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REPUBLIC OF SOUTH AFRICA
PROVINCE OF THE CAPE OF GOOD HOPE

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METROPOLITAN

MUNICIPAL

AUTHORITY

FOR THE

**CAPE
PENINSULA**

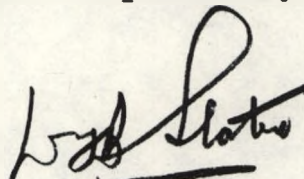
W.J.B. SLATER.
December, 1966.

The Honourable the Administrator,
Provincial Building,
CAPE TOWN.

Your Honour,

In accordance with your direction I submit for consideration my report and recommendations on the subject of the proposed establishment of a Metropolitan Municipal Authority for the Cape Peninsula.

Yours respectfully,


W.J.B. Slater

Cape Town
1st December, 1966.

REPUBLIC OF SOUTH AFRICA
PROVINCE OF THE CAPE OF GOOD HOPE
REPORT ON THE ESTABLISHMENT OF A METROPOLITAN AUTHORITY
FOR THE CAPE PENINSULA.

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CHAPTER I.

THE PROBLEM.

THE TERMS OF REFERENCE.

1. The Administrator has asked me to submit for consideration by the Provincial Executive Committee, practical proposals for the establishment of a Metropolitan Authority to serve the Cape Peninsula and for the revision of municipal areas.

LOCAL AUTHORITIES IN THE CAPE PENINSULA.

2. There are at present ten local authorities in the Cape Peninsula, namely the Cape Divisional Council and nine Municipalities, viz.:-

Cape Town City	
Bellville Municipality	
Durbanville	"
Fish Hoek	"
Goodwood	"
Milnerton	"
Parow	"
Pinelands	"
Simonstown	"

AREA OF CAPE DIVISION.

3. The Cape Divisional Council is the local authority for the area of its Division falling outside the Municipalities. The area of the Division is 670 square miles of which 158 square miles falls within the nine Municipalities. Approximately 40 square miles of the remaining area is already closely built up or is developing that way. Approximately 200 square miles of the total area of 670 square miles comprising the Cape Division, that is nearly one-third of the whole area, is already urbanised.

PRESENT POPULATION.

4. The estimates of the population in the Divisional area as at the 31st December, 1965, are summarised in the following table:

	<u>White</u>	<u>Coloured</u>	<u>Asiatic</u>	<u>Bantu</u>	<u>Total</u>
Cape Town City	199,000	320,000	7,500	80,000	606,500
Remaining 8 Municipalities	93,000	107,000	1,500	2,500	204,000
Cape Division excluding Municipal areas	42,000	90,000	500	32,000	164,500
Totals	<u>334,000</u>	<u>517,000</u>	<u>9,500</u>	<u>114,500</u>	<u>975,000</u>

Approx.
percentage of
the total
population

34%	53%	1%	12%	100%
-----	-----	----	-----	------

5. Population forecasts have become a favourite statistical exercise. There are many imponderables and long range forecasts remain no better than intelligent guesses but there are significant pointers. The Census in 1960 showed that 42% of the Coloured population in the Peninsula is under 15 years of age against 28% in respect of the Whites. The Coloureds at present have the highest birth rate of the various population groups of the Republic. The Coloureds are also showing the same tendency as the Whites to move from the rural areas to town. But whereas there is a net migration of Whites from the Cape Peninsula to other developing areas of the Republic, there is a net movement of Coloureds on a considerable scale to the Peninsula. There is still a substantial reservoir of Coloureds in the rural areas of the Western Cape Province who may be attracted to town in the next few decades. Much depends on the future growth of industrial and commercial activities in the Cape Divisional area. It is a reasonable assumption that there will be substantial development. On the other hand the Coloured birth rate may drop significantly.
6. The Bantu are regarded as temporary residents of the Western Cape and consequently I have assumed that the present number will not increase.
7. The table hereunder records the development of the population in the Cape Peninsula according to the official Census figures since 1921:-

POPULATION OF THE CAPE PENINSULA 1921-1960

Census year	Whites	%	Coloureds	%	Bantus	%	Asiatics	%	Total
1921	127,297	50.8	109,786	43.9	10,668	4.3	2,575	1.0	250,326
1936	183,657	49.0	171,009	45.6	16,485	4.4	3,856	1.0	375,007
1946	236,255	45.7	230,584	44.6	42,976	8.3	7,018	1.4	516,833
1951	267,440	42.1	299,312	47.1	60,274	9.5	8,343	1.3	635,369
1960	305,155	37.8	417,881	51.8	75,200	9.3	8,975	1.1	807,211

FORECAST OF POPULATION INCREASE.

8. It is a safe assumption that the population of the Cape Peninsula will increase significantly in the near future and especially is this true of the Coloured group. A conservative forecast in respect of the year 1980, that is 15 years from the last available estimate, is:-

	<u>Estimate 1965</u>	<u>Estimate 1980</u>	<u>Increase</u>
Whites	334,000	390,000	56,000
Coloureds	517,000	800,000	283,000
Asiatics	9,500	12,000	12,000
Bantu	114,500	114,000	-
	<u>975,000</u>	<u>1,316,000</u>	<u>351,000</u>

9. In the short period of a decade and a half ahead the population can be expected to increase by about 351,000; that is by 36%. If one attempts to peer further into the future, into the misty distance 35 years onwards to the year 2000, a conservative forecast is that the total population of the Cape Peninsula will be at least two million. In the relatively short period of 35 years the present population will have doubled.

POPULATION INCREASE NECESSITATES VAST NEW URBAN DEVELOPMENT.

10. The point of this attempt to forecast the future population trend is to emphasise the terrific effect that a substantially increased population in a comparatively short period will have on local government in the Cape Peninsula. This extra population will have to be housed, partly in existing municipal areas but substantially

also in new urban areas. Schools, hospitals, churches, public buildings of all kinds plus of course industrial and commercial buildings to serve the needs of an extra million persons will necessitate the erection of new buildings about equal in extent to all the existing buildings throughout the Cape Peninsula. It should be remembered that new or replacement housing and other buildings to accommodate and serve at least 150,000 people are required at the present time.

11. On a conservative basis the urban area will have to be extended from the present 200 square miles to at least 300 square miles. This will require a vast amount of planning and of servicing of new areas.

NEED TO PLAN MUNICIPAL AREAS.

12. The areas of jurisdiction of the existing Municipalities of the Cape Peninsula were not planned as such. They began as villages and have grown more or less haphazardly. Thirty years ago no one foresaw the present development. But there can no longer be any doubt as to the prospects. The mists that lie between today and the year 2000 may prevent us from obtaining a detailed picture but clearly we perceive the spreading growth that is inevitable in the three and a half decades ahead. An estimate of an increase of 100% in the population over that period is probably too conservative.
13. One can expect increasing pressure for the establishment in the future of more local authorities. Are we to continue more or less haphazardly or are we to plan for the establishment of complete towns on an economic basis? This involves many considerations not the least of which is the economical planning of the services. And equally important, how is such development ahead to be financed and by what authority?
14. Fragmentation of civic control in the Cape Peninsula is a fact of life but we must also face the inexorable fact that some services must be planned and provided on an area wide basis.

CHAPTER II.

POPULATION, VOTERS AND ELECTIONS.

ESTIMATED POPULATION AT 31ST DECEMBER, 1965.

15. The latest available population estimates are recorded in the following table:-

<u>Local Authority</u>	<u>White</u>	<u>Coloured</u>	<u>Asiatic</u>	<u>Bantu</u>	<u>Total</u>
Cape Town City	199,000	320,000	7,500	80,000	606,500
Bellville	21,000	13,400	100	400	34,900
Durbanville	2,300	1,500	-	200	4,000
Fish Hoek	6,600	250	-	200	7,050
Goodwood	16,000	65,000	1,200	300	82,500
Milnerton	3,350	500	-	250	4,100
Parow	28,000	22,000	100	250	50,350
Pinelands	12,250	850	-	400	13,500
Simonstown	3,500	3,500	100	500	7,600
Cape Division (excluding Municipalities)	42,000	90,000	500	32,000	164,500
Totals	334,000	517,000	9,500	114,500	975,000

16. Some significant facts emerge from this table. In Cape Town City there is concentrated approximately 62% of the total population of the Cape Peninsula. After Cape Town the Municipalities with the largest populations are Goodwood, Parow and Bellville. The approximate ratio of Whites to Coloureds in the various local authority jurisdictions is:-

Goodwood	1	White	to	4	Coloured
Cape Division	1	"	"	2	"
Cape Town	1	"	"	1½	"
Simonstown	1	"	"	1	"
Parow	1	"	"	11/14	"
Bellville	1	"	"	2/3	"

17. The Bantu population is mainly concentrated in the townships controlled by Cape Town City (Langa and Guguletu) and the Divisional Council (Nyanga).

POPULATION UNDER DIVISIONAL COUNCIL.

18. Of special significance is that approximately one-sixth of the total population of the Cape Peninsula (164,500 of a total of 975,000) is shown as resident in the Divisional Council area outside existing municipal jurisdictions. Of this population some 31,000 of the total of 42,000 Whites and 65,000 of the total of 90,000 Coloureds live in townships. These urban settlements are known as "local areas" and are administered by the Divisional Council under Chapter XV (Sections 205 to 214) of the Divisional Councils Ordinance No. 15 of 1952.

These "local areas" are not local authorities. The Ordinance empowers the Divisional Council to provide certain municipal services to a local area and to recover the cost from the inhabitants of that area. In effect this legal requirement is mainly an accounting arrangement.

CITIZENS' HOUSING LEAGUE TOWNSHIPS.

19. It should be mentioned for the record that Epping Garden Village (9,500 Whites) and Bishop Lavis Township (28,000 Coloureds) are not "local areas" in terms of the Ordinance although these population figures are included in the total population referred to in the previous paragraph. Local services are supplied by the Citizens' Housing League which built these townships and the cost is met from the rents paid by the tenants.

BISHOPSCOURT ESTATE.

20. The position with regard to Bishopscourt Estate is unusual. This select township, which was laid out and developed by a commercial company, is not a "local area". It adjoins the area of the City of Cape Town. The population comprises approximately 800 Whites plus non-white servants who live in. This population is also included in the total non-rural population under the Divisional Council.

RURAL POPULATION.

21. Approximately 11,000 Whites, 25,000 Coloureds and 10,000 Bantu live in relatively rural areas outside Municipalities or "local areas"; that is a total of 46,000 persons of the 975,000 being the population of the Division. About 4.8% of the population of the Division may be described as living under more or less rural conditions.

QUALIFICATION OF VOTERS - MUNICIPALITIES.

22. In the Cape Province the Parliamentary voters' rolls are not applied in respect of local authority elections. The Municipal and Divisional Council Ordinances require the local authorities concerned to prepare their own rolls of those persons eligible to vote in the election of Councillors.
23. The following summarises the qualifications stipulated in the Municipal Ordinance No. 19 of 1951 for inclusion in the voters' roll:-

- (a) Not less than 21 years of age;
- (b)(i) owner of ratable property of not less than R400 valuation

OR

- (ii) occupier of ratable property of not less than R800 valuation;
- (c) at least 6 months residence or having carried on business within the Municipality concerned;
- (d) where there are wards, a person may be enrolled as a voter in each ward where he is qualified in accordance with (a) and (b);
- (e) a "fictitious person", i.e. a company, partnership, society, deceased Estate, etc. qualifying in terms of (b) above may also be enrolled as a voter provided a specified person is authorised to exercise the vote;
- (f) provision is made for the enrolment of persons who are joint owners or occupiers (e.g. a block of flats) subject to the qualification in (a) and (b).

QUALIFICATION OF VOTERS - DIVISIONAL COUNCILS.

- 24. The qualifications for voters under the Divisional Councils Ordinance No. 15 of 1952 are the same as the qualifications for Municipal voters' rolls except that provision is made (sub-section (2) of section 18) for the eligibility of adult children residing with their parents on ratable property outside the area of any urban local authority.
- 25. Sub-section (2) of section 22 provides that in respect of any portion of the Division falling within the area of a Municipality, the voters' roll of the Municipality shall be the voters' roll for that portion of the Division. The Town Clerk concerned is required by section 23 to transmit a certified copy of the adopted voters' roll of his Municipality to the Secretary of the Council in whose Division the Municipality falls.

COLOURED MANAGEMENT COMMITTEES.

- 26. Provision is made in the Local Authorities (Development according to Community) Ordinance No. 6 of 1963 for the establishment of a consultative or a management Committee for any group area within the area of jurisdiction of a local authority.
- 27. There are no Consultative Committees but at this time six Management Committees have been established in the Cape Peninsula in respect of Coloured group areas as follows:

Cape Town Municipality

- (1) Athlone District Management Committee
- (2) Kensington " "
- (3) Wittebome/Wynberg " "

Bellville Municipality

- (4) Bellville " "

Goodwood Municipality

- (5) Goodwood " "

Parow Municipality

- (6) Parow " "

28. Regulations in terms of this Ordinance have been made by the Administrator as follows:
- (a) By Provincial Notice 563 of 16th August, 1963 in respect of Consultative Committees.
 - (b) By Provincial Notice 564 of 16th August, 1963 in respect of Management Committees.

QUALIFICATION OF VOTERS - COLOURED MANAGEMENT COMMITTEE.

29. The qualifications required by section 19 of the regulations for Management Committees are summarised as follows:
- (a) Not less than 21 years of age;
 - (b) owner or occupier of immovable property within the area of the Committee of a valuation of not less than R200 (Note: The property need not be ratable).
 - (c) in the case of an occupier residence for not less than 6 months within the area of the Committee;
 - (d) provision is made for enrolment in the case of joint ownership or occupation subject to the property qualification above.

DISQUALIFICATION OF VOTERS FOR THE MUNICIPAL ROLL.

30. Regulation 44 provides that a person who is qualified for the voters' roll of a Management Committee and who on the date on which he becomes so qualified is not already registered as a voter for the Municipal Council

concerned, shall not, while he remains so qualified, be registered as a voter on the Municipal voters' roll.

MUNICIPAL ELECTIONS.

31. In terms of the Municipal Ordinance No. 19 of 1951 as amended, a general election of Municipal Councillors throughout the Province took place in September, 1966. Except in respect of the City of Cape Town, one half the number of Councillors assigned to a Municipality will retire in September, 1968 when an election to fill the vacancies will be held. Thereafter the term of office for all Municipal Councillors is four years. Thus from 1968, in every even-numbered year, one half of the number of Municipal Councillors retire and their successors are elected for four years.
32. The position in Cape Town is governed by special legislation (Ordinance No. 24 of 1965) which provides that there shall be a general election of all Councillors in September, 1966 and every fourth year thereafter.
33. The numbers of Councillors assigned to the various Municipalities in the Cape Peninsula are:

34	Councillors	Cape Town City
8	"	{ Bellville Municipality
		{ Fish Hoek "
		{ Goodwood "
		{ Milnerton "
		{ Parow "
6	"	{ Durbanville "
		{ Pinelands "
		{ Simonstown "

CAPE DIVISIONAL COUNCIL - ELECTIONS.

34. The Divisional Councils Ordinance No. 15 of 1952 provides that a quinquennial general election for all Divisional Councillors shall be held on the second Wednesday in the September of the year in which an election is to be held. The last election occurred in the year 1964 and consequently the next general election is due in September 1969.

CAPE DIVISIONAL COUNCIL - WARDS.

35. The Cape Divisional Council is divided in fifteen wards each returning one member. The 17 wards of the City of Cape Town are combined to form 8 wards

for the purpose of the Divisional Council elections and the rest of the Division is divided in 7 wards, making the total 15 wards.

NUMBER OF VOTERS IN EACH WARD.

36. The numbers of voters in the respective wards are recorded below.

	<u>C.D.C. Wards</u>	<u>City Wards</u>	<u>No. of Registered Voters</u>	
Wards comprising the area of the City of Cape Town	Ward 1	(1, 2 & 3)	13,954	
	2	(4 & 5)	12,350	
	3	(6, 7 & 8)	14,331	
	4	(9 & 10)	16,931	
	5	(11 & 13)	15,032	
	6	(12)	11,182	
	7	(14 & 15)	14,500	
	8	(16 & 17)	<u>15,766</u>	
Sub-total				114,046
Rest of the Division	9		4,189	
	10		5,868	
	11		12,653	
	12		9,546	
	13		11,973	
	14		3,451	
	15		<u>12,309</u>	
Sub-total				59,989
Total voters				<u>174,035</u>

CAPE DIVISIONAL COUNCIL: CONTESTED ELECTIONS.

37. Going back over the last four general elections since the year 1949 there were contested elections in the following wards:-

Year 1949 - one contest in Ward 9.
 " 1954 - five contested elections, namely in Wards 2, 10, 12, 13 and 14.
 " 1959 - four contested elections, namely in Wards 9, 10, 11 and 12.

Year 1964 - two contested elections, namely in Wards 9 and 10.

CAPE DIVISIONAL COUNCIL - CONTESTED GENERAL ELECTIONS.

38. The interesting point emerges from the information in the paragraph above that in the four general elections since 1949, there was a contest in only one Ward in the area of the City of Cape Town; viz. in Ward 2 in 1954. As eight Wards fall within the City area, the maximum number of possible contests in the four general elections was 32. One contested election out of a possible 32 spread over 15 years does not indicate much competitive spirit on the part of voters enrolled in the Cape Town City area.

PERCENTAGE OF CITY VOTERS ENROLLED IN THE CAPE DIVISION.

39. It should also be noted that the number of City voters enrolled is 114,046 as against 59,989 enrolled voters in the rest of the Division including the remaining 8 Municipalities. Of the total of 174,035 enrolled voters in the Cape Division approximately 65% are registered in the City of Cape Town.

CHAPTER III.

PROPERTY VALUATIONS AND TAXES.

PROPERTY VALUATIONS.

40. The following table records the valuation of fixed property in the various Local Authorities of the Cape Peninsula:-

Local authority area	Ratable Valuation			Non-ratable valuation			Grand total (ratable plus non-ratable)
	Land	Buildings and other improvements	Total	Land	Buildings and other improvements	Total	
	R	R	R	R	R	R	
Cape Town City	216,625,169	525,394,476	742,019,645	94,361,090	187,738,619	282,099,709	1,024,119,354
Bellville Mun.	14,322,460	44,859,250	59,181,710	5,100,930	10,570,790	15,671,720	74,853,430
*Durbanville Mun.	1,235,450	3,288,780	4,524,230	200,270	711,550	911,820	5,436,050
*Fish Hoek Mun.	3,159,000	8,857,820	12,016,820	472,165	947,110	1,419,275	13,436,095
Goodwood Mun.	13,576,560	29,506,820	43,083,380	2,010,200	4,287,980	6,298,180	49,381,560
Milnerton Mun.	4,326,751	9,803,890	14,130,641	1,547,359	897,720	2,445,079	16,575,720
*Parow Mun.	12,410,280	29,363,680	41,773,960	2,731,980	3,444,140	6,176,120	47,950,080
Pinelands Mun.	4,237,000	21,883,000	26,120,000	614,000	1,581,000	2,195,000	28,315,000
Simonstown Mun.	893,206	3,064,537	3,957,743	991,839	6,175,478	7,167,317	11,125,060
Cape Divisional Council (excluding municipal areas)	23,138,170	55,308,365	78,446,535	6,564,230	15,125,920	21,690,150	100,136,685
Totals	293,924,046	731,330,618	1,025,254,664	114,594,063	231,480,307	346,074,370	1,371,329,034

*Note: The old 25% reduction on building valuations in these three towns still applies. For comparison with the valuations in other towns these valuations should be increased by one-third.

