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REPORT BY THE SECRETARY-GENERAL IN PURSUANCE OF RESOLUTION 269 (1969)
ADOPTED BY THE SECURITY COUNCIL AT ITS 1497TH MEETING ON 12 AUGUST 1969
CONCERNING THE SITUATION IN NAMIBIA

1. This report is submitted to the Security Council in pursuance of the request made to the Secretary-General by the Council in paragraph 9 of resolution 269 (1969) "to follow closely the implementation of the present resolution and to report to the Security Council as soon as possible".
2. The operative paragraphs of resolution 269 (1969) read as follows:
 - "1. Reaffirms its resolution 264 (1969);
 - "2. Condemns the Government of South Africa for its refusal to comply with resolution 264 (1969) and for its persistent defiance of the authority of the United Nations;
 - "3. Decides that the continued occupation of the territory of Namibia by the South African authorities constitutes an aggressive encroachment on the authority of the United Nations, a violation of the territorial integrity and a denial of the political sovereignty of the people of Namibia;
 - "4. Recognizes the legitimacy of the struggle of the people of Namibia against the illegal presence of the South African authorities in the territory;
 - "5. Calls upon the Government of South Africa to withdraw its administration from the territory immediately and in any case before 4 October 1969;
 - "6. Decides that in the event of failure on the part of the South African Government to comply with the provisions of the preceding paragraph of the present resolution, the Security Council will meet immediately to determine upon effective measures in accordance with the appropriate provisions of the relevant Chapters of the United Nations Charter;
 - "7. Calls upon all States to refrain from all dealings with the Government of South Africa purporting to act on behalf of the territory of Namibia;

"8. Requests all States to increase their moral and material assistance to the people of Namibia in their struggle against foreign occupation;

"9. Requests the Secretary-General to follow closely the implementation of the present resolution and to report to the Security Council as soon as possible;

"10. Decides to remain actively seized of the matter."

3. Immediately upon the adoption of the resolution by the Security Council on 12 August 1969, the Secretary-General transmitted its text by telegram to the Minister of Foreign Affairs of the Republic of South Africa.

4. In a note dated 28 August 1969 the Secretary-General transmitted the text of resolution 269 (1969) to all States Members of the United Nations or members of the specialized agencies, drawing particular attention to operative paragraphs 7 and 8 wherein the Council called upon all States to refrain from all dealings with the Government of South Africa purporting to act on behalf of the territory of Namibia, and requested them to increase their moral and material assistance to the people of Namibia in their struggle against foreign occupation.

5. In a letter dated 26 September 1969, the Minister of Foreign Affairs of South Africa replied to the Secretary-General's telegram of 12 August. (The text of the letter from the Minister of Foreign Affairs, together with its annexes, is reproduced in annex I below.)

6. In response to his note of 28 August, the Secretary-General has, as of 3 October 1969, received acknowledgements from the Permanent Representatives of Burma, the Democratic Republic of the Congo, Mauritania, the Philippines and the United Kingdom, as well as a reply from Kenya, the substantive portion of which is reproduced in annex II below.

7. Further reports by the Secretary-General on this question will be issued as relevant information is received.

ANNEX I

Letter dated 26 September 1969 from the Minister of Foreign
Affairs of South Africa addressed to the Secretary-General



REPUBLIC OF SOUTH AFRICA

MINISTRY OF FOREIGN AFFAIRS

PRETORIA

26 September, 1969.

Your Excellency,

I acknowledge the receipt of your telegram of 12th August, 1969, conveying to me the text "of a resolution adopted by the Security Council at its 1497th Meeting" on that day.

I have on former occasions made it clear that the South African Government has no doubt that General Assembly Resolution 2145(XXI) of 27th October 1966 is invalid. This resolution forms the basis of subsequent United Nations resolutions, including those of the Security Council; and the reasons advanced by the South African Government contesting the validity of those resolutions therefore apply with equal force to the latest. I am bound to insist that the South African Government has not yet learnt in what respects its arguments, or the conclusions which flow from those arguments, are legally inadequate. Moreover, the substance of all the resolutions, including the latest resolution of the Security Council, remains wholly unrealistic and without justification in fact and in law.

I/.....

His Excellency U Thant,
Secretary-General of the United Nations,
NEW YORK

I accordingly propose to deal briefly with some of the more substantive legal and factual aspects of Security Council Resolution No. 269(1969).

Illegality of Resolution

As far as paragraph 2 is concerned, it should be apparent that the South African Government cannot reasonably be criticised for declining to comply with a demand, nor for defying an authority both of which, as I shall show below, are illegally asserted. This applies also to assertions in other paragraphs of the Resolution.

At the outset I must reaffirm that it is invalid and misleading to endeavour to rely on South Africa's alleged "disavowal of the Mandate" in claiming for the United Nations a right of cancellation of the Mandate. It has repeatedly been shown that the question whether there existed any supervisory power after the demise of the League can be determined independently of the question whether the Mandate has lapsed or is still legally in force. South Africa has also consistently stated that it would continue to administer South West Africa in the spirit of the principles laid down in the Mandate. In any event, for the purposes of this reply the Mandate can be assumed to have survived the League of Nations.

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In accepting the Mandate, South Africa undertook an obligation to report and give account to a specific organ of the League of Nations, namely, the Council of the League of Nations, which was to be assisted by another specific organ, the Permanent Mandates Commission. The Council alone had the power to take decisions about Mandates, and to address recommendations to Mandatory. Article 4 of the Covenant entitled any Member of the League not represented on the Council "to send a representative to sit as a Member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member". This provision enabled a Mandatory to be represented when the Council considered matters relating to its own Mandate, as well as to Mandates in general. In terms of Article 5, decisions of the Council required "the agreement of all Members of the League represented at the Meeting" - in other words, the unanimity rule applied.

In terms of Article 22, paragraph 2, of the Covenant, the functions of the Permanent Mandates Commission were "to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the Mandates". In constituting the Permanent Mandates Commission it was provided that -

"All the Members of the Commission shall be appointed by the Council and selected for their personal merit

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and competence. They shall not hold any office which puts them in a position of direct dependence on their Governments while Members of the Commission".

The Commission itself realised and stated that, having adopted the rule of "absolute independence and impartiality", its members should exercise their authority "less as judges from whom critical pronouncements are expected, than as collaborators who are resolved to devote their experience and their energies to a joint endeavour".

Supervision of the administration of the various Mandates by the Council of the League, acting with the assistance of the Permanent Mandates Commission, continued from the inception of the Mandates system until the outbreak of the Second World War, which brought about a cessation of meetings of the Commission. Throughout this period South Africa regularly submitted annual reports concerning South West Africa to the League and accounted to the Council for its administration. Relations were cordial. In 1924 South Africa initiated the practice, which was commended by the Commission, of sending the Administrator of the Mandated Territory as its delegate to meetings of the Commission; and in 1935 the Marquis Theodoli, the Commission's Chairman, made a tour of South West Africa at the invitation of the South African Government, and afterwards published a sympathetic account of his impressions.

In April 1946, after the Second World War, the League of Nations was dissolved.

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The United Nations was established largely as a result of Allied co-operation during the Second World War. The blue-print for the Organisation was prepared in 1944, in discussions at Dumbarton Oaks, Washington. These led to the calling of the conference of the United Nations at San Francisco in 1945. At this conference, attended by delegates of 50 nations, the Charter of the United Nations was drafted, agreed and signed by all representatives. It came into force on 24th October, 1945. During these developments the League of Nations was still in existence; and it continued to exist side by side with the new Organisation until April 1946. There was no suggestion that the United Nations was to be the League under a new name, or an automatic successor in law to League assets, obligations, functions or activities. Indeed, two of the major powers which played a leading role in the establishment of the United Nations - the U.S.S.R. and the United States of America - were known to be strongly opposed to any suggestion of automatic succession.

The two Organisations differed not only in membership, but also in the composition and procedures of their respective organs. Thus a number of the original Members of the United Nations had either never been Members of the League, or had ceased to be Members prior to its dissolution. Conversely, a number of States that had been Members of the League at its dissolution were not among the original Members of the United Nations, although some of them joined

subsequently/....

subsequently. The unanimity rule, which was such an important feature of League procedures, has no place in the United Nations Organisation.

The Charter of the United Nations made no provision for continuation of the Mandate system of the League. Provision was, however, made for a system of trusteeship in Chapters XII and XIII of the Charter; and there was no provision for any organs of the United Nations to supervise Mandates concurrently with the operation of the trusteeship system. Article 77(1) of the Charter provides for the application of the trusteeship system, inter alia, to such territories "now held under Mandate" which "may be placed thereunder by means of trusteeship agreements". It is clear that this was to be on a purely voluntary basis, a specific agreement being required in respect of each territory admitted to trusteeship.

The South African Government made it clear from the outset that it had no intention of placing South West Africa under United Nations trusteeship. As early as 11th May 1945, at the San Francisco Conference, the South African delegate explained that his statement was made "so that South Africa may not afterwards be held to have acquiesced in the continuance of the Mandate or the inclusion of the Territory in any form of trusteeship under the new international Organisation".

Statements to this effect were repeated on other occasions, both before and after the dissolution of the

League/.....

League. In the first part of the First Session of the General Assembly in January/February, 1946, the different Mandatory Powers declared their intentions concerning the future of the territories administered by them. Some states expressed intentions to negotiate trusteeship agreements. Others reserved their positions. The South African representative in particular, again drew attention to the special position occupied by South West Africa in relation to the then Union of South Africa. He intimated that arrangements were being made for the consultation of the peoples of the Territory regarding the form which their future government should take and he formally reserved the position of his Government concerning the future of the Mandate.

The General Assembly, in a resolution of 9 February, 1946, welcomed the declarations "made by certain" mandatories "of an intention to negotiate trusteeship agreements in respect of some of those territories" under mandate and invited States administering territories under mandate to undertake practical steps for the implementation of the Trusteeship System at an early date.

Moreover, in the Preparatory Commission of the United Nations, there were proposals (part of those concerning a temporary trusteeship committee) to make express provision for United Nations supervision of Mandates not converted into trusteeships. Some of these proposals were rejected and the others abandoned.

The League of Nations Assembly held its last Session from 8 to 18 April, 1946. Its final resolution adopted on 18th April, 1946, provided that the League would cease to exist from the following day. It also made certain practical arrangements, including the appointment of a Board of Liquidation to represent the League in the

winding up of its affairs. The resolution contained no provisions with regard to Mandates or functions in connection with Mandates.

Previously several other resolutions had been adopted in contemplation of the League's dissolution. The Assembly took note of the United Nations' resolution regarding the transfer of certain League functions, assets and activities, and made provision for the necessary cooperation. Also in these resolutions, no mention was made of its functions and activities relating to Mandates.

Mandates were considered separately, both in the debates and in a resolution adopted on the final day. As the result of informal discussions between those members of the League most directly concerned with mandates, the representatives of Mandatory Powers, in addressing the plenary meeting of the Assembly, made statements indicating the intentions of their Governments regarding their respective Mandates. As had by then already been intimated to the General Assembly of the United Nations at its First Session, certain Mandatory Powers repeated their intention to negotiate trusteeship agreements, while others once more reserved their positions. Among the latter was South Africa, whose representative referred to the views expressed on behalf of the South African Government at the United Nations General Assembly in London, reiterating the South African Government's intention to consult the peoples of South West Africa as regards their future Government. He

emphasized/....

emphasized the "unique circumstances which so signally differentiate South West Africa from all other mandates" and indicated once more that it was the intention to formulate a case for the incorporation of South West Africa.

The operative paragraphs of the League Assembly's resolution on mandates read :

"The Assembly ...

3. Recognises that, on the termination of the League's existence, its functions with respect to the mandated territories will come to an end, but notes that Chapters XI, XII and XIII of the Charter of the United Nations embody principles corresponding to those declared in Article 22 of the Covenant of the League;

4. Takes note of the expressed intentions of the Members of the League now administering territories under mandate to continue to administer them for the well-being and development of the peoples concerned in accordance with the obligations contained in the respective Mandates, until other arrangements have been agreed between the United Nations and the respective mandatory Powers."

Nothing was said in the Resolution about transfer of supervisory powers to the United Nations or reporting and accounting by Mandatories to the United Nations. Furthermore, at the final session of the League Assembly, there was again a proposal (the so-called "first Chinese proposal") for the League's supervisory powers in respect of Mandates to be transferred to the United Nations. Again that proposal was abandoned because of the opposition it encountered.

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The events of the years 1945-1946 and thereafter make it clear that no consent to a substitution of supervisory body was ever given by South Africa. Certainly no such consent was ever implicit in South Africa's agreement to the United Nations Charter. Furthermore, at the time of the dissolution of the League and the establishment of the United Nations, there was a general understanding that, outside of a trusteeship agreement or other special arrangement between a Mandatory Power and the United Nations, no Mandatory would be obliged to report and account to the United Nations in respect of its obligations under the Mandate. This understanding is confirmed by attitudes expressed shortly after 1945-46, and in particular during the years 1947, 1948 and 1949, by Members in debates of the United Nations.

Up to the year 1947, no Member of the United Nations voiced any contradiction to South Africa's contention that in law the United Nations was not vested with supervisory powers over the Mandate for South West Africa, although forty-one took part in debates on South West Africa in that year.

Over the years 1947 to 1949, at least twenty-four States Members of the United Nations (other than South Africa) in participating in debates in the organs of the United Nations, or in expressing views in its agencies, whether relative to the Mandate for South West Africa or to other Mandates, such as Palestine and the Japanese

Mandated/.....

Mandated Islands, either expressly or by clear implication acknowledged that, in the absence of a Trusteeship agreement, the United Nations would have no supervisory powers over a Mandated territory. These States were: Australia, Canada, China, Colombia, Costa Rica, Cuba, Czechoslovakia, France, Greece, Guatemala, India, Iran, Iraq, the Netherlands, New Zealand, Pakistan, Peru, the Philippine Republic, the Soviet Union, Sweden, the United Kingdom, the United States of America, Uruguay, Yugoslavia. (In the years 1947, 1948 and 1949, the Members of the United Nations totalled, respectively, 57, 58 and 59).

The following are examples of statements acknowledging, either expressly or by implication, that in the absence of a trusteeship agreement the United Nations would have no supervisory powers in respect of South West Africa:

Mr. Gerig, representative of the United States of America, in the Trusteeship Council on 12th December, 1947:

"It was said here earlier this afternoon, and I did not hear any member object, that while we all hope - my delegation as much as any delegation feels that way - that there will be a trusteeship agreement for this territory [South West Africa], we do not, in the absence of a trusteeship agreement, have supervisory functions over this territory. Therefore, I do not think we ought to imply that we do have supervisory functions to ensure that the Union Government discharges its duties under the present mandate, admitting that it exist." (Underlining added).

Mr. Kerncamp, representative of the Netherlands in the General Assembly on the 1st November, 1947:

"The mandate system now does not operate. As there is no longer a supervising authority, there is

no/....

no longer a mandate system. The voluntary transmission of information, merely for the sake of information, by the Union of South Africa to the Trusteeship Council does not give the Council the same jurisdiction as the Permanent Commission on Mandates had.

... we consider that the present situation constitutes a step backward, in so far as a territory once under international supervision is now under no superintendence..." (Underlining added).

Draft resolution proposed by the representative of India in the General Assembly on 1st October, 1947 (paragraph 5):

"Whereas the territory of South West Africa, though not self-governing, is at present outside the control and supervision of the United Nations." (Underlining added).

Sir Terence Shone, representative of the United Kingdom in the Fourth Committee on 24th November, 1949:

"It could not be said that the Government of the Union of South Africa had repudiated its previous assurance /concerning rendering of reports/ since it had complete liberty to decide whether or not to transmit information." (Underlining added).

The statements on behalf of Pakistan and China were equally explicit, and those on behalf of Australia also very clear on the point. In other cases the attitude emerged by necessary implication. Thus the representatives of Colombia, Iraq, the Soviet Union and Uruguay, considered that the Mandate had lapsed altogether - from which would follow that there could be no duty of reporting and accounting with regard to Mandate obligations. And in the cases of France, New Zealand, Cuba and the Philippine Republic the statements were to the effect that the information in fact submitted by South Africa could be examined for information purposes only, or not at all.

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Up to 1949 only five States voiced any contradiction to the proposition that in the absence of a Trusteeship agreement, the United Nations would have no supervisory powers over a Mandated Territory. These States were Belgium, Brazil, Cuba, India and Uruguay. In the case of the last-mentioned three States, the attitude adopted by them in 1948 and 1949 was in conflict with their earlier contentions, and in the case of India also with its contentions before the Court in 1950. And in no case was the contradiction based on a suggested agreement or understanding (other than Article 80(1) of the Charter) arrived at during the period 1945-46.

The understanding which emerges from the above circumstances, and in particular the written and oral statements made on behalf of a large number of States, Members of the United Nations, in a variety of circumstances and situations, and within a relatively short time after the establishment of the United Nations and the dissolution of the League, when the events were still reasonably fresh in memory, effectively refutes any suggestion of agreement, express or implied, as between Members of the United Nations or other interested parties to the effect that Mandatories would be subject to United Nations supervision in respect of Mandates not converted into Trusteeship.

Pursuant to its earlier announcements, South Africa in November, 1946, submitted to the United Nations, for its

endorsement/....

endorsement, the proposal to incorporate South West Africa into the then Union of South Africa. This proposal was rejected by the United Nations. It was made clear from the start that South Africa's action in this respect was no more than an attempt to obtain the acquiescence of the United Nations to a political act.

Upon rejection by the United Nations of the proposal regarding incorporation, South Africa on several occasions during 1946 and 1947 announced its intention of continuing to administer the Territory in the spirit of the principles laid down in the Mandate. In these statements South Africa made it clear that it was not thereby consenting to any supervision by the United Nations, or to any obligation to conclude a Trusteeship Agreement. South Africa did express an intention to transmit voluntarily, for the information of the United Nations, statistical and other information "in accordance with", or "on the basis of", or "of the same type ... as is required for Non-Self-Governing Territories under", Article 73(e) of the Charter. However, this intention was expressly qualified to a two-fold effect, viz. firstly that the information "would not be considered by the Trusteeship Council and would not be dealt with as if a trusteeship agreement had in fact been concluded", and secondly that it would be rendered "on the basis that the United Nations has no supervisory jurisdiction", or no "right of control or supervision", with regard to South West Africa.

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When the qualifications were not observed by the organs of the United Nations, the transmission of information was discontinued.

It is therefore clear that South Africa never agreed, expressly or by implication, either to a trusteeship agreement or to any other special arrangement involving accountability under the Mandate to the United Nations; and South Africa was at no time understood by other interested States to have agreed to such accountability. It is equally clear, when regard is had to the circumstances under which the Mandate System was brought into existence, that the obligation to report on its administration of South West Africa related to a specific body, a particular organ of a particular organisation, and that the reporting and accounting had to be done to the satisfaction of this particular organ. Consequently, consent on South Africa's part to supervision by the Council of the League of Nations cannot imply any consent on its part to supervision by any other international body. In terms of well-established and traditional rules of international law, a fresh consent on South Africa's part would be required to make it liable to such an obligation.

Those who contend that South Africa was under a legal obligation to submit its administration of South West Africa to United Nations supervision rely almost solely on the 1950 Advisory Opinion of the International Court of Justice. That Opinion has no binding force and cannot

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impose an obligation on South Africa, just as it cannot create rights for any state or entity, including the United Nations. South Africa has never accepted that Opinion. Apart from this basic aspect, it is misleading to allege that the 1950 Opinion has remained "unaffected" particularly as regards an obligation on the part of South Africa to submit to United Nations supervision.

There are many factors which are ignored by those who rely on the 1950 Opinion.

In the first place, if the 1950 Opinion was such an "authoritative" statement of law, why should the very issue of accountability to the United Nations have been submitted to the International Court of Justice for adjudication in the South West Africa Cases? The correctness of the 1950 Opinion, particularly on the aspect of United Nations supervision, formed one of the main issues in the contentious proceedings instituted by Ethiopia and Liberia. I shall later revert to these developments. I first wish to deal with the conclusions of the Opinion and the grounds on which it was based.

The Majority of the Members of the Court in 1950 came to the conclusion:

"... that the General Assembly of the United Nations is legally qualified to exercise the supervisory functions previously exercised by the League of Nations with regard to the administration

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of the Territory, and that the Union of South Africa is under an obligation to submit to supervision and control of the General Assembly and to render annual reports to it".

The Court's reasoning in support of this conclusion begins with a recognition of

"... the fact that the supervisory functions of the League with regard to mandated territories not placed under the new Trusteeship System were neither expressly transferred to the United Nations nor expressly assumed by that organization".

Then follow what in the Court's words "nevertheless seem to be decisive reasons" for its conclusion.

These can briefly be summarized as follows :

- (i) The "necessity for supervision" cannot be admitted to have disappeared "merely because the supervisory organ has ceased to exist, when the United Nations has another international organ performing similar, though not identical, supervisory functions".
- (ii) "These general considerations" are confirmed by Article 80(1) of the Charter, which cannot "effectively safeguard" the rights of the peoples of Mandated territories without international supervision or a duty to render reports to a supervisory organ.
- (iii) In its resolution of 18th April, 1946, concerning Mandates, the Assembly of the League of Nations gave expression to a "corresponding view". In the Court's view "this resolution presupposes that the supervisory functions exercised by the League would be taken over by the United Nations".
- (iv) The General Assembly of the United Nations is rendered competent to exercise such supervision and to receive and examine such reports by Article 10 of the Charter.

As regards the first reason, the Court noted that upon the dissolution of the League its supervisory powers

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had neither been expressly transferred to, nor expressly assumed by, the United Nations. However, it considered that accountability was essential. This bare finding, however, cannot provide a legal basis for imposing a supervisory authority on South Africa to which she had never agreed.

Judge McNair concluded that, in the absence of any agreement for United Nations supervision, South Africa was not under an obligation to accept the administrative supervision of the United Nations or to render annual reports to the United Nations.

Judge Reid took much the same line.

Unless the consideration of "essentiality" was invoked as a factor in reasoning towards a possible implication of tacit agreement, the Court could only have arrived at its 1950 Opinion by imposing an obligation on South Africa which she had never accepted. In terms of its first reason the decision meant that since the United Nations was willing to exercise supervisory functions, South Africa was obliged to furnish reports to the United Nations. On this basis South Africa would have been obliged to submit to the supervision of any organisation which happened to be willing to exercise it.

As regards the "necessity" argument in the 1950 Opinion, the most effective answer is perhaps to be found

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in the following extracts from the 1966 Judgment (which, as I shall show later, dealt with another, but comparable, "necessity" argument):

"... the whole 'necessity' argument appears, in the final analysis, to be based on considerations of an extra-legal character, the product of a process of after-knowledge.

.....

But that necessity, if it exists, lies in the political field. It does not constitute necessity in the eyes of the law. If the Court, in order to parry the consequences of these events, were now to read into the mandates system, by way of, so to speak, remedial action, an element wholly foreign to its real character and structure as originally contemplated when the system was instituted, it would be engaging in an ex post facto process, exceeding its functions as a court of law."

The second stage in the reasoning refers to Article 80(1) of the Charter. But the Court's reliance on this Article has been totally demolished by lawyers of repute.

Article 80 of the Charter merely prevented existing rights relating to League of Nations Mandates from being prejudiced by anything contained in Chapter XII of the Charter, which establishes the United Nations trusteeship system. It certainly does not save any provision of a Mandate from independent causes of lapse lying outside this Chapter XII, such as the dissolution of the League. As Lord McNair said in 1950: "the cause of the lapse of the supervision of the League ... is not anything contained in Chapter XII of the Charter but is the dissolution of the League, so that it is

difficult/....

difficult to see the relevance of this article (i.e. Article 80 of the Charter)."

It is not surprising that Judge McNair referred to the Court's 1950 Opinion as a "piece of judicial legislation".

Moreover, the Applicants in the South West Africa Cases contended in their argument on the Preliminary Objections that the Court's reasoning in the 1950 Opinion should be read as holding that Article 80(1) by itself resulted in a transfer of the League's supervisory functions to the United Nations. It is clear, however, that Article 80(1) cannot be interpreted to achieve such a result. In the course of the subsequent phases of the proceedings in the South West Africa Cases, the Applicants themselves were forced not only to change their grounds for supporting the 1950 Opinion, but even to concede that some of the reasoning of the Court in 1950 could not bear scrutiny.

During the Oral Proceedings on 18th, 19th, 22nd, 23rd and 24th March, 1965, it became apparent that a significant change of attitude had taken place on the part of the Applicants. They now said that Article 80(1) of the United Nations Charter did not establish, constitute or maintain any rights; and they no longer contended that it had brought about any positive legal consequence. They even expressed regret for the "incompleteness of presentation of this question during the preliminary objections phase of these cases".

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The third stage in the reasoning concerns the last League Assembly resolution regarding Mandates. After giving the contents of its third and fourth paragraphs, the Opinion states the conclusion: "This resolution presupposes that the supervisory functions exercised by the League would be taken over by the United Nations".

The conclusion as to the presupposition involved in the last League Resolution on Mandates was therefore part of the Court's reasoning in concluding that the League's supervisory functions had been transferred to, or assumed by, the United Nations. This would appear to be a conclusion arrived at by inference. Evidently such a conclusion might be vitally different from what it would have been if all the facts had been known and considered. There are three sets of facts which were not before the Court in 1950.

These facts - which I have mentioned earlier in the context of the history of events during the years 1945/1949 - are of cardinal importance because they deal directly with the question of the intent of the interested parties during 1945 and 1946. What are these new facts?

Firstly, as regards the intentions of the League members, there was the very significant Chinese proposal at the Final Session of the League Assembly that express provision should be made for the League's supervisory functions regarding mandates to be transferred to the United Nations, and for mandatories whose mandates were not converted into

trusteeships/.....

trusteeships to be obliged to report and account to the United Nations. This proposal was opposed and had to be abandoned.

Secondly, during the proceedings for the bringing into operation of the United Nations organs, there was an express proposal to create United Nations machinery for supervision of mandates not converted into trusteeships, and this express proposal was rejected with nothing substituted. This is most significant as an indication that such a substitution of supervision was not intended.

Finally, evidence - also not before the Court in 1950 - of proceedings in the United Nations during the years 1947 to 1949 affords overwhelming proof of a general understanding that there was no obligation on a mandatory to report, and account, to the United Nations outside of trusteeship.

Certainly the facts concerning the original Chinese proposal, which were not before the Court in 1950, put a completely different complexion on the tacit intentions of the League Members at the last Session. It shows that what the Court considered to be a presupposition had been sought to be achieved by express resolution, but that the proposal to that end could not be proceeded with because it became plain that certain of the parties would not agree.

It is instructive to note the close similarity between the wording of the presupposition found by the Court,

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and the express terms of the first Chinese draft proposal.
The 1950 Opinion stated that the resolution presupposed that:

"... the supervisory functions exercised by the League would be taken over by the United Nations".

The Chinese draft proposal had considered:

"... that the League's function of supervising mandated territories should be transferred to the United Nations ...".

This not only destroys all possibility of finding in favour of such a presupposition: it also throws such light on other aspects of the final League proceedings as to render clear a contrary understanding on the part of League Members, viz., that there would be no reporting, accounting or supervision pending "agreement" upon "other arrangements" as between each Mandatory and the United Nations. In turn, this contrary understanding in itself effectively rebuts the presumptions or probabilities regarding effectiveness, as relied on in the reasoning concerning the "general considerations" and the "purpose" of Article 30(1) of the Charter. For the majority of League Members, including all Mandatories except Japan, had been involved in the establishment of the United Nations and the agreement upon its Charter. Consequently their understanding at that time could hardly have been the opposite from what it was shortly afterwards at the dissolution of the League.

The last-mentioned factor, bearing on the tacit intent of the founders of the United Nations, is enhanced by

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the second set of facts not known to the Court in 1950, i.e., that there was an express proposal that the suggested Temporary Trusteeship Committee was to be empowered to "advise the General Assembly on any matters that might arise with regard to the transfer to the United Nations of any functions and responsibilities hitherto exercised under the Mandates System". This proposal lapsed upon the rejection of the suggestion of a Temporary Trusteeship Committee, without the substitution of anything regarding possible transfer to, or assumption by, the United Nations of any "functions under the Mandate system".

Finally, as regards the tacit intent of the United Nations founders as well as of League Members at its dissolution, regard must be had to the third set of facts not before the Court in 1950, i.e. the practice of States during the years 1946 to 1949 and reflected inter alia in written and oral statements made on behalf of a large number of States shortly after the establishment of the United Nations and the dissolution of the League of Nations, when the events were still reasonably fresh in memory. These statements show unmistakably a general understanding amongst Members of the United Nations that no supervisory functions regarding Mandates (not converted into Trusteeships) had been taken over, and thus refute any suggestion of a general tacit intention to the contrary.

Had these facts been known to the Court in 1950, it is inconceivable that it could have arrived at its

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conclusion regarding an obligation on South Africa's part to submit to United Nations supervision.

As for the Court's reliance in 1950 on the final League resolution, Lord McNair stated that this could not be construed "as having created a legal obligation" for South Africa "to make annual reports to the United Nations" or "to transfer to that Organization, the pre-war supervision of its Mandate by the League".

To summarise: if the Court was in 1950 of the opinion that although no express agreement was reached, the conduct of the various interested parties showed a general understanding, a tacit agreement or arrangement whereby there was to be a substitution of the supervisory organ, or a transfer of powers, rendering South Africa bound to United Nations supervision, such a conclusion could not have been arrived at had the foregoing vital facts been known to the Court.

As regards the fourth reason advanced by the Court in 1950, it is commonly accepted by most States Members of the United Nations that Article 10 merely empowers the General Assembly of the United Nations to discuss and make recommendations concerning any questions within the scope of the Charter or relating to the powers and functions of any organs provided for in the Charter. There can certainly be no doubt that the exercise of supervisory functions entrusted to the League of Nations in terms of the League Covenant and the texts of mandates, goes far beyond mere discussion or making recommendations.

Moreover/.....

Moreover, international lawyers of repute have on the whole been very critical of the 1950 Opinion.

Even before the 1950 Advisory Opinion, Duncan Hall¹⁾, in dealing with the effect of the dissolution of the League upon Mandates, stated, inter alia:

"... the supervisory functions of the League had come to an end before the supervisory functions of the United Nations could begin to operate, especially since the plan for a temporary trusteeship committee had been rejected in the Preparatory Commission of the United Nations."²⁾

In referring to the original draft resolution raised by the Chinese delegate at the last session of the League/..

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- 1) Hessel Duncan Hall, specialist in international affairs. Educated inter alia, at Sydney University and Balliol College, Oxford. He was a member of the League of Nations Secretariat from 1927-1939; visiting professor, International Affairs, Harvard, 1940; member of British Raw Material Mission, Washington, 1942-1945; Director British Official War Histories (Civil) 1945-1947; Historical Adviser, British Embassy, Washington, 1947-1956; Guggenheim fellow for history of British Commonwealth 1955; Observer at British Commonwealth Parliamentary Conferences in 1948, 1952, 1954, 1956 and 1959. He is the author of, inter alia, "The British Commonwealth of Nations" (1920) and "Mandates, Dependencies and Trusteeship" (Carnegie Endowment for International Peace), Washington and London 1948.
 - 2) Hall, H.D., "Mandates, Dependencies and Trusteeship", (1948), p. 272.

League Assembly, which was not proceeded with, he quoted the delegate as saying that the Charter "made no provision for assumption by the United Nations of the League's functions" under the Mandate System.¹⁾ And he commented finally in regard to the League Assembly Resolution of 18th April, 1946:

"The significance of this resolution of the League Assembly becomes clearer when it is realized that for many months the most elaborate discussions had been taking place between the governments as to the exact procedure to be adopted in making the transition between the League and the United Nations. It was the function of the Preparatory Commission and the committees succeeding it to make recommendations on the transfer of functions, activities, and assets of the League. All the assets of the League had been carefully tabulated. All its rights and obligations that could be bequeathed to the United Nations and which the latter desired to take over were provided for in the agreements that were made. But in the case of mandates, the League died without a testament."²⁾

In January, 1951, very shortly after the 1950 Advisory Opinion, Manley O. Hudson³⁾ wrote as follows:

"To/...

1) Ibid, pp. 272-273.

2) Ibid, p. 273.

3) Manley Ottmer Hudson, American jurist. Professor, Harvard Law School 1920-23, and Bemis Professor of International Law 1923-54; Former editor of "American Journal of International Law"; Lecturer, The Hague Academy of International Law, 1925; Member, Permanent Court of Arbitration 1933-45; Member, American Society of International Law, and President 1949-52; Member, Institute of International Law for many years; Judge of Permanent Court of International Justice 1936-1946; Member United Nations International Law Commission, 1949-53; Author of "Treatise on Permanent Court of International Justice", and many other works.

"To support its additional conclusion that the Union of South Africa is obliged to submit to the supervision of, and to render annual reports to, the United Nations, the Court relied upon a resolution adopted by the final Assembly of the League of Nations on April 18, 1946, which was said to presuppose that the 'supervisory functions exercised by the League would be taken over by the United Nations'. This is hardly borne out by the text of the resolution, however. Nor is the succession of the General Assembly a necessary consequence of its competence under Article 10 of the Charter to which the Court refers." 1)

and

"The Court seems to have placed emphasis on the competence of the General Assembly to exercise supervision and to receive and examine reports. Such competence can hardly be doubted. Yet it does not follow from the conclusion that the General Assembly 'is legally qualified to exercise the supervisory functions previously exercised by the League of Nations', that the Union of South Africa is under an obligation to submit to supervision and control by the General Assembly, or that it is obligated to render annual reports to the General Assembly." 2)

On the applicability and effect of Article 80(1) of the Charter he remarked:

"Article 80(1) of the Charter seems to be the principal basis of the Court's conclusion that the Union of South Africa must report to the General Assembly. This article provided that, until the conclusion of Trusteeship Agreements, nothing in Chapter XII of the Charter should 'be construed in or of itself to alter in any manner the rights whatsoever of any states or any peoples or the terms of existing international instruments'. (Underlining added). The text clearly shows an intention that Chapter XII should not effect any alternation of rights or terms. This intention was 'entirely negative in character'. It served an

obvious/...

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- 1) Hudson, M.O. "The Twenty-ninth Year of the World Court", A.J.I.L. Vol. 45, (January 1951), pp. 1-36, at p. 13.
 - 2) Ibid., p. 14.

obvious purpose when Chapter XII of the Charter was drawn up: the Mandate was still in force at that time: as the League of Nations had not then been dissolved, any alteration of the existing situation was a matter for its consideration. Article 80(1) was a precautionary provision designed to negative the accomplishment of any change in the existing situation by reason of Chapter XII 'in or of itself'. It is not surprising that Judge McNair found it 'difficult to see the relevance of this article'.

Yet the Court gave an affirmative effect to Article 80(1), turning it into a positive 'safeguard' for maintaining the rights of states and the rights of peoples of the mandated territory. This is the more notable because at a later stage the Court stressed the 'entirely negative' character of Article 80(2), declining to say that the latter imposed a positive obligation on the Mandatory even to negotiate with a view to the conclusion of a Trusteeship Agreement.

No attention was paid by the Court to the fact that certain States, which as Members of the former League of Nations may have 'rights' under Article 22 of the Covenant and under the Mandate itself, had no responsibility for the Charter and have never become Members of the United Nations. For example, Finland, Ireland and Portugal, which were represented at the final session of the Assembly of the League of Nations in 1946, are in this category. If their rights are 'maintained' by Article 80(1) of the Charter, they have no voice in the supervision to be exercised by the General Assembly." 1)

In August, 1951, there followed an article by Joseph Nisot.²⁾ The learned author stated inter alia:

"Now/...

