

THE DEPARTMENT FOR BANTU ADMINISTRATION
AND DEVELOPMENT,
P.O. BOX 304,
PRETORIA.

12TH DECEMBER 1967.

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SETTLING OF NON-PRODUCTIVE BANTU RESIDENTS
IN EUROPEAN AREAS, IN THE HOMELANDS.

1. It is accepted Government policy that the Bantu are only temporarily resident in the European areas of the Republic, for as long as they offer their labour there. As soon as they become, for some reason or another, no longer fit for work or superfluous in the labour market, they are expected to return to their country of origin or the territory of the national unit where they fit in ethnically if they were not born and bred in the homeland.
2. The Bantu in the European areas who are normally regarded as non-productive and as such have to be resettled in the homelands, are conveniently classified as follows:-
 - (i) the aged, the unfit, widows, women with dependent children and also families who do not qualify under the provisions of the Bantu (Urban areas) Act, No. 25 of 1945 for family accommodation in the European urban areas;
 - (ii) Bantu on European farms who become superfluous as a result of age, disability or the application of Chapter IV of the Bantu Trust and Land Act, No. 18 of 1936 or Bantu squatters from mission stations and black spots which are being cleared up;
 - (iii) Professional Bantu such as doctors, attorneys, agents, traders, industrialists, etc. Also such persons are not regarded as essential for the European labour market, and as such they must also be settled in the homelands in so far as they are not essential for serving their compatriots in the European areas. Normally they are well to do Bantu and by settling these people with buying power in the homelands, a great contribution can be made to the development of those territories.

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TO ALL OFFICES OF THE DEPARTMENT OF BANTU ADMINISTRATION AND DEVELOPMENT,
ALL MAGISTRATES, DEPUTY MAGISTRATES AND ASSISTANT MAGISTRATES IN THE
DEPARTMENT OF JUSTICE IN THE REPUBLIC OF SOUTH AFRICA; MAGISTRATES IN
THE TRANSKEI AND TRANSVAAL GOVERNMENT DEPARTMENTS.

The settling in the homelands of the different categories mentioned above must be carried out in one of the following ways:-

- (a) In self-contained Bantu towns in the homelands where complete services are provided in so far as there is room, and the persons to be settled are financially in a position to bear the cost of staying there. These townships are mainly developed in accordance with Government policy as substitutes for the municipal Bantu residential areas of European towns or cities situated near the boundaries of the homelands, or to provide accommodation to Bantu (and their families) employed in industries founded in the border areas. These towns are thoroughly planned beforehand and developed with South African Bantu Trust funds, mainly with dwellings of four or five rooms and where full services such as water, flush sanitation, streets and street lighting are provided. Bantu are also permitted to erect their own dwellings with their own funds according to previously approved plans. The premises are surveyed by land surveyors and the occupants are entitled, provided they belong to the ethnic group in whose area the township is situated, to purchase the properties with or without dwellings and to have them registered in their name in compliance with the provisions of Proclamation No. 295 of 1962.

Rentals or purchase instalments and monies in respect of services provided in these townships are payable monthly and they are based on the price of the land and costs of developing the dwellings as well as the costs of providing the current services, including maintenance. Examples of such townships are Umlazi in Durban, Mdantsane in East London, Garankuwa in Pretoria, Moletsi in Pietersburg and Kadadani in Newcastle.

- (b) In towns in the homelands with rudimentary services and housing. These towns are usually situated deeper into the homelands. Planning and the delimitation of premises are carried out in the same manner as in the case of the townships referred to in (a) above, but the services and housing are of a more rudimentary nature. For example, water is normally laid on only at convenient places in the streets in pillar-faucets and cesspits are used as far as possible, whilst the houses built by the Trust also usually consist of prefabricated one- or two roomed buildings which may be either purchased or rented. The monthly rentals, purchase price instalments and service fees are considerably less than those of townships referred to in (a) above.

These townships are developed for families of which the breadwinners are usually employed as migrant labourers in European areas or for the aged, widows and women with dependent children, etc. Examples of these townships are Mountain View (Osizweni) at Newcastle, Sata at Whittlesea, Bockenboutfontein at Pretoria, etc.

