Draft by General Purposes Committee - 18th June, 1959.

Re: COMMITTEE APPOINTED BY THE ADMINISTRATOR TO INVESTIGATE THE QUESTION OF SEPARATE LOCAL GOVERNMENT CONTROL FOR COLOURED GROUP AREAS.

Sir,

- 1. I am directed to refer to your letter of the 25th April, 1959 which has been submitted to the Council.
- After very careful consideration the Council has come to the conclusion that any idea of breaking off from the City of Cape Town areas populated by Coloured people and making these small areas into separate local authorities would be impracticable.
- 3. The Council would not be averse to a greater measure of local autonomy being established according to sound democratic principles but knows of no area within its borders capable of survival as an independent local authority without substantial assistance financially and administratively from adjacent authorities or from the Provincial Administration. Geographically Athlone, Kensington and Windermere may appear to be capable of separation but financially it is impracticable.
- the Council is of opinion that the comparatively low rateable valuation of property in Coloured areas, the limits set by law on the rates that may be imposed, but above all the generally low earning capacity of the vast majority of the Coloured population, would make it impossible for even such a concentrated area as Athlone, for example, to produce the revenue necessary for maintaining essential services and amenities and administration. Such areas would in consequence be reduced to the status of satelites of Cape Town or adjacent municipalities, or alternatively become dependent upon the Provincial Administration for assistance.

- off portions of the municipality of Cape Town means a reversal of the policy represented by the City of Cape Town Unification Ordinance No. 19 of 1913. Under this Ordinance eight municipalities were merged into one known as the City of Cape Town. The municipality of Wynberg was added to the City in 1927. The preamble to the Ordinance states that the measure was "to provide for the combination and better government of certain municipalities in the Cape Peninsula". In other words unification was in the interests of more effective, more economical and uniform administration of the whole area.
- 6. Regarding the request of the Investigating
 Committee for detailed information concerning population
 and property valuation in race group areas, the Council
 is investigating the position and is endeavouring to
 collate such information as is available and this
 information will be forwarded at a later date.
- 7. The Council requests an opportunity to place its views before the Investigating Committee and in anticipation of this request being granted has appointed the following as its delegation, viz. the Chairman of the General Purposes Committee (Councillor A.H. Honikman), Councillors N.T. Goodhew and W.L. Young, together with the Heads of Departments or their nominees.

I am, Sir, Yours faithfully,

TOWN CLERK.

The Secretary, Committee on Separate Local Government Control for Coloured Group Areas.

CITY OF CAPE TOWN. AS/PP.

3A

MEMORANDUM.

Ref. No. 89B

To the Town Clerk.

15th June, 1959.

In re: Separate Local Government Control for Coloured Group Areas.

- In regard to the above, I have to state that I consider it would be a retrograde step from the Public Health point of view to separate off Coloured Group Areas within the Cape Town Municipality and thereby deprive this group from their present share of a highly organised and efficient health service.
- 2. The Coloured population outnumbers the European population in most of the Wards of the Cape Town Municipality, of which the following are examples:

	European	Coloured. (Excluding Native and Asiatic).
Ward 10. (Athlone & Lansdowne)	5,460	47,160
Ward 6. (Lower Castle Area and Woodstock)	6,440	36,830
Ward 5. (Upper Castle Area, Bloemhof, Vredehoek	9,250	35,270
Vard 15. (Diep River to Clovelly)	11,510	27,270

- The above figures show that the greatest concentration of the Coloured population, and the greatest numerical disproportion between Europeans and Coloureds is in the Athlone/Lansdowne area, which area contains the most extensive modern sub-economic housing schemes for Coloured people erected by the City Council. The inhabitants enjoy the benefits of an efficient personal and non-personal health service from the City Council which they will not receive as a separate local authority. We must recognise the fact that the public health of the rest of Cape Town, which is in daily contact with inhabitants of Athlone who work throughout the City is closely associated with, if not dependent on the efficiency of the health services in the Athlone area.
- 4. An example of this risk is the recent outbreak of Typhoid Fever in the Fort in Johannesburg, over which the Health Department of the Johannesburg City Council had no control as the Gaol falls under a separate local government control, viz. the Department of Justice.

