

"something" which has been permitted to develop and progress without proper planning. To achieve successfully a desired result, all the stages in development should be decided upon well in advance. Consideration regarding the establishment of a new township emanates from a need, and, if properly planned, its completion over a period of years should fulfil that need.

To find out the requirements for the satisfaction of that need it is necessary to ascertain the number of people who require immediate housing; those who will require housing in the future through both natural increase in population as well as the industrial, commercial and residential development of a town, and the number who will reside under family conditions as opposed to those who will require accommodation in single quarters. The financial ability of the people concerned to pay for the housing that will be provided must be ascertained as well as the type of houses which will be demanded by those people; the religious denominations which are important when the allocation of church sites in the township is considered; the racial or tribal affiliations of each individual for ethnic grouping purposes; and very important, the constitution of the family itself, particularly as far as children are concerned, for the adequate provision of educational and leisure time activities. All these important details should be carefully gathered by means of a socio-economic survey and the knowledge gained therefrom tabulated to reveal a true picture of the need that must be satisfied to achieve the best results.

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Armed with the knowledge of the size and detailed nature of the problem, land that will lend itself to development as a township must be sought. Factors such as its proximity to the places of employment where most of the inhabitants will earn their living, the availability of adequate and inexpensive transport facilities, and ensuring that the area selected has a hinterland for future expansion, must be taken into account. Having successfully acquired the land, either with the consent of the owners or by expropriation, the ice has been broken and the real work commences. Before any attempt to start laying out the township can be made, a detailed contour survey of the area has to be undertaken for, among other things, storm water drainage is an extremely important aspect of the layout. The old idea of "square blocking" the whole of an area for township purposes has fallen out of favour in the concept of modern town planning and has been replaced with designs which are more attractive and convenient to the inhabitants.

It is hardly necessary to point out that throughout every stage in the planning of a Bantu Township the question of economics must be taken into account as an ever present over-riding factor, and the greatest difficulty is "the cutting of one's coat according to one's cloth". I imagine that it would be relatively easy to plan a township in which nobody could afford to live. When embarking upon a scheme for the establishment of a Bantu township, and particularly one such as Daveyton, so large that its completion will involve a capital expenditure of £7,000,000, economics must play an

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extremely important role. The first portion of Daveyton is planned to accommodate 8,000 families and 4,500 single natives in as short a time as is humanly possible. Thereafter the remaining area will be developed in the normal course of events until eventually 13,000 houses are completed. Funds permitting, it is hoped to complete the 8,000th house before the end of March, 1958. In order to illustrate my arguments to follow extensive reference will be made to Daveyton in the light of actual experience.

An ounce of fact is worth a ton of theory.

Decision must be reached as to whether a Bantu township project will be economic or whether moneys will have to be found from other sources to subsidise the scheme. If a sub-economic project is the choice, then the sources of revenue will have to be found from among the Bantu residents themselves, because it is becoming progressively more impossible for the general rate fund of an urban local authority to subscribe towards the Native Revenue Account. Besides, it is not good policy for one section of a population to be dependent upon another, for the trend will be for the enterprise and efficiency of those in the sub-economic group to suffer and deteriorate. The enterprising section carries and supports the unenterprising with the result that the inefficient element remains less productive. The propelling force of thought for progress which always exerts itself in an economic community and obliges its members to apply reason to their commitments and requests, is absent in a subsidised society.

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In the financial structure of the planning of a new township there are two distinct aspects, each of which requires attention and subscribes towards making the whole economic, namely, the houses in which people are to live on the one hand and the services essential to their living in those houses on the other.

Except in extraordinary cases a native township must provide the following buffers:

- (i) A strip of five hundred yards in width between the built up area of the native township and the European town or the residential area of any racial group other than a native group.
- (ii) A strip of two hundred yards wide between the built-up area and all other external boundaries, except where a National road forms the boundary, in which event provision must be made for a buffer strip of 500 yards; and in the case of a Provincial or Divisional Council main road, then 300 yards. Along all other roads a 200 yards buffer is to be reserved.

