

Letter to the President Jones
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SOUTH AFRICAN INSTITUTE OF RACE RELATIONS (INC.)

ADMINISTRATION OF SOUTH WEST AFRICA - WELFARE OF THE INDIGENOUS POPULATION.

The Opinion of the International Court of Justice, should be regarded as imposing upon the Union the obligation to administer the territory in the spirit and letter of the Mandate under which the territory was handed by the League of Nations to the Union.

The relevant portions of the Mandate are:-

"Article 2" The Mandatory shall have full power of administration and legislation over the territory subject to the present mandate as an integral part of his territory.

The Mandatory shall promote to the utmost the material and moral well-being and social progress of the inhabitants of the territory subject to the present mandate.

"Article 3" The Mandatory shall see that the slave trade is prohibited, and that no forced labour is used except for essential public works and services and then only for adequate remuneration.

The Mandatory shall also see that the traffic in arms and ammunition is controlled in accordance with the principles analogous to those laid down in the convention relating to the control of arms traffic.....

The supply of intoxicating spirits and beverages to the Natives shall be prohibited.

"Article 4" The military training of the Natives, otherwise than for purposes of internal police and the local defence of the territory, shall be prohibited. Furthermore, no military or naval bases shall be established or fortifications erected in the territory.

"Article 5" Subject to the provisions of any local law for the maintenance of public order and public morals, the Mandatory shall ensure in the territory freedom of conscience and the free exercise of public worship, and shall allow all missionaries, nationals of any State of the League of Nations, to enter into, travel and reside in the territory for the purpose of prosecuting their calling.....

I suggest that the Institute make a study of the existing conditions in South West Africa and of the measures which should be taken to carry out these requirements of the Mandate.

I submit below the main headings of the matters which should be enquired into, and offer my brief observations on them, based upon study of reports and other publications on the territory over many years, and upon a recent brief visit to South West Africa, including visits to five Non-European Reserves.

ALLOCATION OF LAND.

According to the Annual Report of the Administration for 1937, the area of the territory had been allocated at that time as follows:-

(1) <u>Area of the Territory -</u>	<u>Hectares*</u>	<u>Hectares</u>
(a) Outside the Police Zone	30,101,000	
(b) Inside the Police Zone,		
Namib (desertlands)	7,164,860	
Other lands	45,025,000	82,290,860*

* Hectare = 1.675 morgen, 2,4711 acres (approximately)

(2) Non-European (Native & Coloured) Lands -

	<u>Hectares</u>	<u>Hectares</u>
	B/Fwd.	82,290,860
(a) Proclaimed Native Reserves (Outside & Inside Police Zone)	11,887,557	
(b) Areas reserved for extension of Native Reserves (Inside & Outside Police Zone)	4,255,800	
Rehoboth (mixed race) Gebiet	<u>1,356,200</u>	17,499,557
 (3) <u>European Farm Land -</u>		
(a) Farms in private ownership	14,708,692	
(b) Farms leased to settlers	8,828,187	
(c) Land held by Companies	<u>2,077,331</u>	25,614,210
(4) <u>Urban Areas -</u>		437,100
(5) <u>Game Reserves - (Inside & Outside Police Zone)</u>		9,593,600
 (6) <u>Area of Unalienated Crown Lands -</u>		
(a) In Police Zone	11,600,000	
(b) Outside Police Zone	<u>9,500,000</u>	21,100,000
		<u>74,244,467</u>

1 Hectare = 1.1675 morgen (approx) -or- 2.4711 acres (approx)

The extents in different areas do not sum up to the total area of the territory, because the Game Reserves overlap the Namib and Native Reserves. The above figures do not include Walvis Bay.

According to a reply given by the Prime Minister to Senator E.H. Brookes in the Union Senate on March 15, 1951, areas have been allocated as follows:-

	<u>Hectares</u>
Allocated for European settlement	24,403,902
Crown land leased to Europeans	4,714,564
Allocated for Native & Coloured occupation;	
(1) Inside the Police Zone	12,301,839
(2) Outside the Police Zone	14,728,640
Allocated for Game Reserves	8,526,250
Leased for mining purposes <i>mostly in Namib Desert.</i>	5,949,400
Reserved for government purposes	33,102
Set aside for urban areas	474,684
Held as Crown Land other than land for Government purposes	<u>11,215,460</u>
	<u>82,347,841</u>

There is nothing in law to prevent Non-Europeans from acquiring land outside the areas reserved for their occupation.

The Long Term Agricultural Policy Commission of 1948 expressed the view that "judging from the use of the land for production purposes in the past, it appears that ample provision has been made for the needs of the present Non-European population with reasonable allowance for increase..... Region for region good land has been selected for these reserves. Your Commission considers that the Administration has acted wisely by ensuring that sufficient land was earmarked for the requirements of Non-Europeans before the still available Crown Land was disposed of and it commends the Policy already adopted to get this land into full production, consistent with proper conservation, before extending the reserves further." (Para: 213-214)

Several of the reserves however, are already full to their carrying capacity in respect of livestock and human populations, and in some areas (at least) it has been found necessary to prohibit Non-Europeans who work outside from bringing in stock.

The maximum number of stock which can be kept by the head of a family is the equivalent of 100 large stock, ^{and 300 small stock, except where smaller numbers have been agreed to by the residents of certain reserves.} but I found that in one of the reserves I visited the average number was 15 large and 40 small stock.

According to the 1946 Report, the Livestock population of the Police Zone of the territory was in 1943 distributed between the Europeans, Natives and Bastard (mixed) populations as follows:-

	<u>Sheep & Goats</u>	<u>Cattle</u>	<u>Horses</u>	<u>Donkeys</u>	<u>Mules</u>	<u>Pigs</u>
Europeans	3,923,401	1,085,185	25,545	60,428	3,153	10,606
Bastards	118,018	14,783	1,730	3,553	7	22
Natives	<u>550,435</u>	<u>292,263</u>	<u>8,123</u>	<u>158,120</u>	<u>43</u>	<u>155</u>
	<u>4,591,854</u>	<u>1,392,231</u>	<u>35,398</u>	<u>222,101</u>	<u>3,203</u>	<u>10,783</u>

In 1946, severe drought greatly depleted the livestock in the territory, but The Long Term Agricultural Policy Commission reported that "for Europeans, saturation point is in sight for human as well as stock populations on farms....."(par.643) and there is every possibility that the Administration will be pressed more and more to open up new land for European settlements, more especially as the territory's agrarian economy is mainly pastoral, cattle and karakul being the chief income producers.