41. A significant fact which emerges from this table is that the total valuation of Cape Town City is approximately R1,024,000,000 out of a grand total for the whole Cape Peninsula of approximately R1,371,000,000. Property valuation in Cape Town is approximately 74% of the total. Property valuations are fixed in terms of the Valuation Ordinance administered by the Provincial Local Government Department. The valuations are reasonably comparable subject to the note concerning the valuation of improvements in Durbanville, Fish Hoek and Parow.

42. Other interesting facts which emerge are:-

(a) the ratable valuation of property totals approximately R1,025,000,000 against property valued at R346,000,000 which is not ratable; i.e. about 25% of the total valuation is not ratable.

(b) the valuation of land alone is:

Ratable	R293,924,046
Not ratable	<u>R114,594,063</u>
Total for land	<u>R408,518,109</u>

(c) the valuation of buildings and improvements is:

Ratable	R731,330,618
Not ratable	<u>R231,480,307</u>
Total for buildings	<u>R962,810,925</u>

(d) land represents approximately 30% of the total valuation and buildings and other improvements approximately 70%.

RATES LEVIED BY THE LOCAL AUTHORITIES
IN THE CAPE PENINSULA.

43. The following table records the assessment rates levied in 1966 by the respective authorities and the estimated total which the rate will produce according to the 1966 budgets.

<u>Local Authority</u>	<u>Assessment Rate for 1966 (Cents per Rand of Valuation)</u>	<u>Estimated income from the rate for 1966 R</u>
Cape Town City	1.3	9,984,000
Bellville Municipality	1.15	765,000
Durbanville Municipality	1.3	60,000
Fish Hoek Municipality	{ 2.5 on sites 1.1 on improvements	177,000
Goodwood Municipality	{ 2.6 on sites (a) .6 on improvements	584,000
Milnerton Municipality	1.55	252,000
Parow Municipality	{ 2.104 on sites 1.104 on improve- ments	588,000
Pinelands Municipality	.95	248,000
Simonstown Municipality	1.86	174,000 (b)
Cape Divisional Council	See below	2,003,000

Notes:

- (a) Plus .15c only on sites in the sewered area.
 (b) Includes a special grant from the Government.

44. The Divisional Council levies rates on all ratable property within the Division including property in the areas of municipal jurisdiction. The rate varies as follows:-

Municipal areas

Cape Town	}	.15c per Rand.
Bellville		
Goodwood		
Milnerton		
Pinelands		
Simonstown		
Durbanville	}	.206c per Rand.
Fish Hoek		
Parow		

The rate in the three last-mentioned towns is higher because of the lower building valuations applicable there.

45. The Divisional Council rate levied outside municipal areas is .64c per Rand, being .355 cent general rate and .285 cent health rate. In addition differential special rates are levied in "local areas" to cover local expenses. These special levies totalling R292,000 are not included in the amount of R2,003,000 shown in the table above as the estimated total income from rates.
46. The total of a little more than two million Rand to be received by the Divisional Council in 1966 from the general rate levy is derived as follows:

From the Cape Town Municipal Area	R1,138,000
From the remaining Municipalities	<u>R 348,000</u>
Total from Municipal Areas	R1,486,000
From the rest of the Division ..	<u>R 517,000</u>
	<u>R2,003,000</u>

It will be noted that property owners in the Municipal area of Cape Town will pay 56% of the total proceeds of the general rate levied by the Divisional Council in 1966, excluding the special rates levied in "local areas".

CHAPTER IV.

MUNICIPAL FUNCTIONS AND BUDGETS.

GENERAL POWERS AND DUTIES OF MUNICIPALITIES.

47. The powers and duties of a Municipal Council are set out in the Municipal Ordinance No. 19 of 1951 supplemented by numerous other Ordinances and various Statutes. Some examples taken at random are the Provincial Ordinances relating to Townships, Road Traffic, Shop Hours, Library Service, Nature Reserves, etc. Parliamentary legislation also frequently imposes responsibilities or confers powers on Municipalities. Well known illustrations are the Statutes relating to Group Areas, Housing, Water Affairs and Air Pollution.
48. Apart from such special legislation the Municipal Ordinance of 1951 regulates the establishment and functioning of Municipalities and confers powers to undertake a wide range of functions. These include authority to appoint employees, impose taxation on immovable property; to raise loans, acquire and deal with immovable property; to construct streets,

sewerage and drainage works; to provide water supplies, a fire service, cemeteries, abattoirs, public markets and a considerable range of amenities from swimming baths and parking garages to museums and health resorts. The regulatory powers of Municipalities cover an extensive range of subjects. Section 241 of the Municipal Ordinance lists 131 headings under which Municipalities may make regulations. The legislature having exhausted the list of specific subjects concludes by authorising a Municipality to make regulations:-
 "for effecting any purpose contemplated by this Ordinance and generally for the maintenance of good rule and government and for the convenience, comfort and safety of the inhabitants and for fixing the charges for any services rendered by the Council in connection therewith."

CO-OPERATION BETWEEN MUNICIPALITIES.

49. The foregoing paragraphs apply to all Municipalities including of course those situated in the Cape Peninsula. Sections 222 to 226 of the Municipal Ordinance No. 19 of 1951 set out a considerable range of subjects on which Local Authorities may co-operate with one another. Cape Town has co-operated with one or more Local Authorities under this general legislation or special legislation in the provision of various services. I will record the more important services in the following paragraphs. The money figures which are recorded here are taken from the printed estimates for the year 1966 of the Authorities concerned.

WATER SUPPLIES.

50. Cape Town provides water to the other Municipalities (except Simonstown) and to the urbanised portions of the Divisional Council area. Water is supplied in bulk by Cape Town and reticulated by the Authority concerned. For the year 1966 the total revenue to Cape Town from the sale of water is estimated at R3,899,000 of which R654,000 will come from local authorities and private consumers in outside areas and R3,245,000 represents sales within the Cape Town Municipal area. Thus sales outside Cape Town area represent approximately 16% of the total revenue. These figures exclude an amount of R36,000 which Cape Town will receive from the Municipalities of Paarl and Wellington and upper riparian owners in accordance with the agreement authorising the extraction of water from Wemmershoek. According to the printed estimates Cape Town expects to make a profit of R615,000 on the sale of water in 1966.

ELECTRIC POWER.

51. Cape Town also provides electric power outside its Municipal area to a part of the Cape Peninsula excluding the Municipalities of Goodwood, Parow and Bellville. For the year 1966 the sales of electricity outside the Cape Town Municipal area are expected to total R1,648,000 while

sales within the Municipal area will produce R11,426,000 - a total of R13,074,000. The sales outside Cape Town area are approximately 12.6% of the total; say one-eighth as being simpler to remember. Cape Town expects to make a profit of approximately R1,500,000 from the sale of electricity in 1966. Most of this profit comes from sales within the Cape Town Municipal area. The use of electric power grows rapidly and the maximum designed output of the existing Cape Town Municipal generating stations will be reached soon. The City Council has decided not to build another power station and has agreed to buy power in bulk from Escom's new generating stations which are being built on the Transvaal coalfields. This apparently will not affect Cape Town's supply area.

AMBULANCE SERVICES.

52. The Cape Peninsula Local Authorities Ambulance Service is operated by Cape Town on behalf of all the Local Authorities in the Cape Peninsula. Cape Town collects the charge from private users and the debit balance on the running costs, which is considerable, (R410,000 for the year 1966) is met in full by the Provincial Administration. It should be recorded that very extensive use is made of the ambulance service by the Provincial Hospitals in the Cape Peninsula for transporting outpatients and the transfer of patients between hospitals. This service accounts for R355,000 of the Provincial Administration's total contribution of R410,000.

SEWAGE DISPOSAL.

53. Cape Town City's two major sewage treatment works purify sewage coming from Pinelands, Goodwood and Parow Municipalities and from various urbanised areas under the Divisional Council as well as from its own Municipal area. The total running cost to Cape Town in 1966 of the sewerage and stormwater systems is R2,422,000 and the total revenue is R335,000 of which R117,000 is contributed by the outside areas. The debit balance of approximately R2,087,000 is met from Cape Town rates.

FIRE PROTECTION.

54. Cape Town also provides fire protection services to the Pinelands Municipality and to various townships under the Divisional Council. The total cost of the Cape Town Fire Brigade in 1966 is estimated at R657,000 and the total revenue at R133,000 of which R27,000 represents retaining fees paid by the outside areas. The debit balance of R524,000 is charged to Cape Town rates.

PRODUCE MARKET AND ABATTOIR.

55. Cape Town City has provided a modern produce market in the Epping Industrial area and has recently completed a replacement abattoir at Maitland. These utilities serve the whole of the Cape Peninsula and a wider area. The policy is to fix charges to cover costs so normally there should not be a net debit falling on the rates. The new produce market operated at a loss during the first few years after it was built but in 1966 revenue and expenditure are expected to balance. The old Abattoir produced a profit of about R70,000 to R80,000 a year.

HEALTH SERVICES.

56. As part of its local health service, Cape Town City maintains the Brooklyn Hospital for Chest Diseases and the City Hospital for Infectious Diseases. There are reciprocal arrangements for acceptance of patients between the City Health Department and the Health Department of the Divisional Council acting on behalf of the other Local Authorities in the Peninsula. The total expenditure by the City on health services for 1966 is estimated at R2,263,000 and total revenue at R1,416,000 leaving a debit balance of R847,000 to be found from rates.

HOUSING A GROWING RESPONSIBILITY.

57. The provision of housing for citizens who are unable to provide housing for themselves through the normal channels, is a heavy and growing responsibility of Local Authorities. In the Cape Peninsula this affects all race groups of the community but more especially the members of the Coloured group who considerably outnumber the other groups combined.

HOUSING FOR BANTU.

58. With regard to housing for the Bantu, Cape Town City and the Cape Divisional Council share the responsibility on behalf of all the urbanised areas of the Cape Peninsula. Housing is provided by Cape Town for approximately 80,000 Bantu while the Divisional Council is responsible for approximately 32,000. The total expenditure for 1966 by the City on Bantu housing and health and community services is R2,915,000 and the total revenue is R2,872,000 leaving a net debit balance of R43,000 to be debited to the rates. These figures include the sale of alcoholic liquor which by law is a monopoly of the Local Authorities. The expenditure on Bantu housing from the Revenue Account is R1,498,000 and the revenue is R1,381,000 showing a deficit of R117,000. The Liquor Account shows a profit of R131,000 of which R105,000 is paid over to the State and R26,000 is retained by the Municipality and credited to the loss otherwise incurred on the Bantu Account.

HOUSING FOR WHITES.

59. In respect of Whites, both Cape Town and the Divisional Council are planning new housing schemes and the Divisional Council was responsible for the Bergvliet Scheme. Up to the present the greatest contribution has been made by the Citizens' Housing League and Pinelands Garden City. Both are private organisations, operating on a non-profit basis.

HOUSING FOR COLOUREDS.

60. The position with regard to the Coloureds is especially difficult. The shortage of housing is a perennial problem which has been aggravated by the exceptional rapid increase in this population, by the need to replace slum properties and by the movement of population consequent on the application of the Group Areas Act.
61. Cape Town City especially has made a considerable contribution in recent years to the housing of the Coloureds and the Divisional Council is at present erecting housing at Grassy Park. The Citizens' Housing League has made a valuable contribution by building the Bishop Lavis Township to accommodate 28,000 Coloureds. There remains a considerable backlog in all the local authority areas where Coloureds reside. A sustained effort on a substantial scale is required for a long time ahead.

ANNUAL LOSS HOUSING FOR COLOUREDS CAPE TOWN.

62. Cape Town City is budgeting for a loss of R350,000 for the calendar year 1966 in respect of housing for the Coloured group. This loss must be recouped from the tax levied on all ratable property in the Cape Town area. Cape Town accepts as tenants in its housing schemes only those persons who are employed in its Municipal area. There is, however, no check in actual practice that the tenants continue to be so employed. This applies to all the local authorities in the Cape Peninsula who provide housing but as more than three-fifths of the total Coloured population of the Cape Peninsula are domiciled in the Cape Town Municipal area, the prospective financial loss to Cape Town is very considerable. If the shortage of housing is tackled energetically, it is a safe prediction that the annual loss will grow and in a relatively short period will become a severe drain on the tax resources of Cape Town and on those other local authorities in the Peninsula in whose areas substantial numbers of Coloureds are domiciled.

HOUSING LOSSES BY MUNICIPALITIES OTHER THAN CAPE TOWN.

63. I have stated above that the provision of housing by a local authority in the Cape Peninsula is in effect

a contribution to the common pool although it may not be so intended. I have recorded the figures in respect of Cape Town Municipality. The position with regard to the remaining 8 Municipalities is as follows for the budget year 1966:-

Municipality	1966 Expenditure	1966 Revenue	Estimated loss for the year
	R	R	R
Bellville	50,385	46,378	4,007
Durbanville	7,040	6,973	67
Goodwood	1,095	1,095	Nil
Parow	62,418	61,388	1,030
Simonstown	67,696	58,129	9,567

There is no expenditure in respect of non-white housing schemes in the Municipalities of Fish Hoek, Milnerton and Pinelands. Except in respect of Simonstown, and of course Cape Town already mentioned, the losses on housing schemes are a negligible burden on the rates. On Simonstown's 1966 expenditure budget of R379,985 the loss of R9,567 represents approximately 2½%.

BATHING AND SEASIDE AMENITIES.

64. Cape Town provides various amenities which are available generally. The City Orchestra brings a net debit to the rates of approximately R100,000 a year. The heaviest call on the City's rates revenue in respect of amenities is for bathing and seaside amenities on which in the 1966 budget year the net loss is almost R600,000 of which approximately R250,000 is for services in non-white areas. Cape Town is committed to provide seaside amenities for the non-whites (mainly the Coloureds) at Strandfontein on the False Bay Coast and on the shore of Table Bay of which the cost will run to several million rand. These seaside amenities are situated in the Cape Town area but will serve the whole Coloured population of the Cape Peninsula and in fact a much wider area. This is a very essential service which Cape Town will provide on behalf of all the Local Authorities of the Cape Peninsula. There is inevitably a heavy annual loss on such amenities which loss under present circumstances will fall exclusively on Cape Town and which is likely to increase rapidly in the future.

NATURE RESERVES.

65. Under the budget heading Parks and Forests, Cape Town City expects to spend R1,296,000 in 1966 and to receive in revenue R168,000, leaving a balance of R1,128,000

to be found from the rates of the City. Included in this expenditure is R100,000 in respect of the development of the Table Mountain Nature Reserve and R60,000 in respect of the Silvermine Nature Reserve. The Provincial Administration refunds to the City Council 50% of the cost leaving a net debit of R80,000 in the year 1966 to be defrayed from the City's rates. These Nature Reserves are extensive and provide recreation for all the citizens of the Cape Peninsula. These reserves will grow in popularity and provide an outdoor amenity of outstanding value. The costs will also increase and the annual loss after deduction of the Provincial subsidy will under present circumstances fall on the tax revenue of the Cape Town Municipality.

CAPE PENINSULA LOCAL AUTHORITIES' 1966
EXPENDITURE BUDGETS.

66. In the following table the total estimated expenditure from revenue for the year 1966 of the local authorities in the Cape Peninsula is recorded:-

<u>Local Authority</u>	<u>Total expenditure from revenue for 1966.</u>
Cape Town City	<u>R44,656,884</u>
Bellville Municipality	R 1,565,016
Durbanville "	122,082
Fish Hoek "	311,291
Goodwood "	1,077,632
Milnerton "	433,751
Parow "	1,304,654
Pinelands "	450,943
Simonstown "	<u>379,985</u>
Total expenditure for Municipalities excluding Cape Town	<u>R 5,645,354</u>
Cape Divisional Council	<u>R 5,196,371</u>
Total of 1966 estimated expenditure from revenue of all local authorities in the Cape Peninsula	<u>R55,498,609</u>

Notes:

- (a) These figures include the contribution to the revolving funds.
- (b) There is in addition considerable expenditure on capital account.

CHAPTER V.DIVISIONAL COUNCIL FUNCTIONS.FUNCTIONS OF DIVISIONAL COUNCILS.

67. The constitution, functions, powers and duties of Divisional Councils are provided for in the Divisional Councils Ordinance No. 15 of 1952. The Divisional Council system has existed in the Cape Province for over a century. They are elected bodies with powers to tax fixed property. Their principal function originally was to construct and maintain the roads outside municipal areas. With peri-urban development springing up on the fringes of the towns and along the considerable coast-line of the Province, additional powers have been granted from time to time to the Divisional Councils relating to health and some other municipal services. On the other hand the Provincial Administration now undertakes the construction and maintenance of National and Provincial Trunk Roads. With the phenomenal increase in motor transport the remaining classes of roads, viz. main roads, divisional roads and local roads, have become of great importance. The construction and maintenance of these classes of roads still remains the most important single duty of the Divisional Councils and absorbs the greatest share of their tax income.

GENERAL POWERS OF DIVISIONAL COUNCILS.

68. Divisional Councils are empowered to appoint employees, to rate immovable property and to raise loans. As previously stated they have extensive powers in respect of the construction and maintenance of roads and in respect of trekpaths, outspans and servitudes and may expropriate immovable property for the construction of roads or any other purpose authorised by the Ordinance. A Divisional Council may also establish public cemeteries in the rural area of the division. There are various permissible powers of which the more important are: to provide water supplies and parks and open spaces in the rural area excluding any "local areas"; to provide and maintain rest camps along proclaimed roads, bathing places, camping and picnic grounds and pleasure resorts; to establish and maintain pounds and to provide means to fight and prevent bush fires; and to make regulations in respect of building plans for buildings to be erected in the rural area. Under specific legislation by Parliament or the Provincial Council additional powers and duties are conferred or imposed on divisional councils. Examples are the Health Act and the Townships Ordinance.

REGULATORY POWERS OF DIVISIONAL COUNCILS.

69. Chapter XVI of the Divisional Councils Ordinance authorises the divisional councils to make regulations

concerning a considerable list of subjects ranging from the regulating of factories, the sale manufacture and distribution of food and milk, the pollution of water, to the storage of dynamite.

"LOCAL AREAS" UNDER DIVISIONAL COUNCILS.

