mainly an agricultural territory the demand for labour is largely seasonal but, since the various seasons for planting, processing of crops, grading of tobacco, constructional works and the like, are spread over the year, there is no dead season in respect of employment and work is always available. The general shortage of skilled and semi-skilled labour continues, affecting particularly the building and constructional trades.

In the conditions described it will be seen that unemployment is not the problem that it is in more industrialized countries and that the average Nyasaland African is not in any real sense a wage-earner. Limited cash requirements mean that the usual economic incentives do not operate fully in Nyasaland. Moreover, the African places a high value on leisure; he is inclined to work sporadically when it suits him and for limited purposes of his own. Incentives to work locally are not high; consumer goods at a price within his reach are

often in short supply; family ties are demanding and, casual work being everywhere plentiful, there remains little inducement to engage in permanent employment with its demands of efficiency and regular attendance. The poor diet of the African worker and the lack of a responsible African supervisory class are further obstacles to obtaining an efficient labour force.

### MIGRANT LABOUR

Wage rates in Nyasaland are low compared with those current in the more highly industrialized countries of Southern and Northern Rhodesia and the Union of South Africa. There, constantly expanding mining and other industries need more and more labour and can afford, and are prepared to pay, high wages to attract it. In an effort to counteract the attraction of higher wages abroad and to obtain an adequate supply of labour for their needs, local employers are paying increasing attention to improved amenities for their labour. These usually take the form of better housing, the provision of free mid-day meals for employees, recreational facilities, bonuses for regular attendance and in many cases wages higher than the legal minimum.

Nyasaland has for many years contributed substantially to the labour force in adjoining territories and in the Union of South Africa. Away from home the Nyasalander has an excellent reputation and a range of employment extending from unskilled labour to the highest posts which local conditions permit.

So long as the level of wages offering in other countries remains higher than that prevailing at home, the more ambitious and energetic African will always be tempted to seek employment abroad. Away from home his family and tribal commitments are not nearly so heavy and he is able to save more money. Nor can the inevitable lure of strange countries be left out of account.

Tending to offset to some extent the outward flow of labour is the growing demand for skilled and semi-skilled workers within the Protectorate, leading to an increase in wage rates. Also to be taken into account are the greater opportunities for remunerative employment at home resulting from the various development schemes, and the improved conditions and increased training facilities now provided by a number of Government Departments, notably the Police, Prisons, Medical, Posts and Telecommunications, Agricultural and Forestry Departments.

Large scale migration, even if only temporary, eventually results in the disintegration of family life and in a decaying tribal structure; and once traditional social sanctions disappear they are difficult to replace. Out of an approximate 435,000 able-bodied males it is estimated that over 160,000 were absent from the Protectorate in 1954. Of this total 100,000 were estimated to be in Southern Rhodesia, 42,000 in the Union of South Africa, 10,000 in Northern Rhodesia and some 8,000 in other territories.

The protection of the worker contracted for work abroad and the interests of his family, are secured by a system of carefully controlled recruitment. The Witwatersrand Native Labour Association is the only organization permitted to recruit Nyasalanders for work in South Africa. The Association engages labour for employment on the Rand and Orange Free State gold mines and during 1954 was allowed a quota of 10,000 recruits. The number of recruits obtained was 9,844 as compared with 6,974 at the end of 1953 when the quota was the same.

Apart from one company, which is permitted to recruit small numbers of Nyasalanders for short seasonal employment, recruitment for work in Southern Rhodesia is in the hands of the Rhodesia Native Labour Supply Commission. During 1954 the Commission was allowed a quota of 8,000 recruits of whom 6,504 were actually engaged during the year, compared with 6,978 in 1953.

Both the above organizations recruit under a Governor's Permit the renewal of which is sought annually. Their quotas of recruits and the areas from which these recruits may be taken are determined by factors which include local labour requirements and the local food supply situation. The planting season is normally a closed season for recruiting. Recruits leave the Protectorate after medical examination and attestation under a contract which provides, *inter alia*, for deferred pay and family remittances while the worker is away and for his repatriation to the place of engagement on completion of his contract.

Although the number of labourers proceeding abroad under contract is large, the majority of migrant workers prefer to go uncovenanted. The greatest number of these migrants go to Southern Rhodesia, for the Nyasalander is a prohibited immigrant into the Union of South Africa, unless he is a recruit for work on the gold mines.

The Migrant Labour Agreement, concluded between the Central African territories in 1949 in order to protect the interests of those who proceed abroad uncontrolled, has continued to operate satisfactorily. The main purpose of the Agreement is to mitigate, where possible, the economic and social evils which attend large scale migration. Under its provisions the migrant worker, unless he is accompanied by his family, has to return home after two years abroad, and a monthly deduction has to be made from his wage. Part of this is paid back to him on his return in the form of deferred pay and part remitted by his employer to his home district, where it is paid over to dependants nominated by him. Provision is also made for free transport to Southern Rhodesia and back to Nyasaland on repatriation. In order to avoid excessive disintegration of the family, and the difficulties experienced by unsupported women and children who have to fend for themselves while their men-folk are away, migrant labourers are encouraged either to take their families with them to the Rhodesias

or to send for them when they themselves are established in their work. In such a case the worker is not bound by the two-year limit, and increasing numbers of families are being reunited in this way.

The numbers of employers abroad who make the necessary deductions and then forward the remittances continues to increase annually. In consequence the family remittances which came back to Nyasaland in 1954 showed a corresponding increase. It is estimated that including private remittances more than three-quarters of a million pounds was received in the Protectorate during the year from migrant workers abroad.

For the purpose of establishing his identity no African may legally leave the Protectorate without an identity certificate. Before endorsing such a certificate for travel abroad, the District Commissioner or other authorized issuing officer must be satisfied that the applicant is not leaving the Protectorate to evade satisfaction of just debts or other legal obligations. These latter often include Native Authority Orders to plant gardens and to make provision for dependants. The issuing officer must also be satisfied that the applicant has normally resided in the Protectorate for a continuous period of not less than six months prior to his application, unless he has merely returned home on leave and has a certificate that he is going back to assured employment.

The number of identity certificates issued annually for travel abroad remained fairly constant for several years prior to 1950, but since that date migration has increased sharply and in particular to Southern Rhodesia. This is shown by the following figures:

<i>Country of Destination</i>	<i>Average</i>				
	1946-50	1951	1952	1953	1954
Southern Rhodesia ..	22,853	30,235	41,289	39,975	45,797
Northern Rhodesia ..	1,309	2,882	2,971	3,555	5,595
South Africa ..	9,295	9,307	8,819	7,526	10,772
Other Territories ..	395	277	392	1,741	217
TOTAL ..	<u>33,852</u>	<u>42,701</u>	<u>53,471</u>	<u>52,797</u>	<u>62,381</u>

Nyasaland recognizes its responsibility for those of its people who migrate and the Protectorate Government maintains representatives in Johannesburg and Salisbury. During 1954 the work of these officers continued to increase in connection with labour matters. Again they visited many centres of employment in the territories in which they were engaged and provided Government with regular reports on the conditions obtaining there. Perhaps one of the most important of their duties is to act as intermediaries for domestic enquiries by the migrant worker or by his family left in Nyasaland. In this respect they fulfil abroad the functions of a District Commissioner within the Protectorate and supply a much felt need on the part of exiled Nyasalanders. Another valuable link between the migrant worker and his home is provided by the missionary societies

who keep in touch with their adherents and maintain with assistance from public funds three European labour chaplains. A number of former missionaries and Nyasaland civil servants, retired to the Union of South Africa and Southern Rhodesia, give voluntary assistance in a similar way. The labour chaplains travel widely, ministering to the spiritual needs of those abroad and doing invaluable work to maintain links with Nyasaland. They also provide useful information to Government on labour conditions generally. One was recently provided with a cinema projector, as a result of a donation from Native Development and Welfare Funds. When visiting Nyasa congregations at the various centres of employment in Southern Rhodesia, films of Nyasaland and others of an educational and religious nature are exhibited free of charge. The chaplain has stated that this has been a means of bringing him into contact with many thousands of Nyasaland people hitherto unknown to him and has proved of immense value in affording such expatriates with a link with their home-land.

#### WAGES AND CONDITIONS OF EMPLOYMENT

Wages in general were increased in 1953, following the introduction of the Government salary revision scheme, affecting clerks, artisans and subordinate employees whose salaries were increased by between 50 and 100 per cent., and also following the application of minimum wage orders, made by the Governor in Council on the advice of the Provincial Labour Advisory Boards, affecting unskilled workers in rural and urban areas. The year 1954 was mainly a year of consolidation and Labour Department Staff were engaged on the inspection of wages registers and the enforcement of the new rates. Salaries of Government employees now range as follows:—

##### *Subordinate employees*

(Messengers, Caretakers, etc.)	..	..	£27 to £118 per annum
<i>Clerical workers</i>	..	..	£72 to £375 per annum
Learners	..	..	£60 per annum

##### *Technical employees:*

(Artisans and Technicians)	..	..	£72 to £375
Learners	..	..	£36 to £66 per annum

##### *Executive Staff*

(Assistants, Inspectors, etc.)	..	..	£252 to £510 per annum
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In addition a cost of living allowance is paid amounting at present to approximately 10 per cent. of salary. Those occupying Government quarters are required to pay rent at the rate of  $\frac{1}{16}$ th of salary.

Similar rates are paid by private employers to employees of corresponding calibre.

For unskilled workers the legal minimum wage rates are now 1s per day in rural areas and 1s-4d per day in townships. If the employer supplies rations adequate for the worker's whole daily food needs, he is entitled to deduct 5d a day in the townships or in other areas 3d per day. If he supplies a cooked midday meal on every working day

he is entitled to deduct 2d per day in the townships or 1½d per day in other areas. In fact, although many employers do supply cooked midday meals none charge for them, since they prefer to regard the meal as an incentive to work and regular attendance.

The maximum working week is 48 hours, but this again is seldom required by employers. In the case of manual workers work in excess of eight hours multiplied by the number of working days in the normal period of the contract, *i.e.*, 208 hours in the case of a 26 day ticket contract, is defined as "overtime", and must be paid for at not less than one and a half times the basic cash wage. Work on Sundays, gazetted public holidays, or on days which by the custom of any occupation or undertaking are observed as days of rest in lieu of Sundays or public holidays, must be paid for at double the basic rates.

Wages of agricultural workers are usually paid by the 30 day ticket, *i.e.*, after 30 days work has been completed. A weekly cash advance is given for the purpose of buying food, unless rations are provided. In the townships unskilled and semi-skilled labour is usually paid at the end of each month for the number of days worked. In their case also weekly advances are normally given. Skilled and clerical workers are often given a monthly salary. A few employers have recently introduced the system of weekly payment of wages, and this development is being encouraged.

Typical wage rates of semi-skilled and skilled workers, and others above the minimum level are:—

Unskilled employees .. .. .	1s-4d	to	1s-11½d	per day
Semi-skilled employees .. .. .	1s-5d	to	4s- 6d	per day
Skilled employees .. .. .	1s-9d	to	6s- 9d	per day
Capitaos (Overseers and Foremen) .. .. .	2s-9½d	to	16s	per day
Drivers .. .. .	3s-6d	to	5s- 2d	per day
Clerical workers .. .. .	1s-4d	to	5s- 8d	per day

Amongst agricultural workers and unskilled workers in general it is becoming increasingly common for employers to offer a weekly bonus for regular attendance at work.

It is obligatory for employers to provide housing for any employee who is unable to return home at the end of his day's work. Much of the housing provided until recently consisted of wattle and daub buildings with grass roofs. It is now becoming more widely recognized, however, that not only is such housing uneconomic, but that modern and comfortable housing must be provided which will attract a permanent labour force. Advice and encouragement have been given by the Labour Department, and many of the more progressive employers are now erecting modern permanent buildings with weather-proof roofs. There is, however, a tremendous backlog to be made up, but it is encouraging to report that most of the tea estates in the Southern Province are extending and improving their African housing and that an extensive housing scheme is expected to be undertaken

shortly by one of the largest estates in the Cholo area. The Nyasaland Railways continue to expand their housing estate at Limbe each year. The outstanding achievement is, however, the model village in course of construction by the Imperial Tobacco Company, near Limbe. When completed this planned village will represent one of the finest African housing schemes in Southern Africa. In the Central and Northern Provinces, except in the case of the Colonial Development Corporation and Government, little progress has been made to date.

Government and the local authorities have also given earnest consideration to the housing problem. In the major townships sufficient land has been made available for high density housing areas, thus facilitating the provision of housing by employers for their African workers. Layouts have been surveyed and plots beacons, and it is expected that considerable development will shortly take place. In these areas a scheme has been put into operation whereby loans may be granted to individual Africans towards the cost of building their own houses from their own savings and earnings.

The wages of domestic servants have tended to rise in sympathy with the increase in unskilled labour rates. Junior grades, who are often juveniles, range in pay between 17s-6d and 30s per month, while senior grades are paid between £2 and £3 per month. In addition, weekly food allowances are paid ranging from 2s to 3s-6d per week. Free quarters, uniforms and fuel for cooking purposes are also provided.

### COST OF LIVING

Adequate statistical machinery is not available for the compilation of price indices. Such indices would, in any case, be misleading when applied to the cost of African foodstuffs, owing to the great variety of units and measures used in inter-African sales. Most commodities are sold by "penny worths" in the African markets, and the amount given varies according to the harvest and the seller's generosity, rather than because of any variation in world prices. Sample prices of some of the principal foodstuffs during 1954 were:—

	<i>Country Markets</i>	<i>Township Markets</i>
Meat .. ..	9d/10d per lb.	1s/1s-3d per lb.
Fish .. ..	9d/1s each	9d/1s each
Eggs .. ..	1s per dozen	1s-6d per dozen
Milk (condensed) ..	1s-10d per tin	2s per tin
Bread .. ..	10d/1s per loaf	10d/1s per loaf
Sugar .. ..	9d per lb.	8d/9d per lb.
Tea .. ..	4s per lb.	4s per lb.
Beans .. ..	3d/4d per lb.	4d/5d per lb.
Maize flour .. ..	1½d/2d per lb.	2½d/3d per lb.
Rice .. ..	7½d/9d per lb.	8d/10d per lb.

The cost of living allowance paid by Government to African members of the Civil Service ranges from 10 to 13 per cent. of basic salary. Wages of other employees of Government, and of all employees in private industry are inclusive, and the rise in the cost of living has been allowed for in the recent wage increases referred to earlier. As the African worker is often self-sufficient as regards basic foodstuffs, and in addition normally has a surplus which he sells, it is difficult to assess, with any degree of accuracy, the effect upon his cost of living of increases in the prices of the agricultural commodities which form the bulk of his diet.

### LABOUR DEPARTMENT

During 1954 the field staff of the Department was increased by one Labour Officer, an additional Factory Inspector, two African Labour Inspectors, two African Labour Assistants and ten Messengers. The increase in staff enabled more frequent and closer inspections particularly of the smaller employers. The headquarters of the Department is at Zomba, and Provincial Labour Officers are posted at Blantyre in the Southern Province and Lilongwe in the Central Province. The additional Labour Officer was posted to Blantyre where he was in charge of the District Labour Offices in a section of the Southern Province. Two officers of the Department are stationed at Salisbury and Johannesburg, and their duties are to look after the interests of Nyasaland migrant labour in Southern Rhodesia and South Africa.

District Labour Offices are maintained at all District and Sub-District headquarters. These offices are staffed by African clerks of the Labour Department and are supervised by African Labour Assistants. The duties of the Labour Inspectors include, in addition to their normal inspection duties, the inspection and attestation of persons recruited for work outside the Protectorate. At the District Labour Offices outside the major employment centres the main duties of the staff are the preparation of travel documents for migrant workers, the preparation of statistics, and the safe-custody and payment of family remittances and deferred pay under the Migrant Labour Work-book Scheme. The Labour Assistants, besides their supervisory duties, also carry out inspection duties, mainly in connection with minor employers.

### INDUSTRIAL RELATIONS

As has been stated earlier, agricultural or semi-agricultural pursuits absorb the great majority of Nyasaland's unskilled labour force. Only a small proportion of the total are dependent solely on their wages. If their work or their treatment is not to their liking they return to their villages or move on elsewhere; there is no lack of opportunity for the worker, whether skilled or unskilled, since demand greatly exceeds supply. Under these conditions there is little incentive

to trade-unionism and it is only in the relatively few non-agricultural undertakings that any inclination on the part of labour to organize itself is apparent.

Legal machinery for the settlement of disputes is provided by the Trade Disputes (Arbitration and Settlement) Ordinance enacted during 1952. This provides for conciliation by the Labour Department in the event of trade disputes arising. Should this fail, provision is made for arbitration, voluntary in the case of ordinary trade disputes, compulsory in the case of certain services scheduled as essential. Strikes or lockouts in such essential services are illegal.

Five trade unions are registered under the Trade Unions and Trade Disputes Ordinance. These are:—

(i) The Nyasaland African Motor Transport Workers' Association, registered in April, 1949, with an approximate membership of 750;

(ii) The Nyasaland Employers' Association (formerly known as the Nyasaland Employers' (Motor Transport and Traders) Association), registered in August, 1949, with an approximate membership of 25;

(iii) The Nyasaland Railways Asian Union, registered in June, 1950, with an approximate membership of 110;

(iv) The Commercial African Employees' Trade Union, registered in September, 1952, with an approximate membership of 50.

(v) The Nyasaland Railways African Workers' Union registered in September, 1954, with an approximate membership of 100.

The Nyasaland Employers' Association is a general trade union of employers, but divided into sections representing the various industries.

The Railways Workers' Trade Union is a new union registered during the year, and has not at present fully established itself. The two other African unions cover motor transport workers and non-manual and clerical workers in commercial and professional undertakings, chiefly in Blantyre. None of the workers' organizations can be described as in any way fully representative. The majority of workers are still unorganized, thus it has not as yet been possible to set up formal machinery between employers and workers for collective bargaining and negotiation. Industrial relations, however, have continued to be generally good.

To provide opportunities for the ventilation of any grievances that may arise and to try to infuse into the workers some personal interest in their affairs, some of the more progressive employers have established works committees. These are serving a useful purpose. Encouragement to form such committees is given by the Labour Department and the system has been adopted by the Nyasaland

Railways, Imperial Tobacco Company and such Government Departments as the Public Works, Post and Telecommunications and Printing Departments. The African Civil Servants Association negotiates with Government on matters affecting the conditions of the African Civil Service.

Standing Labour Advisory Boards function in each Province. Membership of the Boards includes representatives of Government, of employers and of African labour. All Provincial labour matters, including wage rates, conditions of employment and industrial relations, come within their purview and it is their duty to advise Government on such matters. They also consider and advise on any matters concerning labour, including existing and proposed legislation, which may be referred to them by Government or by the Commissioner for Labour.

Thus machinery exists for the settlement of industrial disputes although as yet there have been none of any great consequence. If the Nyasaland worker is dissatisfied with his pay or treatment he is after all in the position of being able to move elsewhere in the certainty of finding other work. Six stoppages of work took place in 1954, compared with 15 in 1953. The majority were due to misunderstanding of entitlements and all were quickly settled. Four occurred in the tobacco industry, one in a tailoring firm and one in a hotel.

#### LABOUR LEGISLATION

Four Ordinances affecting labour were enacted during the year. The old Native Labour Ordinance was repealed and replaced by two separate Ordinances. Firstly, the African Emigration and Immigrant Workers Ordinance, which deals with the movement of migrant workers to and from Nyasaland, and applies to Nyasaland the provisions of the agreement on migrant labour in force between the three territories of the Federation; and secondly, the African Employment Ordinance which deals with the powers and duties of officers of the Labour Department, contracts of employment and apprenticeship, the payment of wages and care of employees, recruiting and other provisions regarding the employment of African workers.

The Wages and Conditions of Employment (Amendment) Ordinance amended the main Ordinance to permit the payment of an inclusive wage to workers. Previously employers were required to pay a cash wage plus rations or an allowance in lieu thereof. Now they are required to pay the whole wage in cash, but are permitted to make deductions, the amount of which is specified in an Order, if the employee accepts food from them.

The fourth Ordinance, amending the Trade Disputes (Arbitration and Settlement) Ordinance, was designed to make it clear that lock-outs or strikes in essential services are illegal unless the Government has not referred the dispute for settlement by an arbitration tribunal within a specified period from the time the dispute was first reported to the Commissioner for Labour.

Subsidiary legislation included a new minimum wage order providing for a minimum wage for unskilled male African workers within townships of 1s-4d per day, and 1s per day in all other areas; another order provided for minimum wages for tailors employed in the Central Province; new forms of the record of wage payments required to be kept by employers under the African Employment Ordinance were prescribed; migrant workers proceeding to the Eastern Province of Northern Rhodesia were exempted from the necessity of being in possession of workbooks for the reason that they pass freely to and fro over the border between their own villages and the estates in that Province of Northern Rhodesia, and are not absent from their homes for more than a few months at a time; and the usual closed seasons for the recruitment of labour for work abroad were prescribed.

#### SAFETY, HEALTH AND WELFARE

An additional Factory Inspector and Surveyor of Ships was appointed during the year.

Factory legislation continued to operate smoothly. The actual number of factories has remained approximately the same, but many have been extended and additional plant installed, with the result that the number of persons employed in factories has increased, and is now estimated at approximately 11,000. The accident rate is low, and only 11 accidents, all of a minor nature, were reported to the Factories Board during the year. In all cases the Board was satisfied that the accidents were due to carelessness or inattention, and were not due to any breach of the Factories Rules by the occupiers of the factory concerned. The requirements of the Factories Board in respect of safety precautions in factories are enforced by two Factory Inspectors. No cases of occupational disease or dermatitis were reported to the Board.

The provisions of the Workmen's Compensation Ordinance apply to workmen employed in every form of occupation except that of private domestic service. The number of claims handled by officers of the Labour Department continues to increase each year. This is due to increasing awareness of the legislation rather than to any inordinate increase in the number of accidents.

No serious epidemics occurred amongst the working population. Medical Officers of Health are stationed in each district, and they are always ready when requested to give practical advice to employers regarding such matters as sanitation and housing. Health Inspectors have been appointed by the Blantyre and Limbe local authorities. Minimum standards of housing have been laid down for the townships, and attention is being given to the provision of proper sanitation. All Africans are entitled to free medical treatment at all Federal Government hospitals, health units and dispensaries. Most of the larger estates maintain dispensaries of their own, and in addition all employers are required to provide their employees with medical attention during illness, where the illness is caused by the employment.

Housing, provided by employers for their labour, is beginning to improve, and many of the more progressive employers are replacing old-fashioned "labour lines" with modern buildings built in permanent weather-proof materials. Sanitary facilities in factories have again continued to improve.

In the field of welfare, apart from the provision of housing, medical attention and compensation in case of accident, there has been little development. There is no legislation providing for insurance against sickness, old age, premature death or giving unemployment benefits, but a considerable measure of protection is afforded by tribal customs. The care of the aged and sick and of widows and dependent children is still traditionally a family responsibility. The retention of an interest in garden land by practically all African workers is also a bulwark against want. Government and a few of the larger employers operate non-contributory pension schemes for their permanent employees, and a number give gratuities for long service. Tax exemption is granted by Government, either temporarily or for life according to the circumstances of the case, to elderly or infirm Africans who are without means to pay. Provision is made annually in the Protectorate estimates for the relief of the needy, irrespective of race.

#### VOCATIONAL AND INDUSTRIAL TRAINING

There is a severe shortage of artisans and craftsmen in Nyasaland, and with the growing demand for qualified men, attention is being paid to an extension of facilities for technical education and training. A Secondary School with a technical wing exists in Dedza in the Central Province, and a Junior Trade School was opened during 1954 near Blantyre in the Southern Province. Arrangements are also being made to extend assistance to selected Mission Schools providing a course similar to that provided at the Government trade school.

Apart from technical and vocational schools, several of the Government departments run their own training schemes.

These are described in the appropriate Chapters of this Report and are summarized below:—

<i>Department</i>	<i>Occupation</i>	<i>Under training in 1954</i>	<i>Trained in 1954</i>
Agriculture .. ..	Instructors	22	19
	Courses for Chiefs' Councillors etc.	372	372
Medical .. ..	Medical aides	41	31
	Midwives	5	2
	Health assistants	6	5
	Laboratory assistants	6	5
Posts and Telecommunications .. ..	Engineering staff	32	24
	Technical Staff	40	24
Prisons .. ..	Warders	48	48
Veterinary .. ..	Instructors	7	7
Forestry .. ..	Foresters	12	12
	Forest Guards	16	16

The Police training school continued to operate throughout the year and 84 men received training.

The bulk of the industrial training is, however, provided through the learner system, as operated by the Public Works Department by which trainees work on the actual job under qualified artisans. A number of apprentices were indentured to the Government Printer during 1954, and are undergoing a seven-year apprenticeship.

No form of "training within industry" has yet been developed in the Protectorate.

## Chapter 3. Public Finance and Taxation

### GENERAL

When Federation came into existence in 1953, steps were taken to align the Protectorate financial year, which formerly coincided with the calendar year, to that of the Federal Government. The financial arrangements necessary to effect this change included the preparation of extended estimates covering the eighteen-month period from the 1st January, 1953, to the 30th June, 1954. These estimates superseded the previously approved estimates for the calendar year, 1953, and enabled the new financial year to be adopted from the 1st July, 1954.

The comparative tables given in this Chapter are therefore arranged in such a way as to relate the figures of previous calendar years to the figures of future financial years beginning on 1st July, while at the same time indicating the existence of the extended eighteen-month period.

### REVENUE AND EXPENDITURE

Comparative total figures are:—

					<i>Revenue</i>		<i>Expenditure</i>
					£		£
1952 Actual	..	..	..	..	3,949,208	..	3,904,596
1953 Actual	..	..	..	..	4,894,613	..	4,424,804
January-June 1954 Actual	..	..	..	..	2,820,095	..	3,230,659
July 1954-June 1955 Estimate	..	..	..	..	5,009,570	..	4,990,025

The main heads of revenue and expenditure are on pages 37-38.

The Federal Government assumed financial responsibility for services in the Federal sphere with effect from the 1st January, 1954, and similarly from that date the revenue to which it was entitled accrued to the Federal Government. The Nyasaland Government accounts for the 18 months ended 30th June, 1954, however, record the receipt of major items of Federal revenue up to the 30th March, 1954, and of other items of Federal revenue up to 30th June, 1954; settlement of the amounts collected on behalf of the Federal account being charged (on an estimated basis) to Nyasaland expenditure. Similarly, with minor exceptions, expenditure on Federal services

continued to be charged in the Nyasaland accounts to the 30th June, 1954, reimbursement being obtained from the Federal Government, on an estimated basis, and credited to Nyasaland Revenue. Both Revenue and Expenditure figures in the accounts for the 18 months ended 30th June, 1954, are therefore inflated by the inclusion of reimbursements and settlements of Federal revenue and expenditure included in the Nyasaland accounts from 1st January, 1954.

True comparisons between the 1953 figures and those for the first half of 1954 are thus not possible, and not until the actual 1954/55 figures are available will comparisons emerge.

Statements of Assets and Liabilities as at the 31st December, 1953, and the 30th June, 1954, are included as Appendices to this Chapter; future statements included in the Report will be as at the 30th June annually, but the December, 1953, Statement is included for purposes of comparison.

### PUBLIC DEBT

The Public Debt as at 30th June, 1954, amounted to £5,589,587, and was made up as follows:—

			£
Trans-Zambesia Railway Co.	..	..	719,587
Guaranteed Loan 3%	1954/74	..	1,570,000
H.M.G. Interest Free Loan	..	..	1,240,000
Development Loan 4½%	1971/78	..	2,060,000
TOTAL	..	..	<u>£5,589,587</u>

The Apportionment Commission, appointed under the Federation of Rhodesia and Nyasaland (Constitution) Order in Council, 1953, allocated to the Federal Government responsibility, as from the 1st January, 1954, for all the loans shown above, and in addition an amount of £581,393 covering expenditure incurred before the 23rd October, 1953, in anticipation of the raising of a loan. Financial responsibility includes provision of the sums needed to meet interest, amortization (or repayments of capital), management charges and redemption on maturity. The Federal Government is to have the benefit of the sinking funds attaching to the Public Debt.

### TAXATION

In terms of the Federal Constitution, certain forms of taxation became the responsibility of the Federal Government during the financial period 1st January, 1953, to 30th June, 1954, and revenue from these sources accrued to the Federal Government from the 1st January, 1954. The following comparative tables and the notes thereunder give details of the main taxation yields:—

	Actual 1950	Actual 1951	Actual 1952	Actual 1953	Actual Jan.-June 1954	Estimates 1954/55
	£	£	£	£	£	£
Import duties .. ..	760,102	685,485	865,095	946,564	(c) 222,305	(a) 60,000
Export duties .. ..	349,771	381,391	287,660	240,183	(c) 18,722	(b) —
Excise duties .. ..	40,034	46,218	48,714	61,590	(c) 13,338	(c) —
Native Tax .. ..	295,783	439,842	460,640	495,292	219,323	504,580
Income Tax .. ..	770,641	741,449	796,943	716,091	(e) 74,354	(d) 133,500
Non-Native poll tax .. ..	16,714	18,215	19,556	20,213	19,308	20,000
Estate duties .. ..	13,644	68,590	46,115	22,605	19,735	36,000
Stamp duties .. ..	13,473	10,361	10,088	14,998	9,308	22,000
Licences:—						
Arms and ammunition ..	583	680	950	5,390	5,111	5,500
Bankers .. ..	120	125	215	130	65	(c) —
Bicycles .. ..	7,170	16,711	19,452	24,292	35,052	40,000
Game .. ..	1,405	1,805	2,067	2,400	2,005	2,500
Liquor .. ..	1,166	1,368	1,626	1,987	938	2,000
Miscellaneous .. ..	912	819	1,130	789	612	800
Motor vehicles .. ..	26,887	30,793	34,659	36,637	36,941	38,000
Trading .. ..	27,956	29,146	30,836	35,028	34,695	36,000

- (a) Except for duty on motor spirit, all import duty revenue accrues to the Federal Government.
- (b) Revenue from export duties accrues to the Federal Government.
- (c) Revenue from this source now accrues to the Federal Government.
- (d) This figure represents the estimated revenue from territorial income tax surcharge. Other income tax revenue accrues to the Federal Government.
- (e) This figure represents income tax collections January/March, 1954; the amount in question was subsequently paid to the Federal Government.

#### DETAILS OF REVENUE AND EXPENDITURE, 1950/4 AND ESTIMATES OF REVENUE AND EXPENDITURE 1954/5

REVENUE	Actual 1950	Actual 1951	Actual 1952	Actual 1953	Actual Jan.-June 1954	Estimates 1954/55
Customs .. ..	1,149,907	1,113,094	1,201,469	1,248,337	254,370	(a) 60,000
Taxes, Licences, etc. ..	1,186,393	1,367,962	1,429,157	1,388,024	455,485	847,880
Fees of Court, etc. ..	106,235	93,711	181,820	1,029,111	976,870	364,392
Posts and Telecommunications ..	80,588	112,605	134,271	190,451	99,578	(b) —
Electrical Services .. ..	—	19,480	17,408	23,318	6,662	47,190
Rents .. ..	41,529	44,485	52,313	58,702	34,785	45,750
Interest (Part 1) .. ..	17,655	21,651	26,762	172,597	28,427	214,339
Miscellaneous .. ..	162,141	337,029	201,122	138,625	670,012	708,697
Forestry .. ..	—	—	—	38,491	31,591	70,110
Share of Federal Income Tax ..	—	—	—	—	—	1,845,000
<b>TOTAL ORDINARY REVENUE</b>	<b>2,744,448</b>	<b>3,110,017</b>	<b>3,244,322</b>	<b>4,287,656</b>	<b>2,557,780</b>	<b>4,203,358</b>
Colonial Development and Welfare Grants .. ..	545,755	523,848	519,641	555,251	249,722	754,642
Interest (Part 2) .. ..	205,311	189,976	133,539	—	—	—
Trans-Zambia Railway Debenture Interest and Redemption .. ..	50,229	41,760	51,706	51,706	12,593	51,570
<b>TOTAL REVENUE .. ..</b>	<b>3,545,763</b>	<b>3,865,601</b>	<b>3,949,208</b>	<b>4,894,613</b>	<b>2,820,095</b>	<b>5,009,570</b>

- (a) All customs revenue except import duty on motor spirit accrued to the Federal Government from 1st July.
- (b) The revenue of the Posts and Telecommunications Department accrued to the Federal Government from 1st July.

**DETAILS OF REVENUE AND EXPENDITURE, 1950/4  
AND ESTIMATES OF REVENUE AND EXPENDITURE 1954/5**

EXPENDITURE	Actual 1950	Actual 1951	Actual 1952	Actual 1953	Actual Jan.-June 1954	Estimates 1954/55
Agriculture, Forestry and Veterinary .. .. .	266,554	370,400	358,400	389,758	229,411	594,344
Education .. .. .	184,579	236,131	246,449	296,867	203,139	(a) 313,681
Medical .. .. .	167,570	224,664	232,586	251,717	158,041	(b) —
Provincial and District Administration .. ..	133,429	154,289	157,189	180,052	96,015	208,997
Public Works Department ..	1,178,623	1,492,601	1,145,251	799,485	599,855	1,736,253
Public Debt .. .. .	203,923	203,923	161,806	213,716	134,467	239,546
Police and Prisons .. ..	156,105	163,276	175,035	242,500	180,648	(c) 332,180
Post Office .. .. .	100,083	107,196	137,474	184,633	92,982	(b) —
Other Services .. .. .	1,207,329	1,078,430	1,290,406	1,866,076	1,536,101	1,565,024
<b>TOTAL EXPENDITURE ..</b>	<b>3,598,195</b>	<b>4,030,910</b>	<b>3,904,596</b>	<b>4,424,804</b>	<b>3,230,659</b>	<b>4,990,025</b>

(a) Represents expenditure on African Education only; Non-African Education is the financial responsibility of the Federal Government.

(b) These Departments are the responsibility of the Federal Government.

(c) Represents Police expenditure only; the Prisons Department is now the responsibility of the Federal Government.

### *Native Tax*

A poll tax is payable by all male Africans resident in Nyasaland over the apparent age of 18 years. It is in no sense a hut tax since no African is liable to pay extra tax in respect of additional residences. Exemption may be granted to the aged and infirm who are without means to pay, to migrants living on private estates with the permission of the owners (provided they do not remain in the country for more than twelve continuous months) and to *bona fide* African visitors not employed or seeking employment in the country and not remaining longer than three months. The Governor possesses certain additional powers of exemption.

The rate of tax, which is variable, is prescribed by the Governor in Council under the Native Tax Ordinance of 1939. In 1954 the rate was 17s-6d throughout the Protectorate (excluding two small islands in Lake Nyasa where the rate was 10s). This rate was the same as that for 1953. Of this 17s-6d tax the Native Treasuries received a share of 9s. The share of tax continued to form the largest single item of the revenue of the treasuries.

