

C O N F I D E N T I A L

SUMMARY OF MEMORANDUM FOR SUBMISSION TO THE COMMISSION
OF INQUIRY INTO THE NORTHERN PERI-URBAN AREAS

1. The rapid growth of Johannesburg resulted in its population spilling over the municipal boundary. These overspill settlements resulted in the Peri-Urban Areas Health Board being set up to look after the public health and development of the areas. The Board is a temporary measure until the areas reach a sufficient stage of development to be detached from the control of the Board. The northern areas have now reached this stage and it must be decided whether they are to be annexed by Johannesburg (or other local authorities) or set up as one or more independent local authorities. The Board has applied to the Administrator for the areas of Bryanston, Sandown and North-Eastern Johannesburg to be set up as an independent local authority.
2. The mere fact that these people are outside the Johannesburg municipal boundary does not mean much. They are still Johannesburg people and form part of the Johannesburg community. They either moved outside the boundary because they could not fit into present Johannesburg or because they chose to live outside the municipality.
3. The extent of their affiliation and common interests with present Johannesburg is shown by the fact that the majority of them work, shop and find their social or cultural needs in Johannesburg. They simply cross an artificial boundary (without seeing it or knowing it) in order to meet their needs. In fact the entire area is Johannesburg.
4. Not only do these people find their work and play in Johannesburg. They also use municipal services without paying for them. This is a highly unfair situation for the Johannesburg ratepayers. Some peri-urban residents are deliberate refugees from rates while others are unwilling parasites on Johannesburg. But the fact remains that Johannesburg ratepayers foot the bill for direct services such as libraries, parks and recreation facilities and certain health services which are used by these residents. Our trading undertakings are also used by these people and the fact remains that even though the Council may suffer no loss on these services, such as the market and the abattoirs, it receives no substantial financial benefit and is still required to raise capital in advance for these undertakings in the hope of ultimately recovering capital expenditure through tariffs, etc.

5. The areas also place a heavy indirect burden on the Council, both financially and by creating administrative difficulties, particularly in relation to matters like traffic control, parking and roads. Central city congestion and its allied problems will undoubtedly increase as these areas become more developed. It is impossible for the Council to find the answer to these problems from inside the present municipal boundary. The answer lies in having overall planning and control in the areas generating the problem and using a comprehensive approach. The costs of fragmented control to the City as a whole cannot be assessed but it is clear that they are massive and will increase if a new local authority is set up. Such a local authority, governing in effect a large suburb of Johannesburg, could either be genuinely unable or inexpert in planning the area in relation to Johannesburg or at worst simply refuse to co-operate. It is therefore vital for the Council's future to have these areas under its jurisdiction.

6. In summary, therefore -

- (a) The northern areas are, in fact, part of the Johannesburg community.
- (b) The areas are creating administrative and planning problems of the first magnitude.
- (c) They should therefore be annexed to Johannesburg.

In this regard it must be borne in mind that there appear to be no great administrative problems associated with annexation. Present Johannesburg has not reached its maximum size either administratively or politically. The Council already has fingers in the area and provides services such as transport, electricity, milk inspection, fresh produce, meat, gas, certain fire and ambulance services, motor vehicle licensing, parks, certain health services and the Northern Outfall Sewer. Financially annexation will give the Council some return for services now used without adequate payment therefor. Further financial details will be provided by the City Treasurer, but on the face of it the area appears to be ripe for annexation without imposing too much of a burden on the Council. Even if there is a burden the advantages to be derived from annexation are extremely great.

K.P.S. ROOME

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9th September 1965.

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CITY COUNCIL OF JOHANNESBURG

MEMORANDUM FOR SUBMISSION TO THE COMMISSION OF INQUIRY
INTO THE NORTHERN PERI-URBAN AREAS

PART I

THE PROBLEM : URBAN EXPANSION

1. The 19th Century witnessed a multiplication and expansion of cities. This was largely a product of the growth of industry and commerce which set in motion an unprecedented drift to the towns. This urbanisation has continued largely unabated to the present. Thus in Great Britain the proportion of urban population increased from 50% in 1851 to 81% in 1951. In the United States of America, it increased from 15% to 64% over the same period. The proportion of world population living in cities with 20,000 or more inhabitants rose from 2.4% in 1800 to 9.2% in 1900 and jumped to 20.9% in 1950.⁽¹⁾

2. South Africa has shared this revolutionary urbanisation of its population. Between 1904 and 1960 the percentage of total urban population increased from 23.6% to 46.7%. In the Transvaal it increased from 29.3% to 54.7%. Greater Johannesburg grew from about 100 persons in 1886 to some 1,152,525 persons in 1960. By 1980 its population is expected to reach 1,453,989, with Whites providing 125,220 of this increase. This increase in population coupled with new technological inventions set in motion an urban explosion which scattered population beyond the old municipal boundaries into the surrounding countryside. The urban fringe and dormitory town had started.

3. Technical changes in the means of transport steadily decreased the need for residential congestion in urban areas, begun to permit a decentralisation of their industries and led to a widening of their general spheres of influence. Other inventions such as the telephone, the radio, electric railways, electric power transmission, septic tanks and hydraulic wells, also helped to spread urban populations over towns, villages and areas surrounding major city centres.

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(1) Kingsley Davis, "The Origin and Growth of Urbanisation in the World".
American Journal of Sociology, Vol. LX, No. 5, March 1955.