70. Within a "local area" the Divisional Council has additional powers which may be exercised with the approval of the Administrator. Section 6 of the Divisional Councils Ordinance No. 15 of 1952 empowers the Administrator to declare any portion of the rural area of a division to be a local area, assign a name thereto and to define the boundaries. The Ordinance defines a "rural area" as that portion of the division which falls outside the area of any urban local authority. A local area is declared where there is urban development and local areas may vary from small hamlets to fairly substantial towns. A local area is administered by the Divisional Council and is not a local authority.

ADDITIONAL POWERS OF A DIVISIONAL COUNCIL IN A LOCAL AREA.

71. Chapter XV of the Ordinance authorises a Divisional Council, in respect of a local area, to provide and maintain or contract for the provision and maintenance of a supply of water, a system for sanitary and refuse removals and for the disposal of sewage and a fire fighting service. A Divisional Council may also provide and maintain public slaughter-houses, public wash-houses, parks, recreation grounds and other amenities and stormwater drainage. A Divisional Council may contract for the provision of a system of lighting, heating and power.

LIMITATION OF EXPENDITURE IN LOCAL AREAS.

72. The special expenditure in a local area must be met as far as possible from the special income of the local area. I quote the relevant portion of section 214 of Ordinance 15 of 1952:

"214. (1) Notwithstanding anything to the contrary in this ordinance, a council shall defray the expenditure of a local area required to be reflected in the separate or single accounts referred to in the provisos to sub-section (1) of section eighty only from the revenue derived from the local area or local areas concerned: provided that a council may, with the consent of the Administrator -

- (a) defray from its general revenue any loss suffered by it on the provision of any service; or

- (b) utilize any profit made by it on the provision of a particular service to any local area to offset any loss suffered by it on the provision of the same service to another local area; or
- (c) defray from its general revenue any expenditure incurred in any local area; or
- (d) where the Administrator has in terms of the second proviso to sub-section (1) of section eighty authorised the council to keep one account for the provision of a particular service to the whole or any portion of its division defray from its general revenue any loss reflected in such account."

CHAPTER VI.

CAPE DIVISIONAL COUNCIL BUDGET.

CAPE DIVISIONAL COUNCIL REVENUE BUDGET FOR 1966.

73. The following table summarises the 1966 revenue budget of the Cape Divisional Council and shows how the amount of approximately R2 million raised from assessment rates is expended:-

<u>Service</u>	<u>Expenditure</u> R	<u>Revenue</u> R	<u>Amount required from rates</u> R	<u>Approx. Percentage of total rate income.</u>
Health	1,082,415	883,636	198,779	9.5
Roads Maintenance	908,324	335,451	572,873	27.3
Bantu Services	891,588	880,778	10,810	.5
Administration	583,481	28,567	554,914	26.5
Local Areas	436,158	305,290	130,868	6.2
Works: General	372,277	30,918	341,359	16.2
Housing	315,737	266,821	48,916	2.3
Water Schemes	289,914	289,914	-	-
Nature Reserves and Recreation Areas	156,365	38,158	118,207	5.6
Traffic control	69,963	32,011	37,952	1.8
Fire fighting and afforestation	51,679	3,936	47,743	2.3
Donations to Welfare & other Organisations	38,470	-	38,470	1.8
Less Surplus brought forward	5,196,371	3,095,480	2,100,891	
	-	-	97,761	
Totals	<u>R5,196,371</u>	<u>R3,095,480</u>	<u>R2,003,130</u>	<u>100.0</u>

Note: Services are arranged in descending order of the total expenditure for 1966.

COMMENT ON 1966 BUDGET.

74. The total expenditure for 1966 is estimated at approximately R5.2 million. The revenue other than taxation will amount to R3.1 million and the amount to be raised from assessment rates is approximately R2 million. There is a surplus brought forward of approximately R100,000. Some explanatory notes with regard to the expenditure are recorded in the following paragraphs.

COMBINED HEALTH CONTROL SCHEME.

75. The Divisional Council's Health Department, by agreement, undertakes the local authority responsibility for health services in the seven municipal areas Bellville, Durbanville, Fish Hoek, Goodwood, Milnerton, Parow and Pinelands as well as the rural area of the Division. This Combined Health Control Scheme comprises the whole of the area of the Cape Division excluding the Municipal areas of Cape Town and Simonstown. The total expenditure on this Combined Scheme is approximately R563,000. The State Department of Health refunds approximately R260,000, the seven Municipalities contribute R93,000 and the net balance of R172,000 after crediting miscellaneous income is debited to Divisional Council rates.

DR. A.J. STALS MEMORIAL SANATORIUM.

76. The Dr. A.J. Stals Memorial Sanatorium is a regional tuberculosis hospital serving a wide area including the Cape Peninsula. The estimated total running expense for the year 1966 is R520,000. The State Department of Health refunds R203,000 and R261,000 is recovered in fees from other authorities, leaving, after crediting miscellaneous income, a debit balance of R27,000 to be found from Divisional Council rates.

NET CHARGE ON DIVISIONAL COUNCIL RATES IN RESPECT OF PUBLIC HEALTH.

77. The net charge for 1966 on the rates of the Divisional Council is R172,000 for the Combined Health Control Scheme and R27,000 in respect of the Tuberculosis Hospital; a total of R199,000.

ROADS MAINTENANCE.

78. The expenditure for 1966 on the upkeep of roads is approximately R908,000. The construction and maintenance of roads outside the areas of jurisdiction of urban authorities was the original justification for the establishment of Divisional Councils and still remains a very important function. The income of R335,000 is almost entirely the subsidy from the Provincial Administration. The debit balance of R573,000 is the heaviest single charge on the

assessment rates, absorbing over 27% of the total rate income.

BANTU SERVICES.

79. Parliamentary legislation requires local authorities to maintain a separate account of the revenue and expenditure on Bantu Services. The gross expenditure for 1966 is estimated at R892,000 and total revenue at R881,000 leaving a net balance of R11,000 to be met from the rates of the Divisional Council. The expenditure under this heading includes administration (R65,000), housing, public health, welfare and recreational services, a subsidy on bus fares (R69,000), water supply and the provision of premises for trading. These figures of expenditure and income also include Bantu beer and liquor sales which is a monopoly of the Local Authority.

ADMINISTRATION: GENERAL.

80. Of the total estimated expenditure of R583,000 the debit to assessment rates is R555,000 representing 26.5% of the total rate income. After roads this represents by far the heaviest burden on the rates. The administration costs are 10.7% of the total expenditure. The total expenditure of R583,000 is broken down under main headings as follows:

Salaries	R301,000
Commission paid to urban authorities for the collection of rates and also a share of valuation costs	131,000
Interest and redemption charges on loans	21,000
Contribution to Cemeteries Board	10,000
General expenses	120,000
Total	<u>R583,000</u>

LOCAL AREAS.

81. It has been explained earlier that local areas are a device enabling municipal services to be supplied to portions of a division which have become urbanised and to confine these special costs as far as possible to the inhabitants of the local area who enjoy the benefit. Local areas are administered by the Divisional Council concerned and are not local authorities. There are at present 13 declared local areas in the Cape Division and it is expected that more will be constituted. Information with regard to the population, valuation and the special rate in respect of these local areas is tabulated below.

Local Area	Population		Valuation of fixed property R Millions	Special Rate Cent per Rand	Shortfall for year 1966 R
	White	Non-White			
Bergvliet	5,800	500	11.5	.85	53,363
Bloubergstrand	190	110	.8	.62	7,184
Constantia	5,200	13,300	16.2	.26	-
Grassy Park	50	16,500	4.4	.85	20,312
Hout Bay Harbour	-	1,500	.8	1.05	-
Hout Bay	1,420	1,900	5.0	.47	8,960
Kommetjie	280	55	.7	.68	4,165
Matroosfontein	-	4,250	.7	.85	1,998
Melkbosstrand	170	100	.7	.85	6,650
Ottery	1,600	100	1.3	.85	5,889
Philadelphia	90	145	.1	.81	-
Thornton	4,700	300	4.9	.85	22,347
Zeekoevlei	970	-	.9	.41	-
Totals	20,470	38,760	48.0	-	R130,868

- Notes:
- (1) All owners of fixed property in the local areas are required to pay rates on the rural basis of .64 cent per rand. Property in the Municipal areas pay a divisional rate on the basis of .15 cent per rand.
 - (2) Where no figures appear under the column "Shortfall", the budget of the local area is balanced showing neither surplus nor shortfall.
 - (3) See Chapter II with regard to the special position of Epping Garden Village, Bishop Lavis Township and Bishopscourt Estate which are not legally local areas.

82. The total shortfall of approximately R131,000 appears to be a serious burden on the general rates of the Division and is on occasions the subject of criticism from the Municipal authorities included in the Cape Division on the grounds that the Municipal ratepayers are heavily subsidising the local areas which are receiving the benefit of municipal services.
83. Let us take the case of Bergvliet where the debit to general rates is shown as R53,363 for the year 1966. Bergvliet property owners pay the rural divisional rate of .64 cent and a special rate of .85 cent, making a total of 1.49 cent per rand. If Bergvliet was included in the Cape Town Municipal area, the rate payable for 1966 would be the City Council rate of 1.3 cent and the divisional rate of .15 cent making a total of 1.45 cent per rand. Bergvliet owners are actually paying a slightly higher rate than Cape Town owners and in addition pay for electric current and water at a higher rate than Cape Town users. The case of Thornton where the shortfall is R22,347 is identical.
84. Grassy Park which shows the third highest shortfall of R20,312, is inhabited mainly by members of the Coloured race group. Property owners pay a total rate of 1.45 cent per rand, the same as Bergvliet and Thornton owners.
85. The finances of these local areas demonstrate the anomalies which arise when portions of a total urbanised area are separated artificially for budget purposes. The same anomalous position will arise if attempts are made to cost separately the various suburban areas of a city. Generally speaking the central business district with its high value properties will be found to subsidise the suburban areas of the city though to different degrees.

WORKS GENERAL.

86. Of the total expenditure of R372,277 for the year 1966 the debit to rates is R341,359 representing 16.2% of the total raised by rates. The expenditure is summarised as follows:-

Salaries	R188,000
Pension Fund contributions and pensions payable from revenue	52,000
Transport, etc.	14,000
Town planning	22,000
Maintenance of storm drains	10,000
Street Lighting	6,000
Interest and redemption charges	54,000
General expenses	<u>26,000</u>
	<u>R372,000</u>

Note: Under the heading of Salaries R18,000 is included in respect of building control services.

HOUSING.

87. The 1966 current expenditure is estimated at R315,737 and income at R266,821 leaving a debit balance of R48,916 to be found from the rates of the Divisional Council. The Divisional Council has completed housing schemes at Hout Bay, Grassy Park and Matroosfontein for Coloureds which account for a debit of R14,307 charged against 1966 rates. The balance of approximately R34,000 is preliminary development expenditure in respect of new housing schemes in course of erection or being planned.

WATER SCHEMES.

88. The expenditure of R290,000 is balanced by income and there is no charge on the assessment rates. Earlier the expenditure for each local area was required to be kept separate with the consequence that there were considerable variations in the charges in the various local areas. The law has been amended to permit the Divisional Council to treat the water accounts as a whole for all the local areas.

NATURE RESERVES AND RECREATION AREAS.

89. An amount of R118,000 of a total estimated expenditure of R156,000 is debited to rates. The main headings of expenditure are:-

Cape of Good Hope Nature Reserve	R81,414
Rondevlei Wild Birds Sanctuary ..	R16,624
Millers Point Recreation Area ..	R24,328
Soetwater Recreation Area	R14,292
Various Recreation, Camping and Picnic areas	R19,707
Total	<u>R156,365</u>

90. Of the revenue totalling approximately R38,000, an amount of R33,000 is in respect of the Cape Point Reserve. The Provincial Administration contributes R4,324 and R27,000 will be received from visitors as entrance fees.

FIRE FIGHTING AND AFFORESTATION.

91. The total expenditure on fire fighting, bush control and afforestation for the year is R51,679 and revenue is expected to amount to R3,936, leaving a balance of R47,743 to be carried by the rates.

TRAFFIC CONTROL.

92. The gross expenditure for the year is estimated at R69,963 and the total revenue at R32,011. Traffic

finances are expected to provide R32,000 of the estimated revenue.

DONATIONS TO WELFARE, HEALTH AND EDUCATIONAL ORGANISATIONS.

93. A total of R38,470 is provided in the 1966 Estimates which is to be donated to 105 specified organisations. The larger donations exceeding R1,000 are in respect of:

	R
The Cape Performing Arts Board	3,450
University of Cape Town	2,000
Nyanga Creche	1,522
Community Chest of the Western Cape	1,500
Cape Province Tuberculosis Council	1,250

CAPE PENINSULA CEMETERIES BOARD.

94. This Board was established by an Act of the old Cape Parliament, Act 3 of 1883. This is the only example in the Cape Peninsula of a normal local authority service being undertaken by what the Americans call a "special district"; that is an authority with an independent personality for a specified purpose established by law. The Provincial Administration is considering the abolition of the Board in its present form and placing the service under the direct control of the local authorities in the Cape Peninsula.

CHAPTER VII.

THE JOINT TOWN PLANNING SCHEME.

CAPE AND STELLENBOSCH DIVISIONS.

95. A Joint Town Planning Scheme is in operation in most of the area of the Cape Peninsula and in the adjoining Stellenbosch Division. The Member Authorities are the Municipalities of the Cape Peninsula (excluding Fish Hoek and Simonstown) plus Kuils River, Somerset West, Strand and Stellenbosch Municipalities and the Divisional Councils of the Cape and Stellenbosch. The Joint Town Planning Committee is comprised of representatives nominated annually by the Member Authorities. The members elect the Chairman annually.

JOINT SCHEME HAS STATUTORY FORCE.

96. The preparation of a Joint Scheme has been approved by the Administrator in terms of Section 33 of the Townships Ordinance No. 33 of 1934. In accordance with

Section 34 the Member Authorities have conferred on the Joint Town Planning Committee the powers of local authorities for the preparation of a town planning scheme except the power to administer Section 57, which power is retained by the Member Authorities.

ADVISORY REPRESENTATION.

97. Various authorities have advisory representation on the Technical Sub-Committee of the Joint Town Planning Committee including:-

State Departments

Planning
 Transport
 Community Development
 Bantu Administration and Development
 Post Office

Provincial Administration

Roads Department
 Education Department
 Town Planning Branch
 Townships Board

 S.A. Railways Administration
 Electricity Supply Commission

TECHNICAL SUB-COMMITTEE.

98. Advisory to the Joint Town Planning Committee is a Technical Sub-Committee comprised of the Engineers of the Member Authorities and the Town Planning Officers of Cape Town City and the Cape and Stellenbosch Divisional Councils. The Technical Sub-Committee meets monthly to consider subjects of a technical nature and submits its recommendations to the Joint Committee. Matters of policy go direct to the Joint Committee. All subjects for consideration must be submitted by a Local Authority and not by individuals.
99. The Town Planning Branch of the Cape Town City Engineer's Department undertakes investigations and prepares plans for the Technical Committee. A small part of the expenses of this Branch is paid by the Joint Committee. The Member Authorities contribute annually to cover the expenses.

ORIGIN OF JOINT PLANNING COMMITTEE.

100. It is of interest to record that this Joint Town Planning Committee had its origin in the problems which were encountered in planning the routes of the three National Roads which converge on and terminate in Cape Town. The Cape Town City Council and the Divisional Council of the Cape were the first to move and they applied for and obtained the Administrator's consent to prepare a Joint Town Planning Scheme. Consent was granted on 9th October, 1940. The other Member Authorities voluntarily joined the Joint Scheme over a period of time. The area covered by the Joint Scheme comprises a sub-region extending over approximately 1,000 sq. miles.

RESPECTIVE FUNCTIONS OF JOINT COMMITTEE AND LOCAL AUTHORITIES.

101. The Joint Town Planning Committee concerns itself with the broader aspects of planning, including use zoning, road and rail communications, and other matters of common interest in order to ensure co-ordinated and harmonious development of the sub-region. Detailed planning within the general framework remains the responsibility of the Member Authority but when specifically requested the Joint Committee will advise a Member Authority in respect of detailed planning. It is the usual practice for Member Authorities to submit their Town Planning Schemes in the draft stage to the Joint Committee for comment and the Joint Committee similarly submits its proposals to the Member Authorities before adoption.

102. MASTER PLAN PREPARED.

The Joint Town Planning Committee has evolved a master plan for much of its area showing the broad zoning for agriculture, industry, main business centres, residential neighbourhoods and major open spaces. These uses are integrated in main road and rail communications.

103. As indicated previously the Member Authorities have delegated powers to the Joint Committee in terms of Section 34 of the Townships Ordinance of 1934. This means that the Joint Town Planning Committee is required to follow the same procedure as an individual local authority with regard to the preparation of its scheme. As the various sections of the Joint Scheme are completed, they must be advertised for objection and the "Scheme in preparation" has statutory force. This means that the Member Authorities may not allow any development, nor undertake any development themselves, in conflict with the Joint Scheme.

104. The Member Authorities are responsible for detailed planning within the framework of the master plan and

also for the administration of the Joint Scheme within their respective areas. The Local Authority concerned is responsible for bringing into effect the requirements of the Joint Scheme. A rule which is strictly observed is that the Joint Committee does not consider proposals from individuals; all items for its agenda are submitted by Local Authorities.

JOINT COMMITTEE ALSO PROVIDES VALUABLE
ADVISORY SERVICE.

105. The Joint Committee has also given valuable service in respect of various planning problems of general application within its area for the guidance of Member Authorities. Examples are questions relating to the siting of motor service stations, standards for drive-in cinemas, caravan parks, the basis for the provision of public open spaces, the siting of schools the encouragement of neighbourhood planning, the disentangling of the traffic highway from the shopping street and the residential road and the acceptance of uniform standards of treatment where other common problems are involved.
106. The Joint Town Planning Committee has rendered very valuable service to the Cape Peninsula and the adjoining districts. One of its more obvious positive achievements is the planning of the network of traffic highways which, with the encouragement and generous financial assistance of the Provincial Administration, are being constructed by the Member Authorities.

CHAPTER VIII.

NEW LOCAL AUTHORITIES PROPOSED EARLIER BY
PROVINCE.

GENERAL COMMENT.

107. Reference has been made earlier in this report to urbanised areas in the Cape Peninsula which are administered and controlled by the Divisional Council. Most of these areas have been declared as "local areas" in terms of the Divisional Councils Ordinance No. 15 of 1952 and it has already been recorded that a "local area" is not a form of local government.
108. Some of these areas developed quickly after World War II and especially during the 1950 decade. In 1959 the Provincial Administration gave serious attention to the form of local government which should be applied to those areas which had shown substantial advance.

PROVINCE PROPOSES TEN NEW LOCAL AUTHORITIES.

