

20052/N/82

30/11/82

C3466

Noll4 Kimberley to Bulwer 30/11/82 p216

Xeroxed

Reserve - formal extent of authority

"Her Majesty's Government have had under their consideration your a leand comprehensive reports on the settlement of Zululand, contained in your despatches of Augsut 25 and Ocytobers. (Nos 79 and 106.)

2 You have already communicated to me by telgraph the main conclusions of the former reports, and the correspondence by telegraph which undued between us is recorded in my despatch to you of Augsut 17 (no56)

3 Her Majesty's Government entirely agtee with you that the fatal defect in the present settlement is the want of a duly recongnised and adequate paramount authority i in Zululand.

It has been clearly shown by the course of events that in the absence of such authority no permanent tranquility can be hoped for in that country.

4 One mode of soving the difficulty would be, as you observe, to engraft the paramount authority of the British Crown on the present system of appointed Chiefs, but such an assumption of power would invove an extension of responsiblity which, as you are aware, Her Majesty's Government are not prepared to undertake.

5 It would, in the opinion of Her Majesty's Bovernment, have been most unwise to add the whole of Zululand to the long list of native territories brought during recent years under British rule, the government of some of which has become a source of serious weakness and embarassment.

^{It}he only alternative which remained was the restoration, partial or complete, of Cetywayo.

6 Her Majesty's Government agreed with you, t at on grounds of good faith locations must be assigned to such of the Chiefs as might not be willing to return under Cetywayo's rule, and it follows that for this purpose a certain part of the territory must be reserved

7 I informed Cetywayo w en he was in England, that such a reservation would be

made made, but without indicating to him where the line would be drawn, as I was not then in possession of your views as to the precise boundary.

8 My telegram of the 28th instant has acquainted you with the decision at which Her Majesty's Government arrived after carefully considering the line proposed in your despatch of October 3.

9 Proceeding on the principle that no more country should be reserved than is necessary to enable us to fulfill our obligation to the Chiefs and people unwilling to remain in Cetywayo's territory, Her Majesty's Government came to the conclusion that it would not be desirable to reserve more than the country now under the Chiefs John Dunn and Hlubi, especially as a large tract of country is to be assigned to Usibebu ~~xxxxx~~ the three districts which will thus be restored to Cetywayo, instead of being reserved according to your proposal, are Gaozi's and Faku-ka-Ziningo's countries, and part of that of Seketwayo.

10 As Seketwayo and Faku-ka-ziningo are reported by you to be ready to accept Cetywayo's rule, HMG see no adequate reason for withdrawing the districts now under them from the territory to be restored to Cetywayo.

Although as you point out, it may not be safe to assume that because certain of the appointed Chiefs are favourable to Cetywayo there are not amongst the Chiefs and people under them some who are adverse to his restoration, it seems to be improbable that where the appointed Chiefs are willing to accept Cetywayo, any such number of people would desire to migrate as could not be accommodated in the territory to be reserved, nor indeed in any case does it appear to Her Majesty's Government to be possible to conclude with any certainty, until Cetywayo is actually restored, that your view that many Zulus will be compelled to leave the country replaced under his rule is well founded.

11 With regard to Gaozi's country, it is true that Siunguza, the Regent, is stated by you to be strongly opposed to Cetywayo's return; I do not, however, gather from your report that Siunguza is a Chief of much influence or authority, nor is Gaozi's country a large one, so that it may be presumed that the number of persons likely to migrate from that country into the reserved territory would not be very great, and the Umlatoosi

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river will form a convenient natural line of boundary of Cetywayo's territory.
12 I havenot overlooked the objection which may be ufged against the adoption of the Umlattosi as the dividing line on the ground that John Dunn's country being thus made conterminous with the territory under Cetywayo, there will be danger on account of the enmity existng between Dunn and Cetywa o of quarrëls arising between them

13 It appears to me, however, that this danger may be guarded against by placing on the immediate border some of the Chiefs who may migrate from Ctywayo's territory, and that t the position of Dunn, according to your scheme of administration of the reseved territory as subordinate to the British Commissioner, would be such as render i not difficult to prevent him from giving cause of offence to Cetywayo, more expecially as it appears from your report that he has little or no hold upon the Zulus living in his country.