- 5. We have experienced similar difficulties in Cape Town in regard to recurring nuisances in areas under the control of the South African Railways and Harbours Administration; such as offensive odours emanating from the fishmeal factory in the Docks, and the inadequacy of control of the septic tank system in use at the Railway Cottages, Retreat.
- 6. In addition to the general non-personal health services carried out by this Department in Athlone, such as the regular inspection of shops, food premises, other businesses and dwellings, the investigation and control of the spread of infectious diseases, the abatement of nuisances, pest control, etc., the following personal health services are provided:

Ante-natal Clinics, Child Welfare Clinics, Immunizing Clinics (Infant and School-going). Dental Clinics, and Eye Clinics for School Children on behalf of the Provincial Administration.

- 7. Facilities are available for attendance at Tuberculosis and Venereal Disease Clinics at nearby centres, and hospital accommodation for isolation and treatment is provided for infectious cases at the City Infectious Diseases and Brooklyn Chest Hospitals.
- 8. The more affluent ratepayers subsidise the poorer ones, and the public health standards are uniformly maintained throughout the Municipality. In fact, greater stress and more attention is devoted by the Department in all its activities to the poorer section of the population as these are the persons, owing to their poor socio-economic position, who require in greater measure the promotive and preventive services provided by my Department. The proposed deviation from this, viz. the separation of the poorer areas, for a separate health service will be a costly and retrograde step.

(Sgd.) A. Stewart

for MEDICAL OFFICER OF HEALTH.

CITY OF CAPE TOWN.

Ref. 59045. "A"/DMG.

3B

MEMOR ANDUM.

To the Town Clerk.

5th August, 1959.

In re: Investigation - separate local government control for Coloured group areas.

I refer to your memorandum ref. G.18/139 dated the 3rd instant in connection with which I have the following comments to offer.

The introduction of separate local government control for Coloured group areas would not appear to create any particular difficulties in regard to the matter of the provision of electricity services, but if such areas are to be regarded as no longer a part of the Municipality a decision as to whether the conditions of supply which are applicable to other areas outside the Municipal boundaries should apply to the Coloured group areas would have to be made, and this is a matter of policy. Thus -

(A) TARIFF RATES.

The tariff rates for supplies of electricity outside the Municipal boundaries of the City of Cape Town are uniformly 20% greater than the rates applicable within such boundaries, with the exception that for the Bulk Supply Rate the surcharge amounts to 10%.

(B) PROVISION OF STREET LIGHTING.

The cost of providing street lighting services within the Municipal area is borne by the Electricity Department, in return for which it receives annually a certain sum from rates.

In areas outside the Municipal boundaries the local authority concerned has the right to determine the extent of the street lighting provided and such lighting is installed by the Department at the request of the local authority at a tariff of charges determined by the City Council which is based upon the size of lamp fitted and the hours of burning.

In addition, when the capital cost of providing street lighting is such that 25% of such cost exceeds the annual revenue to be derived at the standard tariff rates, a cash payment is required of the local authority sufficient to reduce the City Council's share of the initial cost to an amount, 25% of which is equal to the annual revenue accruing at the standard tariff.

- - - 2 -(C) PROVISION OF ELECTRICITY MAINS. Should it be necessary for the Department to extend its mains to enable a supply to be made available to a consumer or group of consumers, such consumer or group of consumers, or alternatively, the local authority having control over the township, in which the extension is provided, is required to guarantee for 5 years a revenue of 20% of the cost of extending the mains. In addition, the cost of service connections from the Department's mains to consumers' premises is borne by the consumers concerned. The Department has already established a subdepot for serving its consumers in the Athlone Area and this depot has for some time been operated by a Non-European staff under the control of a Non-European foreman who is responsible to the District Superintendent for the

Mowbray Area. This arrangement has been found to be quite satisfactory in practice.

> (Sgd.) C.G. Downie, CITY ELECTRICAL ENGINEER.

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MEMORANDUM.

Ref. A.7/8/2.

TO THE TOWN CLERK.

6th August, 1959.

in re: Investigation: Separate

Local Government Control for Coloured Group Areas.

In terms of the instructions of the Sub-Committee, I have to report on the financial and other problems affecting my Department which would arise if separate control for the Athlone Group Area is established.

The 1945 Provincial Valuation for the Athlone Group Area is included in Ward 10 of the City, and the recorded valuation of Ward 10 in force at 15th June, 1959, is as follows:-

Sites 2,479,847 Buildings 2,479,847 9,995,915

The 1956 Interim General Valuation of the area is not yet available.

