

THE PLACE OF THE NATIVE RESERVES IN A REGIONAL
DEVELOPMENT PROGRAM FOR THE UNION

By Prof. Dr. D. G. Franzsen.

Introduction:

One of the most important characteristics of the Union's present economy is the concentration and centralisation of the majority of the country's secondary and tertiary industries in four metropolitan areas. The first part of this article deals with this problem and with the undesirable effects which will result from further centralisation of the Union's industries, and from the integration of an increasing number of Native labourers in these overcrowded industrial areas.

The necessity for altering the present centralisation tendency by means of regional development and planning, particularly of the Native areas, is discussed in the second part of the article. It is shown that a regional policy could put an end to the uneconomic usage of the country's labour forces, in addition to countering the decline and impoverishment of undeveloped areas such as the Reserves.

Part 1 - The Concentration Process in the Union:

The "concentration process" in South Africa began with the discovery of the country's precious metals. At present more than 80 per cent. of the Union's industrial production occurs in four metropolitan areas. The purchasing power and the capital are concentrated there and there, too, localisation factors such as transport facilities, ready markets, and cheap power and water stimulate further expansion. As is well known, these industrial concentration points are the Rand, the Cape Peninsula, Durban-Pinetown and Port Elizabeth.

The "concentration process" was fatal to the so-called Native areas from the outset. The one-sided and sectional development of the Union in the past and at present has caused misery and poverty of unknown proportions in these areas, which include some of the best land in the country. The Reserves are regarded as a type of breeding centre that has to provide the maximum quantity of workers for the labour market in the highly centralised urban areas.

As a result, such regions have not played any part nor received any recognition in the economy of the country up to the present. They are undeveloped and agriculturally backward. Financially they are a burden to the State.

Not only has the centralisation policy retarded development in the Native areas; it has also created a fundamentally unhealthy and uneconomic situation in the labour market of the European areas - compared with modern standards in other capitalist countries. This has been caused by the fact that tremendous numbers of Native workers have been drawn into the European industrial areas by uncontrolled and artificial methods.

The present economic pattern of the Union is, in other words, one in which numbers count rather than quality. That is one of the reasons for the disturbing fact that South Africa's industrial output per worker is the lowest of all the young countries at present carrying out industrial development. For example, the Union's output per worker is only one half that of Canada - also a young industrial country.

The seriousness of the situation may perhaps be realised if the Union's gold-mining industry, which at present helps to subsidise the country's uneconomic and unproductive factories, were to cease operations at some time in the future. But it would be too late then to prevent a catastrophic decline in the Union's living standards.

Characteristics of the country's artificial labour market, such as the five to one relationship between the wages of skilled and unskilled workers, will remain for as long as the numbers of unskilled workers in areas like the Rand are not limited in proportion to the skilled workers. The wage relationship between skilled and unskilled labour in most other countries is three to two. Instead of having an educated and productive class of workers, as in those countries with a three to two relationship, the Union, with its five to one relationship, has a 15 - 20 per cent. labour class receiving comparatively good wages, and an 80 - 85 per cent....

per cent. class of unskilled and half-civilised illiterates, who live on and under the broad line.

In order to improve this situation gradually, the demand for unskilled workers in the secondary and tertiary industries in European areas should be proportionately decreased, and that for skilled and half-skilled workers proportionately increased. In the course of time a wage orientation would then occur.

Furthermore, in order to lessen the pressure of the unskilled workers who are now streaming to the cities, alternative opportunities for employment should be created for the Natives by establishing secondary industries in their own areas. By means of regional planning the factories should be taken to the Native workers, instead of only bringing the Natives, as mere labourers, to the factories in the European areas. (A notable exception is the textile plant operated by Natives at Kingwillianstown) At the same time a training system should be fostered in the European areas so as to raise the productivity of Native labour, laying the emphasis on output per worker rather than on the number of workers.

With a unit output in South Africa similar to that in Canada it would be possible, *ceteris paribus*, to run the Union's existing industries on half the number of workers employed at present. It is also well known, of course, that great wastage of labour occurs in the Union's tertiary industries. But as soon as scarcity of labour makes productivity the first consideration in the employment of workers, the wastage of such labour in "service" industries -- for example, in domestic service -- would likewise be lessened. Labour would then be freed for those industries which can make the best use of it on the grounds of productivity, and thus pay the best competitive wages.