Under legislation introduced in 1951 a defaulter, who has failed to pay tax by the 30th September in any year, is liable after that date to pay such amount in addition to the tax as the Governor in Council may specify. During 1954 the additional amount specified by the Governor in Council was again 7s-6d for the whole Protectorate (except for the two small islands in Lake Nyasa where the additional amount was 5s). Thus, generally speaking, the tax increased automatically to 25s on 1st October, 1954, in respect of payment for that year.

The tax is collected by African tax collectors, working under the direction of the Native Authorities and under the general control of District Commissioners. The estimated yield for the financial year, 1954/55 is £504,580 comparing with the actual collection of £495,292 in the calendar year 1953.

### *Income Tax*

The Federal Government assumed responsibility for the imposition and collection of taxes on incomes and profits from the 1st April, 1954. Three types of taxation are imposed by the Federal Income Tax Act, 1954, *viz.*:

Income Tax,  
Supertax, and  
Undistributed Profits Tax.

At the same time Africans, previously exempt from income tax, became liable to pay this tax.

In addition to the Federal Income Tax legislation there is Nyasaland legislation imposing a Territorial Surcharge upon individuals and bodies corporate.

The basic rates of tax for the assessment year, 1953/1954 are as follows:—

#### (a) *Income tax—married persons*

For the first	£500 of taxable income,	9d for every £
„ „ second	£500 „ „ „	1s-3d „ „ „
„ „ third	£500 „ „ „	2s-0d „ „ „
„ „ fourth	£500 „ „ „	3s-0d „ „ „
„ „ fifth	£500 „ „ „	4s-6d „ „ „

For the excess of the taxable income over £2,500, 6s-3d for every £.

#### (b) *Income tax—unmarried persons*

For the first	£500 of taxable income,	1s-3d for every £
„ „ second	£500 „ „ „	2s-0d „ „ „
„ „ third	£500 „ „ „	3s-0d „ „ „
„ „ fourth	£500 „ „ „	4s-6d „ „ „

For the excess of the taxable income over £2,000 6s-3d for every £.

#### (c) *Income tax—special rebates (deductible after taking into account the total tax payable including Territorial Surcharge).*

##### (i) Rebates in respect of qualifying children are:—

£27 for the first child,

£18 for the second and each subsequent child.

##### (ii) Rebates in respect of insurance premia:—

For each £ or part thereof—2s-4<sup>1</sup>/<sub>3</sub>d.

Maximum .. £30.

##### (iii) Rebates in respect of qualifying dependants:—

For each dependant—£12.

#### (d) *Income Tax—Companies*

The rate for the assessment year ending 31st March, 1954, was a flat rate of 6s-3d in respect of each £ of taxable income.

The following comparative tables give an indication of the level of tax on the income of individuals:—

## MARRIED PERSONS

<i>Income (taxable income or supertax income)</i>		<i>Total taxes payable</i>		<i>Income Tax and Territorial Surcharge (on taxable income)</i>		<i>Supertax and Territorial Surcharge (on supertax income)</i>	
		(a)	(b)	(a)		(b)	
		£	s	£		£	
Up to	£800	—	—	—	—	—	—
At	900	7.10	..	7.10	..	—	—
	1,000	15. 0	..	15. 0	..	—	—
	1,100	27. 0	..	27. 0	..	—	—
	1,200	39. 0	..	39. 0	..	—	—
	1,300	51. 0	..	51. 0	..	—	—
	1,400	63. 0	..	63. 0	..	—	—
	1,500	75. 0	..	75. 0	..	—	—
	1,600	93. 0	..	93. 0	..	—	—
	1,700	111. 0	..	111. 0	..	—	—
	1,800	129. 0	..	129. 0	..	—	—
	1,900	147. 0	..	147. 0	..	—	—
	2,000	165. 0	..	165. 0	..	—	—
	2,100	192. 0	..	192. 0	..	—	—
	2,200	219. 0	..	219. 0	..	—	—
	2,300	246. 0	..	246. 0	..	—	—
	2,400	273. 0	..	273. 0	..	—	—
	2,500	300. 0	..	300. 0	..	—	—
	2,600	337.10	..	337.10	..	—	—
	2,700	375. 0	..	375. 0	..	—	—
	2,800	412.10	..	412.10	..	—	—
	2,900	450. 0	..	450. 0	..	—	—
	3,000	487.10	..	487.10	..	—	—
	4,000	907.10	..	862.10	..	45.0	—
	5,000	1,327.10	..	1,237.10	..	90.0	—
	6,000	1,822.10	..	1,612.10	..	210.0	—
	7,000	2,317.10	..	1,987.10	..	330.0	—
For each £1 in excess of £7,000		11s-4 4/5d		7s-6d		3s-10 4/5d	

## UNMARRIED PERSONS

<i>Income (taxable income or supertax income)</i>		<i>Total taxes payable</i>		<i>Income Tax and Territorial Surcharge (on taxable income)</i>		<i>Supertax and Territorial Surcharge (on supertax income)</i>	
		(a)	(b)	(a)		(b)	
		£	s	£		£	
Up to	£400	—	—	—	—	—	—
At	500	7.10	..	7.10	..	—	—
	600	19.10	..	19.10	..	—	—
	700	31.10	..	31.10	..	—	—
	800	43.10	..	43.10	..	—	—
	900	55.10	..	55.10	..	—	—
	1,000	67.10	..	67.10	..	—	—
	1,100	85.10	..	85.10	..	—	—
	1,200	103.10	..	103.10	..	—	—
	1,300	121.10	..	121.10	..	—	—
	1,400	139.10	..	139.10	..	—	—
	1,500	157.10	..	157.10	..	—	—
	1,600	184.10	..	184.10	..	—	—
	1,700	211.10	..	211.10	..	—	—
	1,800	238.10	..	238.10	..	—	—
	1,900	265.10	..	265.10	..	—	—
	2,000	292.10	..	292.10	..	—	—
	2,100	334.10	..	330. 0	..	4.10	—
	2,200	376.10	..	367.10	..	9. 0	—
	2,300	418.10	..	405. 0	..	13.10	—
	2,400	460.10	..	442.10	..	18. 0	—
	2,500	502.10	..	480. 0	..	22.10	—
	2,600	544.10	..	517.10	..	27. 0	—
	2,700	586.10	..	555. 0	..	31.10	—
	2,800	628.10	..	592.10	..	36. 0	—
	2,900	670.10	..	630. 0	..	40.10	—
	3,000	712.10	..	667.10	..	45. 0	—
	4,000	1,132.10	..	1,042.10	..	90. 0	—
	5,000	1,627.10	..	1,417.10	..	210. 0	—
	6,000	2,122.10	..	1,792.10	..	330. 0	—
For each £1 in excess of £6,000		11s-4 4/5d		7s-6d		3s-10 4/5d	

(e) *Supertax*

- (i) On individuals; whether married or unmarried:—

For the first £2,000 of the supertaxable amount—9d for every £.

For the second £2,000 of the supertaxable amount—2s for every £.

For the excess of the supertaxable amount over £4,000 3s-3d for every £.

No rebates are deductible from the supertax payable.

- (ii) On Companies:—

No supertax is payable by companies incorporated within the Federation, nor by certain classes of companies incorporated outside the Federation after the 31st March, 1953.

(f) *Undistributed Profits Tax*

Certain private companies incorporated within the Federation are liable to pay undistributed profits tax. The following rates apply for the assessment year ended 31st March, 1954:—

For the first £2,000 of the undistributed profits—1s-6d for each £.

On the excess over £2,000 of the undistributed profits—3s for each £.

(g) *Territorial Surcharge*

- (i) On individuals:—

20 per cent. of the total amount payable as basic tax.

- (ii) on bodies corporate:—

1s-3d for every £ of income, or, as the case may be, profits liable to the basic tax which are derived from sources within Nyasaland.

The Federal Constitution provides for the payment to the revenue of the Nyasaland Government of 6 per cent. of the proceeds of taxes on income and profits after deduction of the cost of collection. The estimated revenue from this source in the financial year, 1954/55 is £1,845,000.

*Non-Native Poll Tax*

A non-native poll tax is payable by all non-native males over 18 resident in the Protectorate, except those merely on a temporary visit. The tax is £4 for those resident in the country on 1st January, or those who arrive before 30th June. Those who arrive between 1st July and 31st December pay only £2 in respect of the year of entry. Failure to pay the tax within three months of the date on which it falls due renders the defaulter liable to double payment. The estimated yield from the tax in the financial year 1954/55 is £20,000, as compared with the actual collection in the calendar year 1953 of £20,213.

*Estate Duties*

The payment of estate duty in the Protectorate continued in 1954 to be governed by the Estate Duty Ordinance, 1946, as subsequently amended. On a person's death, estate duty is payable under the Ordinance on all property in the Protectorate beneficially owned by the deceased at the time of his death and, if the deceased was domiciled in Nyasaland at that time, on all personal property so owned by the deceased wherever situated. During recent years there has been a steady increase in the number of persons becoming domiciled in Nyasaland and consequently, since the enactment of the Estate Duty Ordinance, considerable sums have been collected from the estates of such persons. The Ordinance contains provision for relief against the payment of "double duty" in the Protectorate and the United Kingdom or British territories with reciprocal legislation, such as Southern or Northern Rhodesia. No duty in the nature of legacy or succession duty is payable. The present schedule of rates of estate duty was laid down in 1950 and examples of estate duty payable are as follows:—

Estates exceeding	£	but not exceeding	£	£	1 per cent.
" "	2,000	" "	5,000	3	" "
" "	7,500	" "	10,000	11	" "
" "	35,000	" "	40,000	23	" "
" "	100,000	" "	150,000	35	" "
" "	500,000	" "	750,000		" "

## NATIVE TREASURIES

Under the Native Authority Ordinance, Native Treasuries have been established by all Native Authorities. In all except one district the Native Authorities have federated their treasuries on a district basis with a view to strengthening their financial position. Native Treasuries are under the control of the Native Authorities or District Councils, are directly supervised by the District Commissioner and are run in accordance with standing instructions. Their annual estimates are subject to the approval of the Governor.

Financial competence in Native Authorities and their staff is developing but their efficiency still depends mainly on the efforts of District Commissioners. Conditions vary throughout the Protectorate and, as Native Authorities display different degrees of ability, so the degree of responsibility undertaken by them and the degree of control exercised by District Commissioners varies.

With the establishment of District Councils under the Local Government (District Councils) Ordinance, 1953 (mentioned in Part III, Chapter 3 of this Report) the Finance Committees formed will assume considerably greater responsibilities in the management of the financial affairs of their District Councils.

There is an awakening, albeit gradual, of the less literate mass of the population to a realization that the Native Treasuries are indeed their own, that they are in no way financed by Government and that the various local rates and taxes do not accrue to Government but to

the local treasury for expenditure on local administration and development. Few villagers, however, have as yet any appreciation of the "share of tax" system or realize that it is not only Government but also their own treasury which benefits from tax collection. Basically this is due to the fact that the average villager has little comprehension of a money economy. To him the Government, in the person of the District Commissioner, is the repository of all wealth. The impression is still widely held that the resources of Government are unlimited and that money is somehow forthcoming at will. The knowledge that the development of Native Administration must be firmly established on a sound financial basis is, however, slowly spreading among the Chiefs. In most cases they are undoubtedly beginning to seek new sources of revenue for their treasuries and their increasing efforts to ensure a full collection of fees due under Native Authority legislation are an encouraging sign.

The general principles governing the finances of Native Treasuries are:—

(i) Reserve funds, not including funds held in special accounts for specific purposes, should be not less than 50 per cent. of normal annual revenue.

(ii) A 10 per cent. margin between recurrent revenue and recurrent expenditure should be maintained.

(iii) New services and capital works should not be undertaken unless it is clear that future recurrent costs can be met.

(iv) The allocation of expenditure between personal emoluments and other charges, *i.e.* services, must be guided by the principle that increases in the former must not be at the expense of existing services and that expenditure should, as far as possible, be devoted to improving and developing the services provided by local government.

The revenue of Native Treasuries was in 1953 derived from the following main sources:—

(i) A share of tax paid by Africans under the Native Tax Ordinance. From the 1st July, 1954, the share was increased from 5s to 9s out of a 17s-6d tax. Total revenue from this source was £186,163.

(ii) Court fees and fines which were estimated to produce £34,022 in 1954.

(iii) Fees derived from the rules to control services, *e.g.* markets, marriage registration, beer, fishing, canteen, hotel and dog licence fees. The estimate of revenue from this source in 1954 was £43,359.

(iv) 25 per cent. of rentals on African trust land, of royalties on forest produce from African trust land and of cattle dipping fees and 50 per cent. of the sale of ivory. The estimate for 1954 of revenue from this source was £14,683.

The total estimated revenue of Native Treasuries in 1954 was £311,909, of which Provincial totals were Northern Province £39,640, Central Province £102,472 and Southern Province £169,797.

Expenditure by Native Treasuries gives a good indication of the type of services undertaken by Native Authorities. The main heads taken from the 1954 estimates are:—

<i>Heads</i>	<i>Expenditure</i> £
Administration (including Clerks, Messengers, Community Workers, etc.) .. .. .	106,387
Land Usage (including Agricultural Rangers, Group Farm Upkeep, Crop Protection, Agricultural Shows, Plantation Maintenance)	10,566
Social Services (including Sanitary Capitao's, Health Inspectors, Midwives, Mail Carriers, Drugs and Equipment, School Equipment, etc.) .. .. .	33,034
Works (including Builders, Ferry-men, Roads and Bridges) ..	17,530
Water Supplies (including Wells Maintenance and Repairs) ..	8,399
Markets .. .. .	4,713
Special Funds (including transfers to Central Education Funds ..	62,485

The Native Authorities are responsible not only for the actual collection of African poll tax throughout the areas under their control but also for the compilation and maintenance of village assessment rolls, on which are entered the names and details of all males liable to pay tax together with a continuous record of annual payments. It is the legal duty of the village headmen to keep the Native Authorities informed of any new settlers of taxable age in their areas and of young persons in the villages who reach the apparent age of 18 years. Assessment rolls are also kept at district headquarters, where statistics in respect of tax collection are compiled. The standard of tax collection has improved notably in recent years though it still leaves something to be desired and the organization of drives for closer collection still springs in most cases from the District Commissioners rather than from the Native Authorities as does propaganda for the more accurate maintenance of assessment rolls. Some Native Authorities, however, have demonstrated their efficiency in these matters.

Due to financial stringency Government was compelled in 1952 to freeze its contribution by way of grants-in-aid to African primary education at approximately the 1951 figure of expenditure. In order to meet increases in the cost of maintaining the development programme for primary education, the Native Authorities were asked to contribute from the funds which they had started to accumulate in their treasuries for educational purposes since 1950. In 1952 a total of £33,500 was contributed by the Native Authorities and in 1953 a further £33,000. The method of financing African primary education was extensively revised in 1954, and a five year plan covering the period 1954–1959 worked out in detail. Perhaps the most important aspect of this plan is the decision whereby a great measure of financial responsibility for African primary education was transferred from the

central to local authorities. By the end of the year Native Authorities had contributed a total of £69,000 to the education fund under this new financial arrangement.

### TOWN COUNCILS

Before this Chapter is concluded a word should be said about the financial affairs of the town councils of the Protectorate. Five such councils exist, at Blantyre, Limbe, Zomba, Lilongwe and Salima.

They are established under the Townships Ordinance and submit annual estimates of revenue and expenditure for the Governor's approval. Revenue is derived mainly from general rates on land and buildings, sanitation fees and market fees, while the principal items of expenditure are salaries, road maintenance, vehicle maintenance, sanitation and market maintenance. Extraordinary expenditure usually covers such items as markets, water supplies, drainage and purchase of lorries. The Crown is not legally liable to pay rates but the principle is accepted that Government should pay contributions in lieu of rates to town councils in respect of Government land and residential buildings in the townships and these contributions are made annually in the form of grants-in-aid. In the latter part of 1954 an enquiry was undertaken with particular regard to the case for the amalgamation of the two virtually adjacent townships of Blantyre and Limbe.

Statutory approval was given in 1954 to the provision of £90,000 in loan monies to Town Councils to enable them to undertake capital development works during the 1954/55 financial year.

## STATEMENT OF ASSETS

LIABILITIES				£	s	d	£	s	d	£	s	d
DRAFTS	..	..	..	..	..	..	..	..	..	5,500	0	0
UNEXPENDED BALANCE OF LOAN FUNDS:												
Development Loan	..	..	..	..	..	..	..	..	..	121,935	8	6
E.A. Guaranteed Loan	..	..	..	..	..	..	..	..	..	842	9	0
DEPOSITS												
C.D. and Welfare Grants (b)	..	..	..	..	..	..	71,596	2	8	1,005,473	7	6
Other	..	..	..	..	..	..	933,877	4	10			
SPECIAL FUNDS												
Administrator General												
Brown Trust	..	..	..	205,326	12	2						
Other Estates	..	..	..	2,152	1	8	207,478	13	10			
Custodian of Enemy Property	..	..	..	..	..	..	1,975	13	3			
Official Receiver	..	..	..	..	..	..	1,446	9	1			
Bankruptcy Contingency Fund	..	..	..	..	..	..	54	9	11			
Ewing Bequest Library Fund	..	..	..	..	..	..	898	2	0			
Ruarwe Trust Fund	..	..	..	..	..	..	460	5	2			
A. J. Storey Memorial Fund	..	..	..	..	..	..	24	6	10			
Native Development and Welfare Fund	..	..	..	..	..	..	951,837	4	2			
Post Office Savings Bank	..	..	..	..	..	..	685,367	6	3			
Widows' and Orphans' Pension Scheme	..	..	..	..	..	..	138,071	5	8			
Price Assistance Fund (A.T.B.)	..	..	..	..	..	..	508,259	15	0			
Cotton Board—Reserve Account	..	..	..	..	..	..	300,000	0	0			
Stock Transfer Stamp Duty Fund	..	..	..	..	..	..	10,017	2	11	2,805,890	14	1
WAR SAVINGS CERTIFICATES	..	..	..	..	..	..	..	..	..	22,590	15	0
GENERAL REVENUE BALANCE AT 1-1-1953	..	..	..	..	..	..	809,351	17	4			
Add—Surplus and Deficit Account	..	..	..	..	..	..	469,808	12	10	1,279,160	10	2
CONTINGENT LIABILITIES:—												
POST OFFICE SAVINGS BANK												
Deficit as at 31-12-1953	..	..	..	34,668	17	7						
IMPERIAL LOAN TO MEET 1914/18 WAR EXPENDITURE												
Local	..	..	..	42,000	0	0						
War Office Loan	..	..	..	55,499	7	5						
				£97,499	7	5				£5,241,393	4	3

NOTE:—(a) The following Stock and Shares not included in the statement of assets are held by the Crown Agents for the Colonies on behalf of Government:—

- (i) In respect of the Trans-Zambesia Railway Guarantee:—  
 150,000 Ordinary £1 Shares Trans-Zambesia Railway Company  
 £719,587-6s-2d 3½% First Mortgage Debenture Stock  
 £1,500,000-0s-0d 5% Income Debenture Stock
- (ii) In respect of Expenditure from Loan Funds:—  
 £3,188,759-0s-0d Nyasaland Railways 5% Consolidated Income Debenture Stock  
 £54,081-5s-0d Nyasaland Railways "A" Ordinary Shares  
 £248,141-11s-5d Trans-Zambesia Railway 3½% First Mortgage Debenture Stock
- (iii) In respect of Expenditure from War Surplus Reserve (now absorbed in the General Revenue Balance):—  
 £12,504-2s-5d Trans-Zambesia Railways 3½% First Mortgage Debenture Stock
- (b) A sum of £95,928-11s-0d is due from Colonial Development and Welfare Act Funds

AND LIABILITIES AT 31ST DECEMBER, 1953

ASSETS											
				£	s	d		£	s	d	
<b>CASH</b>											
At Banks and with Sub-Accountants				..	..			232,113	3	4	
With Agencies	..	..	..	..	..			4,343	10	4	
In Transit	..	..	..	..	..			31,038	9	4	
With Joint Colonial Fund	..	..	..	..	..			823,000	0	0	
Imprests	..	..	..	..	..			64,380	1	0	
Cash on Fixed Deposit	..	..	..	..	..			400,000	0	0	1,554,875 4 0
<b>ADVANCES</b>											
Personal	..	..	..	..	..			166,960	5	6	
Postal Accounts	..	..	..	..	..			109,664	2	8	
Inter-territorial	..	..	..	..	..			17,942	11	2	
Other	..	..	..	..	..			311,442	7	11	606,009 7 3
<b>ADVANCES—LOAN EXPENDITURE</b>											
	..	..	..	..	..			..	..		704,379 11 10
<b>INVESTMENTS:—</b>											
<b>On Account of Special Funds:—</b>											
<b>Administrator General</b>											
Brown Trust	..	..	..	202,918	16	3					
Other Estates	..	..	..	2,308	11	5		205,227	7	8	
Custodian of Enemy Property	..	..	..	..	..			1,487	2	3	
Ewing Bequest Library Fund	..	..	..	..	..			898	2	0	
Ruarwe Trust Fund	..	..	..	..	..			460	5	2	
A. J. Storey Memorial Fund	..	..	..	..	..			24	6	10	
Native Development and Welfare Fund	..	..	..	..	..			519,142	1	9	
Post Office Savings Bank	..	..	..	..	..			667,166	4	2	
Widows' and Orphans' Pension Scheme	..	..	..	..	..			122,042	15	9	
Price Assistance Fund (A.T.B.)	..	..	..	..	..			508,259	15	0	
Cotton Board—Reserve Account	..	..	..	..	..			300,000	0	0	
Stock Transfer Stamp Duty Fund	..	..	..	..	..			9,697	2	0	
								2,334,405	2	7	
On Account of General Revenue Balance	..	..	..	..	..			21,539	12	2	2,355,944 14 9
<b>WAR OFFICE SUSPENSE ACCOUNT</b>											
	..	..	..	..	..			..	..		20,184 6 5
											<b>£5,241,393 4 3</b>

## STATEMENT OF ASSETS

LIABILITIES			£	s	d	£	s	d	£	s	d
DRAFTS .. .. .	..	..	..	..	..	..	..	..	8,900	0	0
UNEXPENDED BALANCE OF FUNDS:											
Development Loan .. .. .	..	..	..	..	..	..	..	..	62,626	13	10
Nyasaland Govt. Guaranteed Stock .. .. .	..	..	..	..	..	..	..	..	842	9	0
DEPOSITS											
C.D. and Welfare Grants .. .. .	..	..	..	..	..	81,191	7	4			
Cotton Fund .. .. .	..	..	..	..	..	206,721	2	8			
Other .. .. .	..	..	..	..	..	543,483	6	7	831,395	16	7
SPECIAL FUNDS											
Administrator General											
Brown Trust .. .. .	..	..	222,466	4	9						
Other Estates .. .. .	..	..	5,316	16	6	227,783	1	3			
Custodian of Enemy Property .. .. .	..	..	..	..	..	1,989	11	6			
Official Receiver .. .. .	..	..	..	..	..	2,634	0	11			
Bankruptcy Contingency Fund .. .. .	..	..	..	..	..	54	9	11			
Ewing Bequest Library Fund .. .. .	..	..	..	..	..	947	1	10			
Ruarwe Trust Fund .. .. .	..	..	..	..	..	468	13	11			
A. J. Storey Memorial Fund .. .. .	..	..	..	..	..		6	0			
Native Development and Welfare Fund .. .. .	..	..	..	..	..	915,944	0	7			
Post Office Savings Bank .. .. .	..	..	..	..	..	735,105	11	2			
Widows' and Orphans' Pension Scheme .. .. .	..	..	..	..	..	158,765	3	8			
Price Assistance Fund (A.T.B.) .. .. .	..	..	..	..	..	522,148	16	10			
Cotton Board—Reserve Account .. .. .	..	..	..	..	..	305,918	16	0			
Stock Transfer Stamp Duty Fund .. .. .	..	..	..	..	..	10,401	18	0	2,882,161	11	7
WAR SAVINGS CERTIFICATES .. .. .	..	..	..	..	..	..	..	..	16,877	5	0
Reserve for Development .. .. .	..	..	..	..	..	..	..	..	500,000	0	0
GENERAL REVENUE BALANCE AT 1-1-1953 .. .. .	..	..	..	..	..	809,351	17	4			
Add—Surplus and Deficit Account .. .. .	..	..	..	..	..	59,245	2	3			
						868,596	19	7			
Add—appreciation of Investments .. .. .						533	12	11	869,130	12	6
CONTINGENT LIABILITIES:—											
IMPERIAL LOAN TO MEET 1914/18 WAR EXPENDITURE											
Local .. .. .	..	..	42,000	0	0						
War Office Loan .. .. .	..	..	55,499	7	5						
			£97,499	7	5				£5,171,934	8	6

NOTES:—(a) *Advances—Loan Expenditure.* The Apportionment Commission has prescribed that £581,393 of this amount, being the expenditure incurred before 23rd October, 1953, shall be regarded as part of the Public Debt of Nyasaland for which financial responsibility is to be assumed by the Federal Government. The Federal Government has paid this amount to the Nyasaland Government since 30th June, 1954. A sum of £814,287 has also been received from the Federal Government since 30th June, 1954, this being an estimate of the expenditure from 24th October, 1953 to 30th June, 1954 on Federal projects charged to "Advances—Loan Expenditure". The actual figure of such expenditure was £745,613-18s-2d.

(b) *Post Office Savings Bank.* At 30th June, 1954, the amounts shown under "Special Funds" and "Investments on account of Special Funds" for the Post Office Savings Bank were held on behalf of the Federal Government. The property in the investments passed to the Federal Government on the 1st September, 1954.

(c) Certain investments in the Nyasaland Railways and the Trans-Zambesia Railway are held by the Crown Agents for Oversea Governments and Administrations in the name of the Nyasaland Government. These investments are held by the Nyasaland Government on behalf of the Federal Government.

(d) A sum of £64,925-10s-10d is due from Colonial Development and Welfare Act Funds

H. HEYS  
Accountant-General

# AND LIABILITIES AT 30TH JUNE, 1954

ASSETS											
				£	s	d		£	s	d	
<b>CASH</b>											
At Banks and with Sub-Accountants	..	..	..	..	..	..	307,989	16	7		
With Agencies	..	..	..	..	..	..	5,642	18	11		
In Transit	..	..	..	..	..	..	2,329	14	2		
With Joint Colonial Fund	..	..	..	..	..	..	120,000	0	0		
Imprests	..	..	..	..	..	..	5,334	0	0	441,296	9 8
<b>ADVANCES</b>											
Personal	..	..	..	..	..	..	173,713	2	11		
Postal Accounts	..	..	..	..	..	..	133,632	5	0		
Inter-territorial	..	..	..	..	..	..	20,158	14	4		
Other	..	..	..	..	..	..	120,656	2	8	448,100	4 11
<b>ADVANCES—LOAN EXPENDITURE</b>											
..	..	..	..	..	..	..	..	..	..	1,399,554	1 11
<b>INVESTMENTS:—</b>											
<b>On Account of Special Funds:—</b>											
<b>Administrator General</b>											
Brown Trust	..	..	..	220,047	14	0					
Other Estates	..	..	..	2,386	0	7	222,433	14	7		
Custodian of Enemy Property	..	..	..	..	..	..	1,488	14	10		
Ewing Bequest Library Fund	..	..	..	..	..	..	947	1	10		
Ruarwe Trust Fund	..	..	..	..	..	..	468	13	11		
A. J. Storey Memorial Fund	..	..	..	..	..	..	24	12	10		
Native Development and Welfare Fund	..	..	..	..	..	..	894,936	2	8		
Post Office Savings Bank	..	..	..	..	..	..	729,731	5	0		
Widows' and Orphans' Pension Scheme	..	..	..	..	..	..	139,585	11	4		
Price Assistance Fund (A.T.B.)	..	..	..	..	..	..	522,148	16	10		
Cotton Board—Reserve Account	..	..	..	..	..	..	305,918	16	0		
Stock Transfer Stamp Duty Fund	..	..	..	..	..	..	9,932	13	4		
							2,827,616	3	2		
On Account of General Revenue Balance	..	..	..	..	..	..	43,901	11	9	2,871,517	14 11
<b>WAR OFFICE SUSPENSE ACCOUNT</b>											
..	..	..	..	..	..	..	..	..	..	11,405	17 1
										<b>£5,171,934</b>	<b>8 6</b>

During 1954 a further eight companies were incorporated in the Protectorate bringing the total number of companies on the register to 130 with a nominal capital of £3,781,800. In addition two new companies incorporated outside Nyasaland were registered to carry on business inside the Protectorate.

The commercial activity of the community is to some extent reflected in the number of land transactions taking place, as many of these relate to the opening or transfer of trading plots. The number of such transactions in 1954 was 278, compared with 202 in 1953 and 575 in 1952.

Trade continued to be mainly in the hands of Europeans and Asians. The Africans are, however, slowly learning the possibilities of participating in the commerce of the Protectorate.

## Chapter 4. Currency and Banking

Nyasaland was a member of the Southern Rhodesia Currency Board, but during 1954 this became the Central African Currency Board. During 1954 both the notes and coin issued by the Southern Rhodesia Currency Board and United Kingdom coin were legal tender, but on the 31st December, United Kingdom coin ceased to be legal tender, and the previous gradual process of withdrawal of this currency was hastened during the period March/December, 1954.

Two commercial banks, the Standard Bank of South Africa and Barclays Bank (Dominion, Colonial and Overseas) operate in the Protectorate. The former, has four branches, at Blantyre, Zomba, Limbe and Lilongwe and two agencies, at Cholo and Mlanje, and the latter two branches, at Blantyre and Limbe. Statistics for Nyasaland Banks are now included in the statistics for the Federal banking system.

No bank rate as such exists in the Protectorate; interest rates are guided by the prevailing Bank of England rates.

The Nyasaland Post Office Savings Bank was taken over by the Federal Government with effect from the 1st July, 1954, and became part of the Federal Post Office Savings Bank. The interest rate was at the same time increased from  $2\frac{1}{2}$  per cent. to 3 per cent. (tax free).

## Chapter 5. Commerce

In previous years it was customary to include in this Chapter figures of imports and exports into and from the Protectorate. It is not now possible to continue this feature as with effect from the 1st January, 1954, the Federal Government undertook complete responsibility for the compilation of all statistics, and maintained those statistics from that date in respect of the Federation as a single entity. The full documentation of movements of goods between the three territories of the Federation is no longer maintained, and such figures as are available in respect of Nyasaland trade only take into account movements between Nyasaland and places outside the Federal area—i.e., movements over that portion of the Protectorate boundary which forms part of the boundary of the Federation.

Special arrangements were, however, made for the provision of such statistics as were available, and although the final figures for 1954 are not yet to hand the table on page 53, extracted from details provided by the Central African Statistical Office in respect of the first nine months of 1954 is of interest.

From the 1st April, 1954, the Federal Government assumed responsibility for all Customs and Excise matters though, as an interim measure, pending the introduction of a universal Federal Customs Law and Tariff, the Federal Customs Department continued to administer, in respect of Nyasaland, the Customs and Excise laws previously operative in the Protectorate. On account of Nyasaland's position *vis-a-vis* the Congo Basin Treaties it was not possible, except in regard to the degree of documentation, to permit any substantial relaxation of import and export formalities in respect of movements between the Protectorate and the other two territories of the Federation.

During 1954 a further eight companies were incorporated in the Protectorate bringing the total number of companies on the register to 130 with a nominal capital of £3,781,809. In addition two new companies incorporated outside Nyasaland were registered to carry on business inside the Protectorate.

The commercial activity of the community is to some extent reflected in the number of land transactions taking place, as many of these relate to the opening or transfer of trading plots. The number of such transactions in 1954 was 978, compared with 852 in 1953 and 878 in 1952.

Trade continued to be mainly in the hands of Europeans and Asians. The Africans are, however, slowly learning the possibilities of participating in the commercial life of the Protectorate and a

factor in this respect has been the development of the co-operative movement described in Chapter 6. Over 5,000 Africans were engaged in trade during the year.

A further matter for which the Federal Government took over responsibility during 1954 was the control of prices, and the Federal Control of Goods Act, 1954, superseded Territorial Legislation in this respect. By the end of the year price control on all goods and commodities had been removed with the exception of that on petrol, motor vehicles spare parts, infant foods and drugs and medicines.

As stated in Chapter 2 of this Part of the Report, Nyasaland has Government Representatives in Salisbury and Johannesburg whose main duties are connected with migrant labour. The addresses of these officers are, respectively, P.O. Box 923, Salisbury, and P.O. Box 55, Fordsburg, Johannesburg. There is also a Nyasaland Commissioner in London whose address is 11b Lower Regent Street, although this office will be closed and its work embraced by the office of the Federal High Commissioner in London in mid-1955. In Beira the Union Castle Steamship Company and in Capetown Thomas Cook and Sons act as agents to the Nyasaland Government in connection with shipping matters.

## STATISTICS OF TRADE BETWEEN NYASALAND AND OTHER COUNTRIES OUTSIDE THE FEDERATION OF RHODESIA AND NYASALAND

*Cumulative Statistics of Imports, Exports and Re-exports for the nine month period ending 30th September, 1954*

Class	I (a)	(b) (c)		Imports £	Domestic Exports £	Re-exports £
I	(d)	..	Animals, agricultural and pastoral products	7,758	73,239	..
"	II (a)	..	Foodstuffs	414,911	2,422,022	50
"	II (b)	..	Spirits, potable	32,751	..	91
"	III	..	Spirits, non-potable	1,395	..	..
"	IV	..	Tobacco	3,987	..	..
"	V	..	Fibres, yarns, textiles and apparel	1,949,704	2,222,244	..
"	VI	..	Metals, metal manufactures, machinery and vehicles	1,750,519	446,096	972
"	VII	..	Minerals, earthenware, glassware and cement	106,942	9,643	32,359
"	VIII	..	Oils, resin, waxes, paints and varnishes	438,657	60,615	62
"	IX	..	Drugs, chemicals and fertilizers	134,365	11,857	256
"	X	..	Leather, rubber and their manufactures	149,877	..	330
"	XI	..	Wood, cane and their manufactures	96,637	5,533	213
"	XII	..	Books, paper and stationery	62,195	292	28
"	XIII	..	Jewellery, timepieces, fancy goods and musical instruments	82,091	..	1,221
"		..	Miscellaneous	74,547	204	423
		..	TOTAL	£5,346,336	£5,251,746	3,011
		..				£39,016

## Chapter 6 Production

[In this Chapter, unless otherwise stated, weights are given in short tons.]

### LAND UTILIZATION AND TENURE

The land area of the Protectorate is 36,879 square miles and the water area 12,298 square miles. A description of the physiography and climate of Nyasaland is given in Part III, Chapter 1 of this Report.

