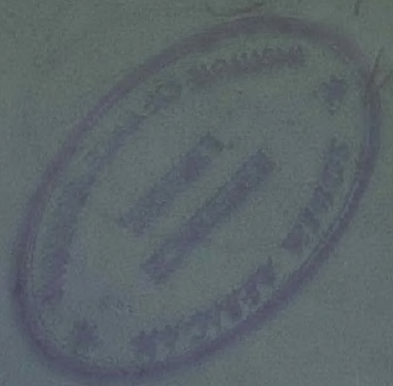


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UNION OF SOUTH AFRICA

REPORT

By the

GOVERNMENT OF THE
UNION OF SOUTH AFRICA

ON THE ADMINISTRATION OF
SOUTH WEST AFRICA

FOR THE YEAR

1946

Published by Authority

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ANNUAL REPORT

ON

SOUTH WEST AFRICA

1946.

CHAPTER I.

INTRODUCTORY.

BOUNDARIES AND AREA.

1. South West Africa lies on the west coast of Southern Africa between latitudes $17^{\circ} 23'$ south and $28^{\circ} 17'$ south, the Atlantic Ocean, and longitude 21° east.

2. The boundaries of the Territory are roughly as follows:—

West: The Atlantic Ocean from the mouth of the Orange River in the south to the mouth of the Kunene River in the north.

North: From the mouth of the Kunene River midstream to the crest of the Oruwahakawa Falls; thence due east to the Okavango River; thence midstream to Andara; and thence in a straight line to Katimo Molilo on the Zambesi.

East: Down the Zambesi to its junction with the Chobe River to a point twenty miles south of the point where the line from Andara to Katimo Molilo intersects the Chobe River; thence along a line running parallel with and twenty miles south of the northern boundary as far as Andara; thence to the western border of Bechuanaland; thence south along the western border of Bechuanaland and the Gordonia portion of the Cape Province to the Orange River.

South: The north bank of the Orange River to the Atlantic Ocean.

3. The Territory of South West Africa embraces an area of 317,725 square miles (82,290,860 hectares). Walvis Bay, which is 374 square miles (96,867 hectares) in extent, is administered by the Administration of South West Africa, but the area remains nevertheless an integral part of the Province of the Cape of Good Hope.

PHYSICAL CHARACTERISTICS.

4. The country may be said to consist of a slowly rising, sandy coast-belt, a higher interior plateau reached at a distance of 60 to 100 miles from the coast, and a gently falling eastern strip of sandy country that merges in the level expanse of the Kalahari. A full description of the physical characteristics of the country may be found in paragraphs 2 to 7 of the Annual Report on South West Africa for the year 1930 submitted to the League of Nations.

CLIMATE.

5. The coast of South West Africa is swept by the Benguella Current, an Antarctic current which influences both the climate and rainfall in the west of the Territory.

6. The temperature of this current is 14° F. (8° C.) lower than water should normally be within the latitudes mentioned, and the warm saturated air from the Atlantic coming in contact with the colder belt of air surrounding this current is immediately condensed and descends in the form of fog. The atmosphere is thus deprived of its humidity before it can penetrate more than a mile or two inland. The result is the arid hot strip of country running the entire length of the west coast, known as the Namib Desert.

7. The South West Africa rains do not emanate from the Atlantic Ocean. They have their origin in the Indian Ocean and are carried by rainbearing north-easterly winds right across the Continent. By the time these winds reach the Territory they have usually discharged most of their moisture and the bulk of the Territory may therefore be classified as a drought area. There is a regular and rapid decline in the rainfall from north to south and from east to west.

8. The climate as a whole is warm and dry and the heat, being dry heat, much less trying than might be expected in such a latitude, the present population affording ample evidence that the European, even under conditions of severe bodily labour, can live and thrive there.

9. The mean annual temperature for the central part of the Territory (Windhoek and Gobabis) is 66° F., comparable with that of Central and Southern Italy. In the north (Tsumeb) it increases to 72° F., whilst at the coast (Swakopmund) it is only 60° F.

10. The comparatively low temperature is accounted for, firstly, by the presence of the cold Benguella Current mentioned above, which exercises a cooling effect upon the whole of the western portion of the Territory, and, secondly, by the high elevation (3,500-5,500 feet) at which the major portion of the country is situated.

11. There are two distinct seasons, the rainy summer—October to April—and the dry, cloudless winter—May to September. In the north and centre the rains are mostly confined to the months January to March, although quite considerable falls are often registered in the last three months of the year. In the southern portion of Namaqualand the winter rains of the west of the Union are also experienced.

CHAPTER II.

POPULATION STATISTICS.

A.—INSIDE THE POLICE ZONE.

12. During 1946 a census of the population of the Territory was held but as the figures have not yet been finalised the final figures of the 1936 census are reflected in the statement hereunder together with the provisional figures of the 1946 census:—

(i) EUROPEANS.

Magisterial District.	1936 Census.			1946 Census (Provisional).		
	Males.	Females.	Totals.	Males.	Females.	Totals.
Aroab.....	389	289	678	*	*	*
Bethanie.....	342	281	623	435	424	859
Gibeon.....	1,591	1,281	2,872	1,705	1,515	3,220
Gobabis.....	1,679	1,387	3,066	1,969	1,796	3,765
Grootfontein.....	1,064	937	2,001	1,289	1,296	2,585
Karibib.....	566	518	1,084	852	773	1,625
Keetmanshoop.....	1,266	1,124	2,390	1,551	1,493	3,044
Luderitz.....	965	736	1,701	840	754	1,594
Maltahöhe.....	312	253	565	437	394	831
Okahandja.....	621	502	1,123	674	602	1,276
Omaruru.....	470	397	867	545	567	1,112
Otjiwarongo.....	1,222	1,013	2,235	1,153	1,111	2,264
Outjo.....	518	421	939	1,289	1,086	2,375
Rehoboth.....	734	557	1,291	573	519	1,092
Swakopmund.....	941	798	1,739	1,274	1,122	2,396
Warmbad.....	914	860	1,774	1,134	1,056	2,190
Windhoek.....	3,128	2,865	5,993	3,876	3,916	7,792
TOTALS.....	16,722	14,219	30,941	19,596	18,424	38,020

* Figures for 1946 included with Keetmanshoop.

(ii) COLOUREDS.

Magisterial District.	1936 Census.			1946 Census (Provisional).		
	Males.	Females.	Totals.	Males.	Females.	Totals.
Aroab.....	735	719	1,454	*	*	*
Bethanie.....	918	921	1,839	913	830	1,743
Gibeon.....	2,333	2,173	4,506	2,478	2,326	4,804
Gobabis.....	1,221	1,055	2,276	1,907	1,688	3,595
Grootfontein.....	2,151	2,330	4,481	2,068	2,098	4,166
Karibib.....	208	199	407	61	49	110
Keetmanshoop.....	2,475	2,566	5,041	3,334	3,686	7,020
Luderitz.....	815	696	1,511	890	793	1,683
Maltahöhe.....	772	796	1,568	923	919	1,842
Okahandja.....	291	201	492	188	131	319
Omaruru.....	174	160	334	157	177	334
Otjiwarongo.....	494	456	950	77	101	178
Outjo.....	549	530	1,079	511	522	1,033
Rehoboth.....	3,888	3,650	7,538	4,895	4,798	9,693
Swakopmund.....	375	315	690	384	386	770
Warmbad.....	1,639	1,743	3,382	2,300	2,163	4,463
Windhoek.....	1,932	1,825	3,757	1,499	1,340	2,839
TOTALS.....	20,970	20,335	41,305	22,585	22,007	44,592

* Figures for 1946 included with Keetmanshoop.

Population Statistics—(continued).



(iii) NATIVES.

Magisterial District.	1936 Census.			1946 Census (Provisional).		
	Males.	Females.	Totals.	Males.	Females.	Totals.
Aroab.....	69	46	115	*	*	*
Bethanie.....	18	5	23	600	28	628
Gibeon.....	1,044	978	2,022	2,611	1,049	3,660
Gobabis.....	3,192	3,228	6,420	6,618	5,221	11,839
Grootfontein.....	4,732	3,059	7,791	7,318	3,622	10,940
Karibib.....	2,056	2,107	4,163	2,892	2,441	5,333
Keetmanshoop.....	859	787	1,646	1,666	1,015	2,681
Luderitz.....	2,644	349	2,993	2,325	387	2,712
Maltahöhe.....	235	156	391	1,041	238	1,279
Okahandja.....	3,022	2,863	5,885	3,271	2,526	5,797
Omaruru.....	3,355	3,109	6,464	4,385	3,536	7,921
Otjiwarongo.....	5,142	4,778	9,920	7,147	5,615	12,762
Outjo.....	1,822	1,624	3,446	4,712	2,303	7,015
Rehoboth.....	2,150	1,759	3,909	2,945	2,322	5,267
Swakopmund.....	1,465	805	2,270	2,252	889	3,141
Warmbad.....	153	137	290	690	175	865
Windhoek.....	5,381	5,199	10,580	7,147	5,581	12,728
TOTALS.....	37,339	30,989	68,328	57,620	36,948	94,568

* Figures for 1946 included with Keetmanshoop.