4. The structure of these growths or fringes are nowhere static or identical, but a general pattern of development may often be discovered. This pattern arises firstly from the fact that towns and cities are the centres of primary, secondary and tertiary economic activities and therefore the chief places of work; and secondly from universal changes in means of transport and communications. Towns and cities were necessarily limited to a radius of but two miles and an area of 12.5 sq. miles in the days of the horse and trap. People could not generally live further than two miles from their place of work, and this was to be found mainly in the centre of the town or city. With the advent of the tramcar, the possible urban radius increased to some five miles and the possible urban area to 78.5 sq. miles or six times that of the horse and trap era. Today the motor car has increased the possible radius to over fifteen miles and the area of potential residence to some 700 - 900 sq. miles.

5. But while the petrol engine, the telephone, engineering inventions, revolutionary developments in public health services and vast shifts of population and industry have transformed the human map, the local government map is essentially unchanged. Administrative boundaries are frequently quite arbitrary and bear little relationship to the limits of real communities. The scale of urban activity has changed from acres to hundreds of square miles. Municipal boundaries which once encompassed the entire municipal population no longer identify the area of the urban community. Nor do boundaries and functions necessarily coincide. Fringe areas impinge on the parent city and its problems can no longer be found originating in or be solved within the former municipal boundary. The modern city community is measurable only in terms of dynamic units of movement of people and goods: not static boundaries. It follows that functions once performed in a compact mass now demand a much larger area. The parent city and its problems may in many respects be likened to the old Greek innkeeper, Procrustes, who chopped off his guests' legs to fit his beds.

6. The concept of the urban community is very important to local self-government for it builds on the living contacts between people. It also helps to establish a centre of influence which can be used for administrative purposes, since government must have an administrative centre and self-government must enjoy a strong communal bias.

7. Two investigations made at the beginning of the second world war showed that a serious peri-urban fringe problem had developed in the Cape Flats bordering Cape Town as well as around the major urban centres in the Provinces of Natal and Transvaal. (Report of the Committee of Inquiry re Cape Flats, U.G. No. 18 - 1943; Report of the Committee of Inquiry on Areas Becoming Urbanised but not under Local Government Control (Thornton), U.G. No. 8 - 1940.) In the result, the Provinces of Natal and Transvaal respectively established an appointed Local Health Commission and an appointed Peri-Urban Areas Health Board. These bodies were given town-planning as well as public health powers to cope with fringe development which is in fact a natural overspill from the major cities and towns.

8. Before the report of the Thornton Committee, the only effective way of controlling the growth and development of "urban fringes" in the Transvaal was similar to that in other countries, by adjusting contiguous municipal boundaries to incorporate these fringe areas and bring them under the control of the particular local authority. The Peri-Urban Areas Health Board thus provided an alternative although probably short-term solution.

9. Nevertheless, the question of the future of these areas remains a live one, for as they mature the problem arises whether they should remain under the control of the Board; be created independent local authorities; or be annexed into the municipalities on which they border.

PART II

THE FUTURE OF THE AREAS

10. The whole problem of the future of the peri-urban areas involves two main aspects, the functional (or administrative) and the communal (or political): local government boundaries cannot be considered separately from local government functions or services, and units of local government should coincide as far as possible with local units of community.

11. The extent and intensity of the social and communal affiliation of peri-urban settlements to adjoining towns is important and fundamental for as in the end strong local self-government depends upon community of interest, it suggests an immediate answer to their future status. Where fringe areas are simply suburban dormitories having common community of interests with their parent town, annexation is indicated.

12. Political or communal considerations apart, the local administrative function is to provide services of a determined standard at minimum cost. But any attempt to arrive at a conclusion on the future of the peri-urban areas by an analysis of their present services and those of adjacent local authorities based on relative efficiencies or economies is largely fruitless. The reasons for this are that formidable difficulties face an assessment of minimum costs, service areas and the most efficient and economic provision of services, for there is no standard formula. Unit costing or per head costs of individual services or overall administration cannot take one very far. In the first place unit costing can be applied only to a certain range of municipal services and then in different degrees. For example, it is inapplicable to museums and art galleries, of limited application in libraries, of greater use with transport and electricity. In the second place, where it is applied it cannot afford a valid comparison between different local authorities for, like per head costs, they must ignore vital factors such as the quality and quantity of the service, topography, density of population, size of residential erven etc.

13. The complex problem of city-regional government needs to be approached on more substantial grounds than those of merely cheaper and more economical administration, and cannot be solved simply by introducing a new local authority for the Peri-Urban Areas Health Board. The proper approach appears to lie in the direction of relating the framework of government to community structure, and the function of government to communal needs. This does not rule out the technical, financial, service and administrative factors involved; but it does emphasise the basic importance of fostering local self-government and ensuring that local units of government (both for administrative and political purposes) roughly coincide with local units of community.

14. Given these principles, the answer must depend primarily upon the existence of self-supporting or viable communities, whose boundaries are not the arbitrary result of trying to match areas and functions with no thought for the communal basis of government. The area must be capable of independent social existence, as far as possible providing within its boundaries the wealth, amenities and cultural equipment needed to ensure a fully-civilised life.

PART III

THE JOHANNESBURG COMMUNITY

15. Most recently, research has distinguished regions based on the frequency of contact between people. The boundaries of these regions are marked off by the limits of daily journeys to and from work or markets. "Urban fields" describe the extent of the economic and cultural influence of cities and determining the true extent of the urban community. Degree of contact is more important than mere size as a determining factor in distinguishing the true area. The physical pattern of the northern region indicates dormitory or suburban development. The daily movement of people and goods confirms this.

