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HOW UNION NATIVES ARE GOVERNED.

PROS AND CONS OF TRUSTEESHIP IN ACTION.

This fact paper has been prepared by Mr. E.W. Sampson, Liaison Officer, Department of Native Affairs, Pretoria. It is sent to you gratis for reference, by the Director, State Information Office, Private Bag, Pretoria, and may be quoted with or without acknowledgment. Additional copies are available on request to The Director.

Pretoria.
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THE PROS AND CONS OF TRUSTEESHIP
GOVERNMENT FOR NATIVES IN THE
UNION OF SOUTH AFRICA.

(By E.W. Sampson, Liaison Officer, Department
of Native Affairs, Pretoria.)

This is a summarised assessment of the conditions of life in the Union of South Africa as they affect the $8\frac{1}{2}$ million Bantu Natives, who form two thirds of the population of the country.

Fifty years ago the Bantu were still a comparatively primitive people. Very few of them could read and write and the possibility of their becoming even semi-skilled mechanised workers was remote.

Today most of the children attend free Government schools and Bantu workers are learning new skills at a rapid rate. Special training is being given to enable them to take up posts in the various Government services organised for their benefit and advancement.

As regards administration, the Bantu are still in the position of learning how to manage their own affairs on western lines. The transition from age old tribal custom, however, is proving difficult in many ways.

LAND AND RESIDENTIAL RIGHTS.

A. RURAL AREAS.

Advantages:

- (1) In South Africa, over 15,000,000 morgen of land (1 morgen = 2 1/9 acres) in the better farming areas is reserved for exclusive occupation by Natives. Natives actually own 1.8 million morgen, while the remainder is held in trust for them by the South African Native Trust. All married male Natives living in the ordinary tribal reserves pay 10/- per year local tax. For the right to occupy and cultivate a holding on developed land belonging to the Trust, Natives pay £1.10.0 per year. The average area of land per family in the Native areas is over 40 acres.
- (2) In the reserves, the Native can live according to Bantu custom. About 3.3 million Natives reside in the reserves. Land is allotted by Chiefs in reserves and surveyed holdings are given out by the Trust on farms purchased by Government for Natives since 1936.
- (3) Native land may not be sold to people of other races. This serves as protection against competition from more efficient white farmers.
- (4) Development and rehabilitation of the reserves is done on a very large scale by the Government without charge to the Natives. In addition, Natives also benefit from State assistance schemes for stock and crop improvement.
- (5) The collective interest of the Natives in the land provided for them by the Government is represented by the South African Native Trust. The Trust is administered on behalf of the Natives by the Department of Native Affairs free of cost. Its income is derived from grants made by Parliament, rents, sale of timber, etc.

Limitations:

- (1) Natives may not purchase land, except in the prescribed Native areas (Per contra Europeans may not purchase land in Native areas). This prevents a hotch-potch of European and Native residential areas.
- (2) Natives may not reside on rural land outside their own areas, except as resident labourers on European farms, etc., In practice, however, many who are not bona fide labourers for rural landlords do in fact reside there. Government Crown land carries thousands of Native tenants and land owned by large companies as well as individuals is also occupied by Native tenants under special exemptions. The usual requirement for being a bona fide farm labourer is the rendering of 90 days service to a farmer in a year. In Natal the qualification is 180 days. This labour may be free or paid according to agreement made between labourer and farmer. Permanent farm labourers usually have the right to graze stock and to cultivate some land for their families on the farms employing them. Many Native families have lived on European farms for generations under this system.

B. URBAN AREAS:

Advantages:

- (1) Natives have residential rights and services such as water, roads, lighting, at sub-economic rates in nearly all municipal areas -

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vide the many sub-economic model housing schemes subsidised by the State and local authorities. Rentals are usually about 25/- per month for three-roomed houses with services. This is far below cost.

- (2) Hospitals, clinics, schools, etc., are readily available.
- (3) Wages in industry are high.

Limitations:

(1) Natives may reside in urban areas only as follows:-

(a) On the property of an employer. Normally the employee only is housed, but some exceptions are made, e.g. a Native in domestic employment may obtain permission for his wife to live with him on his employer's premises.

(b) In a location or area set aside and developed by the local authority for exclusive Native use.

(2) The general principle is that Natives should rent, not own, residential sites in urban areas. This is to enable local authorities to maintain, control and preserve standards of hygiene, etc. There are several urban areas where Natives do own their own property, however, such as Alexandra Township, (Johannesburg) and Lady Selborne, (Pretoria).