B.—OUTSIDE THE POLICE ZONE.

13. The estimated total native population outside the Police Zone is shown on the following Schedules:—

(i) OVAMBOLAND.

Tribes.	Men.	Women.	Children.	1946.	1945.
Ondonga.....	8,016	12,024	20,040	40,080	34,195
Ukuanyama.....	12,216	18,474	30,892	61,582	52,580
Ukuambi.....	3,388	5,082	8,478	16,948	14,524
Ongandjera.....	1,766	2,649	4,419	8,834	7,620
Ukualuthi.....	1,440	2,160	3,609	7,209	6,169
Ombalantu.....	1,924	2,886	4,811	9,621	8,247
Onkolonkathi and Eunda.....	722	1,083	1,807	3,612	3,083
TOTALS.....	29,472	44,358	74,056	147,886	126,418

Bushmen in Ovamboland.

Tribe.	Men.	Women.	Children.	1946.	1945.
Heikum—Wild.....	150	173	353	676	676
Heikum—Tame.....	175	250	500	925	925
Wakeddi—Tame.....	63	100	200	363	363
Wachwagga—Wild.....	94	139	195	428	428
Wachwagga—Tame.....	13	23	38	74	74
Wangongolo—Wild.....	32	48	66	146	146
Wangongolo—Tame.....	8	13	23	44	44
TOTALS.....	535	746	1,375	2,656	2,656
<i>Game Reserve.</i>					
Heikum—Wild.....	125	175	325	625	625
Heikum—Tame.....	18	23	23	64	64
Total.....	143	198	348	689	689
TOTALS.....	678	944	723	3,345	3,345

Total non-European population of Ovamboland—151,231.

(ii) KAOKOVELD.

Tribe.	Men.	Women.	Children.	1946. Total, all ages and sexes.	1945. Total.
Hottentots.....	34	41	50	125	123
Bastards and Coloureds.....	14	4	4	22	22
Hereros.....	271	349	378	998	994
Ovahimbas.....	649	864	381	1,894	1,888
Ovatjimbas.....	731	923	907	2,561	2,557
Klipkaffirs.....	91	111	172	374	372
Ovambos.....	6	2	4	12	12
Bushmen.....	4	9	5	18	18
Others.....	2	2	3	7	7
TOTALS.....	1,802	2,305	1,904	6,011	5,994

(iii) OKAVANGO.

Tribal Area.	Men.	Women.	Children.	1946. Total.	1945. Total.
Reserved.....	309	297	504	1,110	1,057
Kuangari.....	1,714	1,807	2,835	6,356	6,011
Bunja.....	1,218	1,116	1,768	4,102	3,864
Sambio.....	916	715	1,060	2,691	2,505
Diriko.....	1,111	1,357	2,017	4,485	4,245
TOTALS.....	5,268	5,292	8,184	18,744	17,682

Total Bushmen—1946—5,366.

Total Bushmen—1945—5,064.

Total non-European population, Okavango—24,110.

(iv) WESTERN CAPRIVI ZIPFEL.

Tribal Area.	Men.	Women.	Children.	1946. Total.	1945. Total.
Ubykushu.....	701	905	1,357	2,963	2,797

(v) EASTERN CAPRIVI ZIPFEL.

Tribe.	Men.	Women.	Children.	1946. Total.	1945. Total.
Mafue (Bayeyi).....	1,254	2,025	3,209	6,488	6,488
Masubia.....	960	1,328	2,281	4,569	4,569
TOTALS.....	2,214	3,353	5,490	11,057	11,057

(vi) EXTRA POLICE ZONE PORTIONS OF DISTRICTS IN POLICE ZONE.

Districts.	1946. Total Estimated Population.	1945. Total Estimated Population.
Gobabis.....	500	500 Bushmen
Grootfontein (excluding Okavango).....	1,000	806 Bushmen
Outjo.....	120	104 Bushmen
Outjo (estimated).....	1,620 400	1,410 Bushmen 400 Klipkaffirs
	2,020	1,810

CHAPTER III.

MANDATORY ADMINISTRATION.

A.—THE MANDATE.

14. In terms of Article 119 of the Treaty of Versailles Germany renounced, in favour of the Principal Allied and Associated Powers, all her rights and titles over her overseas possessions, including South West Africa. Thereafter the Principal Allied and Associated Powers gave the Mandate over the Territory of South West Africa to the Union Government to be administered under the covenant of the League of Nations.

“ THE MANDATE FOR SOUTH WEST AFRICA.

The Council of the League of Nations, in confirming the said Mandate, defined its terms as follows:—

ARTICLE 1.

The Territory over which a Mandate is conferred upon His Britannic Majesty for and on behalf of the Government of the Union of South Africa (hereinafter called the Mandatory) comprises the territory which formerly constituted the German Protectorate of South West Africa.

ARTICLE 2.

The Mandatory shall have full power of administration and legislation over the territory subject to the present mandate as an integral portion of the Union of South Africa, and may apply the laws of the Union of South Africa to the territory subject to such local modifications as circumstances may require.

The Mandatory shall promote to the utmost the material and moral well-being and the 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 permitted, 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 the Arms Traffic, signed on September 10th, 1919, or in any Convention amending the same.

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 all forms of worship and shall allow all missionaries, nationals of any State Member of the League of Nations, to enter into, travel and reside in the territory for the purpose of prosecuting their calling.

ARTICLE 6.

The Mandatory shall make to the Council of the League of Nations an annual report to the satisfaction of the Council, containing full information with regard to the territory, and indicating the measures taken to carry out the obligations assumed under Articles 2, 3, 4 and 5.

ARTICLE 7.

The consent of the Council of the League of Nations is required for any modification of the terms of the present Mandate.

The Mandatory agrees that, if any dispute whatever should arise between the Mandatory and another Member of the League of Nations relating to the interpretation or the application of the provisions of the Mandate, such dispute, if it cannot be settled by negotiation, shall be submitted to the Permanent Court of International Justice provided for by Article 14 of the Covenant of the League of Nations.

The present Declaration shall be deposited in the archives of the League of Nations. Certified copies shall be forwarded by the Secretary-General of the League of Nations to all Powers Signatories of the Treaty of Peace with Germany.

Made at Geneva the 17th day of December, 1920."

15. The Mandate, classed as a "C" Mandate, gave the Union full power of administration and legislation over the Territory as an integral portion of the Union, with the right to apply the Union's laws to the Territory subject to such local modifications as circumstances might require. The supreme legislative power over South West Africa, therefore, vests in the Union Parliament and many of its Acts have been made applicable to the Territory, although delegated powers of legislation have been granted by that body, as described in the following paragraphs.

B.—FORM OF ADMINISTRATION SET UP BY THE MANDATORY.

(i) LEGISLATIVE POWERS.

16. By Section 2 of Act No. 49 of 1919 of the Union Parliament, the Governor-General of the Union was authorised to legislate in respect of South West Africa by proclamation.

17. The Governor-General has in turn by Proclamation (Union) No. 1 of 1921, delegated power of legislation to the Administrator of the Territory.

18. The legislative powers of the Union Parliament, the Governor-General and the Administrator are not limited in their scope nor restricted to any particular subjects, though an Act of Parliament would naturally override Proclamations issued by the Governor-General and the Administrator and a proclamation by the former would have the same effect in respect of one by the latter.

19. By Act No. 42 of 1925 the Union Parliament delegated further powers of legislation to a Legislative Assembly created by that Act, but these powers were limited by the exclusion of certain subjects and did not in any way derogate from the full power of legislation of the Union Parliament and the Governor-General.

20. The subject matters excluded from the Legislative Assembly are the following:—

- (a) Native Affairs.
- (b) Mines and Minerals.
- (c) Railways and Harbours.
- (d) The Public Service.
- (e) Constitution, jurisdiction and procedure of Courts of Justice.
- (f) Posts and Telegraphs and Telephones.
- (g) Military Organisation.
- (h) Movements and operations of the Defence Force of the Union of South Africa.
- (i) Immigration.
- (j) Customs and Excise.
- (k) Currency and Banking.

21. The following special matters were similarly reserved but in respect of these the Assembly may be given extended powers upon its recommendation made by at least a two-thirds majority:—

- (a) Police Force.
- (b) Civil Aviation.
- (c) Education.
- (d) Land and Agricultural Bank.
- (e) Government land.

22. No such extended powers have as yet been granted and, in respect of (a) (Police Force), the Union Parliament has since adopted other legislation incorporating the South West Africa Police Force into the South African Police Force under the direct control of the Union Government and Parliament. (See Act No. 19 of 1939.)

23. The Legislative Assembly consists of 18 members, six of whom are nominated by the Administrator with the approval of the Governor-General, and 12 are elected, one each by the 12 constituencies into which the Territory has been divided.

(ii) EXECUTIVE POWERS.