1) Ibid., pp. 14-15.

2) Joseph Nisot, Belgian Lawyer and diplomat. He was Legal Adviser of the Belgian Ministry of Foreign Affairs, Brussels 1919-22, to League of Nations, Geneva, 1922-24; Belgian representative at various international conferences amongst which Conference of Jurists for Preparation of Statute of International Court of Justice, Washington, 1945, UNRRA Conferences, I.L.O. Conference, Philadelphia, World Monetary Conference, Bretton Woods, etc.; Representative of Belgium on United Nations Atomic Energy Commission and Security Council's Committee of Experts; Vice-Chairman United Nations Special Collective Measures Committee; Permanent Belgian Representative to the United Nations 1957-59; Member Permanent Court of Arbitration.

"Now, what, in actuality, were the rights derived by peoples from the Mandate and from Article 22 of the Covenant? They were not rights to the benefit of abstract supervision and control. They consisted of the right to have the administration supervised and controlled by the Council of the League of Nations, and, in particular, the right to ensure that annual reports were rendered by the mandatory Power to the Council of the League of Nations, as it was, and the right to send petitions to the Secretariat of the League of Nations. What has become of these rights? They have necessarily disappeared as a result of the disappearance of the organs of the League (Council, Permanent Mandates Commission, Secretariat).

The Court could not correctly conclude that such rights had been maintained by Article 80, except by contending at the same time that for the purposes of the Mandate for South West Africa, the said organs had survived the dissolution of the League. ... Being unable, and for good reasons, so to contend, the Court creates new rights. To the Court, the right of peoples 'maintained' by Article 80 is linked to the United Nations Organisation ...

According to its thesis, it is because Article 80 'maintains' the rights of peoples that these, though linked to the League, must now be deemed linked to the United Nations! To infer this from a text worded as is Article 80 amounts to assuming that, with respect to the mandates system, the United Nations stands as the legal successor of the League, an assumption inconsistent with the discussions of San Francisco and with the very fact that the Charter provides for the conclusion of trusteeship agreements." 1)

Regarding the resolution of the 18th April, 1946, of the League Assembly, Nisot continued:

"... one fails to see how this statement can provide any support for a suggestion that it was the Assembly's opinion that a mandatory Power, though not bound by a trusteeship agreement, was under an obligation to submit to supervision and control by the United Nations.

This/.....

1) Nisot, J. "The Advisory Opinion of the International Court of Justice on the International Status of South West Africa", S.A.L.J., Vol. 68, Part 3, (August, 1951), pp. 274-88.

"This was no more the opinion of the Assembly of the League of Nations than that of the General Assembly of the United Nations, which, by its resolution of the 9th February, 1946, urged the conclusion of trusteeship agreements, implying that no implementation of the principles of the trusteeship system - therefore, no supervision or control was possible in the absence of such agreements." 1)

In the final portion of this section of the article, Misot referred to the failure of the authors of the Charter

"to provide for international supervision with respect to the obligations incumbent on a mandatory State, should it elect not to conclude such a trusteeship agreement."

He concluded:

"This lack of foresight has resulted in the present situation, which the Court attempts itself to redress, stepping out of its role as interpreter of the law to assume that of legislator." 2)

Georg Schwarzenberger³⁾ commented, inter alia, as follows:

"... the/...

1) Ibid., p. 230

2) Ibid., p. 291.

3) Georg Schwarzenberger, Professor of International Law at the University of London since 1962; also Director, London Institute of World Affairs since 1943; Educated at the Universities of Heidelberg, Frankfurt, Berlin, Tübingen, Paris and London; Member, Permanent Finnish-Netherlands Conciliation Commission; Author of "A Manual of International Law", and numerous other works.

"... the World Court was faced with the issue of whether the United Nations had become responsible for the discharge of the supervisory function which the League had formerly exercised in relation to the only still surviving mandate. In support of a positive answer, the Court could neither rely on any general principle of succession between international persons nor any relevant transaction between the two collective systems. ... The still missing link with the United Nations was provided by the Court's interpretation of Article 80 of the Charter of the United Nations. It was admitted in the majority Opinion that 'this provision only says that nothing in Chapter XII shall be construed to alter the rights of States or peoples or the terms of existing international instruments'. Still, with the assistance of a somewhat debatable presupposition and 'obvious' intentions, the last gap was bridged. It is not surprising that Judge McNair should have found it 'difficult to see the relevance of this Article'.

Having filled the legal void which separated the supervisory functions of the League of Nations from those of the United Nations, the Court proceeded with its self-imposed task of 'judicial legislation'.¹⁾

The criticism of the 1950 Opinion can possibly in a large measure be attributed to the fact that certain material facts may well have been known to some of these writers, whereas in 1950 the Court was unaware of them.

The Advisory Opinions given in 1955 and 1956 did not, in fact, reaffirm the 1950 Opinion on the question of United Nations supervision. As will appear from the Opinions themselves, they were merely interpretative of the 1950 Opinion. The correctness of the 1950 Opinion was therefore not considered. Like the 1950 Opinion, the 1955 and 1956 Opinions are not binding, and indeed the United Nations has

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1) Schwarzenberger, G. "International Law", (3rd Ed.), Vol. I, pp. 101-102.

in material respects acted in a way which cannot be reconciled with acceptance of them. For example, there was much insistence on South Africa concluding a trusteeship agreement. South Africa's claim that it was not obliged to enter into such an agreement was in effect upheld by the 1950 Opinion; but as far as the United Nations is concerned such refusal is apparently interpreted as defiance.

In the 1955 Opinion the Court commented:

"The statement that the degree of supervision to be exercised by the General Assembly should not exceed that which was applied under the Mandates System means that the General Assembly should not adopt such methods of supervision or impose such conditions on the Mandatory as are inconsistent with the terms of the Mandate or with a proper degree of supervision measured by the standard and the methods applied by the Council of the League of Nations". (Underlining added).

The results of South Africa's administration of South West Africa are to-day far more impressive than in the time of the League. The standards of well-being already achieved compare more than favourably with those in any other African country except South Africa itself. Accordingly, on measuring the proper degree of supervision by "the standard and the methods applied by the Council of the League of Nations", a supervisory body of the United Nations¹⁾ would have had no justification for condemning South Africa. In this respect, and in others, it is evident that this directive of the 1955 Opinion has consistently been ignored by the General Assembly.

The/....

1) on the assumption that the United Nations was the supervisory power.

The 1962 interlocutory Judgment of the Court also did not reaffirm the 1950 Opinion. On the contrary there were features in that Judgment which cast the strongest of doubts on the correctness of the 1950 Opinion on the question of United Nations supervision. The Court's finding in 1962 that members of the League retained their rights after the dissolution of the League, and a great deal of the reasoning in support of it, cannot be reconciled with the view that the functions of the League in regard to mandates were transferred to the United Nations.

While the Court in 1962 remarked that the findings in the 1950 Opinion relative to international supervision were "crystal clear", it did not pronounce, nor did it purport to pronounce, on the question of administrative accountability and supervision - i.e. as provided for in Article 6 of the Mandate. Indeed, a careful reading of the Judgment shows that the Court deliberately left the question open. Even in quoting passages from the 1950 Opinion, the Court exercised the greatest care to omit all words to the effect that administrative jurisdiction was now vested in the United Nations.

This is the more remarkable in view of the fact that the Applicants strongly urged the Court to make such a finding, as part of their main contention concerning jurisdiction. In referring to supervision, the Court in its 1962 Judgment pronounced only on the question of so-called judicial supervision/.....

supervision - i.e. as provided for in Article 7 of the Mandate. The reasoning in support of its finding that Article 7 of the Mandate was still in force, was logically opposed to any idea that Article 6 was still in force, and that the United Nations had become the supervisory body.

Moreover, in 1962 four judges - one on the majority side and three on the minority side - explicitly and emphatically concluded that South Africa's obligation of reporting and accounting under the Mandate had lapsed on the dissolution of the League of Nations.

As regards the 1966 Judgment, it is true that that Judgment does not contain an explicit, formal finding on the question of accountability. However, it very clearly states the legal principles to be applied in determining rights and obligations with regard to South West Africa. These have by implication a significant bearing on the reasoning of the 1950 Opinion, as well as on allegations that the 1966 Judgment was merely "technical".

The Court in 1966 emphasized that the League of Nations was an organization which acted through specific organs created by the Covenant and defined in it. It was on behalf of this organization that the Mandatories were appointed to act, and not on behalf of each and every individual member of the League. It was also to this organization that the Mandatories were required to furnish annual reports. Individual members were entitled to participate in the

supervisory/.....

supervisory activities of the League only within the framework of the League itself. Of course, within that framework, the individual members could, and did, play vital roles. But the important point was that, in the Court's view, there was no provision granting members any rights to act individually, outside of the League organs, in respect of the "conduct provisions" of Mandates.

The Court then proceeded to trace the manner in which the various Mandates had been drafted. It emphasized that ultimately the Mandates took the form of resolutions of the Council of the League of Nations. Individual members were not parties to the instruments, and could consequently not lay claim to rights or interests as if they were such parties.

Moreover, the Court pointed out, the provisions of the Mandate could, in terms of Article 7(1), be modified with the consent of the League Council. Here again, no role was provided for individual League members. This also, in the Court's view, supported the inference that members were not regarded as having individual legal rights, at any rate in respect of the "conduct" provisions of the Mandate.

In sum, the Court said,

"... even in the time of the League, even as members of the League when that Organization still existed, the Applicants did not, in their individual capacity as States, possess any separate self-contained

right/....

right which they could assert, independently of, or additionally to, the right of the League, in the pursuit of its collective institutional activity, to require the due performance of the Mandate in discharge of the 'sacred trust'. This right was vested exclusively in the League, and was exercised through its competent organs."

A contrary view would have meant that each and every member of the League would have been able to exact from the Mandatory the due performance of the Mandate, according to the view which that member might individually have taken as to what was required. Such a situation could not be reconciled with a system of supervision by the League Council, or with the discretionary powers of the Mandatory. Individual members could have been entirely unacquainted with Mandate questions, but would nevertheless have been entitled to make their own individual - and possibly conflicting - demands on the Mandatory, irrespective of whether these demands coincided with those of the Council, which was the body specifically vested with supervisory functions. Moreover, the Court pointed out, the Council could not, in terms of the Covenant, act against a Mandatory in the face of a dissenting vote on the part of the Mandatory itself. The authors of a system which attached so much importance to the assent of the Mandatory could not simultaneously have intended each and every member of the League to have an independent right to call the Mandatory to account against its will.

After stating its reasons for its definite finding that individual members of the League were not intended to have/....

have legal rights or interests in respect of the "conduct" provisions of the Mandate, the Court proceeded to examine various contentions that had been, or might be advanced, in opposition to its view. For reasons of space, only the more important ones will be dealt with here.

Perhaps the most important contention of a general character, the Court noted, was one which sought to derive a legal right or interest in the conduct of the Mandate from the simple existence, or principle, of the "sacred trust". All civilised nations, it had been argued, had an interest in seeing that the "sacred trust of civilisation" was carried out. The fallacy, the Court said, lay in the fact that the word "interest" was used in different senses. Insofar as the sacred trust had been intended to have a juridical content, such a content was given specific expression in the Mandate System. Any interests which individual states may have had above and beyond those granted by the Covenant and the Mandate, were not legal ones, but were of a political or moral nature.

The Court also specifically dealt with the so-called "necessity" argument. This was based on the contention that the Council of the League of Nations was, in the event of irreconcilable conflict, powerless to impose its will on a recalcitrant Mandatory, since, as noted above, the Mandatory was entitled in terms of the Covenant in effect to veto any Council resolution relating to its conduct. To remedy this

situation/....

situation, it had been argued, Article 7 of the Mandate had introduced a system of judicial supervision which enabled other Members of the League to enforce the will of the Council through means of Court proceedings. This contention, the Court said, was obviously improbable. If the framers of the Mandate had intended to make provision that, in the last resort, a given course or policy should be capable of being imposed on a Mandatory, they would hardly have left it to the haphazard and uncertain action of the individual members of the League, when other much more immediate and effective methods were to hand - such as, e.g., simply to refrain from providing for a veto on the part of the Mandatory. In truth, the Court said:

"The plain fact is that in relation to the 'conduct' provisions of the mandates, it was never the intention that the Council should be able to impose its views on the various mandatories - the system adopted was one which deliberately rendered this impossible. ... It is scarcely likely that a system which, of set purpose, created a position such that, if a mandatory made use of its veto, it would thereby block what would otherwise be a decision of the Council, should simultaneously invest individual Members of the League with, in effect, a legal right of complaint if this veto, to which the mandatory was entitled, was made use of."

In the final analysis the whole "necessity" argument appeared to the Court to be based on extra-legal considerations, and to have been advanced because subsequent events had created a situation in which the Mandate could no longer operate in full accordance with the intentions of its authors. The Court, however, firmly resisted Applicants'

invitation/.....

invitation to fill the gap brought about in the Mandate System by the passage of events. It said:

"If the Court, in order to parry the consequences of these events, were now to read into the mandates system, by way of, so to speak, remedial action, an element wholly foreign to its real character and structure as originally contemplated when the system was instituted, it would be engaging in an ex post facto process, exceeding its functions as a court of law ... The Court is not a legislative body. Its duty is to apply the law as it finds it, not to make it."

In conclusion the Court attached significance to the fact that, in the trusteeship agreements concluded after the Second World War in respect of former mandates, jurisdictional clauses - in wording almost identical with that in the mandates - were found only in instruments which contained "special interests" provisions, and were omitted from those which were confined entirely to "conduct provisions". This clearly suggested that even at that late stage, jurisdictional clauses in instruments of this type were not intended to create any form of judicial supervision at the instance of individual states, but were inserted merely for the protection of specific rights possessed by such states. In addition it showed the untenability of the "necessity" argument. The supervisory authority in respect of Trusteeship Territories was the General Assembly of the United Nations. The powers of this body were limited to the making of non-binding recommendations. Consequently the General Assembly, like the League Council, could - although for different reasons - not impose its will on the administering authority/.....

authority. The absence of jurisdictional clauses in the Trusteeship Agreements pertaining to some of the least advanced territories, must consequently show the untenability of the whole "necessity" argument.

For all these reasons the Court came to the conclusion that Applicants' claims should be rejected.

Apart from the foregoing, the following significant passage speaks for itself (from the 1966 Judgment):

"Another argument which requires consideration is that in so far as the Court's view leads to the conclusion that there is now no entity entitled to claim the due performance of the Mandate, it must be unacceptable. Without attempting in any way to pronounce on the various implications involved in this argument, the Court thinks the inference sought to be drawn from it is inadmissible. If, on a correct legal reading of a given situation, certain alleged rights are found to be non-existent, the consequences of this must be accepted. The Court cannot properly postulate the existence of such rights in order to avert those consequences. This would be to engage in an essentially legislative task, in the service of political ends the promotion of which, however desirable in itself, lies outside the function of a court-of-law." (Underlining added).

It will be noted that the Court nowhere says that the conclusion mentioned in the underlined words would not be justified.

The grounds which the Court in 1950 sought to invoke for its conclusion, particularly on the crucial aspect of United Nations supervision, have been so completely annihilated by the events and developments described above, that the 1950 Opinion has been deprived of whatever persuasive weight it might previously have had. Indeed, many States

Members/....

Members of the United Nations have not subscribed, and do not subscribe, to the reasons underlying the 1950 Opinion. It is accordingly only by refusing to face the facts that it can be said that the 1950 Opinion stands "unimpaired" - quite apart from the non-binding effect of Advisory Opinions on which States Members of the United Nations are agreed.

The purported termination of South Africa's administration of South West Africa rested upon the claim that the United Nations had succeeded to the supervisory powers of the League of Nations. There exists, however, no legal source for such powers. But even if it were accepted for the sake of argument that a transfer of power had taken place, on what possible basis could the General Assembly of the United Nations claim greater rights than the Council of the League itself ever had? The findings of the International Court of Justice in its 1966 Judgment indicate plainly that the League had no power of unilateral cancellation of a Mandate. The Court in 1966 was at pains to emphasise the stringent limits upon the powers of the League's supervisory organ. It stated that:

"... it was never the intention that the Council should be able to impose its will on the various Mandatories".

The Court was in this context speaking of the so-called conduct provisions of the Mandate; in other words, those provisions concerning compliance with the sacred trust as

regards/...

regards the inhabitants. But it is plain that this dictum would apply also to the possibility of a revocation of the Mandate for alleged violation of that trust. Indeed, this appears very clearly from two further brief passages in the Court's Judgment:

"As regards the possibility that a Mandatory might be acting contrary not only to the views of the rest of the Council but to the Mandate itself, the risk of this was evidently taken with open eyes; and that the risk was remote, the event proved."

And,

"According to the methods and procedures of the League as applied to the operation of the mandate system, it was by argument, discussion, negotiation and co-operative effort that matters were to be, and were, carried forward."

In other words, there was to be no question of a supervisory organ enforcing its will in any respect upon a Mandatory in regard to the sacred trust. Indeed, the Court in 1966 pointed out that even in the case of trusteeships under the United Nations Charter the administering authority could not be "coerced by means of the ordinary procedures of the organization", clearly meaning resolutions of the General Assembly.

The General Assembly (assuming that it was the supervisory body), in purporting to terminate South Africa's administration, went beyond the powers of the supervisory organs whether under the Mandate system or the Trusteeship system as explicitly enunciated by the Court in its 1966 Judgment.

Furthermore/....

Furthermore, the Advisory Opinions in question (which in any case are not binding) went no further than to hold that the General Assembly could exercise the degree of supervision which applied under the Mandates system, and that competence to determine and modify the international status of South West Africa rested with South Africa acting with the consent of the United Nations. The United Nations cannot rely on any accepted binding source of law to vindicate its right to terminate unilaterally South Africa's administration of South West Africa.

In terms of its own Charter, except on certain procedural matters which are not germane to the issue under discussion, the General Assembly cannot take legally binding decisions. At most it has the power to make recommendations. The Charter contains no provision under which the General Assembly could claim any right to terminate South Africa's administration of South West Africa. In purporting to do so the majority in the General Assembly therefore acted in conflict with one of the basic principles upon which the Organization is founded. With regard to the legal effect of resolutions of the General Assembly (even assuming that it is the supervisory organ) the Court in 1966 said:

"... when so arrived at /i.e. without the concurrence of the administering authority/ - and subject to certain exceptions not here material - they /i.e. the resolutions of the United Nations General Assembly/ are not binding, but only recommendatory in character. The persuasive force of Assembly resolutions can indeed be very considerable, - but this is a different thing. It operates on the political not the legal level: it does not make these resolutions binding in law."

Some/...

Some states apparently accept the view that the General Assembly has the power to create law binding upon them. It is however clear that such a view can have no effect on the rights of states who reject this contention and who have consistently objected to the imposition of obligations which they had not undertaken. This point was well expressed by a judge of the International Court of Justice in the case of the Certain Expenses of the United Nations Advisory Opinion. He said:

"The Charter cannot be altered at the will of the majority of the Member States, no matter how often that will is expressed or asserted against a protesting minority, and no matter how large be the majority of Member States which assert its will in this manner, or how small the minority."

This dictum was quoted by the Mexican Representative in the debates of the Special United Nations Committee on Peace-Keeping Operations in 1965, warning that this "stress" must be kept in mind. The views of a large number of other delegates expressed in the same debates emphasized in clear terms that the crisis that had arisen at that time was the result of attempts to depart from the meaning of the Charter by so-called "processes of interpretation". As the delegate of India pointed out:

"Past experience has proved beyond doubt that a resolution of the General Assembly which does not conform to the provisions of the Charter cannot solve a problem. This would be true even if such a resolution were to be supported by all the great Powers."

South/.....

South Africa was not the only state to have questioned the validity of General Assembly Resolution 2145. Others have independently done so also.

From this necessarily brief account of the legal issues involved, it is clear that the United Nations has no supervisory powers in respect of South Africa's administration of South West Africa. South Africa is under no obligation to accept resolutions which violate the clear provisions of the Charter. In the circumstances there is no substance in the charge that South Africa is defying or encroaching on, the authority of the United Nations.

Independently of the aspects of law dealt with above, an analysis of the records of discussions in the Security Council in regard to Resolution 269 (1969), shows that fundamental principles of the Charter, which are a prerequisite also for Security Council resolutions, were not complied with.

The South African Government also wishes to draw attention to the procedure whereby the Security Council had purported to adopt Resolution 269 (1969). Some of the Permanent Members of the Security Council abstained from voting on the Resolution. The requirements of

Article/....

Article 27, paragraph 3, of the Charter do not appear, therefore, to have been fulfilled. There has been no amendment of the Charter in this respect, not even when Article 27 was amended as recently as August, 1965; and the importance and validity of the relevant provisions remain unaltered.

Furthermore, the South African Government has always regarded the representatives of the Government of the Republic of China as the legal representatives of China in the United Nations, including the Security Council where China is one of the five Permanent Members. Many States Members, however, including some Permanent Members of the Security Council, do not recognise these representatives. The U.S.S.R., for instance, has consistently refused in the Security Council to recognise the Chinese representative as in fact representing China, and has treated him at all times simply as an individual. Moreover, the U.S.S.R. has specifically stated in the past, for instance in the Council on 13th January, 1950, that it would not recognise as legal any decision of the Security Council adopted with the participation of the representative of the "Kuomintang group", and would not be guided by any such decision.

In/....

In a telegram dated 29th June, 1950 (document S/1517), the Soviet Union stated that the Council's resolution of 27th June, 1950, had no legal force, because the concurring votes of all five Permanent Members were required, and two of those Permanent Members were absent (namely, the U.S.S.R. itself, which was at that time boycotting the Council, and China, whose representative the U.S.S.R. did not, of course, recognise). The circumstances with regard to the representation of China have not changed. Therefore, as far as the U.S.S.R., and possibly other States, are concerned, China is still absent from the Council. It is thus legitimate to ask whether the U.S.S.R. (and indeed any other States in the same position) still maintain that the resolutions of the Council are not valid because of the absence, in their view, of legal Chinese representatives. If so, these States, in logic, do not accept obligations imposed by Security Council resolutions as legally binding on them. Must other States then have to accept obligations which certain States, on their own admission, are not prepared to recognize? And do States, who themselves refuse to accept resolutions in which the representatives of the Republic of China participated, while the representatives of the so-called Peoples Republic of China were barred from the Security Council, expect other States to comply?

Efforts/...

Efforts towards a better understanding with the United Nations

Notwithstanding South Africa's attitude on the question of supervision by the United Nations which is fully justified in law, successive South African Governments have made many efforts to find means of achieving a better understanding with the United Nations. These efforts were of course on a purely voluntary basis. In this connection may I refer to paragraphs 4 to 10 of my letter to you dated 27th March, 1968. In this a resumé was given of my Government's efforts to find a reasonable basis for settlement of the question, and to ensure that full information on South West Africa was available for everyone genuinely interested in acquainting himself with conditions in the Territory.

The general picture of South West Africa presented overseas has been so partial and distorted that some Governments, and their representatives, may well have been misled. It is inter alia also for this reason that the South African Government has made every effort to provide adequate information on South West Africa for all those who might be concerned about the welfare of its peoples.

What South Africa has done for the development of South West Africa is no secret: Thousands of pages of factual record were presented to the International Court

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of Justice; we invited the Court to inspect the Territory; we participated actively in the debate in the General Assembly in 1966; I furnished you with background information in various communications; readily available, and most important of all, is the publication, "South West Africa Survey 1967", containing data on all spheres of activity in South West Africa. This was distributed to many international organizations including the United Nations.

Indeed, my Government is confident that, as the truth about its administration becomes more widely known, there will be an increasing realisation that it is in fact the continuation of South African administration, not its termination, that would best serve the interests of the inhabitants of South West Africa.

The substantive parts of Security Council Resolution
No. 269 (1969)

Members of the Security Council claim to be inspired by concern for the welfare of the peoples of South West Africa; but it should be noted that little effort has been made to discover the realities of the situation in the Territory. There is nothing in the debates of the Security Council, or in the Resolution itself, to indicate that the opponents of South African administration have made any serious efforts to inform themselves about such simple facts as the physical conformation of the Territory, the nature of

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the very diverse peoples who inhabit it, their mode of life or their aspirations. The Resolution has an unjustified reference to my Government's "occupation" of "Namibia" (by which presumably is meant South West Africa). It alleges that this "occupation" constitutes "an aggressive encroachment on the authority of the United Nations, a violation of the territorial integrity and a denial of the political sovereignty of the people of Namibia". It recognizes "the legitimacy of the struggle of the people of Namibia against the illegal presence of the South African authorities in the territory".

I now propose to deal with the expressed and implied accusations and misconceptions contained in these phrases.

"People" and "Occupation"

To begin with, I shall analyse the references in the Resolution to "people" and "occupation". Neither term as it is employed has any relation to the realities of South West Africa. There is in the Territory, no single entity which can be described as "the people of the Territory". The population is in fact made up of a number of disparate peoples, each conscious of its own identity. As for "occupation", it should be emphasised that different parts

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of the Territory of South West Africa have to a large extent for generations been occupied by these peoples themselves. I am not aware of any other form of occupation.

By far the majority of the population groups of South West Africa live in the homelands they chose for themselves long before there was a United Nations, and long before the South African Government's administration of the Territory began. Anyone acquainted with the history of South West Africa knows that a century or two ago the Ovambo tribes themselves chose the area they now inhabit for its rainfall and the relatively good grazing it afforded for their cattle and for its suitability for crops. This is true also of the Okavango and the Caprivi, and to a lesser extent of the Kaokoveld.

The peoples of these four regions account for 55% of the total of all the population groups of South West Africa, and two-thirds of the non-White population groups of the Territory. These regions have always resembled four independent countries, each with its own political, economic and social organization. Their peoples were largely unaffected by contact with the German administration, or with one another or with the population groups to the south. Only the southern "Police Zone"¹⁾ was under direct German control.

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1) So called because under German administration the police and other officials controlled the area. German authority was never effectively extended beyond the "Police Zone".

The northern sector outside this zone was not subject to German control at all (except to a limited extent in the Kaokoveld). The Eastern Caprivi Zipfel occupied an intermediate position, German control being exercised in an indirect way by making use largely of the traditional tribal authorities.

Neither the Ovambo, nor the Okavango, nor the East Caprivi peoples had ever occupied or attempted to occupy or laid claim to those parts of the Territory where other population groups now live. The territory of the East Caprivi people, by a mere accident of history, had been artificially made an appendage of South West Africa of which their area was not geographically a natural part.

In the "Police Zone" there were various population groups which had been in contact for at least a century when South Africa's administration of South West Africa began. This contact had not led to the creation of a common society. On the contrary, tribal and group differences, and conflicting claims to land, had led to continual bloodshed, resulting in the subjugation, or even virtual extermination, of the weaker by the stronger.

All these groups also differed materially in ethnic origin, languages, customs, cultures and levels of development. For instance, the Bushmen were a nomadic people living entirely from hunting and gathering of wild plants of the

veld. They kept no cattle and planted no crops. They lived in a state of continual enmity with other, more powerful tribes who deprived them of the best hunting grounds, and whose cattle they raided. The Bushmen constitute about 2.2% of the total population of South West Africa.

The Nama or Hottentots are classified with the so-called Khoisan group of peoples and they are amongst the earliest inhabitants of South West Africa. It is thought that they owe their origin to a mixture of Bushmen with early invading peoples of Hamitic stock from whom they also acquired certain distinctive linguistic and cultural features. They were nomadic pastoralists who did not practise agriculture, but depended on their herds - cattle, fat-tailed sheep and goats - and, to a certain extent, also on hunting. The Nama constitute about 6.5% of the total population.

The Dama (also known as Bergdama) are a mystery to students of ethnology. In appearance they are a short-statured, negroid people, differing entirely from the Nama on the one hand and from the Bantu tribes inhabiting southern Africa on the other. The earliest records show the Bergdama as practising either a primitive hunting and collecting economy, or, more frequently, as enslaved by the Nama whose language they had adopted, resulting in the complete disappearance of their own. The Dama are about 8.2% of the total population.

The/....

The Herero are a Bantu people, though distinct from the other Bantu tribes of northern and eastern South West Africa. They were exclusively pastoral nomads, and for a considerable period had lived in the Kaokoveld, an inaccessible region in the north-west. Towards the end of the 18th century the greater part of the group continued its migration southward, leaving behind in the Kaokoveld some Hereros and related tribes (Himba and Tjimba) which in time came to form a distinct population group.

The social organization of the Herero is unusual in that it is based on a system of double descent, an individual belonging to two social entities, namely, the oruzo of his father and the eanda of his mother. This system of bilateral descent is unknown amongst any of the other population groups of South West Africa. The Herero take an exclusive view of their national or ethnic group, membership being derived normally from birth. The Chief's Council of the Herero represents only the Herero nation, constituting less than 8% of the total of the population groups of South West Africa.

After the southward migration of the Herero during the first decades of the 19th century, war between them and the Nama became inevitable, since both groups coveted the same grazing, and in the early clashes the

Herero/...

Herero were on the whole victorious; but the Nama were soon strengthened by the Hottentot groups (the Orlams) which had by now returned from the Cape Province, where they had learnt the use of fire-arms and acquired horses. Their superior arms enabled them to defeat the Herero in a number of bloody battles, and thereafter, for some decades, the Herero lived in total subjection to them. By the 1860's, however, Herero in the service of the Nama had themselves learnt to use modern weapons; and, after a successful rebellion, there followed some years of intermittent warfare in which the Herero were generally successful. The introduction of German rule in South West Africa in 1884 did not of itself end hostilities. It was only after the general uprisings during the years 1903-1907 that peace came to the central and southern parts of the Territory. The years of warfare had a catastrophic effect on the Nama, Herero and Dama. The loss of life was immense, the peoples were scattered leaving many areas empty.

After the inception of the Mandate it was the South African Government's task to rehabilitate these peoples by safeguarding and extending their homelands so that they could consolidate their social and political structures. The White population, then about 20,000 strong, had just begun to develop a modern economy. To-day they constitute about 16% of the total population.

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There was another group which has not yet been mentioned: the Rehoboth Basters. Of mixed Nama-European descent, they left the northern Cape in South Africa during the latter half of the 19th century and moved northwards into South West Africa. In 1870 they settled at Rehoboth, where they have lived ever since. They constitute about 2.2% of the total population. Their language is predominantly Afrikaans and their form of government consists of a Council, applying their traditional laws.

The facts about the peoples of South West Africa and their histories are fully documented and are readily available; and it is generally accepted that the inhabitants have never formed a homogeneous entity, but themselves wished to retain their identities.

It is thus fallacious to speak of the "people" of South West Africa in the singular as if they were a single cohesive entity.

"Territorial Integrity" and "Political Sovereignty"

As for the allegation that the South African Government is violating "the territorial integrity" and denies "the political sovereignty of the people" of South West Africa, I wish to draw attention to the annexure to my letter of 30th April, 1969, in which I dealt with similar

charges/.....

charges made at the time by the so-called Council of South West Africa. I then emphasized that the South African Government was preserving, and safeguarding, the right of self-determination of each and every population group in South West Africa, and added:

"We have maintained the separate international status of South West Africa. As far as their political development is concerned, the peoples of South West Africa themselves will decide their own future. We will not force groups, which do not wish to be together, into artificial units. On the other hand, if different groups wish to come together of their own volition at some stage or other of their development, they are free to do so. There is therefore no question of keeping peoples apart who wish to come together. The principle of self-determination to which the South African Government is committed, leaves the way open for unlimited possibilities compatible with the choice which each population group may eventually wish to make. What our detractors have in mind is the opposite, namely the destruction of the right of self-determination of the peoples of South West Africa.

It is likewise wrong to speak of the establishment of Ovamboland as a Bantustan in the sense implied by the Council. Ovamboland was established by the Ovambo people more than two centuries ago in the same way that Swaziland or Botswana or Lesotho was established. Thus the Ovambo and, for that matter, the Okavango and the East Caprivi peoples are today living in the homelands which they chose. The South African Government recognizes this historical fact. No other policy of a democratic nature is possible and no other policy is desired by the peoples concerned..."

It is only when the identity and integrity of each nation is respected and protected that the basis is laid for proper development in all fields, and especially

in/....

in the economic. Fear of domination, and the friction which accompanies the inevitable struggle for political supremacy in a multi-national society, are thus eliminated and the way opened for meaningful co-operation in all matters of common interest. The basic issue is therefore, not whether the South African Government is prepared to grant political autonomy or for that matter political sovereignty, to the peoples of South West Africa, but which method would be the most appropriate for achieving such purposes.

It goes without saying that where one is dealing with the problems of plural societies there is no single method which is always the best. The only realistic approach to the problem is one based on local circumstances and facts, and a full appreciation of their implications. There is no universally accepted rule to prescribe what method is to be applied when it comes to the advancement - in the words of Article 22(1) of the Covenant of the League of Nations - of "peoples not yet able to stand by themselves". My Government is committed to observing the spirit of the principles of the Mandate System in approaching its task in South West Africa. The emphasis in that system fell very strongly, in practice as well as in theory, on the advancement of peoples, not people. Moreover, my Government is as mindful as any

other/....

other State of the objectives in regard to developing peoples, as set out in the Charter of the United Nations - in contrast to interpretations later sought to be given to the Charter by some States for the purposes of an emotional political campaign. Although the provisions of the Charter cannot be relevant to the interpretation of the Covenant and the Mandate instrument (assuming the Mandate to be in existence), they afford evidence of what was in 1945 considered proper aims of administration in dependent territories. I would like to stress the following:

Article 73a provides that members administering non-self-governing territories undertake to ensure the political, economic, social and educational advancement of the peoples concerned, their just treatment and their protection against abuses; but it is qualified by the words -

"... with due respect for the culture of the peoples concerned".

Article 73b sets out the undertakings "to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions"; but qualifies all this by the words -

"... according/...

"... according to the particular circumstances of each territory and its peoples and their varying stages of advancement".

The concept "peoples" (in the plural) of "each territory" (in the singular) is of special interest.

Article 76b, sets out some of the basic objectives of the Trusteeship System as being "to promote the political, economic, social, and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence"; and proceeds to state the qualification

"... as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned...".

Again the expression "each territory and its peoples" should be noted.

The objectives outlined above coincide with those of my Government as applied to the circumstances of South West Africa, viz. to lead the main population groups in an increasing measure to self-government. Only thus, and through co-operation between these entities can self-determination, "the freely expressed wishes of the peoples concerned" and "development to the utmost" become meaningful realities "according to the particular circumstances of [the] territory and its peoples and their varying stages

of/...

of advancement". The standards of welfare already achieved in South West Africa can be gauged from the publication "South West Africa Survey 1967" of which I enclose 20 copies for ease of reference. The progress there described has since 1967 continued at an accelerated rate as will be observed from the memorandum which I attach hereto.

As far as political advancement is concerned, the two major population groups, the Ovambo and the White group, amounting to about 60% of the total, are already self-governing in terms of constitutional arrangements based on legislation of the South African Parliament. These were brought into force after extensive consultations were conducted with representative sections of the groups concerned. In addition, the Rehoboth Basters constituting about 2.2% of the total of all population groups have enjoyed a measure of autonomy ever since their arrival and settlement in South West Africa in 1870. This autonomy was recognized by the German authorities during their administration of South West Africa and has also been recognized by the South African Government.