The tribes complain that even their reserves are being encroached upon by White farmers hungry for land. It is possible that some of the Crown land (which includes ^{unexplored} land in the Kaokoveld and in the North-West, and a strip south of Ovamboland and Okavango Native areas) may be found suitable for European settlement and will therefore be demanded for White settlers. The fair distribution of land as between Europeans and Non-Europeans should now be considered. And in this connection the possibility and desirability of bringing the Herero together into a single or at most two integrated areas should also be considered. For this was also a point in the Hereros appeal to the United Nations. Their hereditary leader is Frederick Maherero, whose father Samuel Maherero took refuge among the Bamangwato in Bechuanaland Protectorate when his forces were destroyed by the Germans in 1906. At present, the Herero in South West Africa are scattered over eight reserves and are divided in their loyalty between two ^{chiefs}. They are united in their desire to have Frederick Maherero among them to be their common leader, and he is anxious to go back, but will not do so until the people are united and there is adequate land for himself and his immediate followers in Bechuanaland who number about 15,000. The Administration has been favourable to the return of Chief Frederick and his people and to the territorial unification of the Herero, but will not accede to the Hereros' claim to the lost "valleys".

Consideration should be given to the great disparity between the number of livestock held by Europeans and those held by the Non-Europeans. The European population of the Police Zone in 1946 was 38,020 the Coloureds 44,592 and the Natives 94,568. While allowance must be made for the superior economy of the Europeans, the fact that it has been found necessary to restrict the livestock in some reserves suggests that there may be truth in the allegation of the Hereros and other tribes that the best lands have been made over to the Europeans. A comparative study of the carrying capacities of European and Non-European land would show how far this is true. It will be remembered that the Herero in their appeal to the United Nations alleged that they had been forced to leave the well-watered areas of ^{Ovambo} and adjacent districts, allotted to them after the first World War, and to settle in comparatively waterless areas (Epukiro and Aminuis), the former areas being used by the Administration to settle Boers.../P3... ^{Orumbo}

although these Hereros is regarded as a reservation

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The Administration ^{Lawyer} holds that there is ample evidence to show that the Hereros were merely permitted to reside temporarily in the Ovambo & adjacent farms until adequate water in the Ovambo & Aminuis rivers, brought from Angola. Their sense of injury was all the greater because before the German occupation they also held the best land in the territory, i.e. the Grootfontein and Tsumeb areas, and that it would have been contrary to ^{Natural Justice} to create a small "black island" in a large "white area".

As regards a division of the territory between Europeans and Non-Europeans, it would be well to keep in mind a statement made before the Administrator of South West Africa on 6th March, 1946, by Festus ^{the} Kandjo, ^{the} headman belonging to Chief Hosea ^{the} Herero of the Aminuis Reserve. He held that before 1904 this country belonged to five African tribes - the Herero, the Hottentot, the Berg Damara, the Ovambo and the Bushman. The Ovambo inhabited the Northern part of South West Africa; the Berg Damaras and the Hereros the central portion, (the central portion stretched northwards as far as Onguma and southwards it stretched down to Krib and Rehoboth; westwards it stretched as far as Swakopmond and Walvis Bay, and eastwards as far as the Kalahari desert, the border between Bechuanaland and South West Africa); the Bushmen people inhabited north of Onguma to Okavango and the district called Kaokoveld; the Hottentot people, or Nama, to give them their rightful name, inhabited the area from Kun to the Orange River. The Germans had been dispossessing the Berg Damaras (who were a serf people under the Hereros and Nama), the Herero, and Nama of their best lands and cattle, and this together with their systematic disarmament led to the Herero rebellion of 1904, which ended in the defeat of the Herero and the reduction of their number from about 80,000 to about 15,000. Thereafter the German Government set about to settle Germans in the best of the areas which had been occupied by the tribes, and the Hereros in particular, were left without land of their own.

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After World War I, the Union Government's Administration set about to reserve areas for the Non-Europeans. The Herero leaders claimed that their paramount chief Frederick Maherero had been promised, if his people helped the Union forces to defeat the Germans, that their lands would be restored to them. The Administration denied this and said, moreover, that it was not possible to dispossess the Germans and others who were settled on land taken from them during German occupation. ~~Even if this be admitted, there remains the Herero claim to the well-watered valleys from which they were driven in 1924-1926 during the period of the Mandate, to make room for the Angola Boers.~~

The Herero claim their "traditional lands" and the restoration of tribal unity and authority. This claim should be examined in the light of equity as well as of present circumstances and no effort should be spared to secure as fair a settlement of the problem as the circumstances permit.

But the Herero are not alone in claiming restoration of lands, and the other tribes and communities should receive just consideration. There can be no denying that the breaking up of the native tribes and coloured communities has been largely responsible for a degeneration of these peoples, but perhaps it is not too late to make the attempt to re-unite the groups and to strengthen tribal or community authority.

I draw special attention to three of the areas visited by me:-

Otjohorongo
Grietjette Reserve: Land on the West side of this reserve, which was potentially an area for the extension of the reserve, has been allocated to European settlers from the South.

Okombahe Reserve: An area of 116,000 hectares was added to this reserve in 1947 to accommodate Damaras from the Aukeigas Reserve. A further area of 144,000 hectares beyond the Uis River, south of Ugab, bordering on the Namib desert is to be added to accommodate Damaras who are being removed from among Europeans in the Kaokoveld. I do not know the number to be removed, but I understand that about 7,000 head of small stock and 400 of large have to be accommodated. The carrying capacity of the reserve varies as it goes westwards, .5%.