Included in this valuation are several housing shemes owned by the Council, and the capital cost of establishing the schemes in this Group Area exceeds £3,000,000. A schedule of the various schemes is attached (Annexure 1).

In addition to the housing schemes, the Council owns several other properties in the area, i.e. Hall, Market, Stadium, Swimming Bath, Sewage Farm, Community Centres and T.B. Clinic, plus certain land leased to religious and sporting bodies.

Electricity and water are supplied to the area through the Council mains but, without considerable expensive research, it will not be possible to separate the capital expenditure in the Group Area of Athlone from Ward 10.

The question of reimbursement of capital expenditure incurred by the Council in the Group Area over the years will no doubt be settled by arbitration and the necessary research to arrive at the total can be undertaken departmentally in due course.

Whether the Group Area can be effectively divorced from the municipal area for administrative purposes raises serious questions, such as the supply of water and electricity, disposal of sewage, etc. etc., and until the City Engineer has had an opportunity of examining these questions, I am unable to comment.

(Sgd.) W. MacKenzie.

for CITY TREASURER.

412/45/55

CITY OF CAPE TOWN

ATHLONE GROUP AREA. VALUATIONS OF PROPERTY OWNED BY COUNCIL.

Situation	Site	Building	Total		
	£	£	£		
Athlone - Various	42,791	171,590	214,381		
Bokmakierie	15,085	185,630	200,715		
Alicedale	15,205	212,055	227,260		
Bridgetown Kew Town Silvertown.	141,885	1,429,315	1,571,200		
Belthorn (Remainder)	910	- · ×	910		
Sites (Electricity Committee)	262		262		
Sundry occupied property	405	4,530	4,935		
Add Selling Schemes -					
Belthorn	3,290	33,120	36,410		
Sunnyside	80	570	650		
	219,913	2,036,840	2,256,753		

In addition to the above, certain land owned by
Council is leased to Churches, Religious
Bodies and Sporting Organisations at a
nominal rental.

City Treasurer's Department, Electricity House, CAPE TOWN - 6th August, 1959.

ATHLONE AREA

EXPENDITURE

Sah							S_A		TALC	0	51			
S c h e m e		e	No. of Dwellings.	Land			Services		Buildings etc			. Total Cost		
				£	S	d	£	s d	£	S	d	£	S	d
Alicedale	-	Sub-Economic	258	8,814	-	-	30,823 1	2 10	99,722	10	10	139,360	3	8
Bokmakierie	-	do.	455	652	8	10	49,434	- 8	126,942	4	6	177,028	14	-
Kew Town	-	do.	813	4,586	16	-	102,203	4 8	452,584	19	4	559,375	-	-
do.	-	Economic	22				1,787 1	7 -	27,163	3	11	28,951	-	11
do.	-	do.	35				3,179		15,213	-	-	18,392	-	-
do.	-	Sub-Economic	36				2,751	2 7	16,820	3	3	19,571	5	10
Silvertown	-	Economic	594	15,274	5	4	91,097	- 6	510,225	-	10	616,596	6	8
do.	-	Sub-Economic	234	3,744	-	-	10,191 1	.6 6	140,759	14	10	154,695	11	4
Bridgetown	-	Economic	112				120,936 1	3 7	120,198	9	11	241,135	3	6
do.	-	do.	116				12,282	4 7	51,675	-	7	63,957	5	2
do.	4	do.	318	4			42,560 1	7 3	141,215	9	2	183,776	6	5
do.	7	do.	909	1			122,583 1	8 10	385,902	5	8	508,486	4	6
Link up - Kew 1	rown,	Silvertown and Bridget	own	1				8						
	-	Econ o mic	576				60,681	6 -	228,933	17	8	289,615	3	8
			4,478.	33,071	10	2.	650,512 1	5	2,317,356	-	6.	3,000,940	5	8.
SELLI	ING S	CHEMES												
Belthorn			22	2,640	-	-			21,150		-	23,790	0 -	-
do.			54	8,310	-	-			55,230	-	-	63,540	0 -	-
			136	10,950	-	-			56,380	-	-	87,330	0 -	-

City Treasurer's Department, Electricity House, CAPE TOWN - 6th August, 1959.

CITY OF CAPE TOWN. 3D

KIM.

City Engineer's Department, City Hall, CAPE TOWN. 7th August 1959.

REPORT NO. 65/59.

Ref. No: 7/2/-.

The General Purposes Committee.