Before the regional development proposals in part two can be discussed, it is necessary to mention some other views on the centralisation process, which clash with the viewpoint -- taken up in this article -- that the Union should exploit its natural and labour resources on a regional basis.

There are, for example, people who can be called followers of the "colonial approach" to the question of labour resources. Their school of thought claims that the country's "cheap" Native labour is the greatest asset "waiting for integration into the Union's economy". It is apparent that people who argue in that way attach no real meaning or value to an independent Native economy in the Reserves. The principal consideration, in the opinion of such people, is that the existing European mining and industrial areas should have great resources of labour at their disposal. Since capital is -- as is well known -- a scarce commodity in the Union, such a disadvantage must be counteracted by an abundance or surplus of "cheap" labour.

This outlook results in a type of economy in which the prosperity of the capitalist class rests to an increasing degree on a "Native" foundation. Such an approach can be called "colonial" because, in common with the majority of colonies in the world, excessive use has been made of "cheap" aboriginal labour in view of the relative expense of capital as a production factor.

The disadvantages of such a policy are caused partly by the fact that those areas of land which serve as labour pools for the centralised areas are subject to growing poverty and decline. As shown earlier, the labour foundation of the European urban economy is also placed on an unsound footing.

Furthermore, industrial experts have proved recently that the so-called "cheap" labour is not really cheap, but expensive, when viewed in the light of time and motion studies. One expert has claimed that in terms of work performed per man-hour, the employer is paying the unskilled Native worker considerably more than that worker is entitled to earn, if measured according to productivity norms. This is a matter which requires further investigation.

It should also be pointed out that the integration of "cheap" labour necessitates the expenditure by the community of vast sums for sub-economic housing and other facilities that are considered basic to civilisation. It cannot be expected that the "cheap" labourers should be capable of paying for these services out of their own funds.

It is an a priori deduction that the further large scale integration of Native labour, such as propounded by this school of thought, will place the labour structure of the European urban areas on an artificial foundation and hinder the ultimate transformation of the country's economy into one resting upon the basis of productivity.

A second school of thought adopts a laissez faire attitude towards the present concentration and integration of Native labour in a few principal centres in the European areas. Proponents of this outlook are, unlike the "colonial" school of thought, opposed to a deliberate policy of erecting yet more industries in the European areas on a "cheap labour foundation". They are, nevertheless, prepared to

accept the present drift towards centralisation. It is their opinion that it is almost impossible to do anything about the natural migration process which is now occurring. Consequently the laissez faire school of thought does not give serious attention to the possibilities of regional planning of the Reserves as an alternative to the modern trend towards urbanisation of the Natives.

The clearest example of the laissez faire attitude towards the Union's present industrial development was the view expressed in the Fagan report. This report declares philosophically that "the movement to the towns is a universal phenomenon" and, therefore, that the "economic intertwining" of White and Black in the existing European industrial areas is unavoidable. Here the Fagan Commission appears to pay insufficient attention to a tendency that has been manifest in the current economic literature, viz. the shift in emphasis with regard to the centralisation decentralisation issue.

It is obvious that in the past a centralisation movement has taken place in capitalist lands such as the United Kingdom and the United States. But it is just for that reason that economists and Government commissions have, in recent years, urged the necessity for regional planning in order to counter the decline of neglected areas such as the Southern States of the U.S.A. and the "depressed areas" of Britain, and in order to prevent further centralisation in overpopulated regions such as Greater London.

In the U.S.A. such work is carried out by the T.V.A. and the National Resources Planning Board, while the Barlow and Uthwatt Commissions have investigated the matter in the United Kingdom and offered some important suggestions, including one asking that a Ministry should be created to take charge of regional planning. (Cf. The minority report of Abercrombie and Co.) The many works of an authority such as Lewis Mumford should also be mentioned; this authority has prophesied that today's metropolis will become tomorrow's necropolis - the city of the dead.

South Africa is still in a position to prevent over-centralisation from going as far as it has done in the U.S.A. or U.K. It is, therefore, unfortunate that the Fagan report did not endeavour to approach its problems from this angle also, as a possible alternative to the mere acceptance of present conditions.