14 he position of Usibebu is undoubtedly a peculiar one, and Her Majesty's Government concur with you that for the forcible reasons given in your report, the best mode of dealing with ~~his~~ his case is to assign to him a separate district with the boundaries and on the conditions proposed by you.

15 I desired you, by telegraph, to make known these arrangemnts to Cetywayo, through Sir Hercules Robinson, and to obtain his formal engagement to abide by them. I do not see any sufficient ground for varying the other ~~the~~ conditions communicated to him in ngland. they were well considered at the time, and having been agreed to by Cetywa o, it is better that, unless for any very special reason, they shoud not now be varied.

It will be necessary, however, that he should undertake to defray the expenses of the British Resident.

16 A very important portion of your report is devoted to the suggestions which you make for the administration of the reserved territory, for which you have drawn out a complete and clearly explained shceme.

17 U.I may ovserve, in the first place, as I have already informed you by telegraph, that Her Majesty's Government cannot authorise the use of the term "protected territory".

18 Her Majesty's Government entirely agree in your proposals that "the necessary means for the maintenance of good order and for the defence of the protected territory shall be furnished by the several Chiefs and headmen living in the protected territory in such manner as may be provided by concert and agreement between the Resident Commissioner and the several Chiefs and headmen " and that "the Resident Commissioner ^{shall have the} ~~and the several Chiefs~~ ^{power} ~~to call out~~ all native male adults living in the protected territory for military service in defence of the protected territory or for the maintenance of the public order."

19 These being the conditions laid down as to defence, it would give rise to misapprehension, and weaken the sense of responsibility of the inhabitants for their ~~own protection~~ own protection, to use the term "protected territory" which would imply that the inhabitants are to depend for defence not on themselves, but on the British power.

20 It is true as you point that, "if the restored ex-King should be tempted to break the conditions.....it may become necessary for Her Majesty's Government to enforce its authority...."

21 If this case should ever arise, Her Majesty's Government will deal with it according to the circumstances at the time, but meanwhile Cetwayo will be bound by his engagement not to transgress the limits assigned to him, and his obligation to fulfil his engagement and the right of the British Government to enforce it will not be strengthened by the use of a term which would be inconsistent with the ~~and~~ declaration which you propose to make, and of which Her Majesty's Government approve, that the ~~a~~ territory should be an independent native territory. I would suggest as a convenient appellation for the territory, that it should be denominated the Zulu Native reserve.

22 So much must depend on the numbers and character of the Chiefs and people who may elect not to remain under Cetwayo's rule, that it seems to Her Majesty's Government that it would be premature at once to settle the details of the administration of this reserve. It will be sufficient at present to appoint a Resident Commissioner, with the general functions described by you, to take the necessary preliminary steps.

the most urgent question of detail appears to be as to the body guard of European police.

207 23 I am^{30/11/82} disposed to think it would be better that the European elements could be limited to a small number of offices who should organize a Native police; but on this/218/ point³ the Commissioner will be able to give valuable advice when he has had an opportunity of consulting the Chiefs and people themselves on the spot.

24. With regard to your proposals to provide money compensation for the appointed Chiefs who may incur losses in consequence of the new arrangements, I feel considerable doubt as to the prudence or necessity of holding out to them the prospect of receiving a money payment, moreover it must be very uncertain whether the requisite sums could be provided from local funds to which alone recourse could be had for this purpose.

25. I have only to add that Her Majesty's Government regard it as of great importance that no more time should be lost in effecting Cetwyao's return to Zululand.

26 the decision to restore him having been taken, it is obvious that it is most undesirable in the interest both of Natal and of the Zulu nation, that the interval of uncertainty and unrest which must prevail until his actual return should be prolonged.

