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INFORMATION AND DOCUMENTATION IN RESPECT  
OF THE TERRITORY OF SOUTH WEST AFRICA

CHAPTER M

Social, Moral and Material Condition of the Natives

Submitted to the Committee on South West Africa by the Secretary-General in accordance with Rule XXII of the Provisional Rules of Procedure of the Committee on South West Africa for the Examination of Reports and Petitions relating to the Territory of South West Africa (A/2666 and Corr.1).

CHAPTER M

SOCIAL, MORAL AND MATERIAL CONDITION OF THE NATIVES

QUESTION 44

What, generally speaking, are the measures adopted to promote the moral, social and material welfare of the natives?

As an indication, please state approximately the total revenue derived from the natives by taxation and the total amount of the expenditure on their welfare (education, public health, etc.).

1. The material under this section falls under the following main headings:
  - Livestock
  - Land and agriculture
  - Position of the Natives in the economy of the Territory
  - Expenditure on Natives
  - Housing
  - Nutrition
  - Separation of racial groups
  - Additional laws affecting the social, moral and material welfare of the Natives

Livestock

2. As previously stated, the economic welfare of the Native population of the Territory, aside from those who are engaged as labourers on mines and farms, is primarily dependent on stock raising and dairying (A/AC.73/L.3/Add.1, question 44, para. 2). Information regarding Non-European livestock is contained in the information and documentation submitted to the Committee on South West Africa in 1954 (A/AC.73/L.3/Add.1, question 44, paras. 2-37). This information falls under the following headings: livestock in the Native reserves within the Police Zone; limitations on the number of stock in reserves; improvement of livestock; marketing of livestock; livestock in the Okavango Native Territory, and in Ovamboland; fencing of the South West Africa-Angola border; police cordon along the South West Africa-Ovamboland border; livestock in the Kaokoveld, and in Zessfontein; cattle branding; and creameries and dairy schemes.

3. The supplementary information below deals with the number of Native-owned livestock, limitations on the number of stock in reserves, livestock improvement, stock disease, dairy farming, goat farming, marketing of livestock, and Herero livestock.

4. Number of Native-owned livestock

The following table gives the number of Native-owned animals returned at livestock censuses in 1946 and 1950

Estimated Number of Native Livestock, 1946 and 1950

| Livestock                         | 1946                  |             |           | 1950                  |             |           |
|-----------------------------------|-----------------------|-------------|-----------|-----------------------|-------------|-----------|
|                                   | On Farms of Europeans | In Reserves | Total     | On Farms of Europeans | In Reserves | Total     |
| Cattle and calves                 | 19,037                | 411,554     | 430,591   | 25,553                | 290,142     | 315,695   |
| Karakul sheep and lambs           | <u>1/</u>             | <u>1/</u>   | <u>1/</u> | <u>1/</u>             | <u>1/</u>   | <u>1/</u> |
| Other woolled sheep and lambs     | 785                   | 9,886       | 10,671    | 1,032                 | 24,171      | 25,203    |
| Blackhead Persian sheep and lambs | <u>2/</u>             | <u>2/</u>   | <u>2/</u> | <u>2/</u>             | <u>2/</u>   | <u>2/</u> |
| Other non-wooled sheep            | 1,557                 | 44,586      | 46,143    | 2,367                 | 50,971      | 53,338    |
| Angora goats and kids             | 380                   | 6           | 386       | 1,948                 | -           | 1,948     |
| Other goats and kids              | 106,133               | 307,753     | 413,886   | 170,758               | 353,125     | 523,883   |
| Pigs                              | 39                    | 2,329       | 2,368     | 80                    | 1,507       | 1,587     |
| Horses                            | 2,527                 | 4,186       | 6,713     | 5,513                 | 6,357       | 11,870    |
| Mules                             | 17                    | 31          | 48        | 90                    | 69          | 159       |
| Donkeys                           | 8,834                 | 16,329      | 25,163    | 11,578                | 18,979      | 30,557    |
| Total                             | 139,309               | 796,660     | 935,969   | 218,919               | 745,321     | 964,240   |

1/ Included in woolled sheep.

2/ Included in non-wooled sheep.

(SA, Yearbook, 1952-53, p. 1180).



5. The following figures show the distribution of Native-owned livestock at the 1946 census.<sup>1/</sup> No such information is available regarding the 1950 census.

| 1946                   |                       |                       |         |
|------------------------|-----------------------|-----------------------|---------|
| Area                   | Number of Large stock | Number of Small stock | Total   |
| Within Police Zone     | 205,991               | 358,479               | 564,470 |
| Ovamboland             | 91,883                | 125,050               | 216,933 |
| Kaokoveld              | 39,600                | 60,590                | 100,190 |
| Okavango               | 32,391                | 3,152                 | 35,543  |
| Western Caprivi Zipfel | -                     | -                     | -       |
| Eastern Caprivi Zipfel | 26,080                | 1,170                 | 27,250  |
| Total                  | 395,945               | 548,441               | 944,386 |

(SA, Yearbook, 1948, p. 1117).

6. The Report of the Long Term Agricultural Policy Commission states that in 1946 the livestock owned by the inhabitants of the Native reserves of the Territory comprised 350,669 large stock and 437,814 small stock. Since these stocks were maintained in reserves totalling 20,581,597 hectares (79,465 square miles) there was one head of large stock per 40 hectares of land (SWA, Agriculture Report, para. 211).

7. The Commission found the number of donkeys in the Territory unduly large, but more so on the farms than on the reserves. The number might have increased disproportionately during the drought. Horse breeding was still undertaken on a moderate scale and the horse was latterly finding a small outlet to the northern reserves; over 500 horses and about 100 donkeys were purchased by those Natives during 1948 (SWA, Agriculture Report, para. 248).

<sup>1/</sup> It is to be noted that the total of all small and large stock is not the same as the total estimated number of Native-owned livestock in 1946 given in the preceding table. The figures in the first table were taken from the SA Yearbook, 1952-53; those in the second table were drawn from the 1948 edition of the Yearbook.

8. Limitations on the number of stock in reserves. Information with regard to the limitations on the number of stock which may be kept by the inhabitants of the various Native reserves within the Police Zone is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 13-17). As previously stated the Schedule of the Native Reserve regulations provides that inhabitants of the reserves in the Police Zone, except Berseba and Bondels, may not graze or keep more than 100 head of large stock (including donkeys) and 300 head of small stock in the reserve without the special permission of the Administrator. In one reserve, Soromas, stock is limited to 15 head of large and 100 head of small stock, excluding calves, lambs, and kids (A/AC.73/L.3/Add.1, question 44, para. 15). These limitations were altered during the period under review by Government Notice No. 175 of 1954 (SWAG, No. 1848, p. 933-4). The general limitations regarding 100 head of large stock and 300 head of small stock were maintained, but special provision was made in the regulations regarding Ovitoto and Aukeigas Reserves.

9. In Ovitoto Reserve formerly for all oxen in excess of three owned by each resident there was a grazing fee double that for other large stock to which the regulations applied. For Aukeigas Reserve there was no such special regulation. With the new Government Notice, however, the special regulation regarding the keeping of more than three oxen in Ovitoto reserve is deleted from the regulations, and it is provided that in both Ovitoto and Aukeigas Reserves no Native may keep more than 50 head of large stock without the special permission of the Administrator.

10. With regard to small stock, where the regulations previously provided that in all reserves no resident may keep more than 300 head of small stock without the special permission of the Administrator, in Ovitoto and Aukeigas Reserves a further provision is added by the new Government Notice that the number of small stock may not exceed 150 without such special permission.

11. With regard to limitations of stock in Berseba and Bondels Reserves, as stated previously, due to treaty rights existing under the German Government and confirmed by the South West Africa Administration, grazing fees and limitations of stock kept in each of these reserves are subject to the consent of a majority of the adult Native males resident or possessing substantial interests in the reserve

In both reserves grazing fees have been established and in Bondels Reserve before the period under review the number of small stock which might be kept in the reserve was limited to 300, as in the other reserves. There was no limitation on large stock in Bondels Reserve, and no limitation on either large or small stock in Berseba Reserve (Berseba Hottentot Territory).

12. No changes were made during the period under review with regard to the Berseba Reserve, but with regard to Bondels Reserve, Government Notice No. 285 of 1954, effective 1 January 1955, (SWAG, No. 1865, p. 1339) limits the number of large stock, including donkeys, which any resident may keep or graze in the Reserve to 100, unless special permission is obtained from the Administrator for a larger number. The same Government Notice increases the number of small stock which residents of the reserve may graze or keep from 300 to 800, unless special permission is obtained from the Administrator to graze or keep a larger number.

13. The Long Term Agricultural Policy Commission believed that legislation was necessary with respect to limitation of stock to prevent overstocking in the Reserves and for culling of stock for herd improvement. Whatever methods were devised must be dependent on the goodwill and co-operation of the Natives (SWA, Agriculture Report, para. 473).

14. Livestock improvement. The Long Term Agricultural Policy Commission made the following remarks regarding improvement in the quality of Native cattle:

The native territories in the north offer good opportunities for development, agricultural as well as pastoral... Improvement in the quality of the cattle is called for. This will be secured by selection breeding referred to under European Farming and although the introduction of exotic blood eventually may be possible, it is felt that the need for experimental work with a view to producing relatively pure herds of improved types from the existing native cattle, especially the okavango and ovambo types, is strongly indicated, since such types or strains will not only prove more adaptable to local conditions, but will also be more acceptable to the native in the field of breed improvement (SWA, Agriculture Report, para. 466).

15. The Commission thought that legislation would be necessary inter alia for culling of stock for herd improvement, though the goodwill and co-operation of the Natives was essential; in order to secure these they must be given assistance, through the direct marketing of surplus cattle or culled stock such as the Native now has in marketing his cream.

16. In the disposal of culled stock for herd improvement or as a conservation measure the Commission felt that the intermediary through which the Native was compelled to work should be his own Trust. Culling should be done before the onset of the annual dry season to prevent loss by death during drought or to relieve the drain on veld and water supplies. Since the reserve pastoralist could not trek with his stock in time of drought, the purchaser must be the Trust (SWA, Agriculture Report, paras. 473, 474).

17. Stock disease. The Official Yearbook of the Union of South Africa, 1952-53, gives the following information with regard to stock disease in the Territory:

The Territory is singularly free from major destructive diseases. The last outbreak of foot and mouth disease occurred during 1949, on the borders of Ovamboland and Angola and along the Okavango River in the Okavango native territory. The outbreaks were limited in extent and were soon controlled, partly by live virus inoculation, and partly by copious rains at the time which precluded stock movements and consequent further spread. Rabies occurs in the northern native territories, and since 1948 cases have also occurred within the Police Zone. Lungsickness occurs in Ovamboland. Sporadic outbreaks of anthrax and blackquarter occur throughout the Territory, but are readily controlled by prophylactic inoculation. Lamsiekte is one of the more serious causes of stock losses, and the position is aggravated by the prevailing shortage of phosphatic supplements. The production of a vaccine by Onderstepoort has, however, reduced mortality considerably. Horsesickness and bluetongue become a serious menace during wet seasons only, and are well controlled by preventive inoculation. Among small stock the most serious losses are occasioned by verminosis and plant poisoning. Other diseases encountered are brucellosis, dourine, anaplasmosis, piroplasmosis, scab, mange, snotsiekte, sweating sickness, stiff sickness, calf paratyphoid, actinomycosis, actinobacillosis and ophthalmia (SA, Yearbook, 1952-53, p.1179).

18. Stock losses. With regard to the question of stock losses the Long Term Agricultural Policy Commission found that such losses constituted an important factor in livestock farming in the Territory. Stock losses in 1946 amounted to more than half the gross value of agricultural production. Losses fluctuate from time to time in accordance with variation in the prevalence of disease, variation in climatic conditions, and in other causes. The loss from drought overshadows that from disease and other causes. Loss of stock can be reduced by creation of "fodder banks" by means of grazing management, by veld sanitation, supplementary feeding, and by dipping, dosing and inoculation against disease; by eradication of poisonous plants; extermination of vermin; and by timely disposal of aged animals. (SWA, Agricultural Report, paras. 268, 270, 654).
19. The following table shows the livestock listed under the Native Affairs Vote, losses of both Government-owned and Trust Fund livestock and the number of stock on hand at the beginning of each fiscal year:

NATIVE AFFAIRS VOTE: LIVESTOCK LOSSES AND STOCK ON HAND, GOVERNMENT AND TRUST FUND

Livestock losses: Government owned

|         | 1946-47 | 1947-48 | 1948-49 | 1949-50   | 1950-51   | 1951-52   | 1952-53   | 1953-54   |
|---------|---------|---------|---------|-----------|-----------|-----------|-----------|-----------|
|         | No.     | No.     | No.     | No. Value | No. Value | No. Value | No. Value | No. Value |
| Cattle  | 61      | 33      | 23      | 8 £ 48    | 3 £ 15    | 4 £ 20    | 4 £ 20    | 11 £ 55   |
| Donkeys | 52      | 19      | 17      | 40 21     | 4 2       | - -       | - -       | - -       |
| Camels  | 75      | 32      | 9       | 1 18      | 3 15      | 1 5       | - -       | 1 5       |
| Goats   | 59      | 61      | 166     | - -       | - -       | - -       | - -       | - -       |
| Horses  | -       | -       | -       | - -       | - -       | - -       | - -       | - -       |
| Mules   | -       | -       | -       | - -       | - -       | - -       | - -       | - -       |
|         |         |         |         | £ 87      | £ 32      | £ 25      | £ 20      | £ 60      |

Livestock losses: Trust Fund

|         | 1946-47 | 1947-48 | 1948-49 | 1949-50   | 1950-51   | 1951-52   | 1952-53   | 1953-54   |
|---------|---------|---------|---------|-----------|-----------|-----------|-----------|-----------|
|         | No.     | No.     | No.     | No. Value | No. Value | No. Value | No. Value | No. Value |
| Cattle  | 73      | 39      | 60      | 27 £ 190  | 45 £ 200  | 121 £ 520 | 15 £ 280  | 5 £ 25    |
| Donkeys | -       | -       | -       | - -       | 2 1       | 19 10     | 5 3       | - -       |
| Camels  | -       | -       | -       | - -       | - -       | - -       | - -       | - -       |
| Goats   | -       | -       | -       | - -       | 61 61     | 73 73     | 144 144   | 6 6       |
| Horses  | -       | -       | -       | - -       | - -       | - -       | - -       | - -       |
| Mules   | -       | -       | -       | - -       | - -       | - -       | - -       | - -       |
|         |         |         |         | £ 190     | £ 262     | £ 603     | £ 427     | £ 31      |

Livestock on hand: Government owned

|         | 31 March 1947 | 31 March 1948 | 31 March 1949 | 31 March 1950 | 31 March 1951 | 31 March 1952 | 31 March 1953 | 31 March 1954 |
|---------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
|         | No.           | No.           | No.           | No. Value     | No. Value     | No. Value     | No. Value     | No. Value     |
| Cattle  | 204           | 64            | 85            | 84 £ 903      | 36 £ 180      | 32 £ 160      | 28 £ 140      | 68 £ 1,360    |
| Donkeys | 97            | 80            | 90            | 50 26         | - -           | - -           | - -           | - -           |
| Camels  | 36            | 26            | 14            | 13 234        | 10 10         | 10 50         | 11 55         | 10 50         |
| Goats   | 231           | 252           | 146           | 196 196       | - -           | - -           | - -           | - -           |
| Horses  | -             | 1             | 1             | 1 8           | - -           | - -           | - -           | - -           |
| Mules   | -             | -             | -             | - -           | - -           | - -           | 2 40          | 2 40          |
|         |               |               |               | £ 1,367       | £ 230         | £ 210         | £ 235         | £ 1,450       |

Livestock on hand: Trust Fund

|         | 31 March 1947 | 31 March 1948 | 31 March 1949 | 31 March 1950 | 31 March 1951          | 31 March 1952 | 31 March 1953 | 31 March 1954 |
|---------|---------------|---------------|---------------|---------------|------------------------|---------------|---------------|---------------|
|         | No.           | No.           | No.           | No. Value     | No. Value              | No. Value     | No. Value     | No. Value     |
| Cattle  | 247           | 257           | 269           | 242 £ 2,108   | 237 £ 2,735            | 142 £ 2,395   | 156 £ 2,640   | 156 £ 2,340   |
| Donkeys | -             | -             | -             | - -           | 40 <sup>1/2</sup> 20   | 21 11         | 18 9          | 18 9          |
| Camels  | -             | -             | -             | - -           | - -                    | - -           | - -           | - -           |
| Goats   | -             | -             | -             | - -           | 179 <sup>1/2</sup> 179 | 705 705       | 615 615       | 783 783       |
| Horses  | 1             | 1             | 1             | 1 8           | 2 <sup>1/2</sup> 16    | 2 16          | 2 16          | 2 16          |
| Mules   | -             | -             | -             | - -           | - -                    | - -           | - -           | - -           |
|         |               |               |               | £ 2,116       | £ 2,950                | £ 3,127       | £ 3,284       | £ 2,148       |

(SWA Accounts, 1946-47, p.21; 1947-48, p.20; 1948-49, p.21; 1949-50, p.21; 1950-51, p.20; 1951-52, p.21; 1952-53, p.23; 1953-54, p.27.)

1/ Previously erroneously reflected as Government-owned stock.

20. Fencing to control stock disease. Information with regard to the fencing of the South West Africa-Angola border, the Bechuanaland border and the Police Zone against the spread of foot-and-mouth disease is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 27-30). As previously stated the sum of £30,000 was voted in 1953-54 for this item (A/AC.73/L.3/Add.1, question 44, para. 30). During the year 1953-54 expenditure under this item was £13,954, or £16,066 less than was voted. All the anticipated fencing was not done (SWA, Accounts, 1953-54, pp. 60, 61).

21. Dairy farming. Information with regard to dairy schemes and creameries is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, para. 37). The comments of the Long Term Agricultural Policy Commission on this matter are as follows:

Dairy farming introduced on several reserves inside the Police Zone during recent years is extending and is producing good results. The cream cheque earned by those reserves has amounted to £17,152 in a drought year. A high percentage of first grade cream is produced. Five to six members of the same family group combine to purchase a separator which is housed in a properly designed and constructed room for handling their milk. A number of such units take their cream to a central cooling room, where it is kept for collection by the transport contractor for delivery to the creamery. Each unit is paid separately by the creamery through the welfare officer, by whom the scheme is controlled and who supervises the operations. Each unit conducts the business amongst its members.

Ranch-dairy farming on reserves has the same inherent weaknesses and dangers regarding drain on the veld and strain on the animals as on the farms and the measures to be adopted for improvement will be much the same.

Competition between units, rewarded by an annual prize or certificate of performance in yield per cow, quality of cream and condition of cow and calf at the end of the milking season may stimulate the adoption of good methods of husbandry (SWA, Agriculture Report, paras. 471-472).

22. Goat farming. The Long Term Agricultural Policy Commission made the following comments regarding goat farming both on farms and in reserves:

The total goat population of the Territory in 1946 amounted to 917,900..., of which 754,800 were held on farms and 163,100 on non-European reserves. This gives an average of 186 per farm. In the year 1939 the number was 1,476,000 or about 400 per farm. The decrease in 1946 was largely due to the effects of drought. The beer goat is undoubtedly the most destructive animal, wild or domestic, on the grazing lands of South West Africa. It is claimed that the keeping of small flocks of goats on the farms is essential for a supply of meat for domestic use, but soon it will be found, and on some farms where goats were kept this already has been proved, that for every goat the farm could have carried 1 1/2 - 2 sheep instead, from which, notwithstanding the high price of goat meat, the farmer could have obtained better meat and a higher rental in perpetuity. In the discussion on karakul farming it was shown that if ram lambs of poor pelt quality were raised as lambs for mutton, higher values could be obtained for the carcass and skin than for the pelt. Where then is the need to kill such lambs and where the economy of keeping goats in their stead? It is admitted that the beer goat climbs trees and mountains which defy sheep, and that it can exist on land so eroded and denuded that no other stock can exist thereon. But it is precisely on such places where the goat should not be permitted.

What has been stated with regard to goats on the farm applies equally with respect to goats on the reserves. Introduction of karakul sheep farming on the reserves will, however, need consideration. Members of the coloured community, who work on sheep farms or reside on reserves and members of the Rehoboth community are acquainted with the karakul and some of the latter produce good pelts as regards quality and preparation. But the effect on the market of pelts of low quality cannot be ignored. Also it is probable that residents on the reserves do not, in general, have good foundation stock for cross-breeding. A switch over from goat to karakul farming on reserves will therefore have to be gradual. It will have to be preceded by instruction and be accompanied by continual guidance in methods of breeding and in marketing of pelts. Long range policy demands the gradual reduction of the goat population. The karakul is the only practicable substitute for the goat.



23. Where replacement of the goat on the reserves is not practicable, attention should be given to the production of goat kid skins. By selection breeding, a strain is obtained which produces a pelt resembling that of the karakul in pattern and curl which has sold favourably on the international fur market. The higher income realized from the production of such skins would permit a reduction in goat populations on the reserves without loss to the farmer, and the killing of the lambs at birth might save the ewe in a drought year (SWA, Agriculture Report, paras. 459, 469, 470).

24. Marketing of livestock. The Long Term Agricultural Policy Commission stated with regard to the marketing of livestock that direct marketing of the Native's surplus cattle or culled stock must be arranged in order that the material inducement so given to the Native may bring him to understand the necessity in some cases, for a sacrifice of immediate interests in favour of future interests. The scheme in effect with regard to the marketing of cream under controlled prices under the guidance of the welfare officer of the reserve should be extended to livestock marketing (SWA, Agriculture Report, para. 473).

Confidence in the marketing of his stock, must be established as it has been in the marketing of his cream by elimination of intermediaries and by sale at controlled prices. The ultimate marketing place for his stock is the abattoir in the Union which is beyond direct reach of the native. In the marketing of his stock, he is therefore compelled to work through an intermediary, but that intermediary must be his own Trust. This procedure will be essential in the case of the disposal of culled stock for herd improvement or as a conservation measure...the purchaser must be the Trust, who can take over the stock at their current market value and "store" them until saleable on land specially held for the purpose.

A similar procedure is indicated for the marketing of stock from Ovamboland and the Okavango. Trek routes provided with resting places and water at suitable intervals will lead to the terminal store and quarantine farm within reach of the loading station. The stock will be paid for on live weight at the corresponding reduced abattoir price and will eventually be marketed by the Trust for its benefit in this connexion, the scheme in operation in Southern Rhodesia may be referred to: Native Department

marketing centres are established in the reserves, where cattle are sold by weight and grade to the Meat Commission at the authorised tariffs for cold carcass weight reduced to the equivalent live weight, the native producer being paid a corresponding share in any bonus declared at the end of the business year. The system has given general satisfaction and has proved to be a great stimulus in destocking of the reserves.