24. Full power of administration over South West Africa is by Act No. 49 of 1919 vested in the Governor-General of the Union who by Proclamation (Union) No. 1 of 1921 has delegated executive powers to his agent in the Territory, the Administrator of South West Africa.

25. By Section 2 of the South West Africa Constitution Act (No. 42 of 1925), an Executive Committee was instituted consisting of the Administrator as Chairman and four members elected by the Legislative Assembly. The Committee deals with those matters in respect of which it is competent for the Assembly to make ordinances.

26. The same Act also created an Advisory Council consisting of the Administrator as Chairman, the four members of the Executive Committee and three members (one of whom must be an official to represent native interests) appointed by the Administrator with the approval of the Governor-General. It is a function of the Advisory Council to advise the Administrator on—

- (a) those matters reserved from legislation by the Assembly;
- (b) the preparation of financial estimates;
- (c) the assent to ordinances; and
- (d) any matters referred to it by the Administrator.

(iii) JUDICIAL.

(a) *High Court.*

27. By the Administration of Justice Proclamation, 1919, Roman Dutch Law as existing and applied in the Cape Province of the Union on the 1st January, 1920, was introduced as the common law for the Territory.

28. The same Proclamation also created and constituted a superior court for the Territory known as the High Court of South West Africa consisting of one judge appointed by the Administrator.

29. An appeal from the High Court or from the Circuit Court, whether in the exercise of criminal or civil jurisdiction, lies to the Appellate Division of the Supreme Court of South Africa.

(b) *Magistrates' Courts.*

30. Magistrates' Courts were also established in 1920 and have the same jurisdiction and observe the same procedure as Magistrates' Courts in the Union. An appeal lies to the High Court of South West Africa from a judgment of a Magistrate's Court.

(iv) ADMINISTRATIVE ORGANISATION.

31. The Administrator is the head of the Administration in South West Africa and the organisation supporting him is reflected in the diagram appearing at the end of this report.

CHAPTER IV.
FINANCIAL AND ECONOMIC.

A.—FINANCIAL.

32. Since the inception of the Civil Administration as from 1st April, 1920, to the present time the gross expenditure and receipts, including the revised estimated financial position for 1946-47, are—

Total Receipts to 31/3/45.....	£26,141,205
Receipts 1945/46.....	2,481,184
Estimated Receipts 1946/47.....	2,609,250
TOTAL.....	£31,231,639
Expenditure to 31/3/45 :—	
General Services.....	£23,145,808
Territorial Development and Reserve Fund.....	356,585
	£23,502,393
Expenditure 1945-46 :—	
General Services.....	£ 1,294,712
Territorial Development and Reserve Fund.....	290,985
	£ 1,585,697
Estimated Expenditure 1946-47 :—	
General Services.....	£ 1,710,160
Territorial Development and Reserve Fund.....	1,574,800
	£ 3,284,960
	£28,373,050
Balance.....	£ 2,858,589
	£31,231,639

33. During the period mentioned in the preceding paragraph there were years when the Administration was unable, despite the utmost economy, to defray the expenditure on essential services from sources of revenue within the Territory and recourse had to be had to assistance from the Union Government. The Union Government provided loans, not only for development purposes, but in some years even for the balancing of the budget on ordinary or recurrent expenditure. The rate of interest payable by the Administration on these loans was the rate at which the Union Government raised the loans on the open market. In this way the Territory obtained the advantage of the Union's credit in the open market. Moreover, when the Administration found itself unable to pay interest and redemption on the loans granted by the Union Government an arrangement was made in 1937 whereby all payments on the Territory's debt to the Union Government were placed in suspension for the time being.

34. In 1945, when the Territory's financial position had greatly improved, payments of interest and redemption on its debt to the Union were resumed but the Territory was not called upon to pay interest on the accumulated payments which had fallen due during the period while the debt remained in suspension. The balance of debt now stands at £2,467,918. 19s. 9d. and an instalment of £77,041. 16s. 6d. will fall due on the 1st April, 1947.

35. The Railways and Harbours in South West Africa are operated by the Railways and Harbours Administration of the Union and a service is provided on a more generous scale than that justified by the local population and traffic figures. The accumulated loss on the railway and harbour services in South West Africa amounted at 31st March, 1946, to £7,082,009. The South West Africa Administration has, however, not been called upon to make good this loss except in so far as two specific items are concerned. These relate to the creation of the harbour works at Walvis Bay and the extension of the railway line from Gammans to Gobabis, both of which were undertaken at the request of the Administration and in respect of the operation whereof the Administration guaranteed the interest on the capital expenditure.

36. Payments under this guarantee were also suspended in 1937 and again resumed in 1945. The present position now stands that there is an accumulated deficit under the guarantee of £375,092. This figure is, however, subject to an adjustment in favour of the Administration, as the Union Minister of Transport has agreed to reduce the interest charges under the guarantees in proportion to the reductions of interest which the Railway Administration has obtained on its loans from the Union Treasury, more particularly on that portion of the loans out of which the capital expenditure on the construction works, which are the subject of the guarantees, was

invested. Moreover, the Minister has also agreed that on resumption of payment of the deficits under the guarantees as they fall due, and on condition that an attempt is made to liquidate the deficits accumulated during the period of suspension, no interest will be charged on the unpaid accumulated deficit.

37. Both revenue and expenditure have increased considerably in the last few years, as will be seen from the comparative statements of revenue and expenditure given hereunder:—

COMPARATIVE STATEMENT OF REVENUE.

Head of Revenue.	1941-42.	1942-43.	1943-44.	1944-45.	1945-46.	Estimates 1946-47.
	£	£	£	£	£	£
Customs and Excise.....	277,729	255,744	272,217	367,891	377,790	375,000
Posts and Telegraphs.....	108,633	117,060	150,840	144,668	195,337	136,000
Mining Royalties, Profits and Leases.....	103,190	120,786	154,703	242,904	252,866	103,050
Licences, Liquor, Trading, etc.....	94,028	148,902	157,083	174,591	197,021	108,400
Stamp duties and Fees...	21,427	27,240	35,596	42,914	45,337	40,000
Estate and Transfer Duty	31,338	28,931	42,662	57,663	63,667	59,000
Land Revenue, including Land Tax, Lease, Rent and Grazing Fees.....	24,877	39,327	43,437	44,828	54,172	44,000
Rent of Government Property (Houses).....	16,483	16,831	17,074	17,704	18,895	18,000
Fines and Forfeitures.....	10,704	12,423	18,764	20,547	19,201	15,000
Departmental Receipts.....	64,677	69,280	89,241	84,122	85,548	75,450
Miscellaneous Revenue.....	22,347	12,390	12,017	13,364	19,450	11,700
Interest on Loans and Investments, etc.....	64,117	72,249	92,560	93,243	106,871	90,000
Native Pass Fees.....	4,052	4,180	4,514	4,866	5,390	4,500
Wheel Tax.....	13,364	13,415	14,434	15,325	15,990	15,000
Entertainment Tax.....	3,410	3,901	4,577	4,461	5,068	4,500
Cigarette Sales Tax.....	15,322	15,475	20,960	21,119	27,180	20,000
Native Reserve Fund Fees...	13,299	14,691	14,383	16,630	14,408	15,000
Motor Spirit Tax.....	31,092	20,258	21,070	21,690	27,421	30,000
Karakul Pelt Export Duty...	68,383	33,677	67,999	80,233	98,473	30,000
Income Tax.....	—	120,142	349,532	674,527	508,897	620,000
Tax on Persons.....	—	24,356	28,438	36,760	39,016	36,000
Crayfish Export Duty.....	—	909	59	667	446	1,000
	988,472	1,172,167	1,612,160	2,180,767	2,178,444	1,851,600
REFUNDS.....	21,087	—	—	—	—	—
	967,385	1,172,167	1,612,160	2,180,767	2,178,444	1,851,600
Extraordinary Revenue.....	134,350	194,751	243,981	179,478	302,740	105,200
TOTAL.....	1,101,735	1,366,918	1,856,141	2,360,245	2,481,184	1,956,800

The following is a comparative Statement of Expenditure during the past five years:—

Description.	1941-42.	1942-43.	1943-44.	1944-45.	1945-46.	Estimates 1946-47.
	£	£	£	£	£	£
Administration.....	36,775	34,881	36,976	43,015	79,707	59,660
Native Affairs.....	35,846	38,469	37,548	42,572	24,089*	31,730
Education.....	179,174	182,491	200,596	241,470	260,284	320,200
Mines.....	3,461	28,095	35,828	46,808	3,057†	8,790
Justice.....	37,225	38,272	42,519	46,460	49,088	52,270
Miscellaneous Services.....	15,858	217,081	236,560	2,410,775	102,934	310,060
Prisons.....	15,557	16,313	17,968	21,045	24,133	23,270
Customs and Excise.....	5,355	5,724	5,762	6,363	6,976	8,130
Posts and Telegraphs.....	61,181	65,456	74,068	112,261	97,883	132,140
Public Works.....	123,238	108,242	175,477	136,819	101,868	138,060
Agriculture.....	26,892	27,890	33,975	40,771	41,215	48,510
Audit.....	3,265	3,783	3,579	3,741	4,292	4,260
Lands, Deeds and Surveys...	12,762	13,993	12,611	13,555	17,358	27,640
Public Health.....	32,813	33,306	40,884	43,131	56,379	62,500
S.W.A. Police.....	114,000	114,000	114,000	114,000	114,000	114,000
Appropriation from Territory Revenue Fund to various other Funds.....	—	—	—	—	1,144,308	1,295,000
Interest and Redemption charges.....	—	—	—	—	171,578	—
Pensions and Gratuities.....	16,849	18,711	22,670	29,869	32,005	37,000
Legislative Assembly, etc....	7,521	8,000	7,781	7,622	9,773	10,080
Ordinary Expenditure.....	727,772	954,707	1,098,802	3,360,277	2,340,927	2,683,300
Capital Expenditure.....	53,278	37,967	47,798	97,136	3,785	8,000
TOTAL.....	781,050	992,674	1,146,600	3,457,413	2,344,712	2,691,300

* NATIVE AFFAIRS.—Allotment of Pass Fees and Payment of Revenue accruing in Native Reserves now provided for under Vote 18, Appropriations from Territory Revenue Fund.