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Original draft /E.F./

I am directed by the Earl of Kimberley to request you that he desires to incite the attention of the LL of the Treasury to the necessity of making some provisions, by way of advance and also of final charge, to enable him to carry out the policy which Her Majesty's Govt have decided to pursue in South Eastern Africa.

2 The Settlement of Zulu affairs effected by Lord Woseley in 1879 has often a time proved unstable, and latterly broke down altogether giving rise to a state of disquiet in South Eastern Africa, the continuance of which it was impossible to allow either in local or Imperial interests and after very grave consideration Her Majesty's Govt decided that the proper course to pursue would be to restore to King Cetwayo under due safeguards the government of the greater part of his former kingdom reserving certain portions of it, however, as to provide a territory for such of the chiefs appointed in 1879, and such of his former subjects, as might fall it

4
Final draft (Kimberley)

I am directed by the Earl of Kimberley to request you to ^{draw} the attention of the LL of the Treasury to the necessity of making provision to enable him to carry out the policy which Her Majesty's ^{govt} ~~policy~~ have decided to pursue with respect to the settlement of Zululand.

2 Experience has shown that the Settlement of Zulu Affairs effected by Sir Garnet Woseley in 1879 ~~after~~ cannot be maintained and it has been decided by Majesty's Govt to restore to King Cetwayo under certain conditions the greater portion of the territory formerly subject to him, removing certain districts in order to provide locations for such of the chiefs, and people as may be unwilling to return under his Rule.

[illegible]

In the further HMG undertook for the better security of peace on the border that Her Majesty should exercise a certain amount of protection and control within so much of the reserved territory as lay between Cetywayo's country and Natal

One of these districts which is on the North Eastern border of Zululand will remain under the government of Usibebu a chief appointed by Wesley the rest of the reserved territory

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abutting on the fronteier of Natal will be
constituted an independent territory under
the supervision of a British Resident Comm
issioner.

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3. It was left to Sir H Bulwer the Gov for Natal and H M Spec Comm for Zulu Affairs to devise the detailed measure for carrying out this policy in the first instance and his views and proposals will be found in the accompanying Report, dated the 3rd/10. In the latter part of this Report, to which I am to request that you will draw Their Lordships special attention, Sir Henry Bulwer has gone into the question of the future revenue and expenditure of the reserved and protected territories and of the expenses immediately attending the restoration of Cetewayo from Cape Town to Zululand and has urged that a sum of £10,000, equal to the estimated ~~sum~~ expenditure of the first year, should be placed at the disposal of the Resident Commissioner on account of the uncertainty as to the time at which the first collection of hut tax can be affected.

4. It will be seen from Lord Kimberley's reply to Bulwer of which copies are enclosed that HMG are inclined greatly to restrict the amount of protected territory

3 I am to enclose a copy of a report dated Oct from Sir H Bulwer the Gov of Natal and H M Spec Comm for Zulu Affairs, in the latter part of which will be found his recommendation in detail as to the future administration of this latter territory

their Lordships will observe that it is proposed that the whole of the expenses of the administration shall be provided eventually from the revenues of the territory itself but Sir H Bulwer urges that a sum of £10,000, equal to the estimated expenditure of the first year, should be advanced by the Government it being uncertain when the first collection of hut tax can be made.

4. It will be seen from Lord Kimberley's replies to Bulwer of which copies are enclosed ~~4~~ (Tel 28/11 recording despatch of 30/11) that H M G have largely reduced the extent of territory to be reserved and that there

to be reserved, and that~~xt~~ they regard the formation of any estimated of revenue and expenditure as premature until it is known what Chiefs and people will remove from Cetywayo's territory. In the meantime however, they desire that the Resident Commissioner of the Territory (on whom will devolve the duty of installing Cetywayo)* should be appointed, and I am to recommend that the sum of £ ** may be advanced to defray his necessary expenses and remuneration. The British Commissioner is not the same as the Resident with Cetywayo, mentioned in the correspondence. The Expenses of the latter officer when appointed will be defrayed by Cetywayo himself. Lord Kimberley proposes to address Bulwer in more detail on the question of the finances of the reserved territory, and to impress on him that whatever its size ~~and~~ or population, the expenses of government should be kept down as much as possible, and further that the most exact regard must be paid to the preparation of estimates and the supply of accounts and returns so as to prevent a recurrence of those departures from sound financial principle which the

