

- (ii) the absence of European enterprise and interest because the Reserves are maintained as Bantu Areas;
- (iii) the necessity to give proper direction to European participation;
- (iv) the protection, reclamation and exploitation of the natural resources;
- (v) the need for co-operation on the part of the Bantu;
- (vi) the need to ensure the adaptability of the development programme;
- (vii) the probability that the Reserves will have to be developed on a regional basis;

- (viii) the necessity for co-ordinating development activities, and determining priorities;
- (ix) the co-ordination and co-operation required between the bodies and individuals responsible for the development;
- (x) the necessity to co-ordinate these activities with development in the rest of the Union; and
- (xi) the financial provisions to be made for development.

The setting up of special machinery for planning and development, is thus a prerequisite for the development of the Bantu Areas.

CHAPTER 27

BASIC PRINCIPLES

1. It is of prime importance that development should be carried out in accordance with sound principles, and the Commission, therefore, puts forward the following basic principles for the development of the Bantu Areas.

I. THE OVER-ALL AIM SHOULD BE HUMAN WELFARE.

2. The broad objective of human welfare should constantly be kept in view, i.e. man and his needs should be seen as a whole, and human welfare in its entirety striven for. Any other aims should be subordinated to this, as well as any other considerations such as physical productiveness, financial results, etc.

II. THE WELL-BEING OF THE PEOPLE CONCERNED, SHOULD SERVE AS A STANDARD.

3. Many and various imponderables are contained in the conception of "welfare", and development based on Western standards may result in a reduction of well-being as interpreted by the Bantu. Yet he may not be allowed to become set in an attitude towards life conditioned by tradition, and it must be remembered that the interpretation of well-being is itself a function of the standard of development attained. The Commission is thus of the opinion that initially, Western concepts should at least partially be applied, with whatever uncertainty they may be surrounded, while always keeping in mind the Bantu's scale of values. This qualification is important and implies that the standards of the Bantu may not be just ignored, and that that which is different may not be just regarded as, therefore, inferior.

III. WHILE THE WELFARE OF THE UNION AS A WHOLE SHOULD BE CONSIDERED, THE STRESS SHOULD IN THE FIRST PLACE, FALL ON THE WELFARE OF THE BANTU.

4. It follows from this principle, that European participation in the development of the Reserves which were set aside by them for the Bantu, should be restricted to the extent to which it can take place without harming Bantu interests, and that free enterprise and opportunities for employment in the Reserves may not be restricted or withheld from the Bantu in order to protect European interests. Seeing that the development and welfare of the Bantu will ultimately depend upon the means and welfare of the country as a whole, any action taken should, however, also be consonant with the national resources and progress.

IV. THE DEVELOPMENT OF THE BANTU AREAS SHOULD BE LINKED UP WITH THAT OF THE UNION AS A WHOLE.

5. It is essential that the economic unity of the country, and the free participation of the Bantu Areas in the total economic activity of the Union, should be preserved; moreover, economic barriers or divergent directions of development would not promote development, while different price structures, or a division of the national market area by customs barriers, would be unthinkable. All establishment of industries will, therefore, in the long run have to take place on an economic basis, and there will have to be co-ordination with the directions of development, economic institutions and financial resources of the Union.

V. DEVELOPMENT OF THE BANTU AREAS SHOULD BE UNDERTAKEN IN CO-OPERATION WITH THE BANTU AND AS FAR AS POSSIBLE BY THE BANTU THEMSELVES.

6. The Bantu and their institutions should be regarded as the principal instruments for development, and other instruments added should be directed at stimulating the Bantu and providing them with the necessary means and assistance, so leading them step by step towards self-sufficiency. Initially, Europeans would have to provide, in large measure, the entrepreneurial skill, capital and technical knowledge required, but simultaneously the Bantu should be assisted to acquire these themselves. Only in this manner can the people themselves be developed, and thereby rapid and lasting development be achieved, as was shown, *inter alia*, by the success achieved by the Tennessee Valley Authority with its "grass roots" policy. Its chairman also declared that "development envisioned in its entirety could become a reality if and only if the people of the region did much of the planning, and participated in most of the decisions". Such participation is also in itself a contribution to well-being.

VI. THE CO-OPERATION AND PARTICIPATION OF THE EUROPEANS WILL BE NECESSARY.

7. As the chief source of the organising ability, technical knowledge and capital required for initiating development as well as for maintaining it for a considerable time, the participation of the European (and in particular the participation of established firms elsewhere in the Union) will be essential. This will

obviously have to take place subject to conditions which will safeguard the development aims (see Chapter 48). European public opinion will also have to be properly educated regarding the development task.

VII. DEVELOPMENT SHOULD BE BALANCED AS REGARDS SCOPE AND TEMPO.

8. Diversified and well-balanced development of the natural resources and the people of the Reserves should be aimed at, in other words, the development of a differential economy in the shortest time compatible with balanced progress. Balance should be maintained not only as between the various facets of development, such as the economic and sociological, but also as between developments within each of these spheres. In this manner the greatest degree of well-being will be achieved, and economic retardation, social evils, the misuse of natural resources, etc. will be obviated. The T.V.A. laid particular stress on this principle of "unified development". In order to ensure such balanced progress, the development of the Reserves will have to be undertaken on a regional basis.

VIII. CONCLUSIONS.

9. In order to ensure observance of the above principles, provision will have to be made for continuous and comprehensive research and planning, and for the co-ordination of development measures within the total picture. Any existing deficiencies will have to be made good by instituting organisations endowed with the necessary powers so that the most rapid balanced rate of development may be achieved.

CHAPTER 28

AGRICULTURAL DEVELOPMENT

INTRODUCTION.

1. In Chapter 19, the general agricultural pattern in the Bantu Areas, and in particular that of the individual Bantu farm, was described. The Government's efforts to make Bantu agriculture more efficient by means of the "betterment areas" system, was analysed and discussed, and the conclusion drawn that this system, as applied up to the present, "leads the settler nowhere".

2. Because all heads of families (and at present all taxpayers on Trust farms, whether married or not), are entitled to arable and grazing land, and because practically all who have such rights make use of them in a smaller or greater degree, farming in the Bantu Areas is conducted on a sub-maintenance or poverty basis. (See paragraph 51 of Chapter 19.) The result is that the vast majority of families in the Bantu Areas are obliged to supplement their income from farming, by selling their labour, not only outside agriculture, but outside the Bantu Areas as well. A genuine

farming class practising progressive agriculture does not exist. As a consequence, the Bantu pattern of farming is characterised by—

- (i) wrong use of the land;
- (ii) inefficient methods of cultivation;
- (iii) inefficient animal husbandry practices;
- (iv) increasing soil erosion;
- (v) diminishing soil fertility;
- (vi) low yields from crops and livestock;
- (vii) extremely low incomes from farming;
- (viii) a qualitatively deficient diet;
- (ix) a low standard of health; and
- (x) a generally low standard of living;

3. These adverse conditions and their consequences, can only be remedied by removal of the basic causes. To create a stable and productive system of agriculture in the Bantu Areas, it will be necessary to change the present system under which all Bantu endeavour to be

farmers, that is, plough, raise crops and graze livestock, to one in which only those families who want to be full-time farmers, are provided with units capable of producing a respectable living.

4. The investigations of the Commission have shown conclusively that the Bantu Areas cannot carry their present population as full-time farmers. An important task undertaken by the Commission was, therefore, to determine the agricultural carrying capacity of the Bantu Areas, in terms of full-time Bantu farmers. To do so, the Commission had to decide as to what constitutes an economic farm unit for a Bantu farmer. Three important factors had to be taken into account in connection with this point, namely—

- (i) the size of the population of the Bantu Areas;
- (ii) the size of farm unit the average Bantu is capable of operating effectively; and
- (iii) the minimum farm unit required to attract a Bantu to farming and to keep him a farmer.