The buffer areas may not be used for any purpose other than the planting of trees or for the siting of an essential service such as a reservoir where the highest point is in that area. The satisfaction of this requirement can therefore push up the overall cost of the purchase of the ground considerably and also reduce the effective area available for township purposes. In the first planned section of Daveyton an area of 498 acres out of 1564 acres forms the buffer which is 32.2% of the whole area. The following is a further break-up of

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this portion:-

- (i) Roads (40 miles) 237 acres.
- (ii) Parks and open spaces 156 acres.
- (iii) Bantu Education 104 acres
- (iv) Sportsfields 42 acres
- (v) Civic Centre 32 acres
- (vi) Hostels 34 acres
- (vii) Cemetery 30 acres

Whilst some of the above areas will be common to the extension of Daveyton, they are specifically mentioned to indicate the large area that has to be acquired and reserved before a beginning can be made in the detailed survey for actual housing. My personal opinion is that the requirements are on the liberal side but as open spaces can always be utilised to good purpose in the future, should the need arise, I would not quarrel with the present formula.

The Daveyton scheme will be an entirely economic venture and it will be realised that initial costs in an undertaking of this magnitude compared to annual income are of necessity very high. For example the interest and repayments on the purchase price of the land commence from the date on which the sale of land is concluded and, before any income can be derived, certain essential services must be provided. Revenue collections only commence with the populating of the area.

The basic policy regarding houses is to provide for a man only what he can afford. The more affluent members of the community may either build their own homes to their own design or extend the houses built by

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the Council.

Having decided that the provision of houses shall be on an economic basis, the next issue is the essential services and amenities necessary for making it possible for the people to be able to occupy them under healthy conditions. These services can be divided into revenue producing projects and those which are non-productive. Under the former can be classified the following:

- (i) Water
- (ii) Electricity
- (iii) Shops
- (iv) Cinemas
- (v) Brewery and Beer Halls

Among the non-productive may be included:-

- (a) Road Construction
- (b) Crèche
- (c) Clinic
- (d) Schools
- (e) Old People's Home
- (f) Social Centre and Library
- (g) Market
- (h) Swimming Bath
- (i) Administrative Buildings
- (j) Workshops and Stores
- (k) Government Buildings
- (l) Sportsgrounds.

A cardinal principle in developing a native township as an economic unit is to finance revenue producing projects by way of loans, and non-revenue producing services from income and accumulated surpluses. It must also be borne in mind that whilst some projects

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may be semi-productive (e.g. rentals from Government buildings, social centre, etc.) the annual recurring expenditure on the running and maintenance on others is likely to be considerable. In order to demonstrate the important role played by the revenue producing projects in the economic set-up of a township, I propose to deal with each in some detail and to illustrate my arguments by quoting actual figures incurred at Daveyton.

Water Supply:

To instal a water supply to the boundary of the township cost £133,800 financed against the Services Levy Fund. Of this amount £103,000 is by way of a ten year loan against the fund. The cost of this service (together with other essential services to the boundary of a native township) is therefore not reflected in internal cost of administering the township and without the Services Levy Fund it would have been extremely costly, if not financially impossible from the Native Revenue Account point of view, to provide immediately various essential services.

The internal reticulation which includes metering the supply to each house, providing water in the kitchen and bathroom and one stand pipe in the garden costs £176,000 in respect of the first 8,000 houses. The householder pays at a tariff and whilst there is a deficit of £879 during the first year, a small surplus is reflected thereafter which is expected to increase as the loan charges are repaid and development in the area proceeds.

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It has been the practice in the past to impose a site rental to meet the cost of the services incidental to living in the houses. Instead of this charge being a composite all-inclusive amount of say £1.5.0 per month, the residents at Daveyton pay 15/- per month which covers the purchase of the land, administrative charges, an amount for road construction, general maintenance and sanitation. It has been my experience that where a house is provided with unmetered water and no separate direct charge made for the commodity, an unreasonable wastage has resulted. The consumption per family in the other native townships in Benoni where houses were not metered amounted to over 4,000 gallons per month. On metering the supply to these houses the consumption dropped to below 1,000 gallons per month. In the following year the income on water will be £23,000 against an expenditure of £22,500, reflecting a profit of £500. Had the water not been metered the shortfall through wastage would have been considerable. A double saving to the overall Native Revenue Account is resultantly effected and each member of the community participates in making the project economic.

Electricity:

One of the most important services next to the supply of water is electricity — an essential in a township of the dimensions of Daveyton. If in the reticulation of electric energy, street lighting alone is provided, the annual recurring costs in loan repayments and interest together with the cost of the current used can become unbearable to the main native revenue account.