109. By Notice 862 of the 10th November, 1961 in the Provincial Gazette the Administrator gave notice that after the period for the lodging of objections, he proposed to consider exercising the powers conferred upon him by the relevant Ordinances by establishing the following new local authorities:

A. New Municipalities for the following areas:-

- (i) The combined local areas of Bergvliet, Bergvliet Extension No. 2 and Meadowridge;
- (ii) the local area of Constantia;
- (iii) the local area of Grassy Park;
- (iv) the local area of Hout Bay;
- (v) the local area of Thornton;
- (vi) the Bishops court Estate.

B. New Village Management Boards for the following areas:-

- (i) the local area of Bloubergstrand;
- (ii) the local area of Kommetjie;
- (iii) the local area of Melkbosstrand.

C. A Local Board for the Epping Garden Village.

OBJECTIONS LODGED AGAINST PROPOSALS.

110. The period for the lodging of objections was eventually extended to 30th June, 1962.

111. It is to be expected that the individuals and associations concerned would consider these proposals from the point of view of their advantage or disadvantage in respect of rates and charges for services. Objections were submitted to most of the proposals.

112. The Divisional Council objected to the proposals in general and submitted the following counter-proposals: the Bergvliet - Meadowridge Local Area and Bishops court Estate be included in the Cape Town Municipality and that Thornton and Epping Garden Village be included either in Pinelands, Goodwood or Cape Town Municipality. For the rest the local areas should remain under the Divisional Council.

113. The other representations which were submitted are summarised as follows.

The Meadowridge Association objected to the proposed Municipality for Bergvliet and Meadowridge because of the high cost of a separate administration and pointed out that the incomes of home owners is limited by the formula of the National Housing Commission. The Association suggested as an alternative that Meadowridge be incorporated in Cape Town Municipality.

114. The Constantia Area Land-owners Association also objected to the establishment of a Municipality and requested the retention of the status quo. The Association contended that Constantia paid its way for the few services available and is not subsidised by the other Municipalities. Three individuals also submitted written objections.
115. No representations were received from Grassy Park but subsequent to the publication of the Gazette Notice, this local area was divided in two local areas known as Grassy Park and Zeekoevlei which cover the areas zoned under the Group Areas Act for Coloureds and Whites, respectively. The Provincial Administration regarded the proposal for a Municipality as having fallen away.
116. In respect of Hout Bay, the Farmers Association and the Ratepayers Association both opposed the proposal for a Municipality. Since the proposal was published in the Provincial Gazette, the Divisional Council has requested that the harbour area be proclaimed a separate local area. The justification submitted by the Divisional Council is that owing to industrial development in the harbour area and the proposal to build a Coloured housing scheme also in that area, it has become necessary to consider the installation of a waterborne sewerage and other services for the harbour area. To avoid these services, which will be confined to the harbour area, having to be subsidised by the remainder of the Hout Bay Local Area, which will receive no benefit therefrom, the Divisional Council decided to ask that the harbour area be declared a separate local area. The Administrator approved the request and proclamation No. 25 of 1966 was published in the Provincial Gazette of 4th February, 1966 establishing the Hout Bay Harbour Local Area and redefining the boundaries of the Local Area of Hout Bay.
117. The village of Llandudno is included in the Local Area of Hout Bay. The Llandudno Residents Association agreed with the Hout Bay representations that municipal status is not justified at present. The Association also stated that Llandudno has no real common interests with Hout Bay and would prefer to be separated if self-government is granted.
118. The Thornton Ratepayers Association stated that the residents wished to be incorporated in the Cape Town Municipality.

119. The Bishops court Ratepayers Association supported the proposal for a Municipality and requested that whatever is finally decided, their township should not be incorporated in the Cape Town Municipality. Bishops court Estate (Cape) (Pty.) Ltd., which Company promoted the township, objected to the proposal to establish a Municipality and preferred incorporation in Cape Town. The Company's main point of objection relates to the compensation which it contends is due in respect of the installation of sewerage and water systems, etc.
120. On behalf of the coastal villages of Bloubergstrand, Kommetjie and Melkbosstrand, the respective Ratepayers Associations objected to the proposal to convert them to the status of Village Management Boards because of their small permanent population and their inability to meet the costs of administration in view of the large capital expenditure incurred on the provision of services for picnickers and holiday-makers who crowd their villages from neighbouring municipal areas and elsewhere.
121. With regard to the proposed Local Board for Epping Garden Village, most of the dwellings fall under the sub-economic category of the National Housing Commission. The Citizens' Housing League, which built and administers the Township, did not oppose the proposal provided the rentals of houses do not have to be raised to cover higher administrative expenditure. The M.P.C. for this area submitted information with regard to the incomes of the residents, most of whom earn less than R100 per month, and stated that any proposal likely to involve the residents in higher rentals to meet the costs of running a Local Board must be resisted.

DECIDED TO POSTPONE PROPOSALS.

122. The Administrator and the Executive Committee considered these objections and representations and decided on 3rd May, 1963 to hold over the proposals sine die. There the matter rests at the time of writing this report.

CHAPTER IX.

SHORTCOMINGS OF EXISTING SYSTEM: PLANNING AND DEVELOPMENT.

METROPOLITAN AREA DEFINED.

123. The foregoing chapters outline the existing position with regard to Local Authorities in the Cape Peninsula and the services rendered by them. I have frequently used the expression "Cape Peninsula". While the Cape Division is not a perfect Metropolitan area -

Kuilsrivier Municipality for example is a continuation of Bellville Municipality - it is nevertheless a good practical area and it is fortunate that this ready made district exists. The boundary has to be drawn somewhere. When I use the expressions "Cape Peninsula" or "Metropolitan area", for the purpose of this report I mean the area falling under the Cape Divisional Council.

124. To justify radical change in existing organisations and procedures, good reasons must exist. The question poses itself: is the present position in the Cape Peninsula satisfactory and, if not, what changes are required?

DEFECT IN EXISTING ARRANGEMENTS.

125. A fatal defect in the existing arrangements is:-

THE LACK OF AN AUTHORITY EMPOWERED TO UNDERTAKE CO-ORDINATED PHYSICAL DEVELOPMENT IN ACCORDANCE WITH THE FORWARD PLANNING OF NEW AREAS AND TO FINANCE SUCH DEVELOPMENT.

EXISTING URBAN DEVELOPMENT LARGELY UNPLANNED.

126. I have said that the development of the existing Municipalities has largely been haphazard. This state of affairs endured until quite recently. It is only about 30 years ago that legislation was tightened up and a beginning made with more adequate provision for open spaces, sites for schools and other public purposes including recreation areas, and co-ordinated use zoning was enforced. One is not surprised to find in old Cape Town that such provision does not exist but this is largely true of the newer areas of Cape Town and the new Municipalities. Consequently huge sums will have to be spent to remedy these deficiencies. Besides the tax burden this entails, considerable inconvenience and disruption will be caused to the inhabitants concerned. This also means that scarce highly skilled manpower is absorbed in remedying avoidable faults and is not available for sorely needed future development.

NO AUTHORITY EXISTS FOR ACTIVE PROMOTION OF PHYSICAL DEVELOPMENT OF NEW AREAS.

127. It is true, under existing legislation and with the control exercised by the Joint Town Planning Committee, the Townships Board and the Provincial Administration, that the serious faults of the past are now prevented. The trouble is that the existing arrangements are largely negative in the sense that they are intended to prevent unsatisfactory conditions but there is no authority specifically charged with the positive responsibility of promoting actively the physical development of new urban areas within the Metropolitan

area and with power and the means to acquire the land required.

DEVELOPMENT IS INEVITABLE.

128. I have already expressed the view that such development is inevitable. Within three or four decades, the population of the Cape Peninsula is expected to double, from one to at least two million persons. The Cape Peninsula is already a major base in the Republic for industry and trade. The relative economic importance of this Metropolitan area in the industry and commerce of the Republic is bound to grow. It will be short-sighted indeed if the faults of the past are allowed to continue in the future through lack of planning for the expected development and for lack of an authority empowered to act in accordance with such plans.

ADVANCE ACQUISITION OF LAND FOR PUBLIC PURPOSES ESSENTIAL.

129. To enable new urban areas to be planned economically, it is essential that land required for major public purposes be acquired in advance of actual urban development. Once urban development occurs land prices rocket and major reservations become impracticable or are obtainable only by imposing a severe burden on the taxpayers. Land is required for various municipal services, e.g. a sewage disposal works, for industrial purposes and for recreation. Large sums can be saved by ensuring that the best possible lay-out is obtained for the services and the necessary land is acquired in good time. I am not suggesting that private development should be discouraged but such development should comply with the co-ordinated plan of development for the area. This will enable future Municipalities within the Metropolitan Area to be established on a sound basis.

LAND FOR RECREATIONAL ACTIVITIES.

130. I should amplify my reference to recreation areas. The Cape Peninsula is fortunate that, through the foresight of the Cape Divisional Council, the City of Cape Town and the Provincial Administration, Nature Reserves have been established stretching intermittently from Table Mountain to Cape Point. These Reserves provide for a wide range of recreational activities and are capable of further development and extension. There are also the attractive beaches of False Bay and Table Bay which are still largely undeveloped.

PROVISION FOR TOURISTS.

131. There are already a million people living in the Cape Peninsula and this number will double in the next three to four decades. Leisure time is increasing, already the five day week is here and the introduction of automation on a wide scale is expected within reasonable

time to reduce working hours still further. The Cape Peninsula has great potential attraction to visitors from elsewhere in the Republic and for tourists from other countries. Tourism is bound to develop in the near future on a scale undreamt of at the moment.

132. Visitors and tourists also require hotel accommodation and amusement, recreational and cultural activities but my concern in this report is to emphasise the imperative need to provide for outdoor recreation on a big scale for the people living in the Cape Peninsula as well as to attract visitors and tourists. Outdoor recreation facilities require land on a big scale and it must be acquired in advance of actual urban development. This can be done only by providing for such recreation areas in the co-ordinated plan for the whole area and empowering an authority to acquire it.

BEACH RECREATION ACTIVITIES.

133. Beach recreation in the Cape Peninsula also offers considerable scope. Excluding the relatively small sections already well developed, the beaches should not be cut up under various authorities. Beach recreation should be planned as a whole by an Authority empowered to carry out the plan as the need arises.

CHAPTER X.

SHORTCOMINGS OF EXISTING SYSTEM: LAW ON LOCAL AREAS.

CAPE DIVISIONAL COUNCIL: MOTHER OF MUNICIPALITIES.

134. I have listed earlier the "local areas" (i.e. areas in various stages of urban development) at present under the care of the Divisional Council. It must not be forgotten that the other Municipalities in the Cape Peninsula, excepting Cape Town and Simonstown, were nurtured by the Divisional Council to the stage when they were weaned and grew to full status as independent Municipalities.

PRESENT FUNDAMENTAL WEAKNESS.

135. A fundamental weakness is the application of the ordinary law relating to Divisional Councils to the situation in the Cape Peninsula. I have mentioned earlier that Chapter XV of the Divisional Councils Ordinance, 1952 requires that special expenditure in a local area must be recouped from the property owners and inhabitants in that area.

LAW ON LOCAL AREAS UNDER RURAL CONDITIONS
IS FAIR.

136. This stipulation in normal circumstances is just. The Divisional Council is basically a rural local authority. If a hamlet develops at the coast or at some other attractive spot and the owners and occupiers there desire services not available to other owners in the Division, it is reasonable that they should be required to pay for these services. It is manifestly unjust to allow a situation where a privileged group is able to persuade a Divisional Council into providing municipal services for themselves at the expense of the Division as a whole.
137. Coupled with this, the policy of the Provincial Administration is to encourage the development of local government on a democratic basis. The "local area" is regarded as the embryo of future self-government. Provincial legislation provides for local self-government in various stages, a local board, a village management board and finally a municipality. This policy has resulted in the establishment throughout the Province of numerous small village boards and municipalities, independent of the Divisional Council, and responsible for their local government.

LOCAL AREAS LAW UNSUITABLE IN CAPE PENINSULA.

138. This policy is impracticable and out of place in the Cape Peninsula. Here there is no question of occasional and casual urbanisation on a small scale for which the general law provides. Already we have a metropolitan situation which is developing rapidly and which requires positive thinking and planning and not merely negative restraints. The situation in the Cape Peninsula is entirely different from any other area in the Cape Province and this must be recognised and special provision should be made in special legislation.

LOCAL AREAS: RESTRICTIONS RE FINANCE.

139. When an area outside an existing Municipality is subdivided into plots as a township (which requires the approval of the Townships Board and the Administrator) and urban development begins, the Divisional Council is inevitably pressed to provide municipal services which in the Peninsula means electricity, water, sewerage, storm drainage, local roads and sometimes civic halls and libraries. The Divisional Council must first ask the Administrator to declare this development a "local area" before such services can be provided. The costs, both capital and maintenance, must be debited against the "local area" and a special rate must be levied to cover these costs.
140. This is reasonable in respect of an isolated development when the additional cost can be isolated.

Complications arise when such developments are not isolated events and where services need to be installed to provide for a wider area. The adjoining development may not actually have occurred when the services are first installed but is confidently expected and should be provided for. The service mains for electricity, water, sewage, and storm drains may, therefore, be of greater capacity than is required immediately and consequently more costly. It is unreasonable to debit the "local area" with this additional cost but how then is it to be met? The Divisional Council and the Provincial Administration do their best to apply the law as it stands but the fact is that it is obviously unworkable under the conditions prevailing in the Cape Peninsula. The strict application of the statutory provision produced such wide variations in the charges for water in the different local areas that the Provincial Council had to amend the Ordinance to permit the pooling of the costs of water so that a uniform charge could be fixed by the Divisional Council for all local areas. Similar anomalies would undoubtedly arise if attempts are made to calculate separately the costs of services to various areas of one town.

141. It would certainly be unwise to amend the general ordinance relating to Divisional Councils to provide for conditions in the Peninsula which require co-ordinated forward planning for expected development. As the position now is, the Cape Divisional Council and the Provincial Administration are severely handicapped by the existing unsuitable legislation and orderly physical development based on intelligent and economical pre-planning is being made extremely difficult.

SPECIAL LEGISLATION REQUIRED.

142. A serious defect in the existing arrangements is:

CHAPTER XV OF THE DIVISIONAL COUNCILS
ORDINANCE NO. 15 OF 1952 RELATING TO
"LOCAL AREAS" IS ENTIRELY UNSUITABLE
TO THE CONDITIONS IN THE CAPE PENINSULA
AND SHOULD BE REPLACED BY SPECIAL LEGIS-
LATION.

CHAPTER XI.

SHORTCOMINGS OF EXISTING SYSTEM: UNEQUAL
DISTRIBUTION OF TAX BURDEN.

LOCAL AUTHORITIES AND LOCAL TAXATION.

143. There will always be differences in taxation levels in adjoining Municipalities. Usually the main

reasons for such differences can readily be ascertained. The citizens in one Municipality may be better off or have greater civic pride and provide themselves with attractive civic centres, better streets, finer parks, sports grounds, and other amenities such as high standard libraries and swimming baths. This is one of the advantages of local self-government. If the City of Cape Town chooses to keep a symphony orchestra that is its own business. Differences in taxation levels resulting from local choice are not a subject of legitimate criticism by outsiders.

144. But when the burden of taxation is substantially distorted not through the choice of the citizens concerned but due to circumstances outside their control, there is ground for grievance. Such a position is developing in the Cape Peninsula.

ANNUAL LOSS BY CAPE TOWN CITY ON HOUSING FOR COLOUREDS.

145. The unequal distribution of the tax burden is arising through the urgent need to provide more adequate housing and major amenities principally for the Coloured population of the Cape Peninsula. Under the Group Areas Act specific areas are being set aside for the various population groups, White, Coloured, Asiatic and Bantu. Apart from clearing up slum and other undesirable conditions, the application of this Act involves a considerable transfer of population, principally affecting the Coloureds. Cape Town City has in recent years carried out large housing schemes for the Coloured population. For the year 1966 Cape Town budgets for a net loss on current account on Coloured housing of R350,000. This is significant in relation to the need which has still to be met and to the distribution of the Coloured population among the different local authorities.

VAST HOUSING SCHEMES REQUIRED FOR COLOUREDS.

146. The need of the Coloured population at present is at least 30,000 dwelling units in the Cape Peninsula as a whole. If this backlog is undertaken by a ten year programme, at the end of that period a further 15,000 to 20,000 family dwellings will be required to provide for the population growth during that period. Thus something like 4,500 dwellings at least will have to be built annually to overtake the needs in ten years time. Obviously big money is involved in a housing programme of these dimensions and big annual net losses.

RATIO OF WHITES TO COLOUREDS VARIES CONSIDERABLY IN LOCAL AUTHORITY AREAS.

147. Earlier I recorded the present ratio of White to Coloured persons in the various local authority areas. Goodwood Municipality with 4 Coloured persons to 1

White has the greatest responsibility for housing. If Goodwood undertakes this duty, it will undoubtedly result in a substantial increase in the tax burden on its citizens.

148. The Cape Division area at present as 2 Coloureds to 1 White. The Divisional Council will need to ask for the proclamation of "local areas" in order to finance housing schemes. The local area will obviously be unable to carry the whole burden and the balance will have to be charged to the general rate on the whole Division.
149. The ratio in the City of Cape Town area is 3 Coloureds to 2 Whites. The majority of the Coloureds, approximately 300,000 out of a total of over 500,000, are domiciled in Cape Town Municipality. Cape Town has by far the biggest problem. The financial burden on Cape Town is increased because the major beach amenities for the Coloureds are in the Cape Town area at Strandfontein on the False Bay Coast. A beginning has been made with the provision of facilities there but a considerable expenditure is still required before an adequate minimum of facilities is provided. Cape Town City is also considering the provision of further beach amenities for the Coloureds on the Table Bay Coast. This means, under present arrangements, that Cape Town will bear the net cost annually of beach amenities for all the Coloureds in the Cape Peninsula. This cost will be recurring and a very considerable item annually.
150. Simonstown, Parow and Bellville with ratios varying from one to one down to 3 Whites to 2 Coloureds, have also a financial problem though less than the three local authorities previously mentioned.
151. It will be noted that Fish Hoek, Pinelands and Milnerton have no problem in respect of the housing of Coloureds. The few non-white residents in these Municipalities are domestic servants accommodated by their employers.

ASIATIC GROUP - HOUSING FOR.

152. I have mentioned so far only the Coloured group. The Asiatic group being small, less than 10,000 for the whole Peninsula, does not present a housing problem carrying serious financial implications.

BANTU GROUP - HOUSING FOR.

153. The Bantu, numbering over 100,000 persons, are not regarded as permanent residents and many are male employees working temporarily on contract. A special levy is imposed on employers, the proceeds of which are credited to a fund used solely for the benefit of the local Bantu. The responsibility for housing and amenities for the Bantu for the whole of the Peninsula

is shared between the City Council of Cape Town and the Cape Divisional Council. In the 1966 budget, Cape Town shows a loss of R117,000 on Bantu housing and the Divisional Council a loss of approximately R11,000. The combined loss of R128,000 will increase in future as better housing and amenities are provided.

WHITE GROUP - HOUSING FOR.