The Ovambo nation consists of seven tribal groups viz. Kolonkadhi-Eunda, Kwaluudhi, Kwambi, Kwanyama, Mbalantu, Ndonga and Ngandjera.

Tradition/...

Tradition has it that the ancestors of the present Ovambo and Okavango peoples were once known by the name Ajamba, and that they all occupied an area along the Okavango River. One section (viz. the present Ovambo) ultimately moved westwards as a result of internal quarrels, while the rest remained along the Okavango.

Ovamboland is bordered on the south by vast uninhabited stretches, and has therefore had very little contact with the groups living in other areas. Some trade was carried on to obtain copper and iron, but few Ovambo ever left their tribal territory.

The Ovambos were little affected by the German rule of South West Africa. The Germans never extended jurisdiction over them. They had no civil officials resident in the area.

The various Ovambo tribes, when South African administration began, had for a very long time functioned as separate political entities, each with its own system of rule.

After the "Police Zone" had been occupied by South African Forces in 1915, and in response to messages and invitations received from the traditional rulers of Ovamboland, the South African Government considered it advisable to

station/...

station representatives there.

The total population of the Ovambo was estimated to be about 270,000 in 1966.

Mainly on the basis of indirect rule, the South African authorities had worked many years to assist the Ovambo peoples on their road towards a more modern and effective system of self-government.

In 1967 the responsible South African Minister told a representative meeting of the seven Ovambo tribes that the Government intended to continue its assistance on a basis of consultation and co-operation, and envisaged further development in Ovamboland: more buildings, more efficient hospitalization, increased school facilities, more and better roads, extended water services, expansion of business and so forth. He announced a comprehensive plan for expenditure in Ovamboland, over the next five years, of about 40 million dollars by one Department alone, on stock-breeding, fencing, water affairs, electricity, towns, buildings, roads, airports, economic affairs, education and welfare services.

Announcing that the way was open to them to advance to self-government in accordance with their own wishes, the Minister emphasized that:

"One/...

"One very important matter which the Republican Government recommends to you, is that in your system of self-government you should include elected representatives in addition to your traditional leaders, and in a manner to be determined by yourselves".

The reaction of the Ovambo nation was one of unanimous and enthusiastic approval. Furthermore, the Ovambo people once more requested the South African Government to continue to guide them in all spheres of their development including self-government.

In the case of the other national groups the position is broadly similar. An overwhelming majority of the peoples of the Territory has indicated support for political and economic advancement on the lines stated above. The Government's offer to the Ovambo nation has been generally welcomed by responsible circles beyond South Africa's borders also.

After 1967 the various Ovambo communities themselves had to indicate what form their future government should take. The South African Government had recommended that the elective element should play a role in their constitutional development. On the other hand it had always avoided rigid, dogmatic and preconceived ideas, and had thus proceeded from the premise of consultations in which each group is invited to submit its own proposals for the

next/...

next stage of constitutional development. The peace and prosperity - despite enormous geographical and other physical obstacles - which is noticeable everywhere in South West Africa can certainly in no small measure be ascribed to this basic approach. As in many societies in Africa, the traditional institutions of the Ovambo allow the expression of public opinion in a strikingly democratic way.

For months various processes of consultation and deliberation took place individually in each tribal group. As a result, enabling legislation was passed by the South African Parliament in 1968 (and promulgated on 19th June, 1968). On this, specific constitutional arrangements for the developing nations could be based according to the wishes of each nation.

It should be noted that a South African representative outlined the measures that were contemplated in a statement to the General Assembly on 14th December, 1967. The South African Government had for a long time, in consultation with the peoples concerned, openly proceeded in the direction which was regularised by legislation in 1968. The important point is that the legislation gave expression to the wishes of the overwhelming majority of the peoples themselves. There is no rigidity in the measures. They largely confirm historical facts and circumstances as they exist in South West Africa. Should any population group

wish/...

wish to introduce elected members into their system of government, it would in terms of the legislation be free to do so. The type of franchise could be universal, or qualified adult franchise, or a mixture of systems, even if this could result in a system of election and voting procedures which had no exact counterpart in Western democratic countries. The legislation was designed to meet the needs and aspirations of the population groups to whom the legislation would apply and to confirm the basic right of self-determination of each of the groups concerned.

Sufficient elasticity was provided for each group to arrange its political affairs according to its own preferences, customs and traditions.

The legislation does not apply to all "non-White" groups.

In the case of the Namas different considerations apply. Historically and culturally they can be distinguished from all the Bantu peoples. This fact is recognized in the development envisaged for them. The Nama will be granted extended political rights according to their specific circumstances and wishes. The consolidation of their areas is also envisaged.

In the case of the Bushmen an entirely different approach is required. They are not as yet organized as a nation, and have no political organization. Until now there has been no conceivable type of self-government in which

they/...

they could participate or in which they are even vaguely interested. They are most in need of protection and the main purpose of the Government so far has been to ensure this, and to persuade them to form settlements - a necessary condition for real development. It is the intention to provide a homeland for them as well, but their development will require measures and methods totally different from any other group.

The arrangements for the Rehoboth Basters again are wholly different, and have been so for almost a century.

The legislation does not deal with all the "non-White" nations as such. This shows that the Government is not motivated by considerations of "colour", but that it respects the natural, historical divisions which have existed in the Territory since time immemorial. Furthermore, the legislation confirmed that in planning political development in South West Africa, the South African Government lays the emphasis on the circumstances as they exist in South West Africa. There is no counterpart of this legislation in the Republic of South Africa.

After the promulgation of the legislation on 19th June, 1968, public meetings of the leaders and adult male members of each community were convened by the Government's administrative representatives in Ovamboland for the purpose of consulting each community in regard to -

(a) the/...

- (a) the recognition of the community government and the determination of its powers, functions and duties;
- (b) the establishment of a Central Legislative Council as well as an Executive Council for Ovamboland as a whole and the manner in which such Councils should be constituted.

Suitable notices of the date, venue and purpose of each meeting were extensively given throughout the area of each community. Meetings were held as follows:

Mbalantu people, 16th September, 1968

Kolonkhadi-Eunda people, 17th September, 1968

Kwaluudhi people, 18th September, 1968

Ngandjera people, 19th September, 1968

Kwambi people, 20th September, 1968

Kwanyama people, 21st September, 1968

Ndonga people, 23rd September, 1968

The meetings were attended by the leaders of each community, as well as by a representative number of male adults (varying between 500 and a 1000), including members of professional groups such as teachers, clergy and businessmen. At each meeting the Government's envoy repeated the purposes of the meeting and invited the persons present to express their views on the matters scheduled for discussion.

At/...

At each meeting spokesmen for the people -

- (a) expressed their full support of the principles contained in the legislation passed earlier in the year;
- (b) requested that the existing community government be legally recognized as an authority; and
- (c) that a central Legislative Council and an Executive Council be constituted for Ovamboland.

It should be mentioned that not in a single instance was the spokesman designated by the community a member of an existing "tribal government". Each spokesman conveyed the views of his community in the presence of the congregation of representatives of his community. In no case was the authority of the designated spokesman challenged.

In regard to the Legislative Council and Executive Council, it was explained at each meeting after the people had expressed themselves in favour of such Councils, that it might be impracticable to work out the details at large meetings, and that the other communities in Ovamboland were also vitally concerned in the matter. In the circumstances it was suggested that the details could best be discussed at a general assembly of delegates of each community.

At each meeting the people expressed themselves in favour of a delegation to discuss the details, and

undertook/....

undertook to furnish the Government's representative in due course with the names.

After the meetings listed above, each community decided upon its delegation and furnished the names to the Government's representative.

In some instances the people gathered on the day the meetings were held, while in other instances meetings were held a few days afterwards for the purpose of deciding upon the delegates. No Government officials were present.

The delegations consisted of chiefs, headmen, clergymen and ordinary members of the community.

The delegations met at Ondangua in Ovamboland on 30th September, 1968. Draft proclamations relating to the establishment and constitution of the Legislative Council and the constitution of an Executive Council were discussed in detail with the delegations and approved by them. They were also consulted in regard to the Rules of Procedure for the Legislative Council.

The aforementioned formal deliberations and consultations on the constitutional issues, which in effect had begun in 1967, lasted 19 months and culminated in proclamations issued by the State President of the Republic

of/.....

of South Africa in October 1968. These established a Legislative Council and an Executive Council for Ovamboland, administrative departments, as well as rules of procedure and financial regulations for the Legislative Council. In accordance with the wishes of the delegations which had met at Ondangua on 30th September, 1968, it was provided that the Legislative Council would function on a federal basis, each of the seven Communities to be represented by six representatives. Thus the full Council consists of 42 members. There must be a session of the Legislative Council at least once in every year. The Chairman and Deputy Chairman are elected by the Council. The Rules of Procedure deal with the following matters:

Part I - Definitions

Part II - Sessions of the Legislative Council

Part III - Election of Chairman and Deputy
Chairman

Part IV - Opening of Session

Part V - Other proceedings at sessions

Part VI - Vacating of office by Chairman and
Deputy Chairman

Part VII - Maintenance of Order and Rules of
Debate

Part VIII - Permanent records and languages

Part/...

Part IX -	Officers : Records and papers
Part X -	Days and hours of Sittings and Adjournments
Part XI -	Quorum
Part XII -	Motions
Part XIII -	Arrangement of business
Part XIV -	Questions
Part XV -	Method of voting on substantive Motions or amendments
Part XVI -	Draft Enactments, taxation proposals and estimates of expenditure
Part XVII -	Select and Sessional Committees
Part XVIII -	Non-members
Part XIX -	Miscellaneous provisions
Annexure:	Prayer

Each community nominates one member to the Executive Council, which comprises seven members. The Legislative Council elects the Chief Councillor, who is the head of the executive government, from among the Councillors nominated by each community. Each Councillor is responsible for the control and administration of the departments allocated to him. Every Councillor, before assuming office, must make an oath, or in lieu of an oath a solemn affirmation, in the following form:

"I/...

"I, A.B., do hereby swear to hold my office as member of the Executive Council of the Ovamboland Legislative Council with honour and dignity; to respect and uphold all laws applicable in Ovamboland; to be a true and faithful member of the Executive Council; not to divulge directly or indirectly any matters brought before the Executive Council which are entrusted to me under secrecy; and to perform the duties of my office conscientiously and to the best of my ability; and I undertake before God to honour this oath.

So help me God".

Initially the following government departments were established:

- (a) The Department of Authority Affairs and Finance;
- (b) The Department of Community Affairs;
- (c) The Department of Works;
- (d) The Department of Education and Culture;
- (e) The Department of Economic Affairs;
- (f) The Department of Justice;
- (g) The Department of Agriculture.

The Chief Councillor, in consultation with the Executive Council, assigns the control of the various departments to the members of the Executive Council.

An officer, styled the Chief Director, is the administrative head of the Department of Authority Affairs and Finance and co-ordinating officer of all the departments administered by the Executive Council; and an officer, styled a Director, is the administrative head of one or more of the remaining departments.

All the posts in the Ovamboland public service will as soon as possible be filled by Ovambos, but the South African Government will assist by providing officials where trained Ovambo officials are not yet available. The permanent headquarters of the Legislative and Executive Councils are situated at Oshakati.

The First Session of the First Ovamboland Legislative Council was formally and ceremoniously opened by the responsible South African Cabinet Minister on 17th October, 1968. On the previous day various symbols of authority were presented to the Ovamboland Government on behalf of the South African Government. In presenting a mace, the symbol of authority of the Ovamboland Legislative Council, the Minister, Mr. M.C. Botha, representing the South African Government, explained its symbolic significance inter alia as follows:

"... in the first place it personifies the four facets that can be found in the culture of any nation, namely the economic, the social, the political and the religious. These four facets are incorporated into this mace in such a manner that it is a personification of that which is indigenous to your own Ovambo culture. ...

At the lower end of the mace is the ear of the Omahangu plant. It is cast in bronze. As you all know, the Omahangu plant is an important source of food for the inhabitants of Ovamboland. It is widely cultivated here. This Omahangu ear symbolises the economic organization of your nation. It is placed at the lower extremity of the mace because the successful growth and development of a nation and its homeland are founded on economic stability.

On/...

On the ear is a round ring, also of bronze, which forms an entirety with the ear. On this ring is inscribed the word 'Ovambo'. From this round ring the shaft of the mace which is carved out of kiaatwood emerges. The shaft is so designed that it symbolises seven pillars. The seven pillars depict the seven tribes of Ovamboland. The seven pillars are joined together with a band on which the names of the seven tribes appear. The band binds the seven pillars together into one strong and solid shaft. This symbolises the unification of the seven Ovambo tribes into one nation. These designs, therefore, together symbolise the national and social facet.

The shaft branches out into seven golden spear points on which rests a sphere comprising seven ivory rings. In this area an appreciable number of elephants are encountered. Because the elephant is such a large and powerful animal, it is associated with power and authority. These valuable ivory rings, therefore, depict your government, that is to say the Ovamboland government for this territory. The sphere comprises seven rings that form a unit because the seven independent tribes are federated together in the Ovamboland Legislative Council. Your Government requires certain institutions and instruments of government to maintain order, for example the courts and the enactments that will be passed by the Legislative Council. These institutions and instruments of government are in turn symbolised by the seven spear points on which the state authority rests. Your forefathers have, as you know, often used the spear to enforce their authority in this territory. The ivory rings and the spear points, therefore, symbolise the political organization of your nation.

From the ivory rings emerge seven golden palm fronds. The palm tree is known by all in Ovamboland and has also played its part in your national life. ... The palm frond also symbolises peace. It has, therefore, been used to depict the religious facet of your culture. The palm fronds have been so designed that they branch out towards the top. The reason for this is that religion is outwardly revealing.

The figure seven plays an important role in the design because your nation comprises seven tribes. One comes across the unity conception throughout the design, that is to say the unification of the seven tribes into one nation. Seen in its entirety the mace depicts growth and progress."

In his address on the occasion of the official opening of the First Session of the Ovamboland Legislative Council on 17th October, 1968, the Minister said -

"This/...

"This is the dawn of important events. You must bear in mind that the life of a nation does not remain static. These events are therefore but a phase in the course of your development. ...

It is a fact that such constitutional and administrative steps that are being implemented have important effects on the general advancement of the territory concerned. Your distinctive system of administration will result in greater local attention being concentrated upon all the various spheres of development of your territory. Thereby your territory and your people will benefit greatly. ...

... Here, the national leaders are gathered. Here you will take the important decisions that will determine the future of your nation and your people. It will thus depend to a large extent on you along which course you will steer the interests of your nation. There will be days when you will have to take difficult decisions. You already have the assurance that, as heretofore, my Government will always be prepared in the future to assist you with advice and guidance.

You must, therefore, never shrink from problems when they appear on the horizon. The Ovambo Nation has placed its trust in you. You must show your people and the world that you are worthy of that trust. It is a great and important task that rests upon you. ...

... The hope is cherished that you, assisted by this friend, The Republic of South Africa, will progress with your own national institutions and cultural advancement to those heights where you will be able to take your rightful position alongside the other nations in Southern Africa. The Republican Government believes that the nations here can progress side by side to self-determination along the road of peace and friendship and not along a road of blood, unrest and chaos. ...

.....

Mr. Chairman, and Members of the Legislative Council, for you the great moment has now arrived, the moment when your Nation will tread the road towards greater self-determination. You must now take over your own Legislative Council and Administration.

I convey to you the best wishes for good fortune and success from the State President, the Prime Minister and Government of the Republic of South Africa. I wish you the richest blessing from the Almighty for the future.

This is an historic occasion for me and a great honour now to declare this Legislative Council formally opened."

The/...

The Johannesburg newspaper, "The Star" of the 17th October, 1968, reported as follows:

"The Minister of Bantu Administration and Development and Bantu Education, Mr. M.C. Botha, formally opened the first session of the Ovamboland Legislative Council in a ceremony rich in symbol and colour.

...

Yesterday Mr. Botha conferred upon these dignitaries their robes and symbols of office, including a magnificent mace of kiasat with a bronze base and capped with ivory and gold. The mace is designed to symbolize the federation of the seven tribes and basic characteristics of the Ovamboland culture, society and economy.

Today the office-bearers in their uniforms and robes, and bearing the symbols of authority, led the solemn procession for the opening of the first session of the Ovamboland Legislative Council.

There were high moments of intense dedication and meaning as Mr. Botha told the councillors and the assembled crowd: 'You must never shrink from problems when they appear on the horizon. The Ovambo nation has placed its trust in you.'

But today was primarily a day of rejoicing before settling down to the serious work ahead of this embryo Parliament, ...

Underlying the rejoicing was a mood of optimistic realism among officials and members of the Ovamboland Legislative Council, many of whom are convinced that today's ceremony marked a further step towards a future confederation of Southern African states."

The/...

The Second Session of the Ovamboland Legislative Council was held early in 1969. The South African State President on 13 June 1969 approved the first Enactment of the Ovamboland Legislative Council.

This account of the constitutional development of Ovamboland illustrates the South African Government's approach to the principle of self-determination and the methods by which that principle is implemented in the circumstances of South West Africa where the peoples have never formed one unit. This approach is entirely in line with that envisaged by the former mandate system. It also fits into the pattern which was followed when other peoples of the Southern Africa region became independent in the recent past. This approach, as I have shown above, was fully recognized as proper also in terms of the Charter of the United Nations. Indeed, the British Cameroons, British Togoland and Ruanda-Urundi, all three Mandated territories later placed under Trusteeship, were divided on an ethnic basis as I shall indicate hereunder:

(a) British Cameroons

During the Mandate period, the territory of the British Cameroons was administered as a part of the adjoining territory of Nigeria. This was done, according to the British authorities, "in the interests of the natives of the mandated territory", and had "resulted in the revival of historic associations between tribes and states which

formerly/...

formerly were severed by the Anglo-German frontier".¹⁾

In 1946, the General Assembly of the United Nations approved a Trusteeship Agreement for this Territory. By 1954, the northern section of the Cameroons was closely integrated with the Northern Territories of the Federation of Nigeria, whereas the Southern Cameroons was a separate federal constituent.²⁾

Eventually, as a result of ethnic affiliations the Northern Cameroons elected to join the Federation of Nigeria while the Southern Cameroons preferred a political association with the Republic of Cameroun.

(b) British Togoland

The history of British Togoland followed much the same course. Under the British Mandate it was, on 1st April, 1924, divided for administrative purposes into two sections, one of which was administered as a part of the Northern Territories of the Gold Coast, and the other as a part of the Eastern Province of the Gold Coast. The reason for this was given as follows:

"This measure accords best with the geographical and ethnographical conditions as well as with administrative convenience, and has resulted in unifying tribes which were previously divided."³⁾

In/...

- 1) Report by His Britannic Majesty's Government on the Administration under Mandate of the British Cameroons for the Year 1924, p. 5.
- 2) Report by Her Majesty's Government in the United Kingdom to the General Assembly of the United Nations on the Cameroons under United Kingdom Administration for the Year 1954, pp. 12-13.
- 3) Report of His Majesty's Government on the Administration under Mandate of British Togoland for the Year 1924, p. 9.

In 1946, Togoland was placed under United Nations Trusteeship. The United Nations Visiting Mission in 1955 gave consideration to the future of Togoland, and in its report said inter alia:

"As is equally true of geographic and climatic divisions throughout this part of West Africa, ethnographic and linguistic boundary lines run roughly east and west, with the result that tribal and cultural associations tend to extend across the frontiers into neighbouring territories and the ethnic composition of the population is extremely complex".¹⁾

...

"... the Mission found that in the Northern Section of Togoland under British administration, opinion was over-whelmingly in favour of integration of the Territory with the Gold Coast. In view of the distinctive ethnic and linguistic characteristics of the population and of general conditions in this area, the Mission felt that its future should be determined, not by a majority of the total vote in the Trust Territory, but by a majority of votes within this area. In the southern districts of Kpandu and Ho, the Mission found opinion well divided between the supporters of integration and those who advocated independence for a unified Togoland. In these districts, moreover, the majority of the population is Ewe and the question of Ewe unification has exerted considerable influence on the course of events in this region in recent years".²⁾

In 1956 the southern provinces voted to join French Togoland but the four northern provinces voted for incorporation in Ghana. In the result, the whole area was integrated with Ghana when the latter became independent in 1957.

(c)/...

1) T.C., O.R., Fifth Special Sess., Supp. No. 2, p. 7.

2) Ibid., p. 16.

(c) Ruanda-Urundi

A solution to the problem in Ruanda-Urundi was found by way of territorial separation of the former provinces into the separate independent States of Rwanda and Burundi. Speaking in the Fourth Committee of the General Assembly of the United Nations, Mr. Ngendandumwe, the Deputy Prime Minister of Burundi, dealt as follows with the reasons which motivated such separation:

"After several weeks of discussion in Brussels, the representatives of the two States had been unanimous in recognizing the need for an economic union and had agreed to study the establishment of a single system for the administration of monetary and customs matters and controls. The main question to decide was whether to stop at economic union or to go further and seek political union. As matters were, the peoples of Rwanda and Burundi had no desire to share a common destiny or to send representatives to the same assembly. It was significant that the General Council established by the Administering Authority had proved a failure and that the persons who had agreed to serve on it had been regarded with disfavour by the population. Recent events had further emphasized the divergencies and even rivalries between the two States, which had entirely different, if not incompatible, systems. It was therefore further necessary to seek a solution other than a contrived union which would break up as soon as independence was declared, just as various other unions of that kind had broken up elsewhere. Moreover, economic necessity was not enough to create politically viable States. If that were so, Europe would have been united long ago.

The only possible compromise for Rwanda and Burundi therefore, was an economic union of two genuinely independent States. Later on, it might be possible to devise solutions that were better suited to the circumstances and more practicable, but not before radical changes of structure had been introduced in accordance with the wishes of

the/...

the two populations. Rivalry, accentuated by recent political developments, was a factor that must be taken into account. Any attempt at political union was bound to fail and might even prove dangerous, for it would complicate the problem unnecessarily and would be likely to impede a future union. Accordingly the representatives of the two States were seeking solutions that would leave the future open".¹⁾

Further afield, the practice of states - as opposed to certain theories - also clearly indicates that the methods employed in attempting to solve the constitutional problems of a multi-national society living in one geographical area, differ from country to country. To what extent the various methods have been successful is well known. I do not intend to go into details, but wish to refer to the incompatibility of the major population groups of the former Palestine, the problem of a Chinese minority in Malaysia, the tragic history of Biafra, the bitter struggle of the people of southern Sudan, the division of India/Pakistan, the establishment of Northern Ireland in separation from the Republic of Ireland, the fate of a minority group in Zanzibar, the solution applied in Cyprus and the case of the Tamils in Ceylon.

The/...

1) G.A., O.R., Sixteenth Sess., Fourth Comm., 1262nd Meeting, 18th January, 1962, p. 652.

The Alleged "Struggle" of the Peoples of South West Africa

There is one further aspect of Security Council Resolution 269 with which I would like to deal briefly before proceeding to the implications of the demand for South Africa's withdrawal and that is the assumption in the Resolution that the inhabitants of South West Africa are engaged in a "struggle" against the South African authorities. Neither the peoples of the Territory nor the South African Government is aware of such a situation. It is precisely to avoid friction and a recurrence of the internecine warfare of the previous century that the South African Government has adopted the approach of political self-determination for each population group. It is precisely because of the struggle which would inevitably follow should an attempt be made to force the peoples against their will into an artificial unit, that the South African Government is not prepared to abandon its responsibilities and to leave the peoples of South West Africa to a fate which is not so difficult to imagine in the light of events elsewhere. Apart from this, not a single population group in South West Africa needs to struggle against a Government which is only too ready to assist them on the road to political self-realization.

We have never been a colonial power. On the contrary one of the longest and most severe struggles against colonial-imperialism was fought in our part of the Continent. As far as South West Africa is concerned, the over-

whelming/...

whelming majority of the peoples have repeatedly indicated that they consider my Government as a friend of long standing and that they desire our continued assistance. If any fear ever existed it was a fear that we would forsake them. They now know that we shall never do so.

On what basis of fact can any objective observer allege that the peoples of South West Africa are struggling against the presence of the South African Government? It is true that there are elements who are not content with the pattern of peaceful co-existence which is developing among the nations of southern Africa, and whose failure to disturb the harmony and progress in the region has driven them to a pernicious form of aggression viz. terrorism.

Professed concern for the political rights and welfare of the non-White peoples in our part of the world has been used as a pretext for launching a campaign of terrorism and sabotage against South West Africa and South Africa from outside our borders. These terrorists direct their activities indiscriminately against all population groups, the victims usually being women and children who can least protect themselves. Their campaign of violence is aimed at the very people whose rights they claim to champion. Recruits are intimidated into their ranks. Law-abiding citizens are forced to co-operate.

This/...

This evil strikes at the very roots of society, and has caused revulsion amongst the inhabitants of South West Africa. Not surprisingly, the Ovambo have helped to round up the terrorists who entered South West Africa and have been demanding that firm action be taken by the South African authorities to prevent any further infiltration into their territories. A motion was adopted unanimously by the Legislative Council of Ovamboland on 14th February, 1969, in which terrorism was condemned as a threat to life and property and the Council's appreciation was expressed of the assistance rendered by the South African Government.

Responsible as it is for the welfare of all the inhabitants of South West Africa, the South African Government cannot allow groups of trained terrorists to create a Vietcong reign of violence. We are not prepared to expose the peoples who rely on our protection to terrorist aggression. We have taken appropriate measures to combat this evil.

Further background information on this issue was conveyed to you in my letter of 15th February, 1968. It remains to draw attention to one aspect which has puzzled us particularly. Terrorism as it has manifested itself on South West Africa's borders is no more than a fraction of similar activities rife in many parts of the world. Those who direct their activities against law and order in South West Africa are considered in certain United Nations quarters as "freedom fighters" against the "tyrannical rule"

of/...

of the South African Government. However, in other parts of the world terrorists apparently do not fight for such lofty purposes. It should be realised that the same elements who are responsible for terrorism in our part of the world also have a hand in terrorist activities elsewhere. I have on a former occasion warned against this evil, and would like to repeat that unless governments take appropriate action, terrorism may become a greater threat to international law and order than piracy in times gone by. Those who recklessly encourage this form of aggression may find to their regret that terrorists obey no law, not even the laws of those who shelter them.

The charge that the peoples of South West Africa are "struggling" against the South African Government forms part of the general pattern of assertions of oppression which have for a long time been made in United Nations circles, disseminated mainly by a group of petitioners. A similar charge was also taken up by the Applicants in the South West Africa Cases. In fact, most of the resolutions passed by the United Nations in respect of South West Africa were based on distorted and erroneous information furnished by petitioners. What eventually transpired in the proceedings of the International Court of Justice when these crucial issues were put to the test is too easily forgotten and ignored. The history of those events, however, forms part of the record.

In/...

In the Court proceedings many of the allegations that were made against my Government in the United Nations were reproduced by the Applicants in an attempt to substantiate their charge of oppression. For instance it was said that the indigenous peoples enjoyed no political rights at all; that they had no prospect of political development and that they were denied all prospects of self-determination; that they had been deprived of the best land in the Territory; that they had been pushed out to the desert; that they received no education at all or where they were given some education it was sufficient only to prepare them for slavery; that the South African Government's policy was based on racial superiority and racial hatred.

These were the charges brought to Court. The Applicants relied almost exclusively on documentation of the United Nations - on the records, debates and resolutions. Furthermore, they admitted in their initial pleadings that they relied on the "cumulative effect and thrust" of the petitions that had been received by the United Nations, and their "probable accuracy in substance".

The South African Government in written pleadings running into several thousand pages refuted these charges in detail, and furnished factual data in respect of each aspect of the many allegations. The contents of the petitions on which the Applicants had relied were specifically dealt with. In the oral proceedings, South Africa came to the Court prepared to furnish further evidence to refute the

allegations/...

allegations of oppression. A list of witnesses and experts whom South Africa wished to call was submitted to the Court. South Africa also extended an unqualified invitation to the Court to inspect the Territory. It was also suggested, although this was not a condition, that the Court should visit some other African countries, including the Applicant States, in order to obtain a general view of African conditions and realities against which a fair assessment of the situation in South West Africa could be made. What was the reaction of the Applicants? They did not have a single witness in support of charges which had been so readily accepted in organs of the United Nations. On the subject of United Nations petitioners they explicitly stated:

"The Applicants have not relied upon the accuracy of statements in such petitions. The Applicants have cited such petitions for the bearing they may have as confirmatory of the reasonably predictable consequences of the practices and policies which are undisputed."

Certainly this was a striking departure from the attitude adopted earlier in their pleadings, in which they had stated that the "cumulative effect and thrust of the petitions, received from so wide a variety of independent sources, reinforces, in general, the factual allegations contained in Chapter V of this Memorial".

If the Applicants were not prepared to rely on the accuracy of the statements in the petitions, in what manner could the petitions serve as confirmation of predictable consequences of South Africa's policies, or as confirmation of anything at all?

South/...

South Africa went so far as to indicate that, it would consider, if the Applicant States wished to call the petitioners as witnesses, whether it ought not to pay their fees in order to have the opportunity of cross-examining them before the Court. There was no response.

What, moreover was the response of Applicants to the inspection proposal? One would have thought that they would have welcomed the opportunity for the Court to witness the conditions of "inhuman oppression" which were alleged to exist in South West Africa and which formed the basis of so many United Nations resolutions. The Court would have been enabled to see for itself the alleged large-scale militarization of the Territory against which the peoples of the Territory were said to be struggling. However, they did not welcome the proposal. Indeed, they opposed it strenuously, on the grounds that it was "unnecessary, expensive, dilatory, cumbersome and unwarranted".

They later told the Court that there was no dispute of fact between the parties at all, and that it was unnecessary to have any oral evidence or any inspection. South Africa reacted by asking what was then in dispute, why were all those allegations of oppression which were denied by South Africa still appearing on the written pleadings and why were they incorporated by explicit reference in the formal submissions before the Court?

The/...

The Applicants categorically retreated from the factual charges of oppression by accepting as true all the averments of fact in South Africa's pleadings. These were their words:

"The Applicants have advised Respondent as well as this Honourable Court that all and any averments of fact in Respondent's written pleadings will be and are accepted as true, unless specifically denied. And the Applicants have not found it necessary and do not find it necessary to controvert any such averments of fact. Hence, for the purposes of these proceedings, such averments of fact, although made by Respondent in a copious and unusually voluminous record, may be treated as if incorporated by reference into the Applicants' pleadings."

To confirm this basic change in their case they went further and formally amended their original submissions by explicitly omitting all the charges of oppression.

The charge concerning militarization met a similar fate. In this respect also the Applicants relied on information which had been supplied by petitioners at the United Nations. The gravamen of the charge was that there was a huge military build-up in South West Africa with the object of suppressing the indigenous peoples. South Africa replied in its written pleadings, and during the oral proceedings called a witness, General S.L.A. Marshall, a distinguished military expert who had visited South West Africa on two occasions in 1965. He told the Court that South West Africa was "less militarized and more under-armed" than any territory of its size that he had ever seen in the world. The Applicants admitted that General Marshall was

"indeed/...

"indeed a recognized military authority and widely read" in the United States of America. They even undertook that they would transmit to the United Nations the information which the General had furnished to the Court. Yet soon thereafter, on 17th December, 1965, the General Assembly adopted resolution 2074, operative paragraph 7 of which called on the South African Government:

"to remove immediately all bases and other military installation located in the Territory of South West Africa and to refrain from utilizing the Territory in any way whatsoever as a military base for internal or external purposes." (Resolution 2074 (XX), para. 7).

Three members of the Court dealt with the question of alleged militarization. One was on the side of the majority and the other two on the side of the dissentients. All three rejected the Applicants' claim as unfounded.

There is another important event which throws light on the probative value of charges of "oppression" and "struggle" in South West Africa. This was the visit to South West Africa of the Chairman and Vice-Chairman of the Committee on South West Africa during May, 1962.

After the return of the visitors from the Territory, discussions were held in Pretoria on 24th May, 1962. The South African Prime Minister asked Mr. Carpio and Dr. Martinez de Alva whether they had observed any threat to the peace, or any signs of militarization, in South West Africa. ^{Martinez} Dr. de Alva replied that he personally had seen nothing to substantiate the relevant charges which had been made by

United Nations organs in that regard. Mr. Carpio initially stated that he could not form an opinion since he had not visited every important locality in the Territory. Asked to name the alleged centres of militarization Mr. Carpio mentioned Ohopoho, the Kaokoveld, Ondangua, the Caprivi Zipfel and Windhoek. It was then pointed out that at least one member of his party had visited each of these centres, and that no signs of militarization had been detected.

The Prime Minister remarked that he was concerned about the fact that the allegation of militarization had not been unequivocally repudiated by Mr. Carpio. He offered to arrange for impartial observers, e.g. military attachés of any two embassies in Pretoria named by the visitors to be sent immediately to inspect any of the areas mentioned by Mr. Carpio. Such observers would report directly to Mr. Carpio. They could leave for South West Africa at once, so that it might not be later claimed that the Government had in the meantime removed the evidence. The offer however, was not accepted.

The Prime Minister then enquired whether the visitors had encountered any evidence in substantiation of the charge of extermination or genocide which had been levelled against the South African Government. Mr. Carpio replied that they had not.

When/...

When discussions were resumed on 25th May, it was agreed that a joint communique would be issued at the end of the deliberations, and that officials on both sides would prepare a draft of such a statement during the luncheon interval.

At the afternoon meeting, the Prime Minister stated that he had learned with regret that Mr. Carpio was indisposed and could not be present. This was the first occasion during the talks on which Ambassador Carpio was not present. He enquired if Dr. Martinez de Alva would meanwhile proceed with the discussion of the preliminary draft prepared by the officials. Dr. Martinez de Alva agreed, but stipulated that the text of the document would have to be put to Mr. Carpio, since it was essential that he agree to it. The draft was then read out and discussed paragraph by paragraph. Proposals for changes were made by both sides, and a new draft was agreed which Dr. Martinez de Alva undertook to discuss with Mr. Carpio.

When discussions were resumed the next morning, Dr. Martinez/^{de}Alva drew attention to two important changes which had been proposed by Mr. Carpio in paragraphs 3 and 4 of the communique. Mr. Carpio had insisted that reference be made in paragraph 3 to the limited duration of the mission's stay in South West Africa, and that their finding as to a threat to peace be circumscribed by limiting it to the places visited and the evidence heard. The Prime Minister agreed to accept the changes with regard to the reference to

a "ten day visit", but made it clear that he understood that the report to the United Nations would explain that every facility had been given to the visitors to go where they pleased, and to extend their stay if they wished.

Martinez

As regards paragraph 4, Dr./de Alva said that Mr. Carpio had requested that reference be made to the fact that the mission did not have an opportunity to investigate fully the allegation with respect to political prisoners. It was then agreed to redraft the first sentence of paragraph 4 to meet this point.

Several other minor textual changes were discussed and disposed of. The Prime Minister then enquired if the text could be regarded as agreed by everybody concerned, and ^{Martinez} Dr./de Alva replied in the affirmative.

The relevant portion of the text of the communiqué, as issued on May 26th, read as follows: 1)

"1. Discussions between Ambassadors Carpio and Martinez de Alva and the Prime Minister and the Minister of Foreign Affairs were resumed in the same friendly and frank atmosphere that characterised the former meetings. Ambassador Carpio expressed the appreciation of the visitors for all the arrangements made and for the free and uninhibited opportunities given to the Vice-Chairman and himself to meet with all sections of the population of South West Africa desiring to contact them, and hoped that further visits could in the future be arranged.