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If, however, current is supplied and metered to each house the income derived therefrom will not only eradicate this expenditure but create a further saving by transferring the amount from the debit to the credit side of the Native Revenue Account, and so release a substantial sum of money for use in other directions. Most important of all, the cost of electric current to individual consumers is less than they would have to pay for the old-fashioned methods of lighting by either candles or oil.

The cost of taking electricity to the boundary of Daveyton will amount to £99,400 as a direct charge to the Services Levy Fund of which an amount of £83,000 will be by way of a short term loan. The total cost of providing internal electricity reticulation, wiring of houses, installation of meters and house connections amounts to £439,000 in respect of the first 8,000 houses. As the impact of the loan charges precedes actual income from consumers, the deficit in the first year amounts to £11,600 whilst the profit in the fourth year will exceed £5,000.

Beer:

The Native Beer Account is by far the most important revenue producing project in large urban local authorities where they have the exclusive right to manufacture and sell this commodity. I am not concerned with the principles of the system at this juncture but with the practical side of the question.

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Whilst in Benoni a modern Brewery as well as a large Beer Hall function in the other native townships, a very large and up-to-date Brewery and Malting Plant is nearing completion in Daveyton at a cost of £60,000. Adjacent to it, a beer hall and beer gardens are being erected at a cost of £40,000. This being a revenue-producing project, is financed by way of an external loan.

In the "Five Year Master Plan" prepared in respect of Daveyton, the following estimates of revenue and expenditure may be of interest:

	1955/56	1956/57	1957/58	1958/59	1959/60
<u>ADMINISTRATION:</u>					
<u>DAVEYTON.</u>					
Expenditure	156,619	219,508	248,482	272,425	273,182
Income	98,019	176,917	230,224	269,092	274,151
Surplus	-	-	-	-	969
Deficit	58,600	42,591	18,258	3,333	
<u>BEER ACCOUNT:</u>					
<u>DAVEYTON</u>					
Expenditure	3,526	45,974	51,453	53,588	53,581
Income	-	86,256	111,072	123,360	123,360
Surplus	-	40,282	59,619	69,772	69,779
Deficit	3,526	-	-	-	-
<u>SERVICES LEVY:</u>					
<u>DAVEYTON.</u>					
Direct Expenditure	223,023	72,079	56,100	-	33,620
By Loans	5,132	41,700	51,300	51,300	64,100
Total	228,115	113,779	107,400	51,300	97,720

It will be observed from the above table that apart from the Services Levy Fund (£884,714), the Beer Account forms an extremely important part in the economics



of a venture of such magnitude. Whilst the accumulated surplus of the Beer Account in the other townships will be utilised during the first few years to assist in the development of Daveyton the position taken as a whole will be financially sound in the third year.

In terms of the latest amendment to the Natives (Urban Areas) Act, two-thirds of the profits made on the sale of Native Beer may be used virtually for any purpose in Native townships, whilst one-third may only be used on expenditure of a welfare nature. This amendment has been welcomed by local authorities, as a considerable amount can thus be expended on such very essential but non-productive projects as the construction of subsidiary roads, storm water drainage and the provision of sewerage either by way of grant or loan. In the overall "Master Plan" for five years of the Benoni Native Revenue Account, the Beer Section of the account reflects the following:-

Estimated Progressive Surplus.	1955/56	1956/57	1957/58	1958/59	1959/60
Two-third Account	111,655	141,115	237,809	353,043	471,477
One-third Account	87,204	119,457	159,931	206,277	254,203

These amounts are nett and do not include the recurring expenditure on current social services.

In respect of the one-third account the following capital expenditure at Daveyton has been approved and plans are being prepared:-

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(i)	Daveyton Township Hall (Social Centre and Library)	£40,000
(ii)	Clinic	30,000
(iii)	Combined Crèche and Old People's Home	45,000

The amenities should be completed during the next financial year. An interesting experiment will be the combined Crèche and Old People's Home. It will be so designed that if the innovation does not prove successful, the whole building can be converted either into a Crèche or an Old People's Home.

In terms of the amendment to the Natives (Urban Areas) Act, the Minister of Native Affairs may after due inquiry reduce the price at which Beer is retailed. It is sincerely hoped that such a step will not be taken in the foreseeable future unless another source of revenue can be substituted. Local authorities are very heavily committed and much money is being expended on research in order to improve the quality and nutritional value of Beer. In Benoni where a team of qualified Brewers from Germany are in charge of the Breweries and Malting Plants experiments on the bottling of Beer have proved successful.