5. Starting with a stipulated minimum income per family, the actual surface area of the farming unit required to produce such an income will vary in accordance with soil-type, climate, rainfall, vegetation, etc. The Commission, therefore, divided the Bantu Areas into their many homogeneous regions, in accordance with the agro-economic classification of the Union (see Map 54). The size of the Bantu farm unit required to produce the income specified, was then determined for each region, in accordance with the carrying capacity of the grazing and the productivity of the arable land. On this basis, the number of Bantu families which can be settled in each region and in the Bantu Areas as a whole, was determined.

II. DETERMINATION OF THE SIZE OF THE FARM INCOME.

A. MIXED AND PASTORAL FARMING.

6. At least 95 per cent of the population of the Bantu Areas, practises mixed or pastoral farming. As the problems connected with these types of farming, and especially their cost structure, are very different from those of irrigation and sugar farming, they are dealt with separately.

7. Several witnesses suggested to the Commission, minimum income figures with which to determine the size of farming units, to be recommended for the reorganisation of Bantu agriculture. The figures varied from £100 to £200, and most witnesses put forward a figure in the region of £120. Although no scientific reasons were given for these recommendations, the Commission carefully considered the figure of £120.

8. If £120 were to be adopted as the standard for determining the future size of the Bantu farming unit, this would mean that at least 80 per cent of the present number of families in the Bantu Areas, would have to be removed from the land. Not only would this be impossible to carry out in practice, but, from a broad sociological standpoint, it would be wrong to uproot so large a portion of the rural population. Great population problems would be created.

9. An economic survey conducted by the Commission, showed that, among some 900 Bantu farmers interrogated in mixed farming and pastoral regions, 111 made their full living from farming. The average gross income of this group amounted to £56.6 per farmer. On grounds of this analysis which is dealt with in detail in the Report, the Commission has come to the conclusion that a farm unit producing an average gross income of £57, is large enough to attract a Bantu to full-time farming in mixed farming and pastoral areas, and to bind him permanently to the land. The Commission accordingly adopted a minimum gross income of £60 as a basis for planning the agricultural development of the Bantu Areas.

10. The Commission wishes to stress that this minimum gross income of £60 is based upon the present low standard of productive efficiency in Bantu agriculture, both as regards crop and livestock production. In calculating the £60 income, the 1951-52 price levels were used for all farm products. If improved farming practices are adopted, this income will be much increased or can even be doubled. The Bantu farmer will have to raise his income of £60 to higher levels, by his own efforts.

B. IRRIGATION FARMING AND SUGAR-CANE GROWING.

11. In Chapter 19, it was shown that, on the well-managed Olifants River Irrigation Scheme, the gross income from farming averaged £110 per Bantu farmer. This average income was obtained from approximately 1.5 morgen under irrigation. The Commission recommends that this size of holding and income be adopted as the standard for planning irrigation schemes in the Bantu Areas. The reasons for this recommendation are dealt with fully in the Report.

12. Regarding sugar-cane growing in the Reserves, the Commission recommends that the farming unit should be large enough to permit a production of about 90 tons of cane per annum. The area would vary in size with the productivity of the land, but would be in the region of 8 acres (4 morgen). A farming unit of this size will bring in a net income of approximately £90 at 1952 price levels. The reasons for this recommendation are set out in Chapter 30 of the Report.

III. PLANNING OF THE BANTU FARM UNIT IN THE VARIOUS HOMOGENEOUS AGRICULTURAL REGIONS OF THE BANTU AREAS.

A. INTRODUCTION.

13. For the purpose of agricultural planning, the Bantu Areas have been divided into homogeneous regions. A suitable type of farming is recommended for each homogeneous region, and the suggested size of the holdings is based on the adopted gross income of £60. From this the number of families which can be settled as farmers in each homogeneous zone and in the Bantu Areas as a whole, has been determined.

14. Apart from the irrigation schemes, there are regions in the Bantu Areas well suited to the production of sub-tropical fruit, especially pineapples and bananas. The Commission has, however, made no provision for this type of farming in its recommendations. As the Bantu Areas develop agriculturally, so will this intensive form of farming, with the result

that a denser agricultural population than that for which the Commission has planned, will develop in such favoured localities. In estimating the number of families to be settled as farmers, the economic possibilities of fibre-growing as a sideline of the farming system, have also been omitted.

15. The general pattern of planning, as proposed by the Commission, for the agricultural development of the Bantu Areas, is much the same as that of the present "betterment areas" system. Like the latter it provides for—

- (i) residential areas divided into plots;
- (ii) arable lands divided into units; and
- (iii) common grazing grounds.

The essential difference between the two systems is that the present betterment areas have been planned to provide all the families on them with an equal share in the use of the available arable and grazing land, while the Commission insists that in future, all stabilised land shall be divided into economic farming units, and that the number of families to be settled as farmers, shall not exceed the number of such units. Sub-maintenance farming cannot be allowed.

16. In Chapter 28 of the Report, the various homogeneous agricultural regions in the Bantu Areas are discussed in detail in regard to the physical factors determining their homogeneity. As already stated in paragraph 5, these regions are based on the agro-economic classification of the Union. In a few instances the Commission found it necessary to alter the boundaries laid down in this classification, and such departures are discussed in detail in the Report. The homogeneous agricultural regions of the Bantu Areas, as determined by the Commission, are shown in Map 54.

17. Table 1 gives details concerning area, agricultural carrying capacity, size of proposed farming units and surplus population in regard to each homogeneous agricultural region of the Bantu Areas.

B. THE BANTU AREAS AS A WHOLE.

18. The analyses show that approximately 84 per cent of the Bantu Areas fall within the mixed farming regions, and the remaining 16 per cent within the pure pastoral or livestock regions of the Union; also that the Bantu Areas contain about 11.2 per cent of arable land as against 8.2 per cent in the Union as a whole, and that about 98 per cent of their area (including arable lands but not residential areas) is available for grazing.

19. According to analyses, the carrying capacity of the Bantu Areas as a whole, is 4.9 morgen per animal unit, while the correct relative proportions of large stock, sheep and goats are 8:9:13. In terms of the 1951-52 livestock census, 51 per cent of the total animal units in the Bantu Areas, is in excess of the carrying capacity; this surplus consists of a 72 per cent overweight of large stock and a 52 per cent overweight of sheep. The number of goats could, however, still be increased by 16 per cent.

20. The analyses show further that, in terms of the present standard of Bantu production, a farming family in the Bantu Areas requires, on the average, 52.5 morgen of land to make a gross annual income of £70. This is the average size of farm unit and gross income of all farmers, including those on irrigation schemes and on sugar farms, as well as those in the mixed farming and pastoral regions. On this basis, the Bantu Areas can carry about 307,000 farming families or about 51 per cent of the population as recorded in the 1951 census. To open the way to efficient agricultural development of the Bantu Areas, approximately half of the present population will, therefore, have to be removed eventually from the agricultural land, and will have to find a living outside of agriculture in other primary, and in the secondary and tertiary spheres of economic activity.

21. Under Act No. 18 of 1936, a further 3 million morgen (approximately) will eventually be added to the Bantu Areas. At an average of, say, 60 morgen per family, this extra area will be able to carry 50,000 more families, and the Bantu Areas will thus ultimately be able to carry a farming population of about 357,000 families or some 2,142,000 people.

22. On the basis proposed by the Commission, and at the present standard of production of Bantu farmers, the Bantu Areas should be able to produce some 4,680,000 bags of grain annually, or an average of about 15.2 bags per farming family. In Chapter 19 of the Report, it is calculated that a Bantu family of 6 persons, requires about 15 bags of grain per year. The Bantu Areas should thus be capable of providing the grain requirements of their farming population, but until agricultural practices and methods have greatly improved, there will be little or no surplus grain available for the use of their non-farming population.