† MINES.—Payment of Royalties now provided for under Vote 6, Miscellaneous Services.

38. The increase in revenue is due not only to the general increased prosperity of the Territory in respect of which the increased sales of diamonds and karakul pelts at higher prices are the principal items, but also to the imposition of additional taxes of which the income tax is the largest revenue producing factor. As regards expenditure it should be noted that, although there have been increases due to several factors, such as expanded services, the increased appropriations also include large amounts voted to the Territorial Development and Reserve Fund.

39. Details of the various accounts in the Territorial Development and Reserve Fund and of the appropriations to these accounts as well as of the expenditure therefrom will be found in the schedule hereunder. It is proposed during the forthcoming session of the Legislative Assembly to ask for the creation of two additional accounts in this Fund, viz., a Water and Veld Conservation and Development Account and a Native Areas Development Account:—

TERRITORIAL DEVELOPMENT AND RESERVE FUND.

Expenditure to be Defrayed from the Territorial Development and Reserve Fund.

Details.	Previous Appropriation.	Appropriation 1946-47.	Total.	Total Estimated Expenditure to 31/3/46.	Estimates 1946-47.	Balance Available.
	£	£	£	£	£	£
1. Discharged Soldiers' Account—						
Grants and Loans and other Expenditure.....	500,000	250,000	750,000	150,000	300,000	300,000
2. General Social Security Account.....	200,000	50,000	250,000	—	—	250,000
3. Land Settlement and Development Account...	600,000	400,000	1,000,000	400,000	—	350,000
(a) Purchase of land for settlement purposes	—	—	—	—	100,000	—
(b) Survey and development of land for settlement purposes (including expenditure on permanent improvements before allotment, compensation for improvements, advances to settlers for effecting improvements after allotment and refunds to Land Bank)	—	—	—	—	140,000	—
(c) Advances to settlers to purchase stock and equipment....	—	—	—	—	10,000	—
4. Government Buildings Account.....	900,000	100,000	1,000,000	44,500	250,000	705,500
5. Road Construction Account.....	250,000	50,000	300,000	—	75,000	225,000
6. Telecommunications — Renewals and Development Account.....	125,000	75,000	200,000	40,000	95,050	64,950
7. Local Authorities Loans Account.....	275,000	75,000	350,000	25,000	100,000	225,000
8. Reserve Account.....	350,000	200,000	550,000	—	—	550,000
	£3,200,000	£1,200,000	£4,400,000	£659,500	£1,070,050	£2,670,450

B.—ECONOMIC.

40. The economic position of the Territory has improved considerably during the war years. South West Africa is essentially a pastoral country and produces pastoral products such as karakul pelts, slaughter stock and dairy products much in excess of its own requirements. Its prosperity is therefore largely dependent upon a good market being found for these products.

41. The whole of the Territory's surplus production of slaughter stock and dairy products is readily disposed of on the Union markets at good prices, but as there is no market in the Union for karakul pelts, the latter product is disposed of in the United States and the United Kingdom.

Karakul pelts constitute the principal item in the Territory's agricultural production. During the war years many difficulties were experienced in regard to the disposal of this product. Amongst others these difficulties included the scarcity of shipping and the danger that the United States would prohibit the importation of karakul pelts on the grounds that they are luxury articles, but, with the intervention and assistance of the Union Government, the difficulties were practically all obviated or overcome, with the result that the karakul industry in South West Africa is in a prosperous condition. The higher prices which have been obtained for karakul pelts in recent years have in a large measure tended to off-set and minimize the effects of the very severe drought from which most parts of South West Africa have suffered during the last three years.

42. The value of mineral production has also increased substantially in recent years, due mainly to the increased production of, and the higher prices obtained for diamonds. The production of copper, which had formerly constituted a large item in the Territory's economy, ceased during the war, but the Tsumeb Copper mine, which was under the control of the Custodian of Enemy Property, has now been sold to a new company called the Tsumeb Corporation and it is confidently expected that the production of copper on a fairly extensive scale will be resumed in the near future. The ore at Tsumeb has a rich lead content so that lead in considerable quantities will also be produced there.

43. Amongst the other minerals produced in the Territory are salt, tin and tungsten. While the Territory's own consumption in salt will ensure a continued production of this commodity, it is feared that a reduction in the price of tin and tungsten might result in a total cessation of production.

44. Having regard to the arid and semi-arid climatic conditions in South West Africa, its agriculture is mainly pastoral in nature. Since the production of minerals is also, with the possible exception of diamonds, on a limited scale and as it has a small population, thinly scattered over a wide area, it has not any secondary industries, nor is there, in view of the circumstances stated above, any prospect of such industries being established on a paying basis. The economy of the Territory is, therefore, based almost entirely on the export of its surplus products and the import of practically all its other requirements. This dependence upon imports and exports can become very embarrassing in times of war emergency when shipping and markets for exports are not available and when essential import requirements are in short supply. By reason of the fact that its economy is closely bound up with that of the Union, the Territory, during World War No. 2, was not only able to sell its bulky products such as slaughterstock and dairy products in the Union markets, but was, by special arrangement with the Union Government, able to obtain its proportionate quota of such essential commodities as wheat and maize, despite the fact that these commodities were in short supply not only in the world generally but even in the Union of South Africa, where production was insufficient to meet consumers' demands and control measures had to be instituted to ensure an equitable distribution to the population of both the Union and South West Africa. Similar action was also taken in regard to the distribution of phosphates and other commodities in short supply.

45. Another instance of how the Territory benefits from its close association with the Union is evidenced by the fact that in the pre-war years, when the dairy industry in South West Africa was being built up, its dairy products were freely admitted into, and pooled with those of the Union, despite the fact that the total combined production of the two countries was in excess of the internal consumption and export of the surplus had to be effected at a loss. In fact, the Union Government at one time made a substantial annual grant to the dairy pool as compensation for the disadvantage suffered in admitting dairy products from South West Africa into the Union, more particularly since the surplus production in South West Africa was proportionately far greater than that in the Union.

CHAPTER V.

THE INHABITANTS OF THE TERRITORY: THEIR DEVELOPMENT AND PROGRESS.

46. The inhabitants of the Territory who on the human side constitute the subject of the Union Government's Mandate, consist of approximately 336,552 non-Europeans and 38,020 Europeans. The majority of the Natives live in the northern portions of the Territory in the area which, for the purpose of convenience, may be described as outside or beyond the Police Zone. The remaining Natives, coloured persons and the Europeans live in the area which will be referred to as inside the Police Zone.

47. Having regard to the provisions of the Mandate with respect to the indigenous population of the Territory, a special branch of the Administration was set up to look after the interests of the Natives and to foster their welfare.

This chapter will, therefore, be devoted mainly to the activities of the Native Affairs Branch of the Administration and to the steps taken to promote the interests and well-being of the Natives and to assist with their development and progress. The activities of other branches of the Administration, which deal with the interests of Natives and Europeans alike, will be reflected in a subsequent chapter.

NATIVE AFFAIRS.

INTRODUCTION.

48. When the Union troops took possession of South West Africa, they found the Native tribes in parts of the country scattered over the land in a state of poverty. The Natives were sullen and embittered as a result of their defeat in their recent wars with the Germans. They had been forbidden to own large stock and limited to only a few head of small stock. Forced labour was fairly general. Some measures had been taken to provide ground for Natives but in certain areas there had been little scope for peaceful settlement and development. In parts of the Territory the Union Government had to design measures to uplift the native races and to turn them into useful inhabitants of the country with special regard to the restoration of tribal or traditional life and custom. To this end reserves had to be established in areas where the tribes could be settled in their natural environment and the scattered remnants congregated. It was essential that these natives should be enabled, under European guidance and supervision, to regain a sense of independence on a higher level than that which they had previously enjoyed. This constituted no mean task and time and experienced handling alone could achieve any measure of success.