The two-thirds account is absorbed into the main Native Revenue Account. The following is an indication of the other major capital expenditure which has or is being incurred at Daveyton.

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Item.	Borne by Overall Native Re- venue a/c £	Services Levy £	Total £
<u>Roads:</u>			
(i) Access and Stormwater	-	184,800	184,800
(ii) Internal	154,519	128,100	282,619
<u>Administrative Offices</u>	30,000	-	30,000
<u>Shops</u>	20,000	-	20,000
<u>Government Buildings</u>	50,000	-	50,000
<u>Bank Buildings</u>	10,000	-	10,000
<u>Sewerage</u>	626,440	273,560	900,000
<u>Water Supply:</u>			
(i) Internal	176,000	57,000	233,000
(ii) External	-	133,800	133,800
<u>Electricity:</u>			
(i) Internal	555,675	33,620	589,295
(ii) External	-	99,455	99,455
	1,622,634	910,335	2,532,969

Apart from such amounts as may be earmarked from possible accumulated surpluses during each financial year, an amount of 5/- per month per site, totalling approximately £24,000 per annum, automatically reverts to a Road Fund which is sufficient to maintain two gangs occupied in the construction of roads.

The crux of the matter is that certain essential revenue producing projects financed from loan funds must pay for themselves whilst other trading enterprises must cover the costs of providing and maintaining non-revenue earning but necessary amenities on the "pay-as-you-earn" system and so ensure that the overall scheme is maintained on an economic level.

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Realising the tremendous importance of an efficient transport service to convey native workers to and from their places of employment, an Inter-Departmental Committee has been appointed to investigate this problem in the larger centres. The committee consists of the General Manager of the South African Railways as Chairman, the Secretary of Finance, Secretary of Transport, Secretary to the Union Treasury, Chairman of the Land Tenure Advisory Board and the Under-Secretary for Native Affairs (European Areas). Excellent progress has already been made. In the case of Benoni, a double railway line to be electrified is being taken to the outskirts of Daveyton and a spur provided to a point within the township so situated that any resident will be within walking distance of the station. The estimated total cost of the scheme is £2,000,000.

#### "SITE-AND-SERVICE"

Among the most outstanding recent developments in urban native administration has been the endeavours during the past few years to overcome the housing shortage. The truth of the old adage "where there's a will -- there's a way" has been proved. One has only to look to various urban centres whose native housing problem but a few years ago seemed impossible of solution, to see and realise the great strides which are being made in that direction. The accent has been on providing houses on an economic basis and stress has been laid on developing housing projects from site-and-service schemes. I propose to deal first with the latter

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of these two trends.

The Minister of Native Affairs, Dr. H.F. Verwoerd, is quoted in the September, 1955 issue of "Bantu" as aptly summarising the housing position in a speech he delivered to the Federated Chambers of Industry, at Cape Town, on 26th May, 1954, when he said:-

" We accept that for quite a long time to come these Bantu in the urban areas must be accommodated. Huge numbers must, however, sometimes be dealt with in as short a time as possible — numbers so large that this country cannot undertake the financial burden if we must house them within a brief period on lines which would fully fulfil all expectations. Everybody realises that to build houses for the Bantu on the basis of a structure costing £600-£800 is an impossible task — even though the cost of housing has been brought down, it is quite impossible to find either the funds or the materials or the labour to build within a short period and even in this fashion for all those who may legitimately be said to need housing. What must be done? Must we build for 5 per cent or 10 per cent and forget the other 90 per cent? Must we have then as illegal squatters or illegal lodgers either in Bantu residential areas or European backyards?"

Two months after the Minister's speech in Cape Town, the Secretary for Native Affairs advised local authorities that the rapid commercial and industrial expansion of the past decade had caused an unprecedented influx of natives into urban and peri-urban areas and resulted in an inability on the part of local authorities to keep pace with the provision of suitable and adequate housing for the ever increasing urban native population.

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To solve this problem as economically and as speedily as possible, the site-and-service scheme was devised by the Native Affairs Department as an adjunct to the normal provision of housing.

