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***Thousands for Houses . . .***

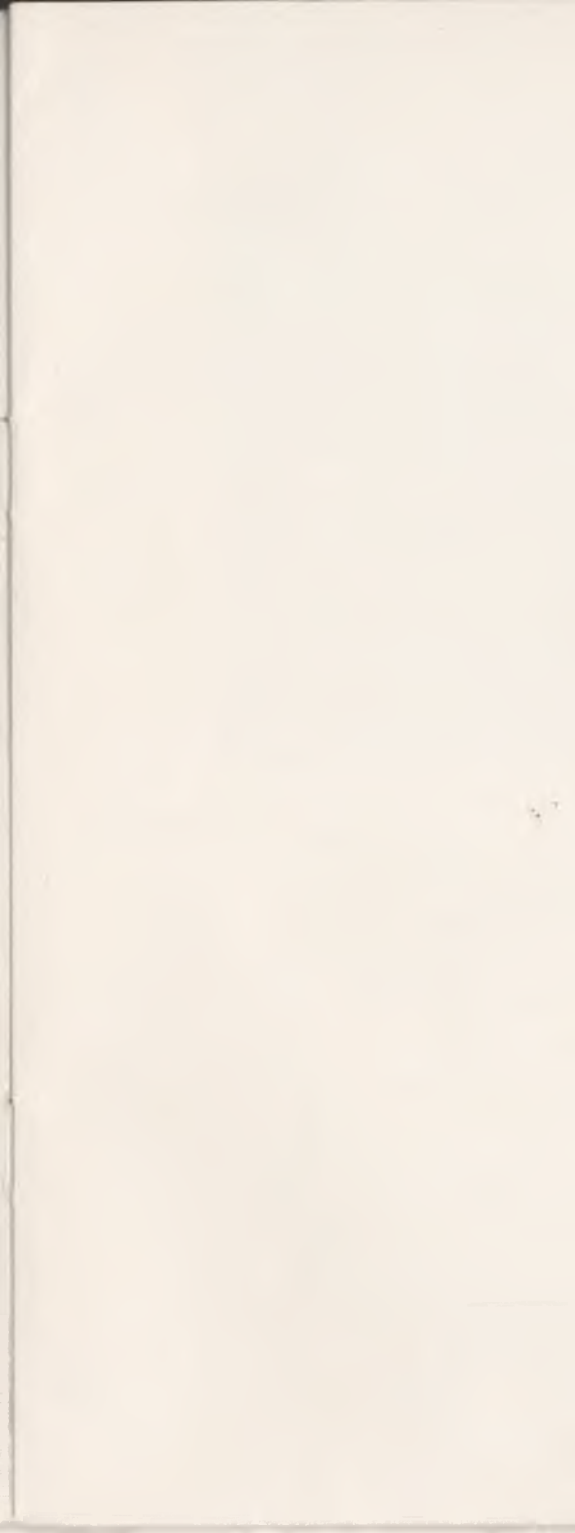


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NON-EUROPEAN AFFAIRS DEPARTMENT  
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CITY COUNCIL OF JOHANNESBURG

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Now that air travel has become so popular, Johannesburg has become South Africa's premier port of call; and because South Africa's colour problem has been world news for some time, nearly all our visitors want to know how we really do treat our so-called "native" people. We are always glad to arrange tours of the Native townships for our visitors and those who have been there return full of praise for what they have seen. As there are many, however, who cannot go there themselves, the City Council is issuing a series of small pictorial brochures to show what life is like in the townships.

The first brochure deals with the houses the Council has built in the townships.

*December 1960*

P. R. B. LEWIS,

CHAIRMAN, NON-EUROPEAN AFFAIRS COMMITTEE,  
CITY COUNCIL OF JOHANNESBURG.

Away to the south-west of Johannesburg a sprawling city has grown up on what was bare veld only a decade ago. Townships with melodious names like Mofolo, Jabavu, Moletsane, Zondi, Chiawelo and Senaoane stretch as far as the eye can see. This is a city which as regards growth has perhaps no equal anywhere in the world. To-day about 450,000 Natives live there, in comfortable houses, far better than their previous tribal huts or slum dwellings.