49. A Commission appointed to make recommendations in regard to suitable areas for permanent Native occupation selected tracts of land amounting to some 2,500,000 hectares. For the Natives in the Kaokoveld some 418,500 additional hectares were also reserved. Ovamboland and the Okavango tribal areas were not discussed as they were regarded as already purely Native areas and would remain so. The estimated Native population at the time was 190,118, of which 53,000 were located within the Police Zone and the balance outside.

50. By 1922 the Administration was able to proclaim the reserves, which had been selected, as well as to confirm the old German treaty reserves, and in addition it introduced regulations for the well-being of the Natives in such reserves. The Natives are not required to pay for the land thus set aside for them, but they pay grazing fees in respect of their stock kept in the Reserve. The following rates were in force during 1946:—

Large stock:

1 to 50, at 2d. per head per month; 51 upwards, 3d. per head per month; scrub bulls, 4d. per head per month.

The inhabitants are not allowed more than 100 head each without a special permit from the Administrator.

Small stock:

Sheep, 1d. per month for each lot of 5; goats—ewes and rams, approved by a Welfare Officer—1 to 200, at a farthing per head per month; 201 upwards, halfpenny per head per month; other rams, 1d. per head per month.

The inhabitants are not allowed more than 300 head each without a special permit from the Administrator.

These grazing fees form the principal item of reserve revenue. The Administration in this respect did not follow the Union principle of levying a hut or poll tax but adopted a scheme of levying grazing fees for stock owned and kept in the reserves, i.e. taxation according to wealth. This system was equally effective in preventing over-stocking.

51. The introduction of these measures under Proclamation No. 9 of 1924 became the keystone of the territorial Native policy as it provided a means of gradually improving the Native areas and enabling them to carry the Native population.

52. The Administration of Justice Proclamation, No. 21 of 1919, with its various amendments constituted Civil Courts for the Territory and applied, as the Civil law of the Territory, "the Roman-Dutch Law as existing and applied in the Province of the Cape of Good Hope". The effect of this provision was to remove all differences which may have applied under the German legal system in South West Africa to Natives and coloured people—so that every human being became equal before the Courts, without regard to colour, creed or sex. As the result of this law Natives could freely acquire and hold farms or other immovable property, and claim registration thereof in the Deeds Registry of the Territory in the same way as Europeans.

53. The Native Administration Proclamation, No. 11 of 1922, enacted provisions *inter alia* for preventing Europeans from exploiting Natives in their farming operations.

54. By 1924 the framework of a territorial Native policy had been laid. Much, however, remained to be accomplished within the Police Zone. The Natives were still scattered over the country outside the reserves and they had to be gradually sorted out and sent to the reserves selected for them. The reserves themselves were, in many cases, virgin veld and water supplies had to be opened before they were capable of supporting the Natives and their stock. No time was lost in placing boring machines in the reserves as was being done at the same time on dozens of farms selected for Europeans, but the work of development was slow and many set-backs were encountered. Natives were also slow to lose their ingrained distrust of the European engendered as a result of their bitter struggles with their former masters and their confidence and co-operation were difficult to secure.

55. Under the Constitution established in 1926 Native Affairs do not fall within the competence of the Legislative Assembly or the Executive Committee of the Territory. They fall directly under the Administrator who, as its agent, is responsible to the Union Government alone.

56. The powers of the Administrator who consults the Advisory Council on important questions are set out in Chapter I of the Native Administration Proclamation No. 15 of 1928.

57. Under the Administrator, the chief executive officer, who is also Secretary for South West Africa, is the Chief Native Commissioner. At headquarters the latter has an additional Native Commissioner who devotes his full time to Native Affairs. In addition there are full-time Native Commissioners in the Native territories of Ovamboland and the Okavango as well as an Assistant Native Commissioner in the local office at Windhoek. Further, in each district of that part of the Territory known as the Police Zone the Magistrate holds the appointment of Native Commissioner and administers Native affairs under the direction of the Chief Native Commissioner.

58. Under the aforementioned Proclamation (No. 15 of 1928) Native Commissioners' Courts have been established having jurisdiction in all civil matters between Native and Native, with certain exceptions. This jurisdiction is, however, restricted by reason of the provisions of Proclamation 18 of 1927 which lays down that no action shall lie against any Native for the recovery of property or money delivered or paid as a result of sale, barter or loan.

PROCLAMATION OF NATIVE RESERVES.

59. The following is a list of the Native territories and reserves which have been proclaimed from time to time for the sole and exclusive occupation of Natives. No European may reside in or even enter such areas without a permit, which, it should be noted, is given only in favour of missionaries, traders and other persons having legitimate business in the reserves. No European may acquire title to land in a reserve. In terms of section 4 (3) of the Treaty of Peace and South West Africa Mandate Act (Union Act No. 49 of 1919) no land in the Territory set apart as a reserve for Natives or coloured persons shall be alienated without the authority of the Union Parliament.

60.

NATIVE RESERVES.

(a) Land occupied by Natives under German Treaties.
Hectares.*

District.	Name.	Extent.	By Whom Occupied.	Population, 1941.
Keetmanshoop	Berseba Hottentot Territory	575,000	Berseba Hottentots.....	2,472
Warmbad.....	Bondels Reserve..	174,505	Bondelzwarts.....	700
Omaruru.....	Okambahe.....	172,780	Berg Damaras.....	1,744
Kaokoveld....	Zessfontein.....	31,416	Topnaar and Swart-Hottentots....	781
Outjo.....	Franzfontein.....	36,188	Swartbooi Hottentots.....	433
Bethanie.....	Soromas.....	16,830	Bethanie Hottentots.....	431
	TOTAL.....	1,006,719		

(b) Reserves Established by the South West Africa Administration.

Maltahöhe....	Neuhof.....	20,500†	Various Tribes.....	82
Keetmanshoop	Tses.....	254,587	Hottentots, Hereros and Damaras...	1,379
Okahandja....	Ovitoto.....	72,909	Hereros.....	1,029
Grootfontein..	Otjituo.....	372,024	Chiefly Hereros.....	1,976
Gobabis.....	Aminuis.....	554,800	Bechuanas and Hereros.....	2,281
Gobabis.....	Epukiro.....	1,027,000	Chiefly Hereros.....	3,087
Otjiwarongo...	Waterberg East...	343,000	Hereros and Damaras.....	4,463
Gibeon.....	Gibeon Reserve...	39,192†	Witbooi Hottentots.....	422
Omaruru.....	Otjihorongo.....	330,000	Hereros.....	2,204
Karibib.....	Otjimbingwe.....	91,021	Hottentots, Damaras and Hereros...	916
Windhoek.....	Aukeigas.....	13,837	Damaras.....	519
Grootfontein..	Okavango Native Territory	3,200,000†	Kuangari, Bunja, Sambio, Diriko and Mbukushu	17,682
Kaokoveld....	Kasupi.....	114,500†	Ovatjimba, Ovahimba.....	394
Kaokoveld....	Oorlog.....	99,100†	Hereros, Orlams, Ovatjimba and Ovahimba	681
Kaokoveld....	Karuapa (Muhona Katita)	165,600†	Ovatjimba and Ovahimba.....	435
Ovamboland..	Ovamboland.....	4,200,000†	Ondonga, Ukuanyama, Ukuambi, Ongandjera, Ombalantu, Ukualuthi and Okolonkathi (mixed)	129,763
Outjo.....	Franzfontein (ext.)	21,000†	Swartbooi Hottentots.....	433
	TOTAL.....	10,919,070		
	GRAND TOTAL.	11,925,789		
To these should be added:—				
Rehoboth.....	Hoachanas (temp.)	13,900	Rooi Natie Hottentots.....	280

* A hectare — 2.4711 acres (approx.) — 1.1675 morgen (approx.).

† Approximate.

NOTE.

- (a) Further areas, several million hectares in extent, are held by the Administration for the future extension of Native Reserves.
- (b) The Rehoboth Gebiet, in extent 1,356,200 hectares in the Rehoboth District is reserved for the Rehoboth Coloured community.
- (c) In the eastern Caprivi Zipfel three tribes are provided for.

61. Exclusive of chiefs, headmen, members of reserve boards and part-time officials, there are a total of 27 Europeans and 94 Natives employed exclusively on Native Affairs administration.

62. For the purposes of administrative control and systematic development, the Territory has, on the basis of the original partition of the German Government, been divided into two parts, namely, the Police Zone and the area beyond that Zone which is closed to Europeans except under permit.

INSIDE THE POLICE ZONE.

63. Inside the Police Zone the Natives are to be found in—

- (a) Native Reserves,
 (b) rural areas outside Reserves, and
 (c) urban areas.

64. Included in the above list of proclaimed Native areas are eighteen Native Reserves in the Police Zone with a total area exceeding 4,000,000 hectares.

65. Where there is a large reserve in a district, a Welfare Officer is in charge, who reports to headquarters through the local Native Commissioner. This 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 brands the stock. In his work of general development of the reserve he is assisted by a Native Reserve Board 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.