Part 2 - The Development of the Native Reserves as Part of a Regional Development Program

The idea of the planned development of the Native Reserves is obviously not a new one - the 1925 Economic and Wage Commission, the Native Affairs Commission, and the 1932 Native Economic Commission all took up the same standpoint to a greater or lesser degree. The Fagan report of 1948 was thus a departure from a path which had been followed for a considerable time in the case of other Government commissions.

The principle underlying the problem was well expressed in the Native Affairs Commission report for 1939 - 40 (U.G. 42-41), where the following paragraph appeared:

"The future lies with the choice made by this generation; it will be too late when the Natives have left the Reserves. Parliament has laid down the route to be followed; it remains for administration in all matters to conform to the orders of the march. If the anthropological, sociological and political considerations, which lie at the root of our Native policy, were to give way to administrative laissez faire, based on the demands for cheap labour, there would be little purpose in spending millions on the acquisition of additional Native land and in maintaining and developing the Reserves. The simplest, most rational method of insuring the quick assimilation of the Natives into our European economic world be to repeal the protection afforded to the Native Reserves under the Natives Land Act and allow them to revert to tribal ownership with full liberty for their disposal. They would not long remain Native. Under European direction this huge Native state would be intensively developed and result in a considerable increase in the National Income, in which, it must be presumed, all would share. The Natives would then cease to be members of a Bantu Nation and become the labouring class in a thoroughly capitalistic state, depending entirely for their subsistence on the wages they earned, without the political power or the economic cohesion which would be accorded in a homogeneous community. That is what has happened, under similar circumstances, throughout history. It is precisely that submergence which our Native policy is designed to prevent. It is the essence of our trusteeship. The development of a Native economy in the Reserves, therefore, is the raison d'être for the establishment of the Native Trust and the Native Council system, and for the system of communal Parliamentary representation accorded to the Native people".

Although /

Although the principle of a Native economy in the Reserves has, therefore, already, been formulated a number of times, there has been no implementation of such a policy of Reserve development in the past. In other words, the Native Trust and other bodies have endeavoured to establish the prosperity of the Reserves on an agricultural foundation, although it is out of the question to seek the remedy for the Native poverty and misery in those areas through such one-sided attempts to stimulate agriculture and similar primary industries. The essence of regional development lies fundamentally in the fact that this development strives to create a sound numerical relationship among the workers in primary, secondary and tertiary industries in any particular region.

It is a commonly known fact of economic science that income standards in an area organised on a purely agricultural basis are much lower than those in an area where secondary and tertiary industries are also established. It is thus apparent that the answer to the backwardness of undeveloped areas like the Transkei will be found in the re-orientation of the present uneconomic and mono-type production system.

The backwardness of the neglected Native Reserves, in comparison with the rest of the Union, is in some ways similar to the situation in the U.S.A., where the development of the Southern States is far behind that of other parts of the country.

The Southern States are also proof of the economic platitude that one-sided concentration on primary production (especially agriculture) in a particular area causes poverty and low income standards. In the past, the income per head of the population in the Tennessee Valley region, which included seven Southern States, was only one third of that earned in the rest of the United States.

It is interesting to note that in those Southern States, as in the Native Reserves, the soil was recklessly destroyed. Such states could not hold any surplus people and the result was that the younger members of the community had to migrate in their hundreds of thousands to the industrial areas of the north. The absence of large secondary industries meant that labour in the South was unskilled and its wages very low. A great percentage of that labour, moreover, consisted of illiterate Negroes.

Furthermore, the South was marked by a lack of capital, initiative, and what the Americans term "know-how". Thus the minerals which were found in the South had to be sent to the more prosperous industrial areas, to the detriment of the income level and opportunities for work in the affected states.

In an article on "Geographical Aspects of a Minimum Wage", which appeared in the Harvard Business Review (1946), Van Sickle gave figures showing that incomes in the Southern States rose in proportion as their dependence on agriculture decreased.

The following table illustrates the position:

Percentage of Workers Employed in Agriculture and the Average Income per Person, 1940 --

State	% Workers employed in agriculture	Average annual income
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HERE FILL IN THE TABLE AS IN THE ORIGINAL ARTICLE....