144,384

from 10 hectares per beast to 15. The most westward area is populated by springbok, ostrich and zebra. Stock will have to be limited as the Damara come in.

as mentioned above

Aukeigas Reserve: Pressure on this reserve has been relieved by the transfer of Damaras to Okombahe Reserve. The remaining residents are comfortably placed, and there is a large dam for the watering of cattle. But there is fear that the reserve will be handed over for European occupation. *and the smaller dams, together with a windmill and reservoir* as the reserve was officially closed *some years ago under an Act of Parliament with the consent of the residents, there is the likelihood that they too will be removed.*

European hunger for land is bound to increase not only because, as has been pointed out, the livestock population on land held by Europeans has reached saturation point, but also, judging by present indications, animal husbandry will continue to be the foundation of the territory's economy. Diamond mining, agriculture and fishing will be the main economic activities for a long time to come. Advancement in the territory's economy will be dependent upon advancement in animal husbandry and for this more land will be required. There is every reason why the Non-Europeans, pastoralists by tradition as they are, should make their share contribution to this advancement and be given their share of the land required. A just apportionment of the land is a fundamental necessity both for the economic development of the territory and for racial peace. This will not be an easy task, and highly charged emotional thinking on either side of the colour line will make no contribution to it. There must be some authority strong enough to withstand the pressure of political votes - the monopoly of Europeans in South West Africa - and its insistence that the interests of the White man over-ride all others. On the other hand, the Non-European peoples must be brought to realise that their rise in civilisation must have a sound economic foundation and that land can only be held in trust for future generations and that this trust can only be fulfilled by those who give their minds and energy to its care. Economic development and soil conservation demand intelligence and dynamic energy, and, so far, the Non-European peoples have shown a lamentable lack of both in their attitude towards development and conservation schemes. How their intelligence is to be awakened and their energy aroused must be the concern not only of the Administration and the well-wishers of the Non-Europeans, but also of those Non-European leaders who can be won over to active co-operation in these matters.

In considering the allocation of land, attention must be given to the recommendations of the Commission on Minimum Area of Farms (1946) that legislation be introduced to fix the minimum area of farms in the territory, that the minimum area in the most favourable districts should be 3,000 hectares and 20,000 hectares in the least favourable, and that, generally speaking, the minimum area in a moderately good district should be 5,000 hectares.

ECONOMIC DEVELOPMENT OF NATIVE AREAS

In the reserves visited by me, I got the impression that the people are less pressed economically than the inhabitants of the Native reserves in the Union. As indicated earlier, the average family holding of livestock is 15 large and 40 small. The average family cash income is also higher. The African tribes of South West Africa sell their cattle more easily than do the Union Africans, and their cattle were in much better condition (after a very good year) than I have found in most Union reserves. The average price obtained is £15 per beast, mostly three-year-olds. In the Northern reserves, the Administration has encouraged and organised the people's participation in the cream industry, *providing transport from depots in the reserves to the nearest European centre.* In the Omatjette reserve, the total of stock and cream sales in 1949 was £28,000. Divided among the 900 families of the reserve, this yields a little over £31 per family per annum. Actually, only about 200 participated in the cream industry and consequently their income was very much higher. The sales of cream amounted to about £7,000 so that the 200 participants earned on an average £35 per annum each from cream. The stock sales amounted to about £21,000 yielding an average of £23.3 per annum spread over 900 families. The average cream participant..6/

X The cream being carried by licensed African transport to depots.

As by licensed African transport

therefore earned over £58 per annum for sale of stock and cream. The level of living in the reserve is much lower than in the Union reserves so that this income earned within the reserve, is, comparatively, a fairly high one. Considerable income is also derived from money or goods sent into the reserve by sons and daughters working outside the Reserve. The income per individual obtainable in the reserve is however not enough to give a satisfying living to young men, except perhaps in a very good rain year (such as 1950). It is just enough to make them "choosy" about the work they will do. The young men's average stay in the reserve is 6 months, but the period is becoming less.

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In the southern reserves, karakul sheep and goats are the major interests. In 1949 karakul wool sold at 20d a lb; karakul skins went up to £49; an ordinary sheep fetched £2 and a beast £16. The relative importance of large and small stock in the southern reserves is seen from the fact that in the Berseba Reserve there were ~~801~~ cattle, ~~5940~~ karakul and ~~14,969~~ goats. *1852 large stock and 48,214 small stock in 1950*

There is no doubt that there is a considerable margin for higher cash income in the reserves if intelligence and energy are applied by the people to their traditional occupation of animal husbandry. But these qualities are sadly lacking, and the welfare officers have an almost impossible task in persuading the people to care for their animals. The level of living is still so low that it is not much affected by either adverse conditions or by higher cash income. There is suspicion of efforts made to help them to advancement, due partly to ignorance and partly to bitter experiences in the past. Welfare officers and others interested in the welfare of these people were unanimous in urging the education of the children as the swiftest means of overcoming ignorance, inertia and suspicion. Undoubtedly, the migration of the young people into the European areas is having an educative effect in many ways (some unwholesome) and the result will be felt in the reserves later on. But there is urgent need for the advancement of the people in the reserves and this must be done in several ways. The pattern of economic advancement must be created for them no less than the pattern of civilised thought and life. What should this economic pattern be? The Long Term Agricultural Policy Commission summed up farming in the Native Reserves as follows:-

"The Policy that the Reserves should be developed by the occupants for their benefit consistent with proper methods of conservation is commended. They should produce all food for their subsistence in animal and agricultural products and they should be assisted to produce a surplus for consumption in the territory or for export. For the attainment of these objects they should be given the same guidance and facilities as regards production and marketing as farmers outside the Reserves."

On several reserves inside the Police Zone the limit of production has been reached pending augmentation of water supplies in outlying areas. On parts of these reserves the limit has been exceeded and the application of suitable measures for the amelioration of the soil and pasture by the reduction of stock in general and stringent exclusion of stock from parts subjected to continuous overgrazing are now unavoidable." (Pars: 697-698)

The foregoing emphasizes the view expressed by me earlier in these notes that the land situation must be reviewed since some reserves are already overloaded. But both land apportionment and agrarian development must be related to the issue: what part are the Non-Europeans to play in the general economic development of the territory? Already the demand for farm, mine and other industrial labour is heavy, and it may well be that in the near future it will be found that the sound development of the economy of the territory and "the moral well-being and social progress" of the Non-Europeans require that occupation of the land shall be reserved for those who want to be full-time farmers, and the remainder, who may in the long run be the majority, encouraged to become full-time workers in other occupations.