66. For each reserve a Trust Fund has been created into which is paid all revenue derived from the inhabitants of the particular reserve by way of grazing fees, levies and other income. These funds are used, after consultation with the Natives and under the authority of the Administrator, for the exclusive benefit of the reserve concerned, as, for example, water supplies, road construction, stock improvements, etc.

67. In rural areas outside the reserves, there is a considerable population working on farms and on mines. Their residence and movements are governed by proclamations in terms of which employment on farms and labour in the mines are also controlled. Many of these Natives have the right of residence in particular reserves to which they return after completion of contracts of service. District Native Commissioners are required to watch their interests and to investigate all complaints.

68. In urban areas Natives reside in locations controlled by local authorities. Their residence is subject to legal provisions which, *inter alia*, compel local authorities to maintain in proper order locations set aside for them and to keep separate accounts of all revenues collected in respect of each location, which may only be spent for the benefit of the Natives concerned and cannot be diverted for services for Europeans. Provision is also made for Native Boards each of which must be composed of not less than three Native residents of a location. All Natives employed in the urban areas have their contracts registered by the Native Commissioner and the employer is required to pay a small fee per month. This revenue is kept in a separate account by the Administration and can only be utilised in the interests of the Natives in the locality where it is collected.

69. Of importance is the question of Native health, all expenditure in respect whereof is borne by the general revenue of the Territory. Within the Police Zone there is a District Surgeon available for each district who provides free medical services on orders from the Magistrates. The Administration maintains four Native hospitals as State institutions where treatment is practically free. Only when a Native is well-off or the employer is liable is a fee charged. In addition, there are seven Venereal Disease Clinics and medicines are provided free to all Welfare Officers for issue to Natives living in the reserves.

70. The general benefits which have accrued to the Native population since 1915 have included, *inter alia*, the following:—

- (a) Those shared equally with the Europeans arising out of the general measures taken to safeguard the health of the inhabitants of the Territory and of their livestock against infectious and contagious diseases;
- (b) those flowing from the provision made for the marketing of livestock and cream for cheese and buttermaking which are two of the principal sources of income to the inhabitants of the Territory, both European and non-European;
- (c) those derived from the establishment of law and order for the safety of persons and property which previously were in constant jeopardy from tribal raids and warfare;
- (d) those which have resulted in thousands of Natives finding steady employment with Europeans settled in the Police Zone; and
- (e) those which have taken the form of safeguarding them from periodic threats of starvation in times of drought.

71. Apart from these benefits, there are other advantages in the Territory, i.e. no conscription exists, no direct taxation is levied on the Native population, there is no compulsory labour and the Administration has been wise to safeguard the non-Europeans' future requirements in land and grazing areas for their ever-increasing herds.

72. Mention should also be made of the Rehoboth Basters. A reserve known as the Rehoboth Baster Gebiet is situated in the Rehoboth District south of Windhoek. The Rehoboth people, who are of mixed European and Native descent, entered into an agreement with the Administrator in regard to their government—in terms of which they have a Council elected by themselves to regulate their internal affairs in accordance with their own written constitution which their forefathers had observed before the German regime. The Magistrate of the District presides over the Council, as under the agreement the functions of the chief or captain are vested in him.

OUTSIDE THE POLICE ZONE.

73. The area outside the Police Zone comprises the Kaokoveld District, Ovamboland, the Okavango Territory and the Western Caprivi Zipfel (the Eastern portion of the Caprivi being administered by the Union Native Affairs Department). In it there are six reserves measuring approximately all-in-all 8,000,000 hectares. At the beginning of the Mandatory regime the Native population in this area was estimated at about 146,000. According to the latest figures they now exceed 192,000.

74. The Kaokoveld, which is closed to Europeans, is administered by the Native Commissioner of Ovamboland who is assisted by European and Native staffs, a medical officer and a plague inspector. In Ovamboland he has an assistant Native Commissioner and in the Kaokoveld an officer-in-charge. He is supplied with official transport to enable him to visit the various centres as rapidly as possible and maintains touch with the Native chiefs and headmen by means of official messengers selected from younger members of the leading Native families. He visits the tribal areas regularly to maintain contact with the chiefs and headmen and to advise and guide them. He also tries cases in which appeals have been lodged from local decision, sees that law and order are maintained, that dams and water holes are kept in order, that roads are repaired, that timber is not being wastefully cut down and collects the local levies for the Ovamboland Trust Fund.

75. The levies for the Trust Fund are mostly collected in the form of corn which is stored in official granaries at convenient centres under the guardianship of local headmen against the time when food supplies become short.

76. In accordance with the policy of permitting the Natives to participate in the management of their own affairs, tribal Councils of Headmen have been established. Apart from dealing with general administrative affairs, these Councils also constitute part of the legal machinery in the Territory in so far as they hear appeals from the decisions of headmen.

77. All civil and criminal actions except those relating to the capital offences of murder and rape, which after a preparatory examination has been taken by a European official are dealt with in the Police Zone by a judge or magistrate, are disposed of under Native law and custom.

78. There are no villages in Ovamboland as are usually found in the Union and other parts of Africa. Each kraal is an independent economic unit having its own agricultural lands, stock, water, etc.; 10 to 100 or more kraals comprise what is known as an "Omikunda", which has its own name and natural boundaries and is under the control of a sub-headman.

79. Each tribe is made up of groups of Omikunda in charge of headmen who are members of the tribal council, where the tribe is controlled by a Council, or are advisers of the chief, where a chief still holds sway.

80. The Administration provides a full-time Medical Officer for Ovamboland and the Kaokoveld, and the Missions operating in these areas undertake additional medical services, receiving a subsidy and free medicines from the Administration. A decision was recently taken to pay allowances in respect of qualified medical and nursing staffs employed by these Missions.

81. In this area Native education is undertaken by the three Mission Societies established there. There are altogether 113 recognised schools with an enrolment of more than 13,800 pupils and a total of 319 teachers. The Administration subsidises the Mission Societies by paying the salaries of approved teachers and providing equipment. An Organizer of Native Education for these northern territories has been appointed and is responsible to the Director of Education for the Territory.

82. The satisfactory relationships between the Administration and the various tribes in all these northern areas outside the Police Zone and the good inter-tribal relations which exist in that part of the country are due to the fact that the Natives have gained confidence in the method of control which is operative. The various tribes are becoming more and more acquainted with the governing principles of indirect rule which has been gradually built up over the past 25 years. Chiefs and headmen, as well as their subjects, are becoming increasingly aware of its aims and advantages and ruling Natives are showing greater confidence in the control and management of their affairs.

83. Of interest is the fact that there are no armed forces or police outside the Police Zone where the Natives live under tribal councils and govern themselves under tribal law and custom, subject only to the guidance of the Native Commissioners.

84. The foregoing brief sketch of the Native administration in the Territory serves to indicate the main principles on which that administration is based.

85. As in the Union, the Native in the Territory is very largely dependent on the European for the financial resources which are essential for his well-being and development. In the Territory, Native administration is financed almost exclusively from public revenue to which he does not contribute. His economic well-being is governed by the economic development of the country. The financial position of the Territory as well as its economic development are, in turn, very dependent on the resources of the Union.

PARTICIPATION OF NATIVES IN MANAGEMENT OF THEIR AFFAIRS.

86. As has already been mentioned under the headings "Native Reserves" and "Urban Areas", Native Reserve Boards and Native Advisory Boards, have respectively been set up in these areas to assist in the management and development thereof. These Boards under European chairmen consist of Natives elected by the Natives residing in the areas in question and in addition, in the case of the Native Reserve Boards, of *ex officio* members such as headmen.

87. A further step in this scheme of teaching the Natives to participate in the government of their own people was taken when provision was made in the Natives' Trust Fund Proclamation, 1939 (Proclamation No. 23 of 1939), for the formation of Tribal Councils to give advice on the administration of Tribal Trust Funds to be established by means of tribal levies imposed under the Proclamation and on any other matters concerning the tribe or native affairs generally.

88. Unfortunately the war intervened before steps could be taken to give effect to the provisions of the Proclamation. It is, however, intended to proceed with the matter at an early date.

89. In addition to educating the Natives to participate in the Administration of their own affairs, the idea of the measures already described is to give the Natives an opportunity to express their feelings and to provide a means whereby the younger men can be influenced by older and wiser men.

NATIVE SYSTEMS OF LAND TENURE.

90. A complete description of the Native system of land tenure to be found in the Territory appears in paragraphs 636 to 686 of the Report on South West Africa for 1929. Briefly the position is as follows:—

PRIVATE PROPERTY.

91. Registration of land owned by a private individual is effected by registration of his title in the Deeds Office.

92. Until registration has been effected transfer of ownership of fixed property does not pass.

93. The Deeds Registries Act of the Union as applied to South West Africa by Proclamation makes provision for the formalities required to effect transfers of land.

94. The system described is applicable to Europeans and Natives alike, as there is nothing to prevent a Native or Coloured person from acquiring land.