The adoption of improved methods of farming and the raising of the productivity of the foregoing territories depend, in the first place on a direct access to the market. Your Commission has considered this matter from all angles. It regards the question of developing the potential capabilities in production of these extensive regions as of vital importance to the immediate and future prosperity of South West Africa. It considers the investment of capital in the foregoing measures fully warranted and that, with proper organisation, capital and interest can be redeemed within relatively short time (SWA, Agricultural Report, paras. 474-476).

25. With regard to the question of marketing goat kid skins the Commission, commenting that a strain might be obtained by selection breeding which produced a pelt resembling that of the karakul in pattern and curl, noted that such pelts were sold on the international fur market until the outbreak of World War II and realized prices only 50 per cent lower than the average of persian lamb pelts. (SWA, Agriculture Report, para. 470).

26. Herero livestock: conservatism and adaptation to changing economic conditions. In an article entitled "Some Economic Aspects of Herero Life" Dr. Gunter Wagner, who at the time of his death in 1952 was on the staff of the Ethnological Division, Department of Native Affairs of the Union of South Africa and was doing anthropological field-work on behalf of the South West African Administration, discusses the elements of conservatism and adaptation to surrounding conditions on the part of the Herero. Excerpts from Dr. Wagner's article which bear on the keeping of livestock by the Herero follow:

Under traditional conditions, the pastoral activities of the Herero derived only partly from economic motives, viz. to provide milk, their principal diet. A very powerful incentive behind their efforts was the desire to acquire prestige and social status by owning as large a number of beasts as possible. As among most pastoral tribes of Africa, quantity counted for more than quality. Thus, the authority of an omuhona (chief) was determined less by the number of his followers than by the size of his herds. To rear large herds of cattle was also part of the religious duties of a Kraal head...Hence he was responsible to his ancestors for the proper care and augmentation of the herds entrusted to him. Further, the traditional Herero's efforts at breeding cattle were not directed towards increasing the milk yield or the weight of their cattle but towards obtaining animals of a particular colour or with horns of particular shape in accordance with the dictates of the (totemic) oruzo rules. It follows that in the traditional system of values which prevailed in Herero society the accumulation of cattle was the principal object in the life of the individual and the community. No real value was attached to other material possessions. In fact, in view of the close bond between man and his cattle (cf. Prof. Myres), the latter were more than just a material possession. Basically, this attitude prevailed until the Herero war. Nevertheless, it cannot be denied that the Herero, once traders had begun to come to their country (from 1850 onwards), were far more willing to exchange cattle for other goods than are other pastoral tribes, such as the Masai or the Fulani, even to-day...

Where the Herero were allowed to resume a pastoral life in the reserves established for them, it was obvious that a fundamental change both in their incentives for and in their methods of cattle keeping had to be brought about if they were to thrive, or even to survive, under modern conditions. A simple consideration will show why such a change was imperative: if the Herero were to cling tenaciously to their traditional attitudes as sketched in the preceding paragraph, their herds would soon increase out of all proportion, as the former checks, such as periodical droughts, epidemic stock diseases, and enemy raids either operate no longer or only on a much smaller scale. Being confined to the reserves established for them, they could not

expand their grazing areas to keep pace with the unchecked increase of their herds. As a result, the existing reserves would soon all become dangerously overstocked; the grazing would rapidly deteriorate, and so would the condition of their stock.

Such a tendency is, in fact, one of the cardinal problems encountered among all pastoral tribes who live in reserves... There is ample evidence that such a tendency did, and to some extent still does, exist also among the Herero...

After the establishment of the reserves, this tendency naturally increased as is shown by frequent references to this effect in the annual reports of the Welfare Officers who administer Native affairs in the various reserves. To quote but one typical passage: "The Herero will make no effort to limit the number of stock they own and the inevitable result is going to be overstocking, destruction of grazing and eventual ruin to the whole tribe. This has been pointed out to them many times but they will not listen...."

The preceding discussion must suffice to indicate in what direction economic conservatism lies. The change or adaptation to be aimed at, on the other hand, will have to be along the following lines:

- (1) Limitation of the number of stock kept.
- (2) Improvement of the quality of stock, partly through the elimination of uneconomic cattle and partly through the breeding of better strains.
- (3) Better economic utilization of the stock through introducing a ranching or dairying economy or a combination of both.
- (4) Creation of new material wants and needs which would act as an incentive to a growing "economic utilization" of the cattle and thus supplant the traditional socio-religious outlook.

It will be seen that the last-mentioned point is the clue for the other three, for without such a change in outlook the Herero would have no reason to co-operate in bringing about the changes mentioned under (1) to (3).

In order to attain the aims set forth above and to assist the Herero in adjusting themselves to a manner of stock-farming which is compatible with the present-day conditions under which they have to live in the reserves, the Government has introduced a number of innovations. The most important of these are:

- (1) The imposition of a maximum limit to large and small stock which may be kept by a brand-owner. The limit is adjusted to the grazing conditions and the water supply and varies for different reserves and for different periods, but 100 head of large stock and 300 head of small stock per brand-owner seems to be the standard.
- (2) Organized stock sales in the reserves to supplement individual sales of stock to speculators and neighbouring farmers.
- (3) The purchase of suitable bulls from Trust Funds, i.e. funds accruing from the collection of grazing fees, the only form of direct taxation levied from Natives in South West Africa.
- (4) The provision of phosphates, etc. and the encouragement of their use by the Native stock-owners.
- (5) The imposition of graded grazing fees, the idea being to levy a higher tax on economically undesirable beasts such as scrub bulls, oxen over a certain age or in excess of a certain number, donkey jacks, etc.
- (6) The organization of so-called cream schemes, i.e. the setting up of dairies in the reserves and the organization of a regular transport of the cream produced in each reserve to the nearest creamery.
- (7) The purchase of vaccines from Trust Fund money and the regular inoculation of stock against contagious (notifiable) stock-diseases as well as the encouragement of Natives to buy their own vaccines for inoculation against non-contagious and deficiency diseases.
- (8) As a measure of control, the compulsory branding of stock.

Of these measures, only Nos. 1, 5, 8 and the first part of 7 are compulsory. The above-listed measures and innovations were, of course, not introduced all at once nor were efforts in the various directions made with

equal intensity in all the reserves. Moreover, local conditions and special circumstances, such as droughts, the outbreak of stock diseases, etc., temporarily checked or slowed down the process of adjustment. ...

For the purposes of the present paper it will have to suffice to say that the present trend in Herero stock farming is the result of approximately twenty years of planned guidance along definite lines. What this trend is can be indicated only in broad outline and by referring to the most salient features.

Let us, first of all, consider to what extent the Herero today are prepared to sell their surplus stock. For the years 1949 and 1950 the position is reflected by the following table showing for six out of the seven Herero reserves in the Territory (a) the number of cattle sold during the year and (b) the cattle population at the end of the year:

| <u>Name of Reserve</u> | <u>1949</u> |        | <u>1950</u> |         |
|------------------------|-------------|--------|-------------|---------|
|                        | (a)         | (b)    | (a)         | (b)     |
| Aminuis.....           | 648         | 13,528 | 519         | 12,733  |
| Epukiro.....           | 723         | 16,874 | 1,230       | 20,650  |
| Otjimbingue.....       | 114         | 2,655  | 218         | 3,844   |
| Otjituo.....           | 565         | 10,780 | 796         | 13,446  |
| Ovitoto.....           | 1,176       | 9,841  | 853         | 12,523  |
| Waterberg East.....    | 1,137       | 35,400 | 2,215       | 39,098  |
| Totals:.....           | 4,363       | 89,078 | 5,831       | 102,294 |

Cattle sales, accordingly, amounted to just over 4.6 per cent of the total cattle in 1949 and to 5.4 per cent in 1950. For the year 1951, figures are available only for three reserves, viz. Otjimbingue, Otjituo and Waterberg. In these three reserves the number of cattle sold during the year amounted to 3,674 head, while the total cattle population at the end of the year was 61,613. Hence, just under 6 per cent of the total cattle (again excluding cattle losses and slaughtered stock) were sold.

At first sight, the only means of lending significance to these percentages in terms of our problem would seem to compare them with corresponding percentages of previous years, say 10, 15 and 25 years ago. Unfortunately, however, such comparative figures are not available. But even if they were they would, in fact, only partly reflect a change - or otherwise - in the Herero's basic attitude towards the sale of cattle. For what percentage of the total cattle is sold in a given year depends not only upon the stock-owner's willingness to part with some of his stock but also on such factors as the prices offered in the market, conditions of grazing and water supply, the money derived from other sources of income (such as the sale of milk), the yield of the grain crop and so on.

Now it is precisely because all these factors must be taken into consideration that the figures for the last three years are in themselves significant for our problem. If the Herero were still basically averse to the idea of selling cattle they would do so only if forced by outward circumstances, for instance a threatening drought, a drop in their other sources of cash income, a failure of their grain crops, etc. while in times of general prosperity we should expect them to scoff at the idea of parting with their cattle as then they could satisfy their essential material wants in other ways. The record of the last three years, however, shows that the general trend has been distinctly in the opposite direction. Both 1949 and 1950 were good rain years (1950 was in fact the best year since 1934); hence, the milk diet of the Herero was plentiful, their maize crop so good that in large parts of the northern reserves (Waterberg, Epukiro, Otjituo) they needed to buy only little or no maize to supplement their diet during the months when most of their cows are dry, and their cash income from the sale of cream reached a peak in 1950 and a still higher peak in 1951 (see p. 125). Yet their cattle sales increased steadily between 1949 and 1951. This clearly indicates a marked departure from their former conservative attitude which has so often been emphasized by previous observers.

It might, of course, be suggested that the recent percentage increase in stock sales is not due to any greater willingness to sell cattle but is the result of the maximum limit set to the number of large stock allowed to each brand-owner (cf. p. 121). An analysis of the stock-registers from the point of view of the size of individual herds shows, however, that the number of stock-owners, who have reached or are anywhere near, the imposed limit of 100 head of large stock is so small that fear of overstepping it can have been responsible only for very few sales. Thus in the three reserves Aminuis, Otjituo and Ovitoto there was, in 1951, a total of 1,388 male and 248 female stockowners. Of these only 17 men and 3 women possessed upwards of 75 head of large stock while only two possessed more than 100 animals and had, accordingly, been warned either to sell or otherwise dispose of their excess stock.

It would, of course, throw further light on the extent to which the traditional attitude towards the sale of stock has been changing if figures could be quoted showing how the cattle that are sold every year either to individual speculators, to farmers, or at public auctions are distributed over the various categories of stock-owners (as ranging from poor to comparatively wealthy). The hard core of a conservative attitude would obviously have to be looked for among the wealthier Natives, that is to say those owning upward of 35 to 40 head of large stock. Hence, if it could be shown that a proportionately greater number of cattle were sold by this latter category, this would demonstrate even more clearly that the motive for selling surplus stock is no longer the urgent need for cash but a growing appreciation of economic values other than cattle.

Unfortunately, no exact figures can be quoted, but the writer was assured by several Welfare Officers as well as by Native informants that it is indeed mainly the wealthier Native who sells cattle (especially at public auctions) while the poorer people (possessing up to 10 or 15 head of large stock) depend for their cash requirements chiefly on creaming. When taking into account that 692 out of 1,636 stock-owners or 42.3 per cent possess up to 15 head of large stock only, the total percentages of stock



sales which we quoted above become even more impressive, provided it is true that the poorer stock-owners sell proportionately fewer animals than the wealthier ones.

As regards the second requirement for a successful adaptation to a modern competitive cattle economy, viz. the improvement in the quality of stock, the response to measures advocated by the Administration has been rather varied.

As is the case among all pastoral tribes of Africa, the herds of the Herero still contain far too many bulls -- the majority of them being classed as scrub bulls -- as well as an undue proportion of old oxen and quean cows. Thus whereas in a well-composed herd there should be no more than one bull to 50 cows, the Herero, in 1950 - 51, had one bull to thirty cows of which, moreover, a rather large percentage were quean cows.

It does not appear that the keeping of large "numbers of uneconomic stock" is to-day still based on religious notions as was the case prior to the Herero war when a large percentage of all cattle was consecrated to the ancestral spirits and hence could neither be sold nor slaughtered for meat. Although "neo-paganism" is undoubtedly on the increase among the Herero, a consecration of cattle to the ancestors has, if at all, been revived only on a small scale. Nevertheless, pride in the possession of oxen is still a strong trait of present-day pastoralism. In each of the reserves visited I heard stories about Natives who had taken their best oxen to an auction sale, not with the intention of selling them but merely to parade them in front of their fellow tribesmen and to find out what they would be offered for them.

With the intention of bringing about an economically sounder composition of herds, the Administration has, for a number of years, advised stock-owners to sell or slaughter their uneconomic stock. As there was little response, a system of graded grazing fees was recently introduced. Thus, in the Ovitoro Reserve an extra penny a month is charged for scrub bulls and an extra 3d. for oxen in excess of three per brand-owner. As the measure was only recently introduced, it is still too early to say whether it will have the desired effect.

As regards the quality of the individual beasts, there are a number of symptoms to indicate that the traditional attitude which has been summed up in the words "quantity, not quality, counts" is gradually changing. The minutes kept of debates in the Native Reserve Boards on the proposed purchase of stud bulls from Trust Funds reveal that the idea of improving their stock through the use of better bulls is gradually being appreciated by the leading elders of the tribe. Difficulties usually arise over the question as to what breeds should be chosen. The Administration is in favour of hardy Afrikander bulls because they are particularly well suited to the conditions prevailing in the reserves. The Natives, on the other hand, want to have "milk cattle" (e.g. Simmenthaler), and they maintain that Afrikander bulls are too wild to be allowed to run with the herd. The fact that in one reserve Afrikander bulls bought from Trust Fund money are not being used but stand idle in a camp and that in others the Boardmen have persistently expressed themselves against a purchase of such bulls does, therefore, not necessarily indicate an indifferent attitude of the Herero towards an improvement of their stock. Thus in a recent report, the Welfare Officer of the Waterberg East Reserve writes: "I have reliable evidence from farmers that the people take their cattle there to be covered. They want their stock to improve but shun the trouble of having to manage the Afrikander bulls."

That the Herero are not indifferent to the quality of the stock they buy was confirmed by several Welfare Officers who attributed the rapid increase of herds after droughts or epidemics to the good judgment of the Herero in choosing the right type of beast when buying or trading cattle.

On the other hand, the complaint is often heard from administrative officials that the stock in the reserves could be in a much better condition if the Herero would refrain from concentrating it unduly in the immediate vicinity of the boreholes, with the result that the surrounding area becomes badly overstocked and trampled down while good pasture, which is well within reach of the cattle, is not, or not sufficiently, being used. Herero elders with whom I discussed this matter said that they

were aware of the danger of stock concentrations near boreholes, but they either claimed that the solution lay in the sinking of more boreholes or the building of additional dams, or they insisted that they had not sufficient authority over the young men and boys to make them herd the cattle properly. The latter point, which often crops up also in other contexts, clearly demonstrates how a maladjustment in the social structure has its direct repercussions on the economic system. To put such "unreasonable" behaviour as the undue concentration of stock near boreholes down to "inherent laziness and indolence", as some observers are inclined to do, seems a rather unsatisfactory explanation, for all impartial observers are agreed that his laziness appears only in certain aspects of the economic activities of the Herero while in others they shun no trouble and even show a remarkable energy and perseverance. In the Waterberg Reserve, for instance, a large section of the population treks regularly to the Sandveld portion of that Reserve where the grazing during the dry season is better than in the Western portion. But as the pasture there is deficient in phosphates and as the Natives prefer rain water for their stock, they return to the Western part of the reserve as soon as the rains set in. There is, accordingly, no show of indolence in this case, and the explanation is probably to be sought in the fact that such periodical treks are part and parcel of their long-established mode of pastoralism to which their whole social life is adapted. The concentration of stock at the boreholes, on the other hand, has resulted from the introduction of a novel feature into their pastoral habits and has created a problem of local overstocking which they find difficult to cope with as their social structure is too badly disrupted to achieve the proper adjustment.

Another important innovation which may serve as a test case for the Herero's capability of adaptation is the establishment of a dairy industry in the reserves. Here the response has not only been positive, but the Herero have displayed such an initiative and talent for organization in introducing a feature that is entirely novel to their traditional mode of life that in several reserves they run their own cream schemes with no, or only very slight, supervision on the part of the Administration.

The sale of milk was started on a small scale some fifteen years ago, in some reserves even earlier. The practice was at first to grant concessions to Europeans who established milk buying centres at various places in the reserves. Milk sales fluctuated, of course, according to rainfall and the general condition of the stock, but on the whole they increased. As the licences held by European concessionaires expired, the Herero in a number of reserves voiced the desire to organize their own dairy industry. Although some officials with local experience were at first very sceptical or they frankly voiced their disbelief in the success of such an experiment, the Natives were asked to work out detailed proposals as to how they intended to run the scheme. It involved such items as the erection of dairy buildings, the purchase of equipment (separators, cream cans, gauze, disinfectants, etc.), the organization of a transport service to collect the cream from the local dairies and convey it to the big creameries in the nearest towns, the employment and payment of the necessary staff (separator boys, clerks, transport drivers), etc. In due course such plans were submitted, and in several reserves the Natives have now been running their cream business either quite independently or semi-independently for several years with "highly successful" results, to use the words employed in a recent report.

The extent of the dairy industry in some of the Herero reserves can be gauged from the following figures:

| Income to Residents from Sale of<br>Cream in some Herero Reserves |             |             |             |                    |
|---|-------------|-------------|-------------|--------------------|
| <u>Name of Reserve</u>  | <u>1949</u> | <u>1950</u> | <u>1951</u> | <u>No. of cows</u> |
| Aminuis . . . .   | £3,292      | £9,556      | ?           | 6,791              |
| Epukiro . . . .   | £2,270      | £7,122      | ?           | 12,225             |
| Otjimbingue . .   | £ none      | £1,928      | £3,726      | 2,330              |
| Otjituo . . . .   | £3,000      | £3,500      | £4,780      | ?                  |
| Waterberg East .  | £ none      | £8,796      | £9,036      | 25,466             |

With the exception of Otjituo Reserve where transport during the main cream season (March to May) is very difficult owing to road conditions, all other reserves supply a very high percentage of first-grade cream (over 90 per cent in Waterberg East and Otjimbingue). This fact alone demonstrates the efficient functioning of the scheme, for any lack of hygiene in the handling of the milk at the local dairies and any hitch in the transport would be immediately reflected in a deterioration of the grade of the cream supplied.

It is a different question whether in the long-range interest of Native pastoralism the establishment of dairying in Native Reserves should be encouraged. It has been argued that, unless kept within reasonable limits, it will lead to a deterioration of the stock as not sufficient milk will be left for the calves, and also to a deterioration of the human diet. Besides, it will increase the tendency to concentrate the stock near the boreholes (where the dairies must, of necessity, be erected) and thus aggravate the danger of local overstocking. For the question under review, viz. to what extent the Herero have shown themselves capable of modifying their traditional economic system, this point is, however, only of secondary importance.

To mention yet another innovation: the combating of stock diseases through inoculation etc., meets with increasing understanding on the part of the Native stock-owner. While inoculation against contagious ("notifiable") diseases, such as anthrax, is compulsory and financed out of Trust Fund moneys, Natives who wish to inoculate their cattle against non-contagious or deficiency diseases must buy the vaccine themselves. While at first there was considerable scepticism, the readiness of individual Natives to buy vaccine has been steadily growing in all those cases where they could see how the mortality rate of their cattle was reduced through inoculation. At a single cattle post in Epukiro Reserve, to quote but one instance, stock-owners spent £20 on vaccines to inoculate their cattle against gallamsiekte with the result that they did not lose a single animal while neighbouring posts sustained heavy losses.

The preceding analysis, though not based on sufficient evidence to be conclusive in all points, shows clearly that the cattle economy of the Herero is well advanced on the road of adapting itself to present-day requirements as outlined above. The traditional notion that the size of herds is the main thing that counts is definitely being supplanted or at least supplemented by the idea that cattle are also a means of producing other forms of wealth. There is no likelihood that the future development of pastoralism among the Herero will founder on the rock of an obstinate conservatism which refuses to deviate from the principle that cattle are the only worthwhile possession, an attitude which apparently still prevails among such nomad cattle people as the Fulani and the Masai (Economic aspects of Herero life, pp. 119-126).

#### Land and Agriculture

27. Information regarding Native agriculture is to be found in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 38-46). Information supplementary to that previously submitted is found below under the following headings: Native land; condition of the soil; soil conservation; agricultural production; development of agriculture; and agricultural marketing.

28. Native land. With regard to the extent and quality of the land set aside as Native reserves the Long Term Agricultural Policy Commission made the following remarks:

In terms of pre-mandatory treaties 1,006,719 ha. of land in various parts of the Territory exclusive of the Rehoboth Gebiet, was reserved for occupation by non-Europeans. Up to the end of the Financial Year 1947-48 a further 19,506,978 ha. were reserved by the S.W. African Administration for the same purpose as also a further, temporary reservation of 13,900 ha. These reserves, in aggregate extent 20,581,597 ha.<sup>2/</sup> or 79,465 square miles were occupied at date of the 1946 Census by 221,878 natives and coloured persons, giving a population density of about 2.7 to the square mile. The stock owned by the inhabitants of these reserves at that date comprised

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<sup>2/</sup> For 1954 figures see question 13, para. 29.

350,669 large and 437,814 small stock, equivalent to one head of large stock per 40 hectare. Land set aside for the foregoing purpose and reserved as such cannot thereafter be alienated without the sanction of the Union Parliament.

As has been stated fairly extensive areas of land are cultivated by the Ovambo and Okavango tribes; on the remaining reserves the areas cultivated are insignificant in relation to their extent. With the exception of Ovamgoland, distribution of water supplies is a factor limiting increased production on the reserves, but this matter is receiving attention: wells and dams are being constructed, boreholes sunk and pumping installations erected.

Judging from the use of the land for production purposes in the past it appears that ample provision has been made for the needs of the present non-European population with reasonable allowance for increase. The number of stock which can be kept on the reserves is controlled by the grant of annual grazing licences; at present the maximum number which can be kept by the head of a family is limited to an equivalent of 100 large stock, and this cannot be exceeded without special permission of the responsible Native Commissioner.<sup>3/</sup>

Region for region, good land has been selected for these reserves. Your Commission considers that the Administration acted wisely by ensuring that sufficient land was earmarked for the requirements of non-Europeans before the still available Crown land was disposed of, and it commends the policy already adopted to get this land into full production, consistent with proper conservation, before extending the reserves further.