-7- and there are mines in both the Okombahe and Ojohonyo reserves.

Some of these other occupations may well be in the reserves, for the areas contain mineral deposits, which should be exploited. ~~The reserves should not be kept closed to mining and other industries.~~

Agriculture in the reserves is of the most primitive and limited character, except in a few cases where riverside land can be flooded during the rains. In the Okombahe Reserve an average of 300 bags of wheat - a maximum of 1250 bags - is grown in river sand. Kraal manure is used but cultivators have to travel up to 15 miles to get it. European farms have more manure than they ~~can~~ use but transport is too difficult and costly to get it into the reserve. About 100 families participate in wheat cultivation but do not sell the wheat except when in great need of other food. Then they get 3d a lb for the wheat.

Usually the family cultivation is in a small circular garden, and there, in the rainy season, maize, tomatoes, peas, cabbages and tobacco are grown.

Food production is quite inadequate for sustaining the population and it would require a high degree of competence to make the land produce the food required.

Ojohonyo
The basis of the economy of the reserves must be livestock. For this, adequate water supply is essential. Open water all the year round is rare and it is necessary to build dams and to sink boreholes. The Administration has been active in both respects. In the Aukeigas Reserve, a wall 80 feet high holds up a considerable volume of water all the year round. In the ~~Omatjette~~ *Omatjette* Reserve, there are four earth dams, two of which are perennial, but the other two are defective. Eight boreholes have been sunk and diesel-engine pumps and windmills erected on them. At least six more are needed. The more widely and adequately distributed the water supply the less soil erosion is created by the gathering of stock at watering places. In the Okombahe Reserves ~~the~~ *the* boreholes have been sunk and pumps or windmills erected. There is ~~open water in the Omaruru river, but at least seven more boreholes are needed.~~ *open water in the Omaruru river, but at least seven more boreholes are needed.* In the Berseba and Tses Reserves (Keetmanshoop district), five earth dams and twenty boreholes have been provided and the water supply is considered to be adequate for present needs even in drought years.

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These instances will show that the Administration has not been inactive in providing the essential water supply for the reserves. But, as in other respects, the rate at which essential development works are carried out is not fast enough for the needs of the reserves.

The Commission on Long Term Agricultural Policy, quoted earlier, urged that the reserves should be helped to "produce all food for their subsistence in animal and agricultural products, and they should be assisted to produce a surplus for consumption in the territory or for export. For the attainment of these objects they should be given the same guidance and facilities as regards production and marketing as farmers outside the reserves." (Par:1.) The italics are the Commission's and the words sum up the agrarian programme for the reserves which should be pressed on the Administration.

There are, however, other economic activities which may be possible in the reserves, and which, if possible, would hasten the economic advancement of the reserves and their rise in civilised ways.

In the Union, the exploitation of the mineral resources of the Native reserves has been made impossible, partly from a desire to protect the Native inhabitants from the intrusion of Europeans, and partly from the fear that mines and works in Native areas would hold back Native labour from the European farms and industries. There are signs of a change in the policy and it is possible that in the near future considerable mining and industrial developments will take place in the Union's Native areas.

The economy of South West Africa no less than that of the.../8...

territory's Non-European areas would be more broadly based and greatly strengthened if in these areas, mineral and other natural resources could be exploited. A systematic survey of the reserves seems to be the first requirement, but corundum and lime are among the known exploitable resources.

Health in Native Areas:

Before the European occupation of South West Africa, the tribes depended for fruit and vegetables upon veld trees, plants and roots, for protein upon game, rats, mice, birds and other veld wild life, fish, and occasionally an ox or goat, and milk, (more especially the Herero). Today, game is rare and the veld is being denuded of plants and roots. The small gardens yield for a portion of the year a small supply of maize, peas, cabbage and tomatoes, for the rest they buy cereals, bread, sugar, and other carbohydrates at the stores. The Herero live mainly on sour milk, and the other tribes seem to be relying heavily on milk too, either goats' or cows' milk. The diet was a delicately balanced one and did not allow of much reserve against times of drought. Today, the diet is one-sided and more and more dependent upon the refined foods of European civilisation.

Close contact with Europeans is resulting in increasing adoption of European diet, white meal being preferred to yellow, white bread to brown, and tea and coffee being drunk.

Where Non-Europeans are labourers on European farms their diet varies according to the character of the farmer. A Health Commission reporting in 1946, said: "Some farmers feed their natives adequately, others do not. The latter are sufficiently numerous to justify the laying down of improved official standard scales of rations for native labourers on farms. A Commission on the Native Labour Problem in South West Africa reported in 1940 in similar terms, and both recommended standard diet scales being imposed on employers. This has been done, but I have no evidence as to its effectiveness.

The Health Commission reported: "There is considerable malnutrition amongst the Native children of the Police Zone. This is undermining their future health and increasing their susceptibility to disease. We are therefore satisfied that the Administration should expand its school feeding arrangements to cover those of pre-school age."

School feeding takes place in ^{most of the reserves} ~~most of the reserves~~, the meal consisting variously of ~~12~~ 8ozs mealie meal, ^{beans}, or sweet potato, venison (game where it can be shot), sugar, milk, vitamin oil. ^{School feeding is also in operation in all non-European schools (mission and private) in both urban and rural areas in the southern portion of the territory, i.e. south of Windhoek.}

Kaffircorn meal beer is a traditional drink amongst the tribes, and is light and wholesome. Marula beer and Ernbe spirit are strongly alcoholic. In recent years a concoction of several kinds of fermentable substances, called Kari, with methylated spirits or tobacco and yeast added has taken hold of the people. It is not a food and the Health Commission said of it. "It is a crude alcoholic poison, a cause of degeneration of many Natives in locations and in the reserves, a matter of great public concern to decent Europeans and to decent self-respecting Natives because its effects are such as to render those who partake of it quite unemployable. Kari causes physical degeneration and complete unreliability in addition to serious mental and moral deterioration". (Par.27) A Commission on Native Labour (1945-6) recommended that European beer be made available to Non-Europeans to counteract their addiction to these noxious types of drink.