154. Of the local authorities in the Cape Peninsula only the Cape Divisional Council has undertaken a large scheme for housing Whites. The Divisional Council was responsible for the Bergvliet housing estate. Both the City Council of Cape Town and the Divisional Council are planning new housing schemes for Whites. The Citizens' Housing League and Pinelands Garden City - both non-profit organisations - have built many houses for Whites either with capital funds raised privately or by loans from the National Housing Fund, which loans are guaranteed by the local authority in whose area the houses are built.

HOUSING AND AMENITIES INVOLVE A GROWING LIABILITY ON LOCAL TAXES.

155. Housing and amenities for the Coloured group and to a lesser extent for the Bantu, will bring heavy burdens on the budgets of the local authorities concerned but some local authorities will escape responsibility entirely. The burden is in no sense proportionate to the benefit derived. It is purely fortuitous - and more so now with the application of the Group Areas Act - in which Municipality the Coloureds mainly reside. They are mobile and free to seek employment anywhere. This manpower, professional, skilled artisans, factory workers and labourers, benefits the whole Peninsula. It is manifestly unfair that fortuitous circumstances should distribute the load arbitrarily on the backs of the taxpayers of the various local authorities. I emphasise that the need for major housing schemes and for major amenities - sports amenities as well as beach amenities - is imperative and the annual net cost will mount rapidly. It is clear that machinery should be devised to distribute the burden on a fair basis.

BEACH AMENITIES: CENTRAL AUTHORITY FOR PLANNING AND DEVELOPMENT.

156. I have referred in this chapter to the need for beach amenities for the non-whites and I have mentioned the need for one authority to be empowered to plan the beaches as a whole and to carry out the plan. Cape Town City has a considerable beach frontage both on Table Bay and on False Bay. To a much lesser extent the Municipalities of Simonstown, Fish Hoek and Milnerton are responsible for beach areas. The rest of the coast of

the Cape Peninsula is controlled by the Divisional Council. The beaches are a valuable amenity and should be developed for the benefit of all the citizens and to attract visitors and tourists. Major development in future should be the responsibility of one authority and the net costs should be shared by all the taxpayers of the Peninsula.

DEFECT IN EXISTING ARRANGEMENTS.

157. A serious defect in the present arrangements is:

THE PRESENT SYSTEM BRINGS ABOUT AN UNFAIR DISTRIBUTION OF THE NET ANNUAL COST OF HOUSING AND AMENITIES FOR THE NON-WHITES. THE RESULT IS A PURELY ARBITRARY DIVISION OF THE COST WHICH EVENTUALLY WILL HAVE SERIOUS FINANCIAL CONSEQUENCES FOR SOME OF THE LOCAL AUTHORITIES WHILE OTHERS THOUGH BENEFITING EQUALLY, ESCAPE LIABILITY. THE SYSTEM SHOULD BE CHANGED SO THAT THIS BURDEN IS DISTRIBUTED FAIRLY OVER ALL THE TAXPAYERS OF THE CAPE PENINSULA. BEACH AND OTHER MAJOR GENERAL AMENITIES SHOULD ALSO BE PLANNED BY ONE AUTHORITY AND THE NET ANNUAL COST SHOULD LIKEWISE BE DISTRIBUTED OVER ALL THE TAXPAYERS.

CHAPTER XII.

SHORTCOMINGS OF EXISTING SYSTEM: NO GENERAL SERVICE AUTHORITY.

SERVICES RENDERED BY CAPE TOWN.

158. Such metropolitan services as are available in the Cape Peninsula are supplied either by the City of Cape Town or by the Cape Divisional Council. Earlier I have furnished some details of these services and here for convenient reference I mention them briefly. Cape Town is responsible for the supply of water to the whole of the urbanised portion of the Cape Peninsula excluding Simonstown. For parts of the Peninsula the City also provides electric power, fire protection and sewage disposal. The Cape Town Fresh Produce Market and the Abattoir serve not only the Peninsula as a whole but a much wider area. Cape Town is also responsible for providing beach recreational facilities for the non-whites of the Peninsula and housing for the larger proportion of the non-whites. The City also operates the ambulance service on behalf of all the Local Authorities in the Cape Peninsula.

CAPE TOWN THE SENIOR LOCAL AUTHORITY.

159. The City of Cape Town besides its status as the Mother

City of South Africa and the Legislative Capital of the Republic is by far the senior partner in the Cape Peninsula group of Local Authorities. In respect of the area of the Cape Division, Cape Town City has:-

62% of the population,

65% of the enrolled voters,

74% of the valuation of fixed property,

and owners in the Municipal Area of Cape Town contribute 56% of the total proceeds of the general rate levied by the Divisional Council. The areas outside the municipal boundaries of Cape Town are developing rapidly and this disparity can be expected to diminish considerably in the immediate years ahead.

SERVICES RENDERED BY CAPE DIVISIONAL COUNCIL.

160. It is not generally appreciated that the Cape Divisional Council has rendered outstanding service to the urban population of the Cape Peninsula. All Divisional Councils in the Cape Province are responsible for road development outside the municipal areas but excluding National Roads and Provincial Trunk Roads. The excellent road system in the Cape Peninsula is first-hand evidence of the good work of the Cape Divisional Council.
161. It is fortunate that at an early stage in the urban development of the Peninsula the Divisional Council undertook the responsibility for local health services excluding the Municipal areas of Cape Town and Simonstown. Consequently the Divisional Council has been able to develop an efficient and economical combined health service. It is economical not only in money but also in scarce manpower.
162. Earlier I mentioned that the Divisional Council has had a responsible share in the development of the newer municipalities of the Peninsula and is still actively undertaking this role by nurturing a number of "local areas", some of which are already substantial towns.
163. The Divisional Council is responsible for housing and community services for the Bantu population employed in the Peninsula, excluding Cape Town, and has also rendered a signal service by establishing Nature Reserves and recreation areas at Cape Point, Rondevlei, Miller's Point and elsewhere.

SIGNIFICANT ROLE OF THE PROVINCIAL ADMINISTRATION.

164. I have referred to the valuable services supplied by the Municipality and the Divisional Council. Here I will mention very briefly the significant role of the Provincial Administration in local government. The Provincial Administration is not merely an auditor to local authorities. That necessary service it performs

but much more significant is the leadership, stimulation, co-ordination and practical advice and guidance readily supplied by the Provincial Administration to all its local authorities. The Province provides generous subsidies to the local authorities for roads, nature reserves and the library service. The important role of the Province in the development of the road system should be fully appreciated. Besides generous financial support the Province provides professional guidance and co-ordinates the various local authorities concerned. The Province has been largely successful in its policy of cultivating a spirit of friendly partnership between the Administration and local authorities.

METROPOLITAN SERVICE AUTHORITY NECESSARY.

165. It is clear that the Cape Divisional Council undertakes several important "metropolitan services" to the Cape Peninsula local authorities, excluding the City of Cape Town. The Divisional Council must, however, function within the statutory framework of the general Ordinance governing Divisional Councils. I have shown that this, in important respects, is impracticable in the circumstances of the Cape Peninsula. I have also indicated in previous chapters that there are serious shortcomings in the existing arrangements.
166. How can these deficiencies be remedied? Cape Town City will not wish to fill the role of general metropolitan provider nor would this be acceptable to the other municipalities. In the following chapter I will discuss alternative possible answers.

CHAPTER XIII.

THE REMEDY.

CAPE PENINSULA A CLASSIC EXAMPLE OF THE METROPOLITAN PROBLEM.

167. Here at this Southern tip of Africa in the Cape Peninsula, is a classic example of a world-wide development which is greatly troubling those concerned with local government and which is usually referred to as the "Metropolitan problem". The rapid growth of urban populations has resulted in the urbanisation of extensive more or less continuous areas which require co-ordinated action for the economical and efficient planning and maintenance of area-wide services but which fall under fragmented civic control. How is the imperative need for co-ordinated action to be reconciled on a democratic basis with civic self-government?

FOUR ANSWERS CONSIDERED.

168. One can distinguish four possible broad approaches

attempted hitherto in other countries in an effort to remedy or to mitigate the evil results arising from the development of the "Metropolitan problem".

ANNEXATION.

169. Annexation has been the most frequent answer. That is the main city extends its boundaries by absorbing adjoining areas as they become urbanised. Often such annexations are not motivated by ambitious designs for a greater city but are reluctantly undertaken to protect health and amenities. Usually spontaneous urban developments on the borders of a city are liabilities rather than assets and the reluctance of the ratepayers to undertake further liabilities is understandable. Annexation has been, nevertheless, in the past the most common solution of the immediate "metropolitan problem". And in many instances this is the practical answer when the areas to be annexed are not already controlled by a Municipality. Municipalities do not combine voluntarily and amalgamation has usually to be enforced by legal process and is often a protracted and painful affair.
170. Limitations must be imposed on the extent of annexation and the size of urban authorities. Civic government is described as local self-government and the word "local" is significant. A city inhabited by millions of persons and extending over a vast area ceases to be "local" to the ordinary citizen. The essence of self-government is that the ordinary citizen should be enabled to participate. If democracy does not begin and flourish at the city level, it is unlikely to prosper in the upper tiers of government.
171. The absorption by Cape Town of the other local authorities in the Cape Peninsula is certainly not practicable and is not a solution of the problem. This does not exclude the possible adjustment of municipal boundaries necessitated by practical needs.

SPECIAL FUNCTION AUTHORITIES.

172. In the United States of America alleviation of the difficulties arising in the metropolitan areas has been sought by the establishment on a big scale of functional authorities for specific services. In the 212 Standard Metropolitan Statistical Areas recognised by the Bureau of Census, in which there is a population of 113 million persons (1960 census), there are no less than 3,800 "special districts" as such authorities are known in the United States. These are besides 6,563 "school districts": These functional authorities mostly serve a wider area than that of any one municipality and in so far as they are not self-sustaining, the "special district" is empowered to levy an assessment on the municipalities which it serves. The municipality levies a tax for its own purposes and is required to levy and collect taxes on behalf of the service authorities.

173. The Cape Peninsula Cemeteries Board is the only existing example of a "special district" of a service authority in our area. Consideration is being given to the abolition of this Board and the substitution of a joint Committee of the local authorities as the controlling body. The Cape Peninsula Ambulance Service is controlled on similar lines. Cape Town City is responsible on behalf of the local authorities, for the executive management. This arrangement has worked satisfactorily mainly because the Province pays the deficit.

CAPE PENINSULA WATER BOARD CONSIDERED.

174. It has been suggested that statutory provision should be made for a Cape Peninsula Water Board on lines similar to the Rand Water Board. Since the Rand Water Board was established, the policy and practice of the Department of Water Affairs has been radically changed. The policy now is for the Department of Water Affairs to develop multi-purpose water conservation schemes to supply a region or a sub-region. The competitive demand for water for agricultural as well as industrial and urban domestic purposes is growing acute and the central authority will need to develop the supply and control its distribution for the main purposes. With the development of the Orange Free State goldfields some 20 years ago, the Department of Water Affairs itself undertook the diversion of water from the Vaal River and its purification and pumping to serve the new towns. A water board was not created.
175. I have referred to water because it can be operated on a self-sustaining basis. But a specific water authority is not the answer in the Cape Peninsula anymore than it was in respect of the Orange Free State goldfields. The sources of a large water supply are limited and will undoubtedly be controlled and developed by the Department of Water Affairs. It seems, therefore, that the responsibility of the local authorities of the Cape Peninsula will be limited in future to conveying the water from established main storage schemes to the Peninsula and its distribution there.
176. The establishment of independent statutory authorities is not a panacea giving universal satisfaction. The establishment of the Electricity Supply Commission (ESCOM) has beyond question been in the national interest. And yet the Provincial Administration is constantly under pressure from its local authorities to intercede with ESCOM and the responsible Minister for lower tariffs or for the remedying of other grievances. Should a water authority be established it does not follow that it will bring about general satisfaction. This would also leave the other problems arising from the metropolitan situation in the Cape Peninsula unanswered.
177. The establishment of authorities for specific services

is not the general answer. It is desirable to find a more general solution involving control by a local authority, rather than by the establishment of independent organisations which immediately become the target of criticism. In the upshot the pressure will inevitably be directed at the Administrator who will be responsible for the establishment of the independent authority.

AN APPOINTED AUTHORITY.

178. Washington D.C., the Federal Capital of the United States, is governed by a Commission appointed by the President. Paris, capital of France, is largely governed by the Ministry of the Interior though there is an elected Council responsible for the ordinary municipal services. In the Cape Peninsula statutory provision could be made for the appointment of an "Authority" by the Administrator to undertake the metropolitan services. Among other obvious objections this "Authority" will need to be empowered to levy rates and it is contrary to our accepted policy to permit taxation without representation. This can be rejected as a possible solution.

FEDERAL OR TWO TIER SYSTEM.

179. There is a fourth alternative, which is referred to in local government circles as the federal or two tier system. An elected metropolitan municipal authority is established by Statute to which is assigned the responsibility for services essentially required on a metropolitan wide basis. The Municipalities within the metropolitan area continue to be responsible for the remaining civic functions. The Metropolitan Authority and the Municipalities within the Metropolitan Area are independent of each other and individually answerable to the higher authority responsible for the control of local authorities, which with us is the Provincial Administration.

GREATER LONDON COUNCIL.

180. London is the most important example of the federal two tier system. The London County Council which was previously the Metropolitan Authority was established eighty years ago. During that time London has continued to grow and has overflowed the original area of the London County Council. In this additional built up area a multiplicity of local authorities developed. Recently by the London Government Act 1963 the Metropolitan boundaries were extended to include the whole of the built up area in which there is a population of eight million persons. The Greater London Council was substituted for the London County Council and the area of the Greater London Council was divided in 32 Borough (or municipal) Councils with an average population of 250,000. London thus comprises 32 Municipalities

undertaking normal local government functions with the Greater London Council responsible for a limited number of duties of an area wide nature.

MUNICIPALITY OF METROPOLITAN TORONTO.

181. Toronto in the Province of Ontario, Canada, is a more recent example of a successful two tier system. Toronto City and 12 adjoining Municipalities were established in 1954 as Metropolitan Toronto. The total population is 1.65 million persons of whom 630,000 live in the area of the City of Toronto. The populations of the other 12 Municipalities vary from 307,000 down to 9,000. After ten years a Commission of Enquiry was appointed in 1963 by the Province of Ontario into the working of the Metro system. The Commission has recommended the continuance of the Metropolitan system with a further recommendation that the thirteen Municipalities be amalgamated to form four cities. It is of interest to record that the four area City Councils are each to elect an Executive Committee of five members of the Council. The Metro Council elects an Executive Committee of 7 members. The division of responsibilities is on the basis that the Metro Council is responsible for area wide services and the cities for the remaining local government services. There was general agreement in the evidence submitted to the Commission that Metro had rendered outstanding service in promoting the general development of its area.

SUBSTITUTION OF A METROPOLITAN AUTHORITY FOR THE CAPE DIVISIONAL COUNCIL.

182. The application of the principle of the two tier system to the Cape Peninsula offers the best solution in our circumstances. For one thing the Divisional Council already exists. Besides the normal duties of a Divisional Council it also undertakes municipal functions in its area, which I have already indicated forms an acceptable practical area for metropolitan services. There would be no justification for maintaining the Divisional Council plus a Metropolitan Authority. The obvious answer is to covert the Divisional Council as the Metropolitan Authority. This is justified in this special instance because there is already a population of one million persons domiciled in the Divisional Council area, nearly all of whom live under urban conditions, and the population will grow rapidly. Within a comparatively short period the area of the Divisional Council will become largely urbanised.

RECOMMENDATION.

183. I PROPOSE ACCORDINGLY THAT THE PROVINCIAL COUNCIL SHOULD ADOPT SPECIAL LEGISLATION ESTABLISHING A METROPOLITAN AUTHORITY FOR THE AREA OF THE CAPE PENINSULA IN SUBSTITUTION FOR THE CAPE DIVISIONAL COUNCIL. THE CONSTITUTION AND DUTIES OF THIS

METROPOLITAN AUTHORITY WILL BE SET OUT IN THE FOLLOWING CHAPTERS.

CHAPTER XIV.

FUNCTIONS OF THE METROPOLITAN AUTHORITY.

INTRODUCTION.

184. I will suggest in this chapter the functions which should be the responsibility of Metro and later I will indicate how the Metro Authority should be constituted. All municipal functions not assigned to Metro will remain the responsibility of the individual Municipalities. In suggesting the distribution of functions I have followed the principle that existing responsibilities should be disturbed as little as possible and the transfer of duties to Metro should be proposed only when such transfer is essential in the general interest of the metropolitan area.

METRO RESPONSIBILITIES SUMMARISED.

185. The following summarises the services which should be the responsibility of Metro. In subsequent paragraphs I will add some observations in respect of these services:-

(A) AREA WIDE SERVICES.

- (1) Planning (broader aspects).
- (2) Housing for non-whites.
- (3) Amenities (including beach amenities) for non-whites.
- (4) Bantu Administration.
- (5) Water Supply.
- (6) Local health services excluding City of Cape Town.
- (7) Sewage disposal works and trunk sewers.
- (8) Ambulance Services.
- (9) Cemeteries.
- (10) Control of beaches (excluding the existing municipal areas not set aside for non-whites).
- (11) Special works.

(B) SERVICES OUTSIDE MUNICIPAL AREAS.

- (1) Metro to take over the existing responsibilities, assets and liabilities of the Cape Divisional Council.
- (2) Metro to be given full municipal powers.

(C) CONCURRENT POWERS.

- (1) Metro may by agreement with one or more Municipalities undertake a service on their behalf within the Municipality concerned.

PLANNING.

186. I have outlined in an earlier chapter the working of the Joint Town Planning Scheme. Metro should be responsible for the Joint Town Planning Scheme. I recommend too that the Joint Town Planning Committee should continue. It has rendered good service and it is essential that there should be machinery for regular consultation with the Municipalities and the Stellenbosch Divisional Council. In the event of disagreement, the Administrator will decide.
187. I have also recommended that outside of the municipal areas Metro should have full municipal powers and consequently local areas will be abolished. This will remedy the existing lack of power to undertake co-ordinated physical development in accordance with the general plan about which I complained earlier.

HOUSING AND AMENITIES FOR NON-WHITES.

188. The existing municipal boundaries are largely the result of arbitrary historical development and are not planned areas. Consequently the financial burden of providing housing and amenities for non-whites and especially for the Coloured group is distributed haphazardly and unfairly. There is a distinct possibility that badly needed housing and amenities may be postponed or delayed unduly because of the unreasonable burden which will fall on some taxpayers. Planning of new developments may also be hindered because of the arbitrary division of existing municipal areas. There is an urgent need to provide amenities such as beach and bathing facilities, major sports grounds and recreation areas for the non-whites. The responsibility and the tax burden should be shared evenly by the taxpayers of the whole area. This can be done only through Metro.

SPECIAL POSITION OF MALAY QUARTER IN CAPE TOWN.