It is not my intention to go into the finer details of the scheme as Mr. Wm. C. Mocke, Senior Urban Areas Commissioner, Pretoria, dealt with this subject very fully in his address at the annual conference of the Institute of Municipal Engineers held at Livingstone, Northern Rhodesia, some months ago. Permit me however to refer to a few of the more salient features.

The scheme in respect of each site can be classified into two categories:

(a) Site: The Native is allocated a site which he must occupy.

- (i) He then hires a contractor to build a house for him, or
- (ii) he (or someone else) lays the foundation and as a start erects one room (i.e. stage housing); or
- (iii) the local authority builds the house and lets or sells it to him; or
- (iv) if he is financially unable to build, he erects a "native type" house in the corner of the plot and awaits the erection of a standard type house in due course.

(b) Services:

- (i) A temporary latrine on each site, or a temporary latrine which can be converted into a permanent one in due course;
- (ii) Communal water supply within a distance of 500 feet of any site (i.e. one stand pipe every 1,000 feet);
- (iii) Refuse removal.

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In Daveyton a site-and-service scheme has been introduced on a large scale. After the area had been laid out as a model township, the sites surveyed, pegged and numbered, the necessary internal roads were graded. Water reticulation was laid on and standpipes interspersed at points approximately 1,000 feet apart. As the disposal works serving Benoni were too far distant, an earth hole-boring machine was acquired capable of sinking a hole about 16 feet deep and 21 inches in diameter on each site. A contract was entered into for the initial supply of 6,000 latrines and pedestals. The superstructures consist of air-entrained concrete cast in panels and bolted together. The whole is capable of being dismantled and re-erected should it become necessary to move it to another position. When sewerage is installed the superstructure, capable of being fitted with a cistern, is moved to its permanent position and plastered. This latrine which costs about £20 (including boring of the hole) therefore forms a permanent part of the ultimate scheme. The next step was to allocate a site 45 feet by 75 feet to a family who erected a temporary "shack" of old (or new) corrugated iron or split poles in one corner of the site. The disestablishment of the Apex Emergency Camp, nine miles from Daveyton, where more than 20,000 squatters were living in shacks on sites 30 feet by 30 feet commenced on 1st April, 1955. Operations started early in the morning and within a matter of hours the removal was in full swing. Shacks at Apex were demolished, transported by their owners to Daveyton and re-erected in the corner of the sites so allocated.

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Each site-holder was given a number to affix to his shack and issued with a refuse bin.

On that first day a total of 431 people moved from Apex to Daveyton, by the end of April the figure had grown to 7,087 and on the 25th June, 1955, just under three months after this mass exodus had started, 23,225 people comprising 3,969 families had settled at Daveyton. The move was entirely voluntary but concomitant with very severe administrative headaches as it was actually planned to take from 12 to 18 months.

Dr. Ellen Hellmann was herself a witness to these proceedings on the 16th April, 1955, by which date 5,632 people had already settled in Daveyton, and I am sure she would dispel any doubt that may be entertained as to the possibility of the achievement.

Concurrent with the move extensive home building activity was taking place by both my own building section and by private contract. No sooner had a family arrived and settled than building material was dumped on the site, excavations commenced and building proceeded. The psychological reaction on seeing one's future home being erected right on the spot with little or no delay can well be imagined. The site-holder himself jealously guarded against the pilfering of building material which has been experienced on other housing schemes. In many cases the people planted trees and hedges whilst their houses were being erected. By the time the house was roof-high some of the more energetic

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and ambitious started building little verandahs in front of their homes or constructing pavements leading to the front doors. As the completed houses are occupied, the temporary shacks behind them are demolished, the split poles being used for firewood, and the corrugated iron either sold to my Department for use in french drains, or to new arrivals for the building of their temporary premises. Soon after occupation, the houses which are complete with kitchen sinks and have showers in the bathrooms, are connected to the water mains. A stand pipe is also provided in the garden and each site is then fenced.

The total number of houses which will be completed and occupied by the end of March, 1956, will be 3,692 financed from a housing loan the first allocation of which is £900,000.

Whilst for some time the area may resemble an emergency camp, it should be realised that with the exception of the "shacks" (which are only very temporary) whatever is accomplished in the area forms part of the permanent project.

The success attained in the establishment of a site-and-service scheme depends upon sound and far-sighted planning and the quality and efficiency of the organisation entrusted with giving effect to that planning. There must be created a deliberate object to be achieved within a specified time. The personnel in charge of the operation must carry out their work

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vigorously and every detail must receive close supervision.