23. As the Bantu develop into better crop producers, not only on the 1,438,000 morgen of arable land which the Commission has recommended should be allotted to full-time farmers, but also on the 369,000 morgen of such land not yet allotted, the Bantu Areas should eventually be able to supply most of their own grain requirements.

C. THE PASTORAL OR LIVESTOCK REGIONS.

24. According to the calculations of the Commission, the pastoral or stock-farming regions of the Bantu Areas occupy about 16 per cent of the total area, but can only carry 3 per cent of the agricultural population at present permissible. Each farming family needs an average area of 275 morgen to produce an annual gross income of £60. Because this must be earned entirely from livestock, the Commission recommends that each family be allowed to keep 24 animal units. For the pastoral regions as a whole, the correct proportions of large stock, sheep and goats are roughly 8:6:16, and the average family's livestock should consist of 16 large stock, 10 sheep and 30 goats.

25. The average carrying capacity of the pastoral regions is about 11.4 morgen per animal unit. On this basis, and applying the proportions mentioned above for large stock, sheep and goats, these areas carry (according to the 1951-52 livestock census figures), a 4 per cent surplus of large stock (probably mainly donkeys), a 5 per cent surplus of sheep, but 25 per cent

TABLE 1.—DETAILS OF EACH OF THE HOMOGENEOUS AGRICULTURAL REGIONS OF THE BANTU AREAS (see Map 54).

Names of Homogeneous Regions and Sub-areas.	Extent of Bantu Areas in Sub-area (Morgen).	Permissible Ploughland (%).	Extent of Permissible Ploughland (Morgen).	Average Grain Yield per Morgen (Bags).	Grazing per Large Stock Unit (Morgen).	No. of Families in Sub-area (1951).	Proposed Number of Large Stock Units per Family.	Proposed Extent of Land per Family (Morgen).*	Proposed extent of Ploughland per Family (Morgen).	Estimated No. of Farming Families.	No. of Surplus Families.	Surplus Families as Percentage of 1951 Population.	Estimated Grain Production (Bags).	Estimated Value of Crops (£).	Estimated Value of Livestock Products (£).	Estimated Total Gross Income (£).	Ratio of Large Stock: Sheep: Goats.
The A or Irrigation Region—																	
A ₀ (East) Transvaal Winter Vegetable Growing Area.....	477,374	15	71,600	3.0	8.0	14,450	11	88+1	8 (6+2)	5,364	9,086	63	18	31.5	27.5	59.0	8: 0: 15
A ₁ (West) Eastern Soutpansberg Plateau and Tvl. Drakensberg Area.....	382,553	5	19,128	4.0	4.0	20,750	18	72+1	3 (2+1)	5,240	15,510	75	8	14.0	45.0	59.0	15: 3: 12
The B or Dryland Cropping Region—																	
B ₁ Western Transvaal Cropping Area..	98,091	40	39,236	5.0	5.0	1,767	6	30+1	12 (8+4)	3,164	-1,397	79	40	70.0	15.0	85.0	3: 11: 4
B ₂ Thaba Nchu East Cropping Area..	20,074	40	8,030	4.5	4.0	437	6	24+1	9 (6+3)	803	-366	84	27	47.3	15.0	62.3	3: 15: 0
The C or Mixed Farming Region West of the Drakensberg—																	
C ₁ Springbok Flats Area.....	71,933	20	14,387	3.5	8.0	4,300	8	64+1	12 (8+4)	1,107	3,193	74	28	49.0	20.0	69.0	6: 0: 10
C ₂ Pietersburg Plateau Area.....	250,131	12	30,016	3.0	8.0	11,667	11	88+1	9 (6+3)	2,810	8,857	76	18	31.5	27.5	59.0	8: 7: 8
C ₃ Queenstown Area.....	310,620	15	46,593	2.5	8.0	13,683	13	104+1	9 (6+3)	2,958	10,725	78	15	26.3	32.5	58.8	7: 15: 15
C ₄ (South) Herschel Area.....	71,933	15	10,790	2.0	10.0	3,967	20	200+1	4 (3+1)	358	3,609	91	6	10.5	50.0	60.5	10: 30: 20
C ₅ (North) Thaba Nchu Area.....	108,325	20	21,665	3.5	4.5	2,480	10	45+1	9 (6+3)	2,355	125	5	21	36.8	25.0	61.8	5: 15: 10
C ₆ (South) Taung Area.....	9,045	—	—	—	10.0	783	24	240+1	—	204	579	74	—	—	60.0	60.0	17: 18: 17
C ₇ (North) Lichtenburg Area.....	340,048	10	34,005	2.5	10.0	4,317	17	170+1	6 (4+2)	1,989	2,328	54	10	17.5	42.5	60.0	12: 13: 12
The D or Mountain Grazing Region—																	
D ₁ Stormberg Grazing Area.....	523,151	5	26,158	2.0	3.0	18,717	21	63+1	3 (2+1)	8,174	10,543	56	4	7.0	52.5	59.5	11: 40: 10
D ₂ Winterberg Grazing Area.....	39,236	5	1,962	2.0	6.0	1,433	21	126+1	3 (2+1)	309	1,124	78	4	7.0	52.5	59.5	11: 40: 10
The E or Mixed Farming Regions East of the Drakensberg—																	
E ₁ Foothills Area.....	477,374	15	71,606	4.0	4.0	23,933	12	48+1	6 (4+2)	9,742	14,191	59	16	28.0	30.0	58.0	9: 8: 7
E ₂ Natal Sourveld Area.....	160,215	15	24,032	5.0	3.5	8,083	10	35+1	6 (4+2)	4,450	3,633	45	20	35.0	25.0	60.0	6: 10: 10
E ₃ Natal Medium Area.....	212,530	18	38,255	6.0	3.5	12,933	8	28+1	6 (4+2)	7,329	5,604	43	24	42.0	20.0	62.0	5: 10: 5
E ₄ East Griqualand Area.....	611,432	15	91,715	5.0	3.5	22,583	10	35+1	6 (4+2)	16,984	5,599	25	20	35.0	25.0	60.0	6: 13: 7
E ₅ Unga Flats Area.....	273,019	20	54,604	3.5	4.0	9,267	12	48+1	7 (5+2)	5,572	3,695	40	17.5	30.6	30.0	60.0	6: 24: 6
E ₆ Transkei Area.....	2,096,371	25	524,093	6.0	2.5	120,633	10	25+1	6 (4+2)	80,630	40,003	34	24	42.0	25.0	67.0	6: 10: 10
The F or Thornveld Region—																	
F ₁ Tugela Valley Thornveld Area.....	241,957	5	12,098	4.0	6.0	12,833	16	96+1	5 (3.5+1.5)	2,494	10,339	81	14	24.5	40.0	64.5	13: 15: 15
F ₂ Northern Thornveld Area.....	1,176,627	5	58,831	4.0	5.0	50,700	16	80+1	4 (3+1)	14,526	36,174	71	12	21.0	40.0	61.0	12: 4: 16
F ₃ Southern Thornveld Area.....	845,214	10	84,521	4.5	4.0	63,433	14	56+1	5 (3.5+1.5)	14,828	48,605	77	15.8	27.6	35.0	62.6	8: 4: 26
F ₄ Keiskama Thornveld Area.....	201,085	20	40,217	3.5	4.5	10,083	14	63+1	6 (4+2)	3,142	6,941	69	14	24.5	35.0	59.5	9: 16: 9
The H or Coastal Region—																	
H ₁ Mafutaland Grazing Area.....	149,379	—	—	—	8.0	5,650	24	192+1	—	774	4,876	86	—	—	60.0	60.0	17: 0: 35
H ₂ Natal Coastal Area.....	289,367	35	{ 49,173 } † { 52,105 } † 86,565	6.0	4.0	29,767	7	28+1	{ 6 (4+2) 4 5 (3.5+1.5)	{ 8,181 } { 12,500 } 17,757	9,086	31	24	42.0	17.5	59.5	5: 0: 10
H ₃ Pondoland Coastal Area.....	577,100	15	—	6.0	3.5	35,183	9	31+1	—	—	17,426	50	21	36.8	22.5	59.3	6: 5: 10
The M or Cattle Grazing Region—																	
M ₁ Ghaapseberg Grazing Area.....	411,982	—	—	—	10.0	7,333	24	240+1	—	1,709	5,624	77	—	—	60.0	60.0	15: 15: 30
M ₂ Rooiberg and Langeberg Grazing Area.....	299,176	—	—	—	12.0	2,200	24	288+1	—	1,035	1,165	53	—	—	60.0	60.0	15: 15: 30
M ₃ Eastern Kalahari Grazing Area.....	1,191,341	—	—	—	12.0	5,133	24	288+1	—	4,122	1,011	20	—	—	60.0	60.0	15: 15: 30
M ₄ Western Kalahari Grazing Area..	101,360	—	—	—	18.0	217	24	432+1	—	234	-17	+8	—	—	60.0	60.0	15: 15: 30
M ₅ Pienaars and Olifants Rivers Grazing Area.....	1,335,207	10	133,521	3.5	8.0	39,750	14	112+1	6 (4+2)	11,816	27,934	70	14	24.5	35.0	59.5	10: 0: 20
M ₆ (South) North Western Transvaal Grazing Area.....	832,136	10	83,214	3.0	6.0	13,017	15	90+1	6 (4+2)	9,144	3,873	30	12	21.0	37.5	58.5	11: 0: 20
M ₇ (North) Northern Transvaal Bushveld Grazing Area.....	752,028	5	37,601	2.0	8.0	12,783	21	168+1	3 (2+1)	4,450	8,333	65	4	7.0	52.5	59.5	15: 0: 30
M ₈ North of Soutpansberg Grazing Area.....	318,795	—	—	—	12.0	4,167	24	288+1	—	1,103	3,064	74	—	—	60.0	60.0	17: 0: 35
M ₉ Eastern Transvaal Lowveld Grazing Area.....	827,231	5	41,361	2.0	8.0	17,117	21	168+1	3 (2+1)	4,895	12,222	71	4	7.0	52.5	59.5	15: 0: 30