(c)/

- (c) In more densely populated residential areas of 1/16th to 1/8th of a morgen which are planned in suitable places in the homelands. Normally only a rudimentary lay-out on the basis of agricultural residential areas is undertaken and the delimitation need not be carried out by a surveyor, as the premises are not offered for sale. A common source of water where the inhabitants can fetch their water, either a borehole(s) equipped with a pump(s), a fountain, river or dam, is a prerequisite. The inhabitants are also expected to instal their own cesspit latrines together with the dwellings (traditional or otherwise). These settlements offer a refuge for squatters from European farms, black spots and missionary farms, to whom plots are allocated on which they may erect their own dwellings. A rental of R1-00 per annum is payable in accordance with Proclamation 92 of 1949.
- (d) On suitable trust lands where families are settled in accordance with a system of controlled squatting in order that they should not interfere with other development or extension schemes there, rather than that they should remain as squatters in European areas. They can gradually be moved, if necessary, to any of the towns under (a) or (b), or to a denser residential area referred to under (c) above. The land must be quickly laid out on the basis of an agricultural settlement and the plots chained off. Here there is also no question of a sale of the premises. A common source of water as referred to in (c) above must be available before settlement can take place. This method of settlement is also recommended to settle squatters from European farms, black spots or mission stations quickly, where they can then provide their own traditional type of dwellings with cesspit latrines. Here also an annual rental of R1-00 is payable in terms of Proclamation 92 of 1949.

4. Both methods of settlement referred to under (c) and (d) above are ancillary and complementary to the settlement of tribal families in existing agricultural residential areas in terms of General Circular No. 22 of 1959. The allocation of land, rudimentary planning and demarcation of premises is vested in district officers after consultation with Chief Bantu Affairs Commissioners. The extent of living quarters must be restricted to approximately 7/8 morgen (\pm 10,000 sq. ft.) and provision for premises for school, church and trading purposes must be made on the same basis as in agricultural residential areas. Just as in the case of agricultural residential areas the number of families settled in these two ways must be limited in accordance with water supplies and also to limit health problems to a minimum.

5. Housing.

In the case of indigent families, the aged, unfit, widows and women with dependent children from European urban areas, accommodation is erected as far as possible annually in the different townships in the homelands. These persons must not be moved to the homelands before accommodation and services are available.

Arrangements/

Arrangements must also be made by all Bantu Affairs Commissioners with tribal authorities in their areas to make annual provision in their budgets for a small number of traditional or standard dwellings for indigent fellow-tribesmen in European areas who wish to return to their tribes in the homelands. The dwellings must be erected by the tribal authorities according to the demand. If any tribe in any way experiences a shortage of funds for the purpose, this office may be approached for additional funds provided they are available.

6. Water.

It is imperative that each settlement under (c) and (d), as in the case of agricultural residential areas, should have a perennial source of water fit for human consumption. It should be within walking distance of the settlement as it is not intended to lay on water in the settlement.

If it is necessary to provide a borehole(s) or a dam for such a residential area, a reasonable estimate of the cost, including the cost of equipping the borehole, must be furnished by the Chief Bantu Affairs Commissioner to this office in order that the necessary funds may be made available.

7. Sanitation.

In the Bantu townships referred to under (a) and (b) above, sanitary conveniences, together with the housing schemes, are provided by the South African Bantu Trust. In settlements under (c) and (d) the inhabitants must be persuaded to erect their own cesspit latrines at the dwellings which they erect themselves.

8. Schools.

In the case of townships under (a) and (b) an adequate number of schools are erected together with the housing schemes. As soon as the number of families in settlements under (c) and (d) justifies it, this office must be informed of the number of classrooms to be provided in order that the necessary funds may be made available. The local Inspector of Bantu Education must be informed previously in this connection. In cases where a large number of families is immediately settled in a settlement, for example with the removal of squatters from black spots or mission stations, the schools must, if possible, be erected before the removal in order to be available when the settlements are occupied. If this is not possible, school tents must be made available until such time as the school buildings are erected. In this case also the local Inspector of Bantu Education must be previously informed.