L A B O U R.

Advantages:

(1) European enterprise and development have created a huge field for Native employment and progress towards greater earning power.

(2) Minimum wage regulations are laid down in all organised industries, regardless of the race or colour of employees. Though Natives tend to be confined to the lower grades of work, they are steadily rising to higher grades particularly as machine operatives. Farming and domestic labour are excluded from wage regulations. Here wages are determined by free competition.

(3) Various labour agencies assist Natives to find work:-

The Mines' Native Recruiting Corporation, farmers' recruiting agencies and municipal labour bureaux all do good work in this respect. Under recent legislation a network of Government Labour bureaux will shortly be developed throughout the Union.

(4) Regular Government inspection of labour conditions for the protection of workers is carried out in terms of the Factories Act, etc. This obviates abuses, e.g. sweated labour, unhealthy working conditions, etc.

(5) The Government Unemployment Insurance Scheme includes only the higher grades of Native labour, but the Workmen's Compensation Act, Government disability grants, etc. apply to all races and classes.

(6) Natives are free to form their own trade unions of which there are about 50 in the various trades and industries in South

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Africa. They are, however, not directly represented on the Industrial Councils which determine wage rates in the various industries. It is considered that as yet Natives do not possess the requisite knowledge of business and trade unionism for such full participation, but the authorities have given Native trade unions de facto recognition and have dealt with them in settling strikes and disputes. The establishment of regional labour councils, with Native members and an European chairman, is now envisaged to deal with Native labour complaints and disputes. A national board consisting of Europeans will co-ordinate and further the work of the regional councils at higher levels.

(7) Natives have special opportunities for employment in their own areas and in service of their own people, e.g. in the Departments of Education, Justice and Native Affairs. It is the Government's policy to reserve such fields for Natives in so far as they are able to undertake the duties involved effectively.

Limitations:

(1) On account of social separation between the races in South Africa, the Native finds difficulty in obtaining certain forms of employment which are regarded as the special fields of the Europeans. This is effected through trade unions' action. Very few actual legal barriers exist. By legislation, Natives are, for instance, excluded from undertaking certain work in mines where the safety factor is paramount.

(2) Apprenticeship is still very difficult for Natives in skilled trades, and technical college facilities are on a much smaller scale than those for Europeans.

(3) Natives are debarred from joining nearly all European trade unions but few of the Bantu have attained the all round efficiency of white tradesmen. The Native Building Workers Act, recently passed, provides a separate lower field of operation for semi-skilled Native builders in their own urban locations, suited to their own standards of work. Wages are attuned to Native standards of efficiency and the ability of Native employers to pay for the work done.

(4) Natives are restricted from carrying on certain forms of business in European urban areas, but have the monopoly of such business rights in nearly all urban Native locations.

E D U C A T I O N.

Advantages:

(1) Free school education for Natives, apart from boarding costs, is provided by the State throughout the Union. Small charges are made for boarding, books and other school requisites.

(2) Vocational and university education is subsidised and supervised by the State.

(3) A special medical school for non-Europeans has recently been established by the Government with liberal bursaries to train Native doctors. Native nurses are trained in Native wards of hospitals throughout the Union on the same lines as European nurses.

(4) Special agricultural schools are established for training Natives as farmers, as demonstrators in Government service and for private employment.

European /.....

5. European Missionaries contribute valuable and devoted services to Native education. Teachers' salaries in Mission Schools are, however, paid by the Government.

(6) The expenditure on Native education has risen to nearly £7,000,000 for the year 1952-53, whereas the total of Native direct taxation amounts to only about £1,750,000. The balance comes from the general revenue of the country.

Limitations:

(1) Natives are restricted to their own schools, which are run in a less costly way than European schools.

(2) Technical and trade training for Natives is still on a limited scale, although it is developing.

(3) As a result of social separation, Natives are debarred from some European universities by the University authorities. Natives do, however, attend the large universities of the Witwatersrand and Cape Town. The Fort Hare College for non-Europeans, established by the Government, is an adjunct of Rhodes University, Grahamstown.

(4) There are not yet sufficient schools for all Native children in the country.

MOVEMENT AND RESIDENCE.

Advantages:

(1) Under the Abolition of Passes Act just adopted by Parliament, all restrictions on the movement of Natives from one area of the country to another have been abolished.