The great bulk of the productive land is arable, largely under peasant cultivation with small areas under tea, tobacco and tung estates. African-owned cattle are usually grazed in the bush adjacent to their owners' villages or on stream plains in the neighbourhood. Arable production comprises tobacco, tea, tung and cotton as the principal economic crops and maize, cassava, rice, beans and ground-nuts as the principal food crops.

The forest estate, which comprises nearly one-fifth of the Protectorate's land area, contains some species of rare and valuable softwoods, notably Mlanje Cedar (*Widdringtonia whytei*) and a variety of useful hardwoods, but so far as is at present known the timber resources are barely equal to the Protectorate's needs and large scale afforestation is taking place.

There remain undeveloped areas of some size in the Protectorate, notably the Vipya and Nyika Plateaux in the Northern Province, the potentialities of which are at present under investigation. The development of most of these areas does, however, depend on drainage and irrigation, the clearance of bush, the improvement of communications and the solution of other natural problems.

The 1945 census revealed a density, of 55.51 to the square mile, with a range of 12.14 to 309.77 between districts.

The classification of land utilization is tentatively estimated as follows, figures being very approximate:—

Arable land	..	..	..	..	10,000 square miles
Land for growing tree-crops, vines, shrubs, etc.				1,300	" "
Permanent meadow and pasture	..	..	..	2,300	" "
Wood or forest land	..	..	..	7,000	" "
Other land	..	..	..	16,279	" "
<b>TOTAL LAND AREA</b>	..	..	..	<u>36,879</u>	<u>square miles</u>

The Lands Office, which functions as a section of the Secretariat, deals with land, mining and town planning matters. It directed its

efforts during 1954 to work concerned with new applications for leases, to the acquisition of privately owned land and African Trust Land for public purposes, to the layout for development of public land, particularly in the major townships in accordance with Town Planning Schemes, and to other matters which normally come under the "Land" sphere.

A major task arose in 1954 from the implementation of section 4 of the Federation of Rhodesia and Nyasaland (Constitution) Order in Council, 1953, which deals with the transfer of Territorial Assets and Liabilities to the Federal Government. Schedules of all Nyasaland Assets and Liabilities relating to Federal purposes were compiled and submitted to the Apportionment Commission and as the bulk of the assets consisted of land and buildings, the work was centralized in the Lands Section. In addition it assumed responsibility for dealing with the requirements of the Federal Government in respect of matters relating to land and buildings.

The Lands Section was also responsible for the co-ordination of all matters connected with the important scheme for the establishment, under special legislation, of the Soche High Density Residential Area near Blantyre and Limbe. Generally, the scope of the work of the office widened appreciably during the year.

The Southern Rhodesia Town Planning Department accepted responsibility for the organization of the Nyasaland Town Planning Office and the provision of technical staff with effect from the 1st July, 1954. The office was concerned primarily with the Blantyre/Limbe Planning Area, but work was undertaken at Lilongwe where there is also a Town Planning Authority, and a provisional outline planning scheme was prepared for Mzuzu in the Northern Province.

The Natural Resources Ordinance of 1949, as amended, provides for the setting up of Provincial and District Natural Resources Boards. The functions of Provincial Boards include the making of Orders for the conservation of natural resources, recommending to the Governor any legislation which they deem to be necessary for this purpose, the exercise of general supervision over all natural resources and the examination of all conservation proposals submitted to them by District Boards and executive officers. District Boards co-operate by formulating conservation schemes for submission to the Provincial Boards and undertaking conservation works and measures on the authority of the Provincial Boards. Both types of Board include in their membership European non-officials and prominent Africans.

A Provincial Board, if it considers that measures should be taken for the conservation of natural resources in any part of the Province, may order the owner or occupier of the land in question to undertake such measures. These Orders may relate to the use to which land may be put, the preservation and protection of stream banks, sources or courses, the preservation or restriction of cultivation, the methods of cultivation on any land, the control of water, the manner of watering,

depasturing or moving stock and the construction or maintenance of conservation works. Failure to comply with such Orders renders the owner or occupier guilty of an offence. Under section 20 of the principal Ordinance the Governor is empowered to make Rules of general application for similar purposes. Such Rules were enacted in 1952 and were applied during the same year to all three Provinces.

In all three Provinces general soil conservation extension work was again confined to the purely physical measures of protection; and no serious attempt made to tackle the more fundamental problems of correct land use requiring consolidation of holdings and agricultural reconstruction in the widest possible sense. Nevertheless, in the Southern Province over the past few years a growing appreciation of the need for greater concentration of effort has evolved a policy of "*conservation by catchments*" which has had the effect of doing away with inefficient, scattered and piece-meal effort over the Province and also of improving the standard and quality (albeit reducing quantity at the same time) of physical protection within a specific catchment area.

In pursuance of this policy the main conservation drive in the Southern Province during 1954 was concentrated in the Tangadzi Valley, an area comprised of very steep sloping land and forming one of the main tributaries of the Ruo River arising in the Cholo/Chikwawa escarpment.

All bund construction work and the reclamation of gullies was undertaken on a communal basis, an old African custom in work of this nature. In making use of the system it was possible to achieve a high degree of accuracy, uniformity and overall coverage so essential to the efficient operation of this type of work. A total of 4,712 acres of land were protected during the campaign, involving the marking and construction of 1,707,385 yards of bund, 4,097 check dams and 1,525 yards of storm drains. The work achieved has been of excellent quality and can be relied upon to give full protection to the acreage conserved in the fullest physical sense.

Conservation work in the Central Province was operated in a similar manner to previous years, and use was made of individual teams or groups of teams working simultaneously in different districts. A total of 6,015 miles of bund were marked of which, by October, approximately 4,000 miles had been constructed to standard specification, providing protection to 45,822 acres. Here again every effort was made to achieve a greater concentration of effort within each district and this, together with invaluable assistance from both the District and Native Administration, has resulted in a higher standard of work.

In the Northern Province, during the course of a 3½ month bunding campaign in the Rumpi and Mzimba Districts, a further 2,248 miles of bund line were marked; almost 2,000 miles of which had been

constructed to size by the end of the year. This work provided protection to some 25,600 acres.

Apart from specific bunding campaigns in the three Provinces special efforts have been made in all Provinces to maintain and consolidate previously constructed conservation works. Attention has also been given to the implementation of other Natural Resources Rules more especially in regard to stream bank protection, roadside protection and the control of bush fires.

In the Southern Province the Provincial Board has continued to concern itself with the more general aspects of soil conservation and the application of the Natural Resources Rules, directed towards such problems as roadside conservation, improvement of water supplies by dam construction, the conservation of the Mudi Dam catchment area, and the closure of both Private, Public and African Trust Land to further cultivation where such land was considered to be unsuited to cultivation. Other matters of interest were the reclamation and resettlement of previously uncultivated areas, the conservation and protection of the steep foothill slopes of Mlanje Mountain and the conservation extension work carried out on private estates. In the latter context the Cholo District farming and planter communities have given the Board invaluable assistance through the voluntary formation of small "conservation committees". These committees have jurisdiction over specifically defined catchment areas within the District, and will serve to promote further progress in the vital task of preserving Natural Resources and consolidating and directing public interest towards a greater appreciation of soil and water conservation.

The Provincial Board has sponsored various public activities such as arranging for educational courses on soil conservation, and also practical demonstration of conservation schemes and the use of conservation mechanical equipment. The two field days arranged in this connection were well attended. At the invitation of the Southern Rhodesia Natural Resources Board the Southern Province Board has arranged for closer liaison between these two Boards and that of Northern Rhodesia.

In the Central Province, as in previous years, the Board's main efforts were directed to the enforcement of the Natural Resources Rules. Close attention was directed to the problem of reafforestation in the timberless tobacco growing areas of the Province. A start was made on a scheme for the construction of small earth dams by means of ox-draught equipment during the latter half of the year. Suitable sites were selected and oxen trained. No actual construction operations were undertaken apart from preparatory site clearing work.

The Northern Province Board's policy of prohibiting all grass burning, except by permission after the first rains, was modified slightly in respect of the two plateaux areas of the Vipya and Nyika grasslands. Attempts, however, to control the indiscriminate burning of

these areas under the new policy of early patchwork burning did not achieve the protection desired, although the early burnt ridges did serve to prevent the later fires (started by hunting parties) from spreading out of control over large areas. The "no burning" policy over the remaining areas of the Province resulted in a commendable preservation of grass vegetation, although in certain areas fierce burning did occur.

Attempts to control cultivation on the Vipya Plateau have not proved effective, and as it is agreed that the best utilization of these grasslands is that of afforestation the Board has decided to reserve the whole area as a major water shed with careful exploitation under tree crops.

The dam-building scheme, using ox-draught equipment, has made good progress and five small dams were constructed in the Mzimba and Karonga Districts during the year.

It would be no exaggeration to say that the Protectorate is now soil conservation conscious and much of the progress achieved in the past few years may be credited to the Provincial and District Natural Resources Boards.

Approximately 3.75 per cent. of the total land area of the Protectorate is at present held in freehold by private landowners. Some 9.58 per cent. comprises the areas of townships and the land held by Government (including the areas of public institutions and State forests). The remaining land, approximately 86.67 per cent. of the whole, is African Trust Land, vested in the Secretary of State for the Colonies and administered by the Governor on his behalf for the common benefit, direct or indirect, of the African inhabitants of the Protectorate. Native Authorities may, however, subject to the directions of the Governor, authorize Africans to use and occupy African Trust Land within their respective areas in accordance with the native customary law prevailing therein. The Governor may grant leases of or dispose of other interests in African Trust Land, either to Africans or non-Africans, but before doing so he must consult the Native Authority of the area in which the land is situated and only with the approval of the Secretary of State may he grant an estate or interest greater than a lease for 99 years. The Governor may also make grants to search for and work minerals on African Trust Land, following consultation with the Native Authority and having general regard to African interests. He may also acquire Trust Land for public purposes which are for the direct or indirect benefit of Africans, again after consultation with the Native Authority, compensation being paid where necessary from public revenue. Rents paid under leases or other interests granted in respect of Trust Land are shared between the Native Treasuries and the Native Development and Welfare Fund.

The Nyasaland Protectorate (African Trust Land) Order in Council, 1950, defines "African trust land" and "public land". Provision for the disposal of public land is made in the Public Land Ordinance, empowering the Governor to make and execute, under the

Public Seal, grants and leases of public land for any purpose and on any terms he thinks fit.

The types of tenure on which land is held in the Protectorate are freehold (arising from Certificates of Claim granted by Government in the early days of the Protectorate), leasehold from the Crown or private landowners and leases of African Trust Land, already described above. Africans occupy their land by customary tenure originating in a Chief or other person traditionally recognized as authorized to allocate a user of land.

The areas and types of holding in respect of different sections of the community are as follows; all figures are approximate:—

Unalienated African trust land	..	..	20,380,667	acres
Government, townships, etc.	..	..	2,183,449	„
Freehold ..	..	..	886,438	„
Leasehold	..	..	152,006	„
TOTAL LAND AREA			..	<u>23,602,560</u> acres

The position of Africans residing on private estates is governed by the Africans on Private Estates Ordinance.

As a result of the recommendations of the Abrahams Report and the Land Planning Committee subsequently set up, some 300,000 acres of land have been acquired by Government from estate-owners in the Southern Province for the resettlement of Africans living in other congested areas. Land of three types was acquired as follows:—

(i) Accommodation land on which it is possible to provide for concentrated settlement by reason of the employment and industry within easy reach of it, without regard to the carrying capacity of the soil. This category totals some 75,000 acres.

(ii) Land unsuitable for fresh settlement on any appreciable scale by reason of its distance from industrial areas and the full extent to which it is already occupied. This category totals some 26,000 acres.

(iii) Land lending itself to increased agricultural production and to the reception of considerable numbers of new settlers if water and communications are provided. This category totals about 200,000 acres.

During the year work on the resettlement of Africans in the acquired areas continued. 834 acres of new land were bought from private estates and the survey of previously acquired blocks continued. Five large blocks still remain to be surveyed involving an estimated acreage of 26,730.

The number of families on these acquired lands increased from 25,520 at the end of 1953 to 27,660 by the end of 1954; the increase being accounted for by 222 families on the new lands acquired in 1954 and the remainder from natural increase. The most concentrated

building programme took place on Chingale where 784 huts were built; on Magomero the number built was 758, but settlement on East Magomero was restricted until September, when it proved too late for new families to move in and settle before the onset of the rains.

Almost all of the new immigrants moved voluntarily from their previous homes, but among them were also a few rent-defaulters from private estates, and others whose gardens were closed for conservation reasons. The movement might well have been larger, but many heads of families have undoubtedly deferred shifting, owing to rumours of new lands being acquired by Government nearer their present homes. The Cholo and Blantyre accommodation blocks now allow for little more than natural increase, so that Magomero and Chingale resettlement areas are having to absorb the increasing number of emigrants from congested areas.

All areas were able to obtain a sufficiency of food, but water, after two particularly dry years, became scarce in parts of Magomero and Chingale. By the end of the year it became necessary to sink three additional boreholes to meet the situation. The population on the resettlement areas earn their money almost entirely by seeking employment in local industry or journeying abroad, as no economic crop has yet been proved successful on Chingale or Magomero; except for the restricted quantity of tobacco permitted on the latter.

As in 1953 the main developmental expenditure was on the road system of Chingale and Magomero, a service widely used and appreciated by an increasing number of cyclists. In addition plans were laid for the installation of telephones on Magomero and for improved Postal services on Chingale. The expenditure per family on development and administration was 12s-6d per family or 2s-6d per acre, but little was spent on the resettlement blocks in the Cholo and Blantyre area, as these benefit considerably from normal Protectorate expenditure.

### AGRICULTURE

The agricultural policy for the Protectorate has been planned with a view to producing increased quantities of food to keep pace with an ever growing population, to maintain and improve the standard of economic crop production, to provide for a rising standard of living, and at the same time to ensure a steady improvement in farming methods. In spite of the difficult weather conditions experienced in 1954, the total crop production was a record, and there has been some solid improvement in the standards of agricultural practice. Indeed, were it not for the better farming methods adopted, the short and patchy rains would have made it a disappointing year.

A record surplus crop of maize, amounting to 54,345 short tons, was purchased by the Produce Marketing Board at a price of 1d per lb. 40,800 short tons were exported during the calendar year 1954, which included a carry-over from 1953. In accordance with policy

some 32,000 short tons were retained for subsequent disposal as soon as the 1955 crop harvest has been assured. This policy insures against a food shortage in the Protectorate, which might result from drought or other unforeseeable events. Maize occupies a peculiar position in the Protectorate's economy: as the staple food its sufficiency is vital, but its excessive cultivation will, by impairing soil fertility, prejudice the future prospects of sufficiency. Excessive cultivation in unsuitable areas is therefore discouraged. Increased yields of maize per acre are being attained by encouraging simple practices such as early planting and early weeding, which have been proved by experiment to produce impressive benefits.

Other graminaceous food crops grown include wheat, rice, millets, both eleusine and bullrush, and sorghum. Wheat is only grown on a restricted scale by peasant cultivators and is not capable of any great expansion, due to the limited area where conditions are suitable. The surplus purchased by traders for local consumption amounted to 614 short tons. The production of wheat in Nyasaland can only be expanded under irrigation or by breeding wheats suitable for growing in the highlands with summer rainfall.

Surplus rice production amounted to some 3,218 short tons paddy of which 820 short tons of Grade 1 rice were exported. Rice-growing is exclusively a peasant crop and depends for success on the flooding of low-lying areas by river or lake. The light and patchy rains of 1954 resulted in uncertain flooding and corresponding light yields. The crop is marketed mainly through producer co-operative societies. A pilot project was started during 1954 to investigate the potential of a floodland plain area near Lake Chilwa for rice-growing under controlled irrigation.

Millets and sorghums are normally only grown for local consumption but 999 tons of sorghum were purchased by traders for export.

A record surplus of groundnuts, amounting to 7,327 short tons, was also purchased by the Produce Marketing Board at a price of 3½d per lb. The acreage planted to this crop was considerably increased and methods of planting showed some improvement, many growers planting early in double rows at close spacing. It was expected at one time that the surplus would reach 10,000 tons, but adverse weather, and in particular the early termination of the rains, resulted in low yields. Recent experiments have proved the value of groundnuts as a rotation crop apart from its value in other directions and it is hoped that production will continue to expand.

The Protectorate's tobacco crop totalled 33,152,570 lbs. for all types of tobacco sold over the auction floors, representing a reduction of approximately 3 million lbs. on the 1953 crop. The breakdown of this total into various types of tobacco and the average prices obtained on the auction floors are as follows:—

## TOBACCO SALES OVER THE LIMBE AUCTION FLOORS

	1953		1954	
	Quantity Sold	Average price	Quantity Sold	Average price
Fire-cured .. ..	24,362,002	13.85	23,598,853	13.51
Sun/air-cured .. ..	6,285,881	16.49	3,298,679	16.45
Flue-cured .. ..	3,734,951	25.46	4,305,663	25.45
Burley .. ..	1,691,309	22.71	1,949,375	27.13
TOTALS .. ..	<u>36,074,143</u>	<u>15.93</u>	<u>33,152,570</u>	<u>16.19</u>

In the Central Province, which is the main producing area, the number of growers of fire-cured tobacco dropped from 58,048 to 54,329. This decline was due in part to the refusal to register poor growers (less than 4 per cent.), and also to those growers who, disappointed at the low prices in 1953 were not disposed to continue growing. The average yield per acre for this type of tobacco fell from 240 to 213 lbs., which is mainly accounted for by adverse weather, resulting in concentrated ripening and insufficiency of barn space for curing. The drop in sun/air-cured tobacco is due to production of this crop by tenants on private estates declining in favour of fire-cured tobacco, owing to a better demand for the latter in the previous year. A welcome increase was shown on the small flue-cured crop, which is entirely estate-produced and which gave an average yield of 593 lbs. per acre. Growers in the new Kasungu area suffered a setback due to the incidence of *alternaria*. The Burley crop of close on 2 million lbs. was a record and enjoyed satisfactory prices averaging 27.13d per lb. It is noteworthy, however, that the market for this type of tobacco remains limited.

All fire and sun/air-cured tobacco produced on African Trust Land is purchased from growers by the African Tobacco Board at their own markets situated in the main producing areas. All tobacco produced on trust land, by tenants on private estates and by European farmers is graded privately or by commercial graders before being sold by auction on one of two auction floors in Limbe. The tobacco is then handled, packed and exported by a number of tobacco exporting firms.

Despite a rainfall figure rather below average tea exports for the year 1954 reached a new record of 17,016,221 lbs. of made tea, which is close on 4 million lbs. higher than in 1953. The upward trend in prices at the London Auctions continued steadily throughout 1954 reaching an average figure for Nyasaland teas of 79d per lb. in December, compared with 47d per lb. at the corresponding date in 1953. The heavy yields obtained, coupled with a maintenance of quality and high prices, have combined to make 1954 a record year financially. It is encouraging that most companies are using their improved profits to resume new planting and replanting programmes. During the year ending 31st March, 1954, the acreage under tea had increased from 23,362 to 24,726 acres, of which 22,088 acres were in bearing.

The 1954 tung crop was exceptionally heavy, it being an "on" year in the biennial bearing habit of the tree. In addition there was a further acreage of young tung coming into bearing, although this roughly balanced the acreage of tung being replaced by other crops; a disappointing consequence of persistently low tung prices. A record crop estimated at being in excess of 910 tons of oil was expelled, but the price obtained, averaging only £125 per ton of oil (*f.o.b.* Beira), is inadequate to cover costs of production and future prospects are generally discouraging. This crop is grown exclusively by European farmers, is expelled in the country at one or two factories and is marketed by the Tung Growers' Association. The Colonial Development Corporation continued to make progress with plantings on their tung estates in the Northern Province and at the end of the year had some 4,700 acres established, leaving 1,300 acres to be planted to complete their revised programme.

The needs of the tea and tung estates for technical advice are catered for by specialist officers attached to the Tea Research Station and the Bvumbwe Tung and Agricultural Experiment Station. Both stations are now managed with the advice of Committees composed of planters and officers of the Department of Agriculture and issue monthly news bulletins which are of good service to planters.

The 1954 cotton crop totalled 7,801 tons of seed cotton (equal to 11,500 standard bales of cotton lint) and was some 3,000 tons (4,300 bales) smaller than the near record crop harvested in 1953. The main producing area on the Lower River was severely hit by drought. It was therefore an achievement to produce so much under the circumstances, and emphasized the success obtained from the control of the Red Bollworm on the Lower River and of the advantages of early planting. The incidence of the various phases of bacterial blight appeared to be on the increase, and all cotton seed for the 1954/55 sowings has in consequence been treated with "Perecot" seed dressing as a protection against this disease. In the main producing area on the Lower River the yield per acre fell from over 400 lbs. seed cotton in 1953 to 373 lbs. in 1954. The average yield per acre in the Lake-shore and Upper Shire Valley areas was only in the region of 200 lbs. of seed cotton and it is now becoming evident that the control of Red Bollworm in these areas is not as effective as on the Lower River. The whole of the African Trust Land crop is purchased by the Cotton Marketing Board at a price of 5d per lb. for 1st Grade and 1d per lb. for second quality seed cotton. The first quality lint was all sold to the Raw Cotton Commission, apart from 1,000 bales sold to the Southern Rhodesian cotton mills for large scale spinning tests, and the second grade to various markets.

The small coffee-growing industry in the Northern Province continued to expand with the issue of over 30,000 seedlings to African growers and production reached 9 tons in 1954. It is evident, however, that conditions for coffee are marginal and only close attention

to correct cultural practices with manuring, mulching, shade and shelter will give results. European estates in the Southern Province continued to show a mild interest in this crop and the acreage increased on a limited scale.

Pulses and other minor crops are grown mainly for local consumption, but small surpluses find their way to markets. The Produce Marketing Board purchased all surplus beans of the *phaseolus* type amounting to 1,371 tons of the white haricot bean and 293 tons of mixed beans, although difficulty was experienced in finding an export market for the former. Local traders purchased 768 short tons of other pulses mainly pigeon pea, cow peas, chickpeas and grams, surplus to local requirements. Over 574 tons of cassava was also purchased from African growers by traders for subsequent export.

Except in the districts where cassava is the staple food, or already an important article in the regular diet, repeated encouragement was given to the planting of at least sufficient reserves to maintain enough planting material against some future emergency. But three good years of maize in succession has made it increasingly difficult to persuade the cultivator to adopt this simple insurance. During the past year the value of cassava as a standby in times of food shortage was demonstrated in the Dedza Lake-shore area where there was insufficient maize for some weeks before harvest, and on the Lower River where sweet potatoes and cassava from Mlanje found a very ready market. The Southern Province was able to provide in addition a surplus of 1,059 tons for sale at the various produce markets. In the Central Province only 18 tons were offered for sale.

There has been a considerable increase in the production of potatoes in the principal potato growing areas of the Kirk Range and in the Dedza Highlands, stimulated by a brisk demand this year to meet a shortage in Southern Rhodesia, and by an increased demand from Portuguese East Africa. The quantities marketed on the Nyasaland side of the international boundary exceeded 1,000 tons and a large but unknown quantity was sold over the border. Surplus production in the Cholo and Domasi areas, and in the Dowa Hills, though not large in volume, meets the needs of the nearby towns. Nyasaland still remains fortunately free from potato blight, but careful precautions are necessary to prevent the importation of seed from infected countries.

The extension services of the Department of Agriculture have as their immediate objectives the improvement of the general level of peasant cultivation step by step, the advancement of selected promising individuals to a high standard of conservation farming, and the reorganization of village lands on a consolidated pattern to facilitate better land usage. Steady progress has been made with these objectives. Simple measures such as early planting, early and thorough weeding, tie-ridge planting for water and soil conservation and close spacing of groundnuts are becoming universally adopted. Physical protection of the soil by contour bunding continues annually and over

10,000 miles of bund, protecting 110,000 acres, were constructed during 1954. Gully reclamation, the safe disposal of drainage water, the protection of river banks and of steep scarps and slopes, the regeneration of over-grazed areas and dam construction are all receiving active attention.

The Master Farmer Scheme, by which it is hoped to evolve a better class of individual farmer who will not only improve his own standard of living from the land but will also set an example for general advancement, achieved a good start during its first full year of operation. Under this scheme progressive African farmers are encouraged to follow certain prescribed conditions of good farming including the consolidation of holdings, soil conservation, the adoption of a sound rotation incorporating fallows, the proper use of stock and correct crop cultivations. As an inducement, a second class Master Farmer receives a subsidy or bonus of £1 per improved acre and by further application and advanced management can become a first class Farmer receiving £2 per acre. The number of farmers who actually qualified for the two grades of bonus was 52 second class and one first class.

The number of prospective Master Farmers now stands at 200, and undoubtedly there will be even larger numbers applying for consideration in 1955.

Subsidized schemes included the sale of 251 ox carts to African farmers to assist in transporting manure to their lands and in the sale of 48 tons of sulphate of ammonia mainly to tobacco growers. One tractor pool was operated for transporting cotton to market and for contract ploughing and ridging of peasant gardens. The primary object of this tractor pool is to use it as an inducement to villages or groups of individuals to reorganize their land on a sound farming basis.

An additional approach to the problem of introducing sound farming methods into African agriculture has been started. It has as its aim the reorganization of village lands, the allocation of suitable areas to timber and grazing and the rearrangement and consolidation of gardens on a permanent conservation pattern.

In the past a number of such projects have been started, but have met with restricted success, due to the African's inherent distrust of interference with his land and the general apathy of the masses with regard to agricultural advancement. At Zombwe in the Northern Province eight families have organized their holdings into a block for ease of cultivation by oxen and the pooling of manure and they had a successful year; but after three years the group still requires much nursing and its cohesion is felt to be due to the stabilizing influence of employment on dam building in the vicinity in the off-season. At Nsaru in the Lilongwe District ten families were successfully persuaded to regroup their holdings into a consolidated pattern,

allowing for a nine course rotation of which four breaks are under rest in any one year. This small project is fortunate in having ample land, equivalent to ten acres per family, on which to practise this rotation. At Chitenjere in the Domasi District success was achieved in the pooling, consolidation and reallocation of the land belonging to some 55 villagers, which followed intensive propaganda over the past three years.

At Nyamphota in the Chikwawa District of the Southern Province a very promising new project was started, and, with the combination of an energetic district team and an extremely intelligent and co-operative community, there are good prospects of this particular project continuing successfully. An important advantage possessed by the organizers of this scheme was the presence of the Ngabu tractor pool nearby; for it was in the interests of efficient and economical tractor ploughing and ridging that 143 families and 42 elderly small plot-holders agreed to the surrender of all their original plots so that each owner could have his gardens consolidated into a six acre property. (The 42 old people and widows have only one acre each.) What was so encouraging in this large scale experiment was the manner in which all the menfolk turned out communally to stump their land, and, even more gratifying, the manner in which people from two neighbouring villages came forward voluntarily to help when it became evident that stumping could not be completed on time by Nyamphota's unaided efforts. This assistance was not entirely altruistic, but given on the understanding that Nyamphota would in turn help in stumping the neighbouring village lands in 1955, so that they too might benefit from garden reallocation and the use of the tractor pool for ploughing and ridging.

In addition to these attempts at regrouping existing settled areas there are a number of resettlement schemes in operation on previously unoccupied land. The problems of organizing the layout of such land is of course comparatively simple, but even so it requires close supervision to see that settlers maintain a reasonably high standard of cultivation and follow the set rotations. These resettlement schemes are situated at Domasi, Kakoma (Chikwawa) and Magomero in the Southern Province; and at Kaluwanya and Likuni (Lilongwe), Chitala and Ngara (Dowa), Fort Alston (Kasungu) and at Mpamadzi (Ncheu) in the Central Province.

Farm Schools in rural areas are required as part of the policy of providing agricultural education to the African farmer and his wife. One such farm school was opened at the Tuchila Experiment Station in the Southern Province early in the year, and provides short practical courses of one week's duration to selected African families and potential Master Farmers. The instruction at this school is largely by visual means assisted by demonstration on three model rotations applicable to African conditions. All work done and systems employed are restricted to those that could be accomplished by a reasonably pro-

gressive African farmer. Each week's intake is drawn from the same village or locality in order that when the group returns to that village the adoption of new ideas by the individual can be carried out with the backing of several members of the same community. Follow-up work by departmental staff can also be more effective where a group of Tutchila-trained farmers live within easy reach of each other. Three hundred and forty-six families attended the 16 one-week courses held during the 1953/54 growing season. Twenty-one Africans attended a course during the dry season on the training and maintenance of draught oxen. It is intended to expand these off-season courses to include instruction for village school teachers, refresher courses for departmental staff and additional courses in stock management. The scope of the centre is also being expanded to include the training of Natural Resources Counsellors for the African Administration. A building programme to provide the extra accommodation required was completed in 1954. Plans are well advanced for the construction of two similar farm schools at Mbawa for the Northern Province and Chitedze for the Central Province and there are prospects for a third in Chikwawa for the Lower River.

The training of African Field Staff for the Department continued at the Mpemba (Makwapala) Training Centre. The standard course now consists of one year's training and students must have passed Standard VI before entry. To provide officers of higher technical ability for more responsible positions in the Department a limited number of the most able 1st year students are now being retained for a further two years' period of instruction. Nineteen out of 22 students successfully passed the one year course and a further seven commenced the advanced course. The centre has now trained a total of 213 Agricultural Instructors, of whom 90, 72 and 51 are stationed in the Southern, Central and Northern Provinces respectively.

The need for a larger institution capable of dealing with at least 100 students has been felt for some time, but for various reasons it has been neither possible nor suitable to expand the Centre at Mpemba. However, a Colonial Development and Welfare Grant was obtained in 1953 for building such an institution, which is being sited at the Central Research Station near Lilongwe. This site will be more suitable both from the agricultural viewpoint and also having regard to the provision of the technical teaching staff required. The centre will in addition cater for veterinary instruction, will teach agriculture to all teachers-in-training and will provide other courses for existing qualified school teachers, Master Farmers and members of District Councils. Work on erecting the buildings commenced during 1954 and it is hoped that the building of the Centre will be sufficiently advanced for it to open for the session commencing October, 1955.

When the training centre for Agricultural Instructors is opened at the Agricultural Research Station, Lilongwe, a new step will be taken in providing agricultural courses for teachers-in-training, as

well as for existing teachers. The teaching of agriculture and conservation farming at the primary schools will then gain considerably from this preliminary training of the teaching staff. In the meantime the arrangement started in 1953 and continued in 1954 whereby an Agricultural Instructor of experience and suitable training is given the duty of visiting all the schools in a district has worked well. In all Provinces a system of awarding prizes to the best school gardens has created an incentive. This, added to the enthusiastic and continuous supervision of a trained Instructor, has resulted in a marked improvement in the standard of school gardens and in the interest shown in them. These gardens now aim to demonstrate the salient points of the Department's agricultural policy in the area and many do so with conspicuous success.

The need to conserve water has been recognized by the establishment of two schemes providing dam-building facilities. The one in the Southern Province is based on the use of heavy earth-moving machinery, the policy of the scheme being under the control of the Southern Province Natural Resources Board, and its operation handled by the Department of Agriculture. This organization possesses three crawler tractors as well as two other small tractors and the necessary ancillary machinery. The equipment is hired out to those European estates wishing to impound water on their property. During the dam-building season, which could only start after the rains, one 10 million gallon dam was constructed, and 12 estates were visited for the purpose of examining possible sites and, where suitable, calculating the estimated costs of constructing the desired dams. The high cost of mechanically constructed dams is a deterrent to their extensive introduction.

In the Northern Province there is a scheme, financed by the Native Development and Welfare Fund, for building a large number of small earth dams, using ox-drawn scoops for moving the earth, with the object of improving the water supplies of the many areas at present inadequately provided with water. There has in the past been a tendency towards too great a concentration of stock, and a dispersal of watering points should materially assist in reducing the over-grazing and excessive trampling which prevails in certain localities. Five such dams have now been completed, and a sixth one is in the course of construction. These dams vary in size from half a million to 3 million gallon capacity. There is considerable local interest in this scheme and the prospect of extensive help in land-clearing and manual work by the villagers anxious for dams in their areas.

A similar scheme is also being started in the Central Province but was restricted in 1954 to the organization and training of three units for the construction of dams in the areas of Chiefs Dzoole, Phadza and Kachere of the Dowa, Lilongwe and Dedza Districts respectively. Work was commenced at one site in Kachere's area in excavating and puddling the clay core of the dam before the end of the year.

The experiments in the use of documentary films as a medium for demonstration have continued with some success. The tobacco film, now in its third year, was again shown on a series of circuits to record audiences. Good use was made of these large attendances at African Tobacco Board Stations in the Central Province to put over additional propaganda by visual demonstration in such matters as *pise* barn building construction, groundnut spacing, nursery technique, tree nurseries and planting in addition to proper and efficient tobacco culture. The film is being shown to a rapidly increasing number of growers, and there is no doubt that the instructional features are having an effect which is slowly being reflected in the field.

The cotton film did its first series of circuits in the Lower River area during the year and appeared popular with audiences. Attendances have increased with the showings arranged in preparing for the 1954/55 season. It is evident that this medium of propaganda must be coupled with a good and lively commentary when shown and be followed up by other means of propaganda. The success accompanying these films has led to plans for a further film which is at present under production demonstrating the Master Farmer Scheme and incorporating the tenets of good farming.

Research and experimentation continued to expand to the limits of the resources available. The Agricultural Research Station near Lilongwe maintained its large programme of experiments on tobacco, maize, groundnuts, pastures and soil fertility problems as well as increasing the scope of its maize breeding work and the selection of tobacco varieties.

This station has some 140 acres under crops, and while no clearing was made in the past year the land under crops was taken a further stage towards establishing a regular rotation of four years cropping and four years under ley. Another two years will see this programme in full operation over the whole of the cleared lands. The chemical laboratory was opened during the year and work on soil analysis and soil fertility problems was commenced. Close co-operation is maintained with the Veterinary Department who maintain an indigenous cattle herd in their Livestock Improvement Centre on the station.

The main experiments were duplicated at Tuchila in the Southern Province and at Mbawa in the Northern Province in addition to attention to more local problems. Makanga on the Lower River concentrated mainly on cotton experimentation and started a small pilot irrigation scheme. A number of subsidiary stations carried out investigations requiring confirmation under different soil and climatic conditions.

Tea research has continued under the guidance of the Tea Research Committee on the old station at Swazi and on the new larger station at Mmosa, both in Mlanje District, while certain investigations are being extended to estates in the Cholo tea area. The main station at Mimos

has developed rapidly and the building programme, made possible by a grant from the Nyasaland Tea Association, was completed during the year. The amenities provided included laboratories, offices, stores, labour lines, staff houses, electricity, water and transport. The new office and laboratory block was formally opened in September.