2. In/...

1) Also issued by the U.N. Office of Information as G.A.2501, 26th May, 1962.

2. In reply to a proposal that further visits by persons connected with the United Nations could usefully be arranged, particularly one by the whole Special Committee for South West Africa the Prime Minister stated that it would be best to await the issue of the report of the Chairman and Vice-Chairman and its reception by the Committee and the General Assembly before considering this matter further. He added, however, as was indicated in the invitation extended to the Chairman and Vice-Chairman, that South Africa could not be expected to receive a committee with instructions to act contrary to the juridical position of the Republic of South Africa.

3. At the request of the Prime Minister both the Chairman and the Vice-Chairman gave their impressions gained during their ten day visit to the Territory. They stated that in the places visited they had found no evidence and heard no allegations that there was a threat to international peace and security within South West Africa; that there were signs of militarisation in the territory; 1) or that the indigenous population was being exterminated.

4. While naturally a detailed investigation as to the question of the detention of political prisoners could not be made, the Chairman and Vice-Chairman noted that no case of detention of political prisoners had been brought to their attention during their visit. They have, however, received allegations that a few persons have been repatriated to Ovamboland or elsewhere because of political activities. The Prime Minister stated that he would have these allegations investigated.

5. The further discussions dealt with suggestions by both Ambassadors to improve relations between South Africa and the United Nations".

At midday on 26th May, 1962, the South African Foreign Minister paid a courtesy call on Mr. Carpio at his hotel. A little later Mr. B. G. Fourie, at the time South Africa's permanent representative at the United Nations,

also/...

1) A footnote to paragraph 3 appeared here which read:
 "The Chairman and Vice-Chairman were informed by the South African authorities and noted the existence of a nine man military administrative headquarters in Windhoek. There is also a unit of the citizens' force (which undergoes training for two weeks per annum) with 17 Officers and 206 Other Ranks".

also visited Mr. Carpio. During neither of these visits did Mr. Carpio suggest that he had in any way dissented from the joint communiqué.

On Sunday, 27th May, 1962, on the advice of his doctors, Mr. Carpio was taken to hospital where he remained until 3rd June. During his stay in hospital he received the daily newspapers in which prominence was given to the joint communiqué. He was regularly visited by senior officials of the Department of Foreign Affairs. To none of them did he intimate that he was not a party to the joint communiqué. It was only at an airport press conference on the 5th June, 1962, when about to leave South Africa that Mr. Carpio hinted that he was not responsible for the communiqué.

Martinez

Dr./de Alva consistently pointed out that both Mr. Carpio and himself had approved in toto of the joint communiqué and that it had been issued with the full authority of all the parties concerned, including Mr. Carpio.

Martinez

It is noteworthy that Dr./de Alva mentioned in his letter of 16th July, 1962, to the Under-Secretary for Trusteeship and Information from Non-Self-Governing Territories that Mr. Berendsen and Miss Yarrow, the two United Nations officials who had accompanied the visitors to South Africa and the Territory, had in fact conveyed to him Mr. Carpio's

"... full/...

"... full authority to accept the joint communiqué as it had been drafted, including paragraphs 3 and 4, but with the changes on which he Mr. Carpio had been so insistent ...". 1)

These officials, while in South Africa, also informed the Press that Mr. Carpio had been consulted throughout as if he had been present at the official discussions.

During the course of a statement made at the 95th Meeting of the Special Committee on the Situation in regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, Mr. Mburumba Kerina, one of the regular petitioners to the United Nations about South West Africa, made certain serious allegations against inter alios the aforementioned two officials. This led to a decision of the Secretary-General to conduct an enquiry as to the assertions regarding the members of the Secretariat. A committee examined the matter for a period of more than six months. Mr. Kerina appeared, but declined to support his allegations and refused to answer any of the committee's questions. On receipt of the findings of the committee of enquiry, and after careful consideration, the Secretary-General came to the conclusion that

"... the staff members concerned acted throughout in good faith",

and/...

1) Report of the Special Committee for South West Africa, G.A., O.R., Seventeenth Sess., Suppl., No. 12 (A/5212), p. 20.

and he stated that he was

"... satisfied that whatever assistance they ~~Mr.~~ Berendsen and Miss Yarrow⁷ gave to the Chairman and Vice-Chairman of the Special Committee for South West Africa was requested of them and was given in accordance with the traditions and established practices of the Secretariat.

Accordingly ... the Secretary-General has determined that the allegations against the staff members were not well founded and that, from his point of view, the matter is closed".¹⁾

Speaking at the Eight Meeting of the Special Committee for South West Africa on 24th July, 1962, Martinez Dr./de Alva stated that

"The Chairman²⁾ had said that the joint communiqué issued at Pretoria had come as a disagreeable shock to the Committee. Such an adjective could describe only a subjective personal reaction; he hoped the Committee would give him an opportunity to discuss the question of the joint communiqué with the thoroughness it required.

Whether the work accomplished by the mission to South Africa and South West Africa was regarded as a triumph or as a disaster, it represented a solid achievement ...".³⁾

In commenting on a draft letter under cover of which the Special Committee for South West Africa proposed

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- 1) United Nations Secretariat, Information Circular to Members of the Staff from the Director of Personnel, ST/ADM/SER.A/837, 29th March, 1963.
 - 2) At that meeting Mr. Arteh of Somalia.
 - 3) U.N., G.A., Special Committee for South West Africa: Summary Record of the Eighth Meeting, 24th July, 1962, U.N. Doc. A/AC.110/Sr.8, p.5.

to despatch its report to the "Committee of Seventeen",¹⁾
 Dr./de Alva stated, at the Thirteenth Meeting of the
 Special Committee, that

"... the communiqué existed and had actually been issued jointly by the South African Government, the Chairman and the Vice-Chairman; consequently, it could not be described ... as an 'alleged' joint communiqué, nor could it be attributed solely to the South African Government ... Since the Chairman continued to deny that he had had any part in the preparation, drafting or publication of the communiqué, and the Vice-Chairman challenged his position, the text should refer to the letters they had sent to the Under-Secretary explaining their respective positions".²⁾

Martinez
 Dr./de Alva continued:

"The Chairman had participated in those conversations; he had been fully aware of the position and it had been with his consent that the communiqué had been prepared. Indeed, the Chairman and the Vice-Chairman had proceeded in full agreement from the time the communiqué was drafted until it was issued. He personally was not prepared to alter a single word of the statement to which he had subscribed.

... The existence of the communiqué could not be denied, irrespective of the Committee's opinion of its contents, and since it had, in fact, been issued jointly by the spokesmen of the South African government and by the Chairman and Vice-Chairman,

acting/...

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- 1) Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.
 - 2) U.N., G.A., Special Committee for South West Africa: Summary Record of the Thirteenth Meeting, 2 August, 1962, U.N. Doc. A/AC.110/SR.13, p. 7.

acting in their official capacity as representatives of the Committee". 1)

The reaction of Mr. Arteh (Somalia) to Martinez Dr./de Alva's statement affords a good example of the degree of responsibility adopted by some of the United Nations delegates when dealing with questions affecting South West Africa. Despite the overwhelming weight of evidence known at that stage, he said that

"... his delegation regarded the Chairman's statement that he had had no part in the drafting or publication of the communiqué as an authoritative statement, and accepted it as official. He therefore wished to retain the word 'alleged' before 'joint communiqué' in the draft letter of transmittal. The Committee should endeavour to be objective; it should not assume the attitude of a court of enquiry; the Chairman's assertions should be regarded as final and absolute" 2) (underlining added).

At/...

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- 1) U.N., G.A., Special Committee for South West Africa: Summary Record of the Thirteenth Meeting, 2 August, 1962, U.N. Doc. A/AC.110/SR.13, p. 8.
 - 2) Ibid., Mr. Arteh was the Rapporteur and at one stage Chairman of the Special Committee for South West Africa.

At the Fourteenth Meeting of the Special Committee
Martinez
on 3rd August, 1962, Dr./de Alva, replying to a lengthy
statement by Mr. Carpio in which the latter once more
sought to disown the joint communiqué, stated that he
Martinez
(Dr./de Alva) -

"... would have been willing to give full credence to the Chairman's explanation if it had not been offered ex post facto. Whatever his reasons for not joining in the communiqué, the fact was that he nevertheless had done so and was responsible for that action to the same extent as the Mexican representative, the only difference between them being that the one maintained his position while the other now repudiated it". 1)

In conclusion, attention is drawn to the manner in which the joint communiqué was eventually dealt with by the Special Committee. At the Thirteenth Meeting several members expressed disagreement with the letter of transmittal drafted by the representatives of Somalia and Burma, which in effect ignored the communiqué. The Norwegian representative wanted all the available documents to be forwarded to the "Committee of Seventeen". 2) Later Mr. Borja (Philippines) however stated that -

"~~t~~he Philippine Government would not permit its Ambassador ~~Mr. Carpio~~ to be subjected to a police interrogation by the Committee". 3)

At/...

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- 1) Ibid., Summary Record of the Fourteenth Meeting, 3 August, 1962, U.N. Doc. A/AC. 110/SR.14, p.6
 - 2) Ibid., Summary Record of the Thirteenth Meeting, 2 August, 1962, U.N. Doc. A/AC. 110/SR.13, pp. 4-5 and 7
 - 3) Ibid., p.9

At the Fourteenth Meeting various members persisted in opposing the draft letter of transmittal, but after some cursory discussion the proposal of the Norwegian representative was put to the vote. In the end the third paragraph of the draft letter was adopted by 4 votes to 3. This meant that the joint communiqué was not included in the evidence forwarded to the "Committee of Seventeen" and that it was not considered by the United Nations when Resolution 1805 was adopted.

Many delegates to the United Nations, before the issue of the joint communiqué in 1962, had concentrated on the three charges concerning a threat to the peace, genocide and militarization in South West Africa. The main charge was that international peace was being endangered by the alleged situation in the Territory. No less than thirty-one delegations, during 1960-61, had made the charge, on which heavy reliance was placed since it could be used in the Security Council as a ground for taking action against South Africa. The admission by the two emissaries of the United Nations disposed of the main charge, as also the other two serious charges, against South Africa. If these delegates, or the members of the Special Committee had had the interests of the inhabitants of the Territory at heart, the contents of the joint communiqué should have been a

great/.....

great relief to them. Instead, the general reaction was that the communiqué had come "as a disagreeable shock ...".¹⁾

The point of importance is that, despite the evidence of Dr./de Alva and of the two members of the Secretariat, the Special Committee refused to recognize the joint communiqué to which Mr. Carpio and Dr./de Alva were parties, presumably because the declarations in the communiqué were in conflict with what the majority of the Committee wished the world to believe about conditions in South West Africa.

The South African Government does not claim that there is no difference of opinion between the administration and any of the population groups in South West Africa. There are indeed elements in the Territory which oppose the Government; and their right to do so is protected by the Government as long as their activities fall within the requirements of civil law and order. It is, however, interesting that the two population groups from whom most of the petitions and criticism have emanated are also the two most nationally-orientated. They are the Basters of Rehoboth and the Herero, who together constitute about 9% of the total of all population groups.

The Basters are proud of their name. No opprobrium is implicit in the word. A translation in English as "Bastard" would be incorrect. Members of the Rehoboth Community/...

1) U.N.G.A., Special Committee for South West Africa: Summary Record of the Eighth Meeting, 24 July, 1962, U.N. Doc. A/AC. 110/SR.8, p.3

Community are registered at birth as "Rehoboth Basters" at their own request. The people are ethnologically a mixed group. They speak almost exclusively Afrikaans as their home language and trace their ancestry to wandering groups of mixed European-Hottentot descent who led a nomadic life beyond the boundaries of the Cape Colony, and outside its jurisdiction, during the latter half of the eighteenth century. At that time the land was regarded as belonging to no-one and there was no effective public authority. Amongst the Basters, however, a measure of cohesion did exist as a result of the work and influence of missionaries.

The Basters crossed the Orange River in about 1868 in order to settle in South West Africa. They had, however, entered an area long plagued by internecine warfare, where the Nama and the Herero had been in constant conflict from the time of their first contact.

Nevertheless, from about 1871 the Basters were in de facto possession of the Rehoboth Gebiet. On their arrival they formally accepted a constitution which they had drafted at Warmbad the previous year, based partly on the Nama pattern and partly on Western principles. At the head of the group was a Kaptein or "Captain" (Hermanus van Wyk) assisted by a Raad (Board) of two, and later four, burghers.

There/....

There was also an elected Volksraad or Parliament. The Raad and the Volksraad in fact (but not in law) later developed into a single, enlarged Parliament. They continued to be governed by their archaic laws and no change in these was to be proposed to the Raad unless first accepted by the Kaptein and his Raad. Judges were to be appointed by the Kaptein and criminal judgments had to be confirmed by him. In time the code expanded into more spheres of community life. The Basters of Rehoboth also began to describe themselves as burghers (citizens) of Rehoboth. This term actually did carry a specific status, for only full burghers could vote in the election of the Kaptein or of the members of the Volksraad; only Basters or persons married to Basters could be admitted as burghers, and stranger applicants had to be formally accepted for enrolment by the Kaptein and his Raad. Only burghers were entitled to own land.

The wars between the Nama and the Herero continued unabated around Rehoboth, but the Basters remained neutral. The relative stability of Rehoboth attracted the attention of the surrounding national groups; the Bushmen and Bergdama who regarded cattle as lawful prey, cast covetous eyes on the Baster livestock, and the Basters suffered heavily under their frequent raids. Hermanus

van Wyk/...

van Wyk told Palgrave in 1879 "ons wordt gansch kaal gestolen".¹⁾ In 1881 the Basters were strengthened by the arrival of an additional group of Basters under Klaas Swart from Grootfontein.²⁾ In general the Basters escaped the whirlwind of warfare around them until, later that year, six Basters were killed by the Herero.

The Basters joined the Afrikaner Nama tribe in an attack on the Herero, only to be repulsed, after taking much booty. Thereafter the Afrikaner Namas under Jan Jonker, not satisfied with their booty, and the Swartboois, hoping for a return to Rehoboth (which was formerly occupied by them), turned against their allies, the Basters, most of whom were still engaged with the Herero. Those left behind defended themselves fiercely and drove the attackers off, but lost a substantial number of cattle in the engagement. Eventually Hermanus van Wyk signed a peace treaty with Kamaharero, who promised support against these raids.

Palgrave, a special representative of the British authorities, made his first visit in 1876 to South West Africa. He reported that many of the tribes and peoples had appealed to him to persuade the British Government to

extend/....

1) "We are being robbed of everything".

2) A village 100 miles south-west of Marienthal - not to be confused with Grootfontein in the northern part of South West Africa.

extend protection and help to them "that law and order may be established, for justice is sadly wanting in our country". The Basters themselves had also made similar pleas to the British Resident Magistrate of Walvis Bay, as they were being constantly harassed by the surrounding Nama and received no protection from the Herero, despite Kamaharero's promise.

After the German acquisition of South West Africa the German authorities signed a treaty with the Basters on 15th September, 1885. In practice, the degree of self-government that the Basters had achieved was recognized by Germany.

When the Kaptein, Hermanus van Wyk, died in 1906, the rank of Kaptein was abolished with the consent of the Basters, and Hermanus' son Cornelius was recognized as Voorman (leader), but only on yearly reinstatements. The Volksraad was abolished as well and replaced by the Baster Council or Raad comprising nine members, whose election was made subject to the approval of the German Governor. A magistrate acted as chairman of this Council, except when matters of purely domestic interest were discussed. Laws were also made for the Rehoboth Gebiet by the authorities.

At the outbreak of World War I, the Basters refused to assist German troops against the South African

forces/....

forces, and fled to the hills where they were saved by the timely arrival of the South African forces at Rehoboth. General Louis Botha¹⁾ met the Voorman, and recommended that the degree of Baster independence recognized by the Germans should not be reduced. During the early years of South Africa's administration of South West Africa the status quo in respect of Rehoboth was maintained.

To clarify the position the Administration of South West Africa, acting on behalf of the Union Government, conducted long and infinitely patient negotiations with the Basters. These culminated in 1923 into the lawfully elected Raad of the Community signing an Agreement with the Union Government.

In terms of the Agreement, the South African Government acknowledged the right and title of the Rehoboth Community to the Rehoboth Gebiet (comprising some 1,390,000 hectares) within new borders greater than those recognized by the German Administration, and conceded to the Community the right of local self-government within the Gebiet according to the laws of the Community and subject to the provisions of the Agreement itself. It was agreed that certain laws of South West Africa should be applied to the Gebiet and that the Administrator should have the right to apply

other/....

1) Prime Minister of the then Union of South Africa from 1910 - 1919

other laws from time to time - after consultation with the Raad of the Community. In the case of a dispute between the Administration and the Raad in relation to any matter whatsoever arising from the Agreement, the Raad was accorded the right of petition to the South African Parliament itself.

By the Agreement, too, no person was permitted to alienate land in the Gebiet without the consent of the Raad.

The Kaptein, Raad, judges and magistrates of the Community were also recognized by the South African Government and the Agreement was proclaimed and ratified by South West Africa Proclamation 28 of 1923.

Soon after the conclusion of the Agreement it became evident that the majority of the Basters were dissatisfied and refused to accept it. A period of unrest followed which was however brought to an end without bloodshed. The constitutional position of the Rehoboth Gebiet has therefore been somewhat complicated. With some useful exceptions, the Vaderlike Wette (Ancestral Laws) have remained unchanged since 1874, and have not been formally adapted to the changing needs of the Baster people.

In 1928 the Advisory Board (or Raad) which is still in existence today, was constituted. As the name

indicates/....

indicates, the Raad exists to give the Magistrate advice. The magistrate and ex officio Kaptein is not legally bound by the advice. In practice however, he usually follows the advice of the Raad and this situation has prevailed since 1928.

The Baster Raad or Council has often been encouraged to submit proposals for a more effective form of administration for the Rehoboth community. Official efforts in this direction have however been received with suspicion. As recently as 1961 the South West Africa Legislative Assembly passed the Rehoboth Gebiet Affairs Ordinance, No. 20 of 1961, providing inter alia for the restoration of the 1923 Agreement. The Raad had been pressing for this since the 1930's but at a poll of the burghers, taken subsequent to the passing of the Ordinance, the revival of the Agreement was rejected. The Ordinance was, therefore, never put into effect and the status quo remained.

To summarise. The Rehoboth Basters, numbering about 14,000 are a unique community. Their collective consciousness has woven a thread in their history from the earliest times. Fears of being overrun and dominated by stronger neighbours have featured strongly in their history, and have made them abnormally wary and suspicious of change.

When/...

When, in the post-war period, the stage was set for accelerating the social, political and economic advancement of the peoples of South West Africa, the Basters of Rehoboth maintained their traditional opposition to innovation. Despite repeated official efforts to assist them in adopting a new constitution to pave the way for large-scale development plans, a number of their leaders still waver, and find it hard to rid themselves of suspicions that their identity as a separate population group might be at stake, or that their land might be taken from them, or that they might be forced to amalgamate with numerically stronger population groups. Another factor which has contributed to the relatively slow pace of their advancement is the dissidence among members of their Raad, often resulting in resolutions which "decide to decide at a later date" issue after issue. There have recently been signs among some of the leading Baster personalities of a greater realisation of the responsibilities which they owe to their community. It is to be hoped that this awareness will grow in the interest of all concerned.

The South African Government has recently established by Act No. 84 of 1969 a corporate body to be known as the Rehoboth Investment and Development Corporation, Ltd., to encourage and promote the advancement of the Rehoboth

community/...

community in the fields of agriculture, mining, trade, industry, finance, and matters incidental thereto.

The Board of Directors of the Corporation has now been appointed and it is expected that the Corporation will be ready to start operating by January, 1970. Capital for the Corporation's operations will be supplied by the South African Government.

It will thus be clear that the aims of organs of the United Nations in regard to South West Africa do not coincide with those of the Basters. In fact what the Basters desire above everything else is the maintenance of their separate identity within their homeland (where they have now lived for almost a century). This appears to be anathema to the majority in the United Nations.

The second population group which has taken up an aloof attitude towards the Administration is the Herero.

I have earlier made mention of the Herero's unusual social organization. This is based on bilateral descent, and has resulted in the Herero taking an exclusive view of their national or ethnic group. Moreover, their traditional pastoralism has made it difficult for them to acquire permanent habitations. Andersson, the Swedish explorer and scientist who lived among the Herero for many

years/....

years and assisted them in their wars against the Nama, wrote more than a century ago in his book "Lake Ngami":

"The whole country is considered public property. As soon as the grass is eaten off, or the water exhausted in one place they move away to another".

The Herero originally occupied the Kaokoveld. While they were still living there (before the end of the 18th century) they made a raid for cattle into Ovamboland, but were repulsed. From about the beginning of the 19th century they began to move southwards. Their procedure in occupying the new areas south of the Kaokoveld was described as follows by Andersson:

"... they invaded the country, then inhabited by Bushmen and Hill-Damaras, the last being in all probability the aborigines. Not having a warlike disposition, the Hill-Damaras were easily subdued, and those who were not killed were made captives. The few that escaped took refuge among the mountains, or other inhospitable and inaccessible regions, where they are still found dragging on a most miserable and degraded existence".

About the relations between the Bushmen and the Hereros Andersson wrote:

"... both parties were in the habit of butchering each other indiscriminately (men, women, and children) whenever an opportunity occurred for gratifying their mutual hatred".

In addition, almost immediately after the first contact between the Herero and the Nama, clashes occurred

which/...

which resulted in almost uninterrupted warfare throughout the 19th century.

It is rather startling to compare the population growth of the Herero with that of the Ovambo who were living under relatively settled conditions in the north. The British commissioner, Palgrave, in 1876 estimated the total population of the Ovambo at 98,000. According to a 1906 estimate by the ethnologist Irle, the Herero numbered about 90,000 in 1874. According to official figures of the German authorities there were in 1913 only about 21,699 Herero. The 1966 estimate for the Herero is 40,000 and for the Ovambo 270,900. It is significant that under South African administration the numbers of the Herero have more than doubled. At the beginning of South Africa's administration they were less than a third of their numbers 40 years before.

The Chief's Council of the Herero is probably the strongest anti-Government group in South West Africa. From its ranks a large number of petitions have been despatched to the United Nations. When the South West Africa National Union was established it was intended to be the political organization of the Herero. One of its founders, Mr. Kozonguizi, however, clashed with the Chief's Council on the question of group loyalty. This resulted in a split

between/...

between South West Africa National Union and the Council. Through the strong tribal discipline of the Herero, the Chief's Council retained the support of the majority of headmen. South West African National Union thereafter carried on with active propaganda overseas and at the United Nations, but with almost no support in South West Africa. In 1964 Mr. Kapuuo announced the formation of the National Unity Democratic Organization, listing as Committee members a number of tribal leaders and leaders of other political organizations in South West Africa. However, several of the persons thus listed denied that they were members and, in some instances, that they had even been present at the meeting at which the National Unity Democratic Organization had been formed. Soon thereafter the National Unity Democratic Organization became a purely Herero organization.

A witness for South Africa at the International Court of Justice gave evidence on the nature, programmes and activities of several political parties in South West Africa. He said:

"Most of the parties are formed on a tribal basis. All attempts to achieve unity proved a failure ... Most of the Political parties ... command very little support within their own population groups. The only exception is NUDO, the Herero organization. ...

I/...

I would like to associate myself with Mr. Kapuuo who said ... that tribalism and group loyalties are things which you have to take into account in South West Africa for many years to come".

The South African Government has the same concern for the welfare and progress of the Herero as for every other population group. It has approached its task of assisting them to develop with exemplary patience. The aloof attitude adopted by some of their headmen has, however, retarded their progress. The South African Government will continue its efforts to eliminate misunderstandings and to contribute to their well-being.

From the foregoing it must be obvious that the allegation that the peoples of South West Africa are struggling against the South African Government, is not only unfounded but that it would be inexcusable for members of the Security Council to continue to base resolutions on such an assumption.

The Call for Withdrawal of South Africa's Administration

I have so far dealt with some of the major legal and factual defects of Security Council Resolution No. 269 (1969).

One very important aspect remains to be considered. This concerns the vital question of whether any account has

been/....

been taken of the catastrophic consequences for the peoples of South West Africa that would follow from severing their ties with South Africa, even assuming that South Africa were to withdraw the administration of South West Africa peacefully, though unwillingly.

I do not intend to treat the subject exhaustively, but enclose a memorandum which, together with the publication "South West Africa Survey 1967", will show the significant evolution which is taking place under South Africa's administration in all spheres of life - political, economic, educational, health, etc. Must all this progress come to an abrupt end? Must all the current schemes and plans for additional and essential water and power supplies, more schools and colleges and their extensions, more hospitals and more extensive health services, more and better housing, roads and telecommunications, be abandoned? Must the many scientific research projects, essential for the development and well-being of the peoples, come to a stop? What future would there be for the numerous industrial projects dependent on South Africa both as a market and a source of supply of fuel and materials? How could building programmes running into millions of Rand be continued?

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The memorandum and the "South West Africa Survey 1967" show that South Africa's support is not only a matter of money, though this in itself is considerable, but that it includes facilities such as railways, harbours, posts and telegraph services; trained and specialised manpower; technical and general public services, knowledge and experience in numerous essential spheres. In all the more important aspects of administration, and in the scientific and technical fields, the Territory and its peoples can rely on staff with intimate experience of local conditions and of the most effective solution to particular problems. In many instances it would be impossible to replace the contribution made by South Africa. In vital respects these stem from South Africa's special situation and role as an adjoining country administering South West Africa as an integral portion of its own territory. In fact South West Africa's phenomenal economic progress is dependent on the present natural relationship not being disturbed. Can it be seriously supposed that it would be in the interests of the peoples of South West Africa to sever their ties with the Republic of South Africa? The ensuing chaos would not be limited to South West Africa but could easily spill over into other parts of Southern Africa. The maintenance of order, stability and economic

well/...

well-being are matters of great importance not only to the peoples of South West Africa but to all the millions of southern Africa.

While some quarters might even welcome such a state of chaos and upheaval, our responsibility for all the population groups of South West Africa makes it imperative that such a situation should not be allowed to develop - as do our concern, and our duty, to contribute to the peace, stability and security of the whole southern Africa region.

While serious clashes, involving violent death, starvation and misery for millions of people, are common in various parts of the world; while stagnation and even retrogression is prevalent in so many areas, my Government has a record of impressive progress for all population groups in South West Africa, despite the formidable problems posed by the Territory's geographical and physical conformation. While the problems of the developing world are increasing, attempts are now being made to disturb the peace and tranquility in our part of the world.

Fundamentally, the question is: whose interests are to be served? Our own aim is clear. For us the interests of the peoples of South West Africa are paramount. Can all those who insist on ending our administration show achievements

in/...

in their own countries comparable with the increasing benefits enjoyed by the peoples of South West Africa?

In the General Assembly in 1966 I emphasized, with reference to a statement of the South African Prime Minister, that the South African Government had no designs of aggrandisement or aggression against its neighbours or against any other State in the world. I must repeat: We neither present any threat to peace, nor are we a threat to any country. On no account will we abandon the peoples of South West Africa who for half a century have placed their trust in us to lead them on the path of progress, peace and stability. The results achieved fully substantiate my Government's attitude.

Please accept, Your Excellency, the assurance of my highest consideration.

H. J. Muller

MINISTER OF FOREIGN AFFAIRS

ANNEXURE TO LETTER OF 26TH SEPTEMBER, 1969, FROM THE
SOUTH AFRICAN FOREIGN MINISTER TO THE SECRETARY-GENERAL
OF THE UNITED NATIONS.

INTRODUCTION	2
THE ADMINISTRATION	4
THE ECONOMY	5
Agriculture	8
Rail Services	12
Road Transport Services	17
Harbours	18
Air Services	19
Posts and Telegraphs	21
Roads	30
Transport	35
Banking and Financial Services	37
Public Works	39
Supplies	40
Mining	41
Fishing	42
Manufacturing	44
Construction	45
Commerce	46
Public Sector	47
Population and Employment	48
Economic Advancement of the Indigenous Groups	50
Water	63
Power Development	77
SCIENTIFIC AND TECHNOLOGICAL RESEARCH	81
VETERINARY SERVICES	108
HEALTH SERVICES	121
EDUCATION	142

ANNEXURE TO LETTER OF 26TH SEPTEMBER, 1969, FROM THE
SOUTH AFRICAN FOREIGN MINISTER TO THE SECRETARY-GENE-
RAL OF THE UNITED NATIONS

Introduction

The main purpose which the Security Council aims to achieve in its Resolution no. 269 (1969) is the withdrawal of South African administration from the Territory of South West Africa. The Resolution, however, is without a legal basis; and the objectives it has in view are entirely unrelated to the factual position in the Territory and the interests of its peoples.

The South African Government has for half a century directed its efforts to developing a vast, sparsely populated, desert-like territory. In 1967 it published a survey entitled "South West Africa Survey 1967" which described South Africa's major achievements in the economic, social and political spheres. The survey also briefly sketched the geographical features of the land and the history of its peoples, and gave an account of the broad aims which underlie South Africa's policies. Its aim was to provide background information for a proper consideration of the results of South African administration. It shows that after early set-backs, rapid progress was made in the

development/...

development of a prosperous modern economy in the southern sector, to the benefit of the Territory as a whole.

From the Second World War onwards there was impressive expansion. Research and technical help did much to encourage the growth of a flourishing Karakul industry, the eradication of stock diseases and the strengthening of stock. The establishment of a fishing industry was combined with this, and the expansion of mining further stimulated the general economic advancement. More funds were provided for the large-scale development, particularly of the homelands of the various population groups. Impressive progress was made in the construction of numerous additional dams, roads, airfields, hospitals, schools and housing schemes. International agreements were concluded for the development of hydro-electric schemes and water supplies. Telecommunication and railway services were expanded. In the educational field there was a rapid increase in the provision of schools. The progress which was everywhere apparent arose from the close links which South West Africa enjoyed with the advanced industrial and technological economy of the Republic of South Africa. The consequences which must ensue from any breaking of these links would be readily understood from even a cursory study of the "Survey".

The/....

The pages that follow are designed to provide a broad outline of some of the activities of administration in the Territory as well as brief details of the latest progress made in those fields.

The Administration

The administration of South West Africa (excluding semi-governmental agencies and scientific research institutions) is carried on by modern, fully-equipped departments and branches dealing with:

Staff and secretarial functions, internal affairs, census and statistics, agriculture (technical services, land tenure, credit, economics and marketing), archives and cultural affairs, customs and excise, education, emergency planning, revenue and finance, geological survey, land surveys, deeds, health services, industrial affairs, commerce, justice, prisons, police, legislation, local government, community development, nature conservation and tourism, organization and work study, mines, posts and telegraphs, roads, railways, airways, harbours, state museum, state settlement, supplies, transport and traffic control, social welfare and pensions, labour, water affairs, public works, defence, Bantu Administration and Development, Rehoboth Affairs, Nama and Coloured Affairs, Bushmen Affairs and Foreign Affairs.

A number of these functions are exercised directly by local self-governing bodies. There are at present two such entities viz. the South West Africa Administration and

the/...

the Ovamboland Administration. Functions not under the jurisdiction of these two administrations are exercised by departments of the Republic, in most instances through branches and representatives within the Territory. Excluding personnel at the headquarters of Departments in the Republic who are directly and indirectly concerned with South West Africa, there are about 30,000 persons in South West Africa in the direct employment of governmental departments and agencies. Of these more than two-thirds, or 19,000, are members of the developing population groups. These figures do not include several thousands of persons in the employ of semi-governmental and private agencies and institutions who regularly undertake work for the government.

The Economy

The two basic physical factors of South West Africa's economy are recurrent, cruel droughts and the vast distances which separate human settlements. The Territory lies between the Kalahari and the Namib Deserts. Almost all the needs of the modern sector of the economy must be imported: all fuel for power and transport, machinery, equipment, cement and many other building materials, most consumer goods, and even a great deal of food. A third factor is the great diversity of its peoples.

Indeed, these conditions, coupled with the danger of fluctuating prices for its few primary export products, make the spectacular economic growth of South West Africa seem almost miraculous. This can be ascribed in the first place to the tenacity, resourcefulness and "know-how" of

the/...

the more developed population groups; and secondly, to the intimate commercial, financial, technical and personal inter-relationships with South Africa's economy.

In spite of setbacks through droughts, depression and World War II, there was steady progress. Eventually, in the post-war years, there came a rapid acceleration. Surplus capital became available; skills increased; outlooks changed; so that by 1962, the Territory's peoples, more particularly the developing peoples, had reached the stage where a higher rate of expenditure by the authorities could be absorbed and lead to rapid development in all areas.

Despite the many limiting factors inhibiting economic progress in South West Africa, the estimated Gross Domestic Product, at current prices, amounted to R214 million in 1965. This represented an increase of more than 70 per cent on the corresponding figure for 1961. After adjustment for price increases, the Gross Domestic Product advanced by approximately 61 per cent between 1961 and 1965 - an average annual increase of 12.6 per cent. If a further adjustment of 2.4 per cent is made for population growth, it means that the real Gross Domestic Product per capita rose by 10.2 per cent per annum between 1961 and 1965. The corresponding figure for the period 1946 to 1962 amounted to 5.4 per cent

per/...

per annum. In fact, the economic growth rate and per capita income of South West Africa compare very favourably with those of other countries in Africa, excluding South Africa, as is evidenced by the fact that the real per capita income of these countries increased on an average by 1.1 per cent per annum during the period 1957/58 to 1963/64. Moreover, the solid foundation for economic development in South West Africa augurs well for the future.

Indicative of progress as these figures are, they cannot compare with those of a country as industrialised as the Republic of South Africa. The Territory's economy is in its infancy, and its inherent resources are not enough to support its development into a balanced, mature economy solely by means of self-sustained growth. Its Gross Domestic Product is less than 3% of that of the Republic, and its national income 1.9% of South Africa's. No substantial manufacturing can be based on such a small market, while exports are largely precluded by the high cost of skilled labour, power and fuel, and particularly by the great distances separating local industries from both their suppliers of raw materials and their customers. For these reasons, the economy must remain dependent for the foreseeable future on primary production - livestock, fishing and mining - which account for about two-thirds of the Territory's Gross Domestic Product, and must therefore, remain vulnerable to fluctuations in demand and to climatic and other natural factors.

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The output and sales of fishery products have also increased greatly (as indicated below); but, in spite of the authorities' efforts, the whole future of the industry is being increasingly threatened by the activities, just outside territorial waters, of trawlers and factory ships from non-African countries.

In short, South West Africa's economy is not only small in size; it is highly vulnerable to factors beyond its control. It is also dualistic, like all economies in their early stages; for side by side with the investment-intensive, highly productive economy, traditional subsistence cropping, pastoralism and food gathering persist at various levels of development. And whereas this subsistence economy's contribution to the Territory's marketable output is small (3.5% of the Gross Domestic Product in 1951), the small modern economy must support much of the cost of educational, health and other services for all.

Agriculture

Although agriculture contributes no more than one-fifth of the Territory's Gross Domestic Product, it constitutes the country's economic basis, and will most probably continue to do so. Yet drought, epidemics of stock disease

and/...

and fluctuating marketing conditions abroad, factors largely beyond local control, render the industry liable to severe setbacks.

In 1965, animal husbandry accounted for 99% of the total gross output of commercial agriculture, which was estimated at R44.4 million. Cattle alone contributed 61% of the total, and sheep, mostly Karakul, 36%.