The Administration employs part-time district surgeons in the Police Zone - there were 16 in 1946 - and two full-time ones outside the Police Zone. Sick indigent Natives are treated free by district surgeons and in hospitals. But there are no hospitals or district surgeons in the reserves of the Police Zone. There is one large ^{government} Native hospital in Windhoek and ~~in several towns there are small sections of European hospitals, in which Natives are cared for. Sick people have to travel fifty or sixty miles to secure treatment.~~

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and there are government hospitals also in Keetmanshoop, Grootfontein, Omaruru, Otjiwarongo and Walvis Bay, and elsewhere there are mission hospitals.

most of the reserves
all non-European schools (mission and private) in both urban and rural areas in the southern portion of the territory, i.e. south of Windhoek.

Welfare officers and missionaries and traders do what they can for simple ailments and the district surgeon visits once a year or half-year if patients are too ill to go to the town. There was no ambulance in any of the reserves visited by me. The welfare officers and their wives and some of the missions do what they can for the sick, but there are no organised medical services. Headmen and other Africans as well as welfare officers plead for the establishment of at least one in-clinic in each reserve, with, if possible, accommodation for emergency cases, the attendance of a trained nurse and weekly or fortnightly visits by the district surgeon. The Health Commission urged that steps be taken to provide nursing training in the territory for Non-European women and that bursaries be provided to help and encourage them to go in for the training. *It beginning has been made & two non-European girls are being trained in the Union at the expense of the Administration.*

The following figures of births and deaths extracted from registers in Welfare offices should be noted:-

	<u>Sept: 1949.</u>	<u>Sept: 1950.</u>	<u>Jan-Aug:1950.</u>
<i>Ogohompo</i> <u>Omatietto Reserve</u>			
Births	39	4	23
Deaths	51	12	24

	<u>1949 Year</u>	<u>Jan-June 1950.</u>
<u>Okombahe Reserve</u>		
Births	33	37
Deaths	47	35

<u>Berseba Reserve</u>	
Births	25
Deaths	16

<u>Tses Reserve</u>	
Births	9
Deaths	9

In 10 of the 47 cases recorded in the *Ogohompo* Okombahe Reserve, Tuberculosis was given as the cause of death, and, in the Northern Reserves of the Police Zone, T.B. and V.D. seem to be rife. The Health Commission said that "the situation regarding venereal diseases amongst Natives is a tragedy of the greatest magnitude."

A demographic study of the various races is an urgent necessity and a prime requirement for any consideration of a social and economic programme for the welfare of these people.

The Health Commission said: "The State should accept entire responsibility for a complete health service to Natives and Coloureds. This should be under the direction of the Chief Medical Officer to the Administration. Owing to the poverty of the indigenous people they cannot be taxed heavily, if at all. The Commission is of the opinion that direct taxation of Natives and Coloureds for health services rendered to them cannot fairly exceed 5/- per annum per family and 5/- per annum per unmarried person over the age of 18 years. The balance of the money expended should come from general revenue". (Par.264)

While I favour some contribution being required from Non-Europeans, as well as Europeans, towards medical services (as do the Non-Europeans themselves according to the Health Commission) I consider the sum suggested is too high, having regard to the wages paid and to the lack of medical services existing. I suggest that it will be soon enough to tax the people when they can see medical services,
P..10/..

being developed, and then the initial amount should not exceed 2/6d. Later as the services are developed the amount could fairly be raised.

6,755.15.10
During 1946, the total State expenditure on the medical treatment of Natives was ~~£32,776.6.3d~~, to which should be added ~~£1,002.5.3~~. ~~in grants to Roman Catholic hospitals, a total of £33,778.11.6.~~ out of a total State expenditure of ~~£2,344,712.~~ *on Health Services of £155.04.0*

It is clear from the report of the Health Commission, as well as from the facts gleaned from personal observation within the restricted period of my visit to the territory, that the planning and putting into effect of a comprehensive programme of health and medical services are urgent and prime necessities.

EDUCATION

In earlier years, education was dependent upon the missions, but more recently the Administration has increasingly assumed responsibility, and a teacher training institution, the Augustineum Training Institution at Okahandja has been taken over from the Rhenish Mission. In the mission schools the Administration pays the salaries of those teachers whose appointments have been approved and grants are made for books and equipment, *and of their workshops*, the missions providing the buildings, which *are* often used as a church, as well. Most schools go no further than standard III and the *other* teachers are of poor standard.

2,528
16,605
in 151 schools
X
In the Police Zone, the total enrolment of Coloured pupils in 1946 was ~~1500~~ in 28 schools, and the total enrolment of Natives was ~~5490~~ in 79 schools. Outside the Police Zone, the total enrolment of Natives was ~~15062~~ in 154 schools. The Administration's Report for 1946 says that the people have in the past held back from education, and that they have not disciplined their children to apply themselves to school work and to continue long enough in school. The people in the Police Zone, however, complain that the missions have never been anxious for their children to be educated, and that schools are too few and far apart. The mission schools I saw were small and unattractive. On the other hand, the Government School at Omatjette was well built, had good latrines and shower rooms in good condition and well used. The Headman urged that a boarding house be provided as the parents want to send their children to the school but want them to be under suitable supervision and control. He wanted two such schools in the reserve. I was assured by all welfare officers and headmen that the people are now very eager to have education for their children. Welfare officers and traders expressed the view that little progress can be secured in animal husbandry and agriculture until the people have been educated to understand better the reasons for better farming methods. Centralised schools would make it possible to have better buildings, equipment and teachers, and also - a point emphasized by headmen as well as welfare officers - better discipline of the children, as they get little or no discipline in their homes. It is claimed that those who have been to school are more mannerly and more temperate in their habits.

Teachers salaries have been increased of late and the salary grants from the government were doubled in 1946. A head teacher of a government school receives £100 rising by £8 per annum to £180 per annum with a cost of living allowance of £~~2.57~~ per month. *(104)* The salary rises also as the enrolment increases. There is a shortage of candidates for training as teachers and no doubt the low salaries of the past has been a factor in this. It is important that the teachers shall be well educated and well trained so that they shall have the necessary influence upon the community as well as upon the pupils in the school.