9. Fees.

The rentals payable in the various Bantu townships under (a) and (b) are laid down and promulgated in Government Notices issued in terms of the provisions of section 46(3) of Chapter 2 of Proclamation 293 of 1962. The tariffs usually vary according to the costs of the buildings, the current services provided and the maintenance costs of dwellings and services. In the case of the settlements under (c) and (d) the costs are R1-00 per annum payable in terms of Proclamation 92 of 1959.

10. Ownership.

Premises in townships under 3(a) and (b) may either be purchased or rented. If premises are purchased with or without a dwelling thereon, a title deed is issued to the purchaser in terms of section 9(1) of Chapter 2 of Proclamation 293 of 1962 after registration thereof in the Deeds Office in terms of the provisions contained in Chapter 9. In respect of settlements under 3(c) and (d) there is no question of the sale of the premises and they are only rented to the occupants.

11. Procedure to be followed with settlement.

The different categories of Bantu considered to be unproductive in the European areas are set out in paragraph 2 above and the procedure to be followed in the settlement of each category is as follows:-

- (i) The aged, disabled persons, widows and women with dependent children and other superfluous Bantu resident in European urban areas:

In the first place it must be ascertained whether they are in receipt of a regular income, either by way of a pension, allowances of any kind, and secondly it must be determined whether they qualify under section 10(1)(a) or (b) of the Urban Areas Consolidation Act (Act no. 25 of 1945) to reside in the urban area. If a person or family does qualify they can only be settled in the homeland if they agree to it. Persuasion must continuously be exercised by the district officials in collaboration with the responsible officials of local authorities to persuade persons who qualify and are not prepared to accept settlement in towns in their homelands, to be settled in towns in their homelands on ethical grounds. The advantages accruing to settlement in the homelands for these normally indigent people are shortly as follows:-

- (a) Free accommodation is made available to them, usually in towns referred to under 3(b) and (c) above, but such accommodation can also be provided where necessary in towns referred to under (a) above for local persons.
- (b) Services provided in the towns are available to them free of charge.
- (c) Any pension or disability allowance paid by the State to them in the European area shall also be paid to them upon settlement in the homeland. Transfer of the pension or allowance to the district where the settlement takes place must be arranged in order that there may be no interruption of payments. In the case of widows and women with dependent children problems are sometimes experienced because they are still fit for employment but have no income. For their opportunities of employment must either be created by paying a monthly wage or else they must be provided with rations. The latter is an undesirable principle, and must be avoided as far as possible. Consequently work must be provided for these persons, no matter of how inferior a nature, such as cleaning streets, laying out and weeding sidewalks, planting and watering trees alongside the streets and cleaning cemeteries; any other work which they may be able to do should be provided. In other words, they must provide a quid pro quo for the wages paid to them. The cash wages will normally be low, but they

can, in accordance with the size of the family, be supplemented by means of rations which must be considered, part of the wages. The cash wages of the breadwinner must preferably be the same throughout and it should not exceed R5 per month.

- (d) For social pensioners or disabled persons who are unable to work and who have dependants, supplementary rations can be provided. Where necessary, in deserving cases, clothing and blankets can be provided but such cases should first be thoroughly investigated to ensure that there is indeed a need.

For this purpose funds will be made available annually by this office. In cases where aged persons wish to take dependent children, usually the children of their own children who are still employed in the European areas, with them to the homelands, it should be welcomed but then the case should first be thoroughly investigated and where necessary, arrangements should be made for the maintenance of such children by their own parents who are employed in the European areas in order that Government funds are not used unnecessarily for their maintenance in the homelands.

- (e) Aged persons who as a result of their infirmity are no longer self-supporting, can be admitted to homes for the aged in the Bantu homelands. The homes are exclusively intended for Bantu from the European areas. Steps must however first be taken to resettle such Bantu with relations or friends in the Bantu homelands. Bantu in the homelands must under no circumstances be removed from their family environment with a view to placing them in homes for the aged. No dependent children can be admitted to the homes. Form B.A. 1016 must be completed and forwarded to the Department. Applicants may not however be removed without the prior consent of the Department.