A re-orientation of the industrial life of the Southern States, which would affect the lives of millions of people, has been advocated by Dr. Ezekiel, of the U.S.A. Department of Agriculture. In 1940, an average of 34.7 per cent. of the working population in the South was employed in the farming, forestry and fishing industries. Dr. Ezekiel considers that this average percentage should be reduced to 17.7 per cent. -- almost half the 1940 figure -- and that such a change can be brought about within a ten year period.

Measured in absolute terms, this would mean a reduction in the number of workers in those industries, from 4.4 million in 1940, to 2.7 million. Thus 1.5 million, as well as the entire natural increase in the working population, would have to be absorbed in other fields of industry -- that is, in secondary and tertiary industries.

As Van Sickle has pointed out, large scale migration from the "overpopulated" Southern States to the other states in the U.S.A. cannot bring about changes in the economy of "The South"; it is just as impractical a solution to the poverty and low incomes in the South as migration would be to the "overpopulation problems" of India and China. It is preferable that attempts should be made, with the aid of Federal assistance, to help the people of the Southern States to help themselves - in other words, to provide better work opportunities for their population by differentiating their economy.

In 1933 the T.V.A. was directed to put an end to the unhealthy developments outlined above, and to carry out its work throughout an area containing seven states. Lilienthal and other T.V.A. chiefs urged from the start, however, that the region known as "The South" should be handled as one great regional development project.

Considerable progress has already been made with the undertaking. Among the great quantity of literature published on the subject, it is only necessary to mention a work written by Lilienthal himself, entitled "T.V.A. - Democracy on the March".

There appears to be ample justification for the establishment of similar councils in South Africa for the Native areas. Such councils could endeavour to improve the living conditions of the Native population by starting work at the root of the problem. The hardships suffered by Natives - as a result of their low productivity in the cities and in the Reserves - must be lightened by providing them gradually with their own differentiated industrial system, in which they can find all their own economic aspirations.

It would be the task of such Native regional planning councils to offer the necessary facilities that would be required by the factories and the accompanying industrial population. It is indeed apparent that it would be impossible to start with factories and industrial communities before power, water, housing and other facilities were provided. Full powers would have to be given to the councils to enable them to undertake the systematic development of natural and human resources, with the aid of funds provided by parliament.

These bodies would, however, have to be given autonomy within their own defined regions. In other words, they should not be Government departments administered from Pretoria. The example of the T.V.A., which is completely free from the bureaucracy of Washington, can be quoted here. By reason of its independence the T.V.A. has been able to make important decisions much more quickly than would have been the case if those decisions had to come from Washington, several hundred miles away from the local headquarters at Knoxville.

In order to ensure the necessary drive and initiative, the regional planning organisations would have to be established on the general lines of a business corporation. Such an organisational form would be similar to a utility company like Escom.

The exact details of the functions and organisational nature of the proposed bodies cannot be given here, however. Further detailed investigation would be needed once the principle of establishing such corporations was accepted.

The first necessary step would appear to be the immediate creation of a regional planning council for the Transkei area. That area could then serve as a model area, in the same way as the T.V.A. today is an example for other schemes in the U.S.A.

It is interesting to note that the Social and Economic Planning Council arrived at precisely the same conclusion, as formulated above, in its Report No. 10, entitled "Public Works Programme and Policy". (U.G. No. 37, 1946, p. 56, par. 181).

A quotation would give the best indication of the planning council's viewpoint:

"The importance of improving agricultural conditions in Native areas is not denied, but the Council believes that the development plans of the Native Affairs Department are too closely centred on that one objective. Improvement of agriculture alone will not bring about the vitality needed equilibrium between people and resources. Up to the present industrialisation as a means to that end has been almost completely neglected. To achieve it, an energetic organisation, untrammelled by unnecessary red tape, is desirable. For this reason, the Council suggests that a Regional Development Corporation, with a semi-independent status (perhaps under the aegis of the Native Trust), should be created, co-operating with the Native Affairs Department in matters of agriculture, but prepared to facilitate the provision of water, power, transportation, small, diversified factory premises for rental, housing for the consequent employees, and credit where necessary to start business enterprises. The creation of such development authorities in areas particularly needing a co-ordinated approach was recommended in the Council's Fifth Report, (U.G. 34-1944 "Regional and Town Planning" The Ciskei and the Transkei, where such development is at.../

is at present the responsibility of no one, are regarded by the Council as particularly suitable areas. The objective of the Development Authority should be to use Natives for every possible post for which their capacities can be developed, and to create as much employment as possible in industry.