This vast new city brought into sight the end of the Native housing shortage which was a legacy of the war years. At the outbreak of war in 1939 Native housing was no great problem as the building of houses had more or less kept pace with the requirements of the fairly small permanent native population of the city. A great part of the city's Native labour force consisted of migrant labourers who lived in compounds or municipal hostels or on the properties of their employers. They left their wives and children at their ancestral homes and usually stayed only until they had earned enough money to meet their household expenses and then returned to their tribal huts for as long as their money lasted. This is why in 1910 there were 23 Native men in Johannesburg to every Native woman, and even in 1936, when Native women had come into town in large numbers to take up domestic service, there were still nearly three men to every woman.



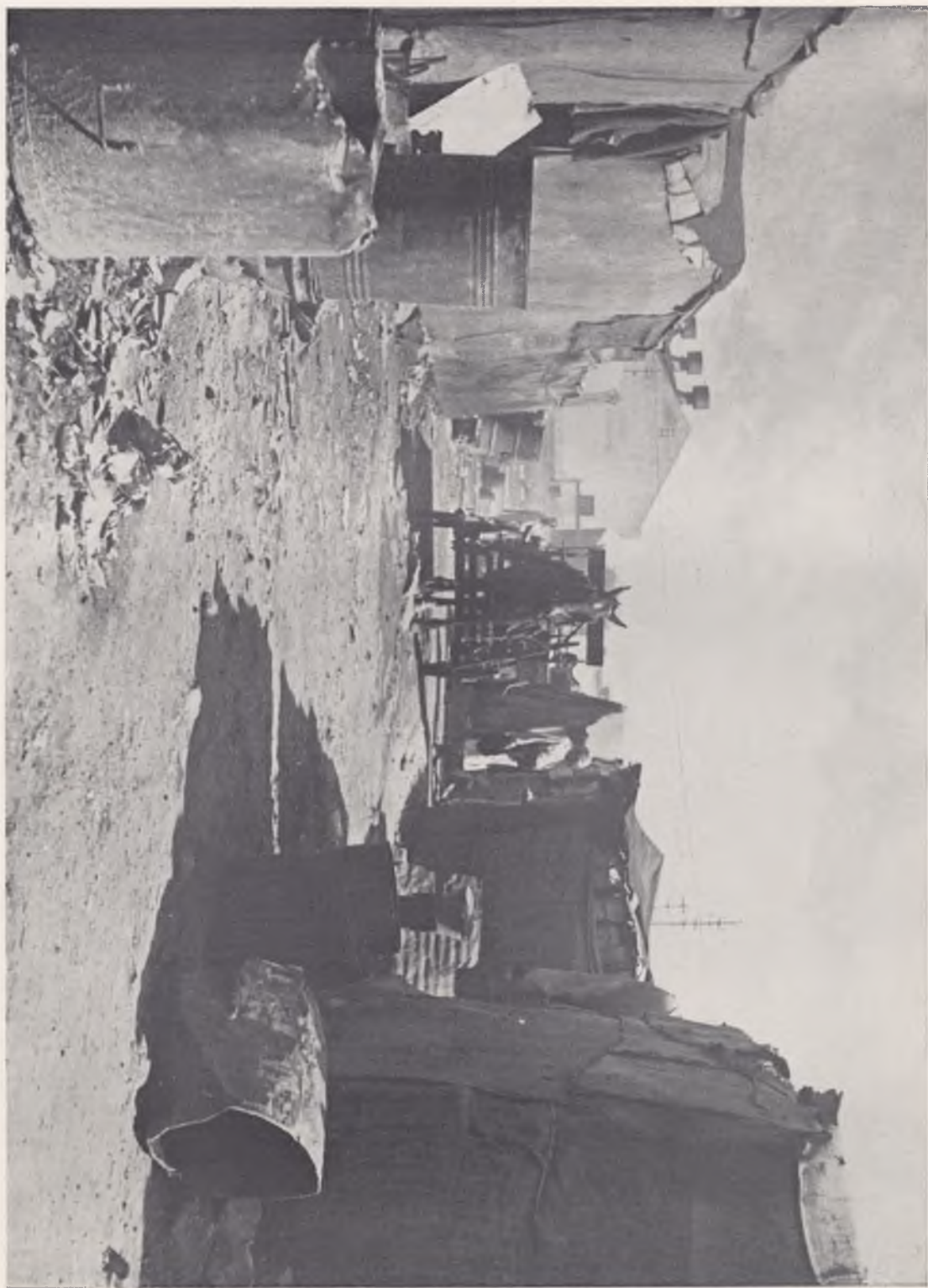
GROWTH OF NATIVE POPULATION IN METROPOLITAN AREA OF JOHANNESBURG				
CHANGE IN RATIO OF MEN TO WOMEN				
Census year	Males	Females	Total	No. of men to one woman
1910	91,522	4,000	95,522	23
1921	104,987	13,649	118,636	7.7
1936	169,876	59,246	229,122	2.8
1946	249,806	137,369	387,175	1.8
1951	281,844	183,422	465,266	1.5
*1960	329,464	293,367	622,831	1.1