Houses constructed from National Housing Funds must not exceed £250 in cost for reasons which are apparent. The underlying principle is to house as many families as possible in as short a time as possible. At Daveyton a three-roomed house plus a kitchen and bathroom with a shower is being constructed of brick by my Department at a cost of £209 and by a private contractor using "no-fines" concrete construction at £215. The latrine costs £20 and fencing £11, making an overall cost of £240 and £246 respectively. These houses are let at £2.10.0. per month.

The emphasis of late is placed on economic housing schemes and the principle of keeping the Bantu self-supporting is being carefully followed in Benoni. Finance plays such an important role in any big scheme that it must always receive first consideration. Owing to the tremendous back-log in housing the aim must be to build as cheaply as possible and to provide for the homeless but "economic" people first. This may sound unjust but it is the only practical way. You may, quite understandably, pose the question as to what happens to those people who are definitely sub-economic? In Benoni they will be provided with "sub-economic" houses, or rather with houses let at a smaller rental, but those houses will not be built from sub-economic funds. In a five year master plan drawn up for the Native Revenue Account provision is made for the creation of a "building

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reserve fund" from the annual accumulated surplus. This fund will be used to erect houses for hire to the lower income group at a rental equal to the redemption only (i.e. free of interest). On a house costing £250, the rental would thus be 15/- per month for the site and 13/10d per month for the building. The latter amount will be repaid to the fund in order to build more houses.

Sight should not be lost of the fact that in many cases sub-economic rentals at certain centres actually exceed economic rentals at other centres because of varying costs of houses in different schemes.

It must be conceded that never in the history of South Africa has the question of housing all the urban Bantu been tackled with such determination and vigour by both the State and local authorities, and with the fulfilment of this ideal will surely come the solving of many of our other major problems leading to an era of prosperity and happiness beyond anything experienced in the past.

#### THE BANTU IN URBAN NATIVE ADMINISTRATION

A healthy development in urban native administration in recent years has been the transfer to the Bantu of more responsibility in their own areas, and the creation of avenues through which they can be given the facilities to assume that responsibility.

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Where post offices are established in Bantu Townships the Postmaster and his staff are all natives. In the organisation of the South African Police, all ranks up to that of Sergeant are filled entirely by natives. At Daveyton a commercial banking concern has been permitted to establish a branch on condition that native staff is employed and that Europeans will occupy only supervisory positions.

Administrative:

In the municipal set-up at Benoni clerical posts in various grades of seniority have been created. The commencing inclusive salary of a second grade clerk is £33 per annum whilst the maximum salary of a chief clerk is £540 per year. The minimum qualification for appointment to the post of clerk is a matriculation certificate or its equivalent, but several incumbents are in possession of University degrees whilst one has actually obtained the B.A. and L.L.B degrees; qualifications which no doubt will prove most useful should native courts be established in terms of the Bantu Authorities Bill. All the cashiers and ledger keepers in the Townships are natives. The training of the native staff is in the hands of equally well qualified but sympathetic (and of course higher paid) Europeans. The Senior Superintendent, a previous Assistant Magistrate, possesses a Higher Law Certificate, whilst the Township Manager is a qualified barrister.

Although the ultimate aim is to fill all the responsible positions with Natives, this process must

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of necessity be a gradual one in order to ensure its absolute success. Insistence upon firm discipline is essential but where an incumbent fails to come up to expectations for any reason, he should be replaced by another native. At present for every European employed five natives are shown on the establishment and this ratio will increase as the senior native staff become more experienced and qualify themselves for additional responsibilities. It is my sincere hope that the Bantu will respond (and I am not pessimistic) and that they will assist in preparing the way for their eventual acceptance of full administrative responsibilities including those unpleasant tasks which invariably accompany such responsibilities. A notable recent tendency in native administration generally is the deliberate and positive determination to prove that the Bantu, if given proper guidance and sympathetic assistance can and will prove that they are able to manage for themselves. If ultimately they succeed in their local government affairs, foundations will have been laid for the undertaking of further responsibility in other fields. From the point of view of training it is important that they should start at the lowest rung in the ladder and earn their advancement, by building up a tradition and creating a pride in their accomplishments. To gain the highest rung must not be denied them because impossibility of such achievement breeds frustration. They must be made aware that the future holds possibilities for them and that earnest endeavour will reap rich rewards.