- (f) Provision is also made for the care of chronic physically disabled Bantu in retreats in the Bantu homelands. In this connection reference can be made to the provisions of General Circular No. 6 of 1963. Attention must especially be given to the contents of paragraphs 6, 9 and 10 of such circular.

- (g) Any persons or families without any fixed income in the European areas shall also upon settlement in the homelands be provided, in addition to free accommodation and services in the above manner, with a living until such time as they may be offered suitable employment in order to make an independent living. Bantu who are fit for work must be provided with work as soon as possible by means of the District Labour Bureau. Bantu who are normally entitled to a pension or allowance, such as the aged or disabled, or those who are not in receipt of it, must be helped in order to have it allocated to them even before settlement, if possible, but upon the explicit understanding that they be settled in the homelands thereafter.

- (h) Any fixed property or interest in fixed property which they may own in the municipal Bantu residential areas must be transferred to the local authority upon payment of reasonable compensation. The local authorities must also be approached in order to ascertain whether they will be prepared to bear the transport costs of the families, including their possessions, to the place of settlement in the homelands. The costs connected with the transfer of property and transport must be financed by the municipality from its Bantu Revenue Account. If the Account does not have

sufficient/

sufficient funds, or if the local authority is not prepared to pay the transport costs, the cost must be financed from Government funds. Adequate provisions for three days must be provided for each family upon removal to the homelands, where they will then be able again to obtain their own provisions in the area where they are settled.

(ii) Squatter families from European farms, black spots and mission stations.

For these families accommodation can be offered in townships referred to in 3(b) above if it is available and they are able to pay the rentals, but normally premises should be allocated to them in settlements as set out in (c) or (d). In the case of squatters from European farms they usually possess some cattle which they must sell before they can be settled in the homelands. The same applies to squatter families from the black spots and mission stations, who must also be apply compensated for any improvements which they abandon on the black spots or mission stations. In other words, these squatter families are not all indigent like the aged, etc., who come from European urban areas and consequently they can afford to erect their own dwellings in the traditional manner or otherwise on the settlements (3)(c) and (d) above.

(The procedure for the settlement of the land owners of black spots which are cleared up, is discussed in detail in a separate circular).

Any costs connected with the transport of squatter families from black spots, mission stations and European farms, together with their possessions, either by train or by lorry, are borne by the State. With these removals, as in the case of the settlement of the aged, etc., from European areas, rations must be provided for approximately three days. As a result of a shortage of adequate land it is not possible to settle all these people, together with their cattle, in the homelands on an agricultural basis and consequently it is imperative that, before they are settled in some town or settlement, they must first sell their cattle, sheep and goats. District officers must give all possible help by arranging cattle sales in good time in order that they may obtain the best possible prices for their livestock. As soon as these squatters are settled in the homelands with their families, steps must be taken to provide them with employment, if possible in the homeland or on European farms or elsewhere, on a migrant labour basis.

(iii) Bantu in professions, such as doctors, merchants, industrialists, agents, etc., resident in European areas.

- (a) There are at present large numbers of traders and industrialists in the municipal Bantu residential areas of the Republic who are not actually necessary there to supply the needs of their own people.
- (b) In the homelands, on the other hand, there are scores of businesses belonging to European and Indian traders and industrialists which should, according to Government policy, be taken over by the Bantu. As the homelands develop, new opportunities also arise from time to time for trading and industrial undertakings. So, for example, towns are established, agricultural residential areas are created

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or irrigations schemes are developed.