* The 1 morgen is the residential plot.

† Mixed farming.

‡ Sugar-cane growing.

too few goats. On the aggregate, the present total number of animal units could be increased by 3 per cent.

26. On the above basis, roughly 9,200 families can be settled as full-time farmers in the pastoral regions. According to the 1951 census figures, this means that 64 per cent, or approximately 16,300 families of the present population, will have to find a livelihood outside agriculture.

D. THE MIXED FARMING REGIONS.

27. The mixed farming regions comprise 84 per cent of the Bantu Areas and, according to the calculations of the Commission, should be able to carry 97 per cent of the permissible number of farmers. On the average, 54 morgen of land is required to produce a gross income of £62. 12s. per year, of which about equal parts are derived from crops and livestock.

28. On the average, a family in the mixed farming regions should have 5.7 morgen of arable land, of which 3.9 morgen would be worked annually, while 1.8 morgen should be under grass or a ley crop. The average yield per morgen is estimated at 4.8 bags of grain, and the average total harvest at 18.7 bags, leaving a surplus of about 3 bags. The total income per morgen from crops would be £8. 8s. per year.

29. The average carrying capacity is calculated to be 4.4 morgen per animal unit, and 12 units are allowed per family. The recommended proportions between large stock, sheep and goats are 8:9:13, and on this basis, the average family should keep 8 cattle, 9 sheep and 11 goats.

30. Measured by the carrying capacity of the available grazing (including harvested crop lands), and the recommended proportions of large stock, sheep and goats specified above, the mixed farming regions, in terms of the 1951-52 livestock census, carry a surplus of 55 per cent animal units, consisting of 77 per cent too many large stock, 54 per cent too many sheep and 15 per cent too many goats.

31. On the basis of 54 morgen, including 5.7 morgen of arable land, and 12 animal units per family, the mixed farming regions of the Bantu Areas could provide a full living from farming to 250,600 families, or 43 per cent of the 1951 population. This leaves 282,000 families for whom a living would have to be found outside agriculture.

E. THE SUGAR CANE-GROWING AREA.

32. According to Chapter 30, this sub-area of the mixed farming regions, covers about 52,100 morgen of land, and has been planned to carry 12,500 Bantu families as cane-growers, each on about 8 acres of land, yielding (at about 11 tons cane per acre) some 90 tons cane per annum, and a net income of approximately £90 per family. No provision is made for the keeping of stock, and no grazing is made available.

F. THE IRRIGATION SCHEMES.

33. The proposals for irrigation farming in the Bantu Areas, are discussed in Chapter 29 of the Report. It is estimated that in the present Bantu Areas, apart from the 12,500 morgen already developed or being

developed to irrigation, a further 50,800 morgen can still be so developed, economically. The latter land lies partly in the mixed and partly in the pastoral farming regions.

34. The Commission recommends that an average of 1.75 morgen of land be granted per family, plus grazing rights for 4-6 animal units. The annual gross income is estimated at £110 per family, and the number of families able to make a full living on irrigation schemes, at 36,000.

IV. COSTS OF AGRICULTURAL SETTLEMENT.

35. The Commission has made an estimate of the amount of capital required to settle 307,000 families on the present area of 16,120,000 morgen. The value of Crown land ceded to the Trust, and of land owned by tribes, missions or individual Bantu, is not included in the calculation, and neither are the administrative costs and the costs of maintaining "stabilised" land.

36. The estimated total capital costs of agricultural settlement are:—

Land purchased.....	£
Stabilisation costs incurred since 1936...	7,900,000
Costs of further stabilisation.....	3,800,000
	<u>35,000,000</u>
TOTAL.....	<u>£46,700,000</u>

In round figures, the total cost of agricultural settlement is thus estimated at £46,700,000, and it is expected that this expenditure will enable 307,400 families to be placed on economic farming units. The expenditure per family comes to about £150.

37. The Commission also made an estimate of the costs of settlement per family according to the type of farming recommended for land which has to be purchased. Farming in the Bantu Areas can be divided broadly into the following:—

- (i) livestock or pastoral farming exclusively;
- (ii) mixed farming with a livestock bias;
- (iii) mixed farming with equal emphasis on livestock and crops; and
- (iv) irrigation farming.

38. The average prices paid by the Trust since 1950, for land where these types of farming can be practised, were determined from the records of the Department of Native Affairs by means of a sample survey. The total cost of settlement per family, were arrived at by multiplying the number of morgen required per family by the costs per morgen. The costs per morgen were obtained by adding the cost of stabilisation, as estimated by the Commission on Trust farms (£1.25 per morgen), to the average purchase price per morgen, as revealed by the sample survey.

39. How the settlement costs per family were calculated, is fully set out in Table 38 of Chapter 28 of the Report. They amount to £1,430 per family in the pastoral zones, £1,082 per family in the mixed farming zones with a livestock bias, £376 per family in the mixed farming zones with equal emphasis on livestock and crops, and £165 per family on irrigated land. The settlement costs per farming family are thus in inverse ratio to the intensiveness of the type of farming practised.