\* Preliminary figures.



*A typical house built during the early 1930's.*

The war brought about profound changes, however. The expansion of industry that formed so important a part of South Africa's war effort drew Natives in their tens of thousands to Johannesburg. Unfortunately there was neither money nor time to spare for building houses for them. Many of these thousands brought their wives with them, but the only shelter they could find was lodging in the occupied houses in the few existing Native townships and Sophiatown. In 1946 there were just over 10,000 houses of two or three rooms each. The numbers of the Natives had increased from about 240,000 in 1939 to almost 400,000 in 1946; and because more than a third of the total population were women, the need for extra houses had suddenly become acute. The pressure built up so rapidly that the surplus population burst out of the existing townships in mass squatter movements on to the vacant ground nearby.





Almost overnight in 1944 a squatter's camp appeared, eventually to be known by the apt name of Shantytown. Over 4,000 families settled there, in flimsy covering, until the Non-European Affairs Department built austere one-roomed shelters which it let at fifty cents per month. More illegal squatter camps appeared. Conditions in these slum camps were deplorable: water was begged or stolen from the nearest inhabited area; refuse accumulated; and the lack of proper sanitation constantly imperilled the health of the squatters. The largest of these camps, where some 9,000 families lived, was the scene of organized racketeering and ruthless exploitation of the inhabitants by their leaders. Floggings, imposition of heavy fines by illegal "courts" and the burning down of huts on the orders of these Native leaders were frequent occurrences. The Department succeeded in 1947 in moving this camp and several smaller ones to a controlled settlement called Moroka, after the well-known Native leader. Eventually more than 12,000 families, numbering about 68,000 persons, were each provided with a small plot of ground on which temporary shacks could be improvised. Communal sanitation and water taps, refuse removal services and large health clinics were provided. The Moroka settlement was expected to last for five years, but the backlog of houses was so great that it was only in 1959 that the last family moved to a permanent house. Rehousing the inhabitants had to run concurrently with the clearing up of other slum areas and with the Council's normal Native housing programme.

The Central Government made funds available for the housing of underprivileged persons on a sub-economic basis and bore part of the losses on such houses. By 1950 however, the annual loss to the Government and the Council had reached almost R600,000. This crushing burden brought the building programme virtually to a standstill at the end of 1952. The solution of the impasse was found in three important developments which paved the way for the phenomenal progress made since that time.

## PHENOMENAL PROGRESS

**FIRST** was the passing of the Native Building Workers' Act in 1951, which made it possible, for the first time in the country's history, to use Native labour on skilled operations in the construction of their own houses. Until that time all Native houses had to be built by white artisans whose wages were high and whose numbers were few. The act encouraged the Council to set up a Housing Division exclusively devoted to the construction of Native houses by Natives and, to overcome the paucity of trained Native builders, the division launched a large-scale programme for training Native artisans "on the job". In this way the building of thousands of houses and the training of hundreds of workers proceeded hand in hand.