(SWA, Agriculture Report, paras. 211-214).

29. The Long Term Agricultural Policy Commission also pointed out that the low productivity of farming on land occupied by non-Europeans was due partly to the large proportion of land on Native reserves which was undeveloped and

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<sup>3/</sup> See above paras. 8 - 12.

unproductive. The aim should therefore be, inter alia, to ensure that such land was beneficially occupied (SWA, Agriculture Report, para. 648).

Much of the better quality agricultural land has been taken up.

There is therefore no great scope for extending area for cultivation in the Native areas<sup>7</sup>, but great scope for improving the methods of farming (SWA, Agriculture Report, para. 467).

30. The Rehoboth Gebiet. In the opinion of the Long Term Agricultural Policy Commission the system of inheritance in undivided shares which has prevailed in the Rehoboth Gebiet has led to unsatisfactory results in the utilization of the land. In the Rehoboth Commission's report of 1926 the Commissioner, the Honourable Justice Jacob de Villiers, in reporting on the terms of reference relating to the alienation of land in the Gebiet stated that in his opinion there was no doubt whatever that liberty to alienate land to Europeans would inevitably result in the burghers losing the greater portion, if not the whole, of their land within a comparatively short period of time. As that was a result which, in their own interests, should be avoided, he found it desirable that the alienation of land to Europeans should be prohibited.

At first all land in the Gebiet was regarded as communal grazing. Later the Volksraad of Rehoboth found it necessary for the better development and management of the land to grant ownership (without conditions regarding disposal) of portions of the commonage as farms to burghers entitled thereto, leading to the result that by 1925 an aggregate of 451,700 ha. had been disposed of to Europeans, often at prices well below the market value of the particular property .... By the agreement of 1923 between the Administration and the Volksraad the disposal of farms to Europeans was made subject to prior approval of the Administrator and finally it was prohibited altogether.

The further development of the matter is, as was felt at the time, that the burghers of Rehoboth were not making the best use and were not capable of making the best use of the magnificent tract of country of which they were in possession.... With a few notable exceptions, namely



of individuals who have acquired additional farms from their compatriots and are farming with herds of 3000-4000 karakul sheep, the majority of the owners of farms make their living by hiring grazing under the guidance of the local Magistrate to European farmers in times of drought. When, therefore, the country is blest with good rains, these Rehobothers find themselves in the anomalous position, having themselves no or very few stock on their approximately 7000 ha. properties, that they cannot make a living. But the greater problem, one which must grow in magnitude with the passing of time, and give rise, as it already has, to the creation of rural slums and the need for continued and increased relief of distress in the form of rationing by the State, is that of inheritance in undivided shares. Already, a large proportion of farms is held in this way. Individual properties are held in up to and over one hundred shares. And the anomaly grows in that, in many such cases, it is not possible to let the grazing for the reason that some shareholders cannot be traced to obtain their consent and receive their share of the grazing fees, resulting in the farms being left idle and the occupiers without income.

... The Commissioner [Justice de Villiers] ... stated ....: "But while alienation of land to Europeans should be prohibited it must be emphasised that the Burghers should be trained to make the best economic use of the magnificent tract of country of which they are in possession of in every way", also ... "I have hitherto viewed the question merely from the one point of view - to secure the Burghers in the possession of the land now occupied by them. But that is obviously not an exhaustive way to look at the problem. With the biological aspect of the matter touched up by Fischer, I do not however propose to deal. But it should be pointed out that unless the rising generation is trained to habits of industry and thrift the community is bound further to deteriorate."

That was the position in 1925. The rising generation of that time has grown to manhood. Many of them have left the Gebiet permanently; others leave it for temporary periods to make a living elsewhere, and the great majority of the burghers have not and do not appear able to make a

success of farming in one of the best and most productive regions of the Territory. The State cannot permit the present state of affairs to continue or the position to deteriorate further. The solution of the problem must be in two directions, namely, the withdrawal of the prohibition on the sale of farms to Europeans and the training of the burghers to make the best economical use of their land. Measures must be taken to prevent any possibility of exploitation of a seller. This can best be secured by making the State the sole purchaser of the properties at prices negotiated on the basis of valuations made by the Land Board and by the re-allotment of any property so acquired under the provisions of the Crown Lands Disposal Ordinances. Incidentally it may be remarked that a burgher, who wishes to dispose of his property is, in view of the circumstances, likely to find himself at a disadvantage, if he is allowed to sell it only to a compatriot instead of to a European. Trespass by stock may become a source of friction between an allottee and his neighbours and it will be advisable to prevent this by making it a condition of allotment that the allottee shall within a stipulated time fence any boundaries which may be open under the provision of the Fencing Law, failing which the Government must have the necessary fences erected at the cost of the adjoining owners.

The burghers are pastoral farmers by tradition. It is therefore unlikely that a great number of those who own farms will eventually elect to dispose of their properties, although they may not make a success of farming. Your Commission regards the question of the bringing into permanent and full production of this land of such importance in the interest of the State as well as of the burghers that it considers the Government called upon to introduce early and effective measures for training the burghers to better systems of farming. Your Commission is convinced that the present system whereby European farmers are allowed and assisted to obtain grazing on the farms in the Rehoboth Gebiet is not calculated to bring about the necessary improvement but that it will, if continued indefinitely, stultify the attainment of that object. (SWA, Agriculture Report, para. 201).

31. Among its principal recommendations the Commission recommended that... any burgher, who is the registered owner of a farm in the Rehoboth Gebiet, should be permitted to sell his farm (on his own volition) to the Government; that early steps be taken to train the burghers to make the best economic use of their land; and that the practice by the burghers of leasing grazing on their farms to non-burghers should be discouraged. (SWA, Agriculture Report, para. 724).

32. Condition of the Soil. The Long Term Agricultural Policy Commission makes the following remarks having a bearing on the condition of the soil in various parts of the Territory:

Besides irregularity in the amount of rainfall and in the distribution of the precipitation, soil factors prevent any great extension of dry-land cultivation in the northern districts. Soil suitable for cultivation in the karst regions is restricted to pockets and the kalahari soils can be excluded from consideration because of their poverty. (SWA, Agriculture Report, paras. 244-246).

The industrious Ovambo cultivates the soil on the seepage zone along the oshanas lying between the sand-capped hills and the heavy mud soil on the beds of the oshanas, which are for the most part dry in the prerainfall season. (SWA, Agriculture Report, para. 95).

The Commission has not any first-hand information on the vegetation of ... [the] region which lies in the broken escarpment country of the Kaokoveld to the west of Ovamboland Native Territory. On old physiographic maps it is shown as an arid steppe of grass with patches of mopani woodlands and larger belts of mopani scrub with oases in river valleys and around pans, waterholes or fountains, where trees are more dense. On the coastal range of mountains and in the valley of the Kunene River the vegetation is reported to be more distinctly arid. (SWA, Agriculture Report, para. 157).

Overgrazing followed by surface wind erosion has exposed the soil on parts of the A.B.C. Block lying west and south of the Aminuis Native Reserve ... The reserve is better covered and with a greater variety of trees, grasses and edible shrubs than much of the surrounding land. (SWA, Agriculture Report, para. 117).

33. Soil conservation. The regulations prescribing the duties, powers and privileges of chiefs and headmen include the duty to prevent, so far as the law allows them to do so, veld burning and soil erosion (G.N. 60 of 1930; SWA, Laws, 1930, p. 420)

During the year under review £3,400 was voted and £3,728 spent for soil conservation works in Native reserves. The additional expenditure was due to an unforeseen increase in the prices of material. This expenditure was undertaken under section 25 (1) of the Soil Conservation Ordinance, 1952 (Ordinance No. 28 of 1952) which provides that the cost of soil conservation works constructed or maintained by the Administration under the law may be charged entirely to the Administration, entirely to the owner of the land beneficially affected by the conservation works, or partly to the Administration and partly to the owner of the land. (SWA, Accounts, 1953-54, p. 53; SWA, Laws, 1952, p. 322). No information is available to indicate whether the expenditure incurred was borne entirely by the Administration or was shared in the case or cases mentioned by one of the various Native accounts.

34. The Long Term Agricultural Policy Commission recommended that the Administration's policy with regard to farming on non-European reserves be at all times consistent with proper conservation of the soil, vegetation and water supply. (SWA, Agriculture Report, para. 462). The Commission noted that on several of the reserves inside the Police Zone the limit of productivity had been exceeded and continued severe overgrazing demanded stringent reduction of stock and exclusion of stock from certain parts until the veld and the soil thereon had been restored to condition (SWA, Agriculture Report, para. 465). Ranch-dairying on reserves had the same inherent weaknesses and dangers regarding drain on the veld, as it had on farms (SWA, Agriculture Report, para. 472). The Commission noted that the mud riverlands of the Okavango were subject to inundation, but that by introducing the industry of the Ovambo, aided by the engineering level and, if necessary, by mechanical appliances much of this potentially valuable land could be reclaimed for cultivation. (SWA, Agriculture Report, para. 467).

35. The Commission mentioned the damage done to the forests in the north, and to the transition area between the forested region and the veld, as a result of fires lighted by Bushmen every year. If the destruction was allowed to continue the Commission felt that the forest would be reduced to useless scrub at an ever increasing rate. Extensive areas of it were already in this state. With regard to the transition area between forest and veld the Commission was of the opinion that the land which was thus being destroyed offered pastoral prospects equal to or better than much of the surrounding country, its ultimate destiny being meat rather than timber production. Settlement for that purpose under suitable safeguarding conditions would bring amelioration of the promiscuous veld-burning evil in the no-man's-land. (SWA, Agriculture Report, paras. 92, 97, 111).

36. The Commission of Enquiry into the Prices of Crown Lands stated in its report that the Tsintsabis and Tsebeb Blocks of farms in the District of Grootfontein border on the Native reserves "and are consequently much stricken with veld fires caused, so the farmers say, by Bushmen". (SWA, Crown Lands Report, p. 5).

37. With reference to the question of veld-burning the following statement in the report of the Land and Agricultural Bank of South West Africa, 1950-51, may be noted:

Serious veld fires broke out in the Grootfontein, Omaruru, Outjo and North Western portions of the Windhoek District. In some of the other Districts in the Northern half of the Territory small occurrences took place but none reached serious dimensions. Even in the Grootfontein District the outbreak occurred mainly beyond the farming area and only devastated Game Reserve No. 1 and a large portion of the Okavango Native Territory. The outbreaks in the Omaruru and Outjo Districts were confined mostly to the Western portions thereof (SWA, Land Bank, 1950-51, p. 6).

38. Water supplies. Information with regard to water supplies is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 48-70). This information deals with water supplies and Administration efforts to augment them in various Native areas, the provision of water for Bushmen, water boring and other developments on crown lands to be reserved for Natives, and the Native reserve

regulations regarding water supplies. The supplementary information presented below contains the remarks of the Long Term Agricultural Policy Commission regarding water supplies, their importance and the possibility of their development as well as some information regarding Administration projects for the development of water supplies.

39. The Long Term Agricultural Policy Commission makes the following comments with regard to water supplies in the Territory and in particular in the Native areas:

Winter crops can be produced only under irrigation. Only in the northern one-third of the Territory is the rainfall in particular years sufficient in amount and distribution that crops of summer cereals, beans, etc., can be produced; conditions are somewhat better in the Okavango and Ovamboland. (SWA, Agriculture Report, para. 244).

Irrigation, as has been seen, is confined to localities where water can be obtained from springs or artesian wells, by pumping from perennial sub-surface "sand" rivers, mines or an occasional strong enough borehole, or by weir and canal in a few places on the Orange River. The extent of land irrigated [European and non-European] is at present not more than 1000 ha. in the year. (SWA, Agriculture Report, para. 245).

Where...climatic vicissitudes have to be contended with the chance of raising a crop often depends on the speed at which the land can be prepared and the seed sown after the thunder shower. A day's delay may prevent the ground to take the plough or the seed to germinate. (SWA, Agriculture Report, para. 246).

On several of the reserves inside the Police Zone the limit of productivity has been reached for the time being pending augmentation of water supplies on outlying parts... Some of the reserves inside the Police Zone hold possibilities for extension in production of cereals and vegetables. Thus, at Okombahe and Otjimbingwe for instance, where the lands under cultivation along the river bed are subject to damage by flood, a weir and canal water supply system, if practicable, may bring additional land under irrigation and with less danger from inundation (SWA, Agriculture Report, para. 465).

With the exception of Ovamboland, distribution of water supplies is a factor limiting increased production on the reserves, but this matter is receiving attention: wells and dams are being constructed, boreholes sunk and pumping installations erected (see below para.40 ) (SWA, Agriculture Report, para. 212).

In Ovamboland and the Okavango... a failure on account of drought is unusual. (SWA, Agriculture Report, para. 372).

The native territories in the north offer good opportunities for development, agricultural as well as pastoral. Extension in pastoral farming is here also dependent on augmentation of water supplies in outlying parts... (SWA, Agriculture Report, para. 466).

The mighty Okavango on the north-eastern and similarly the Kunene on the north-western border are as yet of small significance in the agricultural economic of the Territory. The extensive cultivation by natives along the Okavango River (about 200 x 3 miles) is not dependent on irrigation; the annual rainfall normally is sufficient for them to obtain good harvests. Water from the Okavango cannot be brought to any part of South West Africa, and from the Kunene only to the Etosha Pan at cost altogether disproportionate to all benefits to be derived therefrom. (SWA, Agriculture Report, para. 66).

On an around Aminuis Reserve... pans are well developed. (SWA, Agriculture Report, para. 85).

40. With regard to the development of water supplies it may be noted that tenders were invited by the South West Africa Administration for the following projects during the year 1954:

- (1) the construction and completion of an earth dam at Okasongua, Ovitoto Native reserve;
- (2) the drilling of seven boreholes in the Okombahe Native Reserve;
- (3) the erection and completion of three excavation and pumpstorage dams at Oshigambo (in Ovamboland) and in Northern Ovamboland.

(SWAG, No. 1825, p. 556; No. 1861, p. 1275).

41. Agricultural production. With regard to agricultural production the South West Africa Yearbook, 1952-53 gives the following general information and statistics with regard to Native agricultural production in 1946 and 1950:

Owing to the generally low rainfall prevailing in the Territory, it is not possible to carry out agriculture on any considerable scale. However, in the Grootfontein and Otjiwarongo districts, which are situated in the northern portion of the Territory, where the rainfall approximates 20 inches, crops of maize, potatoes, beans, etc., can be produced in some years, although the distribution of the rainfall tends to be erratic and cannot always be relied on. ... There is a good supply of artesian water along the Auob River and here a certain amount of wheat is grown, while further east on the Nosob River this crop is also produced under the system of flood-water irrigation.

No agricultural census was taken during the years 1947, 1948 and 1949. The most recent figures are those of 1950. The statistics [regarding Native agricultural production] for the years 1946 and 1950 are as follows:

| Agricultural production: Natives |                             |                    |                             |                    |
|----------------------------------|-----------------------------|--------------------|-----------------------------|--------------------|
| Item                             | 1946                        |                    | 1950                        |                    |
|                                  | On farms<br>of<br>Europeans | In<br>Reservations | On farms<br>of<br>Europeans | In<br>Reservations |
|                                  | lb.                         | lb.                | lb.                         | lb.                |
| Wheat                            | 5,400                       | 112,200            | -                           | 181,000            |
| Maize                            | 14,000                      | 40,200             | 254,000                     | 11,505,200         |
| Kaffir-Corn                      | 2,000                       | 100,000            | 13,600                      | 20,101,200         |
| Potatoes                         | 150                         | 300                | -                           | -                  |
| Beans                            | -                           | -                  | 800                         | -                  |

(SA, Yearbook, 1952-53, p.1178).

42. Non-Europeans residing on the reserves inside and outside the Police Zone would be classed, according to the Report of the Long-Term Agricultural Policy Commission, as peasant farmers, since the great majority of them engage in subsistence farming which, with the exception of Ovamboland and the Okavango, is mainly pastoral. (SWA, Agriculture Report, para. 237).



Kaffir corn and millet are content with soils of low fertility. Their yields can be disappointingly low and in Ovamboland were reduced in the drought season of 1945-46 to 500 bags off 850 ha. in the case of kaffir corn and to 4,000 bags off 25,600 ha. in that of millet. Besides this, the dry roughage of these plants is of poor fodder value. These crops are grown mostly in the Okavango and Ovamboland, where the average soils are now too poor for mealies and, as regards the Okavango, it is only the scarp thorn tree soils which can still produce a crop of mealies. (SWA, Agriculture Report, para. 246).

In Ovamboland and the Okavango sufficient cereals are produced by the natives in normal years for their requirements. A failure on account of drought is unusual. The result is, however, no more than subsistence farming with a little for sale to men returning from the mines. (SWA, Agriculture Report, para. 372).

43. An article on economic aspects of Herero life makes the following comments regarding Herero agricultural production:

As compared with pastoralism, the cultivation of crops plays only an insignificant role in the economic life of the Reserve Herero. This is, of course, due partly to climatic conditions which in most parts of the Territory rule out agriculture on anything but a very small scale, and partly to the traditional contempt of the Herero for any but pastoral pursuits. It is, however, interesting to note that in some reserves where the rainfall in normal years is heavy enough to allow the cultivation of maize without irrigation, they have taken to plough cultivation on a moderately large scale. In the northern portion of Epukiro Reserve, for instance, about 500 hectares are under cultivation in an area inhabited by some 1,200 people, and in good years as many as 1,500 bags of maize have been reaped there. Tobacco, pumpkins and beans are also grown on a small scale. Nevertheless, wherever Bergdama communities live among the Herero (as in Otjituo, Waterberg, Otjimbingwe, Ovitoto), the former prove to be the keener and more industrious gardeners. (Economic Aspects of Herero Life, pp. 127-8).

44. The Bushmen do not cultivate ground or keep cattle or sheep. They are food gatherers, living on what Nature supplies (SWA Annual, 1954, p.53).

45. Cultivation of the soil has not been a feature of Native life. The areas cultivated on the reserves, outside of Ovamboland and the Okavango, where fairly extensive areas are cultivated, are insignificant in relation to the extent of the reserves. The Hereros, Namas, Berg Damaras and Bushman all depend for fruit and vegetables on what can be found growing in the veld - "veldkos". (SWA, Health Report, para. 15; Agriculture Report, para. 212).

46. The fresh fruit and vegetables cultivated by the Ovambos and Okavangos in their own territories are, in the main, "wild" fruits and "wild" vegetables or "veldkos". The fruits consist of various berries, marula fruit, Ombe, Omune, wild figs, wild orange, etc. Palm nuts, Omangete nuts, Marula kernels, melon seed etc. are eaten or expressed for their oils (SWA, Health Report, para. 20). The woodlands yield a wealth of fruit in season for the Natives. (SWA, Agriculture Report, para. 112).

47. In the wide valley of the lower Kuiseb (in the Namib desert, west of the Rehoboth Gebiet) fruit of the nara bush (Acanthosicyos Horrida) furnishes in season a nourishing food to the local coloured community, who sell the seed valued at £1,200 annually to local traders for export to confectioners at the Cape. Annually an average of 30 tons, comprising millions of nuts, find their way to the Union. Date palm spreads selfsown in this locality and yields heavy crops of good, insect free fruit. (SWA, Agriculture Report, para. 74; SWA Annual, 1954, p. 79).

48. Development of agriculture. The Long-Term Agricultural Policy Commission commended the policy of the South West Africa Administration to get the Native reserve land into full production, consistent with proper conservation, before extending the reserves further. The object, the Commission stated, should be to encourage the occupants of reserves to produce adequate subsistence for their own needs and whatever surplus they could to help to feed the nation and to stabilize the economy of the Territory (SWA, Agriculture Report, para. 214).

49. The Commission made the following further remarks on agricultural development and the adoption of improved methods of farming:

As several of the reserves offer possibilities greater than what are required for subsistence farming, a further object should be to assist the inhabitants to develop the land for the purpose of producing a surplus for consumption in the Territory or for export.

In pursuance of the foregoing objects, the residents should be given the same facilities and protection with respect to production and marketing of products as farmers outside the reserves. They will require more guidance than the Europeans in methods of farming, preparation of products and animals for the market and in marketing. Your Commission has been advised that four agricultural extension officers are to be appointed specially for the reserves and that one of them assumed duty. The apathy of the native to improve upon his hereditary customs and practices of farming and of conservation and his deeprooted suspicion of new methods will have to be overcome by the establishment of confidence in his advisers. The supervisory staff, administrative and professional, must therefore be reasonably stable.

The Native territories in the north [Ovamboland and the Okavango] offer good opportunities for development, agricultural as well as pastoral.

Much of the better quality agricultural land has been taken up. There is therefore no great scope for extending area for cultivation, but great scope for improving the methods of farming in directions already indicated, such as preparation of the soil, spacing of crops, selection breeding or the use of improved strains or varieties of mealies, kaffir corn and millet and crop rotation. The mud riverlands of the Okavango are subject to inundation, but by introducing the industry of the Ovambo, aided by the engineering level and, if necessary, by mechanical appliances, much of this potentially valuable land can be reclaimed for cultivation.

The immediate concern is to bring the existing lands under good management. Preparation of the land has been facilitated by the introduction of the fixed mould-board plough, but this has been followed by sheet and finger erosion on sloping land. It would be wise to have this plough

replaced in good time by the reversible hillside plough in order to encourage the native to plough on the contour. There are several kinds of wild fruit trees, prized by the natives, in the northern forests. These trees are easily propagated from cuttings or truncheons or seed. Some lands contain a sprinkling of such trees and a wealth of fruit can be obtained by planting the trees on the boundaries of the plots.

The question of the adoption of improved methods of farming on the reserves is facilitated to some extent by the operation of the reserve trust fund to which the occupiers contribute in several ways. The goodwill and co-operation of the natives are essential. It will be more difficult for him than for the European to understand that a sacrifice of immediate interests will be rewarded manyfold in the future. He must be given a material inducement and a share in cash economy through the direct marketing of his surplus crops. Through this he gains the incentive to social advancement and to raise his standard of living. The realization of this desire leads him to improve the value of his crops and creates a want to acquire the necessary farming appliances. The result is the adoption of improvements in methods of farming.