- (c) More and more attention is also now being given to the development of the homelands in the field of industry. Consequently it is most desirable that Bantu with capital means, i.e. the businessmen who are at present largely living in the European areas of the Republic, be activated and persuaded to settle in the homelands where they can make a considerable contribution to the development, extension and uplifting of their own home areas.
- (d) The Bantu Investment Corporation of South Africa was established as far back as 1959 by Act 34 of 1959, to promote and stimulate trade between the Bantu in all the homelands. Since then the Xhosa Development Corporation was established by Act No. 86 of 1965 to develop and promote trade and industrial development in the Transkei and Ciskei on a large scale. This Act also provides for the establishment of similar bodies for all other ethnic units and as development in their areas takes place corporations can also be founded there.
- (e) The abovementioned bodies render financial aid by way of long-term loans as well as guidance, counsel and advice and even training for Bantu in the homelands in the field of trade and industry.
- (f) The Department is also prepared to consider making good any disadvantages relating to the removal of Bantu trade and industrial undertakings from the European areas to the homelands on a reasonable basis.
- (g) In cases where European or Indian commercial undertakings in the homelands are taken over by the Trust at considerable cost, the Department is prepared to consider making the businesses available to suitable Bantu dealers at a reduced rental or purchase price. This is done in collaboration with and through the Bantu Investment Corporation.
- (h) If a Bantu trader or industrialist in a European area is prepared to transfer to the homelands, it must be arranged with the local authority, if the buildings belong to such trader or industrialist, to take over the building, whether business premises or dwellings, at a reasonable valuation. The capital costs incurred in such a take-over may be financed from the Bantu Revenue Account of the municipality.
- (i) The transport costs of the trader, his family and their possessions to the nearest station or siding to the place of settlement in the homelands (provided that rail transport is the cheapest; if not, road transport must be used) must be financed by the local authority from its Bantu Revenue Account. If the account is not strong enough or if the authority is not prepared to finance it from its Bantu Revenue Account, the expenses may be paid from Government funds.
- (j) All enquiries by existing or aspiring Bantu traders and industrialists who are interested in businesses in the homelands, must provisionally be referred to this office. The closest liaison already exists with the Bantu Investment Corporation and the Xhosa Development Corporation and this office usually also has information available concerning European or Indian traders in the homelands who are desirous of disposing of their businesses to the Trust or to Bantu.

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- (k) While the number of Bantu from European areas who were in a position to be settled in the homelands thus far was very small, it is abundantly clear that the interest amongst the urban Bantu in the development of the homelands is rapidly increasing and as the development there progresses and existing European and Indian owners of businesses in the homelands realise to an increasing extent that the Government is serious in its policy of separate development, it is expected that more and more opportunities for businesses in the Bantu areas will arise and that larger numbers of Bantu will gradually be settled there.
- (l) Bantu Affairs Commissioners and Magistrates in charge of districts in which, homelands are situated, must continually endeavour to persuade existing European or Indian traders in their areas to dispose of their businesses to Bantu. When these businesses are transferred, preference must naturally be given to local Bantu belonging to the tribe in whose territory such a business is situated, provided they possess the necessary knowledge and experience. If such an applicant is not available locally and the chieftain and tribe do not raise any objection to another Bantu of the same ethnical group from the European area, the necessary arrangements will be made by this office in co-operation, if necessary, with the Bantu Investment Corporation, to find a suitable applicant for the business. It should be pointed out to chieftains and Bantu authorities that it is extremely important for the community to permit businessmen with the necessary knowledge, background and business acumen to obtain trading rights in their area instead of allocating such rights to local members of the tribe who, as a result of a lack of knowledge, will not make the grade. District officers must also, when they are of the opinion that there are possibilities for new business undertakings in their areas, immediately request the Bantu Investment Corporation to investigate. If the Bantu Investment Corporation is satisfied that a business can be developed successfully, the Bantu Commissioner must immediately negotiate with the tribal authorities concerned with a view to the allocation of business rights to a suitable Bantu businessman, preferably from a European area rather than to a local member of the tribe who possibly will not be able to make a success of the undertaking.
- (m) In the case of other professional Bantu such as doctors, attorneys, agents, etc., who operate at present in European areas, the district officials must constantly keep such persons informed of developments in the Bantu areas in order to rouse their interest with a view to the eventual transfer of their activities to the homelands. At present several large cities, hospitals and clinics are being developed in the homelands where excellent opportunities already exist for professional Bantu such as doctors, attorneys, nurses, etc., to settle there successfully. Bantu owning businesses in the European areas, who show a real interest in the existing European undertakings in the homeland offered for sale to Bantu, may request that the transportation costs incurred in inspecting such businesses with a view to taking them over, be financed from Government sources. The applications must be referred to this office, with full details.