V. THE COMPARATIVE PRODUCTION POTENTIAL OF EUROPEAN AND BANTU FARM LAND.

40. In Annexure 3 of Chapter 28 of the Report, the Commission has attempted to compare the agricultural potential of the Bantu Areas with that of the European areas. The composition of the European and Bantu Areas, in relation to the extent of land each possesses in the 11 principal separate agro-economic regions of South Africa, is indicated in detail in the Report. The main differences in composition, are as follows:—

- (i) while 56.6 per cent of the European farming land, lies within the extensive pastoral regions M and S, only 37.6 per cent of the Bantu Areas lies within region M, and there is no Bantu land whatever in region S. The purely extensive farming regions thus form a much larger percentage of the European farming areas than of the Bantu Areas;
- (ii) not less than 23.8 per cent of the Bantu Areas, falls within region E with its high agricultural (cropping) potential, as compared with 4.9 per cent of the European areas; and
- (iii) only 0.7 per cent of the Bantu Areas, falls within the inland plateau agricultural areas of the summer rainfall region B, as against 8.2 per cent of the European areas. The grain growing areas of the winter rainfall region K, fall entirely in the European areas.

41. European farms occupy 86.2 per cent of the combined extent of European farming land and the Bantu Areas, while the latter comprise 13.8 per cent. This proportion does not, however, reflect the relative agricultural potentials of the two areas. Analyses made by the Commission, show that, at a conservative estimate, the present Bantu Areas (16,123,000 morgen) contain 19.1 per cent of the agricultural potential of the Union. If it be accepted that the 3½ million morgen still to be added to the Bantu Areas, will have the same average potential as the 16,123,000 morgen, the Bantu Areas will, after such addition, contain 23.2 per cent of the Union's agricultural potential. The analyses further show that 100 morgen in the Bantu Areas have, on the average, the same potential as 147 morgen in the European areas. On the average, the Bantu Areas, therefore, have a considerably higher agricultural potential per unit of area than the European areas. Taking all the factors into consideration, it is very probable that the Bantu Areas may, in future, be shown to possess a still higher relative potential than that indicated by the Commission's calculations.

VI. MARKETING OF AGRICULTURAL PRODUCTS.

42. In the proposed reorganisation of Bantu agriculture, as set out in this chapter, one of the objectives envisaged is that of making the Bantu farmer economically independent. The individual farm unit will produce more than is needed for household consumption, and the proceeds of surplus will be used for purchasing other necessities, and for meeting certain financial obligations. The profit motive will thus come into play more strongly than previously.

43. The change-over from the present unorganised and mainly subsistence type of farming, to one of greater specialisation and production, will naturally be a slow process. As the change takes place, marketing problems in connection with Bantu farm produce will assume greater importance. In the case of irrigation farming, the change-over to production for market will occur rapidly, and the marketing problems will require early attention.

VII. PROVISION OF AGRICULTURAL CREDIT.

44. Under the proposed re-planning of agriculture with the object of creating an economically healthy farmer class, and giving the Bantu farmers the opportunity of owning their farm units, the question of providing credit becomes important.

45. The entire re-planning of Bantu agriculture, and the creation of a Bantu farmer class must be regarded as a vast settlement project. The problems connected with this programme may, to a large extent, be compared with those associated with the settlement projects of the Union Department of Lands. The Commission has considered the advisability of founding a land bank to serve the needs of Bantu farmers in respect of both fixed and working capital, but it is felt that at this stage and for as long as the re-organisation of agriculture remains virtually a resettlement project, a Bantu land bank or similar institution cannot be recommended.

46. The credit needed, can be classified under four main headings as follows:—

- (i) long-term credit for the purchase of land;
- (ii) long-term credit for permanent improvements;
- (iii) intermediate-term credit for the purchase of live-stock and farm equipment; and
- (iv) short-term credit for the purchase of seed, fertilizers, etc.

VIII. RECOMMENDATIONS.

47. The principal recommendations in regard to the proposed re-planning of Bantu agriculture, are summarised below:—

A. STABILISATION OF THE LAND.

(i) The first and foremost recommendation the Commission wishes to make in regard to Bantu Agriculture, is that all land within the Bantu Areas, including mission farms and land in private possession of individual Bantu, groups of Bantu and tribes, shall be immediately declared betterment areas by means of legislation, as has already been done in the case of Trust farms.

(ii) Following upon the above recommendations, work must be commenced immediately to prevent further deterioration of the soil and natural pasture in the Reserves (scheduled areas). Such a scheme must embrace—

- (a) dividing each betterment area into residential, arable and grazing areas;
- (b) preventing the building of any further houses outside the residential areas;

- (c) allocating no more arable lands outside the prescribed ploughing areas;
- (d) allowing no increase in the number of animal units, unless the number be below that of the estimated carrying capacity of the available grazing; and
- (e) dividing the prescribed residential areas into residential plots of fixed size, and the arable lands into ploughland units of one morgen each.

All of these stabilisation measures can be undertaken without the approval of the inhabitants of the Reserves in question, since the necessary powers will have been obtained by legislation, as recommended in (i) above.

(iii) Planning for stabilisation and the carrying out of such plans must, wherever possible, be undertaken with the consent and co-operation of the inhabitants of the reserves concerned; but where protection of the soil demands it, stabilisation must be carried out even without such consent.

(iv) The Commission recommends that the Agricultural Division of the Department of Native Affairs, shall be responsible for all stabilisation and reclamation services in the Reserves. In order to enable this Division to carry out its functions efficiently, it is further recommended—

- (a) that the staff of the Division shall be under the control of the chief of the Division and not under that of the Native Commissioners in the districts, as is the case at present;
- (b) that all technical personnel (engineers, soil chemists, etc.) required for stabilisation services, shall fall under the chief of the Division and not as now, also under other Divisions;
- (c) that the Division shall be enlarged sufficiently not only to be able to complete the stabilisation of the Reserves within an acceptable period of time, but also to enable it to give the necessary attention to positive agriculture i.e. to the introduction of efficient farming practices and production methods on the stabilised land, both in the Reserves and on Trust farms; and
- (d) that the Bantu shall be held responsible for all maintenance of stabilised areas.

B. SETTLEMENT.

In regard to settlement the Commission recommends—

- (i) that, wherever practicable, settlement shall be undertaken on a basis of "economic farm units"; (Economic farm units is the English translation of "vollebestaansboerdery-eenhede" in Afrikaans);
- (ii) that a sufficient number of Bantu farmers must be settled as soon as possible, on Trust farms and in Reserves in each of the homogeneous agriculture regions, in order to test out the proposed land units;
- (iii) that where it is not possible to carry out immediate settlement on a basis of full-time farm units—
 - (a) half-sized farm units, but not comprising less than 2 morgen of arable land, may be allotted to each family in mixed farming areas; and

- (b) no Bantu may be settled as a farmer in a pastoral area, unless he has at least one-third of the number of large-stock units recommended for the area concerned;
- (iv) that the families for whom provision cannot be made in terms of (iii) above, or who have no farming rights at all, may be placed temporarily in the residential areas of the relative betterment area, or, if they so elect, be placed immediately in Bantu villages or towns;
- (v) that, in view of the very low cost of settlement on irrigation schemes, everything shall be done to develop the irrigation possibilities in the Bantu Areas as soon as possible;
- (vi) that, in view of the relatively low cost of settlement under dryland farming conditions in the mixed farming regions of the Union, and because of their high production potential, preference shall be given to such regions, in the future purchase of land, and to place Bantu settlers thereon;
- (vii) that, in view of the relatively high cost of settlement in pastoral and semi-pastoral regions, further purchase of land in such regions shall be discontinued until such time as considerable progress has been made with the reorganisation of agriculture in the present Bantu Areas; and
- (viii) that, in replanning the agriculture of the Bantu Areas, preference shall be given as far as possible to areas possessing a high and intensive production potential. In this way, the State will obtain the greatest possible socio-economic return on its investment.