Introduction of improved methods of farming on the reserves will be facilitated by the employment of demonstrators to assist the extension officers locally. Such men will require some initial training in practical stock and dairy farming and agriculture under local conditions; further training and experience can be acquired by them from guidance by the officers. Young men of good character and with aptitude, who can read and write, may prove to be suitable for the work, but a process of trial and selection may always be necessary. Until arrangements can be made for their training at special institutions it may be best to employ them for a time at Government experimental farms, where they can obtain practical experience and instruction. (SWA, Agriculture Report, paras. 462, 463, 466-468, 473, 477).

...Fundamental research and aspects of academical value must be shelved for the present and...research must take the form of demonstration, where investigation and education are combined. This method is the most practical and economical for the Government and presents the results in the most accessible and visual manner to the farmer, especially to the weaker or poorer members of that community who need guidance most. This applies equally with respect to non-Europeans and their reserves....Dry land cultivation in the northern districts for food and fodder is of sufficient consequence to warrant systematic investigation of the possibilities of extension and improvement. Experimentation is required in methods of preparing the ground, the best espacements under local conditions, after cultivation and, particularly, in selection breeding and hybridising of varieties or strains. The unduly large number of varieties of millet and kaffir corn in the northern native territories present much material for research (SWA, Agriculture Report, paras. 301, 372).

50. Agricultural marketing. The Long Term Agricultural Policy Commission stated that the development of farming, which has taught the Native the European's farming methods, has at the same time opened up markets for his products. These markets must be assured to him, so that he can have an incentive to increase his production (SWA, Agriculture Report, paras. 215, 645). The residents of the reserves should be given the same facilities and protection with respect to the marketing of their products as farmers outside the reserves (SWA, Agriculture Report, para. 463). The Commission also stated that the Native must be given a material inducement, and a share in cash economy, through the direct marketing of his surplus crops, surplus cattle or culled stock, such as he now has in the marketing of his cream at controlled prices and under guidance of his welfare officer (SWA, Agriculture Report, para. 473).

51. The Commission continued:

The adoption of improved methods of farming and the raising of the productivity of the foregoing territories depend, in the first place, on a direct access to the market. Your Commission has considered this matter from all angles. It regards the question of developing the potential capabilities in production of these extensive regions as of vital importance

to the immediate and future prosperity of South West Africa. It considers the investment of capital in the foregoing measures fully warranted and that, with proper organization, capital and interest can be redeemed within relatively short time (SWA, Agriculture Report, paras. 474-476).

#### Position of the Natives in the economy of the Territory

52. Information with regard to the position of the Native population in the economy of the Territory is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 71-81). Further information is set forth below regarding the purchasing power of the Native population and its demand for consumption goods, the production of goods, agricultural or otherwise, by the Native population for trading, measures to raise the standard of living of the Natives, the degree of urbanization of certain elements of the Native population, and, finally, the question of adaptation to changing economic conditions.

53. Purchasing power of the Native population and demand for consumption goods. The Long Term Agricultural Policy Commission stated in its report that the low purchasing power of the Non-European section of the population, combined with the relatively small European population made the local consumption of farm products limited (SWA, Agriculture Report, para. 284).

54. Dr. Guntar Wagner, however, in the article "Some economic Aspects of Herero Life" maintains that a growing demand for consumption goods reflects the change in attitude of the Herero tribe from conservatism to adaptation to surrounding conditions.

Without such a demand there would...be no incentive for the traditional attitude towards cattle to change. In that case we could say of the Herero what Mrs. Huxley wrote of the Masai after having revisited them in 1947: "It is difficult, perhaps impossible, to 'civilize' tribesmen who remain obstinately nomadic and refuse to covet the material wealth dangled in front of them. If they prefer a skin to a shirt where is their incentive? To them there is still no beauty, no satisfaction to eclipse a herd of sleek cattle."<sup>4/</sup>

<sup>4/</sup> Huxley, Elspeth, The sorcerer's apprentice (a journey through East Africa), London, 1948, p. 96.

The Herero certainly no longer prefer a skin to a shirt. In fact, detailed enquiries conducted by the writer in the concession stores of six Herero reserves as well as in a number of general dealers' establishments in Windhoek and other towns of the Territory have brought forth the almost stereotype information that the Herero "will buy nothing but the best" or that he "will pay a good price for a good thing". This applies equally to their clothing standards which are undoubtedly among the highest to be found anywhere in Negro Africa and to their purchases of stimulants and luxury foods (coffee, tea, tobacco, sugar, tinned foods, white flour, etc.)

....

The increasing demand for consumption goods is clearly reflected by the expansion of trade in most of the reserves. Although the reserve population has increased only insignificantly during the last fifteen years, the number of stores has multiplied and so has the turnover of the individual stores, even after taking the rise of prices into consideration. All the new reserve stores for which licences have been granted are run by Herero or Herero hybrids. Though the majority of them does only a fraction of the business that the European concession stores do, some Native traders have now been six, eight or more years in business, and their annual turnover ranges from under a thousand to £2,500 a year. It is, of course, possible that the expansion of trade in the reserves has reduced the volume of trade done with reserve residents in the nearest towns, but in view of the increased transport facilities and the upward rather than downward trend in the number of travel passes issued this is unlikely (Economic Aspects of Herero Life, pp. 126-127).

55. Production of goods by the Native population for trading. Among its principal recommendations the Long Term Agricultural Policy Commission recommended that the occupants of non-European reserves be encouraged and assisted to produce, consistent with proper conservation, whatever they can in animal and agricultural products surplus to their subsistence requirements to help to stabilize the economy of the country...(SWA, Agriculture Report, para. 724).

56. In addition the Long-Term Agricultural Policy Commission made the following comments regarding the development of a home industry among the Natives:

... Large sums are spent annually on the importation of blankets and carpets at the cost of foreign exchange. The sheep which produces the valued persian lamb pelt was introduced, but the art of producing the equally valuable persian carpet from its wool was left behind. If the ingenuity of the non-European population of the Territory in the manufacture of basketware and karosses as a home industry can be applied to the making of persian carpets, the karakul sheep will bestow a further social and economic blessing on South Africa. The question appears to your Commission to be one which deserves the earnest attention of the Administration. The cost of obtaining the services of a qualified and reliable technician to initiate a home industry in the making of persian carpets would be fully justified. The production and marketing of the carpet should obviously be under State supervision at the beginning (SWA, Agriculture Report, para. 587).

57. Measures to raise the standard of living of the Native population. The Health Commission, reporting in 1946, made the following statement regarding Native economics:

The economic factor in the health of the native is important. He has difficulty in feeding and clothing himself and his family. He is unable to save sufficient to care for himself in his old age and has to rely on the charity of his neighbours. Everything possible should be done to raise the natives of the Territory above the poverty line, e.g. a minimum living wage should be determined and laid down by law while the employer should be made responsible for the provision of suitable clothing.... (SWA, Health Report, para. 220).

58. The Long Term Agricultural Policy Commission found that the labour resources in the northern Native territories should be zealously guarded and suggested that, to secure the farm labour supply, improved social and economic measures combined with suitable propaganda measures should be adopted in good time (SWA, Agriculture Report, para. 646).



59. Degree of urbanization of certain elements of Native population.

Dr. Guntar Wagner in his article on "Some Economic Aspects of Herero Life" makes the following remarks regarding the 50 per cent of the Herero tribe who do not live on reserves but go either to European-owned farms or to urban locations:

Enquiries made by the writer on farms in several districts (mainly Windhoek, Gobabis, Grootfontein) showed that most Herero consider employment on a farm either as a temporary expedient when conditions in the reserves are unfavourable (owing, e.g., to drought or stock diseases) or as a more prolonged but still transitory arrangement by which to assemble a herd or large and small stock that will later allow them to settle in a reserve. If it were not for the fact that most reserves are overstocked and hence closed to newcomers with stock, it could safely be predicted that most Herero would move from farms to reserves as soon as they had accumulated sufficient stock to subsist on.

Whether the same is true of the Herero living in towns is more difficult to say. For whereas the number of Herero living on farms has steadily decreased during the last 25 years, the number of Herero in urban areas has sharply increased, especially during the last ten years.

Urban Herero of the older generation, even if they have lived in town since their childhood days and are either engaged in prosperous trades or hold positions of trust with their employers in whose service they have sometimes been for decades, usually have a stake in one of the reserves, investing their savings in stock which their relatives in the reserve tend for them.

A different attitude seems to be taken by an increasing number of young men and women who, coming either from farms or from reserves,<sup>5/</sup> are attracted by the higher wages paid in towns and by the diversions of town life. Herero elders have repeatedly complained to me that these young

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5/ According to the Superintendent of Locations, Windhoek, nearly all newcomers to the urban area come from reserves and only few directly from farms. It seems that farm workers who wish to take up employment in an urban area, first return to a reserve and after a short stay there apply for work in town.

people no longer take any interest in the possession of cattle but either spend their surplus earnings on swanky clothes, illicit drink and other dissipations or invest them in various trades and economic enterprises - legitimate or otherwise - which they can carry on in town. Undoubtedly such a tendency exists as it does in urban locations throughout Africa. The question is how widely it prevails among the Herero. In this connexion it is of interest to note that in 1950 in Windhoek alone 1,014 Natives had Post Office savings accounts, the monthly deposits averaging 9s.2d. per account. Withdrawals, on the other hand, were negligible. Though the Post Office could give no information as to how these 1,014 savings accounts were distributed over the different ethnic groups, all my informants (including Ambo, Coloureds, Bergdama and Hottentots) insisted that the overwhelming majority of accounts belonged to Herero of whom, in 1950, 945 adult males and 799 adult females were living in Windhoek. The assurance given to me by a leading member of the Windhoek Coloured community that "practically every young or middle-aged Herero has a P.O. savings account" is therefore hardly contradicted by the available evidence. Moreover, all European observers are agreed that the Herero, in striking contrast to the Bergdama and the Hottentots, are thrifty, often to the point of stinginess.

These facts suggest that the urban Herero, including the younger generation, are as a body just as keen to save money as the Herero on farms are to accumulate stock. That the former, as far as they belong to the younger generation, do not usually buy stock as soon as they have saved enough money to be able to do so, does not mean that they will not do so when they grow older. Young Herero with whom I discussed this point said that they had bought no stock either because they had no relatives in a reserve who could look after it or because they did not trust their relatives, or else because the only breeding stock offered for sale in the reserves was of poor quality.

As far as the available evidence allows us to draw any conclusions, it may therefore be said that even the Herero living in towns plan their lives in such a way that they can return to a life of pastoralism when they get older (Economic Aspects of Herero Life, pp. 128-129).

60. At the time of the debate in the Union House of Assembly on the South West Africa Native Affairs Administration Bill the Union Minister of Native Affairs gave the assurance that the Union had no intention when it assumed the administration of Native affairs in South West Africa of detribalizing the Natives of that Territory where tribal bonds were still very strong. (Hansard, 1954, vol. 18, col. 6457).

61. Adaptation to changing economic conditions. In his study of the degree to which inherent conservatism on the part of the Herero has been adapted to changing economic and social conditions, Dr. Gunter Wagner ("Some Economic Aspects of Herero Life") comes to the following conclusions:

On the strength of those comparative data which have been available to the present writer, it appears in fact that among the exclusively pastoral tribes of Africa the Herero have so far achieved the most successful adaptation to modern conditions.

To discuss at length the possible causes for their relatively greater capacity for adaptation would go beyond the scope of the present article. For it would require a searching analysis of the last hundred years of their history and a detailed comparative study of all the points of similarity and dissimilarity between the purely pastoral tribes of Africa and of their differential history of culture contact. The most important single cause was probably the Herero's transition from nomadism to a settled mode of life, a process which in itself poses a problem for investigation. Another important cause must have been their prolonged wars with the Hottentots. The superiority of the latter, due to their possession of firearms, could be neutralized by the Herero only if they grasped the opportunities offered them by the arrival of the early missionaries and traders. Had it not been for the need in which the Herero stood of guns and ammunition with which to keep the Hottentots at bay, it is at least highly doubtful if they would have been so comparatively amenable to exchanging oxen for trade goods, a departure from their traditional attitude which effected the first breach in the ideology of their nomadic pastoralism. After the Hottento wars were over, and Herero's ingrained reluctance to sell oxen stiffened noticeably, but by that time trade had already become a firmly established institution.

The Herero war and the complete, if temporary, disruption of their tribal life that it entailed, was, of course, a further powerful factor weakening their economic conservatism, for the life on farms and in towns created among the bulk of the Herero people new material wants which they could only satisfy for cash.

Still another factor, though one that will be difficult to isolate, suggests itself. Compared with the Hamitic cattle tribes, the Herero have had much longer and more intimate contacts with the Bantu whose language they adopted and who must have influenced them not only physically but also culturally. Though this influence had not visibly affected the specialization of their pastoral culture (except, to some extent, in their social system), it may have prepared the ground for a more willing adaptation when the impact of contact forces began in the middle of the last century.

One final remark: Many European observers take a rather pessimistic view of the tribal future of the Herero. They base this view on the Herero's alleged inertia, isolationism or conservatism in the face of the opportunities offered to them, on their low birth rate, and on the apparent breakdown of marriage and the family among them. A discussion of the last two points must be reserved to a separate publication, but as far as their conservatism is concerned, it would not be difficult to demonstrate that in some ways it is having an integrative rather than a disintegrative effect. For without a good measure of conservatism it is doubtful whether the Herero, in the face of their chequered history, would have maintained their ethnic identity, their political solidarity and the foundations of their pastoral life which, aided by the creation of reserves, has so far spared them the fate of detribalization (Economic Aspects of Herero Life, pp. 129-130).

62. In the ethnological study "Notes on the Kaokoveld" the following statement is made regard the adaptation of the Tjimba and the Himba, of the Kaokoveld, to exchanging economic and social conditions:

The Tjimba and Himba have never been subject to missionary or educative influence. They have never had to go out to work. Their menfolk never left the country, except before the embargo on export, to do a little trading. They have therefore had very little reason to modify their traditional institutions... (Kaokoveld, p. 27).

Expenditure on Natives

63. The following table shows the estimated and actual expenditure under the Native Affairs vote for the years 1949-50 through 1953-54. It must be pointed out, however, that it is not possible from the information available to present a complete picture of expenditure on natives. The expenditure under the Native Affairs vote does not include all expenditure identifiable as expenditure on natives, such as expenditure with respect to education (see Questions 73-85) and public health (see Question 96). In addition, money is spent on natives under the special accounts and Native Reserve and Tribal Trust Funds described in paragraphs 83-134 of document A/AC.73/L.3/Add.1, and paragraphs 66-69 and 74 below.

ESTIMATED AND ACTUAL EXPENDITURE UNDER THE NATIVE AFFAIRS VOTE FOR THE YEARS 1949-50 TO 1953-54  
(Figures are rounded to the nearest £)

|   | 1949-1950 |                  | 1950-1951 |                  | 1951-1952     |                  | 1952-1953     |                  | 1953-1954 |                  |
|---|-----------|------------------|-----------|------------------|---------------|------------------|---------------|------------------|-----------|------------------|
|   | Vote      | Expen-<br>diture | Vote      | Expen-<br>diture | Vote          | Expen-<br>diture | Vote          | Expen-<br>diture | Vote      | Expen-<br>diture |
| Salaries, Wages and Allowances <sup>1/</sup>  | £31,460   | £30,185          | £39,520   | £33,783          | £42,190       | £40,767          | £44,690       | £42,668          | £52,590   | £45,200          |
| Subsistence and Transport   |           |                  |           |                  |               |                  |               |                  |           |                  |
| 1. Subsistence <sup>2/</sup>  | 1,250     | 933              | 1,500     | 1,594            | 1,500         | 2,402            | 1,500         | 2,438            | 3,000     | 2,521            |
| 2. Motor Transport <sup>3/</sup>  | 3,000     | 6,004            | 3,500     | 7,975            | 6,000         | 10,937           | 6,000         | 14,273           | 16,000    | 16,547           |
| 3. Other Transport <sup>4/</sup>  | 750       | 530              | 750       | 327              | 750           | 887              | 750           | 1,157            | 1,000     | 1,393            |
| Subsidies and Allowances, Presents and Rations to Chiefs and Headmen <sup>5/</sup>  | 1,200     | 1,250            | 1,500     | 1,469            | 1,700         | 1,817            | 1,700         | 1,562            | 2,000     | 1,530            |
| Telegraphs and Telephones <sup>6/</sup>   | 450       | 450              | 500       | 574              | 600           | 603              | 600           | 481              | 600       | 576              |
| Incidental Expenses <sup>7/</sup>   | 750       | 858              | 1,000     | 608              | 1,000         | 886              | 1,000         | 642              | 1,200     | 442              |
| Rest Huts for Native Labour Recruits <sup>7/</sup>  | 1,600     | 88               | 1,500     | 3,000            | Non-recurrent |                  | 3,000         | 3,913            |           |                  |
| Payments to Recruiting Organizations:   |           |                  |           |                  |               |                  |               |                  |           |                  |
| 1. Under Section 6 (2) of Proclamation 29 of 1935 <sup>8/</sup>   | 1,500     | 1,023            | 200       | -                | 200           | -                | 200           | 13               |           |                  |
| 2. Subsidy on £ for £ basis to SWANLA for transporting Native labourers between Runtu and Kuringkuru and other areas <sup>9/</sup>      |           |                  | 1,200     | -                | 1,200         | -                | 1,200         | -                | 1,200     | -                |
| 2a. Subsidy on £ for £ basis to SWANLA for transporting Native labourers between Runtu and Kuringkuru and other areas, during 1950-1951 |           |                  |           |                  |               |                  | 930           |                  |           |                  |
| 3. SWANLA's cost of maintaining agencies at principal centres in the Police Zone (1949-1950) <sup>10/</sup>                             |           |                  | 2,800     | 3,800            | Non-recurrent |                  |               |                  |           |                  |
| 3a. Balance of SWANLA's cost of maintaining agencies at principal centres in the Police Zone (1949-1950)                                |           |                  | 1,630     | 1,630            | Non-recurrent |                  |               |                  |           |                  |
| 4. Payment to SWANLA: cost of feeding and transport of Natives returning to Avamboland <sup>11/</sup>                                   |           |                  |           |                  |               |                  |               |                  |           |                  |
| Rainy season 1950   |           |                  | -         | 768              |               |                  | Non-recurrent |                  |           |                  |
| Rainy season 1951   |           |                  |           |                  | 3,000         | 700              | Non-recurrent |                  |           |                  |
| Refund salary - liaison officer between SWANLA and Agricultural Union <sup>12/</sup>  |           | 153              | 1,000     | 291              |               |                  |               |                  |           |                  |
| Societies of Employers at contracted Natives-Sections 6, 7, 8 of Ordinance 48 of 1952 <sup>13/</sup>                                    |           |                  |           |                  |               |                  | 29,000        | -                | 30,900    | 29,250           |
| Removal of Natives from Urban and Rural Areas <sup>14/</sup>  | 1,000     | 184              | 1,000     | 168              | 1,000         | 696              | 1,000         | 609              | 1,000     | 1,158            |
| Subsidy on the £ for £ basis to the Windhoek Municipality in respect of the services of a non-European social worker <sup>15/</sup>     |           |                  | 100       | 47               | 100           | 126              | 100           | 80               | 110       | 80               |
| Contribution towards Ethnological Survey of the Native Peoples of Africa  | 500       | 500              | 500       | 500              | 500           | 500              | 500           | 500              | 500       | 500              |
| Cost of maintaining a central registry for extra-territorial and Northern Natives <sup>16/</sup>  | 240       | -                | 240       | -                | 240           | 1                | 240           | -                |           |                  |
| Relief and Provision of Water for Bushmen <sup>17/</sup>  | 1,200     | 1,012            | 1,800     | 464              | 1,800         | 691              | 1,800         | 913              | 2,000     | 967              |
| Cost of Convening Annual Tribal Meetings  | 400       | 333              | 400       | 301              | 400           | 301              | 400           | 379              | 500       | 820              |
| Construction and Maintenance of Roads in Native Areas beyond the Police Zone <sup>18/</sup>   | 1,500     | 1,162            | 3,700     | 4,680            | 7,000         | 4,767            | 12,000        | 12,713           | 12,000    | 3,199            |
| Construction Gangs and Works in Native Areas <sup>19/</sup>   | 2,500     | 1,528            | 7,500     | 3,039            | 7,500         | 4,222            | 7,500         | 4,415            | 8,000     | 5,338            |
| Encouragement of Native Recruiting (and expenditure in connexion with tracing Ovambo deserters 1953-1954) <sup>20/</sup>                |           |                  |           |                  | 4,000         | 2,191            | 4,000         | 1,885            | 6,000     | 2,076            |
| Irrigation, Demonstration Plots and Rice Experiments <sup>21/</sup>   |           |                  |           |                  |               |                  |               |                  | 10,000    | 5,194            |
| TOTAL   | 49,300    | 46,191           | 71,740    | 64,953           | 80,680        | 72,416           | 118,110       | 88,688           | 148,600   | 116,790          |

Sources: SWA Accounts, 1949-50, pp.21,62; 1950-51, pp.20,62; 1951-52, pp.21,59; 1952-53, pp.65; 1953-54, pp. 27,69.

SWA Estimates, 1949-50, pp.5,25-6; 1950-51, pp.6,29-31; 1951-52, pp.5,27-9; 1952-53, pp.5,26-7; 1953-54, pp.5,29-30.

FOOTNOTES TO TABLE

- 1/ 1949/50 - 1953-54 - saving in expenditure due to vacant posts.  
1949/50 Accounts contains statement that posts not filled for various reasons, including Public Service Commission recommendation wanting, etc.  
1950/51 - estimates increased due to provision for additional clerical assistant.  
1951/52 - estimates increased due to provision for additional senior clerk.  
1953/54 - estimates increased due to transfer of four agricultural officers to the Native Affairs Branch.
- 2/ 1949/50 - saving in expenditure due to certain contemplated investigations in the Eastern Native Reserve and other areas having to be postponed.  
1950/51 - increase in estimate due to travelling in connexion with general development of native areas.  
1951/52 - excess of expenditure over vote mainly due to subsistence and transport in connexion with the Van Riebeeck Festival.
- 3/ 1949/50 - excess expenditure is made up of depreciation charges which were not taken into account sufficiently and higher costs of running most of the vehicles on charge to the department because they are comparatively old.  
1951/52 - excess of expenditure over vote due to expansion of activities.
- 4/ 1949/50 - saving. Fewer transfers of officers from the Union.  
1950/51 - saving. Fewer transfers than anticipated.  
1951/52 - excess of expenditure over vote - see above under subsistence, 1951/52.
- 5/ 1950/51 - increased estimate since more visits to native areas were anticipated.