The war has demonstrated one striking fact which has hitherto not been appreciated - that it is far easier to make the Native an efficient industrial operative than to make him an efficient farmer. The repetitive processes of modern industry under supervision are quickly learnt; moreover, there is not the same resistance to learning new methods as there is in the custom-ridden occupation of farming. The value of the various Native Reserves as farming areas differs considerably. While the encouragement of agricultural development envisaged by the Native Affairs Department receives the Council's full support, it must not be forgotten that the people themselves, now known to be trainable in industry, constitute a great natural resource. The development of manufacturing industry in the Reserves will be a major factor in raising the productivity of the Native and increasing the wealth of the whole nation."

In conclusion, it can be shown that, with their own factories in their own areas, there could be no difficulties in the way of allowing Natives to be trained as artisans. On the contrary, the entire Native economy would have to be based on an understanding that the regional planning authority would strive to achieve the maximum productivity per worker. Another possible result of regional planning would be that the attractiveness of the European cities - one of the chief reasons for migratory labour - would diminish once the Natives had their own urban centres. Furthermore, the rate of population growth would eventually decline.

In the long run a policy of systematic and planned development of natural and human resources on a regional basis would not only put the Union's national income on a much higher level, but it would also help safeguard against catastrophes such as that which must affect the Rand when gold is no longer the most important industry of the country, or when the shortage of water places a limit on development within a particular region, such as the Vaal River basin.

NATIVE RESERVES ARE NOT SHOW PLACES

by

(Oliver Walker, Editor of Publications,
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Overseas pressmen now travelling with the Royal Party have received a general invitation from the Minister of Native Affairs to visit the Reserves in order to see our Native policy in action. They will be permitted to travel around freely with, or without official guidance. This is a handsome offer. But I doubt whether the time-factor will allow any of them to avail themselves of it!

In 1944-45 I travelled over 20,000 miles through the Reserves, and nearly all of it had to be done by road. Nor can you expect to see very much by simply motoring through. To understand the Reserves their conditions and the life led in them by nearly 4,000,000 of our Bantu people requires a knowledge of history, sociology, anthropology, and certainly much more than a smattering of knowledge of the peculiarities of African agriculture.

South Africans themselves are deficient in such knowledge. There exists, I have found, a widespread ignorance of where the Reserves are, what they look like, and their precise function in the body politic.

"Reserve" and "Location" are often interchangeable ^{words.} Location is the older word. It dates back to the pockets of land set aside for Native settlement in the Ciskei in the first half of the last century. We have only two really large homogeneous Reserves. The Transkei in the Eastern Cape is one ; Zululand is the other.

The Transvaal and Natal have locations scattered through them in the same way (and for much the same purpose i.e. of providing handy labour-recruitment zones) as the Ciskeian part of the Eastern Cape Province. The Free State has two small Reserves, one at Thaba 'Nchu and the other at Witziesshoek in the north-eastern part which borders on Basutoland and Natal.

All these Reserves are crowded. In the Ciskei alone 30 percent of the people are landless.

The total area at present Native-occupied in South Africa is round 12,000,000 morgen. When the $7\frac{1}{2}$ million morgen scheduled to be purchased under the 1936 Trust Act has all been acquired the Reserves and rural locations will amount to 17,750,000 morgen, or 13 percent of the Union.

It is often claimed when the smallness of this allocation of land is challenged that the Reserves lie in the best rainfull areas. The Transkei

certainly has parts which enjoy up to 50 inches. So do sections of Zululand and the northern Transvaal. There are vast empty tracts however, in the Kuruman and Mafeking areas which are marked for Native occupation but to which Natives from the crowded Ciskeian areas refuse to shift because of the lack of water.