C. SALE OF LAND.

In regard to sale of land, the Commission recommends—

- (i) that farming units or portions thereof, as referred to in B (iii) above, may be sold only to settlers already living in the relative betterment area. When such land is sold, only the arable and residential plots may be registered in the name of the purchaser, but attached to these plots there will be such grazing rights in the communal grazing area, as laid down under the relative farming scheme;
- (ii) that no land may be sold until it has been planned and fully stabilised;
- (iii) that land already in the possession of individual Bantu or groups of Bantu or of tribes, may not be sold unless it has been planned and fully stabilised;
- (iv) that plots in residential areas may be sold only as parts of farm units, and that any such plots, not being part of such units, should be occupied under leasehold only;
- (v) that Europeans shall not be permitted to sell land in the released areas directly to Bantu, but that such land shall be purchased, planned and fully stabilised by the Trust before being sold to individual Bantu, excepting where a tribe desires to purchase a farm and undertakes to stabilise it fully in accordance with plans drawn up by the Department. Only in this manner can settlement be carried out efficiently;

- (vi) that groups of Bantu and Tribes may be permitted to purchase planned and stabilised economic farm units on condition that such units will be allotted to individuals, in accordance with the requirements for land ownership;
 - (vii) that all planned and stabilised farm units shall be sold at a uniform price by the Trust, regardless of differences in the surface area of units in the various agro-economic regions;
 - (viii) that no Bantu farmer shall be permitted to purchase through the amortisation system, more than one farm unit at a time, from the Trust;
 - (ix) that before being permitted to purchase a second unit, a Bantu must already be in full possession of a farm unit. Because the Commission does not want to hinder agricultural development in the Bantu Areas, it does not recommend that Bantu farmers be limited to a maximum of two farm units, but, nevertheless, it wishes to issue a warning against the possible danger of "land barons" arising;
 - (x) that while a Bantu is still a settler, i.e. for as long as he is paying off his debt to the Trust for his land under an amortisation arrangement, he shall be obliged to reside on the land in person. This obligation will not be applicable to Bantu who have paid for their land in full, or have purchased it from other Bantu;
 - (xi) that land belonging to missions in the Reserves, but which is not essential to their mission work, as well as town commonage land not required for the normal growth of such towns in the foreseeable future, shall be purchased by the Trust for settlement of farmers, in accordance with the stabilisation and resettlement proposals put forward by the Commission; and
 - (xii) that the sale of arable land and of the residential plots and grazing rights which go with it, shall be subject to the condition that such arable land and grazing rights are used efficiently. Should a settler or landowner overcrop his arable land (ruin his soil), the Trust shall have the right to cancel the title and, after valuing the land and grazing rights, to purchase the unit and sell it to another Bantu.
- (iii) that a veterinarian be appointed to the staff of the Deputy Director (Field Services) of the Division of Veterinary Services, in order to maintain and improve veterinary services in the Bantu Areas, his specific duties to be—
 - (a) to serve as liaison officer between the Division of Veterinary Services and the Agricultural Division of the Department of Native Affairs; and
 - (b) to keep the Deputy Director (Field Services) informed as to the veterinary problems and requirements of the Bantu Areas;
 - (iv) that on stabilised land, i.e. where there is no over-stocking or over-grazing, the necessary attention be given to—
 - (a) efficient control of pasturage, rotational grazing and pasture improvement;
 - (b) correct ratio of large to small stock;
 - (c) the use of suitable bulls, rams, stallions, etc.; and
 - (d) development of the poultry industry;
 - (v) that on stabilised land in the mixed farming regions, more attention be given to the production of fodder crops for stock, to the further development of existing milk production schemes, and to the founding of new schemes;
 - (vi) that the Agricultural Division of the Department of Native Affairs undertake research at suitable centres into field and animal husbandry problems peculiar to the agriculture of the Bantu Areas, provided such problems are not being investigated by the Union Department of Agriculture; and
 - (vii) that the training given to Bantu at agricultural schools, be revised and extended, in order to provide the necessary number and types of Bantu agricultural technical officers for the proposed agricultural development of the Bantu Areas, and that in this connection, an investigation be made as to the need for university-trained Bantu technical officers (agronomists, animal husbandry officers, veterinarians, agricultural engineers, etc.).

D. UTILISATION OF STABILISED LAND.

In regard to the agricultural use of stabilised land, the Commission recommends—

- (i) that special attention be paid to agriculture (crop production) on stabilised land, and particularly where Bantu farmers are settled on economic farm units. The proposals of the Commission in regard to agricultural development will largely depend for their success upon the degree in which the Bantu develop as cultivators of the soil (agriculturalists), and the speed with which this change is accomplished. Agriculture (agronomy) is the crux of balanced farming on small holdings;
- (ii) that research be undertaken to determine the economic possibilities of cultivating wild plants and fruits ("veldkos"), commonly eaten by Bantu, and possible markets for such products within or beyond the Bantu Areas;

E. MARKETING OF AGRICULTURAL PRODUCTS.

In regard to the marketing of agricultural products the Commission recommends—

- (i) that perishable products subject to control, as well as all non-perishable agricultural products, be sent to the European markets through the usual channels as is the case at present.
- (ii) that special attention be given to—
 - (a) extending and improving departmentally-organised auction sales of livestock;
 - (b) preparation and grading of hides and skins for market;
 - (c) classing of wool;
 - (d) direct sale of hides, skins and wool through agents at the ports;
 - (e) facilities for storage of grain in the Bantu Areas;
 - (f) co-operative marketing of dairy produce; and

- (g) marketing of citrus, particularly within the Bantu Areas and in overseas countries;
- (iii) that the Department of Native Affairs endeavour to develop facilities for the sale of perishable products in the Bantu Areas, and in urban locations; and
- (iv) that a committee of qualified marketing experts be appointed to investigate and report upon the whole field of marketing of agricultural produce from the Bantu Areas.

F. PROVISION OF AGRICULTURAL CREDIT.

In regard to the provision of agricultural credit required for the reorganisation of Bantu Agriculture, the Commission recommends—

- (i) that the present Lands Division of the Department of Native Affairs be enlarged to enable it to deal with payments in connection with the sale of agricultural land;
- (ii) that the Lands Division of the Department be the principal source of—
- (a) long-term credit for the purchase of land and for effecting permanent improvements; and
- (b) intermediate-term credit for the purchase of livestock, farm equipment, etc.;

- (iii) that the Lands Division of the Department also function as a provider of short-term credit for settlers, but that commercial firms, and the proposed Bank for Savings and Advances, shall be the appropriate sources for this type of credit to landowners; and
- (iv) that approximately £400 be regarded as a reasonable price for an economic farm unit (apart from irrigated or sugar-cane growing units), that an initial payment of 10 per cent of the purchase price be demanded at the time of purchase, and that 40 years be regarded as a reasonable period for repayment, and 2½ per cent as a reasonable rate of interest.

G. THE TECHNICAL AGRICULTURAL STAFF.

In regard to the proposals made in connection with the agricultural stabilisation and development of the Bantu Areas, the Commission recommends that, in order to enable it to carry out the development programme as recommended in this Report, the Agricultural Division be expanded to form an independent technical sub-department under the proposed Deputy Secretary for Bantu Areas, and that such expansion shall be on a scale sufficient to enable the Division to perform successfully, the duties entrusted to it.

CHAPTER 29

IRRIGATION FARMING

I. INTRODUCTION.

1. Among the various systems and types of settlement in the Bantu Areas, irrigation farming is undoubtedly the only form of undertaking in which, under European leadership and control, the Bantu have shown themselves capable of making a full-time living from farming, and of making advantageous use of the soil for food production.