- 6/ 1949/50 - as a result of a recommendation by a Select Committee on the Native Labour Commission's Report, it was decided to appoint a liaison officer for a trial period of 6 months between the South West Africa Agricultural Union and SWANLA in connexion with the latter's recruiting and distributing activities, the Administration to pay the salary of the person appointed. The total expenditure was £443, of which £153 was disbursed during 1949/50.
- 7/ 1949/50 - large saving attributed to the fact that few additional rest camps were found to be necessary along the Okavango River in view of the SWANLA-WENELA Agreement.
- 1950/51 - excess of expenditure since instalment due previous year only paid out in 1950/51.
- 8/ Extra-territorial and Northern Natives Control Proclamation, 1935. The relevant part of Section 6 (2) of this proclamation, as amended, reads as follows:
- The revenue derived from this Proclamation, or such portion thereof as the Administrator may from time to time allocate, after deduction by the Administration of a reasonable percentage to be from time to time determined by the Administrator to cover the cost of collection, may be paid over to such recruiting organisation in such proportions and on such conditions relating to the facilitation of labour recruiting as the Administrator may determine.
- 9/ 1950/51 - expenditure under this head held in suspense pending investigation of items in dispute: in 1951/52 in absence of properly completed vouchers.
- 1952/53 and 1953/54 - saving. No claims received.
- 10/ 1952/53 - saving. No claims received.



11/ 1950/51 - expenditure of expenditure over vote.

Owing to the abnormal rains in the early part of 1950, the road to Ovamboland became almost impassable and, in consequence, the South African Railways bus service operated so irregularly that there were approximately 1,500 time-expired extra-territorial and northern natives at Grootfontein awaiting repatriation. Some of them had been there between five and six weeks and were becoming restless. As the cost of feeding was a heavy drain on SWANLA, the Administration agreed to the following steps in an endeavour to alleviate the position:

(a) SWANLA to endeavour to hire some private buses to transport repatriates; the Administration to meet the difference between the cost of tickets for the natives on the South African Railways buses and the amount to be charged by the owners of the private buses.

(b) Repatriates to be allowed to re-engage for short periods with any masters in need of labour.

(c) That half the total extra cost of feeding the repatriates be refunded to SWANLA.

During the year a sum of £768 was paid from this sub-head in connexion with this scheme.

12/ 1949/50 - excess of expenditure over vote - no provision made.

1950/51 - saving. Period in respect of which provision was made not fully served.

13/ 1952/53 - saving. Amendment of SWANLA's Constitution was awaited.

14/ 1949/50 - saving. Fewer natives were ordered to remove from urban areas than was anticipated owing to the difficulty of applying the law as it stood then.

1952/53 - saving. The number of removals was less than anticipated due to the fact that the contemplated steps for tightening control in urban areas were delayed.

1953/54 - excess of expenditure: "The success of the two temporary urban area control officers was more than could be anticipated."

- 15/ 1951/52 - saving. Post concerned only filled late in the year.  
1953/54 - saving. Post vacant for short period.
- 16/ 1949/50 - saving. Registry not started owing to lack of accommodation.  
1951/52 - saving. As the work was done by officials practically no expenditure was incurred.
- 17/ 1950/51 - estimates provide for an increase for the cleaning and equipping of abandoned boreholes in the western part of the Okavango. There was a saving in the expenditure for this year since the cost of boring for water and supply of the necessary equipment was only brought to account during 1951/52.
- 18/ 1949/50 - saving effected because steps could not be taken to form the building gang until after the estimates had been passed, 3 months after the financial year had started.  
1950/51 - increase in estimates includes a provision for feeding voluntary labourers and for the purchase of equipment of roads in the Kaokoveld and Ovamboland. No provision had previously been made for material.  
1951/52 - estimates provided £3,000 for a road from Namutoni to Ondangua and also anticipated demands for higher wages. There was saving in expenditure since the necessary tools could not be purchased in time.  
1953/54 - saving. Work by Native Affairs stopped in view of handing over main roads and equipment to Roads Branch.
- 19/ 1949/50 - head read "Construction gang for native reserves". Saving was effected because steps could not be taken to form the building gang until after the estimates had been passed.  
1950/51 - saving. Two posts of handyman not filled.  
1951/52 - saving. Suitable staff could not be obtained.  
1952/53 - saving. Only two building gangs were in operation.  
1953/54 - saving. Due to labour shortage.

20/ 1951/52 - During the year an amount of £2,191 was disbursed from the above sub-head to the various tribal trust funds in respect of a 10s capitation grant for each recruit contracted from Ovamboland and the Okavango for labour on farms in SWA.

1952/53 - estimates include a provision for £2,000 in connexion with tracing Ovambo deserters.

1953/54 - During the year the following amounts were paid to SWANLA from this sub-head:

- (a) £834 being in reimbursement of the extra costs incurred by it in hiring private transport for conveying repatriates from Grootfontein to Ondangwa during periods when the Railway Administration, for various reasons, was unable to provide the necessary transport. (See Note 11, above).
- (b) £100 being a grant towards the cost of a recruiting trip to Angola.

21/ 1953/54 - saving. Due to delay in getting work started in Ovamboland and the Kaokoveld.

64. The South African Yearbook, 1952-53, gives the following table showing direct expenditure on Natives for the years 1948-49 to 1951-52:

|         | Education <sup>1/</sup> | Native Affairs | Public Health | Territorial Development and Reserve Fund <sup>2/</sup> | Total   |
|---------|-------------------------|----------------|---------------|--|---------|
|         | £                       | £              | £             | £  | £       |
| 1948-49 | 86,691                  | 42,381         | 59,811        | 18,689   | 207,572 |
| 1949-50 | 100,134                 | 46,191         | 66,328        | 9,412  | 222,065 |
| 1950-51 | 109,607                 | 71,740         | 79,198        | 9,027  | 269,572 |
| 1951-52 | 133,252                 | 80,680         | 78,901        | 42,262   | 335,095 |

(SA, Yearbook, 1952-53, p. 1174).

<sup>1/</sup> Includes expenditure on Coloureds as in the past (SA, Yearbook, 1952-53, p. 1174).

<sup>2/</sup> Direct expenditure from public funds on development of Native reserves in respect of such items as the purchase of additional land for Native occupation, the purchase of buildings, the erection and maintenance of fences, the construction and maintenance of roads, water exploration and sinking of boreholes, and the purchase of bulls for improvement of native stock (SA, Yearbook, 1952-53, p. 1174).

65. With the coming into force on 1 April 1955 of the South West Africa Native Affairs Administration Act, 1954, and the consequent transfer of the administration of the Territory's Native affairs to the Union Government, provisions for the financing of the administration of Native affairs in the Territory have been altered. A complete account of the changes which have been made is given under question 2, paras. 67-74.

66. Native Reserves Trust Funds in the Police Zone. Information regarding Native Reserves Trust Funds in the Police Zone is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 83-90). Further information is presented below regarding the amendment of the Native Reserves Trust Funds Administration Proclamation, 1934, and the addition of categories of moneys credited to the various Trust Funds.

67. During the period under review the Native Reserves Trust Funds Administration Proclamation, 1924 (P. No. 9 of 1924 as amended) was amended by the General Laws Amendment Ordinance, 1954 (Ordinance No. 11 of 1954). This amendment consisted of the substitution of a new section 4 in the proclamation. The provisions of this amendment are summarized above under question 13, paras. 36-40. The changes concern the ex officio chairman of the Native Reserve Board, the dissolution of Native Reserve Boards, and the division of reserves into wards each represented on the Native Reserve Board.

68. As previously stated (A/AC.73/L.3/Add.1, question 44, para. 84) the moneys credited to the various Native Reserves Administration Funds are made up of grazing fees, dog tax, proceeds of the sale of wood and grass cut in Native reserves, rentals of trading sites in Native reserves, and proceeds of any annual rate levied on the residents in the reserves. This list was amended by Government Notice No. 35 of 2 February 1953 by the addition of two further

categories: fees for water provided to stock being trekked along public roads in reserves, and proceeds from the sale of stray stock (SWAG, No. 1741, p. 69).

69. For a table of collections and expenditure in connexion with the Native Reserves Administration Funds from 1949-50 to 1953-54 inclusive see para. 74 below.

70. Taxation of the Native population - general. The Health Commission in 1946 made the following statement regarding taxation of the Native population:

Owing to the poverty of the indigenous peoples they cannot be taxed heavily, if at all. The Commission is of the opinion that direct taxation of natives and coloureds for health services rendered to them cannot fairly exceed 5/- per annum per family and 5/- per annum per unmarried persons over the age of 18 years. The balance of the money expended [for health services for Natives and Coloureds] should come from general revenue (SWA, Health Report, para. 264. 14).

71. Trust Fund and Levy of Annual Rate in the Kaokoveld. A trust fund for the Natives of the Kaokoveld has been established under the Native Reserves Trust Funds Administration Proclamation, 1924 (P. No. 9 of 1924, as amended), although

from the information available it is not possible to determine the date of its establishment. Government Notice No. 335 of 16 November 1953 levied an annual rate of five shillings per annum on every adult Native male domiciled in the Kaokoveld, payable on 1 January of each year and commencing with the first of January 1954 (SWAG, No. 1794, p. 1013). This is the first levy or tax of any kind payable by Natives of the Kaokoveld (A/AC.73/L.3/Add.1, question 44, para. 92).

72. Levy of annual rate on tribes outside the Police Zone (other than the Kaokoveld). As previously stated (A/AC.73/L.3/Add.1, question 44, paras. 97-99) an annual rate of 5s per year has been levied on the following tribes:

Caprivi Zipfel: the Ovambukushu<sup>6/</sup> (in the Western Caprivi Zipfel), and the Mafue (Bayeyi) and Basubia (in the Eastern Caprivi Zipfel)

Okavango: all tribes and portions of tribes living in the Okavango Native Territory<sup>6/</sup>

Ovamboland: the Ondonga, Ukuanyama, Ukuambi, Ukualuthi, Ongandjera Ombalantu tribes, and all tribes and portions of tribes living in Ovamboland other than these.

73. During the period under review the annual rates with respect to all of the above-mentioned tribes with the exception of the two tribes in the Eastern Caprivi Zipfel were altered. The annual rate payable by all tribes and portions of tribes living in the Okavango Native Territory and including the Ovambukushu of the Western Caprivi Zipfel was raised from 5s. to 7s. 6d. with effect from 1 October 1954 (G.N. 226 of 1954; SWAG, No. 1859, p. 1204). The annual rate payable by all tribes in Ovamboland was raised from 5s. to 7s. 6d. with effect from 1 January 1955 (G.N. No. 229 of 1954; SWAG, No. 1859, p. 1205). Finally, the annual rate payable by the Ukuanyama tribe in Ovamboland was further raised from 7s. 6d. to 10s. with effect from 1 January 1955 (G.N. 283 of 1954; SWAG, No. 1865, pp. 1338-39). No change appears to have been made in the annual rate payable by the two tribes in the Eastern Caprivi Zipfel.

<sup>6/</sup> The Ovambukushu Tribe of the Western Caprivi Zipfel is administered from the Okavango Native Territory, and the annual rate paid by this tribe is now levied under the Okavango Native Territory Affairs Proclamation, 1937 (G.N. No. 165 of 1937, SWA, Laws, 1937, p. 532 and G.N. 226 of 1954, SWAG, No. 1859, p. 1204).

4. General Account of Native Reserves Administration Funds. Following is a general account of Native Reserves Administration Funds, including Native Tribal Trust Funds, and a statement of deposits with the Union Public Debt Commissioners on the account of such funds.

GENERAL ACCOUNT OF NATIVE RESERVES ADMINISTRATION FUNDS

(Figures are rounded to the nearest £)

| Name of Reserve         | District     | Credit<br>Balance<br>31 March<br>1949 | Debit<br>Balance<br>31 March<br>1949 | Collec-<br>tion<br>1949-50 | Expen-<br>diture<br>1949-50 | Collec-<br>tion<br>1950-51 | Expen-<br>diture<br>1950-51 | Collec-<br>tion<br>1951-52 | Expen-<br>diture<br>1951-52 | Collec-<br>tion<br>1952-53 | Expen-<br>diture<br>1952-53 | Collec-<br>tion<br>1953-54 | Expen-<br>diture<br>1953-54 | Credit<br>Balance<br>31 March<br>1954 | Debit<br>Balance<br>31 March<br>1954 | Estimated<br>Population at<br>31 December<br>1952 |
|-------------------------|--------------|---------------------------------------|--------------------------------------|----------------------------|-----------------------------|----------------------------|-----------------------------|----------------------------|-----------------------------|----------------------------|-----------------------------|----------------------------|-----------------------------|---------------------------------------|--------------------------------------|---|
|                         |              | £                                     | £                                    | £                          | £                           | £                          | £                           | £                          | £                           | £                          | £                           | £                          | £                           | £                                     | £                                    |   |
| Aminuis                 | Gdbabis      |                                       | 3,256                                | 2,700                      | 1,925                       | 2,598                      | 1,650                       | 3,492                      | 1,782                       | 3,999                      | 2,695                       | 5,244                      | 5,047                       | 1,678                                 |                                      | 2,393   |
| Aukeigas                | Windhoek     | 159                                   |                                      | 164                        | 70                          | 358                        | 173                         | 328                        | 83                          | 504                        | 161                         | 876                        | 122                         | 1,779                                 |                                      | 294   |
| Berseba                 | Ketmanshoop  | 3,352                                 |                                      | 1,754                      | 855                         | 2,063                      | 661                         | 1,060                      | 1,273                       | 1,264                      | 1,504                       | 1,067                      | 2,045                       | 4,222                                 |                                      | 2,011   |
| Bondels                 | Warmbad      |                                       | 176                                  | 744                        | 317                         | 1,069                      | 430                         | 1,050                      | 685                         | 2,212                      | 1,470                       | 3,315                      | 1,691                       | 3,623                                 |                                      | 887   |
| Epukiro                 | Gdbabis      |                                       | 1,186                                | 1,513                      | 2,133                       | 2,170                      | 2,032                       | 3,275                      | 1,726                       | 3,761                      | 4,421                       | 3,166                      | 2,987                       |                                       | 600                                  | 2,719   |
| Franzfontein            | Outjo        | 674                                   |                                      | 383                        | 431                         | 478                        | 448                         | 525                        | 647                         | 753                        | 1,047                       | 967                        | 429                         | 778                                   |                                      | 832   |
| Gibeon<br>(Krantzplatz) | Gibeon       |                                       | 119                                  | 69                         | 37                          | 184                        | 10                          | 231                        | 178                         | 584                        | 269                         | 1,982                      | 724                         | 1,713                                 |                                      | 501   |
| Hoachamas               | Rehoboth     | 1,150                                 |                                      | 145                        | 431                         | 75                         | 127                         | 234                        | 142                         | 269                        | 166                         | 417                        | 491                         | 934                                   |                                      | 421   |
| Neuhof                  | Maltahöhe    | 213                                   |                                      | 41                         | 2                           | 48                         | 8                           | 74                         | 68                          | 187                        | 165                         | 256                        | 176                         | 399                                   |                                      | 108   |
| Okavango                | -            | 7,236                                 |                                      | 1,602                      | 2,525                       | 2,240                      | 1,589                       | 2,518                      | 2,487                       | 3,758                      | 3,458                       | 2,034                      | 1,888                       | 7,441                                 |                                      | 25,723  |
| Okembahe                | Omaruru      | 1,958                                 |                                      | 3,951                      | 4,807                       | 1,600                      | 1,910                       | 2,526                      | 2,293                       | 1,584                      | 1,344                       | 2,921                      | 1,474                       | 2,712                                 |                                      | 2,630   |
| Otjihorongo             | Omaruru      | 8,034                                 |                                      | 4,507                      | 1,950                       | 3,979                      | 1,171                       | 4,634                      | 2,556                       | 4,875                      | 6,777                       | 3,865                      | 3,217                       | 14,224                                |                                      | 2,624   |
| Otjimbingwe             | Karibib      | 4,413                                 |                                      | 903                        | 1,246                       | 1,022                      | 700                         | 1,527                      | 1,074                       | 1,288                      | 2,650                       | 1,669                      | 343                         | 4,809                                 |                                      | 1,164   |
| Otjituo                 | Grbotfontein | 370                                   |                                      | 1,241                      | 1,397                       | 2,303                      | 1,652                       | 2,579                      | 1,206                       | 452                        | 2,525                       | 1,512                      | 2,894                       |                                       | 1,217                                | 1,971   |
| Ovamboland              | -            | 50,319                                |                                      | 10,503                     | 3,548                       | 17,273                     | 4,840                       | 16,210                     | 3,754                       | 17,331                     | 13,050                      | 28,567                     | 23,909                      | 91,103                                |                                      | 150,994 <sup>1/</sup>                             |
| Ovitoto                 | Okahandja    | 6,254                                 |                                      | 1,582                      | 4,529                       | 1,808                      | 3,015                       | 2,615                      | 2,274                       | 3,757                      | 1,578                       | 2,615                      | 4,154                       | 3,079                                 |                                      | 1,472   |
| Soromas                 | Bethanie     |                                       | 108                                  | 65                         | 122                         | 75                         | 58                          | 91                         | 38                          | 90                         | 178                         | 2,540                      | 1,767                       | 490                                   |                                      | 158   |
| Tses                    | Ketmanshoop  |                                       | 66                                   | 749                        | 459                         | 755                        | 471                         | 1,159                      | 1,386                       | 1,987                      | 1,659                       | 1,464                      | 534                         | 1,538                                 |                                      | 867   |
| Warmbad <sup>2/</sup>   | Warmbad      |                                       |                                      |                            | -                           | 2                          | -                           | 70                         | 47                          | 172                        | 46                          | 768                        | 350                         | 570                                   |                                      | 2/  |
| Waterberg East          | Otjiwarongo  | 8,192                                 |                                      | 5,381                      | 4,953                       | 3,824                      | 5,362                       | 5,481                      | 6,969                       | 5,696                      | 6,813                       | 11,961                     | 8,911                       | 7,525                                 |                                      | 3,994   |
| Herero                  | -            |                                       |                                      |                            |                             |                            |                             |                            |                             | 428                        |                             | 181                        | -                           | 609                                   |                                      |   |
| TOTALS                  |              | 92,322                                | 5,010                                | 37,997                     | 31,734                      | 43,923                     | 26,308                      | 49,679                     | 30,668                      | 54,953                     | 51,976                      | 77,386                     | 63,153                      | 149,226                               | 1,817                                |   |

(SWA, Accounts, 1949-50, p. 63; 1950-51, p. 61; 1951-52, p. 60; 1952-53, p. 66; 1953-54, p. 70)

1/ Estimated population as of 31 December 1950.

2/ The Warmbad Native Reserve was created on 1 February 1951 (SWA accounts, 1950-51, p. 24). No information available regarding its population. (See question 13, para. 29, footnote 4).



75. The following table shows the amount on deposit with the Union Public Debt Commissioners on account of the Native Reserves Trust Fund as of 31 March during the years 1950 to 1954 inclusive (figures are rounded to the nearest £):

|      |   |         |
|------|---|---------|
| 1950 | £ | 91,372  |
| 1951 |   | 94,161  |
| 1952 |   | 97,055  |
| 1953 |   | 100,067 |
| 1954 |   | 103,193 |

(SWA, Accounts, 1949-50, p. 34; 1950-51, p. 34; 1951-52, p. 33; 1952-53, p. 11; 1953-54, p. 13).

76. Native Areas Account. Information with regard to the Native Areas Account is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 113-117). Further information regarding the appropriation to and expenditure from the Native Areas Account during 1953-54 is presented below.

77. From 1947-48, the year in which the Native Areas Account was established, to 1953-54 inclusive, the Legislative Assembly appropriated £340,000 to the Native Areas Account from the Territory Revenue Fund. Total expenditure from the Account as of 31 March 1954 amounted to £176,208 13s. 4d., leaving a balance of £163,791 6s. 8d. in the Account as of that date. A statement of annual appropriations to and expenditure from the Account follows:

|         | <u>Appropriation</u> | <u>Expenditure</u> |           |          |
|---------|----------------------|--------------------|-----------|----------|
|         | £                    | £                  | s.        | d.       |
| 1947-48 | 50,000               | 2,246              | 10        | 5        |
| 1948-49 | 50,000               | 18,689             | 13        | 8        |
| 1949-50 | 20,000               | 9,411              | 18        | 10       |
| 1950-51 | 20,000               | 9,027              | 9         | 8        |
| 1951-52 | 50,000               | 42,262             | 5         | 4        |
| 1952-53 | 50,000               | 41,094             | 0         | 0        |
| 1953-54 | <u>100,000</u>       | <u>53,476</u>      | <u>16</u> | <u>2</u> |
|         | £ 340,000            | £ 176,208          | 13        | 4        |

(SWA, Accounts, 1947-48, pp. 66, 67; 1948-49, pp. 68, 69; 1949-50, pp. 70, 71; 1950-51, pp. 68, 69; 1951-52, pp. 68, 69; 1952-53, pp. 74, 75; 1953-54, pp. 29, 79, 82).

78. Native Revenue Accounts - Urban Areas. Information regarding Native Revenue Accounts in urban areas is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 135-137). Supplementary information is outlined below.

79. There were two changes during the period under review in the legislation regarding Native Revenue Accounts in urban areas. Both changes affected sub-section (9) of section 17 of the Natives (Urban Areas) Proclamation, 1951, the sub-section providing for the payment into the Native Revenue Account of urban local authorities of any fine recovered or bail estreated in respect of a contravention of and any fee collected in connexion with certain sections of the Natives (Urban Areas) Proclamation, 1951, as amended, and the Liquor Licensing Proclamation, 1920, as amended.

80. The Natives (Urban Areas) Proclamation, 1951, Further Amendment Ordinance, 1954, provides that the sections under which such fines, bail estreated or fees collected shall be paid into the Native Revenue Account shall include, in addition to those included in the law before its amendment, section 10 bis, a new section regarding the employment of Natives in certain areas, and the new section 10, regarding the restriction of the right of Natives to remain in certain areas. The operation of this provision is in both cases made dependent on the exercise by the urban local authority of its power to register contracts within the area concerned as a proclaimed area. This amendment of the legislation in force, however, is by section 12 (2) of the Ordinance not to come into operation until a date to be fixed by the Administrator by Notice in the Gazette (SWAG, No. 1846, p. 888, 890). The information available indicates that the provision has not yet been brought into operation.