TRAFFIC SURVEY - 1961		
Area	Dwelling Units	Trips to and Through Central area of Johannesburg
Randburg	2100	833
Bryanston and Sandown	2665	3624
N.E. Johannesburg	1600	1390*
Whole area (including Berario)	7500	6499

* Excluding 514 for Alexandra Township.

16. In 1961, 6499 of the 50344 vehicles which entered the central area of Johannesburg on the north over the S.A.R. bridges in a 12-hour period had their origin in the northern peri-urban areas and Randburg, i.e. 12.9% of the volume entering on the north came from the northern areas outside the Johannesburg municipal area. In the same year a total of 145,508 vehicles entered the central area of Johannesburg from all directions in a 12-hour period of which the figure of 6499 quoted above represents 4.5%.

17. The traffic volumes at the city boundary on roads serving this area increased from 1954 to 1963 as follows:-

	1954	1963	%age increase
12-hour volume	9400	22377	138
Peak v.p.h.	1559	4415	183

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And in the whole area (including Berario) the number of dwelling units increased from 3,900 at the time of the 1954 traffic survey to 9,000 at the time of the 1963 survey, i.e. an increase of 131% in nine years.

18. The similarity between the percentage increase for traffic volumes and dwelling units is not accidental: there is a definite relationship between the two. The following table gives the estimated position for 1965 when a central area survey was done and which has still to be related to other information:-

Area	Dwelling Units	Estimated Trips to and Through Central Area of Johannesburg
Randburg	5000	2000
Bryanston and Sandown	4670	6300
N.E. Johannesburg	2700	2350*
Whole area (including Berario)	14000	11700

* Excluding Alexandra Township.

19. Thus in 1965, based on the estimated figures shown above, 11,700 of the 57,140 vehicles which entered the central area of Johannesburg on the north over the S.A.R. bridges in a 12-hour period had their origin in the northern peri-urban areas and Randburg, i.e. 20.2% of the volume entering on the north would have come from the northern areas outside the Johannesburg municipal area. From the 1965 survey, a total of 177,353 vehicles entered the central area in a 12-hour period, of which the figure of 11,700 quoted above would represent 6.6%. The northern areas thus appear to be pushing vehicles into the central area at a faster rate than other areas. These estimates are subject to confirmation or amendment when the home interview survey is analysed.

20. 72% of the work trips for the whole northern area (including Berario) are to the Johannesburg municipal area with 50% to its central area. 24% of the work trips were to areas within the northern area and only 4% to other towns. To all intents and purposes trips were by car and bus trips were negligible. Nevertheless municipal buses introduced into the municipal boundary in twelve hours in 1964 1,778 passengers and carried out 2,549 passengers. As expected, municipal public passenger transport complements the volume of private transport, with less wealthy areas providing larger numbers of public transport passengers.

21. Assuming equal importance for the commodity groups of food; meat; clothing; household hardware; furniture; electrical appliances and alcoholic beverages, 79% of shopping for the northern area is done in the Johannesburg municipal area (53% in the central area) and the rest in the areas of Randburg and the Peri-Urban Areas Health Board.

The following table gives details for each area:-

Home District	Work trips to Johannesburg		Shopping in Johannesburg	
	Municipality	Central Area	Municipality	Central Area
Randburg	68%	39%	76%	60%
Bryanston/Sandown	80%	61%	82%	46%
N.E. Johannesburg	58%	40%	86%	45%
Whole N.E. Area (incl. Berario)	72%	50%	79%	53%

22. Important conclusions can be drawn even at this stage. The figures set out above amply illustrate the artificiality of the present Johannesburg municipal boundary. The true social community of Johannesburg in fact extends to include the northern peri-urban areas. In many cases, fringe areas are merely economic growths of the parent city and do not exhibit in themselves a community with a highly organised social life which is able to satisfy cultural and economic needs. They may simply be a mass of factories, residences, warehouses, shops, banks and a network of roads and railways which do not exist apart from the parent town or city as an independent community. The northern areas appear to show these characteristics.

23. In the last resort, strong local self-government as an administrative and communal unit depends on community of interest. The northern areas have been shown to form part of the true Johannesburg community and the logical unit of local government is thus established. On these grounds alone there is justification for annexing the area to Johannesburg. But it is necessary to go further and examine some of the administrative implications of the area in relation to Johannesburg.

PART IV

THE PROBLEMS OF PLANNING

24. The congestion and sprawl of Johannesburg together with the interdependence of the community inside and outside the municipal area have made it increasingly difficult for the Council to deal with many functions on less than an area-wide basis. These functions include the provision of governmental services and controls with regard to transportation and traffic, the disposal of sewage and other wastes, land use planning and control, air pollution control and the acquisition and management of open spaces and recreation facilities. These services by their nature require large and integrated physical facilities with service boundaries dictated by population density and topography, often involving little or no relationship to boundaries of political jurisdiction. In short, there is a conflict between boundaries and functions.

25. This conflict between functions and boundaries is not confined to Johannesburg or South Africa. In the United States of America there have been many proposals and experiments to solve the difficulty. The use of voluntary co-operative arrangements, and the development of ad hoc joint boards representing existing authorities have been suggested as solutions to the problems of local government. There has been a considerable increase in the use of ad hoc authorities for highway, gas, power and water purposes, both representative and appointed. Other proposals include extra-territorial jurisdiction, whereby a municipality may exercise authority beyond its corporate boundaries, and voluntary arrangements between cities, and between cities and counties, in respect of hospital and other health services.