189. I exclude from this proposal the Malay quarter in the City of Cape Town. The position here is exceptional and this area is an intrinsic part of historic old Cape Town which should remain the responsibility of the City.

BANTU ADMINISTRATION.

190. At present Bantu Administration is divided between the City of Cape Town and the Cape Divisional Council. The majority of the Bantu are now concentrated in two

adjoining townships Guguletu and Nyanga administered respectively by the City and the Divisional Council. The total population is a little over 100,000. There is no justification for the maintenance of two separate administrations. It would be economical and lead to uniformity if these were amalgamated as one administration. The net cost should be shared by all the taxpayers of the Cape Peninsula. I consider, therefore, that the whole responsibility for Bantu administration should be undertaken by Metro.

WATER SUPPLY.

191. With the exception of Simonstown Municipality, Cape Town City undertakes the supply of water to all urban developed areas in the Peninsula. At present approximately 83% of the water is used in the municipal area of Cape Town. This proportion will diminish with the rapid development of the urban areas outside of Cape Town which is now occurring. The Peninsula has been fortunate in not having to suffer a water shortage and this is due to the foresight and timely action of the City Council. I have not heard complaints against Cape Town in respect of water except on the score of water charges. Cape Town has undoubtedly discharged this responsibility satisfactorily. There must be one authority responsible for developing the water supply (in so far as this is not undertaken by the Department of Water Affairs) and conveying it to the Peninsula and its distribution to the local authorities. The reticulation within a local authority area should be the responsibility of the local authority concerned.
192. As big industry develops outside the Cape Town municipal area and the population there increases, the disparity between the water consumption inside and outside the Cape Town municipal area respectively will diminish substantially. The time has come when the responsibility for the water supply should be transferred from Cape Town and placed with Metro.

LOCAL HEALTH SERVICES.

193. The present arrangement whereby Cape Town City has its own local health service and the Cape Divisional Council is responsible for the service in the rest of the Division has worked satisfactorily and seems sound and economical. This should be continued. Metro should replace the Divisional Council and the only change I suggest is that Simonstown should come under the Metro health service.

SEWAGE DISPOSAL AND TRUNK SEWERS.

194. Sewage disposal works require fairly large areas and should be located with regard to topography and future expected development and not only to suit a particular municipal area. This should be the responsibility of

Metro which is the only authority able to view the Peninsula as a whole. Trunk sewers leading to the disposal works should also be the responsibility of Metro. Again here the Municipalities will be responsible for sewers within their own areas.

195. The Cape Town City Chemical Laboratories situated at the Athlone sewage works besides tests in respect of sewage and water supply, also undertake the testing of building and road materials. An agreement should be made between Cape Town City and Metro with regard to such testing after Metro takes over the sewage disposal works.

AMBULANCE SERVICE AND CEMETERIES.

196. The Ambulance Service is managed by Cape Town on behalf of the Peninsula joint local authorities. At present a Cemeteries Board is responsible in respect of the Peninsula. It is natural, therefore, that Metro should take over both responsibilities.

DEVELOPMENT OF BEACH AMENITIES.

197. I have already suggested that the development of beach amenities for non-whites should be a metro responsibility and that improved and more extensive facilities are urgently needed. This means that the Strandfontein development at present in the Cape Town municipal area should become the responsibility of Metro. Cape Town has an extensive beach front with considerable development for whites at Sea Point and Muizenberg. Milnerton, Fish Hoek and Simonstown Municipalities also have sea frontages.
198. The Peninsula beaches have outstanding potential as an amenity for the local population as well as for visitors and tourists. I propose, therefore, that the control and development of all beaches designated for whites but excluding the frontages falling in the Municipalities of Cape Town, Milnerton, Fish Hoek and Simonstown, should be the responsibility of Metro.

SPECIAL WORKS.

199. There will always be special works within a municipal area which should be undertaken by Metro. This will be arranged by agreement between the Municipality or Municipalities concerned and Metro, subject to the approval of the Administrator. Alternatively the Administrator should be empowered, after consultation with the local authorities concerned, to direct that Metro undertake some specific work. Where special works are undertaken by Metro under agreement or by direction of the Administrator, Metro should be clothed with the powers of the Municipal Council concerned in respect of the work to be done in its area.
200. An obvious special work will be particular roads. I

do not suggest that a further classification called Metro roads should be introduced in the already extensive list of road designations. The Provincial Roads Department co-ordinates the road system of the Peninsula based on the joint plan. The local authorities concerned undertake the construction and maintenance with generous subsidies from the Province. On the whole the arrangement has worked well but specific difficulties have arisen in the past and will occur again. A highway needed for the area as a whole may have little interest for a particular authority and yet involve it in substantial expenditure. The local authority may be reluctant to give priority to this construction as against other necessary services. When the Administrator is satisfied that such reluctance arises from genuine causes, he should be empowered to direct Metro to undertake the work on such conditions as to the distribution of the cost as he thinks fit. Later I will propose that Metro should be treated as a Municipality for road subsidy.

201. Other special works may be flood control, drainage and reclamation schemes. The Administrator and Metro should have the powers outlined in the previous two paragraphs with specific power to the Administrator to direct the apportionment of the cost between the Municipalities concerned and Metro. The Administrator may decide of course that Metro bears the total cost, depending on the particular circumstances.

METRO RESPONSIBILITIES OUTSIDE MUNICIPAL AREAS.

202. Metro should take over all existing responsibilities and all the assets and liabilities as successor of the Cape Divisional Council.
203. Metro should also be empowered to undertake any service outside municipal areas which falls within the competence of a Municipality. Local areas will consequently be abolished. This will raise questions of financial control and rating powers which I will discuss in the chapter on Finance.

AGREEMENTS BETWEEN METRO AND MUNICIPALITIES.

204. Sections 222 to 226 of the Municipal Ordinance No. 19 of 1951 provide that a municipal council may co-ordinate under deed of agreement with other local authorities, in respect of a wide range of services. Metro should be classified in its special legislation as a Municipality and consequently Metro will be able to contract with one or more Municipalities in its area to provide specific services. Examples of possible services might be fire fighting, traffic control, libraries, etc. It should be noted that the present Ordinance requires that the Administrator's approval of such agreements must be obtained. This is a necessary precaution which should be retained.

MUNICIPALITIES RETAIN POWERS IN RESPECT OF SERVICES NOT TRANSFERRED TO METRO.

205. All municipal powers not specifically transferred to Metro will remain with the Municipality concerned.

POSITION OF CAPE TOWN.

206. It will be noted that I have not suggested the transfer from Cape Town of the electric power generation system, nor the fresh produce market or the abattoir.
207. The electricity supply area of Cape Town extends beyond the boundaries of the City but does not include the whole Peninsula. The rest of the area is supplied by Escom's power stations. There is thus no point in transferring the City power stations to Metro as there would still be two supply authorities. I consider, therefore, that no change should be made.
208. The fresh produce market and the abattoir serve a much wider area than the Metro area. Unless the Cape Town City Council wishes voluntarily to free itself from these responsibilities, I can see no imperative need to make a change as far as Metro is concerned.

CHAPTER XV.

CONSTITUTION OF THE METROPOLITAN AUTHORITY.

SUMMARY OF EXISTING ELECTORAL ARRANGEMENTS OF THE CAPE DIVISIONAL COUNCIL.

209. To recapitulate briefly, the Cape Divisional Council comprises 15 members elected in single member wards by general election every five years. The next general election is due in September, 1969. Eight of the wards are combinations of the 17 wards of Cape Town Municipality. The remainder of the Division, outside the area of the City of Cape Town, is subdivided in 7 wards, making a total of 15 wards. In Chapter II the numbers of voters in the different wards are recorded. According to my proposal earlier the Metropolitan Authority will replace the Cape Divisional Council as from the date of termination of the present Council's period of office. This of course requires special legislation.

METRO HAS WIDER FUNCTIONS.

210. In the previous chapter I submitted a list of duties additional to those at present undertaken by the Cape Divisional Council, which I suggest should become the responsibility of Metro. It is clear that Metro will be a very important local authority with a vital responsibility for the development of the Cape Peninsula

in the areas outside existing municipalities.

QUALIFICATION OF VOTERS FOR METRO.

211. In Chapter II the qualifications of voters for Municipal Councils and Divisional Councils, respectively, are mentioned. There is only one small difference, namely under sub-section (2) of section 18 of the Divisional Councils Ordinance, 1952 adult children residing with their parents on ratable property outside the area of an urban local authority, are eligible for enrolment. The voters' roll of a Municipality falling within a Division is accepted as the voters' roll for that portion of the Division. I recommend that the qualifications for voters for Metro be the qualifications prescribed for voters for Municipal Councils provided that a voter enrolled in terms of section 18(2) of the Divisional Councils Ordinance, 1952 on the date of promulgation of the Metro Ordinance, shall remain eligible for the Metro voters' roll as long as the conditions which made him eligible for the Divisional Council roll continue to apply.

METRO ELECTIONS: WARD SYSTEM.

212. I recommend that the system of representation by wards be continued. This system has the inherent weakness that Councillors tend to exaggerate the importance of the ward as against the municipality as a whole. This is perhaps inevitable when a Councillor has to look to his ward voters for election. The alternative is an election for the metropolitan area at large. With a voters' roll totalling 174,000 this will be difficult for the individual and could lead to undesirable developments. The ward system of election should continue.

ONE COUNCILLOR PER WARD.

213. One Councillor should be elected for each ward. This is the system under the present Divisional Council Ordinance and I propose that it be continued in respect of Metro.

PERIOD OF OFFICE.

214. The period of office should be four years in line with the Municipal Ordinance and a general election should be held every four years for the total Council. The four yearly general election applies to the City of Cape Town and it will be convenient if the general elections for the City Council and the Metro Council, respectively, are arranged so that they are separated by two years. It will further simplify matters if the elections of Councillors of the other Municipalities in the Metro area are arranged in line with Cape Town; that is a general election every four years in place of an election every two years for half the number of the Councillors. This means, Municipal elections in 1970 and the Metro election in 1972 and thereafter elections every four years.

FIRST GENERAL ELECTION OF METRO.

215. The period of office of the Councillors of the Cape Divisional Council expires in September, 1969. Special arrangements will need to be made to fit in with this date and the date for the second general election in 1972 of Metro as suggested in the previous paragraph. The first term of office of the Metro Council will thus run from September, 1969 to September, 1972 when the second general election will take place and thereafter general elections at four year intervals.

ARRANGEMENTS IMMEDIATELY AFTER ELECTION OF METRO.

216. I assume, if these proposals are accepted, that the Provincial Council will approve the Metro Ordinance before the end of 1968. I suggest that the date of the first general election be fixed by the Administrator by proclamation. I suggest further that the election should be held early in 1969 in order that the Metro Council can commence to function by 1st March, 1969. The present Cape Divisional Council remains in office until September, 1969 and will continue to function as such until the expiration of its term of office. I propose that provision be made in the Ordinance to the following effect:-

- (a) From the date fixed by the Administrator for the first meeting of the Metro Council after its election, until the date of expiration of the present Cape Divisional Council's normal period of office, the Metro Council shall be empowered to appoint its key officers and decide on the form of organisation which will be applied when it takes over full metropolitan responsibility;
- (b) from the date of expiration of the Cape Divisional Council's term of office in September, 1969, the Metro Council will replace the Cape Divisional Council with powers and duties applicable to divisional councils;
- (c) from 1st January, 1970, the full responsibilities under the Metropolitan Ordinance will devolve on the Metro authority.

DATE METRO ASSUMES RESPONSIBILITY.

217. I suggest 1st January, 1970 as the "fixed date" for the full assumption of Metro functions. The fiscal year for Municipalities and for Divisional Councils is the calendar year and it is convenient both for the budget and for accounting to effect the change at the commencement of a calendar year. An alternative to the

suggestion in (b) of the previous paragraph will be to extend the period of office of the present Cape Divisional Council to 31st December, 1969. I prefer the proposal in (b).

ELECTION OF METRO WELL BEFORE DATE OF ASSUMPTION OF RESPONSIBILITY.

218. It is imperative that the Metro Council be elected and enabled to hold its first meeting at least six months before it assumes responsibility in place of the Divisional Council. This interval will enable the Metro Council to prepare for the assumption of its functions by appointing its principal officials and deciding on its procedure and organisation. The Ordinance should provide that the Cape Divisional Council must allow Metro the use of its Council chamber and the services of its Secretary and other staff if required. Any expenditure necessarily incurred by the Metro Council on staff appointments or other essential services, before it assumes duty in place of the Divisional Council, should be advanced by the Administrator and repaid by Metro from its first budget.

NUMBER OF ELECTED COUNCILLORS FOR METRO.

219. An important question is: the number of elected Councillors Metro should have. This determines the number of wards. An ideal answer will be to select a reasonable number of Councillors and divide the Metro area into wards accordingly irrespective of municipal boundaries. This is perhaps too radical a departure from the practice hitherto followed and will perhaps raise controversy which could be avoided.

The practice which has been followed hitherto is to use a combination of the Cape Town wards for the election of eight Divisional Councillors and to divide the rest of the Division in seven wards, giving a total strength of 15 Councillors. In fixing the boundaries of the seven wards, the boundaries of existing Municipalities are in practice taken into account. The ratio of registered voters is: 114,000 in the Cape Town City area to 60,000 in the rest of the Division. Thus slightly more than two-thirds of the voters are domiciled in Cape Town.

220. A variation which retains the principle of the present practice but which gives a larger Council to cope with the wider duties of Metro, will be to elect one Councillor to represent each of the 17 existing Cape Town wards. The rest of the Division could be allowed 14 Councillors and that area will accordingly be divided in 14 wards. This will increase the number of elected Councillors to a total of 31.
221. The choice in practice seems to lie between close adherence to the existing practice giving a Council of

15 or the variant indicated in the previous paragraph, providing a Council of 31. In view of my subsequent recommendation for the nomination of some Councillors by the Administrator, I recommend that there should be 15 elected Councillors of Metro. The boundaries of the wards will be determined by the Administrator in accordance with section 8(1)(d) of the Municipal Ordinance No. 19 of 1951. This provision applies to all Municipalities which have the ward system, including Cape Town.

NOMINATION OF ADDITIONAL COUNCILLORS.

222. Metro will be an exceptional local authority. A very important duty is the planning of new areas for urban development and the rearing of new communities until they are absorbed in existing Municipalities or themselves become new Municipalities. Thus Metro will need to take a long view and provide ahead for communities which do not yet exist. The importance of the long view is apparent if one remembers that the Cape Peninsula population will double itself in the next three or four decades.
223. The elected Councillors will be selected by voters in communities already existing. In view of the special circumstances in the Cape Peninsula and the future development expected, there is a strong case for the addition of some nominated Councillors. The number should not be large and yet not insignificant. I propose that the Ordinance should authorise the Administrator to appoint five Councillors. These nominated Councillors should be qualified in terms of section 30 of the Municipal Ordinance, 1951. The qualifications are that the candidate must be enrolled as a voter for Metro and he must own or occupy ratable property within the Metro area of a value of at least R1,000 and must not be disqualified under sub-section (2) of section 30. The period of office and the rights and duties of nominated Councillors must be the same as the elected Councillors. This proposal will increase the total strength of the Metro Council from 15 to 20 members.

ELIGIBILITY OF MUNICIPAL COUNCILLORS TO SERVE ALSO ON METRO COUNCIL.

224. Under paragraph (a) of sub-section (2) of section 30 of the Municipal Ordinance, a person is not eligible to serve on more than one Municipal Council at the same time. This prohibition does not extend to the Divisional Council. At present a Municipal Councillor can also serve as a Divisional Councillor. Unless the prohibition is removed, a Municipal Councillor will not be able to serve as a Metro Councillor while holding office in his Municipality. The Metro is a new local authority and one is not bound to follow the precedent of Divisional Councils. The sole issue should be: in which direction lies the public good? Maintenance of the prohibition may exclude public-spirited persons of

ability who could serve with distinction both a Municipality and Metro. On the other hand, if the prohibition is removed, it provides the partisan with a wider platform to press his parochial outlook. I suggest that the special ordinance should remove the prohibition only as between a Municipality and Metro.

ALLOWANCE OF METRO COUNCILLORS.

225. With regard to the expenses and allowances of Councillors, in terms of section 67 of the Municipal Ordinance, 1951 as varied in the case of Cape Town by section 4 of Ordinance 24 of 1965, I propose that the special ordinance should provide for an inclusive maximum of R100 per month.

LEGAL TITLE OF METRO.

226. I have hitherto used the abbreviation "Metro". I suggest that the full title should be in English "METROPOLITAN MUNICIPALITY OF THE CAPE PENINSULA" and in Afrikaans "METROPOLITAANSE MUNISIPALITEIT VAN DIE KAAPSE SKIEREILAND". Long titles are always abbreviated by the public and in these days it is a common practice to use a shortened title comprised of an ingenious combination of initials in the long title. Fortunately the abbreviation "METRO" applies in both official languages and is understood world wide in local government circles. Perhaps "METRO" will be a convenient title for everyday use.

CHAPTER XVI.

WORKING OF THE METROPOLITAN AUTHORITY.

METRO SHOULD BE CLASSIFIED AS A MUNICIPALITY.

227. The Metro authority should not be sui generis but should be classified as a Municipality. This will avoid confusion as there is considerable Parliamentary and Provincial legislation concerning the responsibilities of Municipalities.

SPECIAL LEGISLATION NECESSARY.

228. Special Provincial legislation will be required. I visualise similar action as was taken in respect of the Municipality of Cape Town Ordinance No. 24 of 1965. This Ordinance makes special provision relating only to Cape Town but otherwise the Municipal Ordinance, 1951 applies. The Metro Ordinance should likewise include specific provision for the constitution and functioning of Metro and for any other matters in respect of which the general Municipal Ordinance will not apply. In all other respects the Municipal Ordinance will govern Metro.

I will indicate further special statutory provisions required in the Metro Special Ordinance.

CHAIRMAN IN PLACE OF MAYOR.

229. Metro will be classified as a Municipality for legal purposes but it should not be regarded as a super Municipality. It is mainly a service authority. Metro will not have a Mayor or a Town Clerk. The City of Cape Town is the Mother City and the legislative capital of the Republic. The establishment of Metro should not detract from the seniority or dignity of the Mayor of the City. In place of a Mayor and Deputy Mayor provided for in the Municipal Ordinance, Metro should elect a Chairman and Deputy Chairman for the whole term of office of the Council. All Councillors including those nominated by the Administrator should be eligible for either office. Instead of a Town Clerk Metro should appoint its Secretary as its chief administrative officer.

CHAIRMAN APPOINTED FOR FIRST TERM.

230. When the Toronto Metropolitan Municipality was established in 1954, the Provincial Statute authorised the Provincial Government to appoint the Chairman for the first term of office. Thereafter the Metropolitan Council elected its Chairman. The original appointment turned out to be so successful and gave so much general satisfaction, that the first Chairman was re-elected for several more terms until he retired voluntarily.
231. The Cape Peninsula Metro will undertake new and heavy responsibilities and much will depend on expert guidance in the first few years when there will be special responsibility for establishing policy and procedure. I suggest that serious consideration be given to granting power to the Administrator to appoint the Chairman of the Metro Council for the first term. The Council will elect the Vice-Chairman and after the first term will also elect the Chairman. In Toronto the appointed Chairman was not a member of the Council. In our case, I propose that the choice of the Administrator should be limited to the 20 Metro Councillors.