81. The Natives (Urban Areas) Proclamation Amendment Ordinance, 1954, provides that fines, bail estreated or fees collected in connexion with contravention of the provisions of sections 71 and 72 of the Liquor Licensing Proclamation, 1920, as amended,<sup>7/</sup> shall be paid into the Native Revenue Account if the contravention

<sup>7/</sup> Section 71 of the Liquor Licensing Proclamation provides penalties for persons, who, contrary to the provisions of the Proclamation, sell, deal in or dispose of intoxicating liquor without a license, sell, deliver, supply or give intoxicating liquor to a Native, or obtain liquor for or on behalf of a Native. Section 72 provides penalties for any Native who received or has in his possession any intoxicating liquor contrary to the provisions of the Proclamation.

in question is, in addition to the other provisions of the law before its amendment, in respect of kaffir beer. The provisions of this amendment came into operation on 1 April 1953 (SWAG, No. 1823, p. 410).

82. Urban Areas Pass Fees Fund. Information regarding the Urban Areas Pass Fees Fund is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 138-139). As previously stated the legislation with regard to the Fund reads in part as follows:

18. (1) The revenue derived under this Proclamation from the registration of contracts, or from the issue of licences to togt boys or casual labourers, shall be paid, after due appropriation from the Territory Revenue Fund, into a special fund to be known as the Urban Areas Pass Fees Fund, subject to a deduction by the Administration of a fee of ten per centum to cover costs of collection (A/AC.73/L.3/Add.1, question 44, para. 138).

83. This sub-section was amended during the period under review by Ordinance No. 21 of 1953, which deleted the words "after due appropriation from the Territory Revenue Fund". The effect of this amendment is that, whereas before the change the Legislative Assembly had to vote the appropriation of the money from the Territory Revenue Fund and the procedure was reviewed annually by the Controller and Auditor-General in his report on the Accounts of the Administration of the Territory, now the money is to be paid directly into the Urban Areas Pass Fees Fund (Finance Ordinance, 1953, Ordinance No. 21 of 1953; SWAG, No. 1774, p. 589).

84. In this connexion it is to be noted, however, that the Accounts for the year 1953-54 under vote 19, appropriation from Territory Revenue Fund to various other funds, list a vote of £10,000 and actual expenditure of approximately £14,966 under the heading "Allotment of Pass Fees to Urban Areas Pass Fees Fund" (SWA Accounts, 1953-54, p. 79).

85. A general account of the Urban Areas Pass Fees Fund is given in the table below. The columns entitled "Grants from Fund" represent pass fees paid to the Native Revenue Accounts of the respective Municipalities and Village Management Boards. However, information with respect to the expenditure from these Accounts or the amount of other revenue accruing to these Accounts is not available.

# GENERAL ACCOUNT OF URBAN AREAS PASS FEES FUND

(Figures are rounded to the nearest £)

| Name of Fund             | Balance as at<br>31 March 1949 | Pass Fees<br>Appropriated<br>from Revenue<br>1949-50<br>and Interest<br>Earned | Grants from<br>Fund<br>1949-50 <sup>1/</sup> | Pass Fees<br>Appropriated<br>from Revenue<br>1950-51<br>and Interest<br>Earned | Grants from<br>Fund<br>1950-51 <sup>1/</sup> | Pass Fees<br>Appropriated<br>from Revenue<br>1951-52<br>and Interest<br>Earned | Grants from<br>Fund<br>1951-52 <sup>1/</sup> | Pass Fees<br>Appropriated<br>from Revenue<br>1952-53<br>and Interest<br>Earned | Grants from<br>Fund<br>1952-53 <sup>1/</sup> | Pass Fees<br>Appropriated<br>from Revenue<br>1953-54<br>and Interest<br>Earned | Grants from<br>Fund<br>1953-54 <sup>1/</sup> | Balance as<br>at 31 March<br>1954 |
|--------------------------|--------------------------------|--|--|--|--|--|--|--|--|--|--|-----------------------------------|
| Aus                      | 287                            | 33   |  | 40   |  | 35   |  | 40   |  | 49   | 375  | 110                               |
| Gobabis                  | 604                            | 169  |  | 248  |  | 214  |  | 246  | 108  | 351  |  | 1,724                             |
| Grootfontein             | 1,099                          | 199  |  | 236  |  | 198  |  | 233  |  | 252  |  | 2,218                             |
| Karasburg                | Nil                            |  |  |  |  |  |  |  |  | 83   |  | 83                                |
| Karibib                  | 324                            | 50   | 92   | 62   |  | 63   | 107  | 78   |  | 82   | 470  | 9                                 |
| Keetmanshoop             | 1,798                          | 448  |  | 396  |  | 338  |  | 391  |  | 401  | 1,600  | 2,172                             |
| Lüderitz                 | 2,188                          | 688  | 780  | 692  |  | 588  |  | 946  | 1,000  | 1,087  | 800  | 3,609                             |
| Mariental                | 845                            | 110  |  | 133  |  | 102  |  | 114  |  | 183  | 1,350  | 137                               |
| Okahandja                | 1,520                          | 241  |  | 270  |  | 246  | 1,611  | 285  |  | 370  |  | 1,321                             |
| Omaruru                  | 1,915                          | 225  | 1,805  | 260  |  | 219  |  | 220  |  | 297  |  | 1,332                             |
| Otavi                    | 17                             | 56   | 33   | 53   |  | 48   |  | 49   | 120  | 72   |  | 141                               |
| Otjiwarongo              | 1,633                          | 353  |  | 406  |  | 364  |  | 421  | 2,394  | 516  |  | 1,299                             |
| Outjo                    | 590                            | 144  |  | 149  |  | 130  |  | 143  |  | 300  |  | 1,455                             |
| Swakopmund               | 1,807                          | 400  | 114  | 564  |  | 481  | 102  | 448  |  | 653  |  | 4,136                             |
| Tsumeb                   | 3,352                          | 753  |  | 801  | 4,300  | 756  | 1  | 871  |  | 1,489  | 1,750  | 1,972                             |
| Usakos                   | 2,710                          | 325  |  | 611  |  | 293  |  | 471  | 4,000  | 644  |  | 1,055                             |
| Walvis Bay <sup>2/</sup> | 6,384                          | 1,539  | 371  | 1,782  | 3,182  | 1,697  |  | 3,332  | 464  | 5,127  |  | 15,843                            |
| Warmbad                  | 155                            | 12   |  | 7  |  | 5  |  | 7  |  | 7  |  | 192                               |
| Windhoek                 | 3,766                          | 2,372  | 1,731  | 2,499  | 1,596  | 2,033  | 1,122  | 2,306  | 1,736  | 3,003  | 567  | 9,226                             |
|                          | £ 30,995                       | £ 8,117  | £ 4,926                                      | £ 9,209  | £ 9,078                                      | £ 7,809  | £ 2,942                                      | £ 10,601   | £ 9,822                                      | £ 14,966   | £ 6,912                                      | £ 48,015                          |

(SWA, Accounts, 1949-50, p. 64; 1950-51, p. 62; 1951-52, p. 61; 1952-53, p. 67; 1953-54, p. 71.)

- <sup>1/</sup> These amounts represent pass fees paid to the Native Revenue Accounts of the respective municipalities and village management boards.
- <sup>2/</sup> Walvis Bay, though administered by South West Africa, remains an integral part of the Union province of the Cape of Good Hope.

86. Rehoboth Community Fund. Information regarding the Rehoboth Community Fund is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 140-143).
87. There follows a statement of receipts of and payments from the Fund for the years 1949-50 to 1953-54 inclusive.

Rehoboth Bastard Community Fund  
(Figures are rounded to the nearest £)

RECEIPTS

|   | 1949-50           | 1950-51           | 1951-52             | 1952-53             | 1953-54                  |
|---|-------------------|-------------------|---------------------|---------------------|--------------------------|
| Bank balance as of beginning of fiscal year                                   | £ 1,290           | £ 305             | £ 364               | £ 311               | £ 239                    |
| Cash on hand as of beginning of fiscal year                                   | <u>378</u>        | <u>1,108</u>      | <u>136</u>          | <u>1,134</u>        | <u>296</u>               |
| Total   | 1,668             | 1,413             | 500                 | 1,445               | 535                      |
| Poll tax  | 436               | 581               | 444                 | 550                 | 922                      |
| Farm tax  | 202               | 243               | 213                 | 264                 | 674                      |
| Native hut tax  | -                 | -                 | -                   | -                   | 174                      |
| Wood permits  | 116               | 53                | 30                  | 25                  | -                        |
| Grazing and watering fees   | 132               | -                 | -                   | -                   | -                        |
| Sanitary fees   | 80                | 108               | 157                 | 121                 | 171                      |
| Approval and transfer fees  | 90                | 113               | 148                 | 112                 | 194                      |
| Stray stock sold  | 69                | 65                | 348                 | 73                  | 208                      |
| Garden plot fees, tax, etc.   | 182               | 256               | 348                 | 314                 | 64                       |
| Repayment of loans and advances   | 734 <sup>1/</sup> | 997 <sup>2/</sup> | 1,553 <sup>2/</sup> | 1,279 <sup>4/</sup> | 1,789 <sup>5/</sup>      |
| Rents of Gebiet farms   | 557               | 687 <sup>6/</sup> | 1,183 <sup>6/</sup> | 2,853 <sup>6/</sup> | 3,684 <sup>6/</sup>      |
| Rents of community farms  | 880 <sup>7/</sup> | 1,223             | 1,182               | 1,263               | 1,101 <sup>8/</sup>      |
| Rents of community property   | -                 | 419               | 647                 | 851                 | 888 <sup>9/</sup>        |
| Licence fees repaid   | 2,760             | 1,189             | 2,336               | 3,188               | 1,813                    |
| Investments withdrawn   | -                 | 1,500             | -                   | 1,000               | -                        |
| Cement and lime sold  | -                 | -                 | -                   | -                   | 44                       |
| Compensation by Administration for erven absorbed by construction of new road | -                 | -                 | -                   | -                   | 230                      |
| Purchase price of farms received for payment to beneficiaries                 | -                 | -                 | -                   | -                   | 676                      |
| Estate moneys received  | -                 | -                 | -                   | -                   | 1,721                    |
| Miscellaneous   | <u>658</u>        | <u>264</u>        | <u>1,549</u>        | <u>116</u>          | <u>133<sup>10/</sup></u> |
| TOTALS  | £ 8,564           | £ 9,111           | £ 11,335            | £ 13,453            | £ 15,019                 |

INVESTMENTS WITH PUBLIC DEBT COMMISSIONERS

|                                     |            |            |            |                        |            |
|-------------------------------------|------------|------------|------------|------------------------|------------|
| Balance at beginning of fiscal year | 14,507     | 14,780     | 13,560     | 13,834                 | 13,136     |
| Interest                            | <u>273</u> | <u>280</u> | <u>273</u> | <u>302</u>             | <u>468</u> |
|                                     | £14,780    | £15,060    | £13,834    | £14,136 <sup>11/</sup> | £13,604    |

(SWA, Accounts, 1949-50, p. 87; 1950-51, p. 85; 1951-52, p. 63; 1952-53, p. 91; 1953-54, p. 98)

Rehoboth Bastard Community Fund  
(Figures are rounded to the nearest £)

PAYMENTS

|   | 1949-50            | 1950-51                | 1951-52                | 1952-53                | 1953-54                 |
|---|--------------------|------------------------|------------------------|------------------------|-------------------------|
| Loans and advances  | £ 797              | £ 1,618 <sup>12/</sup> | £ 1,177 <sup>12/</sup> | £ 1,603 <sup>12/</sup> | £ 3,163 <sup>12/</sup>  |
| Interest repaid   | -                  | -                      | -                      | 40                     | -                       |
| Loans - Hostel building costs                                   | -                  | -                      | -                      | -                      | 502                     |
| Loans - cost of recovery  | -                  | 8                      | -                      | -                      | 1                       |
| Rations and allowances to paupers                               | 159                | 187                    | 275                    | 252                    | 224                     |
| Stationery and stamps etc.                                      | 66                 | 27                     | 98                     | 62                     | 72                      |
| Salaries and allowances   | 1,633              | 1,738                  | 1,561                  | 1,793                  | 1,223                   |
| Contribution to salaries of Kaptein and Secretary               | -                  | -                      | -                      | -                      | 500                     |
| Salary of District Surgeon                                      | -                  | -                      | -                      | -                      | 68                      |
| Purchase of house of Kaptein                                    | -                  | -                      | -                      | -                      | 259                     |
| Sanitation  | 948 <sup>13/</sup> | 619                    | 1,486                  | 602                    | 813 <sup>14/</sup>      |
| Repairs and improvements to community property                  | 553                | 2,131                  | 1,233                  | 1,034                  | 411                     |
| Purchase of house at Usib                                       | -                  | -                      | -                      | -                      | 300                     |
| Stray stock   | 50                 | 50                     | 69 <sup>15/</sup>      | 73                     | 76 <sup>15/</sup>       |
| Garden plots (expenditure)                                      | 359                | 334                    | 429                    | 559                    | 37                      |
| Water supply and improvements to community property in township | -                  | 298                    | 250                    | 888                    | 183                     |
| Borehole drilled in township                                    | -                  | -                      | -                      | -                      | 147                     |
| Survey fees and rents (Gebiet farms)                            | 668 <sup>16/</sup> | 1,025                  | 1,271                  | 4,509                  | 1,863                   |
| Purchase price of Gebiet farms paid to beneficiaries            | -                  | -                      | -                      | -                      | 185                     |
| Survey fees - Community farms                                   | -                  | 18                     | -                      | 334                    | 13                      |
| Donations   | -                  | -                      | -                      | 681                    | 445 <sup>17/</sup>      |
| Contribution to Coronation celebration                          | -                  | -                      | -                      | -                      | 91                      |
| Advanced to hostel  | -                  | -                      | -                      | -                      | 37                      |
| Estate moneys repaid  | -                  | -                      | -                      | -                      | 45                      |
| Christmas gifts to scholars                                     | -                  | -                      | -                      | -                      | 98                      |
| Mileage - inspection by Government vehicle                      | -                  | -                      | -                      | -                      | 16                      |
| Audit fees  | -                  | -                      | -                      | -                      | 35                      |
| Compensation for erven absorbed by construction of new road     | -                  | -                      | -                      | -                      | 95                      |
| Miscellaneous   | <u>1,918</u>       | <u>557</u>             | <u>2,042</u>           | <u>490</u>             | <u>87<sup>10/</sup></u> |
| Balance at bank as of end of fiscal year                        | 305                | 364                    | 1,134                  | 239                    | 1,337                   |
| Cash on hand as of end of fiscal year                           | <u>1,108</u>       | <u>136</u>             | <u>311</u>             | <u>296</u>             | <u>662</u>              |
|   | <u>1,413</u>       | <u>500</u>             | <u>1,445</u>           | <u>535</u>             | <u>1,999</u>            |
| TOTAL   | £ 8,564            | £ 9,111                | £ 11,335               | £ 13,453               | £ 15,019                |

INVESTMENTS WITH PUBLIC DEBT COMMISSIONERS

|                                   |               |               |               |               |               |
|-----------------------------------|---------------|---------------|---------------|---------------|---------------|
| Withdrawal during the fiscal year | -             | 1,500         | -             | 1,000         | -             |
| Balance at end of fiscal year     | <u>14,780</u> | <u>13,560</u> | <u>13,834</u> | <u>13,136</u> | <u>11,604</u> |
|                                   | £ 14,780      | £ 15,060      | £ 13,834      | £ 14,136      | £ 13,604      |

FOOTNOTES TO TABLE

- 1/ Includes interest.
- 2/ Includes interest and charges amounting to £109.
- 3/ Includes repayments of interest amounting to £110.
- 4/ Includes repayments of interest amounting to £142.
- 5/ Includes repayments of interest amounting to £198.
- 6/ Includes survey fees.
- 7/ Includes sales as well as rents.
- 8/ Includes grazing fees.
- 9/ Includes grazing fees in township.
- 10/ Under heading "General".
- 11/ Balance invested with Public Debt Commissioners as of 31 March 1953 amounted to £13,136, a sum of £1,000 having been withdrawn during 1952-53.
- 12/ Capital loans granted.
- 13/ Under heading "Water and sanitary services".
- 14/ Includes salaries.
- 15/ Includes driving fees, etc.
- 16/ Not identified as Gebiet farms.
- 17/ To schools and hospital.



## Housing

88. Information regarding Native housing is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 144-157). This material deals with the housing programme of the Administration and with housing conditions in various parts of the Territory: urban areas and reserves within the Police Zone, rural areas outside the reserves, Ovamboland and the Okavango, the Kaokoveld and Zessfontein.

89. The information provided below concerns (1) the Administration's housing programme, and (2) housing conditions and the mode of dwelling of the Herero.

90. Housing programme of the Administration. Speaking before the Fourth Committee of the General Assembly at its 407th meeting on 15 October 1954 the representative of the Union of South Africa made a statement on Native housing summarized in the Official Records of the meeting as follows:

Housing was one of the great problems in Africa and its importance was fully recognized by the South African Government. Unfortunately, in paragraph 96 of its report [A/2666, Annex V], the Committee on South West Africa had again drawn the wrong inferences from the information before it.<sup>8/</sup> The fact that the funds voted into the Housing Account had been transferred to a Local Authorities Loans Account did not mean that any less attention was being given to housing problems. The Administration had come to the conclusion that housing schemes were best arranged by the municipalities and that was why the money had been transferred to the account from which loans were made to the local authorities. In fact, market progress with housing for non-Europeans had been made in a number of centres. The Administration had set aside funds at extremely low rates of interest to be made available to municipalities for housing schemes for non-Europeans. It was planned, for example, entirely to rebuild the Native township of Windhoek on a new site where better houses would be erected, with better sanitation services; rents would be within the means of the average Native family (A/C.4/SR.407, para. 55).

<sup>8/</sup> See A/AC.73/L.3/Add.1, question 44, paras. 147-149).

91. As previously stated (A/AC.73/L.3/Add.1, question 44, paras. 147-149) the balance of the Housing Account, which was established under the Territorial Development and Reserve Fund in 1948 to render financial assistance to such economic and sub-economic housing schemes, European and Non-European, as were recommended by the Administrator and endorsed by the Legislative Assembly, was transferred in 1953 to the Local Authorities Loans Account of the Territorial Development and Reserve Fund. At the same time the legislation with regard to loans made to local authorities from this account was amended to allow loans to be granted for financing housing schemes.

92. During the year 1953-54 the following loans were paid to local authorities for housing schemes from the Local Authorities Loans Account. It is not possible to determine on the basis of the information available whether these loans were for European or for non-European schemes, and whether the schemes were economic or sub-economic.

| <u>Local authority</u> | <u>Amount</u> |
|------------------------|---------------|
| Grootfontein           | £ 7,000       |
| Karasburg              | 12,050        |
| Keetmanshoop           | 21,600        |
| Mariental              | 11,925        |
| Outjo                  | 30,000        |
| Tsumeb                 | 15,000        |
| Walvis Bay             | <u>28,800</u> |
| Total                  | £ 126,375     |

(SWA, Accounts, 1953-54, p. 32).

93. The South West Africa Annual, 1954, in an article on Windhoek, indicates that among the developments in preparation are the establishment of a Coloured township and assisted housing schemes. In addition the South West Administration and the Railway Administration have considerable building and development programmes under consideration. It is not indicated whether these programmes, other than the first-mentioned, apply to Europeans or to Non-Europeans (SWA Annual, 1954, p. 60).

94. Housing conditions and mode of dwelling of the Herero. The material below is drawn from an article by Dr. Gunter Wagner, who until his death in 1952 was on the staff of the Ethnological Division of the Department of Native Affairs of the Union of South Africa. On the basis of the information available in the South African Yearbook, 1952-53, Hereros are to be found in one reserve outside the Police Zone and nine reserves inside the Police Zone as follows (the name of the magisterial district is inserted in parenthesis after the name of each reserve): outside the Police Zone: Kaokoveld Reserve (Kaokoveld); inside the Police Zone: Aminuis (Gobabis), Epukiro (Gobabis), Neuhoof (Maltahöhe), Otjijhorongo (Omaruru), Otjimbingwe (Karibib), Otjituo (Grootfontein), Ovitoto (Okahandja), Tses (Keetmanshoop), and Waterberg East (Otjiwarongo). Dr. Wagner makes the following remarks with regard to Herero housing conditions:

Their mode of dwelling, too, has greatly changed since pre-European days. The traditional "bee-hive" pontok has, even in the reserves, almost completely given way to rectangular huts consisting of a wooden framework plastered with clay and a gabled roof covered with grass or bark, or, occasionally, corrugated iron or flattened tins. Practically all houses, even the circular ones, have wooden doors with door frames and hinges, and one frequently sees window openings provided with shutters though rarely with glass panes. The interior of the house is often divided into two partitions. The furniture is still rudimentary, consisting of home-made chairs, tables, shelves and sometimes, bedsteads, but even this minimum is not found in all houses. More elaborate furniture, in some cases approaching the lower levels of European standards is found only among the small group of salary earners (teachers, policemen, clerks, interpreters, etc.) and traders. ...

It will be gathered from the foregoing that the average standards of housing and furniture are still simpler than those prevailing among most of the agricultural tribes of South Africa. It must, however, be taken into consideration that the Herero, like all pastoral tribes, had a traditionally

much lower level of material culture. Taking this difference in the initial position into account, they have adopted more material goods than most of the agriculturalists and decidedly more than the Bergdama, the Hottentots and even the Ambo whose average dwellings in the Police Zone of South West Africa my Herero informants described to me as "large but empty". (Economic Aspects of Herero Life, p. 127).

### Nutrition

95. Information regarding nutrition of the Non-European population of the Territory is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 158-162). Supplementary information is presented below regarding the diet of the Non-European population; school-feeding arrangements for Non-European children; grants to missions for feeding in hospitals; and economic aspects of nutrition and the availability of foodstuffs.

96. Diet of the Non-European population. The 1946 Health Report deals at some length with the foodstuffs consumed by the Natives of the Territory. The following excerpts from the report deal with the situation regarding the tribal Natives (as distinguished from the detribalized Natives and Coloureds):

Until comparatively recently, when some of the native inhabitants of the Territory have tended to become Europeanized in regard to their diet and thus more dependent on imported foodstuffs such as maize and sugar, the various tribes have lived on what South West Africa herself produced. With the exception of the Ovambo, cultivation of the soil has not been a feature of native life. The Hereros, Namas, Berg Damaras and Bushmen have all depended for fruit and vegetables on what could be found growing in the veld - "Veldkos".

Protein: As cereals have not been cultivated by these natives, animal foodstuffs have been, and often still are, the mainstay of their lives. The two exceptions, if milk is not regarded as an "animal foodstuff", are:

- (1) The Hereros, living on sour milk.
- (2) The Ovambos, living mainly on grain, but of all the tribes, having a good "mixed" diet as a result of the cultivation of the soil and of a certain amount of animal husbandry.