The correlation of teacher training as well as of the school curriculum with the pattern of social and economic life which it is desired to develop among the people is a matter which requires close attention, as it does in the Union. And, as in the Union,ll/...

114
and a principal's allowance of 15 per annum
X
70 shillings
+ The highest scale (depending upon suitable qualifications) is £144x10-2114

uncertainty as to what this pattern should be will paralyse educational progress. And unless the aim is to raise the standard of living of the people and to offer them wider opportunities for economic advance, the people will be suspicious of and hostile to any modification of the stereotyped school curriculum.

Very noticeable features of missionary influence are the dress of the Herero women (now copied by the Damara and Nama women) and their skill in needlework. The dress is a copy of mid-XIXth Century German woman's dress worn by the wives of early German missionaries, who also taught the Herero women highly skilled needlework and dress-making. There are indications that the men could show similar aptitude in skilled work if trained and given opportunities to apply their skills. *European miners differ in their estimate of the Herero men as workers, but the prevailing opinion is that they are difficult to handle & "aristocratic" in their attitude. But they too must learn to work.*

Education, like health, is a prime necessity for the Non-European peoples of South West Africa, and calls for planning and organisation to an extent not so far evident, but it must be closely related to the question of the place which the Non-European races are to occupy in the developing economy of the territory. That is to say, until the kind of life and the kind of society for which the children are to be prepared are clearly visualised, education in the schools will be purposeless and ineffective or else lead to a sense of frustration in after-school life. For example, to give vocational training, when there is no prospect of that training being economically satisfying to the pupil, must result in lack of interest during school life or to bitter resentment thereafter.

EMPLOYMENT

There is an over-all shortage of labour available for employment within the Police Zone, where economic activities have increased considerably since the end of the recent World War. The European population (38,020 in 1946) is increasing but is fully occupied in farming or in the more skilled occupations in commerce and industry. The Non-European population within the Police Zone consists of 44,592 Coloureds and 94,568 Natives. The Commission which enquired into South West Africa's Native Labour in 1945-6 found, contrary to the complaints of European farmers and others, that "there is no foundation for the complaint that the reserves and locations abound with unemployed local Natives. Not only do the local Natives appear to be fully employed at present, but vital statistics indicate that the local population is not increasing to any marked extent and that it could be more correct to describe it as just maintaining its present strength. That being so, there is little prospect of increase in the local labour supply. Any considerable expansion in the demand for native male labour can, accordingly, not be satisfied by the local Native population...." (paras:21-22)

The Commission found that in the urban locations a considerable number of females were engaged in part-time employment, mainly laundry work, but that in the reserves there is a larger percentage of unemployed women, but it must be borne in mind that in the reserves the women care for the livestock and do the milking as well as carrying out of household duties.

For years past, the Police Zone has been drawing upon the areas outside for Native male labour. These areas are:-

Ovamboland	- population in 1946	147,886
Kaukoveld	- population in 1946	6,011
Okavango	- population in 1946	<u>18,744</u>
	TOTAL	<u>172,641</u>

There are some 5,500 Bushmen in Ovamboland and in areas within districts of the Police Zone that are outside police control; also 14,000 Natives live in Caprivi Zipfel - most of them too far away for work in the Police Zone. Few of the Kaukoveld Natives have in the past gone out to work, but are now being recruited. 12/....

Some labour (about 6,000 a year) also comes voluntarily from Angola (Portuguese West Africa) as the Natives in the southern portion are ethnically related to those in Ovamboland and Okavango. The total number of Natives recruited in 1946 in Ovamboland and Okavango for work in the Police Zone was 13,500, of whom about 7,500 were Natives of Ovamboland and Okavango. This number comprised 4.5% of the total population of these areas. In addition, a certain number of Natives from these areas (at least 3,000 a year) travel to Bechuanaland in order to engage for work on the gold mines of the Union. The Native Labour Commission estimated that South West Africa should be receiving 3,000 more from these areas. The main reason given for the shortage, apart from the flow into the Union, is the fact that active recruitment has not been taking place in the areas.

The Native male labourers employed in South West Africa were distributed in 1946 as follows:-

Employed in Urban Areas	11,722
Employed on Mines	2,992
Employed on Roads	915
Employed on Railways	2,507
Employed on Farms	<u>33,967</u>
	<u>52,103</u>

Since 1946 there has been considerable expansion in the economic activities of the territory, and even the Commissioner's estimate of Native Labour requirements of from 60,000 - 65,000 is probably short of the needs.

one of the
The immigrant labour is used mostly on farms and on mines and is subject to a minimum contract period of 18 months on farms and 2 years on mines. Until 1950 the contract period for farms was twelve months with possibility of re-engagement for another year. This extension is the result of pressure on the Administration by farmers, despite the testimony of the South West Africa Native Labour Organisation before the Native Labour Commission that "for the last nine months it had not found a single recruit who is prepared to contract outright for a two year period on a farm" and despite the fact that the Commission said it could not recommend an extension of the period. (Par.80)

The period should not exceed one year, for even within this period family and tribal life in the reserves is adversely affected, as experience has shown in the Union and other African territories.

Farm labour in South West Africa is even more unpopular amongst Africans than in the Union. "Undoubtedly the most serious complaint", said the Native Labour Commission, "made by all Extra-territorial and Northern Natives against employment in the territory is the inadequacy of the wages paid by farmers. This complaint, as has already been pointed out, is confirmed by the local Natives, who also testified that wages paid in towns were not sufficient for the purpose of supporting themselves and their dependants. There were no serious complaints against the wage-rate obtaining on the mines in the territory." (Par.170). The Commission found that cost of food for Natives in towns had risen by at least 50% since 1939. While the increase for Natives on farms was not so great, the wages were very much lower.

The wages paid to locally employed farm labourers ranged from 9/6 to £2 or even (in a few cases) £3 per month. In the Northern portion of South West Africa the usual wage was £1.10/- to £2.

were
Native farm labourers recruited by the South West Africa Native Labour Association (SWANLA) ~~were~~ paid on wage scales based on the "class" of labourer, determined by the physical condition of the worker. "Class A" consists of those who are fit for underground mine labour: "Class B" for heavy farm labour or mine surface work; "Class C" for farm or general labour. Sixty-six per cent of labour....13/..