Outside the Transkei and wherever European farmers have settled the apportionment of land for the Natives of the district has only taken place after the 'eye' of the land has been picked. One history student discussing land policy in Natal writes: "The colonists grudged the natives whatever land they might have because they said that the possession of land encouraged 'the habitual indolence' of the Kaffir, and freed him 'from the necessity of agreeing with the European settlers to establish himself on their lands as a labourer'. They maintained that the locations contained some very fine land yet they knew that the locations were worthless. They therefore produced a rationalisation to the effect that the land was worthless for white men, but quite suitable for natives... Once this justification had been made the assigning of barren, rugged land to natives which had at first been unavoidable and almost unconscious, came to be accepted as a recognised principle."

Whether you agree with that assessment or not the

fact remains that none of our large Native areas is self-supporting in foodstuffs let alone capable of producing a surplus. The Ciskei is a land of woeful shortfalls. It requires 837,000 bags of mealies a year to feed its people: it produces on an average 352,000 bags. On the basis of half a pint of milk a day to each member of a family its annual milk yield is 3,987,209 gallons too little. One plough to 2.6 families; one harrow to 13 families; one planter to 81.4 families; one cultivator to 31.5 families...such are the figures arrived at by the Assistant Director of Native Agriculture for the Ciskei.

The Transkei, potentially, could produce big surpluses of food. It barely sustains itself, and often goes short in a bad year. Here is an area the size of Switzerland with only one 70-mile strip of railway in it, and hardly a wire fence throughout its length and breadth. It has rivers but no electrical power undertakings. It has minerals but they have never been surveyed. It has the raw materials for meat-canning, leather-making and wool-manufacturing industries. It lacks a single industry.

The Free State Reserves are poverty-stricken zones, treeless and with only odd patches at all productive. In 1944 in the Witzieshoek Reserve the people (there are 10,000 living there) produced only 10 percent of their maize requirements.

In Zululand only 14 percent of the land is reckoned under the plough. The rest is grazing for cattle. The average for Natal and Zululand Native areas is three acres a beast; the actual carrying capacity has been reckoned at seven acres to a beast by the Native Affairs Department.

Each of the Reserves represents a major agricultural problem. They could equally well be described as health and sociological problems for no part of their difficulties exists in isolation, but is related to other factors. The Native Affairs Department is not unaware of the parlous conditions existing in most Native rural areas. Since it formed its own Agricultural section and had the resources of the Trust Fund created by the 1936 Act to draw upon it has spent many thousands trying to check soil erosion, improving stock and culling scrub cattle, tree planting, making compost, selling seed cheaply, planting and encouraging vegetable gardens, building dams, sinking boreholes, and training native demonstrators at Fort Cox, Tsolo, Flagstaff and Teko.

But the problem has not diminished. Indeed there are signs that in some areas like the Ciskei it has gone long past redemption by money. If the whole of the £12,000,000 which is supposed to be the amount needed to carry through the Rehabilitation of the Reserves' plan were poured into the Ciskei alone it is doubtful, in the

light of experts' reports, whether it could be resurrected in, this, or the next generation!

Our Reserves, it has to be realised, are not a problem that can be treated in vacuo, or as the private worry of a part of one State Department. There are too many facets to it for that -- not excluding the human one. It overlaps South African life at all points, and is, to my mind, a final comment on the futility of our efforts to treat the Native people as a non-integral part of the nation.

From being reservoirs of labour -- the earlier concept of the Reserves -- they are well on the road to becoming reservoirs of disease, of malnutrition, and an eternity of Poor Blackdom. Our Native urban problem is only one end of the see-saw. The rural end is the Reserves. They may be more picturesque than Shanty Towns. Their plight is no less dire. and Sakkiedorps

SOUTH AFRICAN INSTITUTE OF RACE RELATIONS (INCORP.)
SUID-AFRIKAANSE INSTITUUT VIR RASSEVERHOUDINGS (INGELYF).

DEVELOPMENT OF NATIVE AREAS.

An outline of Reconstruction and Development Scheme
in Native areas.