By all tribes much thought occurs before an ox is slaughtered. For this there are two reasons. The main urge to preserve a living animal is that oxen represent a special form of "wealth". The second and much less important reason is that meat rapidly putrefies in a warm climate and therefore a small animal such as a goat is killed, in preference to an ox, though its flesh is no more highly esteemed.

In bad seasons almost every kind of living thing may be eaten although according to the particular tribe, there may be certain taboos. Thus the following may represent the sources of protein and fat in the diet: most species of smaller and larger birds including guineafowl, bustard and ostrich; wild game of all kinds; hares, spring-hares, aardvark, wild-cats, mice rats; fish from water-holes; frogs, lizards, scorpions and snakes; ants, termites, locusts and young bees. The Nama, however, is not prone to eat of hare, monkey, wild dog, jackal, hyaena or lion as he believes the meat of these animals to be injurious to health.

Carbohydrates: Except, again, in the case of the Ovambo who grows his own grain, energy producing carbohydrates are mainly lacking in the diet of the South West African natives in their natural state. For bread, mealie-meal, potatoes, peas, lentils, beans, rice, sugar, syrup and the like, the natives over-all are dependent on purchase of these imported foodstuffs at some store. Unlike meat, milk and veldkos, they do not constitute traditional or customary foodstuffs, and today only too often find their way to fermentation-pots and the production of a crude alcoholic drink of great potency commonly called "Kari". In short, the Ovambo uses carbohydrates as food; the other tribes largely abuse them as alcohol.

Fats: Fats are obtained from animal foodstuffs of various kinds, milk etc. and oils from nuts, melon-pips and locusts. The Ovambo likes butter whereas the milk drinking Herero scorns it, employing it usually as the

basis of skin ointments and not as a food. The Herero, on the other hand, takes readily molten fat from the carcasses of animals. He prefers neat melted fat to fat served as gravy. Broadly speaking, all native tribes take fat in one form or another. It may be said, however, that fats are usually in shorter supply than the native would like; they are quantitatively inadequate to his needs.

Fresh Fruit and Vegetables: Fresh fruit and vegetables are not cultivated by the native tribes except by the Ovambos and Okavangos in their own territories. They are, in the main, "wild" fruits and "wild" vegetables or "veldkos". The fruits consist of various berries, marula fruit, Ombe, Omune, wild figs, wild orange, etc. Palm nuts, Omangete nuts, Marula kernels, melon seed etc. are eaten or expressed for their oils.

Leaves of various plants are eaten, one of the more common being a kind of wild "spinach". This last is used in the green state and is also stored in a dried form for use throughout the year, notably by the Ovambos. Occasionally pumpkins and water-melons are grown for use, but most dependence, when the native is in his natural state, is on the wild uncultivated "veldkos", of which there are said to be more than one hundred varieties. Of these, certain tubers or bulbs, e.g. wild "onions", are much sought for and appreciated. Edible roots frequently are eaten but are particularly searched out in bad seasons. European vegetables are strange and unpalatable to many natives. As the health of some native tribes depends upon "veldkos", they should be permitted to search for their customary fieldfood wherever possible, more especially when their wages are usually insufficient to permit of the purchases of the usual European vegetables. Dr. H. Vedder ("The Native Tribes of South West Africa", Cape Town, Cape Times Ltd. 1928 - an official publication of the Administration of South West Africa) has pointed out with regard to the Nama (page 128) that "this veldkos constitutes the Nama's vegetables, and wherever the Namas deemed themselves too dignified to look for it or where they could not find it, their health always suffered".

Salt: Salt is taken by all tribes though not with all foods.

Vitamins: The vitamins most commonly deficient are Vitamins "A" and "C", especially the anti-scorbutic "C". But, with too big an intake of mealie-meal and/or highly spirituous liquors such as lambica (Embe Spirit) or crude very alcoholic drinks such as "Kari" to the exclusion of other articles of diet, Vitamin "B" deficiencies appear e.g. "alcoholic beriberi" in some cases.

Stimulants: Stimulants are in common use. Of exotic stimulants coffee is preferred to tea. But neither of these appeals to any of the tribes as much as the customary tribal drinks. Some of the latter are only slightly alcoholic and are more of the nature of a food. Others are potent alcoholic concoctions or, as the case may be, distillates. ...

Minerals: Minerals in the form of Calcium and Phosphates are obviously adequate in the diet of some tribes particularly the Ovambos who in general have good teeth and good bones. But there exist insufficient data on which to give a general opinion about the mineral sufficiency of the average diet of each of the tribes of South West Africa. Here much biochemical and clinical research remains still to be done. Iron in the diet would seem to be sufficient in some instances, insufficient in others. Here again research work is needed. It may be said that iron deficiency anaemias are by no means uncommon - at least amongst the Ovambos who, perhaps, have been more fully investigated than the other tribes in this respect.

Fluorine in excess had deleterious effects amongst both natives and Europeans in certain areas of the country. ...

97. With regard to the Coloured population and the Europeanized and detribalized Natives the 1946 Health Commission made the following comments:

The foodstuffs preferred by the Bastards, natives in long contact with European households, and detribalized natives demonstrate a tendency amongst all of these to become accustomed to what may be called a European type of diet. [The diet of Europeans differs little from that of well-to-do Europeans elsewhere.] But, in general, the diet may be said to be partly European and partly customary tribal. For example white mealie-meal is

preferred to yellow mealie-meal although the latter is the better food on account of its vitamin "A" content; sugar and sweets are eagerly purchased and eaten; tea and coffee are drunk; beer, wine and spirits (if obtainable) are consumed in addition to the "official" Kaffir-beer of the location, as at Windhoek. Employees eat any of the "European" food which an employer may give to them (SWA, Health Report, paras. 15-30).

98. With regard to the diet of the Coloured community living in the valley of the lower Kuiseb in the Namib, the Report of the Long Term Agricultural Policy Commission states that the fruit of the nara bush furnishes a nourishing food (SWA, Agriculture Report, para. 74).

99. Regarding the diet of the Bushmen, an article in the South West Africa Annual, 1954, states that on the rare occasions when the Bushmen kill a buck or zebra, they gorge themselves for days and can then go a long time without food. They also live largely on tsamas, melon-like plants found in the desert (SWA Annual, 1954, p. 57).

100. With regard to the possible use of dehydrated foods as a means of supplementing what can be grown in the Territory, the 1946 Health Commission made the following statement:

The poverty of the Native puts dehydrated foods beyond his means and in any event he knows nothing of them at present. But he might take to them readily enough since, already for ages, he has prepared dried "wild spinach" of which he is very fond and which forms an integral part of the staple diet of at least some classes of Native. Further, while good dehydrated soups, satisfactory to the palates of Europeans, are marketed it should be an easy matter to arrange for dehydrated soups of simple and nourishing composition suitable to the feeding of Native children in times of famine to replace or supplement arrow-root and the like which have been issued during previous experiences of famine in Native territories. The plant to make such soups to any approved formula exists today in the Union of South Africa (SWA, Health Report, para. 87).

101. School-feeding arrangements for non-European children. In the Union House of Assembly the Minister of Native Affairs stated on 10 June 1954 that there was a school-feeding scheme in South West Africa (Hansard, 1954, vol. 18, col. 6702).



102. During the year 1953-54 the Accounts of the Territory show an appropriation of £12,000 for feeding services and distribution of food and contributions to non-European school hostels. Actually spent under this head during the year was £9,600, £2,400 less than estimated. The explanation given for the saving in expenditure is that the item was originally overestimated (SWA, Accounts, 1953-54, pp. 60, 61).

103. With regard to school-feeding arrangements for Native children the 1946 Health Commission made the following statement:

There is considerable malnutrition amongst the Native children of the Police Zone. This is undermining their future health and increasing their susceptibility to disease. We are therefore satisfied that the Administration should expand its school feeding arrangements to cover those of pre-school age. It cannot be expected of charitable institutions that they should undertake the care of the many malnourished native children of the Territory, whom we regard as a direct financial responsibility of the State (SWA, Health Report, para. 217).

104. Grants to missions for feeding in hospitals. Under the Public Health vote in the Accounts of the Territory appears expenditure for grants to missions for various purposes. These grants included, during 1952-53, the sum of approximately £22 and during 1953-54 the sum of approximately £78, representing mealie-meal which was given to the Finnish Mission in Ovamboland in connexion with feeding at the Onandjokue Hospital (SWA, Accounts, 1953-54, p. 29).

105. Economic aspects of nutrition and the availability of foodstuffs. With regard to the availability of foodstuffs for the Native population the 1946 Health Report made the following comments:

Excepting perishable foodstuffs, practically all ordinary articles of diet are available normally to people who can pay for them. The limiting factor is lack of ability to pay. This factor applies to all foodstuffs and operates notably in the case of the Natives, more particularly with detribalized natives in towns. Natives on mines especially, and those in industry, are well cared for by the managements: these understand the importance of sufficiently well-nourished labourers to them - poor labour raising the ratio of costs to yield. On farms the position varies with the attitude of the farmer and is conditioned by it. Some farmers feed their

Natives adequately; others do not. The latter are sufficiently numerous to justify the laying down of improved official standard scales of rations for Native labourers on farms. These should be incorporated as part of the contract between master and servant together with penalties for the intentional violation of the alimentary condition of the contract (SWA, Health Report, para. 88).

Separation of racial groups

106. In a speech in the Union House of Assembly on 12 March 1951

Mr. A.J. Van Niekerk, one of the South West African members of the House, made the following statement regarding the separation of racial groups in South West Africa:

By the way, Mr. Speaker, may I say that there exists in South West Africa no Coloured problem, because the various Native tribes or inhabitants are living in separate territories. So we have the Herero reserves, Hottentot reserves, and separate reserves for the Bondelswart tribe, Bergdamaras, and areas where only Ovambos and Okavangos are living. In the town areas, the principle of group areas is also maintained. There are separate residential localities for all races. It has thus been proved that it is in the interest of both the non-European as well as the European, and even of the various non-European races, to live separately in their own areas. Thus we do not know of a Coloured question in South West Africa (Hansard, 1951, col. 2868).

107. On 7 April 1954 Mr. Van Niekerk made the following statement in the Union House of Assembly regarding South West Africa:

There is absolute apartheid within the Territory. We have no trouble in that connexion. We ascribe this to the fact that we have all those reserves. We have no squatters around our towns, nor are there any non-Europeans who do not live in locations. I am mentioning this to show that when there is proper control over the non-Europeans such problems as exist here will not arise (Hansard, 1954, vol. 10, col. 3589).

Additional laws affecting the social, moral and material welfare of the Natives

108. Information regarding additional laws affecting the social, moral and material welfare of the Native population is contained in the information and documentation previously submitted to the Committee on South West Africa (A/AC.73/L.3/Add.1, question 44, paras. 164-171). Further information is outlined below concerning two Ordinances amending the Immorality Proclamation, 1934: the Prohibition of Mixed Marriage Ordinance, 1953, and its application by proclamation to the Rehoboth Gebiet; and statistics regarding mixed marriages in the Territory from 1948 to 1952.

109. As stated previously (A/AC.73/L.3/Add.1, question 44, para. 169), the Immorality Proclamation, 1934, prohibited illicit carnal intercourse between Europeans and Natives. This proclamation has been amended by the Immorality Amendment Ordinance, 1953 (Ordinance No. 20 of 1953) and by the Immorality Amendment Ordinance, 1954 (Ordinance No. 13 of 1954). The 1953 Ordinance applies the earlier proclamation to non-Europeans instead of to Natives. This change means the application of the proclamation to Coloured persons as well as to Natives. Furthermore, new definitions are given of the persons to whom the proclamation applies. In the 1934 Proclamation "Native" was defined as "any member of any aboriginal race or tribe of Africa". In the 1953 Ordinance "non-European" is defined as "a person who in appearance obviously is, or who by general acceptance and repute is a non-European", while a "European" is defined as "a person who in appearance obviously is, or who by general acceptance and repute is a European". In the 1953 Ordinance a new sub-section is also added which reads as follows:

7 bis. Any person who seems in appearance obviously to be a European or a non-European, as the case may be, shall for the purposes of this Proclamation be deemed to be such, until the contrary is proved.

110. The 1953 Ordinance also adds a new sub-section 2 bis as follows:

2 bis. It shall be a sufficient defence to any charge under section one or section two [which declare illicit carnal intercourse between a European and a non-European to be an offence punishable by imprisonment for a period not exceeding five years: see A/AC.73/L.3/Add.1, question 44, para. 169] if it is proved to the satisfaction of the court before whom the charge is brought that the person so charged at the time of

the commission of the offence had reasonable cause to believe that the person with whom he or she committed the offence was a European if the person so charged is a European, or a non-European if the person so charged is a non-European (SWA, Laws, 1934, pp. 182-4; SWAG, No. 1774, p. 588).

The Immorality Ordinance, 1954, amends only the Afrikaans text of the 1934 Ordinance.

During 1953 the Prohibition of Mixed Marriages Ordinance, 1953, which prohibits marriages between Europeans and non-Europeans, was passed by the Legislative Assembly. The principal provisions of this ordinance are as follows:

1. (1) As from the date of commencement of this Ordinance<sup>1/</sup> a marriage between a European and a non-European may not be solemnized, and any such marriage solemnized in contravention of the provisions of this section shall be void and of no effect: Provided that -

(a) any such marriage shall be deemed to be valid, if -

(i) it has been solemnized in good faith by a marriage officer, and neither of the parties concerned, or any other person in collusion with one or other of them, has made any false statement relating to the said marriage amounting to a contravention of section four; and

(ii) any party to such marriage professing to be a European or a non-European, as the case may be, is in appearance obviously what he professes to be, or is able to show, in the case of a party professing to be a European, that he habitually consorts with Europeans as a European, or in the case of a party professing to be a non-European, that he habitually consorts with non-Europeans as a non-European;

(b) where any such marriage has been solemnized in good faith by a marriage officer, any children born or conceived of such marriage before it has been declared by a competent court to be invalid, shall be deemed to be legitimate.

(2) If any male person who is domiciled in the Territory enters into a marriage outside the Territory which cannot be solemnized in the Territory in

terms of sub-section (1), then such marriage shall be void and of no effect in the Territory.

2. Any marriage officer who knowingly performs a marriage ceremony between a European and a non-European, as the case may be, shall be guilty of an offence and liable to a fine not exceeding fifty pounds.

3. Any person who is in appearance obviously a European or a non-European, as the case may be, shall for the purposes of this Ordinance be deemed to be such, unless and until the contrary is proved.

4. Any person who makes a false statement to a marriage officer, relating to the question whether any party seeking to have his marriage solemnized by such marriage officer is a European or a non-European, knowing such statement to be false, shall be guilty of an offence and liable to the penalties prescribed by law for the crime of perjury (SWAG, No. 1774, p. 587).

113. This Ordinance was applied to the Rehoboth Gebiet as of 15 May 1954 by the Rehoboth Gebiet Mixed Marriages Prohibition Proclamation, 1954 (P. 22 of 1954; SWAG, No. 1830, pp. 617-8).

114. The South African Yearbook, 1952-53, reports that of the marriages registered in the Territory from 1948 to 1952 there were two mixed marriages in 1948, one in 1949, and none in 1950, 1951 and 1952. Mixed marriages are included with "non-white" marriages in the marriage statistics (SA, Yearbook, 1952-53, p. 1159).

#### QUESTION 45

Is the Native population divided into distinct social castes? If so, does the law recognize these distinctions and the privileges which may be attached thereto by Native tradition and custom?

With regard to this question no information has become available during the period under review.

#### QUESTION 46

Does the slave trade or slave-dealing exist in any form? If so, what measures are taken for their suppression and what has been the success of these measures?

QUESTION 47

Does slavery still exist and, if so, in what form:

(a) In Moslem districts?

(b) In other districts?

Can a slave be emancipated under Native customary law?

QUESTION 48

What measures are being taken to suppress slavery? What have been the results of these measures?

With regard to these questions it may be noted that the Protocol amending the Slavery Convention signed at Geneva on 25 September 1926, which entered into force on 7 December 1953, was signed without reservation as to acceptance by the Union of South Africa, including South West Africa, on 29 December 1953 (ST/LEG/3, pp. XVIII-2, 3, 4).

QUESTION 49

Do any of the following practices exist in the territory:

Acquisition of women by purchase disguised as payment of dowry or of presents to parents?

Purchase of children under the guise of adoption?

Pledging of individuals as security for debt?

Slavery for debts?

Are these practices penalized by law?

QUESTION 50

What is the status of freed slaves, especially women and children, in the Native social organization?

QUESTION 51

What is the social status of women? In particular, are polygamy and concubinage universal or prevalent? Are they recognized by law?

With regard to these questions, no information has become available during the period under review.

QUESTION 52

Can a Native move about freely throughout the entire Territory? Are there any regulations in regard to such movement? Is vagrancy a penal offence? If so, how is it defined?

1. Information supplementary to that contained under this Question in document A/AC.73/L.3/Add.1, submitted to the Committee on South West Africa in 1954, is presented below with regard to:

- (a) The Prohibited Areas Proclamation, 1928;
- (b) The Native Administration Proclamation, 1922;
- (c) The Natives (Urban Areas) Proclamation, 1951, and the implementation of certain provisions of this Proclamation;
- (d) The Extra-Territorial and Northern Natives Control Proclamation, 1935;
- (e) The Vagrancy Proclamation, 1920.

2. In addition, reference is made to Question 2, paras. 55-58, of the present document for excerpts of statements made in the Union Parliament by the Union Minister of Native Affairs and a member from South West Africa with respect to the control of the movement of Natives and the introduction in South West Africa of the Union pass system.

The Prohibited Areas Proclamation, 1928

3. The text of this Proclamation (No. 26 of 1928), as amended prior to the period under review, is reproduced in document A/AC.73/L.3/Add.1, Question 52, para. 3.

4. Under section 3 of that Proclamation, persons other than employees of the Administration are restricted, inter alia, from entering or residing in the area outside the Police Zone or in Game Reserves except on a permit issued by the Secretary of South West Africa. In 1954, by Ordinance No. 11 of 1954, this section of the Prohibited Areas Proclamation, 1928, was amended by the addition of the following sub-section at the end thereof:

- (7) Any permit issued under the provisions of this section shall be issued subject to such conditions as the Secretary for South West Africa may deem fit (Ord.11/1954, sec. 8; SWAG 1846, p. 858).

Native Administration Proclamation, 1922

5. The provisions of this Proclamation (No. 11 of 1922), as amended, relating to the freedom of movement of Natives is reproduced in document A/AC.73/L.3/Add.1, Question 52, para. 4. No further amendments to these provisions were made during the period under review.

6. By Government Notice No. 9 of 2 January 1954, however, the Administrator empowered Native headmen, in cases of serious illness, to issue travelling passes valid for five days to residents of Native Reserves to enable them to consult a doctor (SWAG 1801, p. 17).

Natives (Urban Areas) Proclamation, 1951

7. The following sections of the Natives (Urban Areas) Proclamation, 1951 (No. 56 of 1951), as amended prior to the period under review, are reproduced in document A/AC.73/L.3/Add.1, Question 52, para. 8, as relevant to the question of freedom of movement:

- (a) Section 9: Segregation of Natives in urban areas
- (b) Section 10: Restriction of right of Natives to enter an urban area for certain purposes
- (c) Section 11: Introduction of Natives into urban areas where registration of Natives is in force
- (d) Section 12: Removal of Natives who have unlawfully entered an urban area
- (e) Section 13: Residence and congregation of Natives within five miles of urban boundary
- (f) Section 22: Proclaimed areas and the powers which may be exercised therein
- (g) Section 23: Possession of certificates or documents by persons other than owners
- (h) Section 24: Statistical returns to be rendered by urban local authorities to Administrator
- (i) Section 25: Removal of redundant Natives from urban areas
- (j) Section 26: Manner of dealing with idle, dissolute or disorderly Natives in urban areas



(k) Section 27: Curfew

(l) Section 35: Savings

(m) Section 38: Continuation of existing locations, etc.

8. Further amendments to five of the above-listed sections were made during the period under review by Ordinance No. 25 of 1954. This Ordinance substituted new sections for sections 10, 11, 12 and 26, and amended the provisions of section 22 of the Natives (Urban Areas) Proclamation, 1951 (SWAG 1846, pp. 885-890). These changes are dealt with below.

9. Under section 10 of the Natives (Urban Areas) Proclamation, 1951, as amended prior to 1954, the Administrator was required, if requested by resolution of an urban local authority, or could on his own motion after consultation with the urban local authority, declare by notice in the Gazette that no Native could enter that urban area to seek or take up employment or to reside therein except on conditions to be prescribed by the Administrator in the Gazette notice; the Administrator was also authorized to repeal or suspend the operation of the Gazette notice. Section 11 contained provisions restricting the introduction of Natives into urban areas where the registration of Natives was in force, and section 12 dealt with the removal of Natives who had unlawfully entered an urban area.

10. Under the new provisions introduced by Ordinance No. 25 of 1954, Natives other than permanent residents or persons born in the area, instead of being restricted from entering particular urban areas notified in the Gazette, are restricted from remaining in any urban area unless permission is granted in the case of each individual Native. Pursuant to an amendment adopted by the Legislative Assembly during its consideration of the draft Ordinance, the revised provisions of sections 10 to 12, as set out below, will not come into operation until a date to be fixed by the Administrator by notice in the Gazette (SWA, LA, 1954, pp. 30-31; Ord. 25/1954, sec. 12 (2)). Such a notice had not been issued as of the beginning of 1955.

11. Sections 10 to 12 of the Natives (Urban Areas) Proclamation, 1951, as inserted by Ordinance No. 25 of 1954, read as follows:

RESTRICTION OF RIGHT OF NATIVES TO REMAIN IN CERTAIN AREAS

10. (1) No native shall remain for more than seventy-two hours in an urban area unless -

- (a) he was born and permanently resides in such area; or
- (b) he has worked continuously in such area for one employer for a period of not less than ten years or has lawfully remained continuously in such area for a period of not less than fifteen years and has not during either period been convicted of any offence in respect of which he has been sentenced to imprisonment without the option of a fine for a period of more than seven days or with the option of a fine for a period of more than one month; or
- (c) such native is the wife, unmarried daughter or son under the age of 18 years of any native mentioned in paragraph (a) or (b) of this sub-section and ordinarily resides with that native; or
- (d) permission so to remain has been granted to him by a person designated for the purpose by the Administrator, or if the urban local authority in accordance with the provisions of section twenty-two exercises any of the powers referred to in paragraph (a) of sub-section (1) of that section, that urban local authority.