(2) No Europeans are allowed to reside in or otherwise possess rights in Native areas, except by special Government permit.

Limitations:

(1) The number of Natives resident in any urban area is limited by the amount of employment and the residential facilities available for Natives in each centre. To permit of a large influx of Natives would be to court the breakdown of health services and cause unemployment and housing problems. The incidence of crime, already high in Native urban areas, would be increased. Under the new Act, Natives may not reside for longer than three days in any urban area without registering themselves for employment unless, they have special permission to visit relatives, etc.

(2) Curfew regulations in many towns forbid Natives to be abroad after a certain hour at night except with written permission from their employers. This limits crime.

SOCIAL SERVICES.

Advantages:

(1) Health services are established throughout the Union to deal with the Bantu sick, through the medium of hospitals, clinics, crèches, etc. Epidemics are dealt with scientifically by State services and vaccination is becoming general. In practice, very few Natives are called upon to pay for the health services they receive and charges are, in any case, nominal.

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(2) The various national social welfare organisations, which are voluntary but receive Government recognition, are all deeply concerned with the Native side of their respective branches of work, e.g. tuberculosis, blindness, child welfare, etc.,

(3) Drought relief services are organised wherever necessary in times of crop failure, etc., and poor relief in the form of food, blankets, etc. is available at all Native Commissioners' offices for the needy who cannot obtain work.

(4) School feeding. Nearly all Native school children in the primary standards have a light specially balanced meal each day at school at Government expense. This is to overcome deficiencies in the Native diet. Natives also benefit from the State-subsidised mobile food markets and from the recently-introduced fortified bread and mealie-meal.

(5) Pensions. State pensions are paid to aged Natives of both sexes, to all blind who cannot work, and to invalids of all kinds whose infirmities prevent them from earning a living. These pensions for Natives are unique in Africa.

Limitations:

(1) The amounts paid to Natives in pensions and relief are proportionately less than those received by Europeans under similar circumstances. This is in accordance with the Natives' standard of life.

(2) Under their own tribal system of life in the larger reserves, Natives have no organised social services apart from those introduced by Missions and Government agencies.

POLITICAL AND ADMINISTRATIVE RIGHTS.

Advantages:

(1) In the extensive Native reserves, the tribal system of control by hereditary chiefs is preserved and with it the traditional Bantu pattern of life. The chief is no longer able to make war on his neighbours and his legal powers, previously almost unlimited, have been reduced in the public interest. Provision is, however, made in the recently passed Bantu Authorities Act for building up in the reserves a more democratic system of Bantu administration, based on the traditional functions and powers of the chief. The establishment of regional and territorial co-ordinating authorities is also provided for in the Act.

(2) District and General Councils, more closely allied to Western administrative institutions than the new Bantu Authorities, already exist in many Native areas, such as the Transkei. Where established, these have yielded only fair results, while the more tribally minded Natives, such as the Zulus, have refused to adopt them. These Councils are, however, not abolished by the new Act.

(3) Natives participate in the Administration of their urban locations or townships through membership of Advisory Boards, which are, usually, elected Native bodies with an European chairman. These bodies are complementary to the municipal councils of the cities and towns to which they belong. They advise on Native interests.

Limitations:

Natives do not have the same direct representation in Parliament as Europeans. They are, however, specially represented in

Parliament /.....

Parliament, by three Europeans in the Lower House (elected by the Natives of the Cape Province) and four European members of the Upper House, or Senate, elected by Natives of the four provinces. The Government also nominates four European Senators as advisors for their knowledge of Native affairs. By these means, Natives' opinions and desires are laid before both houses of Parliament, but the voting power remains with the Europeans, including of course those who specially represent Native interests.

GENERAL.

(1) The varying degrees of development of the different races in the Union of South Africa demand differential legislation in order to ensure fair treatment to each ethnic group and to protect the interests of all. For instance, the Liquor Laws deny strong drink to Natives in general, though the more advanced individuals can obtain special permits to acquire it. Some municipalities, however, brew and supply the traditional beer to Natives in towns. In rural areas, they brew their own beer.

(2) Natives travelling in trains are required to keep to the accommodation provided for them, but this includes first, second and third-class carriages of the same standards as for Europeans, and meals can be obtained from the dining saloon.

(3) Natives are excluded from privately owned European theatres and hotels, etc., which normally reserve the right of admission, but are encouraged to establish their own places of accommodation, refreshment and entertainment.

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