2. Highly specialised forms of irrigation farming, such as the growing of vegetables and fruit, are already being undertaken by Bantu in some parts, both as individuals and co-operatively.

3. The interest shown by Bantu in irrigation farming varies from one locality to another. In some parts of the Transvaal, the Bantu are so enthusiastic that they offer their labour free to construct canals to lead water from streams for the irrigation of their land, while in the Transkei and Ciskei, on the contrary, interest has waned to such a degree, that existing schemes have fallen into disuse.

II. PRESENT METHODS OF RESETTLEMENT AND LAND UTILISATION.

4. There is lack of uniformity in the methods of resettlement employed on the existing irrigation schemes. Some are laid out with plots of equal size

and are subject to specific regulations and cropping practices, while intensive instruction and supervision are provided. On others only a meagre amount of instruction is given, while settlement regulations and conditions governing land usage are entirely absent. The sizes of plots on different schemes vary from one-sixteenth of a morgen (vegetable gardens) to 5 morgen.

5. Credit facilities and other forms of Departmental support, such as the provision of mechanical ploughing units, also vary from scheme to scheme. On some, seed and fertilisers are advanced to the settlers, on others ploughing units are made available at fixed tariffs, while in still other instances no assistance is given by the Department.

6. Rentals for land under irrigation also vary. For garden plots, 2s. 6d. for one-sixteenth of a morgen is paid annually and for other plots, £1. 10s. is usually charged for 1½ morgen. In the Transkei and Ciskei, no irrigation dues are charged on land under quitrent tenure.

7. The allotment of holdings on Trust farms is usually undertaken by the Native Commissioner and the Agricultural Officer, but on tribal lands plots are allotted by the tribal authority. Departmental control is usually exercised over Trust lands only, not over tribal land, for unless the Department has been given special powers by legislation, the right of control rests with the tribe.

8. There are regulations for irrigation schemes on Trust farms, but they are not necessarily uniform for all such schemes. In the Transkei and Ciskei, there are no regulations for schemes on tribal land.

III. BANTU ACHIEVEMENT ON IRRIGATION SCHEMES.

9. It has already been mentioned that the utilisation of land and the degree of enthusiasm displayed by the Bantu varies considerably from one region to another. In the Transkei and Ciskei, 28 out of 37 small schemes have fallen into disuse. On the other hand, in the Transvaal interest and enthusiasm have reached such a pitch, that some schemes have come into being mainly as a result of the keenness of the local Bantu who proffered their labour free for the purpose. In the Nebo district, 60 earth dams have been built by free labour which contributed largely to the production of 11,300 bags of wheat by the Bantu of this district in 1951-52. This yield excludes the production on the Olifants River irrigation scheme in the same district.

10. Apparently the chief reason for the lack of interest in irrigation in the Transkei and Ciskei, must be sought in the fact that the schemes were not properly planned, most of them were on tribal or quitrent land over which the Department cannot exercise control, while in many cases the schemes were only resorted to as emergency measures in drought years. There are indications, however, that with the necessary guidance and encouragement, interest will be awakened. An indication of this is seen in the Ciskeian General Council's request in 1952, that the Department should develop irrigation schemes in this region.

11. In the Letaba district, the production of a Bantu Co-operative Society has increased so much that the income of £9,218 in 1948-50 rose to £21,629 in 1951-52. It is estimated that two-fifths of the produce grown is consumed or sold locally. Shareholders in the co-operative bind themselves to abide by a clearly defined policy, and have already purchased co-operatively a tractor, a lorry and other lighter equipment.

12. The Commission collected details of the production achieved on the controlled Olifants River irrigation scheme and the uncontrolled Njelele River scheme. The average sizes of holdings on the two schemes were 1.53 and 1.71 morgen respectively, and other physical factors were approximately equal. It was found that the average income per settler on the Olifants scheme was £110.69 as compared with £28.79 on the Njelele scheme. The average yield of grain of all sorts was 47.07 bags per settler on the Olifants, as against 9.2 bags on the Njelele scheme. This is a clear indication that irrigation schemes for Bantu are successful when under efficient control and guidance and that the average Bantu family on $1\frac{1}{2}$ morgen under such schemes, can make a gross income of £110.7 per annum, which renders it unnecessary for members of the family to seek employment elsewhere to supplement the family income.

13. A further finding was that where the holdings were large enough ($1\frac{1}{2}$ to 2 morgen) to provide a family with a living which would satisfy them, the whole family would work on the holding. Living conditions on and near irrigation schemes, were everywhere found to be better and more hygienic than in pastoral areas.

14. According to data supplied to the Commission, the average cost of resettlement of a Bantu family on a $1\frac{1}{2}$ -morgen irrigated holding is £165 to £170, which is only one-third to one-sixth of the cost of resettlement of a family on a full-time farming basis, under dry-land conditions, in a mixed farming or pastoral area.

IV. PRESENT EXTENT OF LAND UNDER IRRIGATION.

15. There are already 122 schemes in the Bantu Areas, with the total of 13,366 morgen under irrigation. This area is farmed by 7,538 Bantu plottolders. Of the total area under irrigation, 6,187 morgen are in the Northern Areas administrative region, 5,068 morgen in the Western Areas, 1,757 morgen in Natal, 203 morgen in the Ciskei and 121 morgen in the Transkei. A number of these schemes will have to be reorganised and improved, before they will be fit for resettlement on a full-time farming basis.

V. FURTHER IRRIGABLE AREAS.

16. Six schemes, with a total irrigable area of 2,936 morgen, are at present under construction, while accurate data have been collected for the construction of a further 21 schemes with a total area of 5,024 morgen. Possible irrigation sites which have been superficially investigated and appear suitable, embrace 42,015 morgen. Added to the area already under irrigation, these proposed schemes bring the future irrigable potential of the Bantu Areas to 63,341 morgen (see Map 55) on which it should be possible to settle 36,000 farming families.

17. It is estimated that an amount of some £3,000,000 will be required to settle the 36,000 families mentioned above (about 216,000 persons) on a permanent basis on these schemes.

Taking the Olifants River irrigation scheme as a guide and if only mealies and wheat were to be grown, it would appear that the irrigation development envisaged in the Bantu Areas could result in the annual production of 900,000 bags of wheat and 700,000 bags of maize.

VI. RECOMMENDATIONS.

18. In the light of the above findings, the Commission recommends that—

- (i) determined action be taken to improve and replan all existing schemes, so that each holding can provide a full-time living to a Bantu family;
- (ii) new schemes, which can be operated by simple diversion weirs and furrows, be developed during the next 10 years;
- (iii) irrigation schemes be regarded as integral parts of rehabilitation schemes, which will embrace the preservation of water sources and "sponges" in the catchment areas;
- (iv) the Trust should acquire ownership of the land before fresh irrigation schemes are developed, all lands belonging to individual Bantu or tribes and which fall under the proposed schemes, should be bought up to permit of unhindered

- development of the schemes, while former owners of such lands, should be given preference when holdings are allotted on completion of the schemes;
- (v) all schemes should be placed under proper control and supervision, with uniform regulations as regards water rates, credit facilities and conditions of settlement;
 - (vi) all schemes, including commonages attached to the schemes which are not on Trust land, should be proclaimed as betterment areas in terms of Proclamation No. 116 of 1949;
 - (vii) those to whom irrigation holdings are allotted should be required to relinquish all agricultural interests they may have in the remainder of the Bantu Areas, in order to give their full time and attention to their holdings; and
 - (viii) an agricultural officer should be appointed as superintendent of each large irrigation scheme or group of smaller schemes in a single district. In the first instance, European technical officers should be employed until trained Bantu with sufficient experience, are able to take charge.