12. General.

- (a) It must be stressed here that no stone is to be left unturned to achieve the settlement in the homelands of non-productive Bantu at present residing in the European areas.

(b)/

- (b) The human factor must, however, never be lost sight of in the process of settlement. The people must be treated with due respect and sympathy towards their problems and the impression must not be created that they are no longer welcome in the European areas.
- (c) The integrity and fairness of the Government's policy of separate development must constantly, when the opportunity occurs, be explained and under no circumstances must action be taken in such a way that the Bantu will have grounds for dissatisfaction.
- (d) Wherever it is in any way possible, their choice concerning the locality where they wish to be settled, with due observance of the ethnical basis in which it should be founded, must be complied with, the more so in such cases where they wish to join their own tribes or children or other relations or friends in the homelands.
- (e) Bantu Affairs Commissioners and Magistrates in charge of districts in which permanent homelands are situated, are requested to ascertain as soon as possible, in co-operation with their extension officers, whether there are any suitable sites in their districts on which settlements or controlled squatter settlements as set out under (c) and (d), paragraph 3 above, can be established and thereafter to inform their Chief Bantu Affairs Commissioner so that the areas can be visited, and, if they are approved, the rudimentary planning and or demarcation of the sites can be undertaken without delay.
- (f) Under no circumstances must sites which have been approved and planned for this purpose, be used for other purposes.
- (g) Chief Bantu Affairs Commissioners must negotiate directly with each other in connection with the settlement of persons from European areas in the homelands on an ethnical basis, and there must always be the closest co-operation to ensure that when removals are undertaken, transport is available from the place from where they are to be removed, as well as at the point of arrival in the district where they are to be settled.
- (h) In all cases where Bantu are to be settled who are of Transkeian origin, the Chief Bantu Affairs Commissioner in whose area of jurisdiction the Bantu are at present residing, must submit full details of such Bantu to the Secretary for the Interior, Umtata, in order that it may be previously determined where such persons are to be settled. Their transport, provisioning of rations for three days during their settlement, etc., shall be arranged in the same manner as for Bantu belonging to other ethnical groups. In respect of the payment of pensions, disability allowances, etc., to them, the provisions of General Circular No. 15 of 1955 shall apply.

13. Return.

The Honourable the Minister requires that accurate records be kept in future of the number of Bantu from European areas who are to be settled in the homelands and with this in view, Annexure "A" must be completed quarterly, i.e. at the end of March, June, September and December of each year by all Bantu Affairs Commissioners and Magistrates in charge of districts in which permanent Bantu areas are situated indicating where settlement can take place, and these annexures must be forwarded to their Chief Bantu Affairs Commissioner before the 15th of the month following

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upon the last month of the quarter in respect of which the return is made. If no settlement has taken place, a 'nil' return must be furnished in any case. Every Chief Bantu Affairs Commissioner must, upon receipt of the return from the districts in his area, correlate the information and forward the total for his area under each category as asked for in the return, to this office not later than the last day of the month in which the returns by die district offices must be submitted.

I would like to stress here, that the Honourable the Minister has given instructions that the settlement in the homelands of thousands of superfluous Bantu families at present residing in the European areas of the Republic, must enjoy the highest priority. All officials in charge of districts must give their personal attention to the matter and also obtain, where necessary, the co-operation of their local authorities to ensure that the settlement will in future take place with all possible expedition.

This circular is issued with the permission of the Secretary for Justice to officials of his Department and to Magistrates in the Transkei and to Transkeian Government Departments for implementation.

J.F.(?) DODDS.

SECRETARY FOR BANTU ADMINISTRATION AND DEVELOPMENT.

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