I. TRIBAL SETTLEMENT IN NATIVE AREAS.

1. The Re-settlement of present tribal and additional areas for assisted tribal settlements on a full-time peasant-holding basis with safeguards as to beneficial occupation.
2. The organisation of the peasant housing in such a way that amenities (water, etc.) and the establishment of schools and community activities are possible.
- (3. As a corollary to 1. the stabilisation of urban labour so as to prevent its being a burden on the Reserves.)
4. Also as a corollary to 1. the establishment of villages in the Reserves with small allotment holdings for the growing of household food, but with the population occupied in trades, trading, afforestation and public works, mines, industries and professions.
5. For 2. and 4. assistance towards adequate housing, education facilities (both juvenile and adult), recreational and social facilities and health services.
6. For 1. the necessary assistance in both individual and co-operative farming enterprise so that all families may have a satisfactory supply of home-grown food for a well balanced diet and sufficient income from surplus stock, etc. and crops to meet the needs of civilised life.
7. For 4. assistance to village allotment holders in producing varied protective foods.
8. For 4. the organisation, without colour bar, of such mines and industries as may be possible with a view to the employment of the population of the settlements.
9. For 1., 2., 4., 6., 7., 8., the conversion of the S.A. Native Trust into a co-operative organisation with the tribes-people, for agricultural production, marketing and other development.
10. The training and use with adequate salaries of Chiefs and other Africans for greater administrative and judicial duties in these areas.
11. Local self government through properly trained Chiefs, tribal councils, local councils, village management boards, etc.
12. Co-operation of the Social Welfare Department with the local authorities in the provision of recreational facilities for all sections of the community, child welfare benefits, help for the aged and physically unfit.
13. Co-operation of the Public Health authorities in the establishment of adequate medical and nursing services and hospitalisation.
14. The establishment of afforestation and land and water conservation schemes with adequate finance from Public Revenue, but with the co-operation of the local Native authorities and the use of Native personnel without colour bar.

- II... Farm Settlement schemes for returned African soldiers and other Africans in suitable portions of Released Areas on a basis of co-operation with the S.A. Native Trust - with or without arrangements for freehold acquisition over a

probationary period to approved settlers.

These settlements would need all the provision of housing and amenities enumerated for tribal settlement above.

III. Freehold Farm Purchase - Area Schemes organised by the Trust with provision for

- (a) Easy Payment System.
- (b) Expert agricultural advice either from the Department of Agriculture or Agricultural Section of Native Affairs Department, or both.
- (c) Such help in acquisition or hire of implements, stock, etc., as may have been found of value in other such schemes.
- (d) Provision of social welfare, health and educational facilities.
- (e) Safeguard of the land by requirement of beneficial occupation.

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THE NATIVE AREAS AND THEIR PLACE IN THE
ECONOMY OF THE UNION

- Note: Native Areas
- * (a) Crown and Trust Native Reserves and Locations (taken over by the Trust in 1936) - all scheduled.
 - * (b) Crown lands (Crown lands in released areas taken over by Trust in 1936 - other Crown lands let at rental to Natal (£2) and Transvaal (£1.10.0) squatters; hut tax in Cape and later local tax of 10/-).
 - * (c) Land bought by Trust in released areas.
 - * (d) Mission Reserves or Stations.
 - * (e) Tribally-owned farms.
 - * (f) Native-owned farms.
 - * (g) Farms rented by Natives.
- * Trust Control

1. The Native Areas

- (a) The origin of the various Native areas
- (b) Their location (Map)
- (c) Land tenure and the Land Acts etc.
- (d) Administration

2. Description of the Native Areas (I. General)

- (a) Area
- (b) Population and density
- (c) Agricultural production
- (d) Livestock - numbers and distribution
- (e) Transport facilities
- (f) Health statistics and health services
- (g) Educational statistics and educational services
- (h) Native customs

3. Description of Native Areas (II. Earning a Living)

- (a) Proportion of landless Natives
- (b) Proportion of adult male population in gainful occupation outside Native areas
- (c) Trading in Native areas
- (d) Occupations other than farming, e.g. industries
- (e) Co-operation

4. The Problem of Migratory Labour

- (a) International comparisons
- (b) Proportion absent and wages earned and returned, etc.
- (c) The Recruiting System
- (d) Where they work
- (e) Social and economic effects

5. Future/...

5. Future development of the Reserves

- (a) Their area and possible increase - land tenure
- (b) Agricultural training
- (c) The N.A.D. "Rehabilitation Scheme"
- (d) Health Services
- (e) Education
- (f) Industries and permanent industrialisation
- (g) Population trends
- (h) Urbanisation
- (i) Administrative machinery:
 - (i) The N.A.D.
 - (ii) Recruiting
 - (iii) The Council System

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