One agricultural show was held at Chichiri (Blantyre) under the auspices of the Nyasaland Agricultural Society and was quite the best show yet held in Nyasaland from the point of view of quality of stock and number of exhibits. It drew large attendances and included useful demonstrations of the various activities of Government Departments.

Three African Agricultural Shows were organized in the Southern Province and four in the Central Province by African Committees working under the Native Administration.

The headquarters staff of the Agriculture Department during the year included the Director, the Deputy Director and an Assistant Director. The field staff, which is distributed on a Provincial basis has an establishment of three Chief Agricultural Officers, 21 Agricultural Officers, 42 Agricultural Supervisors and two Development Assistants. The African establishment of the Department in 1954 included 214 Agricultural Instructors and 561 Assistant Agricultural Instructors. Research and technical officers are responsible to the Director of Agriculture and are stationed according to the nature of their duties. In addition to the Chief Agricultural Research Officer, research staff included two Entomologists, two Agricultural chemists, one Ecologist a Plant Breeder, a Plant Pathologist and a Tea Research Officer. The Water Development Branch, whose secondment to Sir William Halcrow and Partners for work on the Shire Valley Project ended during the year, included the Chief Water Development Engineer, two Water Development Engineers and three Hydrological Assistants. The total establishment of the Agricultural Department in 1954 was 124 European Officers, four Asians and 1,232 Africans.

The secondment of the Water Development Branch to Sir William Halcrow and Partners ended in April of this year and the branch has since reverted to the work for which it was originally created, that is, the study, measurement and control of the water resources of the country. The advisory work of the Branch increased enormously during the year and financial control of the Dam Construction Organization was also taken over. A considerable number of dam site surveys has been undertaken on behalf of farmers and estate-owners who were interested in making use of the construction unit.

The Hydrological Survey has continued during the year and considerable advances were made in the Northern Province. Some 20 new stations were erected, a number of them covering important streams on the Tanganyika side of Lake Nyasa. The statistics concerning these rivers, which play a large part in the hydrology of the Lake, are maintained by the Branch, who also supply the data to the Tanganyika Government.

The increase in silt sampling at stations of importance in the Southern Province has contributed to the publication of the first Soil List Map of the Territory. The map is a distinct step towards supplying the factual data on the conditions prevailing in the catchment areas studied. As the activities of the Branch develop it will be possible to complete the details of most of the catchment areas on the map, and so provide a complete annual picture of soil losses over the whole country.

Experiments with a new type of current meter were undertaken during the year and results show that a most valuable medium is now available for the measurement of low flow rivers. These flows are of great importance in determining the availability of water for human consumption and domestic purposes at critical periods of the year, and form a basis upon which controlled allocations of water can be made.

Applications for Water Licences are examined by the Branch to ensure the equitable distribution of water and to test the soundness of design and construction of all hydraulic structures.

#### VETERINARY AND ANIMAL HUSBANDRY

Conditions this year have again been favourable for livestock; while the dry season was protracted in certain areas of the Protectorate the rains came in time to prevent any considerable mortality from starvation. Water supplies were, however, adversely affected in many areas, and several dips had to be closed in the Central Province for lack of sufficient water to keep them operating in safety. Fortunately, there were no major outbreaks of disease and in view of the pressure of human population on the ground the stock position was remarkably buoyant.

The annual livestock census for 1954 showed a cattle population of 292,205 of which 9,494 were European- or Asian-owned; a goat population of 321,884 of which 639 were European- or Asian-owned; a sheep population of 54,537 of which 2,005 were European-owned; and a pig population of 81,681 of which 1,578 are European- or Asian-owned. In addition there were 39 horses, 177 donkeys and a poultry population of an estimated  $2\frac{1}{4}$  million. This represents an increase of nearly 19,000 cattle, 27,000 goats and 1,300 sheep on last year's figures. There has been a reduction of 12,000 in the number of pigs. A feature is the very great increase in the goat population in the Southern Province, where 50 per cent. of the Protectorate's sheep and goats are found as are 60 per cent. of the pig population. This is an indication of the increasing pressure of population on the land and follows from the very much denser human population in comparison to the other Provinces. It might be mentioned that although the numbers of stock owned by non-Africans decreased, there was a general tendency to improve the quality of the herds by the importation of pedigree and high grade animals. In all 139 cattle of eight breeds were imported, together with 42 sheep, three boars and nine horses.

The establishment of the Veterinary Department in 1954 increased to 30 Europeans, but of these the post of Senior Animal Husbandry Officer remained vacant, and there were vacancies for two Veterinary Officers, three Assistant Livestock Officers, one Laboratory Technician and a Dairy Officer at the end of the year. The African Officers' establishment included 199 in the General Division, nine in the Technical Division, as well as 102 in the Subordinate Division. Approval was given during the year for the recruitment of a further Veterinary Research Officer, and the Laboratory establishment now consists of a Senior Veterinary Research Officer, two Veterinary Research Officers and a Laboratory Technician.

The laboratory buildings in Blantyre were completed during the year, and now consist of a main building containing an office; laboratories for the Veterinary Research Officers, including a dark room for microphotography; separate laboratories for egg propagation of viruses, bacteriological work and general microscopy; a media room, and a store for chemicals and equipment. A second building contains the experimental room for biological tests; a post-mortem room; a small animals breeding room, where provision is made for the breeding of white mice in a thermostatically controlled atmosphere; and a room for a large size electrically driven steam sterilizer. The third building is a specially designed tick-proof house for the production of heartwater and redwater vaccine, and contains two compartments, one for sheep and the other for calves. The design of this last building precludes the entry of wandering ticks and all fodder and hay entering the building will be steam sterilized beforehand as a further precautionary measure.

Nearly 4,000 specimens for examinations have been received by the laboratory during the year and 200 post-mortems have been carried out. Among the materials examined were 65 brains for rabies, of which 32 were positive; one of these was from a human being, one was from a pig, one from a jackal, two were from cattle and the remainder were from dogs. Thirty-two cases of heartwater (*Rickettsia ruminantium*) were confirmed microscopically, as were 307 cases of trypanosomiasis (mainly *T. vivax*, though *T. brucei* and *T. simiae* were diagnosed), as well as cases of *theileriosis* (East Coast Fever), *babesiosis* (redwater), and a variety of bacterial conditions, chief among which was tuberculosis. Kenya Fowl Typhoid live vaccine was produced during the year as was a Kenya strain of *S. 19 Brucella abortus* vaccine.

Tick-borne diseases continued to be the chief source of hazard to livestock health during the year. Following on the curtailment of dipping in the Central Province, brought about by the shortage of water on some of the dipping sites, there was an exacerbation of East Coast Fever in the endemic areas. Two outbreaks of the disease occurred in susceptible stock areas which were controlled by slaughter of the affected animals. It is intended to experiment in the coming



**Lake Transport : African passengers awaiting to embark on M. V. Ilala  
at Nkata Bay**



**District Improvements : Light transport bridge built by Native  
Authorities in Zomba District**



**Welfare Service : Blind students basket-making at Lulwe Blind School,  
Port Herald**



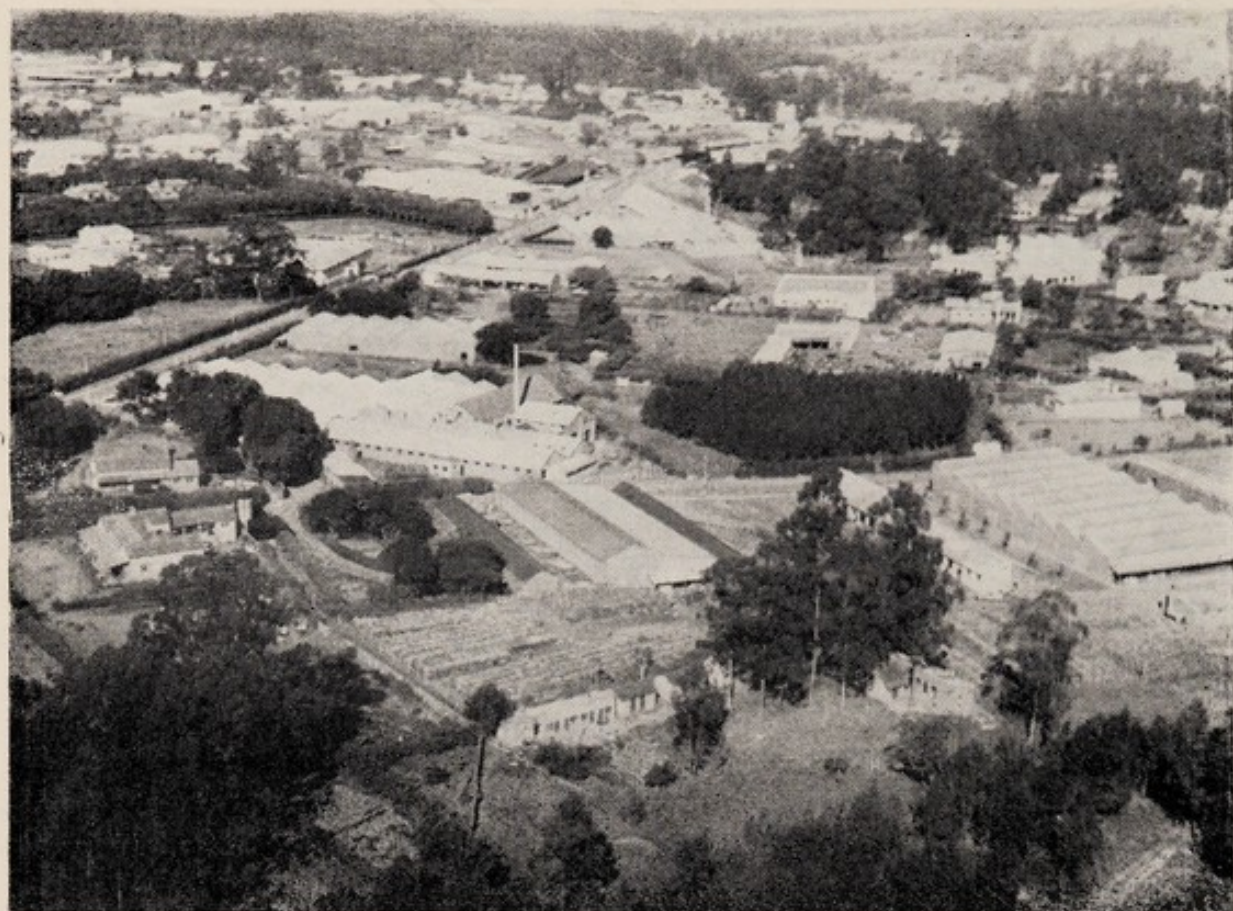
**Mikolongwe Livestock Improvement Centre : Jersey heifers imported  
from England to form nucleus of pedigree herd**



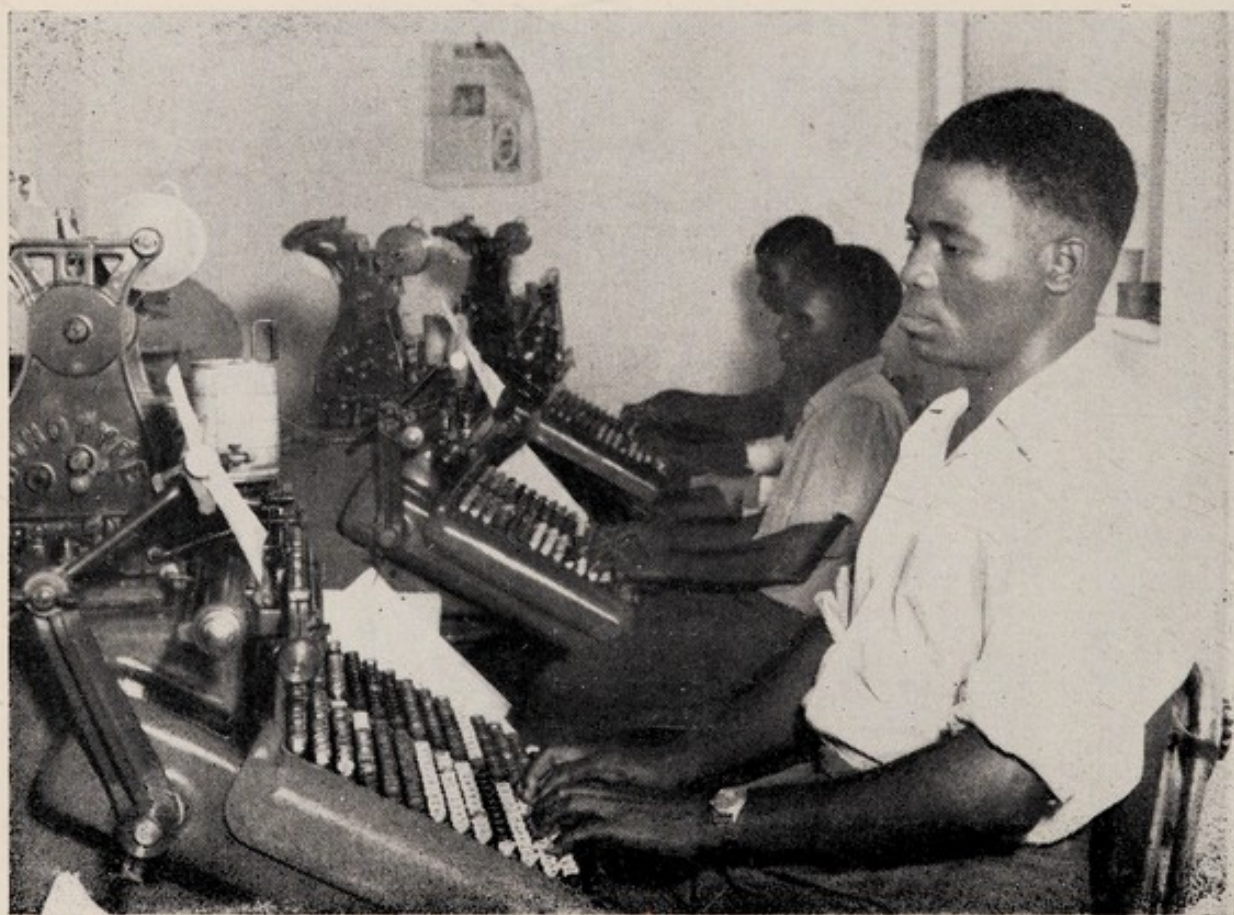
African Forestry Staff under instruction height measuring



Social Services: African Welfare Hall, Lilongwe



**Industrial Development : Factory sites, Limbe**



**Monotype Keyboard operators at work in the Government Press, Zomba**

year with prefabricated steel tanks which will be transported in sections to the selected tank sites. In a country such as Nyasaland where transport comprises so much of the total cost of an article it is felt that the saving in carriage charges will be very great. It is apparent that the successful export of cattle from the Northern Province depends on the protection of the local stock by dipping.

There have been encouraging signs in the Northern Province that the clearance operations carried out by the Game, Fish and Tsetse Control Department in the Karonga District, together with the use of B.H.C. and D.D.T. dip in the dipping tanks adjacent to the clearing, have resulted in a reduction in the numbers of the tsetse fly and consequently of trypanosomiasis in that area. This year produced the lowest number of cases recorded since 1950, the decrease being in the region of 50 per cent. over last year. There has also been an increase of stock near the known fly areas in the Southern Province, and this is probably due to the increase in the numbers of stock treated there and the increased confidence of the local population.

A large number of individual animals were treated on the European estates in the Southern Province, and the gradual improvement in the quality of stock will necessitate even greater individual attention than at the present time. The number of pedigree or high grade herds in the Protectorate is increasing, and there are signs that many of the big estate-owners are becoming increasingly interested in improving the quality of their stock. To encourage this tendency the Department arranged to bring in pedigree calves by air and in one instance by rail. These animals were cared for at the Livestock Improvement Centre at Mikolongwe until they were over the danger period for disease and were then sold to farmers to improve their herds.

Progress continued on the Livestock Improvement Centres. The herds of indigenous stock at the Centres were maintained and prospered during the year. There are now in existence nucleus herds of second generation shorthorn Zebu and Angoni stock which will be of inestimable value in coming years. A serious setback was feared in the breeding of the Angonis when the presence of tuberculosis was confirmed in the herd by the tuberculin test and on subsequent post-mortem examination. However, the reactors have been eliminated, and the setback is not so complete as it would have been had the disease involved the young stock.

During the year training centres were established at both the Northern and Southern Province Livestock Improvement Centres, and a course of practical instruction was completed at the Southern Centre. Candidates were selected and a course started at the Northern Centre. The men trained at these centres will be sent into the field as Veterinary Assistants and Animal Husbandry Instructors.

A feature of these training centres is the proposed provision of courses for village elders and men of substance to interest them in the lessons that the centres have to teach. Before the end of the year

the houses and lecture rooms required for these short refresher courses had been completed at the Northern Centre, and it is hoped that the first course will start in the New Year in co-operation with the Agricultural Department.

The development of a poultry centre continued during the year and a considerable amount of experience was gained in the early stages which will be of the greatest value in the coming years. A very good start was made on the construction of the buildings and these will be completed in the coming year. Several rearing experiments were carried out to discover the age at which birds could be taken out of the buildings without fear of chilling. A measure of local interest in poultry is the fact that 1,124 adult birds and 9,350 day old chicks were imported during the year. Importations also included ducklings, turkeys and geese.

Substantial progress has been made in the improvement of stock housing particularly in the Dedza District of the Central Province, where nearly all the herds now have roofed accommodation for the calves. A high degree of coverage has also been achieved in the remaining six districts of the same Province. Assistance given in the improvement of accommodation for adult cattle, and the encouragement of barbed wire fences for cattle kraals, has resulted in drier pens and the easier utility of the manure produced. Anyone who has seen the old type of kraal will appreciate the improvements to the health and comfort of the animals which will derive from dry weather protected housing.

A very successful start has been made to the introduction of donkeys both for use as pack animals for touring purposes and as a suitable and economical animal for employment on African farms. A number have been imported from Southern Rhodesia and have been trained to carry loads; and in one instance to pull felled timber out of a cutting area on to the extraction road. It is hoped that the reintroduction of this useful and hardy animal will have a profound effect on the transport problems of the small farmer, as well as enabling European Officers to dispense with carriers while on tour. The carrying of head loads is becoming increasingly less popular.

There is little doubt that there is a shortage of meat in the heavily populated Southern Province of the Protectorate, and the movement of stock and the accent of the livestock trade is towards the supply of this deficiency. Of 14,058 cattle, 13,930 sheep and goats, and 4,844 pigs killed at the main centres nearly 50 per cent. were slaughtered in the abattoirs supplying the townships of Limbe and Blantyre. A large number of animals were slaughtered in village areas, and in order to improve the facilities for slaughter, and to humanize the killing of the animals, the Department has undertaken the building of village slaughter slabs. These consist of a concrete slab incorporating drainage and a hoist for the carcase. Each one is issued

with a humane killer. The ultimate object is to supply all central slaughter points with humane killers.

Experiments continued in 1954 to explore the feasibility of bringing cattle down by barge from the Northern Province, in order both to establish a cattle trade in the Northern Province and to alleviate the meat shortage in the Southern Province. At the moment the majority of the slaughter stock come from two Districts of the Central Province. While it was found that the method resulted in no loss of weight or health in the transported stock there were many practical and economic difficulties that precluded the use of the route as a regular adjunct of the trade. It is hoped to make further experiments to discover a more practical route, as the necessity for utilizing all possible sources of slaughter animals is apparent.

There was a significant reduction in the number of hides and skins exported during the year from 52,234 units, weighing 426,475 lbs. in 1953 to 40,384 units weighing 371,265 lbs. in 1954. Apart from a very few units which were exported through East African Ports, the greatest bulk of the trade was by export to Southern Rhodesia. In addition 4,400 crocodile skins, 138 leopard skins and 85 other game skins were exported. The reduction in export is largely attributable to the fall in the prices paid by the exporters, particularly so in the remote rural areas where as world prices fell transport costs accounted for a higher proportion of the overhead expenses of the exporting firms. A feature of the year was the extension of the preparation of wet salted hides in preference to suspension drying over the whole of the Southern Province and one of the districts of the Central Province. This method cuts out all the possible errors in preparation after flaying is complete, and would appear to be the best method in the more easily accessible areas. Other methods were explored by the Department to promote the trade and an Ordinance to regulate the industry received approval during the year. A Territorial Advisory Committee was set up under the Chairmanship of the Director of Veterinary Services to meet at regular intervals and discuss all aspects of the trade. Representatives of all the interested parties sit on the Committee, which includes representatives of the producers as well as those of the exporters.

The production of dairy products showed a significant increase during the year. The principal townships are supplied with milk by a small group of specialized farms and the supply remained adequate for non-African consumption throughout the year. The majority of the outlying districts are supplied by itinerant African vendors whose product fluctuates considerably in quantity and quality according to the time of the year. The only area of real milk surplus is in the Northern Province and this year this surplus was converted into 27½ tons of ghee. 4,146 lbs. of butter were produced on two of the Livestock Improvement Centres during the year, as well as a small amount of cream.

## FORESTRY

The total area of forest and woodland in Nyasaland is estimated at just over 7,000 square miles, of which 3,087 square miles is now Government Forest Reserve. Owing to the markedly seasonal climate, in which almost the whole of the rainfall is precipitated during a wet season of five months duration most of this forest consists of dry open woodland similar to that which covers large areas of the surrounding territories; true closed forest is found only to a limited extent in areas where telluric moisture is maintained either by reason of exceptionally high local rainfall or by streams, and is therefore most frequently found as isolated relic patches on mountain tops and along stream banks. There is no doubt that the character of the forest vegetation has been greatly altered and modified over a long period by almost universal cultivation and burning and that the present small areas of true forest are only relics of former and much larger areas.

Although their extent is very limited, these forests are rich in useful timber species, notably the conifers, Mlanje Cedar (*Widdringtonia whytei*), Pencil Cedar (*Juniperus procera*), of which one small forest still remains on the Nyika Plateau, and Yellowwood (*Podocarpus milanjanus*). The Mlanje Cedar has provided the bulk of the constructional timber used in Nyasaland since the eighteen nineties. Of hardwoods, the most valuable are mahogany (*Khaya nyasica*), a furniture wood, which grows along streambanks and reaches a very large size, its associate, Mwenya (*Adina microcephala*) a useful and durable constructional timber, and *Mlombwa* (*Pterocarpus angolensis*) found in the dry forests and the most valuable furniture wood in Central Africa. Many other useful kinds, including the African Blackwood or Ebony (*Dalbergia melanoxylon*), used for curios and ornaments, are found in the dry forests but rarely in sufficient quantity to allow large scale working by modern methods. Almost the entire production of these hardwood timbers has, up to the present, been done by African hand-sawyers.

The most valuable stands of timber in the country are found in the Mlanje Mountain Forest Reserve, and in three Forest Reserves in the Misuku Hills in the Karonga District. The latter contain valuable stands of mahogany and other hardwood timbers which have not so far been worked owing to inaccessibility. There are some valuable areas of *Colophospermum mopane* woodland where this tree, providing an extremely hard, heavy and durable timber, grows in pure or almost pure stands.

A wide range of exotic trees can be grown in Nyasaland, including many species of Pine, Cypress and Eucalyptus, all of which show fast growth compared with indigenous tree species. Eucalyptus plantations are a feature of the landscape in the uplands of the Southern Province, where they are extensively grown on private estates for

poles and firewood. The Imperial Tobacco Company owns large plantations of *Eucalyptus saligna*, which is sawn in the Company's mill and used for the manufacture of tobacco hogsheads.

Since 1948 there has been very considerable expansion of forest activities, the main tasks of the Forestry Department being the afforestation of hitherto unproductive land with useful timber species, especially indigenous and exotic softwoods; large scale trials of useful exotic species suitable for the drier areas of the country, particularly the Central Province; the introduction of modern methods of timber extraction and utilization; the supply of sawn timber, poles and firewood for Government and the public; the selection and demarcation of further areas of State Forest; the survey of the Forest Estate; the training of African Staff, and the introduction of sound forestry and forest management generally.

Up to 1952, shortage of staff had hampered these activities to a great extent, although much had been achieved in laying the foundations of the Forest Estate and planning for future development. Since that time, however, a steadily expanding staff of trained personnel has at last made it possible to make a real start on the tasks awaiting attention.

Further substantial progress was made during 1954 in the afforestation of areas mainly with softwood timber species, at eight centres in Government Forest Reserves distributed throughout the country, and during the rainy season 1953/54 a total area of 2,365 acres of new plantations were established, bringing the total area of plantations under Government ownership to 11,781 acres. For the second season in succession, however, weather conditions for planting were exceptionally difficult, due to the poor distribution of rainfall during the months when most of the planting is carried out. This factor applied particularly to the Southern and Central Provinces and resulted in rather heavy losses of plants during the ensuing dry season at some centres. The species used for softwood afforestation were mainly *Pinus patula* and *Pinus caribaea*, both fast growing tropical species, while the indigenous Mlanje Cedar is used wherever the locality is suited to its rather exacting requirements; although the latter tree is much slower in growth than the exotic pines, the exceptionally fine quality of its timber justifies the planting of it wherever possible.

In the dry areas of the Central Province, further plantings of hardwood species, both indigenous and exotic were carried out, mainly with a view to determining the best species and techniques for the establishment of plantations for the supply of poles and fuel in this denuded area where conditions are unfavourable for the production of forest crops. These trials are being carried out in two Forest Reserves, Namilombwa, near Lilongwe, and at Bunda, some 20 miles from Lilongwe. Although some of these trials have been in progress for six years, it is still too early to draw firm conclusions in most cases.

The most promising species continues to be *Gmelina arborea* or Yemane while *Dalbergia sissoo*, the Shisham tree of India and the indigenous *Rauwolfia natalensis* ("Mwimbi") are also showing promise. Eucalyptus, while showing fair growth in the Bunda area, have failed completely at Lilongwe, and appear to be generally unsuited to conditions in the district as a whole. *Melia azedarach* and *Cassia siamea*, though showing fair growth in the initial stages, do not appear to be maintaining their progress and may eventually prove to be unsuitable. The urgency of Forestry problems in the Lilongwe area is enhanced by the fact that the African tobacco growing industry in the district is dependent upon the rapidly dwindling supplies of wood fuel for curing the leaf.

Further attention was given during the year to the establishment of small scale trials of hardwood timber species. Although the main need at present as regards afforestation is the production of adequate supplies of softwood timber for general industrial purposes the potentialities of certain areas for the growing of valuable hardwood timbers are not being overlooked. Certain areas in the high rainfall zone of Nkata Bay District are thought to have possibilities in this direction, and trials of such valuable trees as *Entandrophragma utile*, *Entandrophragma angolensis*, *Khaya anthotheca* and *Lovoa Brownii*, all from Uganda, have been initiated. Promising growth of *Chlorophora excelsa* (the Iroko of commerce) has already been obtained in trials here, at Karonga, at Mua in Dedza District and near Blantyre. In Mua Livulezi Reserve, trials of species such as *Azizelia quanzensis*, *Maesopsis eminii*, *Tectona grandis* (Burma Teak) as well as *Chlorophora excelsa*, *Pterocarpus angolensis* and other indigenous species were continued. At Massenjere Forest Reserve in Port Herald District, remarkable growth of teak stump plants planted in the previous season was observed. At Cholomwani Forest Reserve in Cholo District, preparations were made for the planting of 15 acres of teak; initial growth of the teak plants in the nursery has been exceptionally good.

Considerable interest was centered around the possibility of growing Poplar (*Populus deltoides*) on a commercial scale for match manufacture, and following investigations by representatives of a firm of match manufacturers, trial plots have been established by a number of private estate-owners with planting material flown up from the Union of South Africa.

The afforestation of an area of some 1,200 acres, comprising part of the catchment of the new Mudi Dam for supply of water to the townships of Limbe and Blantyre, was commenced with the aid of a grant from Colonial Development and Welfare Funds. Some 250 acres were planted here in the 1953/54 rainy season and a considerable amount of work was done on the construction of a road system and fire watch tower.

During 1954 a new Development Plan for the period 1955/60 was compiled. This plan provides for the organization of present afforestation activities into a number of self-contained units of approximately

3,000 acres each. Every unit is to be developed in accordance with a standard scale of staff, labour, transport, buildings, roads and fire-fighting equipment. The plan also provides for the expansion of the present rate of afforestation and the establishment of ten new afforestation units, as well as for the setting up of specialist branches of the Department concerned with Surveys, the making of Working Plans for areas under systematic management, and the training of African staff.

Investigations regarding the possibility of large scale softwood production, with the object of providing raw material for a paper pulp industry, were continued on the Nyika Plateau in the Northern Province by the Nyika Afforestation Syndicate. Small trial plots of pines have been established on the plateau during the past two years. This plateau comprises what is probably the largest single block of potentially afforestatable land in the Protectorate.

Although the establishment of timber plantations by Government has been carried out on a very small scale for over 40 years the areas concerned are so small that the timber now available from the older plantations does not go far towards meeting present day demands, and some years must still elapse before the greatly expanded planting programme, which was commenced in 1949, will begin to show results in the form of increased supplies of sawn timber. The first thinning of the exotic pine plantations is normally undertaken in the sixth year after planting and although the resulting produce is mostly small poles, a limited quantity of sawable timber may also be obtained. From the second thinning, carried out at the age of twelve years, however, very considerable quantities of sawable logs may be expected. The final felling of the mature crop may be expected at the age of 30-40 years. The period of 1955/1961 should therefore show a considerably increased production of small material, some of which will be convertible to sawn timber, while from 1961 onwards there should be a very substantial increase in the volume of sawn logs from second thinnings, supplemented by limited clear fellings of small areas of mature plantation.

The most important single source of industrial timber in the Protectorate is still the natural forests of Mlanje Cedar, occurring in small scattered blocks in the Mlanje Mountain Forest Reserve. During 1954 exploitation of these forests continued through the agency of the Nyasaland Plywood Company. The problems of extracting the timber over rugged mountainous terrain 6,000 ft. above sea level have been solved to some extent by the use of tractors and aerial ropeways, but the outturn is still relatively small, only 106,103 cu. ft. of round logs being extracted during 1954. The working of the forests on the Chambe Plateau was nearly completed by the end of the year and preparations were made to commence operations on the neighbouring Tuchila Plateau, including the erection of an aerial ropeway from the Plateau to the base of the mountain.

The production of plywood at Luchenza by the Nyasaland Plywood Company ceased during the year, owing to lack of supplies of suitable timber, the logs derived from the *Piptadenia* forests of Mlanje Mountain having been found to contain serious defects.

The modern sawmill owned by the Imperial Tobacco Company at Limbe continued the production of large quantities of Eucalyptus shooks and hoghead staves from timber derived from the Company's own forest estate which now extends to over 3,000 acres of *Eucalyptus saligna* worked on a 15 year rotation with clear felling and re-planting. A large part of the outturn from this mill is exported to Southern Rhodesia for packing tobacco for export, the balance being used in the Company's factory at Limbe.

Very considerable progress was made during the year with the erection and staffing of the Forestry Department Sawmill at Blantyre. A full-time Forest Utilization Officer was appointed and at the end of the year the Mill Staff consisted of a Mill Manager, Mill Foreman, Saw Doctor and Works Supervisor. The Mill is designed to deal with the growing outturn from softwood afforestation units in the Limbe/Blantyre, Zomba and Mlanje areas, amounting eventually to some 15,000 acres or more and will also provide modern facilities for kiln seasoning, storage and preservative treatment of timber. In addition it is probable that accessible supplies of hardwood timbers from indigenous Forest Reserves and elsewhere will be converted here. Plans for smaller mills to deal with produce from afforestation units in the Central and Northern Provinces are maturing.

The installation of the main mill machinery at Blantyre awaits the completion of work on the Mill Shed, but a temporary mill, consisting of a "Forestiere" horizontal bandsaw, a "Gorwood" gangsaw and circular resaw has been in operation for some months, converting softwood logs derived from the clear felling of old cypress plantations in Kanjedza Reserve, Limbe, and from thinning in pine plantations at Zomba. Towards the end of the year an outturn of approximately 3,000 cu. ft. of sawn timber per month had been reached, the total output for the year being 15,000 cu. ft.

The timber impregnation plant at the Blantyre Sawmill was in full operation throughout the year, and treatments of both sawn and round timber were carried out using "Tanalith" or creosote. Round timber treated comprised mainly telephone and transmission poles for the Posts and Telecommunications and Electrical Services Departments, using creosote. Considerable quantities of imported Oregon Pine were impregnated with "Tanalith" for the Public Works Department and private contractors. The total quantity of timber treated in the plant was 27,393 cu. ft.

Produce from the Zomba Plateau plantations continued to be extracted to the lower slopes of the mountain by means of a Wyssen cableway, which has worked most successfully since its installation in 1952. Rapid progress was made with the construction of a main

extraction road some twelve miles long, encircling the whole plateau, and this was almost completed by the end of the year. Development of road communications in Forest Reserves was also carried on in the Dedza Mountain, Misuku and Chikangawa Forest Reserves.

The maintenance of supplies of firewood in the more heavily populated areas of the Protectorate continues to present grievous problems, and each succeeding year sees fuel being transported from further afield to the townships. It has been estimated that to supply the needs of Limbe/Blantyre on a sustained yield basis would necessitate the acquisition of 15,000 acres of land of sufficient quality to carry high yielding fuel plantations. The high and increasing cost of producing plantation-grown fuel, combined with the low financial return to be obtained from it seems to indicate that in townships the future lies more in the use of coal, oil and electricity for heating purposes than in woodfuel. In rural areas the problem is not so acute, except in areas where fire-cured tobacco is grown on a large scale, and whereas in some areas the future of the industry is threatened by shortage of fuel for curing the tobacco. Fuel for curing the African-grown tobacco crop has traditionally been obtained free of charge from African Trust Land but with the exhaustion of this source of supply the question of purchase from Forest Reserves or private sources of supply, together with transport over considerable distances, may have to be considered.

The following figures show the approximate outturn of various classes of forest produce under Government Licence or control during the year:—

<i>Class of Produce</i>			<i>Forest Reserves (Cu. ft.)</i>	<i>African Trust Land (Cu. ft.)</i>	<i>Total (Cu. ft.)</i>
Softwood Timber	..	..	235,727	—	235,727
Hardwood Timber	..	..	19,362	275,411	294,773
Roundwood	..	..	40,853	117,918	158,771
Firewood	..	..	1,010,055	1,663,008	2,673,063
TOTAL			1,305,997	2,056,337	3,362,334

The quantity of poles, fuel and other forms of forest produce annually taken free by the African population from African Trust Lands is unrecorded but enormous. Revenue derived from the sale of forest produce from Forest Reserves during the year was £31,842, and from African Trust Land £24,602, an overall increase of £16,713 over the totals for 1953.