*I suppose this is so EF No A^WLH

** 3000?

territory to be reserved, and that they regard the preparation of detailed estimates of revenue^e and expenditure as premature until it is known what Chiefs and people will remove from ~~Cetywayo~~ the territory assigned to Cetywayo. In the meantime, however, the appointment of a Res Comm for the Reserved Territory must be made immediately, and I am to request that the sum of £3000 may be advanced to defray the expenses of the installation of Cetywayo and the maintenance of the British Commissioner & his establishment. This British Commissioner is distinct from the Residents with Cetywayo, also mentioned in the correspondence. The Expenses of the latter officer when appointed will be defrayed from a source of money which will be paid yearly by him to HM Government to defray all expenses which may be incurred by them in connection with his territory. Lord Kimberley proposes to address Bulwer in some detail on the question of the finances of the reserved territory, and to impress on him whatever its size or population, the expenses of government must be placed on a very economic basis and must be kept strictly within the local revenues

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" Mr Hemming

Zululand

Please have a letter drafted to WO inclosing the latter part of Sir H bulwer's despatch of Oct 3 " /p209 nr bottom of pate 'It is no considered' / "and requesting that instructions may be fien by telegraph to the officer commanding in South Africa to provide, after ~~xxx~~ consultation with Sir H.B. such a force as may be adequate to meet the requirements of the service described in the extract from the despatch "

RLWH

(x) to Robinson (Substance) 30/11/82

"With refer to your private letter of the 8th inst /?_/. Cetywayo's country has been enlarged by the decision which was telgraphed to Bulwer on the 28th Bulwer will communicate it to you. You should use your influence to remove any hesitation of Cetywayo."

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the LL of the Treasury have had more than once to define in recent years in S. Africa.

5. I am further to inform their Lordships ^{/Handwriting changes at this point for first} that the arrangements for Cetywayo's return to draft but second is still Kimberley's . Zululand, & this installation in the territory final draft identical to first until progress* which is to be assigned to him, are now in progress*, and Kim desires to obtain their Lordships' sanction for the expenditure which must necessarily be incurred

The duty of receiving Cetywayo on his arrival in Zululand and conducting his installation the throne has been entrusted to Sir T Shepstone.

Lord Kimberley

and for urgent reasons must be pressed forward without any delay. and Kim therefore requests their Lordship's sanction for the expenditure which must necessarily be incurred. Lord Kimberley has approved Sir H Bulwer's proposal to entrust the duty of receiving Cetywayo on his arrival in Zululand and conducting his installation to Sir T Shepstone who from his long experience of native affairs is specially qualified to undertake this mission.

7. His Lordship will ^{/as in original draft/} desire Bulwer by tel to furnish approximate and estimate of the probable cost, and to give Sir T Shep stringent instructions as to the necessity of keeping the expenditure within the estimate, as of rendering detailed & accurate accounts duly couched so far as may be possible. ^{/latter part rather I think /}

/Hemming thinks there is nothing to be done 'I fear' and it goes up the line till Derby who tells that it is worth consideration/

"It is well worth considering whether as Mr Fynn's retirement - which should in that case be authorized by telegraph - we should not tell Cetewayo that his flagrant disregard of the conditions of his restoration disintitle him to the support given / the presence of a British Resident. It is evident that till Cetewayo is crushed or victorious there will be no peace in Zululand. We had better ~~very~~ concentrate our attention our attention & care to the reserved territory & ~~less~~ let them fight it out. Removing the Resident from Cetewayo & leaving the Resident in the reserved territory would emphasize our position EA 13/6

/Decided on 11284 to say that HMG will consider the withdrawal of the Res if Cet continues to disregard the conditions.