The large majority of commercial herds produce beef. Milk is almost entirely incidental and secondary, except for fresh-milk producers near the towns. The Territory's small population can absorb only a fraction of the meat produced (10.3% in 1962 and 7.4% in 1965). For the remainder, external markets have to be found. Unfortunately, however, the extensive methods of stock raising, which the physical environment dictates, cannot yield sufficiently regular supplies of high-grade beef for the very competitive overseas markets. Therefore, apart from the canning industry, now beginning to absorb useful quantities of meat, South Africa is the only significant outlet. Throughout the period 1961 to 1965, the Republic took between two-thirds and three-quarters of all the cattle marketed. Indeed, in 1965, 17% of all cattle slaughtered in controlled markets in South Africa came from the Territory.

The output of the dairy industry is particularly susceptible to climatic conditions. Thus, 1961 production

was/...

was valued at R3.19 million. It dropped to R1.96 million the following year, but was R2.73 million in 1966. 70% (by value) of dairy products is consumed locally, most of the rest being sold to the Republic.

Like beef production, dairying is hampered by the limited size of the local market. Particularly is this so of butter, the Territory's principal dairy product, the local consumption of which has been round 2.5 million lb. annually since 1958/59. Surplus butter can be sold overseas only at a loss, due to its high production and transport costs. The Republic's willingness to purchase the Territory's surplus, albeit at a higher price than that of New Zealand butter, is therefore of substantial value to South West Africa.

The hardy Karakul sheep has proved able to stand up to the arid conditions in the centre and south of the Territory, where most of the 3 million head are kept. Despite the 1958-65 drought, the sheep population rose from 2.86 million to 3.15 million.

The income from Karakul pelts has provided some welcome relief amidst the problems besetting agriculture. Although the number of export pelts had only risen from 1.98 million in 1960 to 2.98 million in 1966, rising prices have increased their value from R8.61 million to R18.96 million.

Yet/...

Yet, although the industry is showing favourable results, it is not without its problems, producing as it does a luxury commodity dependant on the vagaries of fashion and the level of prosperity in Western countries. The light weight of the South West Africa pelt gives it a competitive advantage over those from other sources, but its advantage was only achieved by considerable research and experimentation, and its maintenance necessitates constant watchfulness in the highly intricate breeding techniques employed.

In 1965 there were also 0.69 million sheep of other breeds and 1.54 million goats. Out of about 193,000 head of livestock other than cattle, horses, asses and mules marketed that year, 108,000 went to the Republic.

Owing to lack of water, grain growing can play only a minor role in the southern sector, where 63,000 bags of maize and 16,400 bags of other grains were reaped in 1965. In good years, the northern territories are self-sufficient in grains, but in bad years the Administration provides large quantities at heavily subsidized prices. In short, the southern sector must regularly get the bulk of its maize from the Republic, while the north has to do so intermittently. Imports amounted to 858,008 bags in 1964/65 and 424,370 bags in 1965/66. Furthermore, about 75% of the southern sector's requirements of fruit and

vegetables/...

vegetables come from the Republic - approximately 6,860 tons a year at a total cost of R453,000.

Six basic features of the Territory's agricultural economy stand out:

first, its vulnerability to climatic factors and stock disease;

second, its dependence on cattle and Karakul sheep;

third, the inability of South West Africa's meat and dairy products to compete regularly on international markets, and, because of the small internal market, their reliance on sales to the Republic;

fourth, agriculture's inability to supply a significant proportion of the inhabitants with grain, vegetables and fruit, so that large quantities have to be purchased from South Africa;

fifth, the high standards of farm management required to combat a harsh and arid environment and marketing problems, and to make farming pay under such conditions;

sixth, the inherent limitations which the semi-desert environment in the southern sector imposes on the growth of agriculture.

However, despite such adverse circumstances, agriculture is today a flourishing industry, due to the capability of the farming community, the sound policy of the state and the vital support given by the Republic of South Africa.

Rail Services

Up to 1967, it had cost South African Railways and Harbours R184,000,000 to build up its present assets

in/....

in South West Africa. It would cost much more today. These assets, including rolling stock, locomotive power and other facilities, belong to South African Railways and are financed by it. Indeed, the whole South West Africa railway system is completely integrated with the South African Railways, which bears the annual financial loss of operations in the Territory. By 1967 this had totalled about R60,000,000. The reason for the loss must be sought chiefly in the economic structure and the low population density of the Territory, which involves long hauls through arid, unproductive regions. The loss would have been much greater had the system not been integrated with that of the Republic.

Most of the in-coming traffic is from South Africa, mainly the Transvaal, and consists of consumer goods manufactured in, or obtained from, the northern part of South Africa. The return load is chiefly livestock, requiring a different type of wagon. Thus both types of trucks are hauled empty in one direction over a distance of 1,000 miles. This is costly but inevitable. In the same way fish, fruit and refrigeration trucks are returned empty in one direction, thus adding to operating costs and the losses to South African Railways from its operations in

South/...

South West Africa. A similar situation obtains in the conveyance of ores for shipment at Walvis Bay, and in carriage of livestock from remote farming areas to the three meat-canning factories.

The railway system in South West Africa is under the direction of the General Manager, South African Railways, and has the benefit of all research conducted by South African Railways, and a great many other centralised facilities. For instance, the civil and electrical staff establishment in the Territory is limited to the minimum required for the maintenance and renewal of equipment. This is ~~made~~ possible by the large engineering establishment in the Republic, expert in fields such as research, structural design, bridge and permanent way engineering, soil mechanics, organization and methods and the design and purchase of equipment.

Technical resources, personnel, equipment and stores are transferred from the Republic to the Territory for major constructional work. These are readily available, as are communication equipment, electrical sub-station equipment, power cables, spares for construction and bridge steelwork and permanent way material required for ordinary maintenance and the restoration of the washaways which occur frequently in the Territory.

Rolling/...

Rolling stock of 3' 6" gauge is not readily available except in Southern Africa, and to rebuild the railway in the standard 4' 8½" gauge would require the relocation of the line in certain areas, the rebuilding of practically all the permanent way structures at present in use, the re-design of all the larger marshalling yards, additional sleepers or ties of longer length, additional ballast, etc. There exists at present, track, with loops and sidings, amounting to 2,066 miles.

Under the Railways housing scheme more than 2,000 houses have been purchased and erected for Railway employees.

The Railways employ about 7,000 persons in South West Africa, of whom more than 4,000 are members of the indigenous population groups.

The mechanical department of the South African Railways, with its highly skilled staff, is of particular importance to the Territory. So are the 90 diesel locomotives, the numerous water pump stations, the slipway facilities, cranes, forklift trucks and other lifting tackle, and the large fleet of buses stationed at 18 depots, in all instances with repair equipment and facilities.

Truck/...

Truck loadings for the financial year 1968/69 amounted to 223,523 short trucks, compared with 219,023 for the previous year.

The following are details of the gross tonnages of traffic cleared from the more important main-line depots during the financial year 1968/69:

<u>Walvis Bay:</u>	(South towards Windhoek)	841,180
<u>Usakos:</u>	(North towards Walvis Bay - Tsumeb - Grootfontein)	930,126
	(South towards Windhoek)	1,104,042
<u>Windhoek:</u>	(North towards Usakos)	1,505,003
	(South towards Prieska)	1,281,344
<u>Prieska:</u>	(North towards Windhoek)	2,396,741
	(South towards De Aar)	1,921,239

Livestock conveyed from South West Africa to the Republic during 1968-69 totalled 1,134,548.

Petrol and oil conveyed in tank cars by rail from Walvis Bay harbour to South West Africa totalled 9,248,000 and 21,551,000 gallons, respectively, during the financial year 1968-69; and 1,642,523 tons of goods were conveyed from South West Africa to the Republic and locally within South West Africa.

During/...

During the same year 30,360 passengers were conveyed between the Republic and South West Africa.

Revenue in respect of parcels traffic conveyed between South Africa and South West Africa for the financial year 1968/69 amounted to R583,168.

Road Transport Services

The Railway road transport services form a network extending from Noordoewer, a point 100 miles southwest of Karasburg, to Oshikango on the Angolan border. They cover a total of 4,596 route miles and serve an area of 824,269 square kilometers. No fewer than 71 points inland are served weekly by scheduled and special trips, and during 1967/68 a total of 3,550,060 vehicle-miles and 3,254,139 trailer-miles were covered.

The plant in service comprises a large number of dual-purpose vehicles, 15 passenger and 69 ten-ton goods vehicles and 113 ten-ton goods trailers, plus 8 covered trailers. During the financial year 1967/68 a total of 176,965 passengers were carried.

The bulk of the road traffic carried by the Railways into the countryside consists of general merchandise,

petrol/...

petrol, oil and building materials, with livestock, and agricultural products and wool, on the return trips. During the financial year 1967/68 238,529 tons of goods, 196,851 gallons of milk and 214,736 units of livestock were transported by the road services.

The road services are run at a loss which is borne by South African Railways. They are however essential to the welfare of the peoples, particularly in times of severe droughts, such as occurred in 1959/1960 when the situation was saved by the daily flow of foodstuffs brought by the Railway road vehicles to the stricken areas. A breakdown of this road transport service would cause inestimable harm to the economy, and threaten the very existence of large sections of the population.

Harbours

South African Railways also run the harbours at Lüderitz and Walvis Bay. The former can only berth small ships, and is therefore of limited use. Walvis Bay has become South West Africa's gateway to the outside world. However, this is South African Territory, and was never part of German South West Africa, or of the area under Mandate. ¹⁾ This means that South West Africa's only effective /...

1) Nor for that matter were a number of islands off the coast of South West Africa which form an important centre of the guano industry.

effective outlets by rail and ship are through South African territory.

Air Services

Between Johannesburg and Windhoek, six direct return services per week are operated with 57-seater Viscount aircraft. From 15th December, 1969, the frequency will be increased to seven. Viscount aircraft are also used to operate five return services between Cape Town and Windhoek via Alexander Bay and/or Upington.

The twice weekly Dakota service between Kimberley and Keetmanshoop was withdrawn on 1st November, 1967, when Upington Airport was opened to Viscount aircraft. At the same time a twice weekly service between Windhoek, Keetmanshoop and Upington, using five-seater Piper Aztec aircraft on charter from Suidwes-Lugdiens, was introduced. This service will be withdrawn from 15th December, 1969, when Keetmanshoop airport will be completed to handle Viscount aircraft.

Two Skycoach services per week are also operated between Johannesburg and Windhoek via Bloemfontein, Kimberley and Upington, using 66-seater Viscount aircraft. As from 15th December, 1969, the frequency will be increased to four, and Keetmanshoop will be included as a port of call.

Between/...

Between Cape Town, Upington and Windhoek there is a weekly Skycoach service. This will be increased to two per week from 15th December, 1969, when Keetmanshoop will also be included in this route.

Two Boeing 707 services per week provide Windhoek with international services to Europe, and from 15th December, 1969, a third international service from Europe will be provided.

During the financial year 1968/69, the South African Airways conveyed 46,311 standard class passengers and 16,028 Skycoach passengers on its services to and from the Republic, involving a total of 44,977,698 passenger miles, as well as 799.73 tons of freight and 184.99 tons of mail. 5,609 passengers, 77,315 kilos of freight and 6,057 kilos of mail were conveyed on international routes.

The revenue derived from the standard class services between Johannesburg and Windhoek during the financial year 1968-69 amounted to R1,840,100 as against expenditure of R1,809,980. Revenue from Skycoach services amounted to R442,605 and expenditure to R650,350, reflecting a loss of R207,745.

Posts/...

Posts and Telegraphs

As the Post Office renders essential services to all population groups, its revenue figures may serve as a reasonably reliable standard for measuring the rate of the Territory's development and the progress of its peoples. The revenue earned by the Post Office in South West Africa increased from R65,015 in 1920 to R3,943,750 in 1969. Even now, when telephone facilities are available in almost every part of the vast Territory, it is no easy task to keep abreast of the ever-increasing demand for telecommunication services.

The planning of the microwave system, which will provide sufficient channels for direct trunk dialling, has reached an advanced stage. In view of the long distances, numerous repeater stations will have to be erected on mountain peaks and other sites. The construction of the access roads to these sites between Windhoek and Mariental will begin in the near future. The microwave system will ultimately be linked with that of the Republic. The installation and maintenance of the sensitive apparatus will be undertaken by the highly qualified engineers and technicians in the employ of the Post Office.

The/...

The value of telephone, telegraph and radio installations in South West Africa amounted to R21,651,822 on 31st March, 1969. If the value of buildings and other equipment were added the amount would be in the range of R100,000,000.

The particulars of capital expenditure on the development and renewal of telecommunications during the last two years are as follows:

	1967-68 R	1968-69 R
Trunk lines	564,353	528,757
Farm lines	439,248	509,088
Cables	200,563	350,701
Carrier installations	454,138	465,546
Exchange connections	176,417	285,467
Switchboards and exchanges	393,020	605,833
Telegraph services	159,496	159,576
Radio services	67,636	99,575
Tools and equipment	62,218	96,201
Total	<u>2,517,089</u>	<u>3,100,744</u>

At 68 Post Offices in South West Africa full postal services are rendered. In addition, there are 27 Postal Agencies where limited services are available.

The offices are manned by 900 officials.

396 officers/...

396 officers are employed on the maintenance and planning of the telephone, telegraph and radio communication system in the Territory. This includes engineers and a number of control, chief and senior technicians whose services are indispensable because of their intimate knowledge of conditions in the Territory in this sphere of work.

22 teams consisting of 860 persons are employed in construction duties.

The administrative head of the postal administration in South West Africa is the Regional Director, assisted by 15 officers of administrative rank and 117 clerical units.

Provision must be made for all personnel on executive duties to be relieved from time to time for vacation or absences due to illness. For this purpose, 39 persons are employed on a full-time basis. They must cover vast distances in the performance of relief duties.

It has never been possible to fill all authorised posts in South West Africa by means of local recruitment; and 90% of the existing staff have been transferred from the Republic.

Mails are conveyed throughout the Territory and from the Territory to the Republic by rail, road and air.

Internal/...

Internal air-mails are conveyed by Suidwes Lugdiens and air-mails to the Republic by South African Airways. Direct air-mails are also exchanged with foreign countries by means of South African Airways. The weight of air-mails despatched internally during the latest 12 months was 25,092 lbs. and of mails to the Republic and foreign countries 125,087 lbs. Mails weighing 3,889,444 lbs. were despatched by South African Railways within South West Africa, and 1,152,346 lbs. to the Republic. The expenditure on conveyance amounted to R311,813 during the financial year 1968-69.

A 380-line automatic teleprinter exchange for South West Africa was installed in Windhoek in 1967. This serves 250 telex subscribers at various centres in the territory, 52 teleprinter connections at 26 telegraph offices and is linked with the automatic telegraph network in the Republic of South Africa by means of 38 junction lines.

In addition, 26 point-to-point teleprinter connections exist in South West Africa.

Altogether 560,960 telegrams were transmitted during the past year, of which 17,930 were addressed to other countries.

Telex/...

Telex calls are measured in time units and 5,220,000 call units were registered on subscribers' meters during the past twelve months. In addition, 2,000 calls were switched to other countries.

A total of 394 telegraph channels have been installed throughout the territory, measuring 79,776 miles in distance. It is proposed to install an additional 48 channels between Windhoek and Walvis Bay and 24 between Windhoek and Johannesburg during the current financial year.

Altogether 990 telegraphic addresses are registered at the various Post Offices.

There are at present 30,600 telephone connections in South West Africa compared with 22,000 five years ago. This represents an increase of approximately 30% and is an indication of the rapid growth of communication facilities.

Two automatic exchanges, both with capacity of 1,100 lines, are at present being installed at Otjiwarongo and Tsumeb to replace the existing manual exchanges. The one at Otjiwarongo will be taken into service towards the end of this year and the one at Tsumeb during 1970. The latter exchange will be increased by another 400 lines shortly thereafter.

The/...

The bulk of the equipment for a new 1,300-line automatic exchange for Keetmanshoop is expected to be delivered during the next six months.

Renters of telephone connections in towns made 23,500,000 local calls during the past year, while another 2,500,000 local calls originated from farm line telephones.

Except for calls switched automatically between Windhoek and the J.G. Strijdom Airport, all trunk calls are still being put through by operators. The number of trunk calls increased from 2,800,000 in 1964 to 4,000,000 in 1969.

In order to meet the increased demand for trunk line service, 675 miles of new route were erected and 16,071 miles of carrier circuits were installed during the past year. Physical trunk lines now installed in South West Africa total 10,807 miles and carrier circuits installed 66,621 miles compared with 8,500 miles of physical trunks and 38,600 miles of carrier circuits five years ago.

A trunk route between Tsumeb in South West Africa and Oshakati in Ovamboland over a distance of 175 miles was completed in July 1968.

Three/...

Three exchanges in Ovamboland are already connected by landline and 120 miles of trunk route in that area are in the course of construction to serve an additional 6 exchanges during the next twelve months.

A trunk route between Grootfontein and Rundu in the Okavango over a distance of 165 miles is also in the course of construction and trunk lines between proposed exchanges in the Okavango will be planned shortly.

The erection of new trunk lines between Usakos and Henties Bay and between Oshivelo and Namutoni has commenced.

Important trunk routes are being re-constructed along national roads, and additional wires are being erected in sections north and south of Windhoek to serve as bearer circuits for carrier systems.

The survey for the erection of microwave routes between Windhoek and Okahandja and between Windhoek and Keetmanshoop has been completed. The purpose of such routes is to provide sufficient trunk lines for direct trunk dialling. The microwave system will ultimately be linked with that of the Republic of South Africa.

Ten 12-channel carrier systems will be installed between various exchanges in South West Africa during the next twelve months.

An/...

An intensive network of radio services has been set up in those parts of South West Africa where telephone lines and carrier circuits are not yet available and this at present adequately meets all reasonable requirements.

A 24-hour radio service has been established in the Northern homelands to enable hospitals and clinics in remote areas to obtain help and advice from the main hospital at Oshakati at any time of the day or night. In sparsely populated areas with long distances between villages and settlements this service has proved to be a valuable help to mission stations, health organisations and inhabitants in general.

During 1969 a second radio-equipped mobile Post Office was introduced in Ovamboland, and a similar service was recently introduced in the Kaokoveld.

Three additional mobile radio stations have been provided for use by the Veterinary services, and 6 transceivers have been purchased for installation in proposed new Post Offices in the Okavango.

Altogether 59,606 radio telegrams of all classes were handled during the past 12 months.

The following radio stations exist in South West Africa at present:-

Post/...

Post Office stations:	14
Very High Frequency Stations:	353
Private fixed stations:	145
Private mobile stations:	150
Ship stations:	187
Aircraft stations:	92
Amateur stations:	66
	<hr/>
Total	1007
	<hr/>

The vastness of the Territory necessitates the extensive use of motor transport. The Post Office owns a fleet of 236 vehicles, ranging from light sedans to 10-ton trucks. Many of the heavier types are equipped with cranes and other mechanical aids to facilitate the handling of heavy equipment.

During the financial year 1968-1969 a total mileage of 2,623,597 miles was covered; and transport costs, including depreciation, amounted to R442,277 compared with R280,469 the previous year.

South West Africa's vast expanses and its sparse population divided among small communities up to 150 miles apart, pose unusual problems in the construction, installation and maintenance of telecommunications. These are being tackled with great ingenuity by the Post Office engineers and their aides, the telecommunication technicians and telephone mechanics. The task of this group of officers

is/...

is to provide and maintain as efficiently and economically as possible a modern communications network between all communities in every part of the country, no matter how remote.

Roads

Planning and constructing a road system to serve a territory 824,269 square kilometers in area, and with a total population of about 600,000, is no easy task at any time. It becomes even more formidable when large areas are desert or semi-desert, with their own peculiar ground formations which have a marked influence on planning and building of roads, and when the developing population groups have not yet the necessary skills to construct and maintain the system themselves.

The following statistics are relevant:

Road Mileage, 1968

Trunk Roads	2,207
Main Roads	5,668
District Roads	12,239
Proclaimed Farm Roads	16,155
	<hr/>
Total	36,269
	<hr/>

Of the total road mileage in 1968, 1,235 miles have a bituminised surface.

Total/...

Total expenditure on roads in South West Africa for the period 1st April, 1959 to 31st March, 1969

(a)	Bituminised roads	R51,878,000
(b)	Gravel Roads: Construction:	R12,850,000
	Improvement:	R13,038,000

Roads constructed during this period:

Bituminised:	1,202 miles
Gravel: Construction:	1,592 miles
Improvement:	4,927 miles

Annual expenditure

1953	-	R 2,203,400
1965	-	R10,014,000
1966	-	R16,509,000
1967	-	R20,022,000
1968	-	R21,850,000
1969	-	R22,620,000

Vehicles

<u>Year</u>	<u>Number</u>
1953	15,660
1958	26,481
1963	32,449
1968	51,263

Rate/...

Rate of growth of expenditure

<u>Year</u>	<u>Amount</u>	<u>Percentage</u>
1953	R 2,203,000	Basis taken at 100%
1965	R10,014,000	454.56%
1966	R16,509,000	749.39%
1967	R20,022,000	908.85%
1968	R21,850,000	991.83%
1969	R22,620,000	1026.78%

Roads at present under construction

484 miles of bituminous road are under construction by private contractors at a cost of R20,376,000. 43 miles of bituminous road are under construction by departmental engineers. 177 miles of gravel road at a cost of R6,539,000 are also under construction under contract.

In respect of manpower, however, the Territory has never been able to meet its requirements. For this reason most of the professional, technical and skilled manpower required for this development has to be drawn from the Republic of South Africa. More and more efforts are being directed to the training of the indigenous population to play a more important role.

This is particularly the case in the northern territories inhabited by the developing population groups. The training is concentrated on the operation of modern complex machines and work in laboratories and survey teams.

A/....

A considerable range of problems have been encountered in the development of the Territory's road system which is of a unique nature requiring unique solutions. And, here again, because of the manpower situation, solutions had to be found by enlisting research organisations of the Republic.

The existing organisation is the culmination of experience, knowledge and training gained since 1920. It consists of 6 regional organisations, 16 district organisations and 71 sub-depots serving each district in the Territory, all responsible to the Chief Roads Engineer. It employs 46 professional, 119 technical and 93 administrative personnel, and 5 consulting engineering firms with 44 engineers, 52 technicians and 150 mechanics, which assist the Chief Roads Engineer with specific projects. The activities of this organisation extend to certain primary and secondary spheres of the private sector. About 3,500 employees are in full-time service while tens of thousands are engaged by suppliers and transport contractors.

Plant and equipment of the Roads authorities include the following:

Bulldozers, pneumatic-tyred and crawler
Light vehicles
Heavy vehicles

Crushers/...

Crushers
Motor graders
Motor scrapers
Motor wagons
Water tankers
Concrete mixers
Pumps
Wheel tractors
Transporters
Rollers

plus auxilliary equipment and many items of portable camp-housing and storage divided into:

Grader units
Light maintenance units
Roving betterment units
Grid gate units
Pipe making units
Elevating grader units
Bitumen construction units
Gravel road construction units
Bridge construction units
Regravelling units
Bitumen road maintenance units
Ovamboland maintenance units
Salt road maintenance units.

The total assets of the Roads authorities are estimated at R140,000,000.

Transport/...

Transport

Civil administration of the distribution of stores is dependent on transport. For this and other purposes the various administration branches have a fleet of more than 2,000 vehicles of various types operating in the Territory, with maintenance and repair facilities at fully equipped garages at a number of centres.

In a country developing so rapidly, it is no easy task to keep abreast of requirements for transport and supplies, especially in view of the vast distances involved. The past year was marked by a general increase in demands for supplies and motor transport.

As a result of the outbreak of foot-and-mouth disease in the Kavango, additional supplies and transport had to be made available to the agriculture authorities. Temporary assistance was also rendered with on-the-spot servicing and repairing of motor vehicles.

Because of the sandy conditions in parts of the country, a fleet of more than 400 four-wheel drive vehicles is maintained to serve certain areas. These are used not only in the transport of vital supplies, but for combating foot-and-mouth disease, bubonic plague and malaria.

As regards motor vehicle insurance the Territory is rated with the country areas in the Republic of South Africa. The tariff is therefore one of the lowest in the Western World and well within the means of motor vehicle owners in South West Africa.

Furthermore/...

Furthermore, the Motor Vehicle Assurance Fund of the Republic of South Africa, guarantees the payment of all claims for compensation in the Territory, in addition to providing cover for injuries brought about by uninsured vehicles and vehicles that cause injuries but cannot be identified in hit-and-run accidents. This cover is provided at no extra cost to the motorist.

The Administration has three fully operational airports, and airfields at many other centres, all staffed by trained men and women. Details of the three most important state airports are as follows for the year 1968:

Internal Services

Passengers	IN	41,736
	OUT	41,824
Mail	IN	199,941 lbs.
	OUT	110,909 lbs.
Freight	IN	1,144,605 lbs.
	OUT	193,195 lbs.

International Services

Passengers	IN	3,240
	OUT	3,135
Mail	IN	1,220 lbs.
	OUT	5,011 lbs.
Freight	IN	11,257 lbs.
	OUT	142,837 lbs.

General

Landings	23,245
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Banking/...

Banking and Financial Services

South West Africa forms a part of the Rand monetary area which, apart from the Republic, also includes Botswana, Lesotho and Swaziland. The Rand represents the common legal tender currency of the area and flows of funds among the different members are free from restriction. Together with the other members South West Africa shares in the common pool of gold and foreign exchange reserves of the area. These reserves are held and administered by the South African Reserve Bank which operates as the Central Bank of both the Republic and South West Africa and also carries out certain central banking functions on behalf of Lesotho, Botswana and Swaziland. The services rendered in South West Africa by the South African Reserve Bank are free of charge and the Territory does not contribute towards expenditure for such items as the issue of bank notes, etc.

South West Africa therefore finds itself in the fortunate position where, on the one hand, it is entitled to make use of South African capital resources on an unrestricted and unlimited scale while, on the other hand, it has full access, without cost, to the common pool of gold and foreign exchange reserves. Unlike the situation in most other developing countries, economic growth in South

West/...

West Africa is therefore not in the least impeded by external factors which are beyond her control, such as scarcities of foreign investment capital, high interest rates abroad, or adverse foreign exchange movements. This factor has undoubtedly contributed much to the economic success of South West Africa, where gross domestic product at factor cost has increased by no less than 75% during the last five years, or nearly 12% annually, while the rise in prices has been one of the lowest in the developing areas of the world today.

In the field of banking South West Africa is served by a number of branches of the largest commercial banks operating in the Republic. The presence of these institutions ensures an adequate supply of money for the Territory's economic growth, while at the same time the monetary policies pursued in respect of the Rand area as a whole facilitate the maintenance of financial stability within the context of vigorous growth.

South West Africa has no banking institutions or building societies of its own. The larger building societies of the Republic operate through branches or agencies in South West Africa and make a substantial contribution towards the financing of housing in that area.

There is only one small insurance company incorporated in South West Africa, but a number of South African

insurance/...

insurance companies and foreign insurance companies registered to do business in the Republic operate in South West Africa subject to the provisions of the Insurance Act of the Republic and the control and supervision of the South African Registrar of Insurance.

As in the case of banks, building societies and insurers, South West Africa has no legislation of its own regulating and controlling pension funds and friendly societies, and such institutions are registered and operate under the provisions and supervision in terms of the South African statutes. Substantially the same applies to unit trust schemes.

Public Works

In South West Africa there are a large number of buildings, many of considerable size, belonging to various state agencies. Others already under construction or planned are valued at more than R40,000,000. These buildings are constructed and maintained by the state, which employs a large number of qualified and technical staff for the purpose. Apart from these, private building activities are producing a growing demand for technical and professional personnel, so that today building contractors working for the government employ several thousand persons.

Certain/...

Certain building conditions in South West Africa are exceptional. The climate is semi-arid; the towns and centres of building activity are separated by long distances; while along the coast the rate of corrosion is exceptionally high. In some areas an acute shortage of building materials occurs - e.g. clay for refractories, and aggregate in Ovamboland.

Supplies

A great many of the needs of the population groups of South West Africa must be met from imports, and elaborate arrangements existed for the storage of official supplies at various points in the Territory.

There are bulk warehouses at a number of centres from which supplies and provisions for official purposes are distributed. A large number of storemen are employed, who are trained in the purchase, storing and distribution of supplies. They handle items such as hospital and medical supplies; school and office stationary; household linen and clothing; hostel, school, hospital and office furniture; building, hardware and fencing materials; tools and cleansing materials; petrol and oil.

Apart from the handling of bulk standard stock, the state is responsible for inviting tenders for all road-making, building and water storage projects; the arranging of annual contracts for the supply of provisions and perishable

foodstuffs/...

foodstuffs to hospitals, hostels and prisons; and the purchase of equipment for other branches of the administration.

Mining

The mining industry depends heavily on regular and reasonably priced supplies of explosives, coal, oil, food and a variety of materials and equipment.

In the homelands good progress has been made with a comprehensive exploration programme. The Bantu Mining Corporation was established this year and will work in conjunction with some of the largest mining concerns of the Republic to carry out a new development plan.

The officials responsible for mines have a specialised experience gained over many years. They advise and assist persons of all population groups in mining matters, whether they be consulting engineers, managers, geologists,

prospectors/...

prospectors or labourers. Their knowledge of the Territory, of probable mineral deposits, geological formations, and mining laws, and their experience in administering these laws, are essential to the smooth running of the industry.

Fishing

South West Africa's sparsely populated areas (and consequent lack of market concentrations), long distances, scarcity of water and expensive power, constitute serious obstacles to the development of secondary industries. The main opportunity for large-scale investment is inshore fishing. This industry, stimulated by entrepreneurial ability and capital investment from the Republic, has grown considerably over the past decade. In 1958 the total catch amounted to 527,000 tons. This has grown over the years to 603,000 tons in 1963, 790,000 tons in 1967 and 1,070,000 tons in 1968.

The industry is centred mainly at Walvis Bay, a harbour which is part of South African territory.

It is estimated that in 1968 roughly R13 million was invested in buildings, machinery and housing for the fishing industry, and over R7½ million in the fishing fleet. The value of fish meal, fish oil and canned fish produced in that year was about R45 million.

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The industry is providing direct employment for about 3,300 persons, and a further 720 persons are employed as crews on fishing vessels. In 1968 about R2 $\frac{1}{2}$ million was paid in salaries and wages to factory personnel, and a further R9 million was earned by boat owners and their crews from the fish catch.

It will be observed that there was a considerable increase in the total catch in 1968. Two further fishing licences were issued in that year. The net revenue from one licence is devoted to the development of the trawling industry based at Walvis Bay and Lüderitz. Similarly, the net revenue from the second licence is devoted to the opening-up of the northern part of South West Africa, together with the ancillary road connections, as well as a landing strip. Once harbour facilities have been established, it should be possible to develop other resources present in that area.

There are five important lighthouses equipped as follows:

- (1) Automatic gas light
- (2) Automatic gas light and radio beacon
- (3) Electric light, radio beacon and fog signal
- (4) Electric light, radio beacon and fog signal
- (5) Automatic electric light

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The lighthouse keepers also serve as meteorological officers trained to make accurate observations of weather and sea conditions. They are also trained in all aspects of signalling, including the use of radio.

Plant is maintained by artisans of the railway System Manager's staff at Lüderitz and Walvis Bay, and by skilled technicians from the lighthouse workshop in Cape Town.

The acetylene gas-operated light and bell buoys at Walvis Bay and Lüderitz are serviced by the light-keeping staff employed at Pelican Point and Dias Point.

Most of the engineering staff are stationed in South Africa.

Manufacturing

Industries producing for the local market are severely restricted by the small aggregate demand from a widely scattered population, with a national income of only R124 million, and by high and variable costs of transportation, power, water and personnel, which render most local manufactures uneconomic on international markets. The manufacturing sector therefore is largely confined to

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the processing of perishable products for consumption in the Territory and the Republic, to finishing and assembling materials obtained from South Africa, or to specialized repair and small-scale production work.

The latest industrial census (1963/64) showed a total of 212 establishments, employing 8,400 persons and yielding a net output worth R18 million, R5.1 million more than three years previously. Since then a number of new factories have been opened, 19 being registered in 1965 alone.

Manufacturing, however, depends on progress in agriculture, fishing, construction and, to a lesser extent, in mining, and under present conditions has little prospect of becoming a leading and growth-promoting factor in the economy. Low cost hydro-electric power from the new Kunene River project, however, could change the whole situation.

Construction

The building industry, reported in 1962/63 as having reached its lowest ebb, was booming a year later and has done so ever since. This is largely the result of the Government's construction programmes, which have deliberately maintained a high level of activity during what would otherwise have been a period of serious recession. Now, no less than 150 building and construction firms, 15

electrical/...

electrical and 12 plumbing contractors, as well as many private architects, are serving the Territory. In 1966/67 alone the South West Africa Administration spent R34.8 million on building, road and other construction.

Commerce

Levels of activity in other sectors, particularly in the livestock industry, profoundly affect commerce. Nevertheless, even severe setbacks, such as droughts and epidemics of stock disease do not permanently repress economic advance, as is shown by the marked increase in trading licences issued¹, the soaring value of rateable property in the main commercial centres², the growth in sales of motor spirit from 8,233,000 gallons in 1954 to

19,518,000/...

-
- 1) The following were the figures for 1964 as compared with those of 1951 (which are shown in brackets): General dealer 1,983 (1,038), motor garages 343 (148), butchers 169 (48), bakers 48 (28), chemists 25 (14). Altogether 5,257 trading licences were issued in 1964, encompassing such a wide diversity as 5 newspaper publishers, 431 commercial agents, 103 buyers of Karakul pelts and 188 fresh produce dealers.
 - 2) The values of rateable property were as follows in (R'000)

	<u>WINDHOEK</u>	<u>SWAKOPMUND</u>
1944/45	3,786	976
1954/55	19,266	2,231
1965/66	55,645	4,891

(According to a recent bank review the total valuation of properties in Windhoek was R85.5 million in 1967 as compared with R29.6 million in 1955. This figure represents total value as opposed to rateable value in the table)

19,518,000 in 1965. The consumption of automotive diesel fuel rose from 13,010,000 gallons in 1960 to 37,782,000 in 1965, mainly as the result of road construction, particularly since 1964. At the end of 1966 an amount of R23,247,230 had already been spent in land purchase to increase some of the existing homelands, and this again has been a stimulus to commerce.

Tourism provides a growing source of income. In 1963 the Administration established a separate Nature Conservation and Tourism Branch; and an ever increasing tourist traffic has been drawn to the Territory's game parts, nature reserves, natural phenomena, historical sites and other attractions. Constant improvements to amenities, coupled with scientific research and control, should result in further progress.

The public sector

In the hard conditions of South West Africa it is doubtful if a modern economy could survive, let alone develop, without the wide-ranging activities and resources of the various state agencies. The Administration provides, amongst other things, urban water supplies and a network of roads and telecommunications; it institutes emergency stock feeding, grazing and other relief measures in times of distress; it actively encourages research into diverse

matters/...

matters, including the processing of primary products. Its effective financial policy, the specialized technical and scientific knowledge it has mustered and the devotion and experience of its officials are factors of prime importance to economic growth.

Population and Employment

Size of population

Estimated at 610,100 as at 31 December, 1966, the Territory's total population is roughly equal to that of a medium-sized city, such as The Hague (598,700), Manchester (645,000), Dortmund (654,000), Lagos (665,246) or Cincinnati (502,550).