19. Regarding the allotment of holdings, the Commission recommends that—

- (i) the allotment of holdings be undertaken by committees of control, whose chief functions will be to select settlers and make final allotments;
- (ii) plottolders be required to undergo a probationary period, on the successful completion of which they should not remain as tenants for more than two years, after which time, they should be given the opportunity to purchase their holdings, the purchase price being payable over 40 years;
- (iii) ownership be made subject to the observance of requirements for conservation farming and of such servitudes as may be applicable to the settlement; and
- (iv) after settlers have exercised their option to purchase the land, they be given the right to appoint committees of control from among their own numbers, to assume control over their local affairs.

CHAPTER 30

SUGAR-CANE GROWING

I. INTRODUCTION.

1. This chapter and the data it contains are descriptive of conditions and prospects prevailing in the sugar industry in the Union in the year 1952. Circumstances have changed since that year, and the chapter should, therefore, be read accordingly.

2. The planting of sugar-cane in the Union is limited to the eastern coastal region, extending from Port Shepstone in the south in a northerly direction to Hlabisa in Zululand. This area is known as the sugar-belt and is irregularly about 20 miles wide. Sugar-cane is also grown on 4,500 morgen under irrigation on the Pongola irrigation scheme, outside the main belt.

3. The area is free of frost, with an average rainfall varying from 30 to 45 inches per annum. The principal soil types are derived from the Ecca and Dwyka series and are generally very fertile, though inclined to be sour. Brackishness, or the accumulation of alkaline salts in the soil, is rarely met with.

4. A total of 22 sugar mills is evenly distributed throughout the area, as shown in Map 56.

II. PRODUCTION, CONSUMPTION AND MARKETING OF SUGAR.

A. PRODUCTION.

5. According to evidence given by the South African Sugar Association, there was a total of 469,400 acres under sugar-cane in 1952, while further extension of

the crop in European areas was limited to 50,000 acres. It is thus estimated that the total extent of land suited to sugar-cane growing in European areas, is 519,400 acres. If 10 per cent of the latter area is out of production each year, because of crop rotation or replanting, an annual total of only 467,500 acres is available for actual production. With an average yield of 12 tons per acre per annum, this area could produce 5,610,000 tons of cane or 702,000 tons of sugar per annum.

6. The amount of production contributed thus far by the Bantu Areas, has been less than 1 per cent of the Union crop. In 1950-51, a total of 38,043 tons of cane or 5,356 tons of sugar was produced on 5,325 acres in the Bantu Areas.

B. SUGAR CONSUMPTION AND DEMAND IN THE UNION.

7. According to evidence placed before the Commission, the S.A. Sugar Association has calculated that the internal consumption of sugar in the country, which was 620,000 tons in 1953 will rise to 800,000 tons in 1960. If the guaranteed long-term annual export of 224,000 tons of sugar to Britain and 20,000 tons to Rhodesia be added to the internal consumption, it appears that the Union will be able to count upon a total sale of some 1,000,000 tons of sugar in 1960.

8. Agronomically speaking, the European sugar-belt is, therefore, not in a position to produce the quantity required and further land will have to be found to raise the Union's production.

III. OPPORTUNITIES FOR CANE GROWING IN THE BANTU AREAS AND THE ATTITUDE OF EUROPEANS AND BANTU TOWARDS SUCH DEVELOPMENT.

A. POSSIBLE AREAS.

9. In view of the ready availability in the sugar-belt of such essential facilities as mills, transport, research institutions and good planting material, the Commission investigated the possibility of cane planting in those Bantu Areas which fall within this belt. It was found that 44,000 acres are eminently suitable for immediate cane planting, while this area could be increased to 100,000 acres, if the existing railway and roads were extended.

B. ATTITUDE OF EUROPEAN CANE PLANTERS AND SUGAR MILLERS.

10. The views of interested bodies such as the S.A. Sugar Association and the S.A. Sugar Growers Association were obtained by the Commission and the opinions expressed were, without exception, in favour of extending cane planting in the Bantu Areas within the cane-belt. The S.A. Sugar Association, in fact, expressed concern about the adequacy of future production and requested that an area of 30,000 acres in the neighbouring Bantu Reserves be planted to cane as soon as possible. They also gave the assurance that the various mills would have sufficient milling capacity to crush the cane from the additional 30,000 acres.

C. ATTITUDE OF THE BANTU TOWARDS SUGAR-CANE GROWING.

11. Research, enquiry and interrogation established the fact that interest in cane growing was increasing among the Bantu. In Adams, Ifafa and Groutville mission reserves and in the Mtunzini Reserve No. 9, there are already about 1,400 Bantu endeavouring to grow cane. Interest is, therefore, not lacking among them. Their wish is, however, that their holdings, should be so replanned as to enable them to make a full living from them and also that they be granted conditional title to the holdings.

D. RESULTS OBTAINED BY BANTU CANE GROWERS

12. According to figures supplied by the S.A. Sugar Association, a total of from 543 to 915 Bantu producers supplied tonnages varying from 36,322 to 52,305 during the four seasons 1948-49 to 1951-52. This quantity was less than 1 per cent of the Union total.

13. The poor result must be ascribed chiefly to the fact that the Department of Native Affairs has not yet encouraged cane growing among the Bantu. Further reasons which may be advanced are that cane growing requires capital, that up to the present there has been no need for an increase in sugar production and that a large percentage of the Bantu have preferred using their land for food production.

14. On the basis of the above findings, the Commission recommends that the planting of 30,000 acres of cane should be commenced in accordance with a five-

year plan. The scheme should be so designed as to permit of the Bantu themselves taking over its administration and organisation, as soon as they are fit to do so.

IV. RECOMMENDATIONS FOR DEVELOPMENT.

A. AREAS IMMEDIATELY SUITABLE.

15. The Commission has established that, taking all production factors into consideration, 44,025 acres are available for immediate sugar-cane growing in the Umlazi and Adams mission reserves and in the Imfumi, Mnini, Umzinto, Umtwalumi, Ifafa, Amahlongwa, Mapumulo, Groutville and Mtunzini reserves. It is recommended that, 30,000 acres of this area of 44,025 acres be developed progressively over a period of 5 years.

16. During the first year development should include 1,000 acres in the Umlazi reserve, 3,000 acres in the Ifafa mission reserve, 1,000 acres in the Groutville mission reserve and 2,000 acres in Reserve No. 9, Mtunzini, i.e. a total of 7,000 acres. During the succeeding four years the areas developed should be 7,000, 6,000, 5,000 and 5,000 acres respectively.

B. PLANNING.

17. As the success of the scheme will depend largely upon the co-operation of the Bantu population, special efforts should be made to inform them fully as to what is intended. The planning, organisation, supervision and the provision of capital should be the responsibility of the Department of Native Affairs.

18. The appointment of planning committees is recommended for the selection and planning of suitable areas for development in blocks of approximately 1,000 acres each. Individual holdings need not be measured at this stage, but holdings for future allotment should be of such a size as to make possible an annual production of 80 to 90 tons of cane per holding. The size of holdings should, therefore, be based upon the productivity of the soil and local climatic factors.

19. A *Control Committee*, on which the Department of Native Affairs, the sugar millers and the Bantu should be represented, should be appointed to select settlers.

20. Allotment of holdings should be subject to a two-year probationary period, during which holdings should be worked collectively. One of the conditions of allotment, should be that future cane growers form a co-operative organisation to deal with their common affairs.

21. On successful completion of the probationary period, individual holdings should be measured, allotted and leased, on the understanding that as soon as the lessee has repaid the advances made to him during the probationary period, he will be able to exercise an option to purchase his holding. As from the date of purchase, the purchase price plus 2½ per cent interest should be payable in instalments over a period of 40 years.

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