(2) An officer so designated shall issue to any native who has been permitted to remain in any such area a permit indicating the purposes for which and the period during which such native may remain in that area; Provided that -

- (a) where a native has been permitted to remain in any area for the purpose of taking up employment, the period of validity of the permit shall be limited to the period during which he remains in the service of the employer by whom he has been engaged;
- (b) where a native has been permitted to remain in any area for the purpose of seeking work, the period of validity of the permit issued to such native shall be not less than seven or more than fourteen days, unless such native finds employment before the expiration of his permit, in which case the permit shall remain valid until the expiration of the period during which such native remains in the service of the employer by whom he is engaged:

Provided further that no permit may be issued in terms of paragraphs (a) or (b) of the preceding proviso except in accordance with regulations which the Administrator may issue for the purpose of maintaining a labour quota for a particular urban area or for some similar purpose.

(3) Any native who, having obtained employment within an area referred to in sub-section (1), has been refused permission to remain in that area, may appeal against such refusal to the chief native commissioner, whose decision of any such appeal shall be final, and the native commissioner or magistrate having jurisdiction in that area may, in the event of such an appeal being lodged, in his discretion grant permission to the native concerned to remain in the area in question pending the decision of the chief native commissioner on the appeal.

(4) Any person who contravenes any provision of this section, or who remains in any area for a purpose other than that for which permission so to remain has been granted to him, shall be guilty of an offence.

(5) In any criminal proceedings against a native in respect of a contravention of the provisions of this section, it shall be presumed until the contrary is proved that such native remained in the area in question for a period longer than seventy-two hours.

(6) The Administrator may, if requested thereto by a resolution adopted at a duly constituted meeting of any urban local authority, by notice in the Official Gazette declare that for such period as may be specified in the notice the provisions of this section shall not apply in respect of the urban area under the jurisdiction of that urban local authority.

#### EMPLOYMENT OF NATIVES IN CERTAIN AREAS

10. bis (1) No person shall employ any native in any urban area unless permission to seek or take up employment has been granted to such native by the officer designated under sub-section (1) of section ten or the provisions of paragraph (a), (b), or (c) of the said sub-section apply in regard to such native.

(2) Any person who contravenes any provisions of sub-section (1) shall be guilty of an offence.

#### INTRODUCTION OF NATIVES INTO CERTAIN AREAS

11. (1) No person shall introduce into any area a native who in terms of section ten is prohibited from remaining in that area except under permit referred to in sub-section (2) of that section or induce or assist such a native to enter any such area, except with the written permission of the officer referred to in the said sub-section, and subject to such conditions as he may determine, including, in the case of a native who is intended to be employed in that area by the person to whom such permission is given, a condition requiring that person to give security to the satisfaction of such officer that, at the termination of the contract of employment entered into with the native such native will be returned to his home or last place of residence.

(2) Any person who contravenes any provision of sub-section (1) shall be guilty of an offence.

(3) Whenever the Administration (including the Railway Administration) has introduced any native, who is in its employ or whom it intends to employ, into an area referred to in sub-section (1), it shall, at the request of the officer designated under sub-section (1) of section ten, at its own expense return that native to his home or last place of residence if it does not take that native into its employ or if any contract of employment entered into between it and that native has expired or has been terminated.

#### REMOVAL OF NATIVES WHO UNLAWFULLY REMAIN IN CERTAIN AREAS

12. (1) A native who has been convicted under sub-section (4) of section ten or has been introduced into any area in contravention of the provisions of sub-section (1) of section eleven, may under a warrant issued by a magistrate or native commissioner and addressed to a police officer, be removed to his home or his last place of residence.

(2) A magistrate or native commissioner may, in issuing any warrant under sub-section (1), order that the cost of removal of such native be met from money found in his possession or otherwise belonging to him or accruing to him from any source.

(3) Any person convicted under sub-section (2) of section eleven of having introduced a native into or having induced or assisted a native to enter any area in contravention of the provisions of sub-section (1) of that section may be required by order of the court which convicted him, made at the time of his conviction or at any time thereafter, to pay the costs of removal of the native under a warrant issued in terms of sub-section (1).

(4) A warrant may be issued under sub-section (1) or an order made under sub-section (3), notwithstanding the fact that a penalty has been imposed under this Proclamation or any other law in respect of the offence in question upon the person against whom the warrant is issued or the order is made.

12. Ordinance No. 25 of 1954 amended section 22 of the Natives (Urban Areas) Proclamation, 1951, to provide, inter alia, that the Administrator may by notice in the Gazette declare any urban area or any other area "in which there is a large number of Natives" to be a proclaimed area subject to the provisions of that section. Prior to this amendment, the declaration of an area as a proclaimed area was limited to urban areas in which land was reserved and accommodation provided for occupation by Natives (i.e., locations, Native villages, hostels, etc.) or to any other area "in which Natives are congregated in large numbers for mining or industrial purposes". The relevant text follows, the material in brackets indicating the words deleted by Ordinance No. 25 of 1954 and that underlined the words inserted by the amending Ordinance:

22. (1) The Administrator may by notice in the Gazette declare any urban area (the local authority of which has, either before or after the commencement of this Proclamation, made or has been required to make any of the provisions mentioned in section two) or any area, defined in such notice, (in which natives are congregated in large numbers for mining or industrial purposes) in which there is a large number of Natives, to be an area, (hereinafter called a proclaimed area) subject to the provisions of this section, and may exercise in respect of that area or may by the said notice or by any subsequent notice require any urban local authority to exercise in respect of the whole or any part of that area, such of the

following powers as may be specified in the said notice or in any subsequent notice: (for text of the powers enumerated in section 22 (1), paras. (a) to (h), <sup>1/</sup> see document A/AC.73/L.3/Add.1, Question 52, para. 8) (P. 56/1951, as amended; SWAG 1846, p. 888).

13. Section 26 of the Natives (Urban Areas) Proclamation, 1951, as amended, was replaced by the section reproduced below, introduced by Ordinance No. 25, of 1954. Any changes which appear substantial are indicated in footnotes to the revised text of section 26, which reads as follows:

MANNER OF DEALING WITH IDLE OR UNDESIRABLE NATIVES

26. (1) Whenever any authorized officer has reason to believe that any native within an urban area or an area proclaimed in terms of section twenty-two -

(a) is an idle person in that -

(i) he is habitually unemployed and has no sufficient honest means of livelihood; or

(ii) because of his own misconduct or default (which shall be taken to include the squandering of his means by betting, gambling or otherwise) he fails to provide for his own support or for that of any dependant whom he is legally liable to maintain; or <sup>2/</sup>

(iii) he is addicted to drink or drugs, in consequence of which he is unable to provide for his own support or is unable or neglects to provide for the support of any dependant whom he is legally liable to maintain; or <sup>2/</sup>

(iv) he habitually begs for money or goods or induces others to beg for money or goods on his behalf; or <sup>2/</sup>

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<sup>1/</sup> Ordinance No. 25 of 1954 also altered the wording of paragraph (e) of section 22 (1) by substituting for the words "entered the proclaimed area" the words "has in terms of section ten been authorized to remain in the proclaimed area for the purposes of seeking employment". This revision brings the wording of paragraph (e) of section 22 (1) into conformity with the revised text of section ten, as introduced by Ordinance No. 25 of 1954.

<sup>2/</sup> The provisions of this paragraph did not appear in section 26, as amended prior to 1954.

(b) he is an undesirable person in that he -

- (i) has been convicted of contravening sub-section (1) of section twenty of the Native Administration Proclamation, 1928 (No. 15 of 1928),<sup>3/</sup> or an offence mentioned in the Third Schedule to the Criminal Procedure and Evidence Proclamation, 1935 (No. 30 of 1935),<sup>4/</sup> other than an offence against the laws for the prevention of the supply of intoxicating liquor to natives or coloured persons; or
- (ii) has been convicted of selling or supplying intoxicating liquor, other than kaffir beer, or of being in unlawful possession of any such liquor, or has been convicted more than once within a period of three years of selling or supplying kaffir beer or of being in unlawful possession of kaffir beer; or
- (iii) has been required under paragraph (c) of sub-section (1) of section twenty-two to depart from a proclaimed area and has failed to depart therefrom, or having been required under paragraph (e) of that sub-section to depart from such an area, has failed to depart therefrom within the period specified in terms of that paragraph or has returned thereto before the expiration of the period so specified; or
- (iv) being a female prohibited, under paragraph (d) of sub-section (1) of section twenty-two, from entering any area for any purpose mentioned in that paragraph without the certificates prescribed in that paragraph, has entered that area for such a purpose without the said certificates, or having entered the area, has failed to produce the said certificates on demand by an authorized officer,<sup>5/</sup>

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<sup>3/</sup> Provides that any person who utters any words or does any other act or thing whatever with intent to promote any feeling of hostility between Natives and Europeans shall be guilty of an offence.

<sup>4/</sup> Lists offences a third or subsequent conviction whereof renders the offender liable to be declared an habitual criminal under Chapter XVII of the Proclamation.

<sup>5/</sup> Prior to the 1954 amendment a Native could also be adjudged idle or disorderly under section 26 if he had "without leave or other lawful cause habitually absented himself during working hours from his employer's premises or other place proper for the performance of his work" (sec. 26 (1) (h)).

he may, without warrant, arrest that native or cause him to be arrested and any European police officer or officer appointed, under sub-section (1) of section twenty-one<sup>6/</sup> may thereupon bring such a native before a native commissioner or magistrate who shall require the native to give a good and satisfactory account of himself:

Provided however that in a case where the grounds of arrest are those appearing in sub-paragraph (ii) of paragraph (b) of this sub-section the native commissioner or magistrate, in lieu of taking the action there indicated, shall first satisfy himself of the native's convictions for selling or supplying or being in unlawful possession of intoxicating liquor, including kaffir beer, and if he is so satisfied and the convictions number two he may, and if they number more than two he shall, take action in accordance with the provisions of sub-sections (3) and (4) as if he had declared the native to be an undesirable person in terms of sub-section (2).<sup>7/</sup>

(2) If any native who has been so required to give a good and satisfactory account of himself fails to do so, the native commissioner or magistrate enquiring into the matter shall declare him to be an idle or an undesirable person, according to the circumstances.<sup>8/</sup>

(3) If a native commissioner or magistrate declares any native to be an idle or undesirable person, he shall <sup>8/</sup>

(a) by warrant addressed to any police officer order that such native be removed from the urban or proclaimed area and sent to his home or to a place indicated by such native commissioner or magistrate, and that he be detained in custody pending his removal; or

(b) if such native agrees to enter and enters into a contract of employment with such an employer and for such a period as that native commissioner or magistrate may approve, order that such native enter

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<sup>6/</sup> Officer appointed to manage and inspect Native affairs in urban area.

<sup>7/</sup> The proviso in this sub-section did not appear in section 26 as amended prior to 1954.

<sup>8/</sup> Under the comparable provision in force prior to 1954, such action by the Native Commissioner or magistrate was permissive rather than mandatory.



into employment in accordance with the terms of that contract and, if he deems fit, that such native be detained in custody pending his removal to the place at which he will in terms of that contract be employed.<sup>9/</sup>

(4) In addition to any order made in terms of sub-section (3), the native commissioner or magistrate may further order that the native concerned shall not at any time thereafter, or during the period specified in the order, enter any urban or proclaimed area indicated in the order, not being the area in which he was born and permanently resided at the date of the order,<sup>10/</sup> except with the written permission of the Chief Native Commissioner.

(5) Any native commissioner or magistrate having jurisdiction in the area in question may suspend the execution of any warrant or order issued in terms of sub-section (3) for any period and on any conditions determined by him.

(6) If any native enters any urban or proclaimed area in contravention of an order made under sub-section (4), he shall be guilty of an offence, and the court convicting him of such offence shall by warrant order that, after he has paid any fine or served any period of imprisonment to which he may be sentenced in respect of that offence, he be dealt with as provided in paragraph (a) of sub-section (3).

(7) Any dependant of any native, who is ordered to return home or is removed to any place, may at the request of the urban local authority or of such native or dependant be removed, together with his personal effects, at the public expense, to the said native's home or the place to which he has been ordered to be removed.<sup>11/</sup>

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<sup>9/</sup> The provisions of paragraph (b) did not appear in section 26 as amended prior to 1954.

<sup>10/</sup> The area of birth or permanent residence was not excluded under the comparable provision of section 26 as amended prior to 1954.

<sup>11/</sup> The provisions of this paragraph did not appear in section 26 as amended prior to 1954.

(8) A native commissioner or magistrate enquiring into any matter under this section -

(a) may authorize the finger prints of any native, who, in terms of this section, is required to give a good and satisfactory account of himself, to be taken;<sup>11/</sup>

(b) may from time to time adjourn the enquiry and may in such case order that the native concerned be detained in a gaol or in a police cell or lock-up or other place which such native commissioner or magistrate considers suitable, or release him on bail mutatis mutandis as if he were a person whose trial on a criminal charge in a magistrate's court is adjourned;<sup>11/</sup>

(c) Shall keep a record of the proceedings and may, in his discretion, summon to his assistance two natives to sit and act with him as assessors in an advisory capacity.

Implementation of certain provisions of the Natives (Urban Areas) Proclamation, 1951

14. The areas set aside as proclaimed areas, prior to the period under review, under section 22 of the Natives (Urban Areas) Proclamation, 1951 (No. 56 of 1951), as amended, are listed in document A/AC.73/L.3/Add.1, Question 52, paras. 9-10). The succeeding paragraphs 11 to 15 deal with the application to these areas of section 9 of Proclamation 56 of 1951 relating to the segregation of Natives in urban areas, the regulations issued for the proclaimed areas, and location regulations issued for urban areas.<sup>12/</sup>

15. During the period under review, Karasburg was added to the list of proclaimed areas by Government Notice No. 298 of 1953 (SWAG 1784, p. 878) and provision was made for the segregation of Natives in the area under section 9 of Proclamation No. 56 of 1951 (GN 297/1953; SWAG 1784, p. 877). Regulations were also applied to this proclaimed area (GN 299/1953) (SWAG 1784, pp. 877-878).

<sup>11/</sup> The provisions of this paragraph did not appear in section 26 as amended prior to 1954.

<sup>12/</sup> It should be noted that the 1950 Government Notice declaring Aroab a proclaimed area, as well as the related Government Notices concerning the segregation of Natives, regulations for the proclaimed area, and the establishment of a Native location (GN 240-246/1950; SWA Laws, 1950, pp. 656-660) were withdrawn in 1951 (GN.201/1951; SWA Laws, 1951, p. 292).

16. Defined areas were set apart as Native locations in Tsumeb in 1952, and in Maltahohe and Stampriet in 1953, and an area of land reserved in 1932 for the extension of the existing location in Mariental municipality was extended in 1954 (GN 126/1952, SWAG 1673, p. 2818; GN 171/1953, SWAG 1767, p. 419; GN 273/1953, SWAG 1783, p. 775; GN 87/1954, SWAG 1820, p. 383). In addition, a further area was approved for the residence of Natives in Tsumeb (GN 127/1952; SWAG 1673, p. 2819).

17. Native Location regulations made by the Tsumeb, Maltahohe and Stampriet Village Management Boards were approved by the Administrator in 1952, 1953 and 1954, respectively (GN 325/1952, SWAG 1726, pp. 3568-3573; GN 324/1953, SWAG 1792, pp. 980-984; GN 66/1954, SWAG 1817, pp. 310-315).<sup>13/</sup> The regulations approved for the Tsumeb Native location were applied with modifications to the further area approved for the residence of Natives in that Village Management Board area (GN 326/1952, SWAG 1726, p. 3573). In addition, existing Native location regulations for the following urban areas were amended during 1952, 1953 and 1954: Keetmanshoop (GN 61/1953, SWAG 1744, p. 102); Gobabis (GN 318/1952, SWAG 1726, p. 3565); Luderitz (GN 56/1952, GN 293/1954; SWAG 1659, p. 2561, SWAG 1867, p. 1388); Okahandja (GN 134/1952, GN 245/1953; SWAG 1679, pp. 2865-2866, SWAG 1780, p. 714); and Swakopmund (GN 4/1952, SWAG 1649, p. 2401).<sup>14/</sup>

18. Curfew Regulations. The areas for which Government Notices relating to curfew regulations were issued after 1946 are listed in document A/AC.73/L.3/Add.1, Question 52, para. 16. During the period under review, revised curfew regulations were issued for Karasburg (GN.134/1953, SWAG 1757, p. 268) and curfew regulations were issued for the following additional areas:

Grootfontein (GN 135/1952, SWAG 1679, p. 2866)

Otjiwarongo (GN 162/1952, SWAG 1684, p. 2932)

<sup>13/</sup> The texts of these Native location regulations are contained in the South West Africa Government Gazette and are available upon request to members of the Committee on South West Africa.

<sup>14/</sup> The texts of these amendments to the Native location regulations are contained in the South West Africa Government Gazette and are available upon request to members of the Committee on South West Africa. The texts of the original regulations, however, all of which were issued prior to 1952, are not available in the files of the Secretariat.

19. These regulations as well as the regulations for Aus, the text of which is now available (SWAG 1734, p. 3764), provide that no Native shall be in any public place within the relevant municipal area between the hours of 9 p.m. and 4 a.m., without a written permit, signed by his employer or another authorized person. In the case of Otjiwarongo, the regulations specify "no native, male or female" and the hours fixed are between 9 p.m. and 5 a.m.

20. Restrictions on entry of Natives into urban areas. Reference is made in document A/AC.73/L.3/Add.1, Question 52, para. 17, to Government Notices concerning restrictions on the entry of Natives into Okahandja (GN 128/1950) and Bethanie (GN 210/1952). The text of the latter Government Notice is now available. It reads as follows:

Under and by virtue of the powers vested in him by section ten of the Natives' (Urban Areas) Proclamation, 1951 (Proclamation No. 56 of 1951), the Administrator has been pleased to declare that no native shall enter the Urban Area of Bethanie for the purpose of seeking or undertaking employment or of residing therein unless one or other of the following conditions has been fulfilled -

- (i) such native has been engaged for employment in the urban area with the approval of the Native Commissioner at Bethanie, and is proceeding to take up such employment;
- (ii) the Native Commissioner after consultation with the Village Management Board of Bethanie is prepared, in view of the labour conditions then existing in the urban area, to issue to such native a permit to seek work;
- (iii) such native obtained from the Native Commissioner a permit to visit within the urban area for a limited period.

Provided that any native whose application to enter the urban area has been refused may appeal to the Chief Native Commissioner, who may give such directions as he may deem fit. The decision of the Chief Native Commissioner shall be final (SWAG 1700, p. 3122).

21. Removal of Natives from Urban and Rural Areas. A sum of £1,000 has been appropriated annually since 1948-49 for the removal of Natives from Urban and Rural Areas, as compared to £100 in the two preceding years. Expenditure during 1949-50 (see under Question 44, para. 63) amounted to £184 and the following year to £168 since, owing to the difficulty of applying the law as it stood then, fewer Natives were ordered to remove from urban areas than was anticipated.

22. In 1951, legislation for the "removal of redundant Natives from urban areas" was introduced in the Natives (Urban Areas) Proclamation, 1951, which consolidated and amended earlier related laws. Expenditure for the removal of Natives from urban and rural areas during 1951-52 and 1952-53 amounted to £696 and £609, respectively, the notes to the accounts for 1952-53 indicating that the number of removals was less than anticipated due to the fact that the steps contemplated for tightening control in urban areas were delayed. During 1953-54, however, £1,158 was spent for this purpose, the notes to the accounts for that year indicating that "the success of the two temporary urban area control officers was more than could be anticipated" (SWA, Accounts, 1946-47 to 1953-54, under budget heading showing expenditure on Native Affairs).

Extra-Territorial and Northern Natives Control Proclamation, 1935

23. The substantive text of this Proclamation (No. 29 of 1935), as amended prior to the period under review, is reproduced in document A/AC.73/L.3/Add.1, Question 52, para. 18. The Proclamation was further amended during 1953 and 1954 by Ordinances No. 25 of 1953 and No. 11 of 1954.

24. Ordinance No. 25 of 1953 introduced a provision restricting an employer from retaining the services of an extra-territorial or northern Native beyond the original contract period without the permission of the Administrator. The Ordinance inserted the following proviso at the end of the second paragraph of section 6 (2) of the Proclamation:

Provided that, subject to the provisions of paragraph (g) of sub-section (4) of section six, no person, whether a bona fide farmer or not, shall further employ any extra-territorial or any northern

native after the expiry of his contract of service, unless he has obtained the permission of the Administrator in terms of section six bis hereof.

25. In addition, the 1953 Ordinance increased the penalties provided in section 15 of the Proclamation for contravention of or failure to comply with the provisions of the Proclamation. Prior to 1953, the Proclamation provided for a maximum fine of £10 or imprisonment with or without hard labour for a maximum of two months, or both, or to imprisonment without the option of a fine. The amending Ordinance altered the maximum fine to £25 and the maximum imprisonment to three months (SWAG 1774, p. 591).

26. Ordinance No. 11 of 1954 amended sub-section (4) (g) of section 6 of the Extra-Territorial and Northern Natives Proclamation, which requires, inter alia, that such a Native, if his contract other than with Consolidated Diamond Mines was entered into on or after 1 November 1949, must return to his domicile of origin within the periods specified (after a maximum of 24 months or after working a maximum of 600 shifts from the commencement of his contract).

The 1954 Ordinance introduced the following proviso at the end of paragraph (g):

Provided that the periods mentioned herein may be altered by the Administrator in his discretion by notice in the Official Gazette (Ord.11/1954, sec. 9; SWAG 1846, p. 858).

#### Vagrancy Proclamation, 1920

27. The provisions of this Proclamation (No. 25 of 1920), as amended, are reproduced in document A/AC.73/L.3/Add.1, Question 52, paras. 26 and 27. There have been no amendments to this Proclamation during the period under review. Attention is called, however, to the following information, contained in the Official Yearbook of the Union of South Africa for the year 1952-53, relating to the application of the Proclamation:

...Natives are allowed to select their own masters, and strict instructions have been issued against forcing natives to take service with particular masters against their will. When a native is dilatory in finding employment, an employer may be indicated, and if he refuses to engage himself, he may be prosecuted under the Vagrancy Proclamation. Before sentencing natives under the vagrancy laws, magistrates are required to give the offenders an opportunity of taking employment in preference to undergoing imprisonment. Certificates of exemption from labour may be granted to natives having visible means of support, such as possession of stock. Persons unfitted for labour by reason of old age or physical infirmity are ipso facto exempted persons (SA, Yearbook, 1952-53, p. 1173).

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