In re: Commission to investigate Separate
Local Government Control of Coloured
Group Areas: Athlone Coloured Group
Area.

- 1. As directed in paragraph 4(c) of the report of the General Purposes Sub-Committee, I submit hereunder my observations on the proposals to establish separate local government control for Coloured Group Areas.
- In general, the proposals are in conflict with the present world trend towards the combination of smaller local authority units into larger bodies in order to obtain greater administrative efficiency. To this end, all over the world Joint Planning Authorities, Water Boards, Electricity Supply Commissions and similar bodies are being created to provide essential services over large areas because smaller authorities find it impossible to administer such services. The present proposals envisage the arbitrary carving up of areas now effectively administered, and whilst I deliberately refrain from commenting in detail on the administrative chaos, social dislocation and economic disintegration which could result from this policy, the following observations indicate some of the problems which could arise if it is applied in what may be regarded as a typical instance, namely, the Proclaimed Coloured Area of Athlone.
- It is appreciated that the area under consideration is only part of the larger Coloured area of Athlone and is not a separate social, economic or physical unit; but if it is increased by the absorption of the immediately surrounding Coloured areas, the problems involved will, in most cases, become fraught with even more complications than the situation described hereunder.
- 4. The portion of Athlone which has been proclaimed for Coloured occupation in terms of Proclamations Nos. 190/57 and 191/57 is shown bordered sienna on Plan No. S.P. 36 two copies of which are laid on the table.
- 5. This plan also shows:
 - (a) The use zoning of the area in question in terms of the Town Planning Scheme.
 - (b) Bordered in black dashes, the areas in which foul sewers and stormwater drains have been provided.

- (c) Bordered in black dots, the areas in which stormwater drains but not foul sewers have been provided.
- (d) Coloured brown, gravel surfaced roads.
- (e) Coloured yellow, unmade roads.
- (f) Coloured white, tarmac roads.
- (g) Coloured red, proposed roads and road widening.
- 6. The following is a review of some of the problems that would have to be met in the provision of the services the responsibility for which now vests in my Department.

7. WATER SUPPLY.

If a new local authority were set up, then it would be desirable to follow the normal procedure whereby, in conformity with good waterworks practice, outside local authorities are granted a supply from a single connection point. The necessary alterations to the reticulation would cost approximately £33,000. It would be necessary for the local authority to build up a specially skilled water distribution force, and this would have the responsibility of conducting operations in a manner adequate to guard against the spread of waterborne diseases such as typhoid and enteric. This is no light responsibility; there are many instances where failure to carry out these responsibilities adequately has resulted in serious epidemics, even in highly developed communities such as Croydon, Chicago and Minneapolis. The costs of maintaining even a small waterworks organization are fairly substantial, and there is no doubt that the price of water to the consumer would increase very considerably if a separate Athlone unit were set up.

8. The alternative, which would avoid both the dangers pointed out above, would be for the City Council to continue to distribute water in the Athlone area. This is a most unusual procedure. In addition it would almost certainly involve payment by Athlone consumers of a surcharge, although the additional amount payable would probably be less than under the alternative arrangement.

9. ROADS.

Approximate expenditure to date on roads in the Athlone area is £600,000 and the question would arise as to the responsibility for repayment of outstanding interest and redemption charges.

The Athlone area is traversed by main roads which are of vital importance to the Whole Cape Town municipal region, the most important being National Route N.2 and the Klipfontein Road/Bokmakirie Road which forms part of the link commencing at Park Road and ending with Viking Way and which within the next six years will form the most important cross road connecting the southern suburbs of the city to the northern areas.

11. Maintenance of proper conditions on this road is of vital importance; not only must the roads be kept in good physical condition - well surfaced and drained - but measures must be taken to preserve their limited access character, otherwise both capacity and safety will be very materially adversely affected.

12. STORMWATER DRAINAGE.

Approximately £400,000 has been expended on stormwater drainage in the area, and the question of repayment of interest and sinking fund charges again arises. The area is traversed by important water courses - generally, stormwater flows from the Cape Town municipal area across the Athlone Group Area by way of the West London Stream, the Blomvlei Canal and the Vygekraal River - and is again discharged into the municipal area at Hazendal. Proper maintenance of these water courses is essential if flooding is to be avoided; without it the risk of inundations even in the municipal area is materially increased.