26. These devices are principally answers to technical, financial and administrative problems experienced by local governments whose areas and resources are individually insufficient or inappropriate to support particular services. Many problems would not arise to the same extent if areas and resources were larger. It follows that, where a town becomes a city and spills over into satellite communities, the technical and allied problems of municipal service areas may be met by annexation. However, once peripheral and autonomous local authorities are established, annexation of these authorities becomes in itself a major problem, frequently resulting in unusual devices intended to preserve local autonomy but at the same time facilitate better overall planning. In the United States a bewildering pattern and complexity of governmental authorities has emerged, substantially because of a

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failure to encourage and permit annexation of peripheral areas. Only now is renewed attention being given to relaxing restrictive annexation laws and imposing more rigid requirements on the incorporation of new local authorities.

27. If complexity of local government structure and functions is to be avoided, the creation of new local authorities which can ring established cities and towns should be agreed to with considerable caution. It is not unrealistic to expect the Peri-Urban Areas Health Board in this case to show that the proposed incorporation would assist - not hinder - the orderly development of the entire area including the Johannesburg municipality. But these considerations apart, it must be emphasised that annexation of unincorporated fringe areas to the experienced parent city (of which it in fact forms a part) presents a relatively simple and long-term solution to the problem of developing areas. It seems clear that to be successful, such annexation should be general and not selective, i.e. wealthy or well-provided districts should not be the only areas acquired, and due regard should always be paid to community of interest. Annexation should normally be undertaken before the fringe becomes fully urbanized and developed, and should provide room for future expansion; so that municipal services may be properly extended and future economic waste eliminated, and frequent extensions of boundaries can be avoided. Areas should be absorbed only when municipal services can be provided, where needed, without long delay and within the financial capacity of the acquiring municipality. And finally, the acquiring municipality should accept the responsibility for initiating inquiries into, and for formulating plans concerning, fringe areas which are ripe for annexation or are needed for expansion.

28. Nevertheless, annexation may not be appropriate if technical, financial, administrative and communal considerations together prohibit the further growth of the municipality. In 1950 a special report was submitted to the council by the Departmental Committee and Planning Consultants on the city's ultimate size as an economic and political unit. This report, a copy of which is
.... attached, recommended that the council should record "its view that Johannesburg has reached its maximum size as a political and economic unit and that save in exceptional circumstances its present boundaries should not be extended by the incorporation of any additional area". The council never adopted the recommendation but the report gave weight to the view that technical, financial, administrative and communal considerations together prohibited the further growth of the municipality.

29. This report is no longer accepted in the light of fifteen years' further development in Johannesburg and the area. In the first place there has in fact been an efficient expansion of certain services beyond the limits determined by the 1950 report. Secondly, the recent and rapid development of these areas produces different conclusions. Thirdly, it is doubtful whether there is such a thing as an "ultimate" political unit. More important, "political" or communal Johannesburg at the present time far exceeds "municipal" Johannesburg as shown in Part III above. Finally, the report considers services only in relation to Johannesburg's financial capacity. The conclusions also omit a most important consideration. The technical, financial, service and administrative aspects of local government are not more important than the social or communal, since strong local self-government depends finally upon a strong local sense of community.

30. At the same time local authorities are bound by narrowly restrictive financial resources which have formed the subject of repeated representations to successive commissions of inquiry and, most recently, to the Borckenhagen Committee. Increasing demands and needs for services have outstripped the yield of rate income. Subsidies are insufficient and undesirable and even tradings services either draw from rates or provide little additional revenue. Thus local authorities cannot be expected to accept willingly any alteration which will place unreasonable strain on their financial resources.

31. Part III above analysed work and marketing statistics which showed the existence of the northern region as suburban or dormitory development and identified the proper area of the Johannesburg community. These statistics also provide a vivid illustration of a major problem of fringe development and the essential need for overall planning and control over the area. The northern regions are pumping rapidly increasing volumes of traffic into the already swollen arteries of Johannesburg. But the importance of the north from a traffic point of view is emphasised even more when it is realised that it is not fully developed as a dormitory area. North-Eastern Johannesburg is approximately 38% developed; Sandown is about 43% developed and Bryanston is approaching 50%. These facts clearly show the emergence of substantial traffic, road and transportation problems and the need for controlled and co-ordinated development of transportation patterns in relation to the Johannesburg municipality. The future development of the northern fringe - whether shopping areas, higher density residential development or flat development - could intensify the problem if the overall pattern is not co-ordinated as a rational whole. The creation of a new municipality can only complicate the emergence of a rational plan.

31. But transportation is not the only problem involved. Most municipal services are affected, as the following break-down illustrates. In general it shows a substantially existing link and interest between present Johannesburg and the north.

32. Library Services

Johannesburg municipal libraries serve ratepayers of Johannesburg as well as people working in Johannesburg. Peri-urban residents who work in Johannesburg thus use the council's libraries and their children are also permitted to use the council's lending libraries. As may be expected, Orange Grove and Sandringham are the areas most affected. Use is also made by Peri-Urban readers and scholars of the Johannesburg Reference Library.

33. The Transvaal Provincial Library Service and Randburg provide a joint library service in Bryanston and Randburg. The standard of that lending library service is comparable to a Johannesburg branch library. There is nothing to compare with the Johannesburg Reference Library of the Central Lending Library with its extensive bookstock. Libraries take time and experience to build up and the creation of a new local authority is unlikely to change the present potentially unfair situation. A new local authority would be unable - even if it so chose - to duplicate library facilities available in Johannesburg and the residents of these areas would undoubtedly still use the council's libraries - particularly the Central Library and the main Reference Library. A new local authority would probably create local libraries to supplement the council's libraries. This the council could itself do by extending its present network of branch libraries into the area. The skill and experience of the council in establishing a complementary service with due regard to the existing bookstock should be advantageous to the area as a whole, permitting a more national and co-ordinated allocation of books in what is really a library complex for Johannesburg citizens. The extra cost to the residents seems only fair as their contribution towards an amenity they enjoy and which is now being borne by Johannesburg.