Education and the economy

The growth of educational facilities and the raising of educational standards are having a profound influence on the economy. Of special significance in the present context is the tremendous progress amongst the developing population groups in recent years. Their former lack of interest in modern education tended to confine them largely to tasks not demanding a high level of skill and prolonged training. But the picture is rapidly changing, particularly because of the increased use of the vocational

training/....

training facilities provided at Windhoek and at Onguediva in Ovamboland, coupled with the rising demand for skilled manpower in their homelands.

The economically active population

The degree to which the indigenous inhabitants take up paid employment is a measure of their interest in achieving higher standards of living. Without such interests there cannot be much economic development.

In South West Africa, 60.7% of all males of the developing peoples, irrespective of age, were classified as economically active in 1960, as compared with 55.4% for the Bantu of South Africa: Some comparable figures for the rest of Africa are as follows: Zambia 35.8% (1963); Ghana 49.5% (1960); Niger 53.2% (1960) and Senegal 50.6% (1960)¹.

An analysis according to age shows practically full labour force participation for Whites, Coloureds and indigenous peoples between the ages 20 to 64 years. The percentage economically active in these groups was 98, 99 and 98 respectively in 1960. The corresponding figures for females, but regardless of age, were Whites 16.1%, Coloureds 18.5% and indigenous peoples 17.2%

Economic/...

1) United Nations Demographic Yearbook 1964
Sixteenth Issue, (1965), pp. 191-198.

Economic Advancement of the Indigenous Groups

The Territory's indigenous groups have derived appreciable benefits from the establishment and growth of a modern economy, which fall within three categories viz.

- (a) those arising directly from wage-earning employment;
- (b) those arising from economic growth; and
- (c) developments in the homelands carried out on the initiative of the authorities.

Workers earn good wages, the amount depending on the type of work. For instance, workers at Consolidated Diamond Mines average about R40 a month.

In addition to cash wages, all workers receive free medical care and hospitalisation, free food, housing, transport, clothing, recreation, etc. The monthly cash value of these benefits ranges between R16 and R35, depending on the locality of the mine. Semi-skilled and skilled employees earn between R45 and R180 per month.

In many instances employers, including state agencies such as the South African Railways, provide subsidized living quarters which employees can rent for as little as 20 to 50 cents per month, as well as subsidies to

married/...

married employees who rent municipal or private houses. The Railways also provide recreation clubs; paid annual leave with holiday bonus; and special allowances for performing certain duties, such as patrolling tracks, handling goods in cool chambers, operating power-driven tools, and the like. Employees further enjoy travelling concessions, free tickets for children going to school, or for medical treatment, or attending Railway sports tournaments; sickness benefits, hospital care; retirement gratuities and pensions; free clothing - in short, fringe benefits which may almost double real earnings.

One of the outstanding features of the modern economy which is developing in South West Africa is the constantly growing opportunities for gainful employment, to earn cash wages and to enjoy the very considerable associated benefits in kind which employers provide. An ever-increasing number of workers from the developing nations are availing themselves of these opportunities and, in response to economic incentives, improving their qualifications and performance. Thus, today, a wide diversity of skilled or semi-skilled work is being carried out by them. For instance, of 41,290 employees in 1966 in the public sector, in mining, industry and commerce towards the end of 1966, 3,453 were skilled workers (including a number of clerks); 7,837 were semi-skilled; 145 were clerks; and 29,855 were unskilled. To these should be added 24,518 farm employees and 3,732

domestic/...

domestic servants, of whom all the latter and a large proportion of the former must be considered semi-skilled.

The wages of workers from the indigenous nations in South West Africa are considerably higher than in other African countries. Particularly is this true of unskilled labourers, who make up the bulk of wage earners in all these states. Apart from wages, the immediate supplementary benefits of employment in the modern sector of the economy are obvious and important: better housing, food and clothing; improved health; a generally higher standard of living and a more secure existence.

Over and above the direct material benefits of a modern economy are less tangible results which markedly influence the worker's motivation, habits, aptitudes, and outlook on life generally, and so have a profound effect on the rate and the direction of economic development.

Modern skills, modern consumption and savings patterns, a new motivation and, generally, a new awareness have been inculcated in those employed in the market economy, and on their return home they carry with them goods and new ways of thinking which are gradually permeating and changing the old order in the homelands.

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The desire for a wider range of consumer goods stimulates the quest for gainful employment which, in turn, leads to a better appreciation of the value of education and the benefits to be derived from increasing production. Thus the communities themselves are erecting fences and cattle crushes, building dams and minor roads and buying farm machinery. Men who have learned business methods in the southern sector have started shops, bakeries and restaurants; while others, taught on farms or at the diamond mines, are driving tractors, bulldozers, graders, thus working to improve their homelands. Alongside them are motor mechanics, carpenters, bricklayers and plumbers, who also have learned their trades in the south, and are now working for their own people. In 1965 there were 488 dams in the homelands, of which 253 had a capacity of 15,000 cubic metres and more; and roads costing R10 million are being built in the northern territories alone.

It is in this climate of an increasingly enlightened understanding that the Government is introducing measures to promote material and moral well-being. It is this climate of opinion which promises success, for economic development

means/...

means human development. Funds and technical aid in themselves can bear no fruit if the people who are to apply them lack the necessary knowledge, outlook and incentive.

Progress had reached the point some two or three years ago where the infusion of capital and the application of years of patient research work could begin to bear fruit. Now the conditions for accelerated development have been established, justifying the expenditure of large funds which South Africa and the Territorial revenue are supplying for a variety of essential projects.

In view of the great diversity and the widely differing stages of development to be found amongst the indigenous peoples, governmental measures to promote their progress are correspondingly diverse and flexible.

In the meantime in terms of the government's policy of self-determination for every population group, more effective and meaningful political machinery has been created. At the same time vast areas will be added to the existing homelands to provide a sound basis for development. Developed farm land, to an extent of 3,076,155 hectares and valued at almost R25 million, has already been purchased by the Government for this purpose.

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Such additions, consisting as they do of developed farms, are a particularly valuable form of aid, in that the indigenous groups will derive immediate benefit from good water supplies, fencing and the like.

In general, the areas of the indigenous peoples enjoy climatic conditions and water resources vastly superior to those in the White farming areas, as the following table shows.

	Area with average annual rainfall of 600 mm. and more	Area where rainy season lasts for more than 5 months	Area where percentage departure from average annual rainfall is less than 30%	Area with a normal cropping potential	Area with a live-stock carrying capacity of less than 6 hectares per large stock unit	Area with good irrigation and extensive timber exploitation potential
Indigenous Peoples	100%	76%	62%	100%	100%	100%
Whites	Nil	24%	32%	Nil	Nil	Nil
Wild game reserves	Nil	Nil	6%	Nil	Nil	Nil

Nevertheless, the establishment of progressive, modern farming and other industries in the homelands requires proper development of the physical resources and the application of appropriate techniques by the inhabitants. Projects planned and under way are directed to this dual objective.

Because/...

Because of animal diseases, restrictions have had to be imposed in certain areas on the marketing of livestock. However, after decades of intensive efforts to combat animal diseases and to improve the quality of stock, auctions and sales have been regularly held during the past few years in the Herero, Dama and Nama homelands. These have raised substantial amounts, as follows:

<u>Year</u>	<u>Rand</u>
1966	R1,116,107
1967	978,785
1968	1,611,478
Total for 3 years	<u>3,706,370</u>

Experimental livestock breeding stations have been erected in the various homelands, to supply improved bulls and rams to farmers. Two agricultural schools are being established and two more are envisaged.

Agricultural planning in the homelands proceeds broadly along the following lines:

- (a) A thorough survey is made of the existing conditions in the area. Aerial photography is used as a primary aid and is supplemented by surveys on the ground. Boundaries are determined, human and animal population ascertained, the soils classified, rainfall and climate determined and the social conditions evaluated. This information

enables/...

enables the planners to determine the potential of the land for agriculture, the needs and requirements of the people, etc.

- (b) Secondly, the people themselves are consulted about all development plans. Their needs are weighed against the demands of conservation of the national resources and the requirements of a balanced economic development.
- (c) Based on these findings, alternative solutions to the problems involved are put forward by the planners. These include all aspects of agriculture viz. the physical or mechanical, such as earthmoving, fencing, development of water supplies; the biological, such as systems of farming, recommended breeds of livestock, crop-rotation and lay cropping systems; and the organisational, such as settlement patterns, land consolidation, grazing and camp systems.
- (d) These tentative proposals are then again submitted for the consideration of the inhabitants to ensure that they are adapted to the existing social structure, and amended where necessary. The final product is a map and a planning report which is the blueprint for agricultural development.
- (e) The final stage is the implementation of the blueprint. Two distinct phases can be identified. The first is the simplest, viz. the carrying out of the recommendations in respect of the physical and organisational aspects of agriculture. Protecting works for lands are built, fences erected, water supplies developed, the orderly settlement of the people in villages effected, etc. The

second/...

second concerns human resources. The people are taught by local extension officers and field staff to take part in applying the improved methods in such a way as to increase production but will also ensure permanent conservation of the land and water resources.

Planning of areas almost 1 million hectares in extent is already in progress in the homelands.

Research is being undertaken in regard to:

- (i) irrigation practices,
- (ii) production of fibre crops,
- (iii) cultivation of commercial crops such as ground-nuts, tobacco and cotton,
- (iv) date production.

The magnitude of the expenditure involved in some of these development projects, and the impact which they must necessarily have upon the economic life of the peoples and areas concerned, may be gauged from the following Table.

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Particulars	Current expenditure in Rand					Capital expenditure	Total expenditure
	1963/64	1964/65	1965/66	1966/67	1963/64-1966/67		
Education and training	903,028	1,049,935	1,133,810	1,333,879	4,420,652	3,192,562	7,613,214
Health	1,820,214	1,834,461	2,881,214	3,393,821	9,929,710	3,242,058	13,171,768
Housing	-	-	-	-	-	6,802,836	6,802,836
Agriculture	-	-	-	-	-	839,078	839,078
Water (boreholes, dams etc.)	-	-	-	-	-	6,107,555	6,107,555
Purchase of land to enlarge homelands	-	-	-	-	-	22,276,462	22,276,462
Roads, bridges, and airports	-	-	-	-	-	9,498,704	9,498,704
Postal and telecommunication services	356,602	484,264	434,775	515,000	1,790,641	83,858	1,874,499
Non-residential buildings	-	-	-	-	-	2,703,785	2,703,785
Miscellaneous	369,089	467,695	559,171	1,095,580	2,491,535	3,803,102	6,294,637
Total	3,448,933	3,836,355	5,008,970	6,338,280	18,632,538	58,550,000	77,182,538

The South African Bantu Investment Corporation

The Corporation is playing an increasingly important role in the economic development of the homelands of South West Africa.

In the execution of its task, it is guided by the principle that the inhabitants of these territories must be closely involved in the development process.

The peoples concerned must be assisted to help themselves and attention, therefore, is continually focused on training. Despite the many obstacles, significant progress has already been made and a large number of undertakings are being planned for the immediate future.

Negotiations are also under way for the take-over by the Corporation of the business activities of a large organization with interests in the developing homelands. This will involve an outlay of R1.3 million on the part of the Corporation. Here again it is the intention to give the inhabitants the opportunity to receive the necessary training in order to enable them, in due course, to fill the most responsible positions themselves.

There are, at present, about 1500 Ovambo traders who own rural stores. The authorities are now introducing a trading licence system, and approximately one-half have already been licensed.

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The dealers are given advice about consumer requirements, purchases, stock controls, calculation of costs, sales techniques, store management etc. Where it is economically justifiable, modern shops are erected which dealers can either buy or rent.

Courses in commerce are offered which are attended by as many as 200 to 300 Ovambo traders at a time. Officers with business experience are employed as commercial information officers, and each has an Ovambo who accompanies him and acts as interpreter, and is at the same time trained as an information officer.

About 120 Ovambo - machine operators - are currently receiving intensive training in the wood-processing factory at Oshakati.

The Corporation has also brought into existence a construction group, which not only undertakes construction work on behalf of the Corporation, but can also perform work for other bodies. Here again considerable use is made of local labour, and "on-the-job" training is provided.

The Government is at present undertaking a building programme in the homeland areas of several million Rand per annum for the next 10 to 20 years. Additional hospitals, clinics, schools, homes, offices, roads, bridges, and irrigation schemes, are being constructed.

The/...

The Corporation has taken this opportunity of instructing the inhabitants in various techniques. The construction department of the Corporation has, at present, about 450 Ovambos in service and will, by 1973, employ about 2000. The workers on the building sites, are taught to undertake all the stages of the work themselves, and in this way bricklayers, plasterers, carpenters, plumbers, and painters get their training. Many have become skilled artisans. Some are already independent building contractors working on their own. The Corporation also assists them with advice and training in the management of their undertakings.

Resulting from this expanding activity a demand is being created for such items as bricks, steel products, windows, doors, frames and nails. Soon the manufacture of bricks, sewer pipes, tiles, etc. out of clay recently found in the area will be begun. A light iron and steel industry is planned for next year, and the timber processing factory at Oshakati is being further extended to provide the wood products required by the building industry. A panel-beating project and two mechanical workshops are now functioning.

At Rundu in the Kavango a timber processing factory is being established. Here sawn indigenous wood will be supplied to the inhabitants for the manufacture of furniture, wood carvings and other articles.

Another/...

Another important task of the Corporation is the encouragement of thrift. With this aim, a Savings Bank has been established at Ondangua.

Five-year Development Plan

The Department of Bantu Administration and Development has a five-year plan involving the expenditure of many million Rand on development of the homelands.

Water

From time immemorial the greatest threat to peace and development in the more arid parts of Africa has arisen from a shortage of water. Adequate supplies, freely available and at reasonable cost, are a basic necessity for the existence of man and beast, and for general economic development.

A major problem in South West Africa is the scarcity of water and the sparseness, irregularity and, therefore, the ineffectiveness of rainfall. Practically the whole of the coastal area receives an average of less than 50 mm. (2 inches) per annum. Large areas in the south receive less than 100 mm. per year, which is too low to produce an effective run-off. Extensive areas of the Territory are covered by deep sands which do not permit of surface run-off, while a significant area of karst (limestone) formation adjacent to, and to the

south/...

south of, the Etosha Pan is also without surface run-off, though it does produce underground supplies. Only in the extreme north-eastern part of the Territory and in the Caprivi Strip are rainfall conditions of 600 mm. (24 inches) and more favourable to the denser patterns of human occupation and a reasonably intensive agriculture.

Only one-third of the Territory (in the north-east) receives an annual rainfall of more than 400 mm. (16 inches). This is the minimum for dry-land agriculture in warm-temperate summer rainfall regions such as South West Africa. The north and north-eastern parts of the Territory are favoured not only by a larger annual rainfall, but also by a rainy season of longer duration than the rest of the Territory. The effectiveness of the meagre rainfall is even less than that indicated by the average figures because of its variability and the high rate of evaporation. Droughts and floods are normal. The rate of evaporation, particularly in the central plateau, is greatly in excess of the rainfall. Thus, for example, in Windhoek in January the average rainfall is 76.7 mm., whereas the average evaporation from an open surface is 270 mm.

Internal water resources are meagre, but South West Africa is enabled to draw supplies from the Orange River, which flows through Republican territory.

The only/...

The only perennial rivers in South West Africa form parts of its northern and north-eastern borders. The Linyanti and Zambesi are of importance only for the eastern tip of the Caprivi Zipfel, where difficulties are occasioned by the swampy character of the area, the presence of tsetse fly, and the lack of suitable dam sites. The Okavango River in the north-east offers reliable and accessible water supplies, but development depends on extensive and co-ordinated planning, considerable capital, and international co-operation. As far as the Cunene is concerned, use is seriously hampered by the rugged and inhospitable gorge through which the river descends to the sea and especially from the Ruacana falls where the straight frontier-line between South West Africa and Angola moves in an easterly direction. Substantial progress, however, has been made with plans to take water from the Cunene in Angola, with the co-operation of the Portuguese authorities.

The total surface run-off of rivers in South West Africa, exclusive of the northern rivers, has been assessed at $1,500 \text{ Mm}^3$ per annum. The flow, however, is so irregular, often being limited to only a short stretch of the river, and evaporation from river beds and storage dams is so high that, assuming storage can be provided economically, it is likely that no more than 350 Mm^3 can be obtained annually on a reasonably long term basis.

Underground/...

Underground water supplies are limited to large areas of tight formations or deep Kalahari sands. When supplies are found they are often so salty that they are unfit for human, or even animal, consumption. There are a few areas where the water is artesian. By diligent and highly skilled investigation, underground water basins have been discovered with potential yields for future use. Because of its irregular distribution, however, underground water resources cannot be expected to yield more than 150 Mm³ annually when properly developed, so that the total of reasonably dependable internal water supplies amounts to 500 Mm³ per annum.

Leaving aside the northern rivers (which are not available for general use at present), the water resources of South West Africa can be developed only with a considerable expenditure of capital and human endeavour.

Some 330 Mm³ per annum is at present being applied on a limited scale to meet the needs of human and animal consumption, industry and irrigation. While a considerable portion of this water has been developed by private initiative, the State is the major supplier to the settled communities, industry and the homelands.

The following statistics indicate the capital expenditure and budget provision in respect of official water-supply schemes for the period 1961-1970:

Scheme/...

Scheme	Estimated total cost: Rand	Expendi- ture to 31/3/1969	Estimated Expenditure 1969/70	Estimated Expenditure 1970/71
Rooibank (Swakopmund and Walvis Bay)	4,500,000	2,880,146	500,000	100,000
Hardap (Mariental)	12,500,000	8,682,398	1,034,000	1,350,000
Swakopdam (Windhoek)	9,000,000	2,696,002	3,800,000	2,500,000
Naute (Keetmanshoop)	7,000,000	1,519,387	2,200,000	2,750,000
Lüderitz	1,750,000	1,440,116	185,000	80,000
Rosh Pinah (Orange River)	900,000	494,126	360,000	32,000
Friedenau (Windhoek area)	2,300,000	103,040	850,000	850,000
Omaruru/Damaraland	3,000,000	655,331	260,000	75,000
Gobabis	700,000	530,257	50,000	75,000
Henties Bay	975,000	258,630	10,000	95,000
Karasburg	400,000	320,002	8,000	22,000
Karibib	450,000	404,045	1,000	2,000
Tsumeb	1,100,000	-	30,000	200,000
Otjiwarongo	1,250,000	515,628	15,000	300,000
Otavi	250,000	-	3,000	1,000
Ovamboland Canals	5,000,000	2,174,122	600,000	750,000
Ruacana Road	1,650,000	981,233	67,000	20,000
Domestic Water supplies in Bantu homelands	3,000,000	1,395,046	400,000	600,000
Central Region Water Supply Scheme	12,000,000	-	-	600,000
Domestic Water Supply for Coloured Homelands	1,000,000	-	-	135,000
Mariental Flood Protection	300,000	-	-	250,000
Möwe Bay	300,000	-	-	100,000
Rössing State Water Scheme	2,500,000	-	-	100,000
Walvis Bay Flood Protection	200,000	-	-	55,000
Minor Water Supply Schemes	5,000,000	3,077,400	417,000	403,000
	77,025,000	28,126,909	10,807,000	11,042,000

It is emphasised that these figures do not include expenditure on water development in the homelands financed directly by the Department of Bantu Administration and Development under its own vote.

The staff of the Water Affairs Branch in South West Africa comprises the following:

Administrative Personnel	33
Engineers and professional staff, including scientists, chemists and biologists	41
Technicians	121
Artisans	85
Workers	292
	—
Total	572
	—

Its functions are limited to planning, administrative and operation services. The cost amounts to R2,164,000 per annum.

To assist the Branch in its engineering and technical functions of investigations, research, planning, design and construction, use is made of ancillary services supplied by the Geological Survey Branch and the various Institutes of the Council for Scientific and Industrial Research of the Republic of South Africa. Many of these bodies have branch offices in Windhoek, where a total of 111

geologists/...

geologists, technicians and other professional staff are employed.

In addition, consulting engineers who assist with the execution of new projects, employ at present the following staff on official tasks:

Administrative personnel	6
Engineers and professional staff	30
Technicians	25
Workers	22
	—
Total	83
	—

The state also employs a considerable number of contractors, who between them have 2500 employees engaged only on the work of the Water Affairs Branch.

The Branch is presently responsible for the operation of 25 schemes supplying water in bulk to municipalities and local authorities. Only 5 municipalities still operate their own.

In addition, the Branch operates 46 smaller schemes which supply water to rural schools, community centres and administrative centres.

The Water Affairs Branch is also responsible for the operation of 30 medium and 50 small schemes supplying purified water to towns, hospitals, clinics,

schools/...

schools and administrative centres exclusively in the developing homelands. In these areas the maintenance and operation of dams and boreholes supplying water for agricultural purposes becomes the responsibility of the Department of Bantu Administration and Development once these supply points have been constructed by the Water Affairs Branch.

In a country where water is obtained only with great difficulty and where small quantities have to be conveyed over long distances, it can be expected that the capital cost of schemes per unit of water delivered would be very high. Even on the Swakop project, which will supply water to Windhoek and can be considered to be among the largest at present under construction, the capital cost per cubic metre of water supplied in bulk amounts to R1.50. It is only by subsidising capital costs to the extent of writing off 75% of the cost that the consumer in Windhoek will be able to receive water at the relatively low price of 15 cents per cubic metre. However, members of the indigenous nations do not pay for water: in their homelands all water supplied by the state is a free service.

Water /...

Water Development in Ovamboland

The population of Ovamboland makes up almost 50% of the total population groups of the Territory, and about two-thirds of the developing peoples. Although Ovamboland falls within the higher rainfall region, it still has many water problems.

The central part of Ovamboland, one-third of its area, is an archaic delta of an internal drainage system once fed by the Cunene River before it was diverted to the Atlantic Ocean. With a very flat gradient the country is shallowly inundated in the wet season, and becomes dry in the long dry season. The remaining two-thirds of Ovamboland consists of Kalahari sand formations which have no surface water, but do produce water through boreholes.

Since time immemorial the Ovambo have concentrated in the delta area where they could obtain surface water supplemented by shallow waterholes fed by slow seeps from the tight surface formations above the salt-water table. They practise a subsistence economy of catch crops of grain during normal rainfall years, but basically they are pastoralists. Consecutive years of drought have always been a serious threat to man and beast alike.

Since 1926 the state has assisted by extending existing water holes and importing grain during drought years to feed the population. Since 1954 the programme of water supplies has been rapidly expanded, firstly by

excavation/...

excavation dams, then by extending these to embankment dams for pumped storage so as to provide a more dependable water supply, and finally by means of a system of flood-collecting canals to concentrate water at community centres. To date some 320 excavation dams, with an average capacity of 30,000 cubic metres each, have been constructed, as well as some 250 km of collecting canals. Altogether about 250 boreholes have been drilled; but only about 70 outside the delta area have been successful. The total amount expended on water development in Ovamboland up to the end of 1969 will amount to R5,080,803.

Realising that no effort should be spared to provide an adequate and assured supply of water for Ovamboland, the South African Government has for some time been negotiating with the Government of Portugal for the use of water from the Cunene River. The Portuguese Government has agreed in principle, and the details were finalised in the Agreement of January 1969, which granted the right to South Africa to abstract as a first phase up to 6 cumecs from the Cunene River at Calueque in Angola, and to take this water across the border into South West Africa. The construction of a pumping scheme and a canal to the border, as well as an interim power station at the Ruacana Falls, at a total cost of some R6,000,000 is at present under way. These funds are being provided entirely by South Africa.

While/...

While up to recently water development in Ovamboland had largely been on an "ad hoc" basis, the need has arisen for a "master water plan" with a view to proper development planning. Studies have consequently been carried out of water requirements for all purposes, of water resources, both local and imported, and of an optimum scheme which would meet requirements up to the year 1990.

Such a "master water plan" has now been approved by the Government. It involves capital expenditure on waterworks alone of more than R30,000,000 spread over a period of 20 years, divided into four five-year development phases. This is in addition to amounts already spent, and the R6,000,000 being spent on works mostly in Angola.

Similar water plans are also being prepared for the other homelands. Hereroland is high on the list of priorities. Discussions are also taking place with neighbouring Governments on the use for mutual benefit of the waters of the Okavango and Kwando Rivers, in which the Okavango, Caprivi, Herero and Bushmen peoples, have a special interest.

Value of accumulated knowledge

The value of accumulated knowledge and experience in the field of water supply and research in South West Africa is considerable, if not indispensable. The Territory derives the major amount of its potable water supply from underground sources which are themselves so weak that the percentage of dry boreholes drilled is considerable. It is only by the concerted effort of government hydrologists

aided/...

aided by geologists from the Geological Survey Division and scientists from the Water Research Institute of the South African Council for Scientific and Industrial Research that the incidence of dry boreholes in problem areas has in recent times been halved to 40%. In the course of these investigations, extending over a period of many years, new underground reserves have been found in previously waterless areas.

Of the yielding boreholes no less than 40% produce water unfit for human consumption, while 20% cannot be used by animal stock. Research has defined these areas of contaminated supplies and is now being directed to rendering these supplies potable. Already a considerable measure of success by solar distillation and by selective removal of toxic elements and combinations has been achieved.

The accelerated programme of hydrological measurement of surface runoff is now bearing fruit, and the stage is being reached when even the erratic surface flow in rivers and subsurface flow in rivers with sanded beds can be harnessed by the construction of open and sand storage dams. The latter system, which is an unique South West Africa development, also offers a solution to the problem of evaporation from free water surfaces, a problem which by itself has been turned into a research project in which considerable success has been achieved by a variety of ingenious methods.

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A striking example of the value of local knowledge and experience of the hydrological behaviour of the rivers of Southern Africa, and of the application of locally proved engineering principles in the harnessing of their water resources, is to be found on the Cunene River where eminent overseas consulting engineers obtained a utilisation of the flow of the river which was 46 $\frac{1}{2}$ % less than was subsequently established by South African engineers and hydrologists. This has resulted in a proposed installation capacity at the Ruacana hydro station of more than twice the amount originally envisaged.

In another case handled by overseas consultants lack of knowledge of local materials and resources would have involved an expenditure of 40% more than that subsequently shown necessary after South African engineers and technicians had proved the availability of suitable materials for construction. Essential scientific and technological research into all the major problems of water development and supply are undertaken by various institutes of the South African Council for Scientific and Industrial Research, a few examples of which are furnished below.

The South West Africa Branch of the Department of Water Affairs operates a fully equipped chemical and biological laboratory which carries out more than 3,000 chemical and 1,000 bacteriological analyses each year as

part/...

part of its programme of ensuring safe and attractive water supplies to all communities, proving new sources and guarding against pollution of water supplies from human and animal wastes. Because surface run-off is intermittent and man and beast tend to concentrate along watercourses the run-off often becomes polluted, particularly in Ovamboland where *Escherichia Coli* is present. Bilharzia is endemic in the Okavango area and constitutes an ever present threat to water supplies in this northern territory.

The authorities must therefore be ever watchful, and any relaxation of control even for a short period can have disastrous results in the form of epidemics of human and animal water-borne diseases.

From the above it is clear that the Territory can rely on an organization which is based on expert knowledge, scientific research and years of experience, and which can apply these attributes to ensure a continuous water supply to all towns, community centres, social services, and the functioning of water supply systems in the homelands. Without a proper water supply service, the economy would come to a standstill in all spheres, the threat of water-borne diseases of epidemic proportions would arise and lack of water could even endanger human life. Lack of power for pumping water would cause over-concentration of human and stock populations at the remaining natural watering places and this would in turn result in stock losses from general debility and contagious diseases, a setback which might take years to remedy.

Power Development

Up to now, electrical power has been generated by each community or bulk user. The small power stations are diesel-driven with high-cost imported fuel, while the larger stations are fed with coal imported by rail from the Republic. Because of high fuel costs and small-scale operations, the price of electricity to the consumer varies from 3 to 7 cents per unit; and generally speaking the price of power is 3 to 4 times higher than prices in the Republic. The cost of power is an inhibiting factor in the economic development of the Territory, and the South African Government has accordingly accepted the responsibility for the provision of adequate supplies of electric power to all at favourable rates.

Negotiations have been conducted with the Government of Portugal to develop the hydro potential of the Cunene River as a cheap source of power for South West Africa. These negotiations have culminated in the final Agreement of January 1969 which formulates the basis on which the hydro potential at the Ruacana Falls will be developed in a first phase.

The Cunene Scheme involves the construction of a dam at Gove in Angola on the headwaters of the Cunene River to provide main regulatory storage. A further regulating dam is to be constructed at Calueque in Angola some 40 km

upstream/...

upstream of the Ruacana Falls. The power works at Ruacana will be constructed partly in Angola and partly in South West Africa. The first stage capacity of the power station will be 120,000 KW and funds for its construction will be provided entirely from South African sources. A second stage development will require further regulatory storage still to be decided on and an extension of the capacity of the station to 300,000 KW.

The estimated costs of these works at present day prices are as follows:

Dam at Gove	R 8,125,000
Dam at Calueque	R 5,350,000
First 120 MW station at Ruacana	R17,030,000
Further regulation dam (provisional cost)	R 6,000,000
Extension to 300 MW of station at Ruacana	R 6,500,000
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	R43,005,000
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Conveyance of the power to consumer centres will require a transmission network which it is proposed to construct in three stages as follows:

First stage	R14,990,000
Second Stage	R 7,700,000
Third Stage	R14,000,000
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	R36,690,000
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The first stage of this network is already under construction and the second stage is associated with the hydro power station of 120 MW at Ruacana.

Cunene power would not be available to consumers before 1975. The South African Government has therefore decided to build an initial thermal power station with a capacity of 90,000 KW at Windhoek to be ready to feed power into the first-stage transmission system by mid-1972. Construction of this power station is progressing well. This new power station will also use coal imported from South Africa as a power source and will require a capital expenditure of R21,629,000 for its construction. Despite the injection of these high cost factors, the Government has still given an undertaking to consumers that the price of power will not exceed 1.5 cents per unit when supplied in bulk or approximately 2.0 cents when supplied to the final consumer. Any subsequent benefit from cheaper hydro power will in time be passed on to the consumer.

The present generating capacity of significant stations in the area to be served by the transmission grid is some 60,000 KW. The State has in the past provided funds to assist local authorities to build up generating and distribution capacity, and up to the present loans, bearing interest at the rate of 4½% redeemable over a period of 30 years to a value of R17,718,000, have been made available for this purpose. 1)

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1) With the exception of a relatively minor amount obtained from its own resources, the Administration provides all the capital requirements of local authorities in the Territory by way of loan funds. During the period 1st April, 1956 to 31st December, 1968, loans totalling R42,971,104 were approved for housing, electricity, sanitation, water supplies and other public services undertaken by local authorities.

The existing generating capacity will, however, not be adequate to carry the load up to mid-1972 when the thermal station mentioned above comes into operation. Consequently, as a further measure of aid, the State has provided funds to the extent of R2,720,000 to produce about 17,500 KW of additional generating capacity in existing stations. These generating sets can be removed and used elsewhere in South West Africa when the main stations come into operation.

The total extent of funds to which the Government has committed itself in the present first-stage power development in South West Africa amounts to R77,544,000. The final capital cost of the works envisaged, excluding all financing, planning and administrative charges, amounts to R109,944,000.

The interplay of power development on water development will be significant. While power will provide the economic key to the opening up of the water resources of the northern rivers, the construction of hydraulic works for the production of hydro-power will provide water benefits which would otherwise not have been realised. The presence of an infrastructure of a power network and relatively cheap power will facilitate water development and provide water consumers with this essential commodity at more reasonable prices. This is a *sine qua* for sustained economic growth.

Scientific/...

Scientific and Technological Research

As has been shown in other contexts, the natural environment of South West Africa is to a large extent unfavourable to man.

The collection of scientific data and their application to human activities are therefore of critical importance. The increase in population, especially in the major centres; huge construction and development projects in areas which present difficulties, physically and climatically; the growing need for improved communications - all call for specialized investigations and scientific planning.

All kinds of questions must be answered. Are the country's underground water resources being depleted? How can a road to carry heavy traffic be built without a gravel bed, where there is no gravel? Why do concrete structures of conventional design suddenly develop cracks? Are the lobster grounds in danger of exhaustion? Such are some of the problems being investigated by the institutes of the South African Council for Scientific and Industrial Research (C.S.I.R.) and by other organizations.

The assistance rendered by these research institutions has become part of the developing world of the peoples of South West Africa. This is briefly illustrated below:

The/...

The National Institute for Water Research

Enough has been said about South West Africa's climatic conditions to make it clear that the country's meagre water supplies pose a problem of considerable dimensions.

Elsewhere an indication is given of government efforts to tackle the problem. The National Institute for Water Research among others is also playing an important role in the development of the country's water resources. In 1956 the Institute established a regional laboratory in Windhoek. From time to time other Institutes of the Council for Scientific and Industrial Research have become involved in the investigations, and have all made major contributions to the research programme. About R1 million has thus far been spent in terms of the contract under which the research is being done.

Research has been carried out on the following aspects:

- (a) Reclamation of sewage effluent for domestic use at Windhoek

In 1968 Windhoek became the first city in the world to reclaim sewage effluent, on a large-scale and permanent basis, for domestic use. The plant is based

on/...

on a pilot plant developed after three years' research by the Institute in collaboration with the Windhoek Municipality. The research was initiated at a stage when it became apparent that Windhoek's available water resources would not be able to meet the demand in the late sixties, and that reclamation was the most feasible alternative source of supply. About 1 million gallons of sewage effluent per day is being reclaimed, which constitutes about 30% of the city's water supply. The Institute is continuing to monitor the performance of the plant and new knowledge, developed during the Institute's further research into reclamation in Pretoria, is being incorporated into the plant. The operation of the plant has been so successful that the City Council of Windhoek is now considering extensive expansions.

(b) River Surveys

Various surveys were undertaken to investigate the sub-surface storage of dry rivers and related aspects. For instance an intensive hydro-chemical survey of the Swakop River was undertaken in collaboration with the South West Africa Branch of Water Affairs. This is a dry river with its estuary at Swakopmund. The river has surface flow only after heavy rains, the water slowly filtering

to/...

to the sea in a sub-surface channel. Use of the sub-surface water is hindered by intensive mineralization, especially in the lower reaches, and by the fact that no reliable estimate of the safe yield existed. For the survey, special techniques of sampling and the measurement of sub-surface flow had to be developed. The extent and nature of this project necessitated the assistance of other Institutes of the Council for Scientific and Industrial Research viz. the National Physics Research Laboratory, National Mechanical Engineering Research Institute and the National Research Institute for Mathematical Sciences - and of the Geological Survey. The main causes of the mineralization of the river were discovered and means can now be worked out to combat them.

(c) Evaporation of Water from Sand Beds

This project was an extension of the Swakop River survey and was conducted at the Institute's experimental station on the banks of the Swakop River. The experiments were conducted in tanks fitted with automatic data - recording devices developed by the National Research Institute for Mathematical Sciences. The objective was to establish the influence of evaporation on the chemical quality of the water.

(d) Sand-filled Dams

This project has also followed on the Swakop

River/...

River survey, and is being conducted by the National Mechanical Engineering Research Institute. One of the approaches being followed by the Institute is that of model studies. The main objective is to develop design criteria for the construction of these dams.

(e) Detection of Sub-surface Waters

Various techniques have been developed for detecting sub-surface water supplies. For instance, existing magnetic and seismic techniques for defining sub-surface basement contours had definite limitations when applied under the geological conditions of South West Africa. A special project was, therefore, undertaken and successfully concluded in collaboration with the National Physics Research Laboratory to develop suitable techniques.