13. SEWERAGE.

Expenditure to date on sewerage within the Athlone area is £600,000. Important trunk sewers from the Cape Town municipal area to the Athlone Sewage Treatment Plant would traverse the proposed new municipality, and major pumping stations would be located in it.

to the proper functioning of the sewerage system for the southern suburbs of Cape Town. Furthermore, the area receives sewage from the northern municipalities of Parow and Goodwood. Effective maintenance of sewerage installations in this area is naturally of paramount importance. It must be emphasised, too, that such maintenance is a primary public health concern; cross connection of sewers and drains and water supply mains is one of the gravest dangers against which public health officials must constantly be on their guard. The responsibility for trunk sewers and major pumping stations should always vest in the City Council.

15. SEWAGE DISPOSAL.

The city's most important sewage disposal plant is located in this area, and responsibility for its operation should continue to vest in the City Council.

16. CLEANSING SERVICES.

The initial cost to the new authority of providing cleansing services would be approximately £50,000 and, thereafter, the annual expenditure would also be approximately £50,000.

- 17. In addition, it would be necessary for the City Council to mechanize the Mowbray area, as the nearest disposal sites for refuse would be either Montagu Gardens, adjoining Windermere, or Crawford.
- 18. The annual figure of £50,000 for cleansing services represents 0.7d. in the £ on the Cape Town rate, but for the new area it would represent

approximately 2d. in the £. The inevitable result would be that the new authority would curtail the services, by reducing the number of refuse collections and other means, thus creating a further health hazard from disease carried by insect vectors.

- 19. If, however, special legal provision is made, the cleansing services could perhaps continue under the control of the City Council.
- 20. Administrative problems would, however, undoubtedly arise, even in such elementary matters as enforcement of regulations whereby householders must provide adequate refuse bins.

21. VALUATIONS.

The grand total of the property valuations in the area in question is as follows:-

Site Valuations ... \pounds 488,217. Building Valuations ... \pounds 4,377,543. \pounds 4,865,760.

- 22. However, a considerable amount of the property concerned is owned by the Council and developed by it into economic and sub-economic housing schemes. This property would presumably pass to the new authority which would receive no income from it by way of rates.
- Invariably in a large municipal area by far the most valuable properties are found in the central business district. The rate product of this important area is far greater than the moneys that must be expended in the provision of services in the area, and a large surplus is available which helps considerably in subsidising services in suburban areas. A new Athlone authority would be deprived of the benefit of this indirect subsidy; the net result would be curtailment of services. In view of the seriousness of the matter, it is once again stressed that curtailment of municipal services is fraught with danger to public health and that any such effects may well be felt not only in the municipality which fails to provide proper services, but in all those adjoining it.

24. GENERAL.

In view of the above it would seem that if a separate local authority were set up in the Athlone area, it would still be necessary for Cape Town to render all essential services in it. In these circumstances there would be little for the local authority to undertake.

CITY ENGINEER.

2Momo

1.	Estimated Population.
(a)	European
(b)	Coloured
(c)	Malay
(d)	Indian
(e)	Native ,
(f)	Other
	Total.
2.	Number of Municipal Voters.
	(i) Owners
	(ii) Occupiers
	Total.
3.	Estimated Breakdown of 2 above into -
	(a)(i)Owners (<u>European</u>)
	(ii)Occupiers
	Total.
	Total (b)(i)Owners (Coloured) (ii)Occupiers
	(b)(i)Owners (Coloured)
	(b)(i)Owners (Coloured)
	(b)(i)Owners (Coloured)
	(b)(i)Owners (Coloured) (ii)Occupiers
4.	(b)(i)Owners (Coloured) (ii)Occupiers
4.	(b)(i)Owners (Coloured) (ii)Occupiers Total. (c) Other
4.	(b)(i)Owners (Coloured)
4.	(b)(i)Owners (Coloured)
4.	(b)(i)Owners (Coloured)

5.	Valuation of Municipal Area.
	(a) Rateable £
	(b) Non-rateable £
	Total.
6.	Estimated percentage of 5 owned by Coloureds.
7.	Estimated number of Coloured property owners.
	Where the Coloured Group Area or Areas have already been demarcated or a fair degree of certainty already exists regarding what the area is going to be, please answer the following questions.
8.	Estimated Area of -
	(a) The whole municipal area
	(b) The Coloured Group Area
9.	Valuation of the Coloured Group Area.
	(a) Rateable £
	(b) Non-rateable £
	Total
10.	(a) Number of Coloured Owners in Group Area
	(b) Number of European Owners in Group Area
11.	Municipal Housing Letting Schemes.
	(a) Number of Sub-Economic Dwelling Units
	(b) Number of Economic Dwelling Units
	(c) Total
	(d) Valuation of (a) £
	(e) Valuation of (b) f
	(f) Total