95. Indeed, in this respect, his rights are more extensive than those enjoyed by Europeans, for while a Native or Coloured person may acquire ground or an interest in land anywhere, no European may acquire land or an interest in land in areas reserved for natives.

96. Generally speaking, the Native conception of land tenure is that land is held communally.

97. No Native may actually acquire ownership of land in any Native Reserve. The land remains the property of the Administration or the tribe, though once having been set aside as a Reserve the land may not be alienated or used for any other purpose except with the consent of both Houses of the Union Parliament.

98. Grazing and water in the reserves form a communal right, but allotments of land for residential and agricultural purposes may be made by the Superintendent of the Reserve. The right so acquired is a right of occupation.

99. The Basters of Rehoboth retained their rights to their Gebiet. These rights were recognised under the Rehoboth Agreement of 1923. Subsequently a Commission sat and recommended that the rights of the Basters to individual tracts of land should be recognised and as an outcome a large area of the Gebiet has been surveyed into farms and titles to these farms have been issued. In some other Reserves, i.e. Berseba and Bondels, the Reserve is also the property of the tribe. No individual titles have, however, been issued and the right of grazing and water is common.

100. The right which a Native acquires over any allotment can best be described as being a sort of permanent usufruct. Ejectment is not often resorted to, but when an individual proves a disturbing factor in any section of the tribe he may be removed to some other area for the sake of peace. In the case of treasonable conspiracy he is expelled from the tribe.

101. It should be mentioned that before the Administration assumed control chiefs were frequently influenced by bribes and political considerations to deprive individuals of their land under false accusations. The position to-day is vastly improved and once a subject obtains an allotment he can be reasonably certain of occupying it permanently.

102. In normal seasons there is never any want. Families or kraal heads receive enough land to grow sufficient produce to support themselves. Newcomers are welcomed by ruling Natives, as they strengthen the tribe.

HAPPENINGS IN SOUTH WEST AFRICA NATIVE AREAS DURING 1946.

103. Most of the non-Europeans, in common with the other inhabitants of the territory, experienced a very trying year owing to the severe drought conditions which have prevailed for the last two years. Especially in the southern districts their losses in stock were very heavy and their food reserves dwindled to such an extent that the Administration found it necessary to establish feeding depots for children and indigents at various points in those districts. The food position in Ovamboland and the Kaokoveld also became serious and to relieve the situation the Administration sent up a supply of mealie meal.

104. The Right Honourable Lord Hailey, G.C.S.I., G.S.M.G., G.C.I.E., paid a visit to South West Africa during August and the early part of September, 1946, for the purpose of obtaining first-hand information about the system of administering the non-Europeans followed in the Territory, with a view to bringing the relative Chapter in his book "An African Survey" up to date. He paid visits to all the northern Native territories and in the Police Zone to some of the Reserves peopled by the Hereros, Damaras and Hottentots, as well as to the Rehoboth Gebiet and to some urban locations.

105. There was a great shortage of maize and maize products in the Union during the year, rendering it necessary for the Government to control the issue of available supplies in the Union and the Territory. The quota assigned to the Territory was divided up as fairly as possible, particular care being taken to make special provision for non-Europeans on farms and in urban areas, few of whom are in a position to supplement this food with milk and other animal products as the non-Europeans in the Reserves are able to do. In some of the urban areas the dealers voluntarily agreed to confine sales of maize to non-Europeans and at the same time rationing schemes were introduced which resulted in an equitable distribution of available supplies.

106. It was found, particularly in the southern districts, that many of the non-European children and old persons were undernourished owing to the severe drought then prevailing. The Administration therefore introduced feeding schemes for these children and old persons, which continued to operate up to the close of the year. In all some 7,000 persons received food daily under the scheme.

107. Early in the year the non-Europeans of the Territory living in the Reserves were consulted about the question of the future government of the Territory in order that the United Nations Organization might be informed. The large majority of those consulted requested that the Territory should be incorporated in the Union of South Africa and their request was communicated to the United Nations Organization at the second part of its 1946 session. Details in regard hereto have already been published.

108. On the recommendation of the Public Service Commission in the Union, the scales and wages of all non-European employees whether paid from Government funds or from Trust Funds were improved. The following are a few examples:—

<i>Post.</i>	<i>Old Scale.</i>	<i>New Scale.</i>
Native Interpreter.....	£72 × £12-£108	£96 × £12-£144.
Native Sergeant.....	£110 × £5-£125	£150 × £12-£186.
Native Corporal.....	£88 × £3-£103	£132 × £6-£150.
Native Constable.....	£60 × £3-£84	£84 × £6-£132.

109. The pumping plants in many of the Reserves have been in use for a large number of years and are worn out but cannot be replaced at present owing to post-war conditions as new plants of reliable quality are almost impossible to obtain yet. The result is that Welfare Officers are put to a lot of extra work in patching up the old appliances, where possible, or otherwise in moving stock to other watering places where there are already unduly large concentrations of stock. Lack of new plants is also holding up the work of extending the occupied areas in some of the Reserves. On the matter being brought to the notice of the Union Government immediate and strong representations supporting the Administration's request for pumping plants were made to the suppliers; in addition it was decided that a portion of the supplies intended for the Union could be diverted in favour of the Native areas in South West Africa.

110. It has for many years been felt that the housing conditions under which most of the non-Europeans live in the urban areas of South West Africa are unsatisfactory. No remedial steps could be taken during the war period and while the shortage of building materials as yet precludes any large scale rebuilding schemes the matter was discussed by the Administrator in Advisory Council towards the end of the year when it was decided that the Administration would offer financial assistance to the local authorities in connection with improved housing schemes for non-Europeans in urban areas. A circular was addressed to all local authorities to the above effect and they were invited to send representatives to a conference to be held early in 1947 to discuss the matter in greater detail and to initiate steps for the preparatory planning for improved housing schemes.

111. Amongst the legislative enactments directly affecting Natives which were promulgated during the year, the most important were:—

- (a) Government Notice No. 275 of 1946 which made known that the Administrator had approved of—
- (i) certificates of exemption being granted to appointed headmen, members of Native Reserve Boards appointed under the provisions of Proclamation No. 9 of 1924, as amended, and members of Native (Urban) Advisory Councils established under Proclamation No. 34 of 1924, as amended, so as to enable them to leave, or travel within, the Territory without passes; and
 - (ii) recognized headmen being authorised to issue travel passes, tenable for five days and available within a distance of thirty miles from the Reserve boundaries, to residents of the Reserve desirous of searching for straying stock.
- (b) Proclamation No. 24 of 1946, which made provision for recognized non-European ministers of religion to obtain wine for sacramental purposes and to administer that wine in the course of any sacrament to any non-European.

112. The removal of the Natives from the Aukeigas Reserve to an extension of the Okombahe Reserve which was authorised by the Native Reserves (South West Africa) Act, 1945, could not be carried out during the year because water supplies had not yet been provided in the Okombahe extension. Drilling operations are, however, soon to be undertaken.

113. The circumstances of the Bushmen in the Territory, and particularly in the Okavango Native Territory where many of them are living, have been receiving the attention of the Administration. Among the steps decided on with the object of securing an improvement was an experimental one which provides for a few reliable Natives to be placed by the Native Commissioner in charge of the Okavango Native Territory at water holes where some of the Bushmen are known to congregate for a portion of the year. The duty of the Natives will be gradually to win the confidence of the Bushmen, if possible, by mixing with them and making presents to them of salt and tobacco, supplies of which have been made available. A further proposal is to open up further water supplies for the Bushmen in arid areas.

114. The agreement entered into with the approval of the Administration, between the South West Africa Native Labour Association (Pty.), Limited and the Witwatersrand Native Labour Association Limited, in September, 1944, and modified in September, 1945, under which at least 3,000 Ovambo recruits per annum could be supplied with employment on the Witwatersrand gold mines, has not yet been brought into force due to the impossibility of completing certain rest camps on the Okavango River which in terms of the Agreement are to be provided for those Natives who prefer to proceed through the Okavango Native Territory to Mohembo and to be recruited there for the aforementioned mines rather than to proceed by the alternative route provided for in the Agreement, viz. that to be traversed by motor transport from Ondangua to Grootfontein and thence via Karakowisa to Knaudou Springs on the South West Africa-Bechuanaland border from where the recruits will proceed by motor and railway transport through Bechuanaland to the Witwatersrand.

115. From the Native Affairs point of view the decision of the Tsumeb Corporation, Ltd., which has purchased the Tsumeb Mine, to restart the mine and extend operations as soon as possible, is very welcome for it will result not only in a large number of Ovambos being eventually absorbed in the mining operations but also in bringing employment to the local Natives who will be engaged for domestic service and by business houses.

116. As there was a rumour in the middle of the year that many non-Europeans were unemployed, the Administration called for monthly returns from Magistrates and Native Commissioners and these have shown that the rumour was largely unfounded. For the relatively few unemployed who were fit to work, the Administration was successful in finding employment.