**THE SECOND** development had two important objectives: the provision of services to the mushrooming new towns and the keeping of rentals at a reasonable level. The cost of rehousing urban Natives does not, of course, end with the cost of erecting houses. Water has to be supplied, adequate sewers have to be laid and sewage disposal works constructed, roads have to be built, electric street lighting has to be installed and transport from the townships to the places of work has to be provided. In 1952 the Government introduced the Native Services Levy Act in terms of which each employer of Natives who does not house them himself has to pay 20c a week for each Native employee into a fund from which money is made available for provision of services plus an additional 7½c a week which goes to the Government for subsidising Native transport. In this way money is provided for at least one-third of the total cost of a housing project. In Johannesburg the Services Levy Act has yielded to the City Council about R1,320,000 a year. Projects to a value of over R12,000,000 have been approved; all of which otherwise would have had to be paid for by the Native tenants.





These developments with the funds made available to the Council for Native housing and the savings it managed to effect in building costs, enabled it to step up its building activity to a scale never seen before and brought the end of the Native housing problem nearer.

The Council's Housing Division succeeded in bringing down the cost of a typical four-roomed house, as shown on the right, from over R700 to less than R400.



**THE THIRD** development which accelerated the Native housing programme was the site-and-services scheme which became State policy in 1953. In terms of the scheme the Council laid out new townships and provided each family with a serviced site on which they then built their own temporary shack. Once that was done the Government made available loans for erecting permanent houses on those sites. The scheme had the added advantage that many thousands of Natives who had been living in slums or over-crowded houses were then able to live under more hygienic conditions, albeit in cramped quarters, until the Council was able to build permanent houses for them.





**OFFICE BLOCK**

The National Housing and Planning Commission and later the Bantu Housing Board, established by the Government to expedite the granting of loans for Native housing, made R11,818,652 available to the Johannesburg Council during the ten years from 1949 to 1959. Great impetus to the Council's efforts was given in 1956 by a loan of R6,000,000 which the seven Gold Mining Houses made to the city. This was specially earmarked for slum clearance purposes and enabled the Council to clear the slums of Moroka and Shantytown.



At one stage the Council's Housing Division had stepped up its building rate to 63 houses a day and in seven years, from March 1953 to 30th June 1960, completed 32,412 houses, five large administrative office blocks, 40 schools, a clinic, two large halls, three cottage-type hostels to accommodate 14,500 men, and a number of small buildings. At the same time the City Engineer's Department serviced 33,683 sites.

Since the Council built its first house for Natives in 1919—less than 9,000 houses had been built until the outbreak of the War—it has completed over 55,000 houses as well as hostels providing 24,264 beds. When the building schemes now in hand are completed—in the next five years it is hoped—74,000 houses will have been built, in addition to nine hostels to house approximately 30,000 single persons.

## SCHOOL





CLINIC

PUBLIC HALL





An increasing number of Natives are availing themselves of a Council scheme for buying houses on very reasonable terms. For a deposit of approximately R20 and the balance of the purchase price of R360 to R440, depending on the type of dwelling, in instalments over thirty years they acquire a statutory title to their property in the nature of a long lease.

A number of Natives of the emerging middle-class—mainly wealthy traders and professional men—have built their own houses according to their own requirements. At the end of June 1961 more than 6,000 Natives had taken steps to acquire their Council-built houses under the scheme. In addition over 800 financed the building of their own homes or were assisted with Council loans.

Houses costing from R500 to R20,000 have now been built, many of them comparable to middle-class houses in the white areas of the city. Therefore approximately 12 per cent of all heads of families occupying permanent houses in the Native townships under the control of the Council had a financial interest in the houses they occupied. The houses on these two pages are samples of the types of high class dwelling being built by a growing number of well-to-do Natives. The one above cost R20,000.