The rapidly increasing area of exotic plantations combined with the high risks of forest fires in consequence of the long dry season, necessitates increasing attention being paid to measures of fire protection and the organization of fire fighting in Forest Reserves. On the principle that "one man can deal with a fire—if he gets there quick enough", fire warning systems in plantation units are being established. Fire towers, commanding a wide view of the plantation areas have been

installed at various centres and these are connected by telephone with the office and house of the officer in charge of the unit. At Dedza there are now five of these towers covering various sectors of the plantation area, while at Chigamula and Ndirande Reserves a single tower can provide a view of the whole plantation area. Various items of fire fighting equipment, including a quantity of Water Pack Pumps, were ordered during the year with the aid of a grant from Colonial Development and Welfare Funds. The effectiveness of the extensive mitigation of fire damage over large areas of dry savannah forest and high plateau grassland was amply demonstrated by the success of early patch-burning methods employed on the Vipya and Nyika Plateaux, which in the previous year had been devastated by uncontrollable fires late in the dry season; attempts at the complete protection of large areas on Mlanje Mountain by means of firelines were unsuccessful, and a fierce fire swept over some 10,000 acres of the mountain late in October.

The establishment of a Silvicultural Research Station has been authorized and funds have been provided from a Colonial Development and Welfare grant. It is proposed that the station shall be established at Dedza, but as the appointment of a Silviculturist has not yet been made little progress has been possible in regard to the scheme.

Training of African staff was continued at the Dedza Forestry School. A course in formation of plantations and forest mensuration, attended by twelve students, was held during the 1953/54 rainy season. A junior course of Forest Guards in general district forestry work was held concurrently with this and was attended by sixteen students. A three months course in the tending of plantations was held from April to June and was attended by fifteen students. The School had to be closed during the second half of the year owing to shortage of instructional staff.

One new Forest Reserve was proclaimed during the year. This comprised an area of some 1,200 acres situated between the existing Mudi and Ndirande Forest Reserves between Limbe and Blantyre, and forms part of the catchment of the new Mudi Dam. It is being afforested with softwood plantations.

Although the Department of Forestry remains a territorial department and is not directly responsible to the Federal Government, discussions on softwood afforestation policy were initiated during 1954 at a Conference held in Salisbury between the Heads of the three territorial Forestry Departments, and it is hoped that liaison between the three departments will be maintained by further Conferences in 1955.

The authorized establishment of the staff of the Forestry Department at the end of the year was as follows:—European Staff: Conservator of Forests, Deputy Conservator of Forests, 11 Assistant Conservators of Forests (one acting as Forest Utilization Officer),

15 Forest Assistants, one Secretary/Accountant, one Assistant Accountant, one Storekeeper/Accountant, one Silviculturist, one Mill Manager, one Mill Foreman, one Saw Doctor and one Temporary Works Supervisor. The African staff included three Forest Rangers, 60 Foresters and Assistant Foresters, 139 Forest Guards, three Survey Assistants, 26 Drivers, 26 Clerks and a large number of minor employees. A number of posts both on the European and African establishment remained unfilled during the year.

### FISHERIES

In the closing months of the year two new non-African concerns started fishing in the South-west arm of Lake Nyasa. Their first results appeared to be satisfactory, but it is not yet possible to predict with any confidence whether they will be maintained.

Apart from these new ventures, non-African fishing remains concentrated in the South-east arm and catches again exceeded 2,000 short tons in the year.

This non-African fishery is becoming increasingly efficient and both firms have plans for expansion and modernization. Two steel motor fishing vessels were constructed by one company, the first steel craft of their size to be constructed locally from the raw material, as distinct from prefabricated parts. The same firm brought a small cold store into operation at the end of the year.

The African fishery also continued to show some signs of expansion and of becoming more truly commercial and there is a growing, though still small, class of Africans who begin to look on fishing as their main livelihood instead of a spare time activity. One or two have even made a beginning at using powered craft, though so far the "power" is confined to outboard engines. Demand for good quality imported twine, promoted by the activities of the Government fisheries organization in earlier years, is growing steadily and commercial firms have now taken over the onus of supply. The Government organization continues to foster the industry by other means, particularly the construction of boats.

During the year the fishing concerns, both African and non-African, experienced some difficulty in disposing of their catches, particularly during the "glut" periods of the rainy months. To some extent this was due to ordinary distribution problems, but it may well have been aggravated by the unwise policy of African fish dealers who, by charging high prices outside the "glut" periods, prevent fish becoming the common article of diet that it should be. The result is that fish "moves" comparatively slowly on the markets, even when prices drop fairly low during the glut period. The majority of traders, to whom time appears to be of no particular value, do not mind this, but it makes things difficult for the man who is working on a large enough scale to have ponderable overheads, but yet does not have sufficient capital reserve to operate for a period at a loss in order

to establish a market. Over and above this there is some doubt whether the local population has, on the average, sufficient purchasing power to deal with the catch at present being landed, even if it were generally offered at lower rates. Undoubtedly the marketing difficulty is now a major impediment to the development of these nascent African commercial fisheries.

The Fisheries Research Team at Nkata Bay became well established during the year. Much of its work is designed to reveal the basic productivity and potential of Lake Nyasa, but a good deal of more directly practical work is done. In particular some very good results have been achieved with gill netting in deep water.

The establishment of trout in the Northern Province continued according to plan. Three streams were opened to fishing in October and though few fishermen took advantage of this some good fish were caught, of which the largest was 18 ins. Zomba Mountain fishing continued and the new dam seems to have either collected or produced rather larger trout than have commonly been caught in previous years.

Indigenous *Tilapia* have now been established at the Nchenachena Trout Station and are breeding with the expected rapidity. Some preliminary trials of fertilizing agents have been attempted but the ponds are not yet fully water-tight and are too irregularly shaped to permit of any firm conclusions being formed. Meanwhile the construction of more orthodox and regular shaped ponds in a neighbouring valley is proposed. The preliminary trials at the Nchenachena Station itself have given useful experience, and have generated an invaluable stock of fry for supply to the fish farm proper.

Crocodile catching by private enterprise increased considerably during the year and the total catch was some 2,800; more than double that of 1953. African trappers, selling to the non-African licensees, accounted for 900 of the whole total. Operators estimated the value of skins sold during the year at about £10,000. This will, of course, have included some of last year's catch and excluded some of this year's.

#### MINING AND GEOLOGICAL SURVEY

By virtue of the Nyasaland Protectorate (African Trust Land) Order in Council, 1950, the entire property in minerals in African Trust Land, save for land which has been alienated by the Crown and land in respect of which prospecting and mining rights subsist, is vested in the Secretary of State for the Colonies, to be controlled by the Governor for the use or common benefit, direct or indirect, of the African inhabitants of the Protectorate. The Governor may, subject to existing Protectorate legislation, make grants to search for and work minerals, but in so doing shall have regard to general African interests and, before making any grant for the working of minerals, shall consult the Native Authority of the area concerned.

The British South Africa Company hold mineral rights over large areas of the Protectorate, covering the Karonga District and part of the Nkata Bay District in the Northern Province and the Kasungu, Kota Kota, Lilongwe and Dedza Districts and part of the Dowa District in the Central Province.

The Commissioner of Mines may, under the Mining Ordinance, issue prospecting rights and may register claims while the Governor may grant exclusive prospecting licences and mining leases. Prospecting rights, as also exclusive prospecting licences and claims, allow the recipients to prospect and mine respectively for a period of one year, but they are capable of renewal. Mining leases are available for terms between five and 21 years.

Royalties are payable in respect of all minerals extracted; if on African Trust Land outside the British South Africa Company's areas, the royalties are payable in part to the Native Treasury concerned and in part to Protectorate revenue in such proportions as may be determined by the Governor with the approval of the Secretary of State for the Colonies; if on the Company's land, 50 per cent. of the royalties is payable to the Company.

The following minerals are known to exist in the Protectorate, although hitherto comparatively little mining activity has taken place:—

Apatite, asbestos, bauxite, beryl, coal, corundum, fluorspar, felspar, galena, garnet, graphite, ilmenite, iron ore, kyanite, limestone, magnesite, manganese ore, mica, monazite, pyrochlore, rutile, vermiculite, zinc-blende and zircon.

At the end of 1954 three mining leases were extant, for the production of corundum, kyanite and stone respectively. Exports of kyanite totalling 1,275 tons were made to the United Kingdom. The prospecting operations in the Southern Province and in the Ncheu District of the Central Province, which were commenced at the end of 1952 by two companies of wide repute in the mining world, in connection with deposits of pyrochlore and monazite respectively, were continued. Permission to mine monazite was furnished to one of those companies pending the grant of a lease. During 1954, 24 prospecting rights were issued and 28 claims were registered, and at the end of the year two exclusive prospecting rights were extant.

The further examination of coal deposits in the Southern and Northern Provinces was started and these investigations are still proceeding. Examination of the problems connected with the possible exploitation of bauxite deposits on Mlanje Mountain also proceeded.

No processing of minerals is at present undertaken in the Protectorate. There is at present no separate mining department. The post of Commissioner of Mines, an appointment under the Mining Ordinance, is held by the Secretary, Lands and Mines, an officer of the Secretariat.

The establishment of the Geological Survey Department in 1954 comprised 20 European Officers and 175 African staff. The former consisted of the Director, six Geologists, one Drilling Superintendent, five Drillers, three Assistant Wells Maintenance Officers, one Mechanic, one Accountant-Storekeeper, and two Departmental Assistants. One of the posts of Geologist, and one of Driller, remained vacant throughout the year. The African staff included clerks, drivers, geological and drilling assistants, foremen and labourers.

During the year the geological mapping of the Southern Province continued, and in the course of this programme new discoveries of magnesite and vermiculite were made in the Blantyre District.

As a result of the coal crisis in Southern Rhodesia, which seriously affected the whole Federation and was intensified, as far as Nyasaland was concerned, by the temporary cessation of production at the Moatize Mine in Portuguese East Africa, the subject of future fuel supplies for this territory came very much into prominence. This led to a renewed interest on the part of the general public in the coal investigations which have been an important part of the programme of this Department during the past year. Progress in this work, however, was unavoidably delayed until the middle of October, when it was too late, owing to the approach of the rains, for more than a preliminary reconnaissance survey to be made of certain further areas in the Northern Province known to be coal-bearing. Fortunately, in the intervening period it was possible to undertake a resurvey, with the aid of a new photogeological map, prepared for the Department by Dr. Stringer of the Directorate of Colonial Geological Surveys in London, of the more potentially valuable section of the Sumbu Coalfield in the Chikwawa District of the Southern Province. The completion of this survey enabled a core-drilling programme to be prepared for the ensuing dry season. During November and December an examination was carried out, principally with an eye to the possibilities of open-cast working of outcrop coal (so severe was the shortage being felt by the railways, the territory's main consumer of coal), of some of the North Nyasa coal areas known to be more accessible to the Lake than the Livingstonia field. Although the survey only served to show that no immediate relief could be expected from this source, it did draw attention to the possibilities of small scale mining in one or two of these areas such as that at Nkana, provided coal of reasonably low ash content can be proved there by drilling.

A great deal of publicity was given in the public Press to an occurrence of coal of good quality and reasonable thickness in the fork between the Rumpi and Kaziwiziwi Rivers to the south of Livingstonia. This was examined and mapped, but the transport of coal from this point to the Lake-shore would require a large capital outlay on the construction of an aerial ropeway, a project which would probably be unjustified by the quantity of coal likely to be available at this spot.

Investigation of the carbonatite ring-structures was continued throughout the year both in the field and in the laboratory. Two new "rings" were discovered in the Fort Johnston area, but have not yet been examined in detail. A large deposit of the phosphate mineral apatite was discovered and mapped on Tundulu Hill. Analyses showed the rock of the ore body to consist of 50 per cent. apatite over a width of 100 feet with a visible strike of 2,500 feet. This rock also contained a small percentage of pyrochlore.

The two mining exploration companies interested in these carbonatites continued their investigations at Chilwa and Kangankunde, one of them applying for a mining lease to work the monazite at the latter occurrence. This company also became interested in prospecting for rutile and related minerals in the Port Herald area. A third company took out an exclusive prospecting licence for the Mlindi "Ring" in the Neno area.

In the latter half of the year, a large company interested in the manufacture of cement in Southern Rhodesia became interested in a limestone deposit near Zomba, and as a result of a survey carried out for them by this Department proceeded with a drilling programme to test the quality of the deposit from the point of view of its suitability for cement manufacture.

Towards the end of the year, Dr. Davidson of the Atomic Energy Section of the British Geological Survey reported the discovery of the radio-active minerals uranothorianite and betafite in concentrates from gravels in the Tambani area, but owing to the adverse weather conditions prevailing at this time of year no field investigations were undertaken.

The company working the Ncheu kyanite deposits decided to cease operations rather than proceed from quarrying the surface ore to the mining stage, a development indicated by the steep dip of the ore-body.

As in previous years, the Water Supply Section continued to provide water for African village communities by the sinking and equipping of boreholes. Including those constructed for other Government Departments, a total of 89 boreholes were successfully completed during the year. This involved a total of approximately 12,600 ft. of drilling. The average yield of boreholes was 740 g.p.h. but the actual yield varied from 100 g.p.h. to over 2,000 g.p.h. All these holes were sited on the results of geophysical surveys by the resistivity method. The ratio of success was 96 per cent., which is very good indeed for any form of "water divining".

The average cost of sinking a borehole (including the provision of pump cylinder, footvalve, rods, piping and hand-operated pumphead) in 1954 came to approximately £340. In the case of African village supplies, these boreholes and installations are paid for by grants from the Colonial Development and Welfare and Native Development and

Welfare Funds. They are maintained in working order by the Geological Survey Department, the cost of maintenance being met by the appropriate Native Authority. At present this figure is fixed at £16 per borehole per annum, but it is expected to be able to reduce this amount as the number of boreholes increases, and costs are spread over a large number.

### MANUFACTURING INDUSTRIES

There is little manufacturing activity in the Protectorate, the main local industry being the manufacture of cigarettes and tobacco. The principal firm concerned is the United Tobacco Company whose factory is situated at Limbe. During the year production of the more popular brands showed a slight increase over the previous year and kept pace with the expanding local demand, stimulated by the improved tempo of development in the Protectorate.

Local soap manufacturers, principal among whom is the Citrona Soap Company, a subsidiary of Lever Brothers, produced 1,440 tons of soap in 1954, compared with 1,212 tons in 1953.

The manufacture of tea, tobacco and rubber shooks maintained their production at approximately 1,700 tons in 1954.

Clothing manufacture by the London and Blantyre Supply Company at the factory in Lilongwe showed a slight increase on 1953, following the installation of special machinery using electric power. A new firm called the Nyasaland Clothing Factory, Limbe, entered this field of production in 1954. The new enterprise devotes its production capacity to machine-knitting, cut, make and trim, and will go a long way to meeting a growing local demand.

A small firm in the Southern Province making full use of an industrial waste product is Nyasaland Tobacco Products. By an extraction process nicotine sulphate is produced from tobacco waste and commands a select and lucrative market in the Union of South Africa where it is further processed into a powerful insecticide. The annual output of the firm is approximately 100 tons.

In the latter half of the year a large company, concerned with the manufacture of cement in Southern Rhodesia, became interested in a limestone deposit near Zomba. As a result of a survey, carried out by the Geological Survey Department, the Company is proceeding with a drilling programme to test the quality of the deposit from the point of view of its suitability for cement manufacture.

The firm of Tyresoles (Nyasaland) Ltd., which has a factory in Limbe for the retreading of tyres, enjoyed another year's successful business and continues to meet an ever-increasing demand.

A subsidiary branch of the Southern Rhodesia firm of Perrems, who specialize in dry-cleaning, was established in Blantyre during 1954. It has had a good year and is undoubtedly supplying a long-felt need in the territory.

The Nyasaland Plywood Company, which has a factory at Luchenza, was obliged to abandon the plywood production side of its business during the year on account of the difficulty of finding suitable indigenous timber capable of being processed into plywood.

Among handicrafts carried on are carpentry, ivory and wood-carving, pottery, basketry and the weaving of mats; none of these, however, is sufficiently far developed to be styled an industry; mat weaving, for example, is to the male Yao much what knitting is to a European woman. The products of these crafts play an important part in village life and, apart from this, they find a ready market among tourists and European residents in the Protectorate, either for utilitarian purposes or as curios.

No State aid is given in respect of these crafts nor are there any credit societies connected with them. Government does, however, run cobbling and tanning courses at Lilongwe for those Africans who are desirous of setting up in business in the cobbling trade.

#### CO-OPERATIVE SOCIETIES

At the beginning of 1954, 71 co-operative societies were on the Register. During 1954 three new Dairy Producer Societies, two Rice Producer Societies and one Traders Supply Society were registered, while the registration of eleven societies was cancelled. Of the latter, ten were village consumer societies and the other a timber society. The numbers, types and membership of societies on the register at the 31st December, 1954, were as follows:—

<i>Type of Society</i>	<i>Number of Societies</i>	<i>Membership</i>
(i) PRIMARY SOCIETIES		
Dairy Producer .. .. .	36	1,121
Rice Growers Producer .. .. .	6	1,690
Coffee Producer .. .. .	2	251
Maize Milling .. .. .	1	40
Traders Supply .. .. .	1	45
Consumer .. .. .	16	1,105
	<u>62</u>	<u>4,252</u>
(ii) SECONDARY SOCIETIES		
Northern Co-operative Union .. .. .	1	10
Unions of Dairy Societies .. .. .	2	32
Union of Rice Producer .. .. .	1	5
	<u>4</u>	<u>47</u>

The highlight of 1954 has been the increasing tempo of the development of the Kilupula Rice Growers' Co-operative Union, Limited, in the Karonga District. One new primary society of rice growers

was registered. Having satisfactorily disposed of the 1953 paddy crop of 4,000,000 lbs., the Union was able to allocate from its surpluses sufficient to allow the member societies to pay a bonus of  $\frac{1}{2}$ d per lb. of paddy to the individual members. The Union was also able to carry out its construction programme, including the establishment of a rice mill which was brought into production in October. As a result of this expansion the Union is now selling a high grade of milled rice comparable with any produced in the Protectorate. The preparation of documents for export has been satisfactorily handled and the business of the Union carried out with commendable efficiency. The increasing interest taken in paddy growing is shown by the fact that, in spite of unfavourable weather conditions, the total crop in 1954 amounted to 3,540,000 lbs. The Union's ploughing service has proved most popular and it is expected that some 600 acres will be tractor ploughed this season.

Ghee production rose steadily in 1954, reaching the record figure of 42,000 lbs. weight as compared with 31,000 lbs. in 1953. The value of ghee sales amounted to £7,300 in 1954 as compared with £5,400 in 1953. The increase is attributable to new dairies coming into production and to a reorganization of the accounting system, which has induced greater efficiency. The only serious problem confronting the two ghee Unions is that both are operating financially on too narrow a margin, due to high transportation costs and to the comparatively high capital value locked up in returnable containers. Investigations are being conducted to see whether or not some form of non-returnable container can be found.

The Nchenachena and Misuku Coffee Producer Societies continued to enrol new members and the opening of new gardens is on an impressive scale, particularly in the Uzumara Mountains of the Rumpi District. Both areas have, however, suffered from two successive bad seasons in which the rainfall has been below average. The 1954 crop of 17,300 lbs. of parchment coffee has been below the estimate, due to the failure of many old gardens and to the fact that new gardens are not yet in full production. The quality, however, remains excellent.

The Northern Co-operative Union Limited continued to operate three departments, concerning themselves with transport facilities, general supplies and coffee:

*The Transport Department.* The Transport Department provides a service without which the Co-operatives in the Northern Province could not carry on. It carries produce to the Lake-shore port of Nkata Bay and brings back consumer goods and equipment. A new Bedford 5 ton truck was acquired during the year, while the 3 ton Bedford, brought into service in 1951, still operated satisfactorily. In addition to the Union's own transportation requirements the charter service has been used extensively by Government Departments, trading firms and local Africans. The total pay-load mileage in 1954 increased by 5,553 to 18,264 and transport receipts by £728 to a total of £2,015.

*The Supplies Department.* The Supplies Department increased its purchases of consumer goods during the year and the value of sales amounted to nearly £5,000. The Union started to purchase its requirements of petrol, oil and lubricants direct from the Shell Company and in June a petrol pump was installed at Rumpi and the service extended to the public. Sales of petrol and oils amounted to £1,181 during the year.

*The Coffee Department.* This Department undertakes the hulling and grading of parchment coffee supplied by the two member Coffee Producer Societies. The 1953 crop was handled under great difficulties contributed to by the lack of storage, and a hand operated hulling machine. Plans were made to install a power operated plant in 1954 and orders for the appropriate machinery were placed. A new storage barn has been put up, but unfortunately the dock strike in the United Kingdom delayed delivery of the new milling machinery and as a result the new coffee crop had to be hand hulled and graded as before. The Coffee Department carries stocks of pruning secateurs, fertilizers and other simple equipment required by coffee farmers. It also carries out the final despatch and marketing of the clean bean on behalf of the coffee societies.

Consumer societies have generally proved a failure. Ten societies of this type were liquidated during the year. A notable exception is the Zomba European Society which has had a very successful year, greatly increasing its membership, capital and turnover.

Co-operative Societies in the Protectorate are controlled and supervised by the Department of Co-operative Development. In addition to the Commissioner stationed in Zomba, European and African officers are stationed at various points in the Northern and Southern Provinces. Their duties are to visit, advise and audit societies.

## Chapter 7. Social Services

### EDUCATION

As the bulk of African education is in Mission hands, the Education Department staff is comparatively small. At headquarters in Zomba there are a Director, Deputy Director, Departmental Assistant, Stenographer and African clerks. There are Provincial Education Officers primarily concerned with administration and inspection at each of the Provincial headquarters; they are assisted by one Education Officer in the Southern Province, one stenographer in the Central Province, one African clerk in each Province and eight African inspectors distributed throughout the Protectorate. There are also one Government African Secondary School, a Government Teacher Training Centre, a Government Junior Trade School and two Government primary schools, staffed by officers of the Education Department. Three primary schools for Europeans and one for Euro-Africans are also staffed by officers of the Department; they were seconded *en bloc* to the Federal Government which assumed control of non-African education on the 1st July, 1954. The total strength of the Departmental staff engaged on African education was 25 Europeans and 97 Africans.

Government is advised on education policy by an Advisory Committee on African Education, comprising representatives of Government, of voluntary agencies and of the African population. Each administrative district has an Education Committee advising the Director on local matters; in the latter half of the year these Committees were reconstituted and given certain executive powers. Policy is implemented under the supervision of the Education Department, which inspects all schools, controls and maintains Government schools, conducts Government and other public examinations and controls the grant-in-aid system.

A Five Year Plan for the years 1945/49 aimed at laying the foundation of a ten-year expansion programme. In 1950 an educational survey of African primary education was undertaken to ascertain what was needed to develop and consolidate the African primary school system. As a result of this survey an agreed expansion programme was drawn up for each district, detailing the development to be carried out for the period 1950/54. Early in 1954 a third Five Year Plan, for the period 1954/59, was prepared. Its principal features were to provide for the consolidation and completion of the existing primary school system, the devolution of much of the administration of primary education from central control to that of the

District Education Committees, the expansion of teacher training facilities and the extension of Government assistance to an expanded system of junior secondary schools.

African primary education is still principally managed by the Christian Missionary societies, who began work before the establishment of settled Government in Nyasaland. Latterly, this system has been supplemented by a few primary schools conducted by Government, the African Muslim community, native authorities and local communities, and by private estate-owners. The primary course consists of a five-years junior primary section followed by a three-years senior primary course. The formal teaching of English is normally begun in the third year of the primary course, but oral lessons are often given to children in their second year of schooling.

The 1945 census showed that 5.59 per cent. of the African population was literate in the vernacular and 0.96 per cent. in English. These figures are thought to be conservative since recruits to the Army in the latter years of the last war were found to be about 20 per cent. literate, and the census figures took no account of the considerable number of adults employed in other countries. It is estimated that about half of the country's children attend school for a short period between the ages of five and eighteen; the great majority, however, never pass beyond the lowest classes. The number who passed the Standard VI examination in 1954 was 540, of whom 66 were girls.

In the academic year 1948/49 age limits governing admission to Sub-Standard A and Standard IV of the primary course were introduced for the first time; no boy was allowed to enter Sub-Standard A of an assisted school if he were over the age of nine or to enter Standard IV if he were more than 15 years old. These limits have now been lowered to under eight and 14 years respectively, and have been extended to include girls, with the proviso that no girl previously admitted to an assisted school shall be expelled on account of age if her conduct and progress are satisfactory. To meet the needs of the young children, now attending assisted primary schools, it was necessary to re-cast entirely the syllabus that had been in use for the last seven years.

The new syllabus was introduced into all assisted schools in the year beginning in October, 1952, after several intensive short courses at which teachers were introduced to the changes entailed. It has proved popular because of its wider basis and greater emphasis on the practical aspects of teaching.

Through the introduction of age limits wastage, due to marriage and departure to seek employment, has been reduced. In 1945 the Standard VI pass list amounted to 113 of an average age of 19 years. In 1955 it is anticipated that some 1,200 will complete the senior primary course, between the ages of 15 and 17.

There are three African secondary schools providing four-year courses, up to the level of the Cambridge Overseas School Certificate. Of these, two are financed by Government and controlled by Boards of Governors, with a total enrolment in 1954 of 162 boys and 12 girls. The third is a multilateral school, directly controlled by Government, with an enrolment in 1954 of 137. Of these, 53 were enrolled in the academic course, 60 were taking courses in carpentry, building and mechanics, and 24 were taking a clerical course. There were seven assisted and two unassisted junior secondary schools with a total enrolment of 240 boys and 20 girls, providing a two-year course leading to the Government Standard VIII examination. 126 pupils were presented for this examination in 1954, of whom 92 were successful.

Details of the total expenditure on education from public funds in 1954 are as follows:—

	<i>Recurrent</i>	<i>Grants-in-Aid</i>	<i>Capital</i>	<i>Total</i>
African Education ..	£49,465 ..	£314,535 ..	£73,660 ..	£437,660

The capital expenditure on African Education included a sum of £16,443 from Native Treasury Funds. A further £20,330 was covered by grants from the Colonial Development and Welfare Fund. From this source also a refund of £60,000 was paid towards recurrent expenditure in the form of a grant to promote the expansion of educational services in the Protectorate.

There are 4,688 African primary schools of which three are managed direct by Government and 762 are aided by Government. The latter, with an enrolment of approximately 62,284 boys and 30,815 girls, were taught by 2,392 teachers. The enrolment at Government and assisted schools thus comprises about 40 per cent. of the total enrolment of approximately 147,000 boys and 90,000 girls.

Teacher training for Africans was provided by Missions at ten Government assisted centres, which had an enrolment of 554 students and at one Government centre attended by 82 students. 211 students successfully completed their courses and entered the teaching service; this represents 8 per cent. of the total teaching establishment at Government and assisted schools, and compares favourably with the 1953 output of 199. This proportion is still inadequate for the maintenance and consolidation of the existing schools. The effect of the revision of teachers' salaries, undertaken in 1953, however, has been very materially to increase the intake into the centres and consequent output is likely to exceed 300 in 1955.

The Government Teacher Training Centre, Domasi, is at present the main centre at which teachers are trained for the highest of the three grades of certificate awarded by Government, the Higher Grade Certificate; 82 students were taking this course. A small group of women was also taking this course at a Mission training centre. The

other certificates are known as the English and Vernacular Grade certificates. The bulk of those undergoing training are now taking the English Grade course; the Vernacular Grade course, now confined to women, is obsolescent.

During the last five years nine selected African teachers have taken the one-year professional course at the Institute of Education, University of London; of these, one took a course in the teaching of English as a foreign language. Of these, two are on the staff of the Domasi Teacher Training Centre and the remainder are employed as Government Inspectors of Schools.

Efforts continue to be made to satisfy the educational needs of adults and those children who are too old to be admitted to primary schools. From time to time mass literacy drives have been organized, particularly by the Dutch Reformed Church Mission. Literature in two vernaculars and in English is supplied by the Northern Rhodesia and Nyasaland Joint Publications Bureau, which maintains a full-time business manager stationed at Blantyre. The main centre for his book-selling work is at Limbe with branches at Blantyre, Zomba, Lilongwe and Mzimba. There are African selling agencies at seven other centres, and contact is made with a still wider public, through the many stores belonging to the African Lakes Corporation and the book-shops of the Dutch Reformed Church Mission, the Church of Scotland Mission (Livingstonia), the White Fathers Mission, and the Universities Mission to Central Africa. The Information Service is also assisting by issuing its weekly newspaper "*Msimbi*", which has news and articles in English as well as in the main vernaculars. It has a circulation of some 7,600 and each copy of the paper is believed to have at least five readers.

A Government-controlled junior trade school for Africans was opened at Mpemba, near Blantyre, at the beginning of 1954. This school, whose capital and recurrent costs were met by a grant from the Colonial Development and Welfare Fund, had an enrolment of 38 at the end of the year. The great majority of the pupils had completed Standard VI before beginning three-year courses in carpentry and building. It is intended that these courses shall be followed by two years of supervised on-training.

#### HOUSING AND TOWN PLANNING

The African population is largely housed in its traditional wattle and daub dwellings of round or oblong design. These are often extremely primitive, but year by year a steady improvement in the standard of African housing may be noticed. Wattle and daub houses now more frequently contain windows and have a separate kitchen and pit latrine. The more progressive African is clearly influenced by African housing of a permanent pattern provided by Government and large industrial undertakings and more and more houses are being

constructed of burnt brick with wooden doors and glazed windows. The average size of houses is also increasing. European-type bungalows are by no means infrequently found on the outskirts of a traditional wattle and daub village; they are often tastefully decorated and well maintained.

In the town, where industrial undertakings are situated, some employers maintain their own workers' settlements. Generally speaking, employers have improved the type of house, as well as the recreational facilities and other amenities provided for their workers.

Much of the housing provided until recently consisted of wattle and daub buildings with grass roofs. It is now becoming more widely recognized, however, that not only is such housing uneconomic, but that modern and comfortable housing must be provided which will attract a permanent labour force. Advice and encouragement have been given by the Labour Department, and some of the more progressive employers are now erecting modern permanent buildings with weather-proof roofs. There is, however, a tremendous backlog to be made up, but it is encouraging to report that most of the tea estates in the Southern Province are extending and improving their African housing and that an extensive housing scheme is expected to be undertaken shortly by one of the largest estates in the Cholo area. The Nyasaland Railways continue to expand their housing estate at Limbe each year. The outstanding achievement is, however, the model village in course of construction by the Imperial Tobacco Company, near Limbe. When completed this planned village will represent one of the finest African housing schemes in Southern Africa.

Once again priority was given to the construction of quarters for Government African staff and 279 quarters were completed by the Public Works Department at various stations throughout the Protectorate. European housing, nearly all of the bungalow type particularly adapted to suit local conditions, also made good progress and 14 new houses were completed by the Public Works Department. In addition contracts have been placed for a further six European houses in Blantyre, 20 in Lilongwe and tenders invited for 328 African houses in the Limbe/Blantyre area.

There are only four townships of any size in Nyasaland—Blantyre and Limbe (only five miles apart), Zomba and Lilongwe. No acute problems of overcrowding exist at present, but commercial and Government development dictate the planning of what will in time become high density residential areas in order to avoid the evils of overcrowding at a later date.

During the early part of 1954 Town and Country Planning in Nyasaland was the responsibility of the Nyasaland Government, but in May, 1954, the Town Planning Service for Nyasaland was provided by the Chief Town Planning Officer, Southern Rhodesia, and as from the 1st July, 1954, responsibility for the organization and

administration of the Town Planning Office, Blantyre, was assumed by the Chief Town Planning Officer, Southern Rhodesia, represented in Blantyre by a resident Town Planning Officer.

It has been agreed with the Federal Government that it shall be consulted on all town planning schemes, in so far as they affect Federal requirements, and that all town planning schemes shall provide for requirements which are a Federal purpose.

In general the Town Planning Office acts as advisor on all planning problems within Nyasaland, but most of its work is naturally concentrated in the more populated areas of the country and in particular the Blantyre-Limbe and the Lilongwe areas. Planning powers are exercised in both these areas by Planning Committees and the Town Planning Officer acts as advisor to both Committees.

The Committees are concerned chiefly with implementing the proposals of the Outline Planning Scheme for their areas. A major part of the work of the office is, therefore, concerned in the investigation and recommendation of planning applications, their presentation for consideration by the Committee and in the case of Blantyre/Limbe Committee, the implementation of the Committee's decisions.

In 1949 the Blantyre/Limbe area was declared to be a planning area and in 1950 a planning committee, including in its membership representatives of the European, Asian and African communities, was appointed. The outline planning scheme prepared by the committee was approved by the Governor in Council in 1951 and detailed schemes in respect of the high density residential areas approved in 1953, were successfully embarked upon by the authorities concerned during 1954. The scheme for Blantyre and Limbe has also been further implemented by the demarcation of sites including the site for the European School and the new Group Hospital, and work on both these projects has commenced. Detailed planning for the year took the form of residential layouts in areas zoned for the purpose under the outline scheme, while a scheme for the control of development outside townships but within the planning area was approved and adopted by the committee.

Applications for private development in the Blantyre/Limbe area have shown a marked increase over the previous year; amounting to 366 as against 260 in 1953. In general the standard of building has shown a distinct improvement.

A new local authority in the Urban Area of Blantyre/Limbe, known as the Soche Authority, came into being in July of this year, and is charged with the development and administration of the Blantyre/Limbe High Density Residential Area.

Working under the Chairmanship of the Provincial Commissioner, Southern Province, its membership is composed of officials and representatives of the non-official European and African communities.

Housing for Africans in the Urban Areas is the main purpose of the authority, while the provision of essential services and welfare amenities for its present and future inhabitants is also within its purview.

A detailed scheme for the High Density Residential Area of Lilongwe, known as "the Falls Estate", was prepared in January of this year, and has since been amended as a result of more accurate survey information. It is now awaiting the approval of the Governor-in-Council.

A layout for medium density residential development, covering some 60 acres, was also prepared and development of the site has already commenced.

The Outline Planning Scheme for Lilongwe was adopted by the Planning Committee and exhibited to the public in May, 1954. The Scheme met with general approval. During the past year some 61 applications for planning permission were considered, an increase of one over the previous year.

It is hoped that an Outline Scheme for the Zomba area will be prepared during the coming year. In the meantime recommendations on interim development measures were made in 1954 and a low/medium residential layout of some 60 acres of land is now being prepared.

An outline planning scheme was prepared for the development of Mzuzu, primarily to accommodate a new Provincial Headquarters in the Northern Province. It is not anticipated that any material change in the Scheme will be required, but final comments by all interested bodies have not yet been received.

A layout for a new Government Centre at Chiromo was prepared and is awaiting the comments of interested Departments.