Social Welfare and Health:

As in the case of clerical staff, opportunities exist for the appointment of social workers, sports organisers and librarians, whose functions ordinarily fall under the supervision of a European Welfare Officer. With the provision of certain amenities such as sportsfields, social centres, crèches, old people's homes and other facilities, it is the duty of welfare personnel to assist and guide the Bantu community to do things for themselves. The means to an end having been provided, the people themselves must use those means to gain the end.

There has been a tendency among some welfare officials employed by local authorities, to regard as their main function the obtaining and free distribution of comforts without giving a thought to obtaining some tangible acknowledgement from the recipients. This approach has had a deleterious effect on urban Bantu communities by creating the impression in the minds of the people that whatever is provided or done for them is merely an entitlement and rarely good enough; it lifts from the shoulders of those who should be bearing it, a healthy and necessary sense of responsibility and eventually gives rise to demands and requests so unreasonable in their substance as to be impossible of putting into effect.

In the direction of municipal health services, the increasing employment of Bantu health inspectors has

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been accelerated owing to the difficulty in obtaining qualified European Health Inspectors. I see no reason why the entire health staff in a Bantu Township should not be natives. There are already a number of qualified native medical doctors practising in urban areas and the employment of Bantu medical officers in Native township clinics should be a sine qua non to the provision of such a service. I do not suggest that the European Medical Officer of Health should discontinue his supervision from an administrative point of view.

It is the policy of the Department of Native Affairs that European doctors may not establish their practices within proclaimed native townships, but the law does not prohibit a European medical practitioner from entering a proclaimed area in order to visit and attend his patients. Although several Bantu doctors have and are still practising in the various native townships in Benoni, some have had to withdraw as the Bantu prefer to be treated by a European; the majority still seem to have more faith in a white doctor. I submit that employment of progressively more Bantu doctors in municipal clinics would contribute towards rectifying this rather unfortunate position by cultivating the confidence of the Bantu in the Bantu.

Engineering Section:

An important branch of my Department in Benoni is the Engineering section. Among the reasons for the creation of this branch in the Non-European Affairs Department (and not the Town Engineer's Department) is

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that under the former, the question of employing the Bantu in responsible positions will be facilitated. Whilst those posts occupied by Europeans consist of engineers, an architect, building superintendents, roads foremen and clerks of works, the remaining positions as far as possible are filled by suitably qualified Bantu. Selected natives are continuously being trained by the European staff to undertake work previously only performed by Europeans. Positions including artisans, chargehands, plant operators, carpenters, bricklayers, plumbers, painters and glaziers are all filled by natives at fairly attractive wage scales. I understand that a number of natives are attending an Engineering Course at the Witwatersrand University and I foresee a great future for them. As far as Benoni is concerned, I am convinced that they could be absorbed in Daveyton, where the employment of the Bantu in these skilled positions has been a great success. A beer hall costing £40,000 is being built entirely by Bantu skilled workers under the supervision of one European Clerk of Works. Bright prospects exist for Bantu engineers in Native Townships and they should be given every encouragement to follow this profession. It is incumbent upon the authorities concerned to provide avenues of employment for them.

Trading:

Trading in urban Bantu townships is restricted to natives only, and whilst facilities for all types of

/trading.....



trading are being made available it is regrettable that no pharmaceutical businesses will be possible of establishment at this stage because of the non-existence of qualified Bantu chemists. The apparent difficulty at the moment is that there are so few Bantu, if any, being apprenticed to chemists that it has not been possible for the South African Pharmacy Board to provide academic training for students. I am informed that no college is prepared to establish a three-year training course for the diploma for only about ten or twelve aspirant non-European pharmacists, but I have no doubt that this obstacle will be overcome in due course.

Allegations have been made that Bantu traders are being exploited by certain types of wholesalers. Whilst this may be true, experience has unfortunately also shown that among the worst exploiters of the Bantu are some of the Bantu traders themselves; overcharging and supplying short weight are common occurrences. In making this observation, I am not suggesting for one moment that other races should be allowed to trade in native townships, for my attitude is that if the Bantu are to be exploited in trade, let it at least be by their own people and not by those of another race.

It will naturally take some time for the Bantu trader to attain the same level as European business men, and during this period the best lessons will be learnt through "trial and error" in the process of which the unsuccessful Bantu businessman will fall by the way and others will take his place.

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