As a result of investigations in which various Institutes and governmental agencies took part, sub-surface water sources of good quality were found in a number of areas where water was formerly unobtainable.

(f) Solar Distillation

The occurrence of brackish underground water in South West Africa is another major problem. An investigation has been initiated to develop a solar distillation unit suitable for use on farms and small communities for supplying water for human consumption. Different designs were evaluated at the Institute's experimental station with a view to drawing up a code of practice for the construction and

operation/...

operation of these units. Preparations are being made for the installation of eight proto-type units at strategic locations in South West Africa.

(g) Water Map of South West Africa

The compilation of a water-quality map of South West Africa has now been continuing for several years. The map is developed through an extensive system of sampling and subsequent analyses. The chemical analyses of about 6,000 sub-surface sources are already available, and certain areas can already be defined where water is suitable or unsuitable for human or animal consumption, depending on the presence or absence of toxic substances or high mineral content.

The data obtained are also being used in an attempt to find a correlation between the geologic strata and the chemical composition of the water originating in these strata. The possibility of using the presence of certain metal ions in the water as a prospecting technique, or at least as an aid to existing techniques, is also receiving attention.

(h) Age of Sub-surface Waters

The age and rates of movement of sub-surface waters in South West Africa are being investigated. The

data/...

data obtained will indicate the subsurface storage capacity and the rate at which the water is being supplemented, which is of great importance as far as the exploitation of these sources is concerned. The Institute possesses the specialized facilities necessary for this work, an underground laboratory having been constructed for this purpose in Pretoria.

(i) Control of Evaporation from Open Surfaces.

The high rate of evaporation in South West Africa is a serious problem and various techniques are being developed to combat evaporation. Preliminary investigations have shown that conditions in the Territory are favourable for the application of certain chemicals for the control of evaporation. Various other investigations are being conducted to control evaporation, such as the use of floating covers on the water which was undertaken by the National Physical Research Laboratory. This work was followed up by further studies.

(j) Artificial Run-off

An investigation is under way for the development of artificial surfaces from which run-off could be collected and stored. This will involve a thorough evaluation

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of different types of materials. The objective is to make fresh water supplies available in areas where sub-surface waters are severely mineralized.

(k) Effluents

The Institute carried out a joint investigation with the Water Affairs authorities into the pollution of Walvis Bay by the various fish factories along the harbour. A technique was developed whereby the pollution load could be considerably reduced. An oceanographic survey is also contemplated to determine design criteria for the deep sea disposal of these effluents. Assistance was also given to a meat factory for the treatment of its effluent and solid wastes.

The South African Institute for Medical Research

The Institute has a central laboratory at Windhoek and branch laboratories at Oshakati (Ovamboland), Rundu (Kavango), Otjiwarongo and Walvis Bay. In 1968 the central laboratory dealt with 1,809,468 units of work. An important function of the Institute is to train locally recruited technicians, especially in its laboratories in the homelands.

The four branch laboratories are regularly visited by the pathologist from Windhoek. It is expected that two

further/...

further pathologists will join the staff in South West Africa in 1970, when it will be possible to visit and supervise the branch laboratories more frequently. The staff of the five laboratories now consists of -

- 1 Registered specialist pathologist,
- 1 trained immuno-haematologist, and 1 with degrees in veterinary science
- 48 Medical technicians including non-White technicians and trainees
- 14 Administrative personnel.

In South West Africa the Institute undertakes laboratory investigations for private patients and, under contract, for the Health authorities. A great deal of the laboratory work is carried out free of charge for those who cannot afford extensive and costly laboratory tests but who do not qualify as free State patients. All non-White patients, irrespective of income, are entitled to have all laboratory tests, required by Medical Officers of the Health authorities, carried out on the latter's account.

The Institute provides a comprehensive laboratory service, including histopathology, chemical pathology, microbiology, haematology and serology. A virus laboratory is being planned.

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In addition it runs the Blood Transfusion Service for South West Africa and, by arrangement with the Central laboratory in Johannesburg, blood is supplied for all the needs of the non-White population groups of the Territory. It also carries out regular malaria surveys on behalf of the Health authorities and, when the need arises, provides research teams to investigate particular problems. The occurrence of a typical mycobacteria in Ovamboland and an outbreak of plague in the same area are examples of occasions when the Institute, calling upon its specialist staff in Johannesburg was able, at short notice, to supply field teams for the investigation. A similar problem recently arose when cases of suspected cutaneous leishmaniasis occurred. This condition had not previously been reported further south than Kenya on the African continent. A rapid mobilisation of Institute resources quickly identified the disease.

Plans are now being drawn up for a full scale investigation of the situation. This will require the co-operation of epidemiologists, entomologists, protozoologists, all of whom will be drawn from the Headquarters laboratories in Johannesburg.

It is obvious that the laboratories of the Institute render essential diagnostic and research services to the Territory. In addition the laboratories serve as important training centres for local inhabitants.

The/...

The South African Wool Textile Research Institute

Karakul farming is an important primary industry of South West Africa. Although the karakul pelt is the primary source of income, the sale of karakul wool is also an important part of the producer's income.

As a result of a marked decline in the price of New Zealand crossbred wool, which is a strong competitor of karakul, the price of the latter dropped to such a low level in the recent past that prices seemed no longer rewarding. The South African Wool Textile Research Institute was approached to find new uses for their fibre, and thereby create a new demand for it.

The following projects were conducted:

(a) Use of karakul wool in carpets

It was found that the steel grey and silver grey types of karakul wool could be successfully dyed to attractive colours. The resultant yarn could be used in the carpet industry. The technique is already being applied commercially.

(b) Bleaching of pigmented karakul wool

An effective process for the bleaching of karakul wool has been devised. After the bleaching operation, the fibre is dyed with a group of dyestuffs which produce bright and fast colours.

(c)/...

(c) Use of karakul wool in interlinings

A certain type of karakul wool, a fair proportion of the clip, was found to be eminently suitable for the production of a good type of interlining mainly used in men's suitings.

(d) Knitted mens' jackets

In this project naturally pigmented karakul wool formed the basis for the spinning and knitting of Milano-rib structures. This type of knitted fabric can be used in the manufacture of mens' sport jackets. The resultant jacket has the appearance of Harris tweed.

(e) Curtaining and furnishing fabrics

Possibilities for the use of karakul wool in the manufacture of curtaining and furnishing fabrics were investigated.

It was found that it could be successfully used for this purpose in combination with other fibres, especially when a new weaving-knitting technique was adopted.

New markets have accordingly been created for this fibre which should convert it once more into a profitable undertaking for the karakul producers of South West Africa.

The/ ...

The National Physical Research Laboratory

The Acoustics Division of the Laboratory is available for consultation on design and acoustics of many building structures.

Several specialized geophysical surveys have been conducted to locate underground water sources. The National Physical Research Laboratory has also undertaken a study of the physical factors which affect the efficiency of floating covers to reduce water loss of dams in South West Africa.

This work has been followed up by further studies of the physical processes involved in the passage of water from the liquid state, through the open water surface, to the atmosphere.

National Building Research Institute

South West Africa can draw on the wealth of expert knowledge and facilities of the National Building Research Institute in order to solve the Territory's special building problems. The Institute has not only acquired its experience from its work for the South African building industry but from its close association with sister organizations in other countries and its active participation in international building research activities.

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The Institute has a regional office in Windhoek which provides information directed towards improving building design and services, structural and foundation engineering, lighting, ventilation, heating and cooling in buildings and a host of other practical considerations. It has, for example, been instrumental in improving the performance of building materials such as concrete, stone, paint and plastics and, through a better understanding of the effect of the comparable climate and weather in South Africa on building materials and the indoor environment, has substantially improved both materials and conditions of human comfort.

The significance of the Regional Office's policy of concentrating on the investigation and solution of problems of practical local importance is illustrated in the studies being made into the use of local materials for cement, bricks and concrete. This work has made possible the choice of better raw materials, has avoided or overcome problems associated with the presence of muscovite mica in sands, and has resulted in striking improvements in the quality of concrete made in South West Africa.

Other problems of particular importance which are receiving attention include the cracking of buildings in the Mariental/Hardap area due to the expansion of dimensionally unstable soils, the thermal performance of light-

weight/ ...

weight building materials and the use of local natural building stone for masonry.

Because of the importance of locally manufactured bricks, extensive investigations have been made into the availability of suitable clay deposits in Ovamboland for the manufacture of bricks. Since 1964, when the first tests were carried out, a total of 121 clays have been examined by X-ray diffraction analysis and other techniques but not one of these clays was suitable for the manufacture of bricks. Recent surveys and investigations which centred on certain deposits of clay shale have, however, been much more successful. The existence of this clay in the immediate vicinity of Ruacana should prove to be of great importance, particularly in view of the building activity which is planned for that area.

The planning and erection of large numbers of durable low-cost, functionally satisfactory, houses conforming to acceptable performance standards for the population groups in South West Africa as well as in other African territories has been substantially facilitated by the research work carried out by the Institute.

The large-scale adoption of solar water heaters in the multi-million rand hospital at Oshakati in Ovamboland was based on research of the National Building Research

Institute/...

Institute. Similarly, the designing of experimental types of houses for the hot climate of South West Africa is also indicative of the use made of specialized research and the degree to which the Institute's Regional Office can contribute towards the welfare of the peoples of South West Africa.

National Institute for Road Research

Efficient road transportation systems, vital to the development of all countries, can be ensured only by continuous study of all its facets such as economics, planning, road location, construction and maintenance, traffic and road safety.

Recognizing that most problems on which research is needed arise from the geography and climate of the Southern African region as a whole, and do not end at political boundaries, the road construction authorities of South Africa and South West Africa conduct most of their research in joint projects through the National Institute for Road Research in Pretoria.

For instance, problems were experienced as regards the possible application of air-photo interpretation techniques in the planning of routes and location of materials in South West Africa. In collaboration with the Roads authorities, this technique was established as valid and of great economic

benefit/...

benefit, particularly in areas short of suitable road-building materials and with little accumulated experience. Soil engineering maps for portions of a route between Oshiwelo and Ondangua were produced and from these the unavailability of hard rock was evident. Suitable hard road-building materials are often only sand which is cemented by lime (calcrete), silica (silcrete) and, to a limited extent, by limonite (ferricrete). To enable the extensive deposits of sand to be used, a large team of research workers with specialized plant was sent to South West Africa to build a one-mile full-scale trial road using 18 different mixtures of sand and bituminous binder. Results demonstrated the promise of these techniques, even for roads subjected to the growing number of ever heavier wheel loads.

Research has also been done on the compaction of soils where there is a scarcity of water. This work is particularly applicable to the arid areas in the western regions of the sub-continent.

The pedogenic materials on which the region relies as an alternative to the sands have also been thoroughly investigated in a detailed five-year study. This provides South West Africa with badly-needed quality assessments of these materials, as well as methods of prospecting for them. Some airports in South West Africa have had special

problems/...

problems and much research effort has been devoted to them. Other studies of particular importance and direct applicability to South West Africa are investigations of flexural strengths of the roads, the presence of soluble salts in base-course materials and the use of phyllites in road foundations.

In general the Roads authorities use the National Institute for Road Research as a reference authority in many of their problems. Regular inspections are carried out of all the experimental work in South West Africa. Improvement and maintenance of the roads in the Territory are often based on information obtained from these tests.

Namib Desert Research Station

The Transvaal Museum, Pretoria, has played the leading role in research in the arid and semi-desert parts of South West Africa. Expeditions undertaken since 1930 to the Kalahari, the Northern provinces of Ovamboland, the Kaokoveld and the Namib revealed that these areas, faunistically speaking, were undiscovered country. The efforts of Dr. V.F.M. Fitzsimons and Dr. Charles Koch, two internationally recognised scientists from the Museum, have brought world-wide recognition of the unique material available in South West Africa for arid zone research. Striking discrepancies have been found to exist between the biological structure of the Namib Desert and that of all other deserts in the world.

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This interest in desert ecology culminated in the decision of the Transvaal Museum to establish a permanent research station in the desert coastal region of South West Africa in 1962. The station is jointly sponsored by Government agencies and the Museum.

From the station's inception the Council for Scientific and Industrial Research has given it financial support on an annual basis. However, as the result of the outstanding work being done and the international recognition it has received, the Council for Scientific and Industrial Research in 1966 approved the establishment of a Council for Scientific and Industrial Research Desert Ecological Unit at the Station under the direction of Dr. C. Koch.

Additional funds for the Station have been raised by the Namib Desert Research Association from private and other sources, both local and overseas.

The international interest manifested in the Namib Desert Research Station proves that it occupies an important niche within the association of world institutions dealing with arid lands research.

Possibilities for further research include all basic aspects of arid zone research, and in particular studies of biological and physical environment; the utilization of desert plants and desert reclamation. With the rapid expansion of world populations and the increasing need to use marginal and arid lands for human occupation and

food/...

food production systematic research on desert environments is of considerable importance. The continuing development of this work, in which the scientific and technological knowledge and abilities of South African scientists are essential, is of prime scientific and longterm economic importance both to South West Africa and the world.

National Mechanical Engineering Research Institute

The National Mechanical Engineering Research Institute has made studies of sand-filled dams for water conservation purposes in South West Africa. Detailed surveys including topography, hydrological data, geomorphological and ecological studies have been made of existing sand-filled dams.

Professional advice on the siting and development of harbours on the coast has been given by the Institute. This has been based upon detailed investigations of the sites, and also upon wave recordings made around the coast.

In fact, wave recordings on the South West Africa coast are being made by a special research team of the Institute's Hydraulics Research Unit as part of a national research project on wave conditions along the coast of Southern Africa. The data obtained are statistically analysed to correlate wave and wind data to assist the Weather Bureau with wave forecasting. The State supports this research, and plans to install a wave recorder in one of its research vessels.

Wave/...

Wave clinometers have also been installed at several points along the coast and are providing invaluable data.

The Institute was requested to give its opinion on the suitability, from a rock mechanics point of view, of various sites proposed for the underground power station and other auxiliary excavations for the projected Ruacana Falls Hydro-electric Scheme on the Cunene River.

Recommendations were made on the most suitable method of excavating the required tunnels. Proposals were also made on the tests which would be required to determine the strength of the rocks in the area. This, combined with fracture analyses, makes it possible to determine the best layout, from a rock mechanics safety point of view, of the proposed excavations.

The Institute has published a series of maps of the Republic and South West Africa on which climatic parameters are plotted, including not only temperature, but humidity and solar radiation intensity levels. These charts have enabled consultants to design air-conditioning systems in the Territory.

In the construction of roads through the desert the Institute was commissioned to conduct wind-tunnel tests to determine the best configuration of a road to avoid excess heaping up of windswept sand.

The/ ...

The Weather Bureau

The Weather Bureau of the Republic of South Africa is yet another important scientific and research organization operating in the Territory. Trained meteorological personnel from South Africa are stationed at South West Africa weather stations, of which there are 9 first order, 7 second order and 6 third order stations, plus 440 rainfall stations operated by lay observers.

Equipment includes radiosonde receivers for upper-air observations, barometers, thermometers, anemometers, as well as a sferics recorder.

The Territory's public, aviation and marine weather services are provided by Pretoria and other forecast offices in South Africa. A separate forecast office for South West Africa is, however, due to be opened shortly at the J.G. Strydom Airport at Windhoek. It will be staffed and controlled by the Republic and will be supplied with synoptic data by the South Africa Weather Central in Pretoria.

The South African Bureau of Standards

South West Africa has over the years benefited greatly from the highly technical and specialized services rendered by the South African Bureau of Standards. This technical assistance is an essential ingredient of the orderly industrial and commercial development of the Territory.

The services comprise the testing and inspection of manufactured products through all stages, the testing of materials and components used in capital works, inspection of supplies needed for the public services and the compilation of standard and private specifications.

Facilities offered by the Bureau to the Territory are varied and cover nearly all branches of industry.

The South West African fish-canning industry owes much of its success and development to the efforts of the food chemists, the microbiologists and inspectors of the Bureau's Department of Biological Sciences - highly qualified men who help to ensure that products of reliable quality are produced. The mark of the South African Bureau of Standards on a tin of canned fish is a guarantee to the consumer of hygiene in the factory, purity of the ingredients and quality of the container.

The Bureau administers the compulsory regulations for canned fish and meat products in order to ensure consistent quality. Full-time Bureau inspectors are stationed at each South West African canning factory. Samples of every production batch are examined physically, microbiologically and when necessary, chemically in order to ensure that products comply with the requirements.

The extent of the Bureau's services to the South West African fish and meat canning industries is evident from

the/ ...

the fact that, in 1968, inspectors examined 129 million lbs of canned fish and meat, as well as 600,000 lbs of frozen rock lobster, valued collectively at more than R40,600,000.

The Bureau is one of the largest state-aided standards organizations in the world. It has a staff of more than 800 including engineers, scientists, technologists, inspectors and administrative personnel. It was established in 1946 by an Act of Parliament as the official body for the promotion of standardization in commerce and industry. The Act is applicable to South West Africa. Factories in the Territory may apply for the standardization mark and several have already been accepted as South African Bureau of Standards markholders.

This "Mark Scheme" is voluntary. Markholders comply with the required standard specifications and have their products regularly tested in the Bureau's laboratories while inspectors carry out regular inspections at the factory. Markholders must also satisfy the Bureau that their own quality control systems are up to standard.

The main function of the Bureau is the compilation of standard specifications (quality, dimensional and performance requirements) for a certain commodity. This is done on the basis of consultation with technical committees representing all interested organizations. No less than 300 technical committees are already in the field and approximately 1250 standard and 1000 private specifications have been compiled so far. Fifty new standard specifications are prepared annually.

The/...

The adoption of standard specifications is optional except where the public's health or safety is concerned and in cases of serious abuse or of a foreign market being endangered. Compulsory specifications include those for safety belts, brake fluids, canned fish and meat and certain domestic electrical appliances.

The Bureau is held in high esteem in international standardization circles. South Africa is a member of the International Organization for Standardization (ISO) and has served on its Council. It is also a member of the International Electro-technical Commission and has made valuable contributions at meetings of these organizations.

Technologically the Bureau of Standards has virtually developed as the commodity testing station for South West Africa and is often called upon to examine purchases made by the authorities.

In the field of hospital equipment a permanent committee was established to simplify and standardize the purchase of equipment covering almost every item used in hospitals - from the socks worn in operating theatres to the most intricate scientific equipment.

In the field of civil engineering, the Bureau's experts render valuable service in testing material for South West African buildings and construction projects. Facilities

are/ ...

are offered for the physical testing of building materials such as cement, lime, concrete, clay and sandlime bricks, aggregates and sands, glazed earthenware pipes, woodfibre and gypsum building boards, concrete paving slabs, roofing sheets and tiles and pressure pipes. A 600-ton compression testing machine is used for crushing-strength tests.

The wide range of services available is evident from the following subdivision of the Bureau's six Technical Departments, each subdivision having its own modern testing laboratory:

Chemical Services and Technology: General chemistry; physical chemistry; industrial chemistry; metallurgy; water (e.g. purification); petroleum and related products; organic coatings; elastomers and polymers.

Chemical Processing Industries and Products: Textile technology - chemical and physical; clothing; leather; footwear; timber; paper.

Biological Sciences: Microbiology and micology; pharmaceutical and vitamin products; foods and feeds chemistry; entomology; foods inspectorate.

Civil Engineering: Primary building materials; secondary building materials; building codes and technology;

architecture/...

architecture; furniture and timber products;
structural engineering; standard building regulations;
packaging.

Electrical Engineering and Physics: Electronics;
photometry and lighting; general physics; explosive
hazards; cables and transmission equipment; electrical
technology; electrical appliances, wiring accessories
and safety; high voltage engineering.

Mechanical Engineering: Air, water, gas and ventilation
engineering; automotive engineering and test engines;
toolroom technology and metrology; general mechanical
engineering technology; welding and fabrication
technology; non-destructive testing; industrial
safety; verification and calibration of specialized
weighing devices.

The Bureau with its 50 main testing laboratories
is in a position to produce standards of quality and
performance to satisfy any world market.

Veterinary /...

Veterinary Services

The two main branches of farming practised in South West Africa are Karakul in the south and cattle-ranching in the northern region. As South West Africa is dependent on the export of animal products, the country is extremely vulnerable to epizootic animal diseases.

The functions of veterinary authorities in South West Africa can be summarized as follows:

- (a) To take steps to prevent the introduction of animal diseases by -
 - (i) controlling imports;
 - (ii) ensuring that animals imported through quarantine stations are free of disease;
 - (iii) preventive vaccination;
 - (iv) fencing to prevent straying across the borders.
- (b) To identify diseases at the earliest moment by -
 - (i) regular 14 day interval inspections of cloven-hoofed stock by trained personnel in the controlled area north of approximately the 24th latitude;
 - (ii) diagnostic laboratories where diagnoses can be made at short notice.
- (c) Eradication/...

(c) Eradication of diseases by -

- (i) destruction if necessary;
- (ii) vaccination;
- (iii) isolation and
- (iv) treatment.

(d) Promotion of production by -

- (i) veterinary extension and training;
- (ii) elimination of erosion diseases;
- (iii) clinical treatment of individual animals.

Personnel

The country has been divided into 17 veterinary districts, each with a state veterinarian in charge. In the controlled area north of the 24th latitude, each district has also been sub-divided into smaller areas which are just large enough to allow a routine 14-day inspection of each farm. In the area south of the 24th degree latitude, which is mainly sheep-farming country, inspections are at longer intervals.

In the northern sector the same organization exists, with the exception that Bantu stock inspectors are used (at present there are 91 in service) who are being trained by experienced stock inspectors under control of the local state veterinarian.

There/....

There are also Bantu border guards and fence operators who keep a watch over movements of animals across the northern boundaries.

The following is a list of posts in the Veterinarian Division:

Deputy Director	1
Assistant Directors	2
State Veterinarians	24
Technicians	12
Veterinary Inspectorate	
Staff	222
Administrative	
Assistants	21
Border guards	152
Veterinary workers	15
Field workers	<u>153</u>
	<u>604</u>

The budget for the financial year 1969/70 will provide for expenditure in excess of R2 million.

The following is a brief resumé of the more important animal diseases in the Territory together with the action taken in each case:

(a) Foot and Mouth Disease

The country was free from foot and mouth disease from 1964 to 1966. Three outbreaks occurred in 1967, 1968 and 1969 when the disease spread from outside South West Africa.

In/...

In each case the disease was confined to local areas. The steps taken to eradicate each outbreak were successful - so much so that very little interference occurred in marketing from non-infected areas.

An outbreak of foot and mouth disease is isolated by the immediate erection of cordons, road blocks and fencing. During the three abovementioned outbreaks, 1.5 million doses of vaccine were used.

The disease was discovered in the immediate vicinity of the border, and at a very early stage of the outbreak. This was possible because of the regular inspection service under which all cloven-hoofed stock north of the 24th latitude is regularly inspected at 14-day intervals. This places a heavy burden on the personnel involved, but pays valuable dividends.

Stock movements throughout this area are under permit control, but more strict conditions apply in a narrow border control area of approximately 10 miles. The reason is that infection from neighbouring territories is an ever present danger.

(b) Anthrax

A number of serious outbreaks occurred in various areas and vaccination campaigns had to be undertaken. During the year ending on 30th June, 1969, the following animals were vaccinated:

Cattle/...

Cattle	393,000
Sheep	8,000
Goats	60,000

A total of 1.8 million doses of Anthrax vaccine was sold in South West Africa during the same period. This is applied mainly as a preventative measure.

(c) Nagana or Trypanosomiasis

This is transmitted by the Tsetse fly (Glossina). The only infested areas in the Territory are the central and eastern parts of the Western Caprivi. Owing to the threat which expansion of the fly holds for the Kavango, steps are being taken, in collaboration with the Portuguese authorities, to eradicate the fly in the Luiana/Caprivi fly complex.

A spray team consists of a technician and 16 trained workers. Dieldrex or D.D.T. are used as insecticides. A thorough survey of the region is followed by the spraying of the infested areas over the entire region, and this is again followed by surveys to determine the effect.

Satisfactory results have been obtained, but the fly has not been eradicated altogether. Re-infestation will remain a danger for many years to come.

(d) Rabies/....

(d) Rabies

On account of the large population of wild carnivora and viverridae it is difficult to eradicate this disease.

In the controlled area all dogs are being vaccinated with a "Flury" vaccine obtained from Onderstepoort in South Africa. Where outbreaks occur an area within a radius of 15 miles is also treated. A total of 18,300 dogs were vaccinated during the past two years.

(e) Sheep Scab

This is encountered in the south on a limited scale, and 9 outbreaks were detected during the previous year. In all 210,000 sheep were dipped and cleansed.

(f) Contagious Bovine Pleuro Pneumonia

This occurs enzootically in Ovamboland. A suitable vaccine (KH₃J) has been prepared by Onderstepoort.

Veterinary diagnostics

A Veterinary Investigation centre has been erected in Ovamboland at a cost of approximately R160,000. Much of the laboratory equipment has already been supplied. The primary function is to render a diagnostic service to the local population, especially in respect of contagious Bovine

Pleuro/...

Pleuro Pneumonia. Blood tests to determine the status of the cattle, are carried out there. This identification of reactors to the disease is an essential step towards the eradication of the disease.

A diagnostic laboratory was also established at Windhoek. (Formerly this service was rendered by Onderstepoort, but on account of the distance it was realized that a more efficient service could be given by a local laboratory). The laboratory is at present staffed by 4 specialized veterinarians and 3 technicians, with the required administrative personnel.

The laboratory is concerned with:

- (a) Bacteriology and Serology;
- (b) Parasitology;
- (c) Toxicology;
- (d) Reproduction.

Besides routine diagnostic work the following problems are investigated on a regional basis.

- (a) Contagious Bovine Pleuro Pneumonia;
- (b) Brucellosis - especially in sheep and goats;
- (c) Internal parasites;
- (d) Mineralized waters.

Veterinary Research

Veterinary research for South West Africa is undertaken by the Veterinary Research Institute in the

Republic/...

Republic at Onderstepoort. The service in South West Africa, however, assists in cases where field experiments, observations and trials are required.

- (a) Certain field experiments were undertaken to study a disease in Karakul sheep where the gestation periods are abnormally prolonged. This was proved to be due to a certain plant.
- (b) Mortality in goats was investigated in certain areas. It seems to be associated with internal parasites but the aetiology has not yet been determined.

(c) Mineralized waters

Certain problems regarding the suitability of waters with high mineral content are being investigated in conjunction with the Department of Water Affairs and the South African Council for Scientific and Industrial Research. This work is still under way.

Supply of Vaccines

During the past year the following doses of vaccines were supplied by the Division of Veterinary Services to farmers in South West Africa:

Anthrax	1,888,220
Botulism	1,264,015
Quarter Evil	566,635
Brucellosis	53,762
Bluetongue	42,750

Enterotoxaemia/...

Enterotoxaemia	675,050
Pasteurellosis	59,244

and a number of others.

In addition, the following doses of vaccines were used under veterinary supervision in the homeland areas:

Foot and Mouth Disease	1,000,000
Anthrax	394,628
Rabies	8,246
Quarter Evil	346,023
Botulism	81,695

Quarantine Camps

In order to allow the safe marketing of cattle from the Kavango and Ovamboland, a quarantine camp was erected on the Kavango/Grootfontein district boundary at a cost of about R250,000. This camp comprises an area of 50,000 hectares, and marketing through the camp takes place on an organized basis, which includes the necessary laboratory tests, to ensure freedom from disease.

So far two consignments of cattle have been marketed from the Kavango.

A second quarantine camp is being erected at Omatambo Maowe to serve the Kaokoveld and Ovamboland. This required an elephantproof fence which is at present

under/...

under construction at an additional cost of R350,000. Housing and other facilities will cost many thousands of Rands.

Fencing

Fencing is a very important aid to control stock diseases.

Not only have almost all the land borders with Botswana and Angola been fenced but hundreds of miles of fences were also erected internally. The country has been divided into so called "game compartments" to confine diseases to limited areas. Where game is prevalent a 17-strand fence, 8 feet 6 inches high, was built. In other instances an 8-strand fence, 4 feet 6 inches high, was considered to be sufficient.

Some 4,800 miles of fencing have been completed since 1961 at a cost of approximately R3,500,000.

Maintenance

The fences have to be regularly repaired and patrolled. Fire breaks and patrol roads run alongside, and are maintained by contractors. The width varies according to whether there is a single or a double fence, and the fire break varies from 24 feet to 54 feet. This is done at considerable cost.

Abattoirs/...

Abattoirs and Meat Factories

There are three approved abattoirs and meat factories which export meat and meat products.

The Veterinary Division is in control of hygiene at these plants.

Farm Feeds

A number of fishmeal, bonemeal and carcass-meal factories exist. Quality and disease control is executed by means of regular inspection and sampling.

Importation of Animals

A quarantine station exists at Walvis Bay through which all imported stock have to pass. Use is made of this station especially for the purpose of obtaining pedigree cattle from overseas.

The station is under veterinary supervision, and although only certified animals are allowed to enter, the following tests are carried out:

Clinical examination
Tuberculosis
Contagious Abortion
Bovine Leukosis

Vibriosis/...

Vibriosis
Leptospirosis
Contagious Bovine Pleuro Pneumonia

Only animals that are healthy and react negatively to all tests are allowed to enter the Territory.

To conclude, South West Africa's veterinary policy has been based mainly on measures to prevent outbreaks of epizootic diseases in livestock. Apart from the official services maintained by the Government, free use is made of facilities and services which are available in the Republic of South Africa, thus saving South West Africa much expense and the difficulty of duplicating highly trained staff.

Thus, during emergencies when local staff is unable to cope with the volume of work, veterinarians and other trained staff are sent from the Republic to assist; and because of their knowledge of local conditions they can take the field without delay. Similarly, when investigations are called for, which are beyond the local staff, officers with the necessary specialised

knowledge/...

knowledge and experience are drafted temporarily from institutions such as Onderstepoort in the Republic.

Research work of a specialised nature, for which facilities do not exist locally, is referred to the Council for Scientific and Industrial Research, the South African Bureau of Standards, the Medical Research Institute or Onderstepoort Veterinary Research Institute, etc. Much of the vaccines used in South West Africa are prepared in the Republic.

It is, therefore, clear that the health of livestock - and, as we shall see later of man also - is dependent on close liaison between the government officers in the field and a number of highly developed specialist institutions in the Republic. It is essential that this link should be maintained in the interests of the Territory as well as those of her neighbours.

Health/...

Health Services

The following table reflects official expenditure on health services in South West Africa (capital and current):

	Capital Expenditure Rand	Current Expenditure Running costs Rand	Total Rand
1962/63	365,019	1,991,796	2,356,815
1963/64	1,154,758	2,240,572	3,395,330
1964/65	994,022	2,919,498	3,913,520
1965/66	734,653	3,564,614	4,299,267
1966/67	669,033	3,906,882	4,575,915
1967/68	809,387	3,659,710	4,469,097
1968/69	866,926	4,338,704	5,205,630
Total	5,593,798	22,621,776	28,215,574

Of the total expended on capital costs, 86.1% was devoted to facilities for the developing and Coloured population groups as against 13.9% for the White group, who constitute about 16% of the total population.

Of the total in respect of current expenditure, 80% was expended on behalf of the developing and Coloured population groups as against 20% for the White group.

In the financial year 1968/69, 10.12% of the capital expenditure was devoted to the White group as against

89.88%/...

89.88% for the developing and Coloured groups. In the same year the figures for current expenditure were 19.20% as against 80.80% respectively.

The 1968/69 level of official expenditure on health services represents a per capita outlay of about R8.5. Comparable figures for other African countries for the same year are not available but the following table based on budget figures provides a guide to expenditure on health services in those countries as it was a few years ago.

Country	Population	Health budget in local currencies	Health budget converted to S.A. Rand 1)	Per capita expenditure
Ghana	7,100,000 ²	8,900,000 ³	7,387,000	1.04
Nigeria	55,653,821 ⁴	5,180,000 ⁵	10,360,000	0.19
Sudan	13,011,000 ⁶	4,830,000 ⁷	9,900,500	0.76
Hospitals/...				

- 1) Foreign currencies have been converted into South African currency (Rand) in terms of the rates of exchange as given in Schedule of Par Values - International Monetary Fund, Forty-First Issue (Washington D.C.), 1966, pp. 3-5. 1 U.S. Dollar = S.A. Rand 0.714 = Ghanaian Cedi 0.857 = Nigerian £0.357 = Sudanese £0.348
- 2) Estimate 1 Jan. 1963, The Statesman's Year-Book 1964-1965, p.485
- 3) For the year 1963/64 - Epidemiological and Vital Statistics Report, Vol. 19, No. 11, 1966, (World Health Organization), p. 564
- 4) Population Census Nov. 1963. The Statesman's Year-Book 1964 - 1965, p. 510.
- 5) For the year 1962/63 - Epidemiological and Vital Statistics Report, Vol. 19, No. 11, 1966, p. 564
- 6) Estimate for 1 Jan. 1964, The Statesman's Year-Book 1966-1967, p.1440.
- 7) For the year 1965/66 - Epidemiological and Vital Statistics Report, Vol. 19, No. 11, 1966, p.565.

Hospitals and Clinics

There are at present 155 hospitals and clinics. Of these 115 are for the indigenous and Coloured population groups; 21 render services to all population groups and 19 serve the White population group.

There are 1035 beds available for the White group and 5349 beds (including about 500 bed mats) for the other population groups giving a ratio of about 10 beds per 1,000 of all population groups. Recently the comparable figures for some other African countries were:

Ethiopia	0.33 per 1000	} 1)
Tanzania	1.89 per 1000	
Mali	0.67 per 1000	
Liberia	1.37 per 1000	
Nigeria	0.54 per 1000	
Senegal	1.32 per 1000	

Subsidies (including free medicines) to mission hospitals in Ovamboland and the Kavango over the last 7 years have increased from R258,277 to R2,949,455. As from

1st April/...

1) These ratios have been calculated from statistics in the World Health Statistics Annual, 1962, Volume III, Health Personnel and Hospital Establishments, (1966). The statistics refer to various years and the ratios may meanwhile have altered.

1st April 1966, subsidies were increased to 100% of all current expenditure, as well as the cost of approved building and equipment.

The value of hospital equipment (excluding buildings) belonging to the Health administration is estimated at R5 million.

State hospitals and state-subsidised private and mission hospitals receive all medicine free of charge from the Administration's medical stores, which have an annual turnover of R700,000.

Many places are too small to justify the appointment of a full-time pharmacist. Medicine is therefore issued by nurses. This makes it all the more essential that there must be experienced pharmacists to control stores and issues. They have to visit all centres to control stocks and methods of storage, and to see that there is no misuse of harmful or habit-forming drugs. The Administration employs at present eight pharmacists.

Hospital fees for White patients are charged according to a fixed tariff based on income; non-White out-patients are normally charged 10 cents for admission

and/...

and in-patients 50 cents, irrespective of the duration of hospitalization, but only if they are able to pay; if not, they are admitted free of charge. All non-White patients are entitled to free treatment, including specialist treatment.

Communication

Owing to the bush and elephant country, and the vastness of the northern sector, it is almost impossible to provide the outlying hospitals and clinics with telephone communication. To surmount these difficulties 23 radio-receiving and transmitting sets have been acquired for communication between these centres and the central state hospitals at Oshakati and Rundu.