The Town Planning Office is located in Blantyre and is staffed by a Town Planning Officer and a Draughtsman, both of whom are employed by the Southern Rhodesia Government.

### SOCIAL WELFARE

There is no Department of Social Welfare in Nyasaland and the widespread and differing forms of social welfare work, which are at present undertaken, are included in the activities of various Government Departments, Missions and European voluntary organizations. Problems of social welfare are necessarily more complex in the Southern Province with its rapidly increasing African urban population, concentrated to a large extent in the Blantyre/Limbe area. To meet the needs of this urban population a Social Welfare Advisory Committee for the Southern Province was set up in 1950, consisting of officials and non-officials (including three Africans). The committee is charged with co-ordinating the activities of Government and voluntary agents in the field of social welfare; in addition it acts as

an advisory body to Government concerning policy for the area and makes recommendations on any immediate action necessary.

District Welfare Committees have been formed in the Zomba, Domasi and Blantyre Districts of the Southern Province. They functioned successfully during the year and made satisfactory progress with a proposal to establish small village industries for women which would contribute towards the maintenance of such women and their families during those periods when their menfolk were away in Southern Rhodesia working.

A woman social welfare officer is attached to the office of the Provincial Commissioner, Southern Province, and since 1949 she has devoted herself to the supervision and initiation of social welfare work of various kinds, though her primary work has been among African women and the supervision of African community workers.

During 1954 reports from the Welfare Officer indicated that the African community continued to show an increasing interest in organized social welfare, while at the same time there was a growing awareness on the part of the European community of the need for an expansion of social welfare activities to meet the needs of a developing urban population. This trend evinced itself in the extension of the work of existing voluntary organizations, and in particular by the formation of a branch of the Rotary Club, an organization new to Nyasaland. In the same way the activities of the Save the Children's Fund under the auspices of the Nyasaland Council of Women supported by the Nyasaland Women's Association were extended to include direct assistance to children in Nyasaland.

In the previous year under the provision of a grant made for the implementation of small social welfare projects a course was held at Domasi for voluntary women social welfare workers. The instruction given on this course so impressed the husbands of some of the women students that they in turn requested that they may be allowed to attend a similar course. To cater for this enthusiasm a course for men club-leaders was held at Domasi in July. The students attending appreciated the instruction given, and though for various reasons only a few have subsequently undertaken active club work, all have benefited from a wider vision of what club organization entails. It is proposed to hold similar courses in the future with a view to disseminating information on club work and for the encouragement of potential leaders.

The 16 Women's Institutes, situated throughout the Southern Province, functioned satisfactorily during the year and improved their financial status by refunding to Government the loans received earlier for the purchase of sewing materials. Some of the Institutes have also established their own nucleus of funds for the purchase of materials in 1955.

A description of the Domasi Community Development Scheme, financed from Colonial Development and Welfare Funds, is given in Chapter 13.

Community centres, including reading-rooms, large halls and playing-fields, have now been established in many districts, with financial aid from the Native Development and Welfare Fund. The centres are run by African committees but supervised in most cases by District Commissioners. During the year a large and much needed welfare hall was opened at Lilongwe at an approximate cost of £14,000.

The importance of youth movements is recognized and the Boy Scout and Girl Guide movements in the Protectorate are financially assisted by Government. Provision is made in the Estimates for a full-time Organizing Commissioner for Boy Scouts.

Scouting and Guiding have become increasingly popular throughout the Protectorate from Fort Hill in the north to Mlanje in the south. Many new Scout Groups were registered in 1954 and the quality of the work done was further improved. There are now 58 Scout Groups in the Protectorate with a membership of over 1,700, comprising 1,250 Scouts and Senior Scouts in 53 troops, 300 Wolf Cubs in 19 packs, and 200 other ranks including Rover Scouts, Scouters and Executives; all sections of the community are represented. Training courses for Scoutmasters continued to be held during the year and the first Cubmasters' Training Course was held at Makwawa, Scout Headquarters, Domasi. Mr. Harold Dahl, Overseas Travelling Commissioner, London, visited the Protectorate in July. He travelled extensively during his tour, and at Zomba a grand rally of some 300 Scouts and Cubs of every community gave him a special welcome. Doctor Petrie, the Chief Commissioner, was awarded in 1954 the Silver Acorn, the second highest award in Scouting for his excellent services to the movement in Nyasaland. Scouts continued to give able assistance at local functions notably the Queens' Birthday Celebrations. Girl Guides now number approximately 1,100 distributed in Guide Companies and Brownie packs throughout the Protectorate. A company of Rangers was formed at Mlanje and a company of Cadets in Zomba; both of which will be of value in the future as potential sources of Guiders.

A number of European voluntary societies, such as the Red Cross Society and the Nyasaland Council of Women, undertake social welfare activities in many spheres. In 1951 a local committee of the British Empire Society for the Blind was set up and the work already done for the blind by the South African General Mission continues to receive recognition and financial assistance from Government. The Mission maintains at Lulwe a school for the blind which, during 1954, had over 30 adults and children under training. The Zambesi Industrial Mission runs an orphanage at Mitsidi.

The Church of Christ Mission, Zomba, experimented with a Saturday afternoon Youth Club during the year, turning one of the schoolrooms into an assembly and reading room for the members. The Club has served as a medium for training young people in the proper appreciation of club facilities.

Apart from the activities of the various Departments concerned and the grants made by Government to the above-mentioned social welfare organizations, financial assistance is also given to the King's African Rifles Memorial Home. Provision is made by the Federal Government for the relief of necessitous civilian cases. The British Empire Service League as usual watched over the interests of ex-servicemen of all races and was in a position to give financial assistance in cases of need.

Juvenile delinquency is not at present a great problem in Nyasaland. Probationary work is governed by the Probation of Offenders Ordinance, under which a Principal Probation Officer and some 52 Voluntary Probation Officers are appointed, many of whom are Africans. The post of Principal Probation Officer is at present held by the Welfare Officer attached to the office of the Provincial Commissioner, Southern Province. There was during the year an increase in the number of young offenders dealt with by the Welfare Officer. This is probably attributable to the increasing tempo of welfare work in general.

## Chapter 8. Legislation

Forty-five Ordinances were enacted during 1954. The more important include the African Emigration and Immigration Workers Ordinance and the African Employment Ordinance (Nos. 1 and 3 of 1954), which replace the Native Labour Ordinance (Cap. 77) by a full code governing migrant labour and conditions of employment and designed to ensure conformity with the relevant conventions of the International Labour Organization.

The High Density Residential Areas Ordinance (No. 21 of 1954) enables the Governor in Council to set up specially constituted Authorities to control and provide for the proper planning and development of residential areas set aside for the settlement of Africans under urban conditions. One such Authority has already been set up.

The Bicycles Ordinance (No. 35 of 1954) provides for the first time for a comprehensive control and licensing of all bicycles, a widely used means of conveyance throughout the Protectorate.

The Hide and Skin Trade Ordinance (No. 23 of 1954) was passed to encourage and promote both increased trade and higher standards of quality in this industry.

The Building Societies (Amendment) Ordinance (No. 40 of 1954) enables building societies incorporated outside the Protectorate to be registered and to operate in Nyasaland.

Several Ordinances have been passed as a result of legislation in the Federal field, in particular the Territorial Surcharge (Authorization) Ordinance (No. 34 of 1954). The Inter-Territorial Movement of Persons (Control) Ordinance (No. 43 of 1954) enables the Governor to prohibit or restrict the entry of certain classes of criminals and undesirable persons into the Protectorate from Northern and Southern Rhodesia.

In addition, 208 Government Notices were published during the year containing notification of appointments and subsidiary legislation in various forms. New Game Rules (G.N. 71 of 1954) were promulgated to supplement the provisions of the Game Ordinance, 1953, and Rules under the Hide and Skin Trade Ordinance (G.N. 108 of 1954) were also published.

## Chapter 9. Justice and Police

### JUSTICE

The Courts of the Protectorate consist of the High Court, with jurisdiction over all persons and over all matters in the Protectorate, and Courts subordinate thereto. The constitution, duties and functions of Native Courts are explained later in this section.

Subordinate courts are nominally of the first, second, third and fourth class with jurisdiction over all persons. Courts of the first class are held by Provincial Commissioners, and at Blantyre, Limbe and Lilongwe by Resident Magistrates who are barristers-at-law. The second, third and fourth class courts are presided over by the District Commissioners, Assistant District Commissioners and cadets respectively of each district.

The Criminal Procedure Code confers on subordinate courts a limited jurisdiction. Courts of the first and second class may try offenders for any offence under the Penal Code or any other law, other than treason, instigating invasion, misprision of treason, murder and manslaughter or attempts to commit or aiding, abetting, counselling or procuring the commission of such offences; but any sentence of more than twelve months imprisonment by a first class court, and six months imprisonment by a second class court is subject to confirmation by the High Court. The sentences which may be imposed by a court of the third class are limited to six months and that of the fourth class to one month. The graver crimes are tried by the High Court after a preliminary inquiry before a subordinate court.

In civil matters, courts of the first class and second class have jurisdiction in all matters in which the amount or value in dispute does not exceed £200 and £100 respectively. Courts of the third and fourth class have similar jurisdiction to a maximum of £25.

In all cases, civil and criminal, to which Africans are parties, every court is guided by native law so far as it is applicable and is not repugnant to justice and morality or inconsistent with any Order in Council or Ordinance, or any Regulation or Rule made under any Order in Council or Ordinance and decides all such cases according to substantial justice without undue regard to technicalities of procedure and without undue delay.

The High Court may call for the records of all courts subordinate to itself, to satisfy itself as to the legality and propriety of the proceedings and sentence.

Appeals from subordinate courts in civil and criminal matters lie to the High Court. Appeals from the High Court in civil and criminal matters lie to the Rhodesia and Nyasaland Court of Appeal which

holds sessions approximately every other month at Salisbury, Livingstone or Blantyre.

The Chief Justice of the Protectorate arranges regular circuits three or four times a year, and so far as is possible fixes the venue in or near the district in which the alleged crime has been committed. He also inspects the court books and files of subordinate courts. He is *ex officio* Visiting Justice of the central and district prisons of the Protectorate.

The number of civil proceedings heard in the High Court during 1954 was 152, compared with 145 in 1953, 124 in 1952 and 108 in 1951. The majority of these represented civil actions and applications for probate or letters of administration. Eleven were petitions for divorce or separation and six were petitions in bankruptcy.

Forty-four criminal cases were heard during 1954 by the High Court, compared with 38 in 1953. Of these, 26 concerned murder, 13 manslaughter, one infanticide, one intent to maim, two assault occasioning actual bodily harm and one common assault. Of the 51 persons involved, seven were acquitted and 37 were convicted either of the offences with which they were charged or of lesser offences. Fifty-four appeals were heard of which five were allowed, 42 were dismissed, two were referred back to the magistrates concerned for retrial, three were withdrawn and two were pending.

In the subordinate courts a total of 1,311 civil cases were heard during the year, compared with 1,214 in 1953. The great majority were heard in the urban areas of Blantyre, Limbe, Zomba and Lilongwe. In addition 12,944 persons were tried by the subordinate courts for criminal offences in 1954, compared with 12,401 in 1953. The main offences are tabled below, together with comparative figures for the three previous years:—

#### PERSONS TRIED IN SUBORDINATE COURTS

	1951	1952	1953	1954
Rape .. .. .	6 ..	4 ..	4 ..	19
Assault occasioning bodily harm ..	135 ..	167 ..	163 ..	175
Simple larceny .. .. .	462 ..	547 ..	481 ..	614
Burglary, housebreaking, etc. ..	357 ..	349 ..	367 ..	435
Larceny by servants .. .. .	427 ..	466 ..	344 ..	495
Receiving stolen goods .. .. .	102 ..	110 ..	94 ..	165
Arson .. .. .	32 ..	74 ..	63 ..	77
Forgery .. .. .	75 ..	122 ..	94 ..	184
Native Tax Laws .. .. .	8,457 ..	6,763 ..	4,930 ..	5,016
Forest Laws .. .. .	379 ..	155 ..	440 ..	288
Firearms Laws .. .. .	76 ..	180 ..	135 ..	171
Liquor Laws .. .. .	406 ..	330 ..	352 ..	483
Township Laws .. .. .	525 ..	519 ..	269 ..	467
Motor Traffic Laws .. .. .	382 ..	699 ..	410 ..	1,045
Witchcraft Laws .. .. .	4 ..	19 ..	52 ..	31
Public Roads Laws .. .. .	1,560 ..	809 ..	953 ..	528
Diseases of Cattle Laws .. .. .	4 ..	22 ..	737 ..	7
Plants Diseases Laws .. .. .	— ..	26 ..	180 ..	378
<b>TOTAL ..</b>	<b>15,574</b>	<b>13,369</b>	<b>12,401</b>	<b>12,944</b>

Of the 12,944 persons tried, 1,356 were acquitted or otherwise discharged, the remainder were convicted. Of those convicted 5,040 were sentenced to a fine or to imprisonment in default and paid the fine, 2,951 were similarly sentenced but were unable to pay the fine, 2,905 were sentenced to imprisonment without the option of a fine, one to whipping; 148 were discharged owing to their tender years or of the trivial nature of the offence and 154 were bound over.

Sixty-six juveniles came before the courts during 1954, compared with 47 in 1953. Generally speaking they were charged with petty theft. Twelve juveniles were committed to the approved school in 1954 as against ten in 1953.

The Native Courts Ordinance, 1933, provides for the setting up of Native Courts under the jurisdiction of the Native Authorities. The courts are constituted in accordance with the native law or custom of the area in which they have jurisdiction, though the Provincial Commissioner may, with the approval of the Governor, prescribe the constitution of any Native Court or the order of precedence among the members thereof or the powers and duties of any persons acting as assessors to any court in his Province. In accordance with custom no Chief sits alone to hear cases; he is aided by assessors who either sit by hereditary right or are selected on account of special wisdom or aptitude. The composition of the courts is not laid down in the Ordinance nor in the court warrants. The court assessors receive a fixed salary from the Native Treasury.

The whole country is within the jurisdiction of Native Courts, except for proclaimed townships and such areas as the Governor may order. The practice and procedure of Native Courts is regulated in accordance with native law and custom subject to any rules which may be made by the Governor. Warrants defining the jurisdiction and powers of the courts are issued by Provincial Commissioners.

In general the jurisdiction of Native Courts is limited to "cases and matters in which all the parties are Africans and the defendant was, at the time when the cause of the action arose, resident or being within the jurisdiction of the court". The purpose of the courts is to administer a justice which is understood and appreciated by Africans and is as far as possible in accordance with accepted native customs.

The Native Courts may exercise criminal jurisdiction to the extent set out in their warrants and subject to the provisions of the Ordinance. Such jurisdiction extends to the hearing, trial and determination of all criminal charges and matters in which the complainant and the accused are Africans and the defendant is accused of having wholly or in part, within the jurisdiction of the court, committed, or been accessory to the committing of an offence. Native Courts have no jurisdiction to try offences in consequence of which death is alleged to have occurred or which are punishable under any law with death or imprisonment for life, nor may they try cases in

connection with marriage, other than marriage contracted under or in accordance with Mohammedan or native law or custom, except where both parties are of the same religion and the claim is one for dowry only.

Native Courts have and may exercise civil jurisdiction to the extent set out in their warrants and subject to the provisions of the Native Courts Ordinance. Civil proceedings relating to immovable property must be taken in the Native Court within the area of whose jurisdiction the property is situated. There is, in fact, no sharp distinction drawn by Native Courts between civil and criminal cases.

The powers of each court are set out in the warrant establishing it. Courts are divided into three classes as follows:—

- Class A.* Fine not exceeding £5.  
Imprisonment not exceeding six months.
- Class B.* Fine not exceeding £3.  
Imprisonment not exceeding three months.
- Class C.* Fine not exceeding £1.  
Imprisonment not exceeding one month.

In cases of a criminal nature a Native Court may impose a fine, or may order imprisonment, or both a fine and imprisonment. Orders for compensation may also be made. A Native Court may not impose corporal punishment unless it has power to try the offence under the Penal Code and the Code authorizes such penalty, or unless the offence is one against native law and custom, and native law and custom of the area concerned recognizes corporal punishment as a penalty for that offence.

Provincial and District Commissioners have in the first instance complete powers of review and revision over Native Courts cases and appeals against orders or decisions of the Native Court go either to the Native Appeal Court, where there is one, or direct to the District Commissioners and thereafter to the Provincial Commissioners. Appeals from Native Courts lie ultimately to the High Court.

The African urban courts started in Blantyre and Zomba in 1951 continued to function throughout the year. Each court has a panel of members of whom three are chosen for each sitting. These urban courts deal with petty cases in the townships and also with matters involving African customary law. In the case of the Blantyre Court arrangements are made for it to sit at Limbe as required.

A revised memorandum on Native Courts was published in 1952 and a Chinyanja version of the memorandum, which is designed to assist Administrative Officers and others whose work is connected with Native Courts, was completed and published during the year.

The total number of cases heard by Native Courts in 1954 was 62,188. Of these 42,138 were cases of a criminal nature and 20,050 were cases of a civil nature although as stated above, the distinction between the two is not sharply drawn. A further analysis of the total

shows that of the 56,871 persons convicted, 632 were unpunished, 1,014 were sentenced to imprisonment, 12,335 to a fine and compensation and 104 to other punishments. As in previous years a large number of the cases heard related to marriage and the payment of compensation in cases of adultery.

### POLICE

The establishment of the Force was increased during 1954 to 1,364 and by the end of the year its actual strength was 1,304 made up as under:—

	<i>Establishment</i>	<i>Strength</i>
Gazetted Officers .. ..	38	37
Inspectors and Assistant Inspectors ..	46	39
Sub-Inspectors and Assistant Sub-Inspectors .. ..	41	34
Other Ranks .. ..	1,239	1,194
<b>TOTAL ..</b>	<b>1,364</b>	<b>1,304</b>

The Central Government police are responsible for the maintenance of law and order throughout the Protectorate. There are at present no regional or Native Authority Police Forces, although district and Native Authority court messengers are on occasions used to assist the police in the execution of some of their duties.

The Force is organized in three Divisions, corresponding with the three Provinces. The Southern Division is commanded by an Assistant Commissioner and the remaining two Divisions are respectively under the command of a Superintendent. Police Headquarters, including the Criminal Investigation Division, the Special Branch, the Police Mobile Force, the Police Training School, Stores and Accounts Branch and the newly formed Communications Branch, are at Zomba.

In accordance with the general development programme of the Force three former police posts were reorganized during the year and established as police districts under the command of an Assistant Inspector or an Assistant Sub-Inspector.

During the year 354 constables were recruited and underwent training at the Police Training School. The training course is of six months duration and covers all aspects of police work. Some 229 men completed their training and were posted for duty. Twenty-one of the recruits were discharged for various reasons, but chiefly on the grounds of unsuitability.

In addition to recruits' training courses, there was a promotion course for 23 men held in June, and five ten-week courses in which 170 personnel were trained in anti-riot tactics and riot control. Nine men were passed out as qualified signallers, and specialist courses of instruction in Criminal Investigation Division work were held for C.I.D. personnel.

The reorganization of the C.I.D. was concluded during the year, and the extension to the C.I.D. building completed and occupied.

The Fingerprints Bureau extended its field of operation with the adoption of a single fingerprints collection, operated under the Battley system. Seven identifications were successfully concluded by this system, all from single fingerprints left at the scene of the crime.

New photographic equipment was received during the year, including a commercial contact printer, which enabled the work of this section of the C.I.D. to operate more efficiently.

A total of 18,725 offences was dealt with by the police in 1954, an increase of 1,828 over the figure for the preceding year. Figures for murder show a slight decrease, whereas the incidence of burglaries, theft and arson all show an increase. Comparative figures of offences reported in recent years are as follows:—

	1951	1952	1953	1954
Murders .. .. .	45 ..	62 ..	68 ..	63
Burglary, housebreaking, store-breakings, etc. .. .. .	1,284 ..	1,725 ..	1,863 ..	2,075
Theft .. .. .	3,195 ..	3,449 ..	3,483 ..	3,618
Arson .. .. .	227 ..	289 ..	348 ..	369
Other offences against the Penal Code	2,266 ..	2,913 ..	3,395 ..	3,678
Statutory offences .. .. .	5,618 ..	6,422 ..	7,740 ..	8,922
<b>TOTAL ..</b>	<b><u>12,635</u></b>	<b><u>14,860</u></b>	<b><u>16,897</u></b>	<b><u>18,725</u></b>

During 1954 the signals, transport and traffic sections of the force were amalgamated into the Communications Branch and the former Signals headquarters building has been extended. Fifteen motor cycle patrols operated on roads throughout the Protectorate, chiefly in the Southern Division, on traffic control duties. Thirty police vehicles are in operation, ten of which are equipped with Very High Frequency radio telephony. There are six V.H.F. car control stations, all located in the Southern Division. All these cars and stations operate on the same frequency, and as officers are becoming more radio-minded there has been a marked increase in inter-station V.H.F. traffic.

High Frequency Stations were established at Zomba, Lilongwe and Mzimba during the second half of the year. Their primary object is to ensure rapid and efficient radio communication with parties in the field when operations are in progress. Mobile H.F. communications are also available, and already 3,000 written messages have been handled by the new stations and mobile operational units. About the same number of officer to officer radio telephony contacts have also been provided.

With the repeal of the Nyasaland Immigration (Control) Ordinance and its subsequent replacement by Federal legislation as from 1st November, 1954, control is now effected on an agency basis for

the Federal Government. For the convenience of members of the public the Immigration Headquarters office still remains in Blantyre.

Passport control remained a territorial commitment and, during the past year, 1,443 passports have been issued and 422 renewed, in addition to the grant of 52 letters of identity in cases where passports had been mislaid.

Both the military and dance sections of the Police Band maintained a high standard of performance and were extremely popular with all sections of the public.

## Chapter 10. Public Utilities and Public Works

### PUBLIC UTILITIES

The only public utility services operated in Nyasaland are the electricity supplies of the main townships, Blantyre, Limbe, Zomba and Lilongwe, and the water supplies of Blantyre, Zomba, Lilongwe and a few district headquarters.

Government electrical undertakings are the responsibility of the Electrical Services Department whose headquarters are at Blantyre. Government has made financial provision for the development of the electrical services by allocating for the purpose £860,000 from the £2,060,000 loan raised in 1952 as well as an additional £152,000 on the authority of the Secretary of State against the raising of a further Protectorate loan. Of this amount £79,017 was spent in 1954.

Supplies of electricity were considerably extended during the year, but demand continues to expand and it will be necessary in the near future to increase plant capacity to meet the new requirements.

In the Blantyre/Limbe area the new thermal power station with a capacity of 7,000 kilowatts was opened early in the year. By the end of the year the first 2,000 kilowatts were in service and the remaining 5,000 is scheduled to be commissioned in 1956. Further progress was made with the building of the high tension transmission system, and a considerable amount of low tension distribution was completed. The extent of the progress made is reflected in the fact that the number of units generated by the station in 1954 showed an increase of 95 per cent. over the 1953 total.

The Nyasaland Railways provided a rail-siding to the new power station during the year and it is expected that some 10,000 tons of coal will be delivered in 1955; the consumption of which is estimated to double during the next three years when the station is producing at maximum capacity.

In Zomba the new hydro-power station of 900 kilowatt capacity came into operation during 1954. The scheme, which uses a static head of 1,300 ft., is one of the highest in Africa and in its first year of operation increased the number of units generated by 30 per cent. over 1953. As a result of the increased capacity provided it was possible to extend the high tension system by over six miles, thus contributing substantially to the amenities of the surrounding area.

In Lilongwe the undertaking, which was inaugurated in 1952, continued to expand to meet the commercial development of the

town but it became increasingly evident during the year that additional plant capacity would be required in the near future to meet the potential demand now developing.

Electrical plants have been installed at a number of small Government stations and further plans for similar installations are in train.

Charges for electricity in Zomba vary between 2d per unit for residences and 9d per unit for shops subject, in most cases, to a minimum varying between 5s and 15s per month. In addition a fixed rate is charged for residences of 8d per 100 square feet of floor area, for hotels, etc., of 5s per month for each living-room and for industrial concerns and cinemas of 3s per horsepower per month. In Blantyre charges vary between 2½d per unit for residences and 1s-3¼d per unit for shops with, in addition, fixed rates for residences of 3s-6d per month for each living-room, for hotels, etc., of 5s per month for each living-room and for industrial concerns and cinemas of 3s per horsepower per month. In Limbe charges vary between 4½d per unit for residences and 1s-6d per unit for shops, businesses and hotels with, in addition, fixed rates for residences of 1s per 100 square feet of floor area, for hotels, etc., of 5s per month for each living-room and for industrial concerns and cinemas of 3s per horse-power per month. In Lilongwe charges are similar to those in Limbe but rather lower; for residences, for instance, the charge is 4d per unit, instead of 4½d.

Government has made loan and other provision amounting to £625,000 for the development of water supplies in the Protectorate and of this amount £167,404 was spent in 1954.

The Blantyre/Limbe Water Supply Scheme, which was commenced in 1951, was completed during the year with the exception of certain minor maintenance items. Prior to 1951, Blantyre drew its water from a dam on the Mudi River, some four miles distant, but the storage capacity of the dam was quite inadequate for present-day needs. It was therefore decided to construct a new supply system, and a contract was let for that purpose. The new system incorporates a large reservoir, the retaining wall of which contains approximately 213,000 cu. yds. of selected material and which has a 300 million gallon capacity. The reservoir itself was completed in 1952 and the first discharge of water over the spillway commenced in March, 1953. On the completion of the contract this year the Blantyre Water Board was replaced by the Mudi River Water Board, and a revised rating was introduced incorporated special reduced rates for industrialists. At the end of October, 1954, the scheme was working to its maximum capacity of 630,000 gallons per day and consideration is now being given to extending the scheme to one million gallons per day.

Expanding commercial development at Lilongwe necessitated the extension, during the actual construction period, of the new

water supply scheme to a total cost of £75,000. The scheme involved the construction of pumping and purification plants, a river weir and service reservoirs. To offset delays in the delivery of the permanent pumps it was necessary to make temporary pumping arrangements to bring the scheme into operation by the end of the year. The rate charged for water in Lilongwe during 1954 was £1 per month per house.

In Zomba piped water supply is taken from the Mlungusi River, halfway up Zomba Mountain, and is distributed by gravity feed to all parts of the town. Owing to the inadequacy of the present system, improvements to reticulation in Zomba were commenced in 1954 and are expected to cost £61,000. Consideration has also been given to the provision of a purification plant at an additional cost of £30,000.

Outstation schemes have been completed at Cholo and Mpemba and work continues at Fort Johnston. Final reports have been prepared and submitted for schemes at Kota Kota, Nkata Bay, Port Herald and Chikwawa; preliminary reports have also been prepared for Mzuzu and Chileka, while preliminary investigations have been carried out at Mzimba, Mlanje and Domasi.

An important ancillary service provided by the Water Branch of the Public Works Department is that of sewerage. This year a design has been prepared by consultants for a scheme for the Soche Town African High Density Area. Adequate provision has been included in the design to serve the Blantyre and Limbe areas at a later stage.

A design for a sewerage scheme at Zomba to cover the African and Asian areas was started during the year.

### PUBLIC WORKS

The Public Works Department is organized into six technical branches each subordinate to its own branch head. The branches are: roads, building, water works, mechanical stores, accounts and secretarial. Proposals to augment the European Staff of the six branches were approved during the year, and as a result of the decision posts of Assistant Directors were created for the heads of the Road and Building Branches and increases in establishment of other branches introduced. In particular a considerable expansion in the Roads Branch establishment was approved so that an adequate drawing office staff could be made available to design works both for contract and for a departmental construction organization. Some posts were filled during the year and recruitment is still continuing.

As in the previous year, owing to the severe shortage of accommodation, a considerable portion of the building capacity of the Public Works Department was devoted to the construction of European and African houses. Fourteen European and 279 African houses were completed by the Department during the year. Work was also

commenced on eight blocks of four flats in Zomba, the first of these being completed before the end of the year. Despite this progress the increase in the numbers of African Staff and the improved standard of accommodation demanded and recognized by Government to be desirable, still renders the housing shortage acute. New offices have been built for the increased P.W.D. staff in Zomba, extensions have been made to the Secretariat buildings, while numerous small buildings of all types have been constructed in other parts of the Protectorate.

During the year the Department carried out all Federal public works on an agency basis for the Federal Government.

A contract for 18 European houses in Blantyre was completed and one for a further ten is nearing completion. By the end of the year contracts were placed for an additional six European houses in Blantyre, 20 in Lilongwe and tenders invited for 328 African houses in the Limbe/Blantyre area.

## Chapter II. Communications

### SHIPPING

Nyasaland is served by the port of Beira in Portuguese East Africa through which the great majority of its imports and exports must pass. Thanks to the efforts of the Beira Imports Advisory Committee and the Phasing Secretariat there was no serious congestion in the port in 1954, and the clearance of goods proceeded smoothly throughout the year. The success of the Port Authorities may be gauged from the fact that a new record of 2,906,918 tons of cargo shipped and landed during the year; an excess of 263,889 tons over the previous record established in 1953. The traffic was well balanced, there being 1,447,844 tons landed and 1,459,074 tons shipped.

### ROADS AND VEHICLES

Nyasaland has a wide network of roads. The spinal column of the system is the route from the Portuguese border on the Ruo River, near Mlanje, northwards through Blantyre, Lilongwe and Mzimba to join the Tanganyika and Northern Rhodesia system at Tunduma. Most of the other roads of importance link this north-south route with the railway and the Lake in the east and Northern Rhodesia and Portuguese East Africa in the west. A large programme of road construction, covering the period 1951/55, has been drawn up, financed partly from Colonial Development and Welfare Funds and partly from Protectorate Funds. The total road mileage in the Protectorate is 4,852.

During the year the Federal Government assumed financial responsibility for the maintenance and construction of inter-territorial roads. These consist of the north road from Limbe to Tunduma in Tanganyika Territory and the roads from Fort Manning to Salima, from Liwonde through Fort Johnston to the Portuguese East African border near Namweras, from Limbe through Blantyre and Chileka to the Portuguese East African border beyond Mwanza and from Limbe through Cholo to the Portuguese East African border beyond Mlanje, a total of 1,072 miles. The Roads Branch of the Public Works Department have also maintained 1,360 miles of territorial roads, while a further 39 miles are maintained by the Town Councils and upwards of 2,400 by the Administration and other Departments.

In the Central and Southern Provinces, traffic densities are steadily increasing and it is becoming difficult to maintain some of the more heavily trafficked roads in good condition, particularly during the rains. The cost of maintaining some sections of main roads carrying heavy traffic may be as much as £70 to £80 per mile per annum; maintenance of minor district roads costs no more than £4 to £5 per mile.

A post of Assistant Director for the Roads Branch was created during the year and a Roads Engineer is now attached to the staff of the Provincial Engineer in each Province. Mechanization of roads maintenance was continued during 1954 and ten light maintenance units, consisting of towed graders, bottom dump wagons and tractors functioned satisfactorily.

The extension of bituminous surfaces by contract has continued during the year on the road through Mlanje to Portuguese East Africa and the total mileage of such main roads is now 104. A new contract for a bituminous surface from Lilongwe to Salima was started, and contract documents were also prepared and put in hand for the construction of eight bridges on the cotton extraction road linking the Lake-shore area north of Salima.

A Departmental construction unit was in course of formation in the Lower River area of the Southern Province where a programme of construction of 214 miles of earth road is contemplated.

Elsewhere throughout the Protectorate minor improvements have been combined with the general road maintenance programme, and low strength and pole bridges have been replaced to a total length of 175 feet. A timber piled bridge 180 feet long has been built over the Kasitu River between Njakwa and Ekwendeni, converting this useful short-cut into an "all weather" road.

The Roads Branch have also been responsible for the maintenance of airfields and contract documents have been prepared by consultants for the construction of a new "all weather" airport at Salima.

At the end of 1954 there were 3,188 private cars registered in the Protectorate, compared with 2,915 in 1953; 2,537 goods vehicles compared with 2,241 in 1953; and 60 motor omnibuses, compared with 54 in 1953. Every negotiable road in the Protectorate has been adequately serviced by the bus company and during 1954 an estimated 1,200,000 passengers were carried and 1,297,169 miles operated compared with 1,164,695 passengers and 1,271,206 miles in 1953. The Nyasaland Transport Company, which operates the bus services of the Protectorate, has a fleet of comfortable and reliable omnibuses and strives constantly to improve its service to the African public with a policy of replacing the existing fleet with newer and better models. During 1954, a twice weekly service from Blantyre to Salisbury was inaugurated and has proved popular.

There was no shortage of motor fuel, and the practice of installing electric pumps in all the main centres and along the main arteries of the Protectorate continued during the year. This development placed a severe strain on the distribution channels of petroleum products throughout the territory, but the existence of bulk petrol storage depots at Blantyre assisted in maintaining adequate supplies, and few local shortages were reported from the remoter rural areas.

## Chapter 12. Press, Broadcasting, Films and Government Information Services

### PRESS

Printing and the production of reading matter were among the earliest "civilized" developments in Nyasaland. As far back as 1878 the Blantyre Mission of the Church of Scotland brought out a hand Press and produced a monthly journal *Life and Work in Central Africa* which is still published. The Universities Mission to Central Africa has produced a journal, *Nyasa News*, at its headquarters on Likoma Island in Lake Nyasa since 1893.

The first regular newspaper to be produced was the *British Central Africa Gazette*, which first appeared in Zomba on 1st January, 1894. The first issue was apparently set up over the Christmas holidays in 1893 for several copies escaped the proof reader with the date 1st December, 1893, on two pages and 1st January, 1894, on the remainder. The printers were Yaos who had been trained by the Missions and one or two are said to have come from Zanzibar.

The *British Central Africa Gazette* was the official medium for the publication of notices, regulations and announcements of the Administration, but it also carried a wealth of material in the form of reports from the districts, accounts by travellers, advice on agriculture and local news, which now present a very vivid picture of life in those days in Central Africa. Local merchants were quick to take advantage of the *Gazette* for their advertisements, one of them reading simply "For Sale. A quantity of Round and Flat Iron". The German Administration in German East Africa also published its regulations in German in the *Gazette*. The "week-end" wars against the slave raiders are described in great detail and the paper is generally a happy hunting ground for the historian. In 1907 the name of the paper was changed to the *Nyasaland Government Gazette*, when the Order in Council of that year changed the name of the territory from the British Central Africa Protectorate to the Nyasaland Protectorate.

The *Government Gazette* of today is published fortnightly by the Government Printer at Zomba and contains only official announcements and notices, Ordinances and such matters as have to be published by law for official information.

The first independent newspaper was *The Central African Planter*, published monthly from September, 1895, at Songani near Zomba. Its first editorial apologized for the appearance of a fourth paper in the Protectorate and hoped that people would not think the field over-

crowded. The other papers were *Life and Work*, *Nyasa News* and the *British Central Africa Gazette*. As the telegraph line from Salisbury to Blantyre was completed about this time, the *Central African Planter* was able to publish world news and so satisfy a definite need.