EXECUTIVE COMMITTEE SYSTEM.

232. The Executive Committee system should be incorporated in the special legislation establishing Metro. I recommend that mutatis mutandis sections 5 to 9 inclusive of the Municipality of Cape Town Ordinance No. 24 of 1965 be incorporated in the Metro Ordinance with this exception: the Chairman of the Metro Council will automatically be Chairman of its Executive Committee. It should be noted that the remuneration of the five members of the Executive Committee will be the same as applies to the City of Cape Town Executive Committee, viz. Chairman R3,000 p.a., Vice-Chairman R2,700 p.a. and the three ordinary members R2,400 p.a. This

remuneration is in addition to the normal allowance as Councillor.

STANDING COMMITTEES.

233. The Ordinance should provide that the Council may elect annually not more than four standing Committees and may by regulation determine the title, composition, functions and powers of such standing Committees, except that a similar provision to sub-section (3) of section 10 of Ordinance 24 of 1965 should be included in the Metro Ordinance. This means that a member of the Executive Committee (other than its Chairman) is appointed by the Executive Committee as Chairman of the Standing Committee.

DELEGATION OF POWERS TO STANDING COMMITTEES.

234. Provision should be made for the Executive Committee, with the consent of the Council, to delegate any powers delegated to it by the Council, to a Standing Committee or to the Secretary or the head of a department of the Council. This provision will be similar to section 12 of Ordinance 24 of 1965..

DELEGATION OF POWERS TO OFFICIALS..

235. Sections 13 and 14 of the Cape Town Administration Ordinance No. 24 of 1965 should also, mutatis mutandis, be incorporated in the Metro Ordinance. These relate to the delegation of powers by the Council to the Secretary and the heads of departments and also to the power of the Administrator to make delegations in exceptional circumstances.

RESPONSIBILITIES OF THE SECRETARY.

236. Sections 15 and 16 of the Cape Town Ordinance should also be incorporated in the Ordinance with Secretary and Deputy Secretary substituted for Town Clerk and Deputy Town Clerk. These sections relate to the duties and powers of the Secretary as the chief administrative officer and his deputy.

METRO TENDER BOARD AND PLANS BOARD.

237. Sections 20 and 21 of the Cape Town Ordinance, relating to the appointment of a Tender Board and a Plans Board, should also be included in the Ordinance with appropriate amendments. The Administrator should be empowered to appoint one Plans Board for service in both the City and the Metropolitan Area outside the City.

CHAPTER XVII.STAFF OF THE METROPOLITAN AUTHORITY.CAPE DIVISIONAL COUNCIL STAFF ESTABLISHMENT.

238. The staff of the Cape Divisional Council will be transferred to Metro. The following table summarises the present staff establishment:-

SALARIED STAFF

	<u>White</u>	<u>Non-White</u>	<u>Total</u>
<u>SECRETARIAL DEPARTMENT</u>			
General	39	18	57
Traffic Control	19	1	20
<u>TREASURER'S DEPARTMENT</u>			
General	74	6	80
<u>ENGINEER'S DEPARTMENT</u>			
Engineers	9	-	9
General	94	11	105
<u>HEALTH DEPARTMENT</u>			
Medical Officers	6	-	6
Health Inspectors	20	5	25
Nursing Staff	21	9	30
General	27	3	30
<u>DR. STALS SANATORIUM</u>			
Medical Officers	5	-	5
Nursing Staff	13	191	204
General	27	6	33
<u>BANTU ADMINISTRATION</u>			
General	44	16	60
Sub-Total :	398	266	664
<u>WAGE EARNERS</u>			
Construction	48	270	318
Maintenance	72	980	1,052
Sub-Total :	120	1,250	1,370
GRAND TOTAL: SALARY AND WAGE EARNERS :	518	1,516	2,034

STAFF TO BE TRANSFERRED TO METRO WITH
FUNCTIONS TAKEN OVER.

239. In respect of the functions to be transferred from municipalities, the staff concerned will also be transferred to Metro. The total staff of Metro will therefore be considerable.

STAFF SERVICE COMMISSION FOR METRO.

240. I propose that a Metro Service Commission should be appointed by the Administrator and that provision be made in the Ordinance on lines similar to Sections 18 and 19 of the Cape Town Ordinance No. 24 of 1965.

ONE SERVICE COMMISSION FOR CAPE TOWN
AND METRO.

241. There is, however, no need to appoint two separate Service Commissions for Cape Town and Metro. One Commission could undertake both responsibilities, especially as there will be a transfer of staff from Cape Town to Metro. The Ordinance should provide for the appointment of a joint Service Commission and the cost should be shared between Cape Town and Metro in proportions as the two Authorities agree or, failing agreement, as decided by the Administrator.

ALL LOCAL AUTHORITIES IN METRO AREA
COULD BE SERVED BY ONE COMMISSION.

242. I suggest that serious consideration be given to the incorporation in the Ordinance of a provision empowering the Administrator to appoint a Service Commission to function not only for Metro and Cape Town but also in respect of the other Municipalities in the Metro area. This will be a decided advantage and should be welcomed by the employees concerned.

PROTECTION OF TRANSFERRED STAFF.

243. With transfer of staff, one can expect that there will be redundancies and that some officials may be difficult to fit into the new organisation. Provision should be made in the Ordinance for fair treatment of the employees concerned. I suggest that Sections 12 to 18 of the Port Elizabeth and Walmer Municipalities Amalgamation Ordinance, 1966 is a useful guide concerning the protection which should be given to the employees whose service is affected by the Metro Ordinance.

CHAPTER XVIII.

FINANCES OF THE METROPOLITAN AUTHORITY.

244. I have recommended that in its area (that is the area outside the jurisdiction of the ordinary municipalities) Metro should be given the powers of a Municipality. The effect of this recommendation on powers to levy rates and to fix tariffs for direct services, and in respect of current and capital expenditure must be examined. Also reference must be made to the taking over of liabilities and assets where the responsibility for services is changed. I will summarise the powers conferred by the existing ordinances on divisional councils and municipalities, respectively, to levy rates on fixed property.

DIVISIONAL COUNCIL GENERAL RATE.

245. Section 89 of the Divisional Councils Ordinance No. 18 of 1952 requires a council to levy a general rate on ratable property annually. A maximum rate is not stipulated. The general rate on property within a municipality must be one-eighth cent per rand less than the general rate in the rest of the division or such rate as is agreed upon between the urban local authority and the divisional council. If there is no agreement, the difference in the rate is determined by the Administrator after consultation with the divisional council and the urban local authority.

DIVISIONAL COUNCIL SPECIAL RATE.

246. A divisional council may also in terms of section 90 levy a special rate on ratable property for the following purposes:
- (a) a health rate in the rural area of the division not exceeding a half cent per rand to assist in defraying any expenditure in connection with the performance of the divisional council's functions and duties under the Public Health Act;
 - (b) in a ward which has petitioned for the construction, improvement or repair of a minor road with the maximum mentioned in (a) above;
 - (c) in a local area for the purpose of defraying the whole or any portion of the expenditure in connection with the exercise of the special powers and the performance of special functions and duties relating to a local area. The special rate levied on local areas within the Cape Division are recorded in paragraph 81 above.

DIVISIONAL COUNCIL EXTRAORDINARY RATE.

247. In terms of section 91, the Administrator may direct a divisional council to levy in addition to any other rates, an extraordinary rate to cover a deficit in the annual expenditure.

MUNICIPAL GENERAL RATE.

248. In terms of section 91 of the Municipal Ordinance No. 19 of 1951 a municipal council is required to levy on ratable property a general rate not exceeding one and three-quarters cent per rand. This may be increased to two and a half cents per rand after reference to the voters and to the Administrator in terms of section 259.

MUNICIPAL HEALTH AND WATER RATES.

249. Section 92 of the Municipal Ordinance authorises a municipal council to levy a health rate not exceeding one half the general rate levied for the year and a water rate not exceeding a quarter cent per rand to meet an estimated deficiency in the annual expenditure on the water account.

MUNICIPAL EXTRAORDINARY RATE.

250. In addition to any other rates a municipal council may, with the approval of the Administrator, levy an extraordinary rate not exceeding nine-tenths cent per rand. The Administrator has power to direct a municipal council to levy an extraordinary rate and in that case no maximum is stated in the Ordinance.

MUNICIPAL SPECIAL RATE.

251. In addition to any other rates a municipal council may with the approval of the Administrator levy a special rate not exceeding one and three-quarter cents per rand on ratable property in a portion of the municipal area for defraying expenditure on any work or improvement which is for the special benefit of such portion.

MUNICIPAL RATE ON LAND VALUATION.

252. There is in section 95 provision for a municipal council to levy, after completing special procedure, a rate on sites only or partly on site valuation and partly otherwise.

MUNICIPAL DIFFERENTIAL GENERAL RATE.

253. Section 98 authorises the Administrator, after reference to the municipal council, by proclamation to determine for a period fixed by him in any defined portion of a municipality, that there may be assessed only such percentage of the general rate levied by the council as is fixed in such proclamation. The Administrator may also

prescribe in such proclamation that an additional percentage of such rate shall be assessed for any one of the following services supplied or made available by the council in such portion of the municipality:-

- (a) constructed roads, or
- (b) a water supply, or
- (c) a supply of electricity, or
- (d) sewerage, or
- (e) nightsoil removal, or
- (f) domestic refuse removal.

The Administrator in fixing the percentages may differentiate between agricultural and other properties.

MUNICIPAL DIFFERENTIAL HEALTH AND WATER RATES.

254. The Administrator is authorised by section 99 to determine by proclamation for a period specified that there shall be assessed only such percentage of any health rate or water rate levied by the council as is stated in the proclamation.

LEVEL OF VALUATION AN IMPORTANT FACTOR.

255. The amount of the rate payable in respect of a property is the product of the valuation multiplied by the rate levy per rand of valuation. The level of valuation is therefore as important as the rate. Where valuations are high the rate levy will be lower than in areas where the level of valuations is lower, in order to produce the same tax. Valuations are fixed in terms of the Valuation Ordinance which is administered by the Provincial Local Government Department. The valuations are fixed on the basis stipulated in the Ordinance but it must be remembered that it is not practicable to determine valuations on one date throughout a wide area. Thus it is possible for valuations in adjoining municipalities to be fixed at different levels especially when the level of property values has changed sharply over comparatively short periods as has recently been experienced. This is the main reason for providing some elasticity in the rate levy in a divisional council area.

DIFFERENTIAL RATING IN METRO AREA IS UNAVOIDABLE.

256. It will of course not be possible to levy a uniform metro rate on property throughout its area since conditions differ radically. There is a considerable rural area. Though the rural area is steadily diminishing in extent, this must be taken into account. Even in the municipal areas differentiation is permitted according to the services supplied as is also the case with the local

areas of a divisional council. There must therefore be flexibility in the rating system applicable in the Metro area to permit of adjustments in line with the local conditions as they vary from time to time. It is necessary, therefore, to examine the functions which it is proposed to allot to Metro in the light of the existing provisions in the Municipal Ordinance in respect of powers to levy rates and to determine whether any change in the law is required.

DIFFERENTIAL RATING APPLIES AT PRESENT
IN DIVISIONAL COUNCIL AREA.

257. Under the Cape Divisional Council at present there are three levels in the rating system. Property owners in the municipal areas in 1966 pay .15 cent in the rand; rural property owners pay .355 cent in the rand as general rate plus .285 cent in the rand as health rate; a total of .64 cent in the rand in the rural area. The third level applies to local areas which pay the rural general and health rates totalling .64 cent plus a special rate fixed in each local area. Under Metro some services at present undertaken by the municipalities will be transferred to Metro and this will reduce the expenses incurred by the municipalities and enable the council concerned to reduce the rate in its area. This will, however, increase the cost to Metro as compared with the Divisional Council and necessitate increasing the rate to cover the additional net cost.

FIXING METRO RATES.

258. Metro should be authorised to levy annually a general rate on ratable property throughout its area. In considering its budget for the forthcoming year Metro will decide the amount which it must raise by way of rate levy. Metro will then fix its general rate with percentage additions or reductions according to the circumstances. Normally (a possible variation will be mentioned later) the general rate in the municipalities will be uniform, which is regarded as the "norm". For the purely rural area there will be a percentage reduction from the norm because municipal services are not available there. In respect of areas of urban development outside the ordinary municipalities there will be variable percentage additions to the norm according to the services available. The maximum percentage addition will be in respect of those areas where full services are available, e.g. Bergvliet and Thornton. This additional percentage is intended to cover the costs of those services supplied by the ordinary municipalities in their areas but which are supplied by Metro in the area where the percentage addition applies.

FACTORS TO BE CONSIDERED.

259. In arriving at the rate "norm", there should be differentiation between the net expenditure which benefits the

division as a whole and the net expenditure which mainly benefits the urban developed areas including the ordinary municipalities. General administrative costs and the costs of construction of main roads outside the areas of ordinary municipalities, are examples of expenditure falling under the heading of general benefit. Net costs incurred in providing housing and amenities for non-whites and amenities for whites (e.g. beach development), sewage disposal works and trunk sewers are examples of expenses which would be debited against the urban side.

DIFFERENTIAL PRINCIPLE APPLICABLE ALSO
TO HEALTH RATE.

260. In fixing the annual health rate the same general procedure will be followed except that Cape Town Municipal area should be exempt as the City will continue to maintain its own health service.

PROVISIONS OF SPECIAL METRO ORDINANCE.

261. Provision should be made in the special ordinance for Metro to fix annually a general rate and a health rate with block percentage increases or decreases according to the services undertaken by Metro in the particular area. The percentage increases or decreases will be as decided by the Administrator after considering the proposals of Metro and any objections. Because revaluation of all the property in the Metro area is usually spread over several years, at any point of time there may be differing valuation levels between one municipality and another or one part of Metro outside the ordinary municipal areas, and another. Provision should accordingly also be included in the special ordinance on the lines of paragraph (b) of the proviso to sub-section (1) and sub-sections (2), (3) and (4) of section 89 of the Divisional Councils Ordinance No. 15 of 1952. This is in order to provide flexibility to permit appropriate adjustments of the rate to be made.
262. The special Metro ordinance should also incorporate clauses on the lines of the provisions in the Municipal Ordinance to permit of a water rate, an extraordinary rate, and a special rate to be levied by the Metro Council. Provision for the differential basis, with percentage increases and decreases as with the general rate, should also be made in respect of these rates.

METRO AND REVOLVING FUND.

263. Every municipal council is required, in terms of sections 84 bis and 84 ter of the Municipal Ordinance No. 19 of 1951, to levy an annual rate of not less than one-tenth cent per rand on ratable property, the proceeds of which must be paid into its revolving fund. The object is to accumulate from revenue a fund from which internal loans are made by the council concerned for capital expenditure. These provisions are not

applicable to divisional councils. If the additional rate applies to Metro, it means that ratepayers in existing municipal areas will be required to pay two rates of one-tenth cent each, respectively, to the ordinary municipality and to Metro. While the principle of a revolving fund strengthened by annual contributions from revenue is sound finance, nevertheless there should not be a double rate in the Metro area. I propose that Metro should not be required to levy an additional rate for its revolving fund and the special ordinance should provide accordingly.

NEW RATING PROPOSAL SIMPLER THAN EXISTING SYSTEM.

- 264.. Differentiation in the rate levy throughout Metro area is unavoidable but the principle that I propose is simpler than the present practice. Also it makes possible co-ordinated physical development of new urban areas outside the existing municipalities. This is considerably hampered at present by the limitation in the Divisional Councils Ordinance relating to the development of local areas. The complications in respect of differential rating will be reduced if developed areas are incorporated either in existing municipalities or in new municipalities. Metro is a temporary guardian only of such developing areas.

METRO TARIFFS FOR DIRECT SERVICES.

265. Metro should have the same powers as ordinary municipalities to fix tariffs for direct services rendered, e.g. water and electricity. No specific legislation seems necessary. Normally such tariffs should be uniform throughout the area administered by Metro as a municipality, i.e. outside the areas of the other municipalities. Each municipality will retain its present powers to fix tariffs within its own territory.

METRO ANNUAL REVENUE ESTIMATES.

266. I have considered whether any special provision should be incorporated in the Metro ordinance in respect of the annual estimates of expenditure from revenue. Section 85 of the Municipal Ordinance stipulates that estimates of probable income and expenditure for the calendar year next ensuing should be prepared by the council not later than the month of December in every year. These estimates shall be open for inspection by any ratepayer or voter of the municipality and an abstract must be published in the press before the 31st January in the year to which they relate. After the publication of the extract a special meeting of the council must be held on at least 14 days' notice, for the purpose of finally considering and confirming the estimates. No new item of expenditure may be included in the estimates at this special meeting. The council is required to levy a rate or rates to balance its

budget. Further provisions are included governing the position should the confirmed estimates of expenditure be exceeded during the year. The draft annual estimates of expenditure and revenue are not secret. The only additional provision which should be included in the Metro ordinance is that copies of Metro draft estimates should be transmitted for information to the municipal councils in Metro area at the same time as publication is required in terms of the present Municipal Ordinance. It should be noted that Metro as a municipality will also be required to consult the Committees established under the Local Authorities (Development according to Community) Ordinance No. 6 of 1963 and the Regulations issued thereunder. At present there are six Management Committees in the Cape Peninsula in respect of group areas for Coloureds.

METRO CAPITAL ESTIMATES AND LOANS.

267. Chapter IX of the Municipal Ordinance prescribes the procedure which is to be followed by a municipal council before a loan can be raised. The purposes for which loan money may be used are set out in section 116. As conditions precedent to raising a loan a council must pass a special resolution (which requires a majority of the total number of councillors), must publish a notice stating its intention and call for objections and must finally obtain the Administrator's approval. These safeguards seem adequate also in the special case of Metro.

CONSOLIDATED LOANS FUND.

268. The object of a Municipal Consolidated Loans Fund is stated in sub-section (2) of section 3 of Ordinance 12 of 1961:-

"The object of such loans fund shall, subject to the provisions of this ordinance, be to concentrate all monies borrowed by the Council in one central fund, so as to facilitate control and management of such monies."

I propose that the provisions of this Ordinance be made applicable to Metro.

METRO TO TAKE OVER ASSETS AND LIABILITIES WITH TRANSFERRED SERVICES.

269. Metro should for all purposes be deemed to be the successor in law of the Cape Divisional Council. Likewise Metro should be deemed to be the successor of the respective municipalities with regard to the services transferred from such municipalities to Metro. Provision should be included in the Metro ordinance similar to section 6 of the Port Elizabeth and Walmer Municipalities Amalgamation Ordinance, 1966, governing the transfer of all rights and assets and of all obligations

and liabilities.