(2) SERVANTS IN URBAN AREAS.

	: First 12 months	: Remaining 6	: If recontracted
	: months	: months of con-	: to previous
		: tract	: employer for
			: further 6 months
			: after comple-
			: tion of first
			: contract
	: per month	: per month	: per month.
"B" CLASS. (1) Ordinarily	: 23/-	: 25/6	: 28/-
(2) If return-	: :	: :	: :
ing to previous employer	: :	: :	: :
at latter's request.	: 24/-	: 26/6	: 29/-

(3) MINE LABOURERS "A" CLASS.

1/- per shift for the first 309 shifts.

1/6 per shift thereafter.

NOTE :-

Special higher rates are in operation in respect of boys returning to previous employer and for skilled work.

(4) LABOURERS IN WORKS AND INDUSTRIES.

1/- per shift (or day of 8 hours) for first 12 months.

1/6 per shift (or day of 8 hours) thereafter.

NOTE :-

Overtime remuneration to be at the rate of 6d. per hour to a maximum of 30 hours per week.

recruited by SWANLA in 1947 was recruited for farm work and 84% of these labourers were of the "C" class. The wages of class "C" were as follows:-

FARM LABOUR - CLASS C

	RAW			EXPERIENCED		
	For 4 months periods; per month in shillings.					
	1st	2nd	3rd	1st	2nd	3rd
1st Year	9	10	11	11	12	13
2nd Year	13	14	15	15	16	17

Half of the forward bus fare, Ondangua to Grootfontein, of 5/6d (of which the Administration paid 2/9d) and the whole of the return bus fare of 13/9d, were deducted from the wage. The employer deducted 2/9 from the first months' wages and 13/9 from the last months' wages. The employer paid the forward and return railway fares between Grootfontein and the place of employment, ranging from 30/- to £5.14.6d, cost of recruitment 12/- clothing £1.6/-, food 5/-, sundries say 1/6.

It costs a farmer in the midlands from £7.25 to £6.10 to secure one immigrant labourer for one year, and the year's cash wage amounted to £3.6/- (the labourer receiving this amount less 16/6 for bus fares). To these amounts must be added an uncertain amount for food and something or nothing for housing.

The Native Labour Commission recommended new wage scales as follows:-

- Farm Work (a) Shepherding: 25/- per month for 1st Year.
30/- per month for 2nd Year, if with same employer.
- (b) General: 20/- per month for 1st Year.
25/- per month for 2nd Year, if with same employer.

The same rates payable to both recruited and local labourers.

- (c) Light labour: 5/8ths of wages of the able-bodied labourer.

The actual rates which have become payable since May 1957 are as follows: ~~Have these been put into operation?~~ *must schedule!*

The Commission heard a "chorus of complaints" from chiefs, headmen, and individual labourers about the food and housing as well as the wages on farms, and it found that it had become necessary to lay down a basic ration scale as follows:-

- Essential:
 - Mealie Meal - 12 lbs per week.
 - Meat - 1½ lbs per week or 3 lbs per 14 days.
 - Sugar - 1½ lbs per week.
 - Beans - 1 lb per week.
 - Salt - As required

Optional: (recommended)

- Milk - ½ pt of whole or 1 pint separated milk during the season or otherwise goat's milk, per day. 14/..

Optional:(recommended) Contd:

Vegetables or	
Fruit	2 lbs per week.
Fat	½ lb per week.

The Commission found that it was a regrettable fact that, with isolated exceptions, housing for Natives on farms in the territory is primitive and unsatisfactory, and, in some cases, non-existent. It recommended that it be made a penal offence to employ Natives on farms unless satisfactory housing is provided for them and that the minimum requirements be laid down. (Paras: 159, 165 and 168).

Conditions for Native labour on the mines provide a great contrast to both those on the farms and in the towns. The Commission reported that, in respect of the mines, "the Native witnesses without exception said that the wages, food, housing, and clothing on the mines were good, though some considered that the work was hard. And these comments applied to the Union and South West Africa Mines, though in regard to the latter the witnesses were not as satisfied as proved to be the case with the Union Mines. Such complaints as there were about our mines were not of a serious nature, and they were certainly not general". (Par.136). The diamond mines have reconstructed the living quarters on the most modern lines.

There have been many complaints about the transport arrangements from the Northern territories (Ovamboland and Okavango) to the Police Zone, but such enquiries as I was able to make showed that the S.A.R. & H. Administration has made substantial improvements, but this is a matter which calls for constant vigilance, especially in regard to sanitation and drinking water, the provision of rest houses, etc.

KA 6
p 13
The Commission reported that "there has been no more fruitful source of trouble and misunderstanding between employer and employee than the withholding of the last month's wages (to pay for the return bus journey). The employee is in most cases unable to understand why his wage has been withheld and invariably leaves his employer with a genuine feeling that his employer has done him down. Even though the matter is explained to him, he still feels that he has worked for a month without any compensation". (par.131). In fact, the labourer had to work 13 months on a year's contract.

(This means)
The Commission recommended that all the transport costs -forward and return - be made payable by the employer and no deduction made from the labourer's wages; also that the contract period be kept to the 12 or 24 months and not 13 or 25 months. (pars: 131 to 134),

Living conditions of urban-Native workers are also deplorable, and call for drastic action by the Administration. The best of the housing is about as good as the worst in the Union urban areas. Even allowing for the inertness of the Natives in regard to betterment of their own housing, the conditions are a serious reflection upon the Administration and the local authorities.

An increasing number of Ovambo and Okavango Natives is now to be found in domestic and other employment in the urban areas. They are not, however, permitted to bring their women-folk with them. The Police Zone Non-Europeans are deserting the farms for the towns and taking their families with them. Those from the reserves are also more and more taking their families into the towns. Wages must, therefore, be adequate for family life in the towns.

In Windhoek, a building contractor was offering Native labourers 6/- per working day, i.e. five days at 6/- and one day at 3/-, yielding 33/- a week. Rail fare to Windhoek was paid and the return fare was paid if the labourer completed his contract of six, nine or twelve months. Rent of 2/7 a month was paid by the firm.