Building operations

Current building projects to expand the facilities of the indigenous and coloured groups will amount to approximately R40,000,000 over the next 5 years. Some of these are already in the course of construction.

Medical Practitioners

In 1967 there were 114 general medical practitioners and 16 specialists in the Territory (excluding the Eastern Caprivi). This gives a figure of one doctor to 4,500 inhabitants. There are, indeed, no countries in the

African/...

African continent South of the Sahara with a more favourable distribution of physicians to population, except South Africa, with a figure of one doctor to 1,900 people. The distribution of physicians in, for example, Burundi was 1 to 68,000, Ethiopia 1 to 96,000, Nigeria 1 to 34,000, Rwanda 1 to 144,000, Senegal 1 to 20,000, Liberia 1 to 11,000, Niger 1 to 65,000, Tanzania 1 to 21,000 and Mali 1 to 40,000.¹⁾

Besides their income from private practice, doctors are paid by the Health authorities for services rendered to non-White patients. Full-time Government medical officers render services to the developing peoples in specialist hospitals at Windhoek, Oshakati (Ovamboland) and Rundu (Okavango).

Specialist Services

Various arrangements have been made to supplement as effectively as possible the work of the full-time qualified staff in the northern territories. Thus, a special airlift once a month for a team of specialists from Windhoek has been in operation since the opening of the Oshakati hospital in 1966, and has proved a great success. A second monthly flight to Oshakati has recently been instituted.

These/...

1) United Nations Statistical Yearbook, 1965, Seventeenth issue, (1966), Table 193, pp. 665-668.

These specialists include a surgeon, a physician, a pediatrician, an orthopaedic surgeon, and anaesthetist, an eye specialist, and an ear, nose and throat specialist. An identical airlift to the Okavango has recently been instituted. The Administration bears all costs connected with these services. There is also standing authority for transporting serious cases to Windhoek by air. In addition, a special team of Government Medical Officers visits all hospitals and clinics where tuberculosis patients are treated; and similar visits are undertaken by the Principal Medical Officer for mental disease. From time to time specialists from the Republic of South Africa also visit the areas to give advice and assistance in the planning and operation of specific programmes, e.g. for the treatment of tuberculosis and other diseases, e.g. malaria.

Finally, increasing use is made of so-called para-medical personnel. These are members of the indigenous groups who have received elementary training in certain practical aspects of medical work, both curative and preventive. At various centres they perform a variety of extremely useful tasks such as distributing medicines, vaccine and serum, even giving some injections, taking a lead in campaigns against malaria and tsetse fly, and in general being in charge until the next visit by a qualified practitioner.

In/...

In the southern sector there are 21 full-time Government Medical Officers who also act as district surgeons, and 19 private practitioners working as part-time district surgeons. The remaining general practitioners are all in private practice in the southern sector, as are the 19 specialists, who all practise in Windhoek.

The duties of the district surgeons are to render curative and preventive services in their area, including the treatment of indigent persons, prisoners and officials; rendering preventive services in connection with infectious diseases, sanitation, housing, vaccination, food inspection, water supplies; and performing all medico-legal work. In the northern areas the Government doctors act as district surgeons.

The standard of the medical profession in South West Africa is controlled by the South African Medical and Dental Council (with head office at Pretoria); all medical practitioners as well as para-medical officers must be registered with this Council. Almost all medical practitioners in South West Africa are also members of the South African Medical Society. Nurses are members of the South African Nursing Society and are registered with the South African Nursing Council.

At/...

At present there are 5 non-White medical practitioners in South West Africa, all in private practice. Some have been appointed district surgeons.

Nursing Staff

The strength of the nursing staff in 1967 was 1763, of whom 1272 were of the indigenous and coloured population groups. There are seven training centres for nurses from these groups. They are taught by qualified professional nurses who are in possession of university teaching qualifications. For post-basic courses registered nurses go to the Republic of South Africa.

Hospital Planning

To guide and assist architects and engineers working on hospital building projects, the Administration has available the services of a highly specialised hospital planning team which includes medical doctors, architects, engineers, organisation and work study officers, and nursing experts. They are appointed by virtue of their extensive knowledge and experience of hospital problems in the Territory. All these officers have received their training in South Africa, and are recognised and registered with their relative associations and control boards in the Republic.

Transport/...

Transport and Ambulance Services

Despite the vast distances of South West Africa, heavy rainfall in some parts, and areas of bush and sand, an effective ambulance service system is being maintained at strategic points throughout the Territory.

Use is made of motor vehicles adapted to local conditions. Urgent cases are transported by air.

During the past three years, 2,801,650 miles were covered by ambulance motor vehicles alone. This figure excludes air-miles and transport by vehicles of mission hospitals. Air flights are undertaken between Windhoek, Rundu and Oshakati.

Blood Transfusion Services

These services have during the past year received about 4,500 pints of blood from voluntary donors in the Territory. Of the donors 92% are members of the white population group. The developing peoples have not yet reached the stage where they voluntarily give blood for transfusion, although 75% of the supply is used by them. When the local supply is not sufficient processed blood is delivered by air from the transfusion services in the Republic.

Research/....

Research and Laboratory Services

Intensive surveys and research are carried out with the assistance of the South African Institute for Medical Research and other Republican institutions.

Preventive Health Services

Apart from special medical personnel, district surgeons, district nurses, health inspectors and technical assistants are employed. In addition, the Health authorities are responsible for the application of Public Health legislation and regulations, which cover a very wide field. These range from malaria control to the control of plague and rodents, the testing and prescribing of water purification methods, prescribing and supervising methods for the disposal of effluents, the inspection of abattoirs and butcheries, inspection of milk supplies and other foodstuffs, inspection of housing as regards overcrowding, ventilation, lighting, sanitation, etc. the licensing of premises, hotels, etc. and supervision and control of preventive and promotive services rendered by local authorities. There are 50 health inspectors, including those appointed by urban local authorities and the South African Railways. Health education is regarded as important and forms part of all school curricula.

Malaria/...

Malaria

Malaria used to be one of the most serious health problems in the northern territories with a high rainfall, where circumstances favoured the disease.

In some areas malaria is endemic, while in others it used to appear in epidemics, with a consequent high mortality.

There are now fully equipped control units devoting all their time to the eradication of the disease.

Malaria in the stricken areas used to vary from 6.5% to as high as 44%, with an average incidence of 16.2%. After years of devoted effort the average incidence, in the controlled areas of Ovamboland, has dropped to 0.07%.

From 1st January, 1968, to 31st December, 1968, a total number of 526,361 dwellings were sprayed to combat mosquitoes. More than half of the Ovamboland area is at present under control. During 1968 tractor-trailer units were introduced, managed and controlled by Ovambo staff, for the spraying of domestic structures. Malaria chemo-prophylactics have been supplied to the inhabitants on various occasions.

In 1966 the total area of the Kavango was placed under malaria control. As malaria is endemic in the area

all/...

all domestic structures are sprayed twice a year with a 5% D.D.T. solution. During 1968 36,000 dwellings were sprayed. Initially the average incidence of malaria was 27.1%. By 1967 it had dropped to 1.49%. Chemo-prophylactics have been supplied on various occasions.

Malaria control measures are now also enforced in the Sesfontein-Warmquelle complex of the Kaokoveld, where the incidence has dropped to 1.2% compared with 3.1% in 1967.

The campaign against malaria in the northern territories is being vigorously pursued with the assistance of experienced personnel from South Africa. Twenty three spraying units are used. They are accompanied by entomologist-services, technical units, and employees specially trained.

Tuberculosis

Tuberculosis is another of the major diseases against which a vigorous campaign has been waged by the authorities. The basic plan of campaign is:

- (a) Tracing of cases by mass X-raying of the population at regular intervals, the control of T.B. contacts and, particularly, of those in certain occupations.

(b) The/...

- (b) The isolation of infectious cases in hospitals where treatment is carried out with tuberculostatic drugs, non-infectious cases being treated as out-patients.
- (c) Stimulating resistance in the general population by vaccination with B.C.G. of all those under 20 years of age.
- (d) Attention where possible to the social circumstances of the patient and his family.
- (e) Health education adapted to local circumstances and traditions.
- (f) Research.

Advantage is taken of the advice and assistance of experts from the Republic of South Africa who regularly visit the Territory and all its hospitals. A number of mobile and stationary miniature X-ray units are in use in both the northern and southern sectors, and efforts at control and immunization have produced good results.

In the past year more than 250 different centres have been visited, including municipalities, mines, rural towns and areas. 93,327 photos have been taken and read with the assistance of medical personnel of hospitals in the Republic of South Africa. The emphasis has been on the age groups 12 years and above, while in the case of younger children more use has been made of tuberculin tests (skin tests).

Bubonic/...

Bubonic Plague

In some areas in the north conditions are favourable for regular epidemics of bubonic plague.

Trained personnel must constantly guard against new outbreaks of the disease.

Valuable assistance is given by the plague research unit of the South African Department of Health.

Since the 1967 outbreak of the plague in Ovamboland only sporadic outbreaks have occurred. Seven cases have been confirmed by laboratory tests.

Because of proper and timely treatment and preventive measures there have been no fatal cases.

Meningitis

In 1968 an outbreak of epidemic meningitis began in Ovamboland. The disease spread to several centres in the southern sector. Approximately 200 cases were reported in Ovamboland and 67 cases in the south, of which 51 cases were in Windhoek. 29 cases of meningitis were confirmed by laboratory tests. Strict medical control measures were introduced and sulfa tablets were used on a large scale. The epidemic was halted without any loss of life.

Immunisation/...

Immunisation

Comprehensive immunisation programmes against smallpox, poliomyelitis, tuberculosis, diphtheria, tetanus and whooping cough are carried out every year. Epidemics of these diseases, therefore, seldom occur. Smallpox vaccination has been compulsory for many years.

The plan is to eliminate T.B. by administering B.C.G. to children during their first year. To achieve this, full-scale immunisation programmes are maintained throughout the country.

During 1968 more than 12,000 persons were immunised against smallpox; 28,000 received B.C.G. vaccinations; 40,000 doses of anti-polio oral vaccine and 20,000 injections against diphtheria/whooping cough/tetanus were administered.

Water supplies

Because of the semi-arid conditions of the Territory, most of the people are dependent on underground water. As a result of the geological nature of lime and dolomite the underground waters are frequently subjected to pollution of bacteriological and chemical origin.

Samples/...

Samples must therefore regularly be taken for bacteriological and chemical analysis. Where necessary the water is treated.

Meat Control

Effective control measures are exercised by local authorities through inspectors. Minor authorities are visited by state health inspectors. Surprise inspections are carried out by Government health inspectors whenever possible.

Handling of foodstuffs

The premises of all concerns handling foodstuffs are visited regularly, and have to comply with strict health requirements. Persons handling foodstuffs are medically examined to ensure that they are free from infectious diseases.

Poison and poisonous substances.

All poison and poisonous substances are checked against registers, maintained in accordance with law.

Holiday Resorts

There has been a considerable improvement in hygiene.

Port/...

Port and Airport Control

During 1968 traffic permission was granted to 1230 foreign ships visiting the port of Walvis Bay. No cases of internationally notifiable epidemic diseases occurred.

Imported foodstuffs were examined and, by means of a special procedure, effectively controlled. Several consignments of second-hand clothing were also disinfected. Measures were taken for the prevention and combating of rodent infestation.

During 1968 a total of 519 aircraft on international flights landed at the J.G. Strijdom Airport, Windhoek. 64 persons arrived without the necessary health certificates and were referred to the district surgeon for the required immunisation.

The Eastern Caprivi

The Caprivi is served by a 103-bed general hospital and several clinics at strategic points.

The/...

The South African Department of Health has undertaken numerous surveys in the battle against disease. Apart from general health surveys, the fields covered have included:

- (a) General nutritional status
- (b) Kwashiorkor
- (c) Pellagra
- (d) Malaria and mosquito vectors
- (e) Trachoma
- (f) Endemic goitre
- (g) Trypanosomiasis and tsetse fly
- (h) Bilharziasis and snail vectors
- (i) Dental Caries
- (j) Pulmonary tuberculosis
- (k) Plague and sylvatic rodent vectors
- (l) Diseases encountered in patients treated at the local hospital and clinics.

Thus the major health problems of the past were caused by three important communicable diseases, viz. malaria, trachoma and human trypanosomiasis, and by one deficiency disease, endemic goitre. At first, in the case of malaria, 51% of all blood-slides representing all age groups, were found to be positive. In children below the age of 9 years, parasitaemia occurred in 70%. A very large proportion of infants was found to be suffering from

pronounced/...

pronounced anaemia due to an overwhelming malarial infection. In the case of trachoma, during the initial surveys, it was found that 64% of the total population was suffering from the disease, and over 60% of the children and adult females had goitres. Human trypanosomiasis made its first appearance in the Caprivi some years ago. Surveys identified the causal parasite and the vector, revealing that the entire population in a transmission area of approximately 725 square miles was directly endangered and had to be protected without delay.

In the other diseases mentioned above, the incidence varied from negligible to fairly high in certain centres. Infectious diseases such as smallpox, diphtheria and pertussis were serious public health problems before mass immunisation campaigns were launched.

Results obtained in combating these diseases have been spectacular. Intensive vector control by spraying with residual insecticides and mass chemoprophylactic treatment has reduced the incidence of malaria to 7.5% in 1965. In some centres the malaria

incidence/...

incidence is no more than 1.5%. Trachoma has also been successfully controlled. The incidence has dropped from 64% to less than 5%. As far as endemic goitre is concerned, every person in the Caprivi is issued with sufficient quantities of iodized salt for normal domestic requirements. This has already significantly reduced the incidence. As a result of intensive experimentation and control measures in respect of every person in the tsetse area, over a period of years, human trypanosomiasis now only occurs sporadically.

Mass immunization campaigns against smallpox, diphtheria, pertussis, tetanus and poliomyelitis have been carried out. All dogs have been immunized against rabies. Routine immunization tours have now replaced the mass immunization campaigns, and the immunity of the population is maintained by the administration of booster doses and re-vaccination. The population of the Caprivi is probably more fully immunized at present than any other comparable population group. Health education, carried out by mobile teams equipped with films and slide projectors, has played a significant role in gaining the co-operation of the population.

From this general survey it is clear that much has been achieved in the sphere of health services in the Territory. Not only have vast sums of money been expended, but dedicated scientists and technical staff are playing a vital role in improving the health of the peoples of South West Africa and in maintaining the standards already achieved.

Education

The task of bringing education to the peoples of South West Africa posed a number of problems not usually encountered in such acute form in other parts of the world. To begin with, the vastness of the Territory and its scattered population groups presented great difficulty in siting schools conveniently and economically, and in transporting children between their homes and school.

There were, moreover, the hard facts of finance in a country not richly endowed with natural resources in which the great majority of the population, the developing peoples, were unable to bear the financial burden of education.

A corollary of education is that economic opportunities must exist for the educated, to ensure that they can put the knowledge and skills they have acquired to good use, for the benefit both of the community and themselves.

Furthermore, educational services must be fitted to the peoples concerned, and take into account their differences in language, culture and levels of development. Not unnaturally their needs in regard to education were equally diverse and distinct.

Ever since the inception of the Mandate, a policy has been pursued of providing each group with its own schools. It is one of which the Permanent Mandates Commission

and/...

and the Council of the League of Nations were at all times fully aware. The Minutes of the Permanent Mandates Commission make it clear that it was the policy of other mandatories too - the Japanese in the Pacific Islands, Australia in New Guinea, and Britain in Tanganyika. Furthermore, the parents themselves, no matter from what group they come, insist on their children being educated in their own social milieu and fitted for life in their own society. This applies to every population group. In this respect the educational system of South West Africa is therefore directly in line with the modern approach to education in Africa, viz., the emphasis on the importance of African cultures in the education of African youth. Once it is agreed, for example, that the Ovambo youth is entitled to receive educational instruction in Ovamboland in the Ovambo language, it is difficult to see why the same does not apply to every other people in the Territory.

Language alone makes separate schools not only desirable but unavoidable in the interests of the child.

Educationalists of standing are generally agreed that mother-tongue education, particularly in the primary school, is by far the best way of ensuring that pupils understand their lessons.

An/...

An experiment in mother-tongue education, carried out by Unesco in the Philippines, proved beyond doubt that learning in the vernacular was superior to learning in a foreign medium (in this case, English). It resulted in faster educational maturation. The experiment even proved that pupils using the vernacular made faster progress in learning English than did the control group which used English as the medium; and in non-language subjects, too, their performances were better. The experiment further showed vernacular-medium pupils to be more stable and mature than the others. They also tended to be more confident. Furthermore, vernacular-medium proved most important in bridging the gap between school and home. (1)

The various languages of the developing nations have received careful study, with a view to their development and adaptation to the needs of modern education and of modern societies. This has been, and continues to be, a major task, undertaken mainly through a language bureau established for the purpose. The results are becoming ever more rewarding.

In judging what has been achieved in the educational sphere in South West Africa, some comparisons with similar progress elsewhere may be helpful. Thus, in 1960, when the school attendance for the developing groups in the Territory was/...

(1) UNESCO: Education Abstracts, April-May 1958, VOL.X, Nos. 4-5, pp.43 and 44.

was 40% - it is now 68% - the figure was 13% for Ethiopia, 12% for Liberia, 14% for Tanganyika, 28% for Ghana, 25% for Nigeria and 35% for Kenya.⁽¹⁾ The position of school enrolment generally in Africa was described as follows in a United Nations publication of 1961:

"The recent phenomenal expansion of school facilities, however, has by no means brought educational opportunity for African children and youth to a desirable level. Today, for the African States as a whole, only 16 per cent of the children of school age are enrolled in school. The situation varies from State to State, ranging from less than two per cent of the school-age population in school in several States to nearly 60 per cent in others. In the majority of cases, the proportion of children out of school exceeds 80 per cent." (2)

In 1960 in South West Africa there was one teacher to every 37 indigenous pupils. At that time Kenya had one teacher to 42 pupils, the Congo (Brazzaville) 1 to 60 and Zambia 1 to 50. (3)

Or again, in 1960 the estimated percentage of adult literacy amongst the indigenous groups of South West Africa was 56; but, according to figures published by UNESCO in 1958, nowhere in Africa north of the Zambesi did the figure then exceed 25, while the figure for Africa as a whole was 20. (4)

In/...

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- (1) United Nations: Compendium of Social Statistics, (1963), pp. 323-24
 - (2) UNESCO/ED/180, (1961), Conference of African States on the Development of Education in Africa, Addis Ababa, 15-25 May 1961, Outline of a Plan for African Educational Development, p.5
 - (3) United Nations: Compendium of Social Statistics, (1963) pp.337-38
 - (4) UNESCO: Basic Facts and Figures, (1958)

In South West Africa the total number of pupils of all groups has increased from 102,219 to 113,495 since 1967, i.e. by 11% (excluding the Eastern Caprivians, Bushmen, Tswana and others).

The increase in the numbers of the various groups was as follows:

	1967	1968	Percentage increase	Estimated total population 1966
Kaokovelders, Ovambo and Kavango	48,828	57,864	18.5%	312,900
Coloured group and Basters	9,870	10,572	7.1%	29,100
Herero, Damara and Nama	22,951	23,945	4.3%	129,600
White group	20,570	21,114	2.6%	96,000
Total	102,219	113,495	11.1%	567,600

The number of teachers in South West Africa has increased as follows since 1967:-

	1967	1968	Estimated total population 1966
Ovambo, Kavango and Kaokovelders	1,073	1,210	312,900
White group	1,012	1,066	96,000
Herero, Damara and Nama	707	768	129,600
Coloured group and Basters	339	364	29,100
Total	3,131	3,408	567,600

Present/...

Present number of schools (1969) are as follows:

		<u>Estimated total population 1966</u>
Ovamboland	218	270,900
Kavango	78	31,500
Damara and Herero (Southern Sector)	70	90,200
White group	69	96,000
Nama	49	39,400
Coloureds	30	15,400
Rehoboth	27	13,700
Kaokoveld	2	10,500
	<hr/>	<hr/>
Total:	543	567,600
	<hr/>	<hr/>

In the field of teacher training, and secondary, academic, commercial and technical education of the developing nations mention should be made of the new Augustineum, near Windhoek, completed at a cost of R1.5 million in 1968. In Ovamboland, at Onguediva a similar but more elaborate project will be completed early in 1970 at an estimated cost of almost R6 million.

Since 1963 the number of children of all population groups attending school has increased by 52%. The increase in respect of the developing groups was 66%. In the northern territories (Kaokoland, Ovamboland and Okavango) the school population increased by 18.5% between 1967 and

1968/...

1968. Of the potential school-going population of the developing peoples in the whole territory, including the northern territories, it was calculated that 68% attended school in 1968. Figures for previous years are:

1921	<u>±</u>	6%
1960	<u>±</u>	40%
1962	<u>±</u>	46%

Developments Planned

Following is a summary of developments planned in the educational sphere for the developing groups for the following 12 months:

Southern Sector

- (a) Augustineum Training College:
 - (i) Extending the existing enrolment from 440 students to 550.
 - (ii) Introduction of a general mechanical course and motor mechanical course, in addition to the existing three artisan courses (three additional posts have been created since 1/4/69 in order to cope with the requirements).
 - (iii) Introduction of a special one-year training course to enable unqualified serving teachers to obtain a full qualification, in order to improve the teaching potential. Free boarding and training plus a non-refundable bursary will be granted.
- (b) Estimated number of new schools to be registered during 1969: 10.
- (c) Welwitschia High School:
 - (i) Introduction of a Teachers' Training Course: 1970.

(ii)/...

- (ii) Introduction of two artisan courses:
Building construction and masonry and
carpentry and cabinet-making.

Kavango

Rundu High School:

- (i) Introduction of a Teachers' Training Course:
1970.
- (ii) Introduction of two artisan courses:
Building construction and masonry, and
carpentry and cabinet-making.

Bushmanland

Establishment of at least two schools. Agricultural training to be provided as counter to the nomadic customs of the people.

Ovamboland

- (a) Facilities have been completed at Onguediva for the introduction of the following technical courses:
 - (i) Woodwork and carpentry
 - (ii) Sheet- and metal-working
 - (iii) General mechanical courses and motor mechanical course
 - (iv) Plumbing
 - (v) Building construction and masonry
- (b) Teachers' training course for post-Junior Certificate students will be introduced in 1970.
- (c) Estimated number of new schools for 1969:
20 - 30.

Kaokoveld/...

Kaokoveld

- (i) Estimated number of new schools: 4.
- (ii) Extending the existing curriculum to secondary level with teachers' training to follow.

Buildings and classrooms

- (a) Seventy classrooms erected in Windhoek (Katutura) during 1968/69.
- (b) Sixty classrooms are annually constructed in the Northern Sector.
- (c) Additional boarding establishment for 120 - 160 boarders is under construction at Orumana (Kaokoveld).
- (d) Hereroland
 - (i) Two additional classrooms and boarding establishment for 80 boarders are under construction at each of the following existing schools: Coblenz, Otjituuo and Epukiro Pos 3.
 - (ii) Three classrooms, a store-room and an office will soon be erected at Okanjatu apart from boarding facilities for 80 boarders and a principal's residence.
 - (iii) Okakarara: Buildings comprising a high school, a higher primary school and two hostels for approximately 800 pupils will be constructed.
- (e) Rundu

A new Secondary/Training/Vocational school, a boarding establishment for 400 students, and five residences for teaching staff will be completed towards the first quarter 1970.

- (f) Damaraland (Welwitschia)

- (i) Extensions to the high school comprising centres
for/...

for woodwork and homecraft, a typing room, a science laboratory, a library and four lecture rooms.

- (ii) Two boarding schools for primary pupils at Fransfontein and Welwitschia respectively.
- (iii) Two additional primary schools comprising approximately fourteen classrooms.

General

Junior Certificate Students

- (a) Junior Certificate results 1968: 99% passed; 39% obtained first class passes.
- (b) Increase in Junior Certificate candidates over 1968: 70%.
- (c) Form VI examination results 1968: 65% passed; (due to higher passing requirements and standards).
- (d) Increase in Form VI candidates over 1968: 33.6%.

Present Facilities for High School studies:

- (i) Onguediva (Matriculation, Teachers' Training and Vocational)
- (ii) Oshigambo (Matriculation)
- (iii) Karibib (Matriculation)
- (iv) Döbra (Matriculation and Teachers' Training)
- (v) Augustineum (Matriculation, Teachers' Training and Vocational)
- (vi) Welwitschia (Junior Certificate)
- (vii) Rundu (Junior Certificate)
- (viii) Orumana (Junior Certificate)

Bursaries/...

Bursaries and expenses

Bursaries are granted to all students qualifying for further studies after matriculation at a University College. These bursaries are comprehensive and cover all expenses, including free books, boarding, tuition and travelling.

Free education is at present offered to all pupils of the indigenous groups from Sub A through primary and secondary school to matriculation, teacher training and vocational certificate levels.

Uniform Standards

Up to Junior Certificate (the first 10 years) syllabuses for the schools of the developing nations of South West Africa are basically the same as the South African, but adapted to local conditions. Nothing is however changed in the case of the Sciences, Mathematics and the official languages.

For matriculation (on leaving school after 12 years) the courses of the Joint Matriculation Board of the Republic are followed. Students of all groups write the same final school examination. In short, all school education has its culmination in the same standard. Judged by this common standard, the achievements of the developing nations of South Africa and South West Africa compare favourably with those

of/...

of White students, thus demonstrating the suitability of the educational system.

Success in Kaokoveld.

Remarkable success has been achieved in the Kaokoveld. The authorities have succeeded in getting pupils enrolled in great numbers at boarding establishments in spite of their parents' traditional nomadic customs and general indifference to modern education.

In-Service Training:

- (i) Courses were held at four centres for in-service training of teachers in order to promote new methods and knowledge of general arithmetic and science teaching. Lectures were delivered by graduates and experts specializing in these subjects.
- (ii) In-service training schemes will be intensified during 1970.

Appointment of Graduates

- (a) Teachers with B.Sc. degrees for instruction of science and mathematics have been appointed to all post-primary schools.
- (b) An appointment with a D.Sc. degree has been made at Döbra Training School.

Development of Indigenous Languages

Orthographies in respect of seven native languages in South West Africa have been developed. The Language Bureau is responsible for the production of school books in local

languages. The following are already completed and in use at schools:

Ndonga (Ovambo)

Ndonga Orthography No. 1 (Afrikaans/English)

Ila tu Leshe A - Reader Sub. A

Shiningu - Reader Std. III

Kwanyama (Ovambo)

Kwanyama Orthography No. 1 (Afrikaans/English)

Ila tu Leshe A - Reader Sub. A

Ila tu Leshe B - Reader Sub. B

Shinyengu - Reader Std. III

Kwangali (Kavango)

Kwangali Orthography No. 1 (Afrikaans/English)

Ntunguru A - Reader Sub. A

Ntunguru B - Reader Sub. B

Herero

Herero Orthography No. 1 (Afrikaans/English)

Ehi kEyuva kOkumoho A - Reader Sub. A

Nama (Nama and Damara)

Nama Orthography No. 1 (Afrikaans)

Mbukushu (Kavango)

Mbukushu Orthography No. 1 (Afrikaans/English)

Mashani A - Reader Sub. A

Matangu Ghoparumguro - Reader Std. III

Bushman/...

Bushman

!Xu Orthography No. 1 (Afrikaans/English)

N/eng M!a N//ǀ'ara A - Reader Sub. A

N/eng M!a N//ǀ'ara B - Reader Sub. B

Books to be delivered by printers before the end of 1969 for use in schools with effect from the beginning of 1970:

Departmental Publications

Sub. B reader in Ndonga

Sub. B reader in Herero

Sub. B reader in Mbukushu

Std. I reader in Ndonga

Std. I reader in Kwanyama

Std. I reader in Kwangali

Std. I reader in Mbukushu

Std. II reader in Herero

Std. II reader in Kwangali

Std. II reader in Mbukushu

The above list is not exhaustive.

Other books of instruction written in the languages of the developing peoples by acknowledged experts are also in use.

Objectives

What are the objectives as regards education in South West Africa? How do the South African authorities approach their task? What are considered to be suitable standards?

The/...

The following extracts from the prescribed syllabuses of the Department of Bantu Education for the Junior Certificate illustrate the general approach:-

"General Arithmetic

(a) Aims

- (i) The purpose of this course is to serve as a foundation for the study of Mathematics and Arithmetic in Forms II and III.

Teachers of General Arithmetic should make a careful study of the aims and remarks which precede the syllabuses for Forms II and III Mathematics and Arithmetic.

- (ii) To give the pupils exercise in doing written work systematically, logically, precisely and neatly.

(b) General Remarks

- (i) This syllabus includes basic principles of sets and of number which are regarded as essential for the understanding of Arithmetic and Mathematics in the modern world. These studies will be continued and applied throughout the Secondary Course. It is therefore of great importance that pupils should have a thorough knowledge of the accepted terminology and laws which are included in the Form I course.
- (ii) Attention is drawn to the importance of the development and consolidation of concepts. Oral and drill exercises should be given regularly but formal drill work should not be given merely for the sake of memorisation.

(iii) Principles/...

- (iii) Principles of concept and calculation should as far as possible be applied to situations that fall within the scope of the child's interest and experience.
- (iv) If teachers so desire the sequence may be changed so long as a logical presentation is maintained.
- (v) For the sake of convenience the syllabus is divided into Algebra and Arithmetic, and Geometry and Mensuration, but as far as possible these parts should be integrated to promote the unity of the subject.
- (vi) When teaching Geometry and Mensuration practical work involving drawing, paper folding, and the study of models should precede formal blackboard work and calculations."

.....

"General Science

General Remarks

- (i) The teaching of this syllabus must be considered as a continuation of the work done in the primary school. Detailed revision of concept formation must be avoided.
- (ii) The main purpose of the syllabus for Form I is to give pupils the opportunity to make scientific observations in a wider sphere.
- (iii) In this syllabus for General Science which consists of Physical Science and Biology, the two components should be integrated where possible.

.....

Physical/...

Physical ScienceAims

- (i) To arouse the interest of pupils in natural phenomena.
- (ii) To lead pupils to understand the difference between seeing and observation.
- (iii) To guide pupils in such a way that they, by their own observation, discover the laws of nature and formulate concepts that lead to the explanation of these laws.
- (iv) To train pupils in logical thinking - in order that they may use and apply scientific principles.
- (v) To stimulate the interest of pupils so that they develop a desire for further scientific research on their own initiative.
- (vi) To acquaint pupils with the wonders of Creation.

Biology(a) Aims

- (i) The basic aim of this syllabus is to give a general introduction to the living world by means of observation in the natural environment. Such an introduction aims at the formation of basic biological principles.
- (ii) To introduce pupils to the scientific method and approach and to develop habits of logical thinking and procedure.
- (iii) To develop in the pupils a concept of the inter-relationship amongst organisms and of their relationship to the environment.

(iv) To/...

- (iv) To develop in the pupils a wider interest in nature and to emphasize the need for the conservation of nature.

(b) Procedure and Method

- (i) No particular examples are prescribed. Plants and animals which are mentioned should merely serve as examples, but any others, especially those chosen from the environment may be studied. Where possible the plants and animals must first be observed in their natural environment.
- (ii) Excursions must be carefully planned and properly carried out.
- (iii) Experiments form an integral part of the subject.
- (iv) Observation must, inter alia, lead to discovery or verification of biological principles.
- (v) The approach of the Form I syllabus is a broad concept of the range of plant and animal life taking the life processes into account.
- (vi) Specimens must be collected with a definite aim in view."

.....

"General Science

Forms II and III

General Remarks

- (i) The teaching of this syllabus must be considered as a continuation of the work done in the primary school and in Form I. Detailed revision of concept formation must be avoided. The concept/...

cept formation in sections must be such that no repetition in Forms IV and V will be needed.

- (ii) The sequence of subject matter for Forms II and III follows a logical development of scientific principles and concepts.
- (iii) In this syllabus for General Science which consists of Physical Science and Biology, the two components should be integrated where possible.
- (iv) The syllabus is intended to form a basis for the syllabi Physical Science and Biology in Forms IV and V and also to provide the school leavers of Form III with a general knowledge of science.

....."

"Typewriting

.....

The basic aim of typewriting instruction is to develop and master the necessary technique, skill and efficiency to produce mailable typewritten matter at a reasonable speed. To achieve these objectives in the typing room, the application of programming, organisation and method is imperative.

The typing room becomes a laboratory for the study of motion and of clear simple written language. Each pupil makes a first-hand study of his/her own finger movements, the time taken for these movements and ways to increase his/her efficiency. The pupil should learn in practical ways firstly, by watching a skilful demonstration

by/...

by his teacher, or by slow motion films of some expert typists; secondly, by discovering superior operating plans; thirdly, by applying this definite planning procedure to actual typewriting; fourthly, by analysis and diagnosis to develop methods for increasing output. Consequently, the pupil will develop appreciation for the quality of work produced, as well as respect for the typewriter by means of which that effort is produced.

Accuracy and speed have always been characteristics of the well-trained typist, but rarely has the demand been so great for these attributes as it is at the present time. Modern demands must be met by modern methods. It is, therefore, necessary to train the typist to a higher standard of accuracy and speed, and to endeavour to shorten the time necessary to achieve these standards. Teachers of typewriting should be aware of the changes that have taken place in the modern office in recent years. Economic development have combined with technical invention to bring about this office "revolution". These heavy demands can be met by the adoption of modern methods of teaching and by the introduction of equipment such as electric typewriters and tape recorders into typewriting rooms in schools and colleges. It is also essential that the typewriting teacher have at her disposal a stock of roneod forms on which pupils can be taught to type given details.

It/...

It must be appreciated, however, that the teacher should be alive to modern trends in the business world, in other words, typewriting instruction must be flexible - slavish adherence to a textbook is not desirable. After all, tasteful display and neatness reveal the pupil's own aesthetic development. Most textbooks are planned and based on the syllabus as a whole and should normally be used in the order in which it is presented.

A thorough knowledge of language and business procedure helps an expert typist to rise rapidly to the top in his/her profession. Typewriting proficiency is a prerequisite for success as an expert typist, therefore, typewriting should be taught in association with the language, and other commercial subjects so that integration may take place in a natural way."

.....

"English

Aims

At the lower level the main aims which the teacher should bear in mind are the following:

- (i) to teach the pupils to speak fluent and acceptable English;
- (ii) to develop clear, straightforward and correct written expression;

(iii) to/...

- (iii) to develop good reading habits and to foster an interest in English books;
- (iv) to increase the pupils' understanding of the spoken and written language; and
- (v) to extend the grammatical knowledge of the pupils as a basis for acceptable usage".

Conclusion

To date, the educational system has produced achievements which compare most favourably with results elsewhere in the African Continent. But this can only continue if there is stability, adequate finance, schools and equipment and, above all, trained teachers in sufficient numbers.

The educational system in South West Africa is not only based on assets and equipment worth millions of Rand but, more importantly, on the gifts, qualities and experience of devoted staff. It is the product of years of unrelenting effort in a specialised environment.

S/9463
English
Annex II
Page 1

ANNEX II

Substantive portion of replies received from Governments

KENYA

[Original: English]
27 September 1969

The Government of the Republic of Kenya has no dealings of any kind with the fascist and imperialist régime of South Africa. It has been Kenya's policy to support all moves of the United Nations and the Organization of African Unity resolutions aimed at restoring the legitimate rights of the people of Namibia and will continue to work within the Organization of African Unity framework to render all moral and material assistance to the freedom fighters in Namibia.