In 1897 this paper became a weekly and changed its name to the *Central African Times* and later, when the name of the Protectorate was changed, it became the *Nyasaland Times* of today. It is now published on Tuesdays and Fridays. Newcomers to the territory are often puzzled by references to something having been "in last week's CAT" until they learn that the *Times* still carries as its nickname the initials of its predecessor. The *Nyasaland Times* is published by the Blantyre Printing and Publishing Company Ltd., of Blantyre. It reaches the European, Asian and educated members of the African community.

The *Rhodesia Herald*, published in Salisbury, Southern Rhodesia, circulates widely in Nyasaland, despite the fact that its news is often a day or two old by the time it is read.

The African community is provided for by an official weekly newspaper an independent weekly paper and a number of Mission journals, with Chinyanja as the main vernacular. The Government sponsored African Book Centre, with headquarters at Blantyre, supplies books at low rates to Africans.

The official vernacular newspaper *Msimbi* (the relate or recorder of news) has been published weekly by the Public Relations Department in Zomba, since October, 1949. It contains local and world news, illustrations and advertisements. It has a large circulation within Nyasaland and it also reaches Nyasaland Africans in South and East Africa and in the Rhodesias. Its predecessors were *Zoona* (The Truth), published by the *Nyasaland Times* before the war and *Nkhani za Nyasaland*, a free official weekly news-sheet which replaced *Zoona* at the beginning of the war to make reliable information freely available to the people.

African interest in *Msimbi* has grown steadily since its inception. In 1953, however, as a result of the appearance of *Bwalo la Nyasaland*, an independent weekly newspaper published in Salisbury for circulation in Nyasaland, sales of *Msimbi* fell from 8,200 to 7,200 copies per week. During 1954 the paper gradually re-established its popularity and by the end of the year the circulation stabilized itself at the figure of 7,600. In view of the fact that the paper is passed from hand to hand and the news contained in it is passed verbally to illiterates, it is estimated that in all the paper reaches a total of some 40,000 Africans. The annual subscription remains 4s.

Other vernacular newspapers in circulation are the *African Weekly* and the *Bantu Mirror*, both published in Southern Rhodesia; the *Nkhani za Dowu*, a district newspaper of the Central Province; the *African*, a bi-monthly paper published by the White Fathers' Mission at Likuni, near Lilongwe, similar in make-up to *Msimbi* but with more

accent on mission news; *Mthenga* (The Messenger), published every two months by the Dutch Reformed Church Mission; *Lipenga* (The Trumpeter), published every two months by the Zambesi Industrial Mission; and *Uthenga* (The Message), published every two months by the Seventh Day Adventist Mission. In addition, one or two estates produce news sheets on duplicators.

*The Nyasaland Journal*, the organ of the Nyasaland Society, is published twice a year and contains papers on matters of social, cultural, historical and scientific interest in the Protectorate. *The Nyasaland Farmer and Forester*, a quarterly journal which made its appearance during 1953, continued the publication of material dealing with agricultural, veterinary and forestry affairs.

The weekly information bulletin, published by the Information Service in Zomba, and introduced in 1953, broadened the basis of its circulation during the year and now stands at a figure of 6,000. The bulletins contain news items and other factual reports of interest which are disseminated to addressees within the country, in neighbouring territories and in the United Kingdom. It is the object of the bulletin to interpret and explain the policy of Government to the people through the medium of accurate news items and reports, while at the same time conveying some indication of the development and progress taking place within the Protectorate to the neighbouring territories. Experience has shown that the bulletins, which are issued free, are fulfilling a useful purpose and are gaining a wide and interested public.

#### BROADCASTING

African broadcast programmes are received in Nyasaland from the Central African Broadcasting Station in Lusaka. Indian stations are received at good strength, probably because transmission from India has a comparatively short journey over land. The local Asian community are thus well served in their own languages. The B.B.C. Overseas programme is well received in the evenings and South African and Portuguese East African stations also come in strongly. Electrical disturbances are, however, fairly frequent during the rains.

Lusaka broadcasts in Chinyanja, the principal vernacular language of the Protectorate, are immensely popular and are listened to regularly by hundreds of African owners of cheap dry-battery receiving sets. A large number of these listeners correspond directly with the station. English programmes are also relayed and are listened to by the more educated element and often by others who have little or no command of English. Group listening wireless sets are available at various centres in Nyasaland, including African clubs and community halls, while the supply and distribution of "Saucepan" and Phillips dry-battery sets have been organized through commercial channels. It is estimated that at the end of the year there were over 6,000 of these cheap sets in the Protectorate in addition to the 3,000 sets registered with the Postmaster General.

Nyasaland still has no immediate access to the air. Material and news for transmission to the African community is telegraphed or airmailed to Lusaka by the Information Service. The recording studio at Zomba, which was completed in 1953, is fully equipped with tape recording facilities. It was therefore possible during the year to arrange as a function of the Information Service for live material such as news, talks, songs, music and plays to be recorded and flown to the Lusaka transmitting station for inclusion in their programmes. This procedure worked successfully and it is proposed in 1955 to improve and extend the service from Nyasaland.

Following upon the establishment of the Federal Information Section in Zomba, the Territorial Information Service became responsible for the technical side of the studio recordings required in the preparation and transmission of weekly feature broadcast programmes to the Federal Broadcasting Station in Salisbury.

### FILMS

The distribution of films for Africans is undertaken by two Government Information Units, one of which is stationed at headquarters in Zomba, and the other in the Northern Province. The units showed films to 184,227 persons during the year and the headquarters unit travelled 7,019 miles in 43 weeks of the year. As the shows are almost all given in the open it is impossible for the units to go on tour during the rains. The films shown are mostly silent but a trained African commentator, by dint of much practice, puts words into the mouths of the actors through a microphone and loudspeaker system. During the dry season the show would be followed by a dance, the amplifier and record player providing the music and the generator providing lights in the arena. Such a gathering also presents an opportunity to relay items of news to rural communities thus enhancing the value of the unit as a peripatetic village news-carrier.

The year saw an increase in the number of mobile cinema units operating in the Southern and Central Provinces, and at its close units were being successfully operated on circuit by the African Tobacco and Cotton Boards, the District Commissioners, Blantyre and Domasi, and the Councils of Chiefs at Dowa and Lilongwe. It is estimated that these units showed films to a further 140,000 people during the year.

The film library of the Public Relations Department now contains 394 films and serves 41 independently-owned projectors on estates and in factories, missions, schools and private homes. The main sources of supply are the Central Office of Information, which provides documentaries and "*British News*," and the Central African Film Unit. A number of films are also purchased from the trade.

There are in the Protectorate three permanent cinemas which show films in English. These are situated at Blantyre and Limbe. In

addition, four European clubs have their own projectors and hire films from commercial concerns in South Africa or Southern Rhodesia.

### INFORMATION SERVICES

The Department of Public Relations was established in February, 1949. In 1954, however, a general reorganization of the information services in Nyasaland was undertaken, following the establishment of the Federal Information Department in Salisbury on the 1st July. With effect from that date European information, tourism and photography became a Federal responsibility under the direction of a Federal Information Officer stationed in Zomba. The remaining functions of the former Department of Public Relations were taken over by the Nyasaland Information Service under an Information Officer. The immediate benefit deriving from this division of responsibility has been the increased volume of news both African and European which has been made available to the newspaper and broadcast network of the Federation, and the rapidly expanding projection of Nyasaland news and development to neighbouring territories and in the United Kingdom.

The former Department of Public Relations has now been replaced by the Nyasaland Information Service with an establishment of five Europeans, including the Information Officer, his assistant, a Cinema Officer and two Departmental Assistants; and 21 Africans, including two sub-editors for *Msimbi*, three mobile unit operators, clerks, drivers and messengers.

The functions of the Information Officer are to assist in interpreting the policy of Government to the people of the Protectorate, to act in an advisory and co-ordinating capacity for distributing information on the various development schemes, to keep in touch with public opinion, to publicize the affairs of the Protectorate in Great Britain and elsewhere and to provide the public of the Protectorate with information about developments in Great Britain and various aspects of British life.

In the execution of these duties the Information Officer makes use of the Press, the cinema, broadcasting, publications, photographs and personal contacts. There is evidence that an increasing interest is being taken in the affairs of the Protectorate by the Press of other countries and news items are supplied to the South African Press Association who distribute them to Reuter and agencies elsewhere. Bulletins of the London Press Services and Press releases from the Information Department of the Colonial Office are distributed locally. Supplies of literature are distributed as judiciously as possible to the many thousands of educated Africans who are eager for information and knowledge. Large numbers of British magazines are regularly sent to district headquarters where they are handed down through Native Authorities to individual Africans. These publications are in great demand and pass through many hands until they finally disintegrate

through use. At many District Headquarters where there are African Welfare Halls the material serves an invaluable purpose and a wide public in the reading rooms attached. It is also hoped that the supply of material will induce Africans to get together in such reading rooms and form discussion groups. The demand for such publications, however, still greatly exceeds the supply; posters and photographs of the Royal Family are always in the greatest demand.

An interesting innovation during the year, undertaken by the Information Service, was that of recording, for record purposes only, the proceedings of Legislative Council sittings and those of other important meetings. Permanent recording equipment was ordered for installation in the new Council Chamber in 1955. A parallel activity, falling within the function of the Service, was the increasing use made of mobile and static public address equipment. The Service was also responsible for the technical side of the first successful outside broadcast of an Association football match from Blantyre to the rest of the Federation.

## Chapter 13. General

### DOMASI COMMUNITY DEVELOPMENT SCHEME

A Community Development Scheme was proposed in 1948 to study intensively, in a small area, the problems of rural development under Nyasaland conditions, with particular emphasis on local government, taxation and land usage. Fundamentally it was a research scheme for the benefit of the whole country, and not a pilot project. It was intended from the beginning that in due course the area in question should be used for training Africans from all parts of the Protectorate in local government work and general rural development.

The Domasi area, just north of Zomba, was chosen for the scheme in 1949; it contains about a quarter per cent. of the area and a half per cent. of the population of the Protectorate. Preparatory work—building, mapping and the like—began in that year. The scheme proper got under way in 1950 and was brought to a conclusion at the end of 1954. A Local Government Training School was established in connection with it in 1952, and will continue its operations. The Domasi District will remain in being as an adjunct to the School, as a training and demonstration area, and as a laboratory. Correlation of theory and practice have been achieved by employing many of the District staff as instructors in the School; in future, the position will be reversed, with the School staff largely responsible for running the District.

The work of the scheme was hindered by various extraneous factors, including unexpectedly heavy building responsibilities, the 1949/50 famine, and the agitation over Central African Federation which culminated in 1953 in local disturbances and the resignation of the local Native Authority. These obstacles have, however, had the effect of preventing development in Domasi from going ahead too fast to be of real value elsewhere. They also prevented the conditions under which work was carried on from becoming too unrealistic in comparison with other, normal, districts.

The conclusions reached are being analysed at present but can be summarized.

#### *General*

If community development be taken as the development of the individual in a social setting and of the society through the individual, there is great need for it in Nyasaland. It does not require specialists, and can be carried on by all field workers, official and unofficial, given some training in approach. It requires genuine team work, and it

can be combined with routine duties, even if these include law enforcement and tax collection.

Under Nyasaland conditions too much should not be expected from voluntary labour, except for small jobs which can be completed in a weekend or two. Unnecessary propaganda is to be avoided, and almost every proposed advance will be greeted with suspicion. Living demonstrations, by Africans themselves, and the teaching of Africans by Africans, are essential.

### *Fiscal*

Development usually calls for money, and Local Government revenues are capable of considerable expansion if collection is carefully organized and if local leaders understand their uses. One of the first tasks undertaken at Domasi was a study of the systems of tax registration and collection. This resulted in an increase in registrations of 41 per cent. between 1949 and 1954 in spite of the removal of a fairly large number of "dead men", some migration, and the discovery of some 3 per cent. of duplications in the original register. Natural increase would only have been about 13 or 14 per cent. Disregarding 1949, as a famine year, collections of current tax within the relevant year rose by 52½ per cent. between 1950 and 1954; natural increase would have been about 11 per cent. There was also a marked improvement in the flow of revenue; in 1950 only 10 per cent. had been received by 30th June, but almost a third came in by that date in 1954.

An experimental assessment of the District was also carried out. The conclusion was that a system of graduated taxation could raise rather more revenue without hardship, and more equitably, but that such a system was impracticable for the present.

The revenue of the local Native Administration also profited from better collection and from the willingness of the local Council to raise additional funds for purposes in which it was really interested. Local revenue, excluding all contributions from the central Government, was almost trebled between 1950 and 1954 and surplus balances were doubled.

### *Local Government*

If Local Government, which is the basis of most social development, is to work it must be seen to be local. In 1949 the Native Administration was found to be regarded as a mere agency of the central Government. It also depended too greatly on the personal activity of the Chief. Group Councils were therefore organized on the traditional Group basis to serve as forums for raising and discussing local problems, passing on information (in both directions) between the centre and the villager, and allocating small block votes from Native Administration funds for community works. They also act as electoral colleges for the District Council, which was set up at the same time.

Of the six Group Councils two function very well, two rather moderately, and two scarcely at all.

Since its establishment the District Council has steadily taken an increasing part in advising and controlling the Native Authority (whose functions were first in the hands of the Chief and then, after his resignation, in those of the District Commissioner). It discusses, and sometimes initiates, proposed local legislation. It puts forward complaints and suggestions from the Group Councils and takes back to them news of its own decisions and Government's pronouncements. Through its Finance Committee it supervises the Native Administration's treasury and finances, and grants small loans to Africans for economic development. Its Education Committee is taking a growing part in the management of the schools run by the Native Administration and supervised professionally by government officials. Its recently formed Works and Natural Resources Committee inspects land whose alienation is proposed and advises whether alienation should be agreed to; it is also learning to supervise communications, buildings, markets and plantations.

The traditional executive agents of the Native Administration were the Group and village headmen; the disorganized state of local society called for something to take the place of the village headmen, who were often away from home, frequently ineffective, and sometimes non-existent. Initial use of the Group headmen indicated that at present not more than a thousand or so people, or an area of about 5 square miles, could be effectively administered by one executive. The Groups were therefore divided into "Wards" containing half a dozen villages, under salaried, non-hereditary "Ward Leaders" nominated by the local elders. The introduction of this system coincided with the dislocation which accompanied the Federation discussions, but the Ward Leaders are now showing sufficient signs of progress to make it worth continuing the experiment, which may prove valuable to other areas where conditions are similar.

Fundamental to all this has been the need to bring the traditional leaders, often elderly, illiterate and highly conservative, and the more progressive, better educated and younger men into closer co-operation for the general good. Some success has already been achieved by these methods in this direction.

### *Land Usage*

An early task was a detailed study of local land tenure and usage. The need for consolidation of holdings, if any real progress was to be made in African agriculture, led to proposals for a new type of tenure (with control still in the hands of the traditional land authorities). A controlled settlement scheme was organized on suitable vacant land to demonstrate the benefits of consolidated holdings worked by African cultivators themselves, with official advice. With the exception of two, all these holdings have now been taken up, and a neighbouring village undertook voluntary consolidation in 1954. The

necessary surveying and laying out was done by a small team in a satisfactorily short time, and adjustments of boundaries and exchanges of gardens were carried out by the village elders.

When the scheme began there was little idea of the reasons for soil conservation, or its techniques, and in consequence the need for it had become urgent. It had, therefore, to be carried out compulsorily, but with the maximum of explanation and instruction. Streambanks are now generally respected, some 5 million linear yards of contour bunds have been pegged and constructed, covering all cultivated land in the District, most hut compounds are grassed, and many hundreds of check-dams have been placed in gullies. During the abnormally heavy rains at the end of 1954 most of these works stood the strain remarkably well. The local streams carried little silt, compared with their state in 1949/50, and there were few serious spates and little flooding; the flow of the Domasi River itself was very even. Much more satisfactory, there were no known cases of deliberate breaking of bunds to remove standing water (which was considerable) from gardens.

The extent to which soil conservation occupied the staff, and the degree of success obtained can also be judged to some extent by comparing the number of convictions for soil conservation offences during the past four years; for each conviction there would be at least four or five other reports of failure to comply with the legislation which were dealt with by advice, extension of time or warning:—

<i>Year</i>		<i>Area supervised</i>		<i>Convictions</i>
1951 ..	..	4,500 acres	..	213
1952 ..	..	15,400 acres	..	188
1953 ..	..	28,000 acres	..	120
1954 ..	..	32,600 acres	..	80

The basis of all this work has been the individual responsibility of the occupier for the land he holds, for both economic and social reasons. Socially it should lead to greater stability among people with a recent background of shifting cultivation, economically it has already meant an investment in the land of labour worth about £130 an acre, by the occupiers, some of whom may therefore be reasonably expected to take a greater interest in other improvements. The approach was also directly aimed at helping to carry out Government's declared policy of specialization in employment.

Apart from conservation, help in improving land usage has been confined to those who showed signs of progress or of willingness to undertake the work. So far this has produced one Master Farmer, half a dozen others who should qualify as Master Farmers in the next year or two, and a score or so of "co-operators" who have made at least one step forward. Not much more can be expected at present in an area where nearly a third of the men are usually away from home and two-thirds of the remainder are in paid employment for most

of the year. In these circumstances, and in a heavily populated area, there has not been much opportunity for introducing new crops, apart from a trial with wheat, the results of which have led to further investigation this season. The commercial cultivation of groundnuts and minor legumes has been encouraged with some success.

The District has little available space or the necessary dry-weather grazing for cattle, but the few private owners have been helped to improve the quartering and management of their herds and are contributing to an expanding African market for milk. One of these owners composts his manure (as do several owners of smaller stock) and gets good results from its application to his gardens.

Attention has been mainly focussed on small stock, and there has been a considerable improvement in its management, especially in housing, which is no longer quite so generally shared with the rest of the family. Figures are not entirely reliable, but there has undoubtedly been a great increase in the number of poultry kept in the District and, through Young Farmers' Clubs and other agencies, an improvement both in blood and management. The Domasi Valley Young Farmers' Club owns and cares for a small but growing flock of sheep which should put the grassy slopes of the Valley to profitable use.

The problem of domestic timber and firewood supplies, which was growing increasingly serious, had to be tackled in the face of deep suspicion of Government's intentions. Nevertheless, some thousands of seedlings have been sold to individuals, or issued free to schools each year, and the number asked for annually is now increasing. Field staff able to advise on the care and use of trees are becoming increasingly necessary. In addition to the help thus given to individuals, an experiment is now in progress in the planned exploitation and replanting of Village Forest Areas, under the auspices of the Native Administration. If this is successful, it should mean a steady supply of poles and firewood for the villages concerned.

### *Health*

The area had long enjoyed the services of a dispensary and a maternity clinic, but had little experience of preventive medicine. For 15 years there had been Native Authority legislation requiring the construction of pit latrines, but this was by no means generally obeyed, and the reasons for it were not understood. A medical survey was not practicable until 1951, and in the interim the District team directed its efforts mainly against dirt in general and towards a wider appreciation of existing medical facilities. Average daily attendances at the dispensary rose by some 20 per cent. over the five years. Confinements at the clinics increased by 134 per cent., and attendances at the ante-natal and welfare clinics by some 50 per cent. The picture is still unsatisfactory in that difficulty is still experienced in persuading patients to complete courses of treatment, but the situation is improving.

The attack on dirt has led to a considerable improvement in living conditions during the five years. There are many more houses with outside kitchens and decent windows (not opened as often as they should be), many more ashpits, and more latrines whose use is better understood. The incidence of hook-worm is only about 7 per cent., and a thorough check-up on latrines in 1954 revealed only  $1\frac{1}{4}$  per cent. of households without satisfactory ones.

A medical survey of the District was begun in 1951 and completed in 1953, when a survey of school children was undertaken. One of the objects of the survey was to evolve an approach suitable to other parts of the Protectorate, and much useful information was obtained. The first local result was a campaign against bilharzia, including instruction about its cause, copper-sulphating of all likely sources, and improvement of domestic water supplies by voluntary effort; some 50 waterholes were dealt with in this way. Local co-operation in copper-sulphating was poor in the first year, but improved greatly in the second.

Other operations undertaken were an investigation into the effect of malaria (or rather its suppression) on educational progress, which has so far been inconclusive, comprehensive anti-malarial work, mainly by propaganda and spraying all dwellings with gammexane (still in progress), and efforts to improve nutrition through the Women's Institutes in the villages.

A major obstacle to progress in this field is the lack of health education where one would most expect to find it. Hygiene instruction in the schools often seems to be perfunctory, the proportion of educated families who boil their drinking water is still low, and even among the families of the staff and students of the local Teacher Training Centre personal cleanliness is too often neglected.

### *Education*

An independent survey in 1949 had suggested that apart from the need for developing one or two village schools into Junior Primary schools, the existing facilities for child education were sufficient for the needs of the area for some time to come. It was also thought that there might be a considerable demand for adult literacy classes, and that in any case these should be one of the first steps in promoting general progress.

More detailed investigation showed that neither assumption was correct. Adult literacy turned out to be high for Nyasaland—nearly half the men and 10 per cent. of the women are literate in the vernacular—and there was also a need and a demand for far more places in primary schools. It seemed better therefore to try to ensure that no child who wished to become literate should be denied the opportunity, than to use limited resources to deal with adult illiterates while taking no steps to check an increase in their numbers. The same

investigations showed that the problem of the "over-age" child, allegedly debarred from entering school by the operation of the age-limits imposed in 1949 was not serious although it undoubtedly existed.

One existing village school was taken over by the Native Administration and developed into a full Junior Primary School. An operation, called "The *Kwaca* Experiment" from the name of the primer used, was undertaken which resulted in the establishment of a number of unassisted village schools financed by the Native Administration and managed by its Education Committee. If a suitable building were available, the school met there; if not, it used the shade of a mango grove. Prospective instructors were found from local nominations, and given three months' training in the elements of teaching. No age limit was applied for the first three years, so that every child who wanted to do so could obtain elementary instruction.

Eight of these schools have now been assimilated into the ordinary educational system, and in 1954 three were giving instruction akin to the ordinary Standards I and II; the others give the two vernacular classes only. The long-term results of this experiment cannot yet be assessed, but the progress of groups of children who have gone from *Kwaca* schools to ordinary ones suggests that there has not been very much to choose between their performance in the higher classes and that of children who began their education in a more formal way under certificated teachers.

These results show that the instruction given provides some foundation for further education. The system also brings the leaders of the people, through Group and District Councils, into closer touch with the realities of educational problems, and increases African participation in their solution.

Two attempts were made to deal with adult illiteracy, but these met with little response; the apathy of the women being particularly noticeable. Of those adults enrolled less than 30 successfully completed a course. It may be that there is little economic incentive, and that under local conditions someone can always be found to read or write for the illiterate. There are two night schools in the District, but these cater mainly for young people with a little education who are too old for the ordinary schools or who have not been able to find room in the higher classes. They are usually intent on passing an external Standard VI examination. Adult education's real contribution to community development lies in specialized instruction in subjects likely to be of practical value to the pupil and not leading to paper qualifications.

### *Self-help*

It is difficult to inculcate the idea of self-help into a people used to having most decisions taken for them, and the audience at Domasi

to whom it was preached was at first both astonished and suspicious. Nevertheless voluntary effort, helped with materials and skilled labour, produced a number of bridges, some miles of motorable tracks, a village hall and the improved waterholes already mentioned. The principle has been followed that help should be provided for those willing to help themselves, and this has been done not only in the spheres of land usage, housing and water supplies, but also in training people to take part in the management of their own affairs.

Voluntary organizations have had varied success. Of the seven Women's Institutes which existed at one time only three survived the absence of the Welfare Officer on leave; a fourth has since been formed. Scout and Guide troops connected with Government institutions collapsed at the time of the Federation agitation, and are only now coming to life again; those with unofficial affiliations survived.

An obvious line of self-help is in the Africanization of leadership and supervision in development; if there is to be lasting progress Africans must lead Africans. The Nyasaland African has so far had little experience of real responsibility of this kind, and teaching it is a slow business. The African staff at Domasi and the leaders of the people have had to undertake increasing responsibilities and, depending on individual characteristics, are making progress in carrying them out. It has been noticeable that in some cases removal or relaxation of European supervision has led to unexpected burgeoning of initiative, but in most cases it is obvious that final responsibility for supervision and initiative will have to remain on European shoulders for a long time to come if either disaster or inertia is to be avoided.

### *The Local Government Training School*

This School, whose basic purpose is leader-training, has provided a variety of courses in its two-and-a-half years of existence. Four of these have been for Native Authority teams, each of which usually consists of Chief, Councillor, Clerk and the local Agricultural Instructor (a government servant). Their courses last four months, and cover the organization, machinery and responsibilities of local authorities at their level, court procedure, land usage and animal husbandry, local government works, preventive medicine and village improvement. The instructors are those who are responsible for work in the Domasi District, supplemented by visiting lecturers; visits are also made to places of interest and importance such as the Agricultural Training Centre, the Livestock Improvement Centre, Zomba African Hospital and the Police Training School. The team principle is utilized as far as possible, to emphasize the need for mutual understanding and integration of all local government and development work. The course ends with two development exercises in the field during which each team puts forward its own proposals for the development of the area involved and its plan for carrying these out.

Two courses have also been run for Native Administration clerks and one for the senior staff of the statutory District Councils, now being established under the Local Government Ordinance of 1953. In addition there have been short courses for men and women interested in voluntary social organizations and for literacy instructors for the Police.

All students, except those coming for very short courses, are encouraged to bring a wife and her younger children with them, partly because of the family basis of all true social development and partly so that the women may receive instruction in homecrafts, child welfare and the organization of Women's Institutes. Several of the latter have already been organized by students' wives on their return home.

### *Extension Work*

In addition to these operations, the scheme staff has produced a quantity of material to help field workers elsewhere in Nyasaland. This ranges from notes on estimating for roads and buildings, *pise-de-terre* building, a simple syphon for village waterholes, and the collection of vital statistics to memoranda on native courts, and native treasuries and a commentary on the District Councils Ordinance.

A Colonial Development and Welfare grant, amounting to £63,000 has been used to implement the Domasi Scheme, and the Protectorate has provided further funds and seconded members to its small staff. In Domasi itself these investments are already paying modest economic and social dividends, and the application of some of the lessons learned to other parts of the Protectorate is likewise showing results.

### TSETSE CONTROL

During the year the Report of the Tsetse Survey of the Protectorate, commenced in 1950, was produced and submitted to Government, and is now under consideration.

A pause was made in the Karonga Tsetse Reclamation Scheme in order to review the situation. Results of the previous year's work continued to be no more than encouraging, as distinct from decisive, and it was decided to investigate the use of insecticides in the small portion of the belt remaining. Here the vegetation is exceptionally thick and the rainfall very high, and it is feared that even drastic clear-felling might be almost immediately neutralized by the extremely rapid regeneration. Insecticidal treatment will, it is hoped, at least achieve a temporary elimination of the fly and so lead to a better evaluation of the situation in the areas already clear-felled, where the small quantity of fly still found may consist of wanderers from the neighbouring uncleared area.

From the veterinary side there have been encouraging signs that the clearance operations, carried out under the scheme, together with

the use of B.H.C. and D.D.T. dip in the dipping tanks adjacent to the clearing, have resulted in a reduction in the numbers of the tsetse fly and consequently of trypanosomiasis in that area. This year produced the lowest number of cases recorded since 1950, the decrease being in the region of 50 per cent. over last year.

## PART III

### Chapter I. Geography and Climate

The Protectorate of Nyasaland is some 520 miles in length and varies in width from 50 to 100 miles; it lies approximately between  $9^{\circ} 45'$  and  $17^{\circ} 16'$  south latitude and  $33^{\circ}$  and  $36^{\circ}$  east longitude. It is bounded on the east by Tanganyika and Portuguese East Africa, on the south by Portuguese East Africa, on the west by Portuguese East Africa and Northern Rhodesia and on the north by Tanganyika. The land area of the Protectorate is about 37,000 square miles or nearly three-quarters of the area of England; the southern tip of the country is 130 miles from the sea.

The key to the physiography of the Protectorate is that part of the great rift valley which, running down from the north, traverses Nyasaland from end to end. In this deep trough lies Lake Nyasa, 360 miles long and varying in width from 10 to 50 miles; the surface of the Lake is 1,500 feet above sea level and its greatest depth about 2,300 feet, so that the lowest part of the floor of the trough is over 700 feet below sea-level. From the south end of the Lake issues the River Shire, which falls to 120 feet above sea level at Port Herald and finally joins the Zambesi 250 miles from the Lake.

The country east and west of the Rift Valley rises in mountains, generally steep and sometimes precipitous, to form high plateaux; west of the Lake these are generally between 3,300 and 4,400 feet above sea level, but in the north the Nyika uplands rise as high as 8,000 feet. South of the Lake lie the Shire Highlands with a general elevation of 2,000 to 3,500 feet rising to the mountain masses of Zomba (7,000 feet) and Mlanje (10,000 feet). In the extreme south the rift, occupied by the lower part of the Shire, is only 200 to 300 feet above sea level.

The only other geographical features of any note are the two minor Lakes, Chiuta and Chilwa, which lie on the Portuguese border on the East, between Lake Nyasa and the Mlanje range.

The administrative capital of the country is Zomba, situated some 65 miles south of the Lake on the lower slopes of Zomba Mountain. It has an estimated population of 550 Europeans, 380 Asians and 4,500 Africans. The largest commercial centre of the Protectorate is the dual township of Blantyre/Limbe, situated on the railway about 40 miles south-west of Zomba. Although the boundaries of the two towns are contiguous their affairs are administered by two separate town councils. The combined population is estimated at 2,100 Europeans, 2,800 Asians and an African population varying seasonally

between 12,000 and 20,000. Further north the most important town is Lilongwe, the headquarters of the Central Province, which has an estimated population of 210 Europeans, 220 Asians and 3,000 Africans.

On the Lake-shore there is a distinctive climate; the temperature seldom rises above 100° F., but the proximity of the Lake and the generally heavy rainfall during the wet season create a humid atmosphere which is trying. Elsewhere the climate varies with the altitude. In the Highlands it is equable and healthy; while at altitudes above 3,000 feet extreme heat is unusual and fires are welcome in the evenings of the cold season; in the Shire Valley the temperature rises to 115° F. in October and November.

The rainfall divides the year into two seasons, the dry season from May to October and the wet season from November to April. The first rains are due at any time after mid-October and from then until the end of December there are violent thunderstorms with heavy rain. These storms are usually of quite short duration and the intervals between them are apt to become hot and oppressive. Steady rains should be established in January and continue until about the end of March, often rising to a crescendo of storms during the last week or two of the season; dry spells of a week or more frequently occur about the beginning of February. After March rainfall diminishes rapidly and from May to September the climate is on the whole cool and dry; heavy Scotch mists, known locally as "Chiperones" (as they appear to come from Chiperone Mountain in Portuguese territory), are common in the Highlands in June and July. The country can be divided into some seven zones of rainfall with annual falls ranging from 30 ins. to over 70 ins., and the distribution of the dry season fall determines the areas suitable for certain crops; it has been suggested, for example, that the limit of the true tea, coffee and tung areas of the country may be traced on the dry season rainfall map by the 7-in. isohyet.

The small size of Nyasaland and the great variety of physical and climatic conditions within it, greatly though they add to the attractiveness of the country, account together for many difficulties and much of the expense involved in its administration and development.

## Chapter 2. History

Nyasaland is Livingstone's country. It is true that there are various Portuguese records from 1616 onwards of occasional journeys across the southern end of what is now the Protectorate, and that in the eighteenth century Portuguese officials and miners penetrated into the neighbourhood of the present Northern Rhodesia border, not far from the site of Fort Jameson; but none of these left any lasting trace. It is also true that from an indefinite date, perhaps the sixteenth century, until almost the end of the nineteenth, there was constant passage through Nyasaland by migrating Bantu tribes, but their traditions, as at present known, are too vague to be given the name of history.

The history of Nyasaland can therefore be said to begin with David Livingstone's discovery of Lake Nyasa on 16th September, 1859. In the early sixties the path he had opened was followed, under his guidance, by the pioneers of the Universities' Mission to Central Africa, but in the short time between these expeditions the country had been defaced by tribal wars and slave raids in a way which made a harrowing contrast to the smiling land and people seen earlier by the great explorer. The missionary pioneers retired in the face of disease and death, after suffering heavy and tragic losses, and the Universities' Mission did not return until 1881.

After Livingstone's death, and inspired by it, both the Church of Scotland and the Free Church of Scotland established Missions in 1874/5 as memorials to him, the former at Blantyre, named after his Scottish birthplace, and the latter at Livingstonia, first sited at the south end of the Lake but soon removed to the north. At this period, to quote the Bell Report, "Nyasaland was a whirlpool of migrant tribes, war and slave raiding and during the dry season caravans of slaves in chains and slavesticks started from the areas round the mission stations for the coast ports". These constituted a challenge which neither Christianity nor ordinary European humanity could ignore, and it is to the eternal credit of the Scottish Missions that next after Livingstone's name in the roll of Nyasaland's great pioneers must be inscribed the names of Robert Laws of Livingstonia and Alexander Hetherwick of Blantyre, to whose services the country largely owes the growth of a Pax Britannica rather than the imposition of a Pax Romana.

At this early period there were no means of obtaining supplies or services, except by the exchange of trade goods, chiefly calico, and the Missions had perforce to trade. To relieve the missionaries of much of the commercial side of their activities a number of business

men, mainly from Glasgow, who were interested in Livingstonia, formed in 1878 the African Lakes Company as a transport and trading concern to work in close co-operation with Mission activities. The original heads of the company (now the African Lakes Corporation) were the brothers Moir. One of their objects was to achieve Livingstone's aim of combating the slave trade, rendering it economically unsound in the face of legitimate commerce as well as by the spreading of Christianity.

These pioneers were followed by other Europeans, missionaries, traders, hunters and coffee planters, but not until 1883 did a representative of the British Government appear in the shape of a Consul, Captain Foot, accredited to "the Kings and Chiefs of Central Africa"; the second consul, Captain Hawes, established himself at Zomba, now the seat of Government.

By now the first of Nyasaland's nineteenth century invaders, the Angoni—who are entitled to claim descent from Chaka's Zulu—had almost ended their wanderings, which had taken them in 50 years from Natal to Lake Tanganyika and back to the hinterland of Lake Nyasa; the Yao, starting from somewhere about the headwaters of Rovuma River, on the modern border between Tanganyika and Portuguese East Africa, were still on the move round the south end of the Lake, warring as they went. At the same time the slave traders at the north end of the country were becoming steadily more inconvenienced by the competition of religion and commerce with which they were now faced, and in 1888 trouble, followed by open warfare, arose between the Arab leaders of the trade and the African Lakes Company, who had to expend most of their resources on military operations. Fortunately for Nyasaland, these operations came under the eye of Cecil Rhodes whose British South Africa Company came to the rescue financially.