34. Should the area be annexed, existing libraries would have to be taken over immediately and new services introduced gradually. It is impossible to assess accurately the needs of the area without a survey but it is not unlikely that four suburban libraries and a travelling library service would be needed.

35. Abattoirs

Approximately 70% of the Witwatersrand meat supplies are obtained from the Johannesburg municipal abattoir at Newtown. It is not possible to assess the amount of meat distributed from Newtown to the northern Johannesburg fringe

areas or the amount purchased in Johannesburg by residents of those areas. It is nevertheless clear that a substantial proportion of the meat supplies for the area come from Johannesburg, despite the existence of Wynberg abattoir.

36. The abattoir at Wynberg is private property under the control of the Peri-Urban Areas Health Board and falls outside the Witwatersrand Meat Control Area. It has no siding facilities and simple lairages are available. Slaughter animals are brought in by road according to demand and only one agent-wholesaler slaughters with his own employees approximately 500 head of cattle and a small number of calves weekly. Full-time health inspection is undertaken by the Peri-Urban Areas Health Board but there is no veterinary supervision. There is no by-product plant and condemned material is sold for processing to a private firm under the supervision of the Peri-Urban Areas Health Board. If the northern peri-urban areas are annexed the Council must assume control over the Wynberg abattoir and the private rendering plant. Both undertakings are obsolete.

37. Serious consideration would have to be given to either radically improving facilities at Wynberg or closing this abattoir. In this regard it must be borne in mind that the council's proposed new abattoir at City Deep would serve the northern fringe in any event. Closing the abattoir would be complicated by its private ownership and the fact that owing to over-congestion at Newtown abattoir the slaughterings presently done at Wynberg could not immediately be replaced by additional slaughtering at Newtown. While Wynberg continues to operate, additional staff would be required to control it. Administration may be complicated by operating two separate undertakings.

38. Information received from the Board states: "This (Wynberg) Abattoir could be taken over by any new local authority." Clearly the issues are more complicated and particularly as far as the public health of the area is concerned (and in so far as meat from Wynberg finds its way into Johannesburg) control and supervision by an experienced local authority such as Johannesburg would be most desirable.

39. Milk Control

The largest distributor of milk in the northern areas is Bridgewater Farm Dairy, which also distributes into the north-eastern part of the municipality.

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All suppliers to Bridgewater must hold Johannesburg milk introduction permits and herd and farm-dairy inspections are carried out by the council's veterinarians. Since 1962, control of the depot and testing of milk is done by the Peri-Urban Areas Health Board.

40. An additional city dairy inspector may be required. The number of milk samples tested would have to be increased. Any distributors selling raw milk would have to convert to pasteurization and producer-distributors would have to pasteurize or supply certified milk. Application of pasteurization and certification would take time to implement.

41. From Johannesburg's point of view an advantage of annexation is that a large distributing depot selling considerable milk in Johannesburg would be brought directly under the council's control. Veterinary herd inspection services and milk tests would have to be taken over immediately.

42. Market

Approximately 40-50% of wholesale produce sold on the Johannesburg produce market is sent outside the municipal area. As in the case of the abattoirs it is not possible to determine the quantity of produce being delivered to the northern areas. The market also provides facilities for local market gardeners in the peri-urban areas to sell their produce to housewives or retailers. As there are no similar facilities in the area it is probable that all market gardeners make use of the Johannesburg Market.

43. Gas

Portion of Kew has been reticulated with gas and proposals (initiated by the Local Area Committees concerned) are being considered for a gas supply to Sandown.

44. As a result of annexation, greater attention would be given to supplying gas to more densely populated areas and require a small increase in distribution staff. The financial implications would depend on the demand for gas. Gas extensions could be provided gradually.

45. Traffic Control

At present Johannesburg provides no services in the area. The Provincial Traffic Force operates from Johannesburg or Pretoria without depots in the peri-urban areas and confines its activities to national and provincial roads. Its responsibilities in other roads are exercised nominally only. Signs and markings have been provided to a limited extent.

46. The annexation of the areas into Johannesburg would involve a re-organisation in the present system of centralised control. It would also mean greater expenditure in these areas than there is at present, both because the present service is limited and because increased standards would be demanded and the service could not be restricted to a payable basis. Most of the increased staff would be mobile and depots would be required as the service increased with longer lines of communication.

47. Traffic services and control should from the widest point of view have uniform application and standards. Solely from the present city's point of view it is difficult to justify expanding the area of traffic control into these fringes, although co-ordination is necessary over the provision and construction of roads.

48. Fire and Ambulance Services

At the present time only limited fire fighting services for the protection of life are provided by the council to hospitals and similar institutions in the peri-urban areas. Limited ambulance services are provided to hospitals and nursing homes. These services are subject to certain conditions. However, fire and ambulance services are still provided for Tara; SAALEM; Northlea and Wedge Farm; Homestead; Sanatoria; the Jewish Old Aged Home; Sprinkell Sanatorium; and Edenvale and Rietfontein Hospitals. Fire services only are available to San Salvidor Nursing Home; Marist Brothers School (Inanda); the Red Cross Home; Polio Research and St. Andrews School. Formerly, more extensive services were provided in the areas.