FIXING AMOUNT OF LIABILITY.

270. With regard to the transfer of functions from the municipalities, Metro should as already recommended, take over all liabilities which will naturally include the outstanding balances of loans raised for the purposes of the transferred functions. In exceptional circumstances compensation may in addition be paid by Metro in respect of assets taken over but not represented by the loan balance which is transferred. Provision should be made that Metro and the municipality concerned should mutually agree on the amount of debt to be taken over and the additional compensation, if any. This agreement shall be subject to the approval of the Administrator. Failing agreement, the Administrator shall decide after making such enquiry as he considers necessary.

SUBSIDY ON MAIN ROADS.

271. The Cape Divisional Council receives road subsidies from the Province on the lowest scale. The subsidy is at the rate of 50% of the approved normal expenditure on main roads and 60% in respect of expenditure on permanently surfaced roads. The Provincial subsidy on main roads in municipal areas is 80% both for capital costs and maintenance. The low scale of subsidy to the Divisional Council relates to conditions which no longer apply. The vast increase in motor traffic means that the Divisional Council equally with the municipalities, must incur huge expenditures on multi-lane traffic arteries and other costly traffic structures. The Province has already found it necessary to agree to a subsidy of 80% in respect of that portion of the Cape Town - Muizenberg arterial expressway which falls in the area of the Divisional Council. I have proposed that Metro should be legally classified as a municipality and as such will become entitled to the rate of subsidy on roads paid to municipalities. This is completely justified by present circumstances. The Cape Divisional Council receives a small subsidy (approximately R50,000 in 1966) from the Province in respect of its roads classified as divisional roads. This will fall away under Metro since divisional roads are not recognised in a municipality. Some of these roads would probably have been classified as main roads had they been situated in a municipal area. I recommend that the position with regard to divisional roads be investigated by the Province and Metro with a view to deciding which of these divisional roads should be reclassified as main roads. No special enabling legislation seems necessary.

SUBSIDY ON NATURE RESERVES.

272. The Province makes small grants towards the net cost of the Nature Reserves, mainly Cape Point and Rondevlei, maintained by the Cape Divisional Council. These Nature

Reserves are a great asset scientifically as well as providing excellent recreational areas and one hopes that the Cape Point Reserve will be linked up as far as possible with the Silvermine and Table Mountain Nature Reserves controlled by the City Council. The subsidy paid to the Cape Town City Council by the Province is 50% of the net cost and this is also the practice with other municipalities. The net cost in 1966 to the Divisional Council of its Nature Reserves and recreation areas is R118,000. I recommend that the Province should pay Metro on the basis of 50% of the net accepted expenditure on Nature Reserves taken over from the Divisional Council and also on any future Nature Reserves proclaimed by the Administrator at the request of Metro.

SUBSIDY ON LIBRARY SERVICES.

273. The Provincial Administration's subsidy to the three largest cities in the Province which operate a complete library service, is 50% of the approved expenditure. In the rest of the Province the Administration supplies books and other library material on loan while the local authority concerned supplies the buildings and local service. In the Cape Peninsula, the City Council works on the 50% basis while the other municipalities are affiliated to the Provincial library service. Metro may need to provide library service in areas outside existing municipalities and could conceivably be asked to operate, under special agreement, the library service for one or more municipalities. It is not possible to predict how Metro will be affected. I propose therefore that in the Metro ordinance provision be made for discretionary power to the Administrator by proclamation to declare Metro, or any defined portion thereof, an urban library area or the whole area of Metro or a portion thereof, to fall under the Provincial library service. Ordinance No. 4 of 1955 sets out the conditions applying to an urban library service and the Provincial library service, respectively.

CHAPTER XIX.

REVISION OF MUNICIPAL AREAS.

EARLIER PROPOSALS NOT SUPPORTED.

274. It has been mentioned earlier in this report that the Provincial Administration in 1961 published proposals for the establishment of ten new local authorities in the Cape Peninsula, mainly comprising the existing local areas of the Divisional Council. It is fortunate that the Provincial Executive Committee postponed further consideration of these proposals. As I see the position now it would have been a mistake to establish a series of comparatively weak local authorities in the Peninsula. This would inevitably in the future have had to be undone at the cost of much difficulty, recrimination and effort.

REVISION OF MUNICIPAL AREAS AND METRO ARE SEPARATE ISSUES.

275. The revision of the municipal areas can be treated as a separate issue from the establishment of Metro. It would be ideal if both subjects are decided without much delay. But Metro can function under existing municipal boundaries. Toronto functioned successfully as a metropolitan municipality with the original municipal divisions and only now after ten years have the boundaries been reconsidered. I believe the establishment of Metro or some similar organization is so necessary that immediate consideration should be given to that subject and a decision made soon.

METRO SHOULD NOT ALSO FUNCTION PERMANENTLY AS A LOCAL MUNICIPALITY.

276. It is not desirable that Metro - and this applies equally to the Divisional Council - should, in addition to its metropolitan-wide duties, indefinitely act as local municipal authority to well-developed urban areas, such as, for example, Bergvliet and Thornton. Metro is expected to accept responsibility for overall planning and the initial physical development of new urban areas by the advance acquisition of land required for public purposes and by the installation of basic services. Once these new areas have sufficiently developed, they should be incorporated either in existing municipalities or start a new municipality. The future of these well-developed "local areas" should not be decided ad hoc but should be considered in relation to the overall plan.

FUTURE BOUNDARIES OF EXISTING MUNICIPALITIES SHOULD BE PLANNED.

277. The future boundaries of the existing municipalities should be fixed in advance with reasonable accuracy in accordance with the Joint Plan which one hopes will be an agreed plan. The following factors should be carefully considered in deciding the eventual boundaries of the existing municipalities and the initial areas of future municipalities in the Cape Peninsula:-

- (a) A maximum population for all municipalities, except Cape Town, of approximately 250,000;
- (b) for the establishment of a new municipality a reasonable prospect of a minimum population of 100,000 within, say, 25 years;
- (c) the topographical features in relation to the overall plan should be an important consideration, so that roads and services such as water, power, sewerage, storm drainage, can be undertaken economically and adequate provision can also be made for open spaces, parks, nature reserves, recreation areas and sports facilities;

- (d) the municipality should be able to maintain a sound financial position on the basis of a reasonable rate and able to maintain an adequate administrative and professional staff competent to undertake efficiently the services for which the municipality is responsible.

It should be realised that a policy of small local authorities in a metropolitan area, apart from other serious disabilities, is wasteful of staff and results in inadequate administrative competence and tends to multiply a parochial outlook.

OUTLINE OF FUTURE POLICY RE REVISION
OF MUNICIPAL AREAS.

278. Annexed to this report is a map showing the positions of the municipalities in the Divisional Council area. I will outline the policy which I suggest should govern the revision of the municipal areas.

CAPE TOWN - SOUTHERN SIDE.

279. The area of Cape Town is approximately 100 square miles and the City extends for 25 miles from Camps Bay on the Atlantic coast to Kalk Bay on the False Bay side, in the shape of a half-circle round Table Mountain. Towards the Southern end of the City area on the Western side, there are the Constantia and Bergvliet local areas. There is prospect of considerable further urban development in that area which will be accelerated with the completion in the near future of the Cape Town - Muizenberg expressway.
280. I visualise the establishment of a new municipality taking in the Southern end of the Cape Town area from Kalk Bay, through St. James, Muizenberg Northwards to approximately Retreat Station or possibly to Heathfield. This municipality will also incorporate the present Divisional Council area to the West stretching across the Peninsula to the Atlantic side at Hout Bay and taking in Bergvliet and Constantia. The Bishopscourt Estate with approximately 800 whites, should, I suggest, be joined to Cape Town.

SIMONSTOWN AND FISH HOEK.

281. South of the new municipality I mentioned in the previous paragraph, I suggest that Simonstown and Fish Hoek should be visualised as forming one municipality in the future, the boundaries of which will also extend across the Peninsula to Kommetjie and Noordhoek. There are signs that considerable urban development will occur in this general area in the near future.

CAPE TOWN - EASTERN SIDE
PINELANDS AND THORNTON.

282. The map shows that Cape Town municipal area now completely surrounds the Pinelands - Thornton area. Thornton has expressed a wish to be incorporated in Cape Town. I suggest that it will be advantageous to all concerned if the whole Pinelands - Thornton area is joined to Cape Town. The municipal rate in Pinelands is at present the lowest in the Peninsula mainly because the town has not yet provided some of the normal municipal amenities. There is no civic centre, municipal library or municipal swimming bath.

CAPE TOWN - EASTERN SIDE
WETTON - OTTERY AREA.

283. The Wetton - Ottery area in which urban development is taking place adjacent to the Eastern boundary of Cape Town should I suggest be incorporated in Cape Town.

MILNERTON.

284. With the sudden development of the petro-chemical industry and the probability of a new harbour, Milnerton, Cinderella like, has awoken suddenly to find itself no longer a peaceful dormitory village but involved in the throes of industrial development in a big way. The municipal area has recently been considerably enlarged. I do not visualise a further major change in the municipal boundaries in the near future.

GOODWOOD - PAROW.

285. The map will show that Goodwood situated between Cape Town, Milnerton and Parow has not any considerable area to the North for future expansion. I suggest that Goodwood and Parow should consider amalgamation to form one powerful municipality with reasonable space towards the North for future expansion.

EPPING GARDEN VILLAGE.

286. This is mainly a subeconomic township built by the Citizens' Housing League. It falls in the Divisional Council area though now completely surrounded by the municipal areas of Cape Town and Goodwood. The position is unusual as Epping Village has not been proclaimed a local area. The Citizens' Housing League is the de facto local authority and defrays the service expenses from the rents received from the tenants. I suggest that this area be incorporated in Goodwood subject to a special agreement between the Citizens' Housing League and Goodwood Municipal Council with regard to the responsibility for municipal services and the rate levy. This agreement will be subject to the approval of the Administrator and should be confirmed by ordinance.

BELLVILLE - DURBANVILLE.

287. Bellville still has space for considerable development Northwards. The municipal areas of Bellville and Durbanville will in the not distant future adjoin. I suggest that in due course the destiny of these two towns is to amalgamate as one strong municipality.

NEW TOWNS FOR COLOUREDS.

288. The planners are considering the future urban development of the large area bounded North and West by the existing municipal areas, on the South by the Strandfontein coast of False Bay and running Eastwards to the boundary of the Cape Divisional Council. This area - mainly rural at present - is destined to house by the end of this century a further one million people at least of the Coloured group. With the adjoining townships for Coloureds in the existing municipalities one can reasonably expect a total population here in 35 years time of $1\frac{1}{2}$ million. In the developed portions under the jurisdiction of existing municipalities of this general area, there are already established the University College of the Western Cape and a Teachers' Training College. A Nurses' Training College is under construction and there are numerous primary and secondary schools. The Strandfontein beaches are conveniently adjacent and with imaginative planning offer great scope for bathing and recreation facilities.

AN OPPORTUNITY TO PLAN IDEAL NEW TOWNS.

289. This area offers an outstanding opportunity to plan the future development of new towns on the lines I have previously outlined. There should be visualised about five new towns complete with industrial and commercial areas and residential zones. The whole area should be served by adequate arterial roads and railways linked with the existing communication systems. The towns should be separated by green belts and adequate provision should be made of large areas for parks, nature reserves, sports and recreation. This is a challenging job for Metro.

FINANCIAL ASSISTANCE FROM STATE AND PROVINCE.

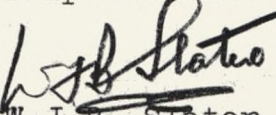
290. The initial cost will be considerable. While the inhabitants of Metro will be expected to accept part of the liability which will accrue over a number of years, I feel that the Central and Provincial Authorities should also be expected to contribute towards the initial expenditure especially in the earlier less productive stages. As the towns develop towards economic viability, some of the capital expenditure will be recovered by the sale of land for private enterprise industry and business and for housing. We have come to realise that the Central State and the Province have financial responsibilities for urban renewal of run-down areas in existing towns. We will need also to accept that the development of new towns -

now that most of our people are city dwellers - requires similar assistance for sound planning and development from the start. Relatively small grants in the earlier stages - relative to the National and Provincial total budgets - will make the difference between a first rate job of which we and following generations will be proud and a purely utilitarian scheme lacking aesthetic imagination. Once the subdivision of land is permitted for urban development on ill-considered lines, such faults can be remedied later only by immense expenditure of money and manpower. We have examples in all our present towns in the Peninsula. Let us do better in future.

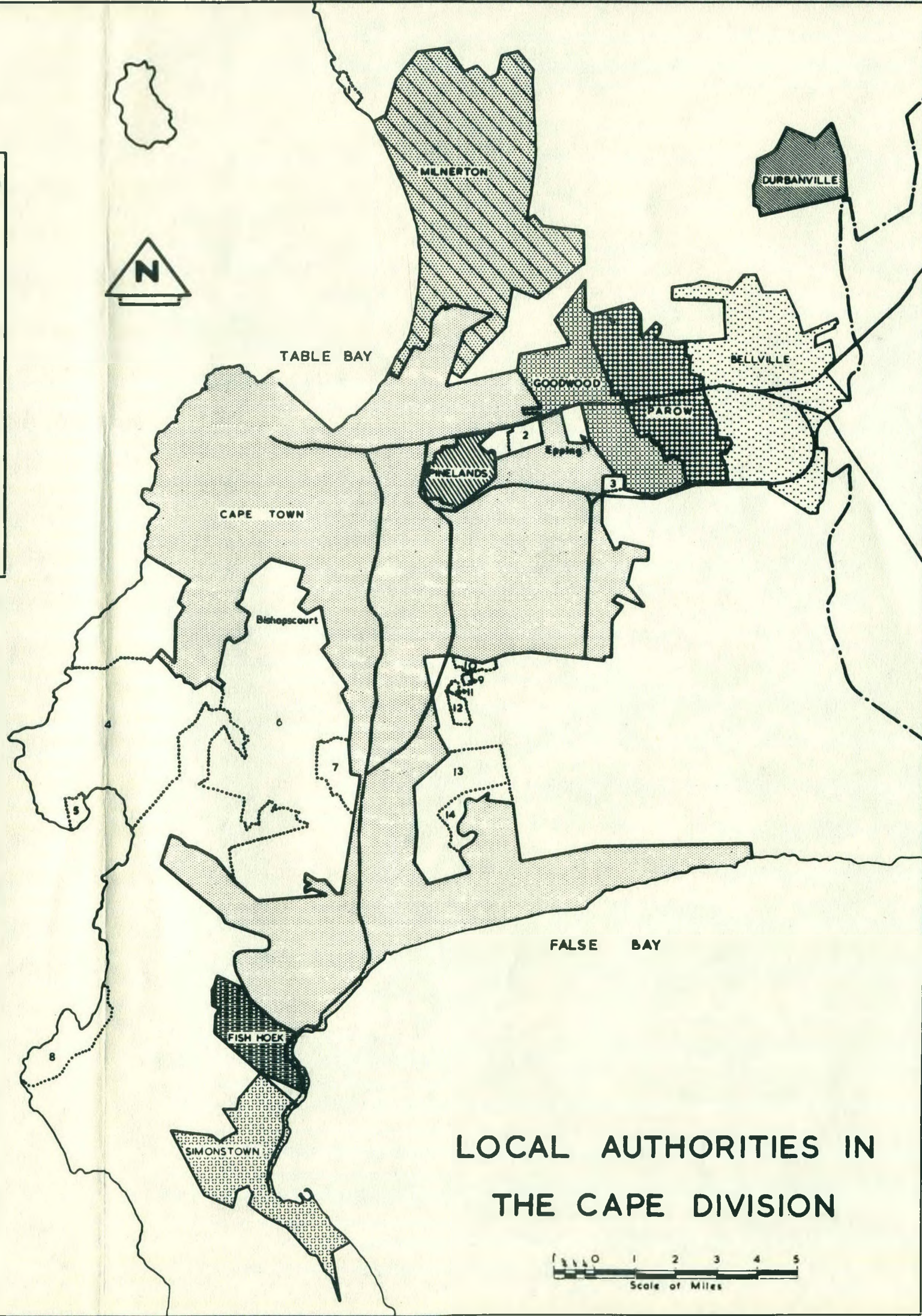
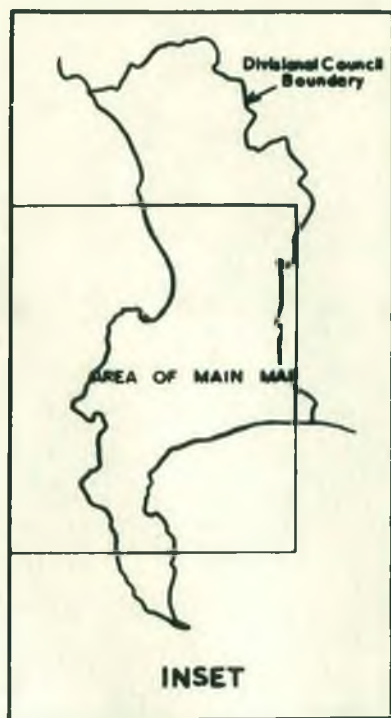
CHAPTER XX.

CONCLUSION.

291. An obvious question is: why was a formal Commission or at least a Committee of Enquiry not appointed to examine and make recommendations on this involved subject? Experience has shown that existing local authorities tend to adopt a strong defensive attitude for the retention of the status quo before any coherent scheme is worked out. There is wisdom in the approach that the question should be quietly studied and something concrete should be put forward for general consideration. This, one hopes, will encourage a constructive attitude towards the common problem.
292. A disadvantage is that I have had to study the subject without the stimulation of the advice and criticism of the local authorities and others who are interested. I submit the proposals in this report as a basis for consideration and not as a final answer. My strong recommendation is that the principle of a Metro service authority with more adequate powers than are at present available to the Divisional Council, should be accepted. The questions of the constitution, functions and finances can be considered, amended and improved by the united efforts of the best available expert advice and experience. I have obviously not worked out all the proposals in final detail. This can be done when the principles are accepted.
293. I record my thanks and appreciation to the members of the staff of the Provincial Administration and to members of the staffs of the Cape Divisional Council and of various municipalities who courteously and readily supplied me with information required.
294. Finally I record my thanks to Mrs. P.A. Timoney, my sole assistant in this task, for her competent and loyal help.

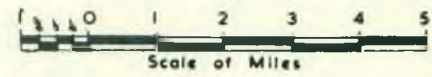

W.J.B. Slater

Cape Town
1st December, 1966.



CDC LOCAL AREAS	
1	Blouberg Strand
2	Thornton
3	Matroosfontein
4	Hout Bay
5	Hout Bay Harbour
6	Constantia
7	Bergvliet
8	Kommetjie
9	Ottery Station
10	Welton
11	Ottery Garden
12	Ottery
13	Grassy Park
14	Ronde Vlei

LOCAL AUTHORITIES IN THE CAPE DIVISION



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