About this time too the Portuguese Government began to cast interested eyes on the land to the north of the Zambesi, on which river it had long had military and trading posts, and there was a certain degree of international friction. In 1889, however, one cause of friction was removed by the discovery of a navigable route through the Zambesi delta from the Indian Ocean which made Nyasaland accessible, by way of the Zambesi and the Shire, by an international waterway without touching Portuguese Territory. Nevertheless, in the same year a conflict took place on the Lower Shire between a well-armed Portuguese expedition under Major Serpa Pinto and one of the Makololo Chiefs, in consequence of which the Acting Consul, a pioneer planter named Buchanan, claimed a British Protectorate over the Shire country on 21st September, 1889, almost exactly 30 years after Livingstone first set foot on the shores of Lake Nyasa.

In 1891 an Anglo-Portuguese Convention ratified the work of Mr. H. H. (later Sir Harry) Johnston, Mr. A. (later Sir Alfred) Sharpe and others and a Protectorate was proclaimed over the countries

adjoining Lake Nyasa; in 1898 the name of the territory was changed to British Central Africa Protectorate, but in 1907 a further Order-in-Council revived the old name of Nyasaland Protectorate. It must here be emphasized that Nyasaland did not fall under British influence by conquest or annexation; it was led under the protection of the Crown by British missionaries and traders with, as first the Proclamation put it, "the consent and desire of the Chiefs and people".

By 1896 the slave trade had been extinguished and the countries of the Yao and the Southern Angoni pacified, although the Northern Angoni did not come fully within the sphere of British Administration until 1904. They had, however, long given up raiding their neighbours, partly because of an unpleasant military surprise inflicted on them by the Achewa to the south, but undoubtedly mainly because of the immense influence acquired over their Paramount Chief by Dr. Laws to whom, with his colleagues, was due the peaceful entry into the British Commonwealth of a 100,000 people with their 5,000 square miles of territory.

Since then the life of the country has on the whole been peaceful, though of course affected like that of every other country by the two World Wars. Nyasaland's position in 1914 with her long common border with German East Africa was dangerous, but prompt action on both land and water scotched the immediate danger and she was able to contribute greatly to the British forces which waged the long and costly East African campaign. It was during this war that the Chilembwe rising took place when one John Chilembwe, a native pastor half-educated in the United States and egged on by the German authorities, rose with his followers in the Blantyre neighbourhood and murdered several Europeans against whom the rebels had personal grudges; rapid counter-measures were taken and the rising fizzled out with the death of its leader in a scuffle in the bush on the Portuguese border. To the credit of these misguided men it must be mentioned that such European women and children as fell into their hands were treated with the utmost consideration.

Nineteen hundred and thirty-nine found the Protectorate far from any front, but nevertheless able to aid the war effort very considerably, in relation to her size, in both men and materials. In peacetime, Nyasaland raises the two senior regular battalions of the King's African Rifles and the First Battalion maintained its pride of place by being the first African colonial unit to be in action, in 1940, against the Italians on the Abyssinian border; and the last out of action in 1945 in the neighbourhood of Rangoon. Between these two dates it added Abyssinia, Madagascar and Burma to a list of campaigning grounds which in the previous 50 years had embraced much of tropical Africa. By the end of the war nearly 30,000 Nyasalanders, including a very high proportion of the Protectorate's small European population—men and women—had served in the forces and to the two original battalions had been added a further seven line battalions, two field regiments of artillery, over 4,000 drivers in the East African Army Service

Corps and numerous other garrison and ancillary troops. The wandering habits of the natives of the country, to which fuller reference is made below, led also to their appearance in many non-Nyasaland units of the East African Forces, in the non-European units of the Union Defence Force and in the pioneers; a few of the last-named had the misfortune to be taken prisoner at Tobruk and thereby made the acquaintance of Italy and Germany before they were liberated.

Nineteen hundred and fifty-one saw celebrations in connection with the Diamond Jubilee of the declaration of a British Protectorate over the countries adjoining Lake Nyasa. It was an occasion for reflection on the notable advances which have taken place during 60 years of comparatively peaceful and prosperous British rule. Considering the social and economic conditions which prevailed towards the end of the nineteenth century, the growth of peace and prosperity, the establishment of law and order, the evolution of a political and social consciousness together with the maintenance of inter-racial harmony amount to a considerable achievement in so short a space of time. The emphasis laid by Africans in their loyal addresses on May 15th, 1951, on the benefits resulting from 60 years of British rule was most gratifying to those who had played some part in the Nyasaland epic.

The great constitutional change, embodied in the proposals for the Federation of Nyasaland with Northern and Southern Rhodesia, was first put before the population in 1951 and continued in 1952 to be the subject of discussion throughout the Protectorate. The conference at the Victoria Falls, held in September, 1951, was followed by a change of Government in the United Kingdom. In November, 1951, however, a statement was made in Parliament endorsing the conclusions of the conference and undertaking to further the discussions and consultations which had taken place. As a result of this undertaking informal talks were held in London in January, 1952, at which the Prime Minister of Southern Rhodesia and the Governors of Northern Rhodesia and Nyasaland were present. These were followed by a conference in London in April, 1952, at which Nyasaland was represented by His Excellency the Governor, the Secretary for African Affairs and four unofficial European members. African representatives were invited to attend but declined at the last minute to do so. The conference produced the Draft Federal Scheme, Command 8573, which was published in June, 1952.

The final conference was held in London, after preparatory discussions in December, during January, 1953. Nyasaland was represented by His Excellency the Governor, the Financial Secretary, the Secretary for African Affairs, the Deputy Chief Secretary and three prominent unofficials. This conference produced the Federal Scheme (Command Paper 8753) which was later accepted by the three Central African Governments and Her Majesty's Government. The meeting of the Nyasaland Legislative Council which made this decision was held in April, 1953, and the Order in Council establishing the Federation of Rhodesia and Nyasaland was issued by Her Majesty on the 1st August,

together with an Order providing that the constitution should become effective on 3rd September, 1953. An interim Federal Government was then formed to conduct the business of the Federation until proper elections could be held.

The 15th December, 1953, saw the first general election ever held in Nyasaland when four European members were elected to the Federal Assembly. On the same day two African members were elected by the African Protectorate Council, which had been declared as the body representative of African opinion for the purposes of this election. Both elections passed off without incident. In addition, one European member of the Assembly was nominated by the Governor to represent African interests.

In August and September, 1953, disturbances occurred in the Southern Province of the Protectorate. The Federation issue had undoubtedly intensified the political atmosphere but the basic cause of the disturbances could be traced to land hunger in the Province coupled with dislike of the tenant system—grievances which were unscrupulously exploited by political agitators. The people affected were mainly Alomwe immigrants from Portuguese Territory. Law and order was restored by the end of September.

In May, 1954, the Secretary of State for the Colonies visited Nyasaland with the object *inter alia* of observing at first hand the problems which had given rise to the disturbances, and of consulting opinion representative of the various sections of the community. Following his visit it was arranged that Government should enter into negotiation with the owners of certain large estates with a view to acquiring land occupied by African tenants and land suitable for the settlement of Africans which was not required for development.

The social and economic history of the country since its proclamation as a Protectorate is, on the whole, one of slow but steady progress in the face of many difficulties. Migratory tribal units have become stabilized and the last flood of immigrants was one of Africans from Portuguese Territory, swarming over the border in search of work on the tea estates and later settling down in the Southern Province. Thanks largely to the work of the Missions, which have now among them representatives of the Roman Catholic Church, the Dutch Reformed Church of South Africa and the Seventh Day Adventists, as well as the successors of the Scottish and Anglican pioneers, education has made considerable strides, craftsmen continue to increase in numbers and medical aid has reached far beyond the more settled areas of the country. The influence of western culture has undoubtedly done much to drag the African from the anchorage of his tribal beliefs and discipline but on the credit side there has probably been the building up of a greater degree of sound moral character than the superficial observer often believes; as in material progress much of the credit belongs to the Missions, so in this moral sphere much is due to the influence and example of lay Europeans both men and

women. A current task is the inculcation among Africans of a spirit of voluntary service to their fellows which had not been encouraged by an earlier insistence on the virtues of rugged individualism. As social welfare activities grow so will the field for such service expand, but already the opportunity is there, in probation work, in scouting, and in the management of such recreational activities as football leagues.

Reference has already been made to the wandering habits of the Nyasaland African; travel is in his blood, life at home is apt to be dull and in a predominantly agricultural country cash returns have until recently been low by comparison with those of other countries. It was not long, therefore, after the pacification of the country before the African began to find his way to the higher cash wages of Rhodesia and the bright lights of the Rand. The Nyasa is now to be found in South Africa, the Rhodesias, Tanganyika, Kenya, the Belgian Congo, Portuguese East Africa and London; he has also been reported from the New York waterfront. The stream of emigrants swelled steadily until by the nineteen-thirties it is safe to say that nearly a third of the able-bodied men were away from Nyasaland. Since then measures have been taken to control the flow to some extent, to safeguard the emigrant while out of the country and to ensure that in as many cases as possible he and his savings return home after a fairly short period, either for good or for regular holidays. The country's contribution to the economic progress of its neighbours will thus be seen to have been considerable, possibly too considerable for its own good.

Otherwise, the economic history of Nyasaland is its agricultural history, which is a record of pioneer planting, mostly with little previous experimental work, by Europeans of single products over large areas of land. The earliest economic crop was coffee and a coffee tree figures prominently in the Protectorate's first coat of arms. Coffee was later displaced by cotton which in turn gave way to tobacco and tea and these two may now be regarded as the Protectorate's main cash crops. Tung has grown steadily in importance but its position as a major crop will depend largely on the experiments now being carried out in connection with the Vipya development scheme. The last few years have also seen the establishment of certain minor secondary industries but it is unlikely that these will ever be of more than local importance. They do, however, contribute considerably to the comfort and well-being of the population in the provision of cheap soap, cigarettes and shoe leather.

No sketch of the history of Nyasaland would be complete without a reference to the development of its communications. In the early days the Zambesi, the Shire and Lake Nyasa provided the main artery of communication, interrupted only by the 60 mile portage round the Murchison cataracts on the Shire. By the time that the Chinde mouth of the Zambesi was discovered in 1889, the level of the Shire had begun to fall and steamers could not proceed beyond Chiromo. The growing importance of Blantyre led to the planning of a railway to

it from the Lower Shire and in 1907 work was begun on a line from Chiromo to Blantyre; almost immediately, however, the continued fall in the level of the Shire made Chiromo useless as a port and the railway was continued to Port Herald, the line being opened in 1908. Port Herald then became difficult or impossible of approach for steamers and between 1913 and 1915 a further 50 miles of railway were constructed between Port Herald and Chindio on the northern bank of the Zambesi in Portuguese Territory.

Meantime the level of the Upper Shire was also falling and in due course steamer traffic became impossible outside Lake Nyasa. The Blantyre-Zomba Road, one of the first to be made in the country, was therefore extended to Fort Johnston at the south end of the Lake and this was the main transport route in use during the first world war. The Protectorate is linked by road with all its neighbours and the trunk roads from Blantyre to Mbeya and from Salima to Fort Jameson are important parts of the main communications of Central Africa.

Navigation on the Zambesi next became uncertain and a railway, opened in 1922, was built from Murraca, on the south bank of the Zambesi, nearly opposite Chindio, to Dondo, 18 miles from Beira on the line from Beira to Rhodesia. The ferry service was, however, unsatisfactory and the line was frequently washed out by floods. In 1935, therefore, a railway bridge across the Zambesi was opened and at the same time the line was extended from Blantyre to the neighbourhood of Lake Nyasa at Salima, giving uninterrupted rail communication between the Lake at Chipoka and Beira on the Indian Ocean. As an illustration of the trials of those who plan in Africa it may be added that about the time this link was completed the Lake began to rise again and the Shire with it, so that in the rainy season the railway bridge at Chiromo might have more than 20 feet of water under it; a realignment of the track in this neighbourhood became urgently necessary. Early in 1948, a few months after this improvement had been completed, a great island of sudd, floating down the flooded Shire, carried away the Chiromo bridge and Nyasaland's railway link with the sea became dependent on a swiftly improvised ferry which remained in operation throughout 1949. A new steel bridge, completed during 1949, was put into service in 1950.

### Chapter 3. Administration

Considerable modification to the administrative machinery of the Protectorate has resulted from the introduction of Federation in 1953, and the Federal Government has assumed responsibility for the following departments: Audit, Civil Aviation, Customs and Immigration, Income Tax, Posts and Telecommunications, Prisons, Medical, Non-African Primary and Secondary Education and all higher, Education.

The Protectorate continues to be administered by the Governor, assisted by the Executive Council, which comprises the persons for the time being discharging the functions of Chief Secretary, Attorney General and Financial Secretary as *ex officio* members and such other persons, styled Nominated Members, as may from time to time be appointed by Royal Instructions or Warrants or by the Governor in pursuance of Royal Instructions conveyed through the Secretary of State. Membership of Executive Council during 1954 is set out in an Appendix to this Chapter.

The laws of the Protectorate are made by the Governor with the advice and consent of the Legislative Council, constituted by the Nyasaland Order in Council, 1907. The Legislative Council consists of the persons from time to time lawfully discharging the functions of Chief Secretary, Attorney General and Financial Secretary as *ex officio* members and such other persons, styled Official Members, holding office of emolument under the Crown in the Protectorate as may from time to time be appointed by the Governor in pursuance of Royal Instructions, conveyed through the Secretary of State for the Colonies; and further such persons not holding office in the Protectorate as the Governor may similarly from time to time appoint and who are styled Unofficial Members. During 1954 there was no change in the membership of the Legislative Council which at the end of the year comprised the Governor as President, the three *ex officio* Members, seven Official Members and ten Unofficial Members. The identity of the members of the Legislative Council during 1954 is given in an Appendix to this Chapter.

Since the coming into force of the Federation of Rhodesia and Nyasaland (Constitution) Order in Council, 1953, the Protectorate now forms part of the Federation and the Federal legislature has enacted legislation on a number of subjects formerly within the powers of the Nyasaland Legislative Council.

The judicial system is described in Part II Chapter 9 of this Report.

The principal territorial departments of Government apart from the Provincial and District Administration are: Judicial, Legal, Agriculture, Public Works, Education, Police, Geological Survey, Labour, Veterinary, Forestry, Lands, Printing and Stationery, Co-operative Development, Game, Fish and Tsetse Control, Accountant General and Surveys.

The policy of the Government is defined and controlled in the Secretariat. The Chief Secretary is the channel of communication between Government on the one hand and heads of departments and the general public on the other. He is the head of the Civil Service.

For administrative purposes the Protectorate is divided into three Provinces, Northern, Central and Southern, each in the charge of a Provincial Commissioner, who is responsible to the Governor for the administration of his Province. The Provinces are divided into 19 Districts each in charge of a District Commissioner, who is in turn responsible to the Provincial Commissioner. Provincial Commissioners and District Officers are responsible for the proper conduct of the Native Administration within their areas. Each of the districts contains one or more Native Authorities constituted as such under the Native Authority Ordinance, 1933. The size of the various Native Authorities' areas varies considerably and is dependent generally on the degree of tribal feeling and homogeneity which remained at the time of the introduction of the 1933 Ordinance. The largest population administered by any single Native Authority is 163,708 under Chief M'belwa of Mzimba; the smallest is the 250 of Chief Mbwana of the Nkata Bay District. The number of Native Authorities in each of the Provinces varies from 16 in the Northern Province to 42 in the Central Province and 64 in the Southern Province, a total of 122.

Following the enactment of the Local Government (District Council) Ordinance, No. 48 of 1953, a number of statutory District Councils have been established throughout the Protectorate. These Councils are constituted by Warrant and are multi-racial in composition. There is provision in the Ordinance for the appointment or election of members.

Chiefs have been accorded seats on the Councils so established and the tribal element in local government has not therefore been disregarded. The powers and duties of the new Councils are extensive and include control of the finances of the Council, the levying of rates, taxes and cesses and the power to make by-laws on subjects connected with administration, social affairs, agriculture, education, finance, forestry, land, staff pensions, veterinary services and water supplies.

The new Councils have therefore taken over in large measure the present financial and legislative responsibilities of the Native Authorities, and with the additional and extensive powers conferred on them by the Ordinance will, it is hoped, provide a firm foundation for the future local government of the territory.

The first statutory District Council to be established under the Ordinance was that of Cholo, in the Southern Province. This council consists of a Chairman and 20 Councillors, of whom 12 are Africans, six Europeans and two Asians. Of the African Councillors, six are elected, the remaining Councillors being nominated.

By the end of the year this Council had made by-laws, with the approval of the Governor-in-Council, on a number of subjects including beer and markets. The Council had also laid down its own Standing Orders and Rules of Procedure, and had taken over the assets and liabilities of the original Central Native Treasury.

Statutory Councils were also established in the Ncheu and Dedza Districts of the Central Province, and in the Rumpi, Karonga and Nkata Bay Districts of the Northern Province. Various by-laws were passed, or were under consideration by these Councils during the year.

In those remaining 13 districts of the Protectorate, where statutory District Councils have not as yet been established, the original non-statutory District Councils continue to operate satisfactorily. These old Councils will change their form as and when development in a district is sufficiently advanced, and the necessary staff and potential members are available for the running of a statutory Council. Transition will be gradual over the years.

By far the greater part of the Protectorate still consists of African areas, and administration through the Native Authorities is broadly speaking the same in all districts, whether under the control of a statutory District Council or not.

A "Native Authority" means any Chief or other African or any African Council or group of Africans declared to be or established as a Native Authority under the Native Authority Ordinance for the area concerned. The Government usually recognizes as Chief the person accepted by the people. There always has been and still is a very real regard on the part of the Africans for the state of chieftainship; nor is this regard confined to the illiterate or semi-educated inhabitants of rural areas.

Although a Chief alone may be gazetted as Native Authority, local African custom does not recognize the Chief as having purely autocratic powers. The Chief is the figurehead and the embodiment of the Native Authority, but he and his council are inseparable. The tendency is towards the functioning of the Chief-in-Council as a minor local government unit and towards the strengthening of these Councils by making them more fully representative of all sections of the community and to include in particular the more progressive and educated elements.

Appointments to the Chiefs' own Councils are more elastic than those to the Chieftainship itself; Councillors are not necessarily hereditary and appointment depends in many cases upon public

opinion. In some cases the composition of the Council is still determined by established native custom; in many others the customary practice has been modified to allow a broader basis of representation and expression of opinion. Formal recognition as a member of a Native Authority Council is given by the Provincial Commissioner concerned.

The Governor has power to withdraw recognition of a person as a Native Authority or as a member of a Native Authority and a Provincial Commissioner can also exercise powers of suspension for three months or, with the Governor's approval, for one year in cases involving abuse of power, or for incapacity or other sufficient reason.

Below the Chief's Council (that is, the Native Authority Council) there are in many districts subordinate councils which include Group and Village Councils. The Village Headman still remains an important unit of the native administration. In some cases these Headmen derive their influence from actual or traditional inheritance of the powers exercised by family heads or recognized administrators of the land. In others they owe their authority to the position given to them by the administration. Apart from their traditional functions of settling minor village disputes, the Village Headmen have a number of statutory duties to perform in connection with tax registration, vital statistics, etc. It is clear that the Village Headman will continue to perform his function as a direct link between the ordinary villager and his Chief as well as the District Commissioner for many years to come.

Native Authorities have four inter-related responsibilities—executive, legislative, judicial and financial. In districts where statutory Councils have been formed certain of these powers will now devolve upon the Council but the Native Authority will continue to operate as a subsidiary organ of local government, collecting revenue, enforcing by-laws and generally preserving law and order in his own area.

Executive responsibility is vested in Native Authorities by sections 8 and 9 of the Native Authority Ordinance, supplemented in some cases by the delegation of powers under those laws of Nyasaland, such as the Game and Forestry Laws, which largely concern Africans. Under the Ordinance, Native Authorities are empowered to issue orders "subject to the provisions of any law or Ordinance for the time being in force and to the general or special directions of the Governor". Within the area over which the Native Authority has jurisdiction these orders may relate to a number of subjects, such as control of intoxicating liquor and gambling, public health, migration, reporting of births and deaths and the movement and control of livestock. They may, in fact, relate to the prohibition, restriction or execution of any matter which is not repugnant to morality or justice, and is in accordance with the native law and custom for the time being in force.

The prior approval of Government for the issue of orders is not required, but they must be reported at the earliest possible moment

to a superior Native Authority, if any, and to the District Commissioner. The Provincial Commissioner has power to revoke orders if necessary. An offence against an order is punishable by a fine not exceeding £25 or by imprisonment for a term not exceeding two years or by both such fine and imprisonment. With few exceptions Native Authorities have issued orders on their own initiative and most of these orders are eminently sensible and have required little amendment or revision.

Legislative responsibility is vested in a Native Authority under section 18 of the Native Authority Ordinance which empowers it, subject to the provisions of any Law or Ordinance for the time being in force and to the approval of the Governor, "to make rules to be obeyed by Africans within the local limits of its jurisdiction providing for the peace, good order and welfare of such Africans". Such rules may make provision for the imposition of fees and, when passed, have the authority of Ordinances and may only be revoked with the consent of the Governor. Subject to the approval of the Governor a Provincial Commissioner or a District Commissioner may himself make rules for any of the purposes mentioned above in respect of the area of jurisdiction of any Native Authority in his Province or District and such rules have the same force and effect as if made by the Native Authority of the area. For breach of the rules, penalties may be imposed up to a fine of £50 or imprisonment for a term not exceeding one year or to both such fine and imprisonment. Rules made by the Native Authority may at any time be revoked by the Governor.

In districts where statutory District Councils have been established under Ordinance No. 48 of 1953, existing Native Authority rules are being gradually replaced by by-laws, made under section 30 of the Ordinance. This section provides that all by-laws made by a Council shall be submitted as soon as may be to the Provincial Commissioner, who shall in turn forward such by-laws together with his recommendations to the Governor in Council or to such committee as may be appointed by the Governor in Council in that behalf. The Governor in Council, or such a committee, in his, or its discretion, as the case may be, may approve or reject any by-law. Approved by-laws are enacted in English, and, after *Gazette* publication, are promulgated in the area under the jurisdiction of the Council down to the level of the Village Headman. Penalties for the contravention of by-laws may not exceed a fine of £50 or imprisonment for a term of six months or both such fine and imprisonment.

At the present stage of development, legislative or rule-making powers are still widely exercised by the Native Authorities. In almost every district rules have been made covering such subjects as African canteens, teashops and the sale and consumption of native beer. The registration of marriages is covered by rules in all the Native Authority areas. Canoe rules, designed to control the cutting of trees suitable for the construction of canoes and to make provision for their licensing, have been made in areas adjoining Lake Nyasa and

large rivers. Many rules to ensure proper agricultural practice, land usage and preparation of gardens are also in force.

The judicial and financial responsibilities of Native Authorities are dealt with in Part II, Chapters 9 and 3 respectively.

The association of Africans in the work of the Central Government in addition to the Local Government system described in previous paragraphs is being developed along two main lines—the inclusion of Africans on Government Committees and Boards and the Council System. Both Chiefs and African teachers are represented on District Education Committees and ten Africans are included on the Protectorate Advisory Committee on African Education. In addition, Africans have been appointed to a number of statutory boards and committees such as the African Tobacco Board, the Produce Marketing Board, the Provincial Natural Resources Boards and others.

The council system has been developed with the aim of providing an unbroken ladder of councils from the Legislative Council at the top to village level at the bottom.

The Protectorate Council, under the chairmanship of the Secretary for African Affairs, consists of seven members from each Province. African members of Legislative Council who are not otherwise members of the Protectorate Council are *ex officio* members. Members hold office for two years and are eligible for reappointment. The Council is advisory and non-statutory.

African Provincial Councils are established in each of the three Provinces and sit twice yearly under the chairmanship of the Provincial Commissioners; these Councils are also advisory and non-statutory and serve as electoral colleges for the appointment of African members of Legislative Council.

There is no fixed ratio between Chief and non-Chief members of Provincial Councils; in the Central Province the constitution is at present 14 Chiefs to 11 non-Chiefs; in the Southern Province the Council consists of 26 members of whom 16 are Chiefs; and in the Northern Province there are 13 Chiefs to 12 non-Chiefs.

A uniform method of allocating seats to Provincial Councils was introduced in all Provinces a few years ago. A block quota of seats is allocated to each district and nominations to these are made by District Councils or other local government equivalents from among and by the delegates at the meetings of these Councils. The appointments are finally approved by the Governor.

The reconstitution of Provincial Councils was carried out in 1950 in order to encourage the most representative expression of African opinion and to obtain equal opportunity of representation by hereditary dignitaries and others while retaining as far as possible the indigenous tribal structure of administration at Native Authority level and

below. That the first of these objects is being achieved is shown by the greatly improved standard of debate in all three Provincial Councils since the reconstitution took place.

Considerable latitude is allowed in discussions and subjects may be introduced either by the Central Government, Provincial or District Councils or by the individual members themselves. In the case of Group and Village Councils as a rule anyone who is by native custom entitled to speak is allowed to do so.

The townships of Blantyre, Limbe, Zomba, Lilongwe and Salima are administered in their domestic affairs by town councils which, in the two former cases, are elected by the ratepayers and in the three latter are nominated by the Governor. One African, representing the African Civil Servants' Association, is appointed a member of the Zomba Town Council.

African urban advisory committees have been established at Blantyre/Limbe, Zomba and Lilongwe to advise the town councils on matters appertaining to the African urban populations.

## MEMBERS OF EXECUTIVE COUNCIL

1954

*President:—*

HIS EXCELLENCY THE GOVERNOR (Sir Geoffrey Colby, K.C.M.G.)

*Ex-Officio Members:—*

THE HON. THE CHIEF SECRETARY (C. W. F. Footman, Esq., C.M.G.)

THE HON. THE ATTORNEY GENERAL (J. B. Hobson, Esq., Q.C.)

THE HON. THE FINANCIAL SECRETARY (K. W. Simmonds, Esq.)

*Official Members:—*

THE HON. R. W. KETTLEWELL (Director of Agriculture)

*Unofficial Members:—*

THE HON. L. J. RUMSEY

## NOTES:—

(1) THE HON. C. W. F. FOOTMAN occupied the post of President during the period of leave of HIS EXCELLENCY.

(2) THE HON. P. W. YOUENS occupied the post of Acting Chief Secretary during the absence of HIS EXCELLENCY on leave and the consequent acting appointment of the HON. C. W. F. FOOTMAN as Governor.

(3) THE HON. R. M. M. KING occupied the post of Acting Attorney General during the absence of the HON. J. B. HOBSON as Acting Chief Justice.

(4) THE HON. L. J. RUMSEY was appointed an unofficial member in February in place of the HON. SIR MALCOLM BARROW.

(5) THE HON. G. G. S. J. HADLOW, C.B.E., retired in November, 1954.

## MEMBERS OF LEGISLATIVE COUNCIL

1954

*President:—*

HIS EXCELLENCY THE GOVERNOR (Sir Geoffrey Colby, K.C.M.G.).

*Ex-officio Members:—*

THE HON. THE CHIEF SECRETARY (C. W. F. Footman, Esq., C.M.G.)

THE HON. THE ATTORNEY GENERAL (J. B. Hobson, Esq., Q.C.)

THE HON. THE FINANCIAL SECRETARY (K. W. Simmonds, Esq.).

*Official Members:—*

THE HON. C. H. F. APTHORP, M.V.O. (Commissioner of Police)

THE HON. R. W. KETTLEWELL (Director of Agriculture)

THE HON. N. F. RICHARDS (Director of Public Works)

THE HON. R. F. STOWELL (Director of Education)

THE HON. H. H. ARMSTRONG (Commissioner for Labour)

THE HON. P. W. YOUENS (Deputy Chief Secretary).

*Provisional Official Member:—*

THE HON. H. F. BINGHAM, O.B.E. (Commissioner for Co-operative Development).

*Unofficial Members:—*

THE HON. P. DAYARAM

THE HON. E. A. MUWAMBA

THE HON. A. C. W. DIXON

THE HON. L. F. HUNT

THE HON. L. J. RUMSEY

THE HON. J. L. PRETORIUS

THE HON. H. K. GONDWE

THE HON. M. H. BLACKWOOD

THE HON. S. KUMAKANGA

THE HON. F. G. COLLINS.

*NOTES:—*

(1) THE HON. C. W. F. FOOTMAN occupied the post of Acting Governor during the absence on leave of HIS EXCELLENCY.

(2) THE HON. P. W. YOUENS replaced the HON D. J. M. MACKENZIE in July. He occupied the post of Acting Chief Secretary during the period when the HON. C. W. F. FOOTMAN was Acting Governor.

(3) THE HON. M. H. BLACKWOOD replaced the HON. SIR MALCOLM BARROW in July following the latter's election to the Federal Assembly.

(4) THE HON. F. G. COLLINS replaced the HON. G. G. S. J. HADLOW, C.B.E., in November.

(5) THE HON. J. L. PRETORIUS replaced the HON. THE REV. A. B. DOIG in February on his appointment to the Federal Assembly.

(6) THE HON. S. KUMAKANGA replaced the HON E. K. MPOSA on his resignation in November.

(7) THE HON. H. F. BINGHAM was appointed a provisional official member in place of the HON. V. FOX-STRANGWAYS (Secretary for African Affairs) on his retirement in June.

(8) THE HON. J. P. FEENY was appointed an extraordinary member in May and subsequently a provisional official member vice the HON. C. H. F. APTHORP (on leave) in July and subsequently vice the HON. D. E. FAULKNER.

(9) THE HON. D. E. FAULKNER was appointed a provisional official member vice the HON. P. W. YOUENS during the period when the latter was acting as Chief Secretary.

(10) THE HON. R. MASON was appointed a provisional official member in May in place of the HON. N. F. RICHARDS while the latter was absent on leave.

(11) THE HON. DR. E. H. MURCOTT was appointed a provisional official member in May in place of the HON. DR. D. J. M. MACKENZIE during the period when the latter was absent on leave.

(12) THE HON. E. WILLIAMS was appointed a provisional official member in place of the HON. R. W. KETTLEWELL, absent on duty in December.

(13) THE HON. R. M. M. KING was appointed provisional official member during the period when the HON. J. B. HOBSON was acting as Chief Justice.

(14) THE HON. R. G. M. WILLAN was appointed provisional official member in place of the HON. H. H. ARMSTRONG in June, when the latter was absent on leave.

(15) THE HON. J. M. HELLIWELL was appointed provisional official member during the absence of the HON. C. H. F. APTHORP in August.

(16) THE HON. E. C. PETERKINS was appointed a provisional unofficial member in place of the HON. G. G. S. J. HADLOW, C.B.E. in June during the latter's absence on leave.

## Chapter 4. Weights and Measures

Standard British weights and measures are in use throughout the Protectorate.

## Chapter 5. Reading List

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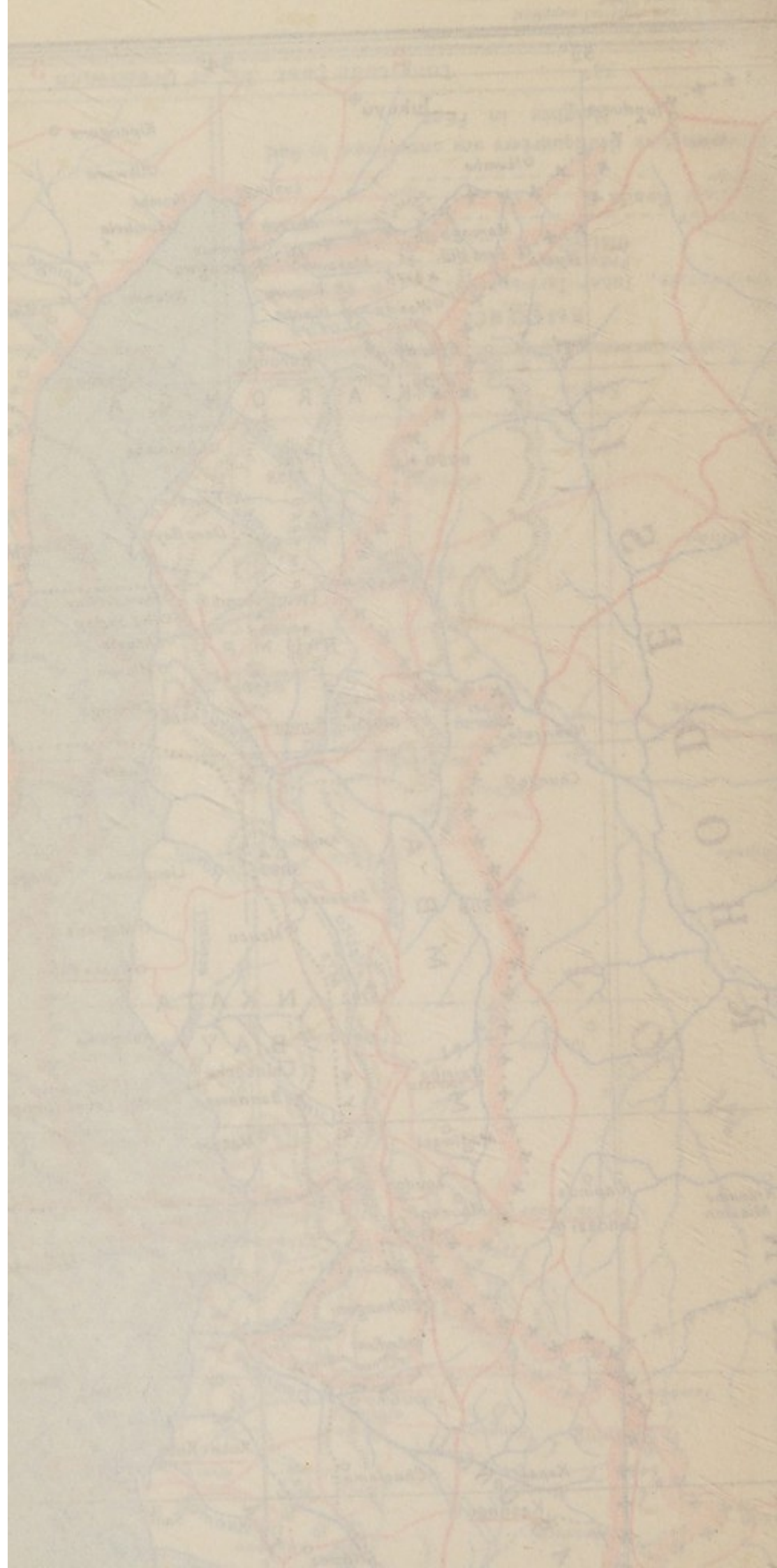
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