49. In the peri-urban areas there are several volunteer fire fighting units with elementary equipment. Apart from those ambulance services rendered in the area by the council, token ambulance services are provided by Tara Hospital (European cases in the whole area); the Red Cross Society (Sandown Police Station - Bantu cases); the Peri-Urban Areas Health Board (Alexandra Township to hospitals); and the Witwatersrand University (Alexandra Township only).

50. Like traffic regulation and control, conditional responsibility cannot be assumed for fire and ambulance services. Annexation means the eventual application of the same standards throughout the whole area with a greater overall cost for higher standards.

51. Apart from emergency arrangements, the present Johannesburg organisation is based on the municipal area only and determined largely by a "time radius" to particular classes of risk. An extension of jurisdiction beyond the present boundaries would involve more fire and possibly ambulance stations, extra machines and equipment and the installation of necessary water hydrants in the

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area. This last item may imply increasing the size of existing mains to the minimum standards required for fire fighting services. The area would also have to be subject to fire prevention inspection, building plan regulations and by-laws.

52. From an administrative point of view there are advantages in individual operational control in a service like this which needs a continuous area of operation unhampered by municipal boundaries. In this respect, Johannesburg's experience shows that different standards in fire prevention (inspection and by-laws) and fire extinction (equipment and machines) can successfully prevent joint fire services.

53. Although specialised equipment may not be extensively required in these areas - Wynberg and Kew have industries - fire stations would be expensive to man and equip because of the dispersed development of the area.

54. The overall advantages of wide operational control over a service like this are substantial. A vital point is that the establishment of strategically situated stations by the council will, apart from providing cover for the proposed areas, considerably strengthen Johannesburg's fire services and ensure standardisation in the surrounding areas.

55. Licensing

The nature of licensing and especially of motor vehicle licence services, indicates that they should be centralised in a large local authority. The main reasons for this lie in the advantages of readily available staff and equipment, centralised records and control, and high and uniform standards of inspection and testing in matters where uniform standards are essential. The point also arises whether a small new registering authority would have proper facilities for the inspection of public motor omnibuses (a large number of Putco buses operate daily in Johannesburg), for examining motor vehicles for roadworthiness, and the examination of applicants for drivers' licences and public driving permits.

56. The Council is the registering authority under the Road Traffic Ordinance for motor vehicles, motor cycles and trailers in the northern peri-urban areas and owners of vehicles outside the municipal area but within the magisterial area (excluding Randburg) and also persons resident in certain areas adjoining Northcliff and in the townships of Silvamonte and Glenhazel are required to register and license their motor vehicles in Johannesburg. At the outset therefore provision is already made for the peri-urban areas and no additional expenditure or administration is needed.

57. The council does not have jurisdiction in respect of vehicles other than motor vehicles, dogs owned by persons resident in peri-urban areas, or businesses situated in these areas. The addition of these functions to Johannesburg would have little immediate effect on the Licensing Department (staff increases could probably be met by additional revenue). Health inspection and the application of building and health by-laws are also involved.

58. Public Transport

The council at present operates bus services between the city and Rivonia, Lyndhurst and Edenvale Hospital. The Peri-Urban Areas Health Board subsidises the Rivonia bus service to the extent of R3,816.00 a year and the Transvaal Provincial Administration subsidises the Edenvale Hospital bus service to the extent of R1,200.00 a year. No subsidy is received for the Lyndhurst service.

59. A service was recently introduced by Public Utility Transport Corporation for European passengers between the city and Bryanston and is subsidised by the Anglo American Corporation. Putco also operates a European service between Pretoria and Johannesburg and serves the residents in the areas beyond the existing municipal boundary. The buses are not allowed to transport passengers between points within the municipal area. African Explosives and Chemical Industries operate a service between the Modderfontein Dynamite Factory and Waverley, connecting with the Sydenham municipal bus terminal. The service is mainly for the residents at the Dynamite factory but residents along the route can use the service. Putco operates all Non-European services in the defined peri-urban areas, particularly between the northern perimeter of Johannesburg and Alexandra Township, and between the city and Alexandra Township. On the last-mentioned route the Company has full rights along the whole of the route to the city.

60. Generally speaking, the provision of transport services to the peri-urban areas is unattractive:

- (a) The areas concerned are relatively sparsely populated and in many cases the properties are of the luxury class. These factors result in poor patronage and the bulk of the transport service consists of the transport of school children at sub-economic fares.
- (b) Long distance services are basically uneconomic because fare tariffs are invariably arranged so that short distance passengers subsidise those undertaking longer trips.

:- (c)

- (c) Most of the patronage is from the outer areas to the city and is concentrated in the peak hours.

61. The annexation of the peri-urban areas would result in an extension of the principle of cross-subsidisation of service in terms of which the heavy city services help to pay for the services in the outer areas. Unless transport services can be confined to a strictly payable proposition (which is unlikely) financial problems would arise from its extension to the north.

62. However, the advantages of annexation - both to the council and the area as a whole - are long-term and indirect. Public transport is only one aspect of transportation as a whole: private motor vehicles converging onto the city from outside its boundaries is another. Both public and private transport must be considered together if the massive transportation problems facing the city and the urban fringe are to be tackled intelligently, and annexation would permit a co-ordinated and comprehensive approach to the problem and planning of transportation. This could be hampered by the creation of a new and independent local authority controlling what is in fact a suburb of Johannesburg.

63. Parks

The influx of people from outside the municipal area to use parks and recreation facilities within the municipal area is unavoidable in any complex of urban development. Many peri-urban residents use the council's facilities such as Huddle Park Golf Course; Sandringham Recreation Centre; Craighall Park bowling and tennis clubs; Linden swimming pool; bowling and tennis clubs and the Zoo. Similar use will doubtless be made of the proposed Sydenham swimming pool and Delta Park. There is no cemetery in the northern fringe and burials are allowed in the council's West Park Cemetery.