The Native Labour Commission recommended a minimum wage scale for:-

Mines, Works & Industries	- 1/- per shift for 1st year. 1/6 per shift for 2nd year, if with the same employer.
Town Work (other than above)	20/- per month for 1st year.
(Extra Police Zone Natives)	25/- per month for 2nd year, if with the same employer.
Local Natives	35/- per month for 1st year plus food and accommodation.
	70/- per month for 1st year - No food and accommodation.
	45/- per month for 1st year - plus food only.
	40/- 75/- - and 50/-

respectively for 2nd year with
the same employer.

follow the actual scales used as per the scale May 1, 1951 as is
No careful study of the Cost of Living for Africans in urban
areas has been made, and this should be done to ascertain how far the
minimum wage scales are adequate.

In concluding this brief survey of the employment of Non-Euro-
peans in the territory, I draw attention to the following remarks of
the Native Labour Commission:-

"In regard to industries, other than mining, the Commission
feels that the employment of migratory labour, either in
the form of Extra-territorial and Northern labourers or of
seasonal recruits from the local Native Reserves in the
territory, makes for inefficiency because of the temporary
nature of such employment and the consequent difficulty in
building up a skilled labour force, is uneconomic in view
of the distances which such recruits have to travel every
year, is unsettling in that it leads to employees leaving
their existing employment in order to go to the more lucrative
seasonal employment, and is undesirable from the social and
moral points of view. The Commission, therefore, suggests
that the Administration should encourage the local authorities
in whose areas industries are carried on and the industrialists
themselves, to aim at a state of affairs where their employees
will be permanently resident and properly housed in the areas
in question". (par.86).

GOVERNMENT

In most of the reserves of the Police Zone a European Welfare
officer is stationed in the reserve, who serves under the Native
Commissioner stationed at the district administrative centre - a
European town or village. The Welfare officer "is responsible for
the administration of the reserve regulations, allots residential
sites, sees that pumping plants, buildings, fences and roads are
kept in order, and he brands the stock. In his work of general
development of the reserve he is assisted by a Native Reserve Board
of which he is chairman and which consists of the Headman and up to
six additional Native members elected by the Natives. This affords
the Natives direct participation in the management of their affairs,
and is basic in the Mandatory's Native policy both in the Union and
in the territory". (Administration's Report for 1946). The Board
members operate on a ward system and travel by horse or donkey cart
and even by motor car. They help with the agricultural census,
registration of births, and deaths, care of fences and dams,...16/...

issue and record of passes, and in one reserve at least, deal with domestic troubles, including the disciplining of children. They are paid £1 per month, the headman receiving £2 per month.

For each reserve a trust fund has been set up into which all revenue is paid and the board is consulted on the expenditure. The following is an example of trust fund estimates for one year:-

1950/1:- Revenue:

Grazing fee	£1,000	
Rentals	60	
Trust Revenue	18	
Dog Tax	20	
Dairy Fees	15	
Levies	---	
Sundry:Vaccine,sale of cement,etc.	60	
		£1,173
Balance from 1949/50.		<u>830</u>
		£2,003

Expenditure:

Administration	£300	
Capital - water supply	150	
Maintenance - " "	350	
New Construction	70	
Maintenance -Roads & Fences	60	
Purchase of Livestock (Bulls)	250	
Purchase of Vaccine	50	
Purchase of Agricultural Equipment	40	
Sundry	30	
		<u>£1,300</u>
		<u>£ 703</u>

Headmen appear to have little influence and would not be capable of exercising judicial functions. The Herero are divided in their loyalty ~~between two chiefs~~; the Damara cannot agree upon a chief; and the Nama ~~Chiefs and Kapteins~~ were abolished long since, ~~Tribal and headmen authority is, therefore, hardly existent.~~

and boardmen, appointed by the Administration here after election by the reserves do however exercise a certain amount of tribal authority.

In only one of the reserves did I find a ward committee assisting the board member, and here; apparently, the board member and the committee together exercised discipline in domestic matters. The absence of so many of the able-bodied men in employment outside the reserves makes the developments of tribal authority a hopeless business. It is only where the bulk of the men of the tribe can be full-time residents in a reserve is it possible to have effective tribal authority.

In Ovamboland, Okavango and Kaokoveld, there are chiefs and headmen who exercise greater authority, having judicial functions. Tribal councils of headmen hear appeals from headmen's courts, while the Native Commissioner's court hears appeals from these latter. All cases, except murder and rape, are dealt with under Native law and custom. Trust funds are operated in these areas also.

In the urban areas, Native advisory boards with European chairmen function as in the Union.

As in the Union, the participation of the Non-Europeans in local government in the Police Zone is rudimentary, and it is by no means easy to see how it can be made more extensive and effective unless and until their social and economic life has been integrated into a stabilized society.

The Non-European population of South West Africa generally is under the care and control of the Chief Native Commissioner (who is also the Secretary of the South West Africa Administration), and, under him, the hierarchy of Native Affairs officials. There is no doubt that all take their duties seriously and carry them out with conscientious care. But there are limiting factors. The first is ~~the~~ indifference, if not the hostility, of the Non-Europeans towards schemes for the improvement of land and livestock. Their inertia is difficult to overcome, more especially because the most energetic and ambitious have gone out of the reserves. The second is the inadequacy of the funds available for development - for men and materials. The Administration in the past has been handicapped by the inadequacy of its financial resources and there have been times when it has been seriously embarrassed financially. The third has been the lack of a policy and programme related to the general economic and social changes taking place and likely to take place in the territory. The fourth is the lack of a strong public opinion favourable to the social and economic advancement of the Non-Europeans and to the expenditure of money on this object and of agencies independent of political control able to voice the needs of the people.

The Union now faces a world that is highly critical of the attitude adopted by her Government towards her mandate and of her treatment of the indigenous population of the territory. It has been the purpose of these notes to divert attention from international disputations to the practical measures that can and should be taken for the more effective carrying out of the trust which the Union has assumed, and to ask that citizens of the Union and the Mandatory territory shall together accept responsibility for the discharge of the obligations of the trust.

J.D.RHEINALLT JONES.

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