117. By Government Notice No. 216 dated the 18th August, 1945, a Commission consisting of the Chief Native Commissioner, as Chairman, and three Members of the Legislative Assembly, as members, was appointed to enquire into, report on and make recommendations in regard to—

- (1) the recruitment from Ovamboland, Okavango and the Native Reserves of labourers for service on farms, in mines and industries and more particularly with regard to the conditions of service attaching to such spheres of labour and the housing and feeding of such labourers, especially on farms;
- (2) existing organizations for the recruitment of native labour and their policy and activities;
- (3) the transport provided for such labourers from their places of domicile to their places of employment and subsequent return to their domiciles;
- (4) the necessity for proper medical examination of all native labourers;
- (5) the desirability or otherwise of recruiting domestic servants for urban areas, outside of locations, from the regions mentioned in (1).

The Commission, which commenced its sittings in November, 1945, sat from time to time during the year under review and will continue and may conclude its labours during 1947.

118. There were no disturbances of any sort in the Territory during the year. The Administration has arranged to send up fifteen rifles to the Kaokoveld for use by the headmen there in the destruction of carnivora and in scaring away elephants, and has also decided to present a rifle to Headman Hosea Kutako, the senior Herero Headman.

119. Native Boards have functioned in all the areas where they have been established. The question of giving the Boards additional powers, with the object of stimulating interest in them and attracting to them the best people, is to be considered by the Administration.

120. The year 1946 was a quiet, peaceful and uneventful one except that the incidence of drought was severely felt in many districts, particularly in the south and in the extreme north in Ovamboland in which areas the Administration had, as mentioned before, to take steps to supplement the food supplies of the Natives. The good rains which fell towards the end of the year in the central and northern portions of the Territory will considerably alleviate the situation, but the position in the south, where practically no rains have fallen, is still very acute and relief measures there are being continued. Owing to the shortage of materials and skilled personnel it was not possible in the first year following the conclusion of hostilities to achieve any extensive development schemes but the Administration is desirous of giving consideration to such schemes in the near future as soon as circumstances permit of action being taken; in particular it is desired to start a programme of opening up additional water supplies for the Natives, providing for better housing in the urban areas, of assisting them with improved agricultural methods and of providing more extended health and educational facilities. Reports on educational and health services for the Natives are included in the sections of this Report dealing with health and education, respectively.

121. In concluding the chapter dealing with the Native Affairs Branch of the Administration it seems appropriate to submit a few remarks regarding the position occupied by Natives in the economy of the Territory.

122. Here again a distinction should be made between the Natives living inside the Police Zone and those living in the tribal areas outside that Zone.

123. As regards the Natives in the tribal areas it can be stated that their economic position is undergoing a very gradual change.

124. A feature of importance to note is that the Native, living under tribal conditions of land tenure already described in this Report, does not, like the European, run any great risk of being dispossessed of his land by having to sell out because of pecuniary embarrassment. This is a great economic advantage which enables the tribal Native to withstand the vicissitudes of fortune.

125. The Natives in the tribal areas have for centuries been self-contained in the sense that they have no problems as to the disposal of surplus products nor do they need to import from elsewhere their essential requirements. Since the arrival of European colonists in the Territory a gradual change has been taking place. Numbers of Natives from the tribal areas have taken service with European employers on the mines and on farms and with the wages thus earned have been able to purchase articles manufactured by Europeans such as clothing, tools, etc. The availability of money in the hands of some of these Natives has therefore introduced the use of money currency amongst them and this has increased in measure as more and more of their number have found employment on the mines, on farms and as domestic servants in urban areas. This tendency was accentuated during the war when several thousand of these Natives enlisted and they and their dependents received military pay and allowances.

126. It would be wrong to assume, however, that the money economy has now replaced the old barter system. The two still operate side by side and a Native, when making his contribution to the trust fund of his tribe, may elect whether he will do so in cash or grain.

127. The money in the trust fund is in turn used to defray expenditure in connection with improvements in the interests of the whole tribe. In the Okavango, silos have been built for the storage of grain, ploughs have been imported for the better cultivation of the land and high grade bulls have been purchased for the improvement of their cattle herds. In Ovambo-land, implements have been purchased for the construction of dams, and tanks for the storage of grain have been erected. All these measures have a beneficial effect on the economy of the tribes and enable them better to withstand periods of drought.

128. The provision of education and health services has also assisted the Native economically in that it has enabled numbers of them with a small measure of education to take on classes of work formerly beyond the scope of the totally uneducated Native. This aspect is, of course, not peculiar to the tribal Native as it is enjoyed in a greater measure by those living in the Police Zone.

129. The change in the economy of the Natives living inside the Police Zone has been far greater since the Union's authority was extended to South West Africa. Prior to this advent the Natives had been engaged in bitter conflict with the Germans, their numbers had been greatly reduced and with minor exceptions they had been dispossessed of their tribal lands and prohibited from owning cattle.

130. With the setting up of the Union's administration in South West Africa marked changes were introduced. Natives were enabled to own cattle and in general to prosecute their civil rights before the courts. In addition, large areas were set aside for the exclusive use of Natives and in the initial stages public funds were employed for the improvement, e.g. water supplies, of these newly created native reserves so as to make it possible for them to make their living in these areas.

131. At present there are 24,487 Natives living in the reserves inside the Police Zone and although numbers of them go out to take employment with Europeans the reserves are in a large measure economically self-contained. This is, however, only a relative position since a great part of the income on which these reserve Natives are dependant is derived from the fact that they have European neighbours whose presence there has made it possible for them to dispose of their surplus produce. Thus with the erection of creameries in various parts of the country occupied by the Europeans it has been possible for the Administration to encourage the reserve Natives to dispose of surplus cream or milk.

132. Many such ventures have been established in the reserves. At some places the Natives manage their own cream depots under the general supervision of the Welfare Officers stationed amongst them and the cream is sold to the creameries. At other places they deliver milk to a European contractor who disposes of it to the creamery and payment to the individual Native is made under the supervision of the Welfare Officer. In 1946 an amount of over £15,000 was earned by the Reserve Natives in this way.

133. Furthermore, the reserve Natives are also able, because of the market created by the presence of the Europeans, to dispose of surplus stock and while figures of such sales are not available for all the Reserves it may be mentioned that an amount of £9,824 was received by the Natives of the Waterberg Reserve during 1946 and that two other Reserves together realised £10,771. It is also known that these three Reserves together sold hides and skins to the value of £1,500.

134. In this manner the economic position of the reserve Natives has been considerably strengthened and steps are contemplated for the opening up of additional water supplies so as to make it possible for the Reserves to carry larger numbers of livestock. Furthermore, proposals are under consideration for the addition of large areas to the Native Reserves and the Administration has arranged with the Native Affairs Department of the Union for an expert on Native agriculture to visit the Territory for the purpose of being able to advise the Administration in regard to steps to be taken for the improvement of agriculture generally in the Native areas.

135. The Natives in the Police Zone have in general advanced in the economic sense by reason of their contact with, and residence among, the Europeans. Health and education services have been provided as explained elsewhere in this report and these have also tended to improve their earning capacity.

136. Altogether over 50,000 Natives are employed in the Police Zone. The distribution is given in the following schedule:—

Employed in Urban Areas.....	11,722
Employed on mines.....	2,992
Employed on roads.....	915
Employed on railways.....	2,507
Employed on farms.....	33,967
TOTAL.....	<u>52,103</u>

137. During 1946 the South West Africa Native Labour Association enrolled 13,424 recruits for mines and farms; of these, 8,237 were Ovambos and Okavangos and the balance of 5,187 Extra-Territorial Natives (mainly Angolans).

138. In addition, numbers of Natives have of recent years taken up occupations on their own responsibility. They are now to be found as shop-keepers and shop-assistants, hawkers, drivers of motor vehicles engaged in transport services, brick-makers, masons, painters, etc., while the more educated amongst them also find positions as teachers, interpreters and in the Police Force. Apart from those in employment there are in the Windhoek urban area about 75 Natives engaged in occupations, such as mentioned above, on their own responsibility.

139. It should not be assumed, however, that the Native is ready to take advantage of all opportunities offered to him to improve his economic position. Many instances have been reported of Natives in receipt of good wages deliberately absenting themselves from work as soon as they had sufficient funds to provide for their needs in the immediate future. Increases in wages should therefore go hand-in-hand with an adjustment of the mentality of the Native, so that he will continue in steady occupation and thus improve his position without ceasing to work as soon as he can fulfil his immediate needs.

CHAPTER VI.

OTHER DEPARTMENTAL ACTIVITIES.

A.—PUBLIC HEALTH.

140. During the year under review the health of the population, both Native and European, within the Police Zone, as well as in the Native territories in the north, was on the whole satisfactory.

141. No epidemics occurred and as drought conditions prevailed throughout the year the incidence of malaria was negligible. Drought conditions, in fact, became so severe that the Administration received reports that people, particularly non-Europeans, were under-nourished and steps had to be taken to supplement their food supplies as mentioned elsewhere in this report.

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