64. The council also provides certain parks in the northern areas outside the municipal boundary. Eleven acres of land have been purchased and developed in Fairmount and this land has two bowling greens; four tennis courts and two hockey fields. There are also changerooms, a tennis clubhouse and the council assisted with the bowling clubhouse. In Bramley Extension there is also a ten acre park. Most important, approximately 1,576 acres were purchased in Lombardy Estate for large-scale regional parks development. Portion is allocated to a pistol club and some 120 morgen may be lost to Bantu housing and amenities.

65. If the area is annexed the existing pattern of administrative districts in the city will have to be readjusted and one more district will have to be formed to cope with the additional area.

66. Annexation holds substantial advantages for the development of parks and open spaces. Quite apart from the council's receiving some financial return from the peri-urban areas for amenities which are at present used by those residents, there are long-term advantages for the planning of the area as a whole. In time, Johannesburg will have to acquire fairly extensive open spaces outside its boundaries to provide lungs for the city as a whole. Annexation should facilitate this and prevent the suffocation of the city within artificial boundaries. But the advantages go further than simply the absence of border local authorities blocking development: they include the opportunity for wide and co-ordinated planning of open spaces, avoiding a duplication of park and recreation facilities and the possible wasteful allocation of valuable open space. This is apart from the advantage of having the experience of a large local authority applied to the areas immediately beyond its present artificial boundary.

67. Engineering, Planning and Associated Services

From an administrative, planning and technical point of view, the co-ordinated planning and development of the peri-urban areas in relation to Johannesburg has considerable advantages. For example Johannesburg's roads and those of the area cannot be planned in isolation; Johannesburg's outfall sewers are used by the areas; town planning schemes such as re-zoning and new townships can affect adjoining areas and services. From a financial point of view the implications will be considerable. However, overseas experience indicates that the administrative, technical and other advantages of annexation would in the long run outweigh additional financial strain.

68. Because of the scope and complexity of these services it is not proposed to consider them in detail. Some of Johannesburg's services could be provided to an extended area provided there was simply a commensurate expansion of staff. For example, extra building inspectors in the Building Survey Branch. Other services could be provided economically to certain parts of the area where development and density is sufficient. Other parts which are more rural in character could not be economically serviced to Johannesburg's standards.

69. Town Planning

Economic, efficient and good town planning needs a wide area of operation and not the exercise of this function by different small authorities over a common area. The annexation of these areas would provide overall benefits, although it would involve the added cost to the council of increased staff and compensation for any rezoning.

70. Cleansing Services

The Council only undertakes three vacuum tank services in the peri-urban area, in the vicinity of Northview School, at the request of the Peri-Urban Areas Health Board. A periodical litter pick-up service is done at isolated shopping areas and night-soil is removed from Alexandra-Wynberg area by the Board. The Board's refuse service for domestic and business premises is bi-weekly with Peri-Urban owned bins. This is inadequate for food shops, in particular those selling fish and other premises producing obnoxious or dangerous (caustic) waste. The street scavenging service is very far below Johannesburg standards.

71. No particular problems are anticipated if the municipal boundary were extended. It would be a matter of normal extension of the council's activities. The advantages to residents in the Northern Johannesburg Peri-Urban Area would be better and more regular services could be rendered, i.e. refuse collection, street scavenging, refuse disposal, vacuum tank and night-soil services and the collection of animal carcasses from roads and private dwellings. Responsibility for the cleansing services can be assumed as soon as the staff and transport are made available.

72. The northern areas are also likely to benefit from cleansing projects now in the planning stage, such as composting of refuse; trade waste disposal; incineration; disposal of animal carcasses and the mechanical sweeping of arterial roads and expressways.

73. Building Survey

Johannesburg's Building Survey Branch is concerned with the application of building by-laws and the control of both new buildings and additions to existing buildings. The Peri-Urban Areas are already controlled on a similar basis and the uniform Reef by-laws applied in Johannesburg are also used by that authority. Apart from an increase in establishment to cover the additional work, there should be a few difficulties if annexation were to take place.

74. Motorways

Certain motorways through the peri-urban areas have unfortunately been constructed without sufficient reference to the plans in Johannesburg, including the Major Traffic Plan. Annexation would have the obvious advantage of giving a single control of the major road network in the whole complex which is an essential for satisfactory planning. The costs and implications are difficult to estimate, but will probably impose a further economic burden on the city even if part of the cost were to be met by means of a subsidy from the Province and/or the Central Government. Alternatively overall town planning could possibly give satisfactory control.

75. Roads

Certain townships in the peri-urban areas have already been provided with constructed roads and the amount of remaining capital by way of endowment for the construction of future roads may give some assistance. Endowment is not available in older townships and is in any case usually insufficient to cover the full costs of construction of roads and the provision of stormwater drainage. Annexation would, therefore, undoubtedly lead to substantial additional financial costs to cover construction and maintenance of minor roads and stormwater drainage.

76 The question of maintenance is of importance, particularly as the city is pressed to find sufficient funds for the maintenance of its own roads and pavements. It is also difficult to provide funds for pavement construction even in Johannesburg itself and there would be little possibility of doing so in the peri-urban areas for many years to come.

77 Water

The council provides, subject to certain conditions, three permanent 4" diameter bulkwater supplies in the peri-urban areas (two in Northcliff and one to Randburg in Linden Extension). The charges are 17½ cents per 1,000 gallons.