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The capital cost to the Council of all housing, services and amenities provided through the years amounted to R43,324,322 (£21,662,161) on 30th June 1960, of which R22,169,416 was spent in the six years from 1954 to 1960. Additional capital of R5,862,298 (£2,931,149) was provided in the estimates for the 1960/61 financial year and R5,000,420 for the year 1961/62.

### RATIO OF NATIVES TO HOUSES

Year	Total population Metropolitan area	Population to be housed by Council	Total No. of houses available	Natives per house
1927	136,695	†80,000	1,585	50
1936	229,122	†150,000	5,926	25
1946	387,175	†280,000	10,201	28
1953	†612,480	†314,420	†18,461	17
1960	**622,831	333,281	*56,017	5.9

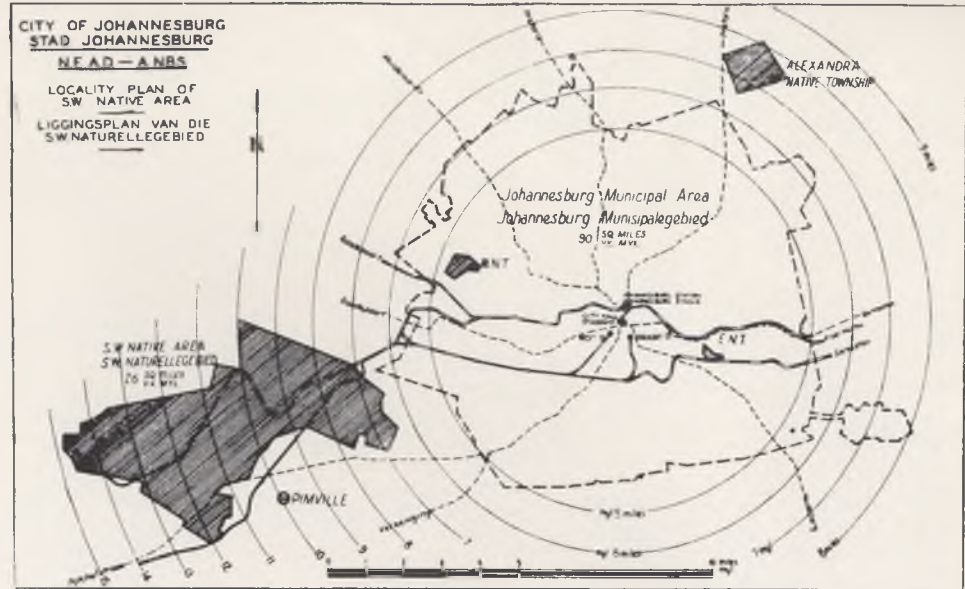
† Estimates.

\* Includes owner-built houses.

\*\* Preliminary figures.

### NUMBER OF HOUSES BUILT AND HOSTEL BEDS PROVIDED.

Period	Houses	Hostel beds
1904—1927	1,585	2,146
1927—1936	4,341	3,043
1936—1946	4,275	4,595
1946—1953	8,260	—
1953—1961 (30th June)	36,749	14,480
<b>TOTAL:</b>	<b>55,210</b>	<b>24,264</b>



Adjacent to the townships established by the Council the Natives Resettlement Board, appointed by the Government, in the past six years has established two townships to rehouse Natives from crowded slum areas that had developed in and around the white city. At Meadowlands almost 12,000 houses have been built and at Diepkloof another 9,000 houses are being erected of which 4,492 have already been occupied. Eventually also these townships will be administered by the Council.

To-day the townships known as the South-western Native Townships cover 26 square miles and stretch from about 7 miles to nearly 15 miles from the centre of Johannesburg itself. They represent perhaps the biggest housing project in the world and form an achievement of which the Johannesburg City Council and the South African Government can be justly proud. Not only have thousands of families been provided with comfortable houses, but they have been given a chance of leading a healthy and happy community life.



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