12.	Estimated Annual Income from Rates, Tariffs, etc., in Coloured Group Area. If possible, give details in broad outline.	Comparative figures for the whole municipal area.
	£	
	£	
	£	
	£	£
	£	£
••••	£	£
	Total £	
		£
13.	Estimated Annual expenditure by Council on the administration of and the supply of services to the Coloured Group Area. Again give details in broad outline.	Comparative figures for the whole municipal area.
		£
	£	
	£	£
•••••	£	
••••	£	£
	£	£
	Total £	£
14.	Estimated Unredeemed Loan of works in Coloured Grou	Liability in respect
	(a) Housing £	
	(b) Other £	

During the past two weeks discussions took place between the Ministry of the Interior and the Cape Provincial Administration on the proposed establishment of local governing bodies for Coloureds. The discussions on the 13th January, 1959, were attended, on the one side, by the Minister of the Interior (Mr. J.F. Tom Naudé), the Deputy Minister of the Interior (Mr. P. J. Botha), the Commissioner for Coloured Affairs (Dr. I.D. du Plessis) and the Chairman of the Group Areas Board (Mr. G. de Vos Hugo) and, on the other side, by the Administrator of the Cape Province (Dr. J.H.O. du Plessis), Mr. J.M. Malan, M.E.C., Mr. A.P. Venter, M.E.C., and the Provincial Secretary (Mr. W.J.B. Slater). Thereafter the discussions were continued inter-departmentally.

After thorough consideration it was decided that the time had come for a full investigation into certain aspects of the matter and that, since local authorities fall under the Provincial Administration, such enquiry should be conducted by the Administration.

The Cape Provincial Executive Committee, at its session on the 26th January, 1959, accordingly resolved that a Commission of Enquiry be appointed, with the following terms of reference:-

To enquire into and report on :

- (1) the desirability or otherwise of already now establishing separate boards for Coloured group areas in terms of section 25 of the Group Areas Act, 1957 (Act No. 77 of 1957) or in terms of existing Provincial legislation relating to the establishment and control of local authorities;
- (2) the procedure to be followed in connection with the creation of separate boards for Coloureds which will best fit in with the functions of the Provincial Administration and which will lead to the effective control of such separate boards;
- (3) the division of powers between a European local authority or authorities and a local governing body for a Coloured group area, in order to ensure effective but separate government for each group, in those cases where, in terms of existing Provincial legislation, a local governing body must be established for a Coloured group area and such Coloured group area falls within one or more existing areas of European local authorities;

- (4) the way in which the governing bodies are to be constituted and the way in which the election of the elected members of such bodies is to be arranged in order that, as far as possible and as soon as practicable. the members of the European group may elect the governing body for the European group and the members of the Coloured group elect the governing body for the Coloured group;
- the most effective means of securing co-(5) operation between the said governing bodies;
- amendments, if necessary, to Provincial (6) legislation in order to give effect to any recommendations which may be made; and
- any other matter connected with or arising (7)from one or more of the foregoing terms of reference.

*The Commission to consist of :-

Mr. J.D. Rossouw, M.P.C. for Paarl (Chairman);

Mr. C.G. Starke, Chairman, Cape Divisional Council;

Mr. P.J. van Eck.

with

Mr. H.R. v.V. Gie of the Townships Section of the Provincial Administration, as Secretary.

(* Amended personnel vide letter from Secretary 25/4/59).

The Administrator, after consultation with the Minister of the Interior, wishes to emphasize:-

- That the proclaimed state policy to create (1) separate governing bodies for Europeans and Coloureds as and when the time is ripe, is a positive policy of goodwill towards Europeans and Coloureds and that no action of a negative nature is contemplated;
 - That the object of the policy is to (2) eliminate friction, now and in the future, and to ensure friendly co-operation between Europeans and Coloureds;
 - That this policy affords the Coloureds an (3) opportunity of eventually obtaining full authority in their own local areas and of exercising leadership in their own communities; and
 - That every possible assistance will be given (4) to the Coloureds to achieve the contemplated level of development and local self-government.

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