78 The Northern Johannesburg peri-urban areas are broadly covered by a water reticulation system which is good as far as it exists and is operated by the Board. There are over 6,000 house connections, which is about 50% of the number of stands available for development. This excludes 2,373 connections for Alexandra Township. The standard of the service is not the same as that provided in Johannesburg. The reticulation system consists almost entirely of asbestos-cement piping which cannot withstand as high pressures as steel mains and gives more trouble as an area becomes built up.

79 Because pipe pressures must be kept to certain limits, the areas operate 68 pressure-reducing valves, which are expensive and require constant attention. A most important factor is that it appears that only a limited portion of the reticulation can be used for fire fighting, although there are 1,600 hydrants. The majority of mains are 2" and 3" diameter and will not supply enough water at sufficient pressure.

80. The standards for other services such as inspection of domestic water installations, meters, high consumption investigations, inspection of new taps and other fittings are not known.

81 Before annexation, arrangements would have to be made for additional administration and staff. Water is an essential service and this and the necessary finances must be organised before expansion.

82. The advantages of annexing the northern areas are mainly economic ones. Overall planning provides for better siting of reservoirs and tanks and would result in a more direct supply of water. Future supplies through trunk mains (and these will be needed) can come direct through the city from Forest Hill distribution centre instead of circling the city to Waterval Reservoir and Lombardy East before returning to the north via a ring main. Fire-fighting services also need planned water reticulation.

83. Upon annexation full and immediate responsibility must be assumed.

84. Sewerage

Sewage is accepted by special agreement approved by the Council into the council's northern outfall sewers and conveyed to the council's northern sewage purification works where it is treated. Apart from obtaining suitable engineering staff, the main difficulty will be the assessment and collection of sewer fees.

85. The sewer reticulations in the areas fall into three categories:-

- (i) New townships sewerred under the Council's conditions of 25th July 1961 which would not involve a financial burden on the council.
- (ii) Existing sewerred townships where standing loan charges may have to be taken over and wholly or partly recovered from the basic sewer (frontage) fees.
- (iii) Existing unsewerred townships where the cost of sewerred may have to be borne in full by the council. The sewerred of these townships may be done piecemeal over a long period and depends on the development of insanitary conditions and public health nuisances resulting from septic tank and french drain installations.

86. The considerable advantages that should have been derived from a regional scheme such as the northern outfall sewer system have been lost through lack of overall planning and absence of direct central control. Reserve capacity in the original design of these outfalls has been severely reduced by the irregular increased demands of areas such as the northern region and the reserve capacity of the northern outfall sewers is no longer available to meet the needs of other contingent areas, such as Isando, that fall in the natural drainage basin. The effective carrying capacity of the outfalls is also severely reduced by any lack of control to prevent and guard against stormwater and infiltration water. There appears to be very serious infiltration in the peri-urban areas served by the council's outfall sewers.

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The council has found it necessary to carry out extensive inspections of hundreds of properties in the areas outside Johannesburg and found numerous contraventions of the by-laws where stormwater could enter the sewers. Redevelopment and rezoning schemes can play havoc with existing services. Proper co-ordination in the planning stage is essential to ensure the least dislocation of existing services and the most economic replanning of essential services.

87. Considerable advantages of annexation lie in planning and control over sewerage development. This is vital if full efficiency and economy is to be attained in the northern region.

88. Non-European Affairs

The Council has been informed that Alexandra Township will not form part of the area of jurisdiction of the proposed new local authority and the position of Alexandra Township is therefore not included in this main memorandum. However, a supplementary memorandum and representations will be submitted to the Commission on Alexandra Township as soon as possible.

89. Health Services (excluding abattoirs and milk inspection)

The Laboratory Division of the City Health Department monitors the quality of drinking water, sewerage and industrial waste in the area. This is incidental to the same service provided for Johannesburg, as the Rand Water Board supplies both Johannesburg and the northern areas with water and the council's northern sewage purification works handle water-borne waste from the areas. The Fever Hospital (for which fees are charged) and Waterval Hospital are available to and used by the Peri-Urban Areas Health Board for residents of the areas and many use the immunisation facilities for travel which are provided by the City Health Department on behalf of the State Department of Health. A considerable number of peri-urban residents also attend the council's Child Health and Immunisation Clinics.

90. Annexure "A" reflects (as far as can be ascertained) the existing public health services at present being provided in the area.

91. The direct advantages of annexation to Johannesburg as far as public health services are concerned are limited. As far as the area is concerned there should be a general raising of public health standards. From the wider point of view this is obviously important, particularly as the areas in fact form part of the community of Johannesburg.

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92. As a result of annexation, the Health Department would exercise stricter control of midwives, the operation of nursing homes, old aged homes and similar institutions. As far as child health services are concerned, a considerable number of peri-urban residents already attend the Department's Child Health and Immunisation Clinics, but the services rendered are really of an advisory nature. A comprehensive service would prevent many cases of infectious diseases and malnutrition and the physical and mental health of the population would be improved. As in Johannesburg, there is an ever-growing demand for pre-school institutions, i.e. creches, nursery schools etc., and in the interests of public health stricter control and supervision should be exercised.

93. The City Health Department also operates a laboratory division and the availability of a well-established and equipped laboratory with personnel trained and experienced in a variety of sciences could well lead to a more economic service than could be provided by the areas concerned. The inclusion of the peri-urban areas in the existing scheme for the scientific evaluation of many materials purchased and frequent quality checks during the period of tender would also be advantageous for the area.

94. It is also possible to include in the existing services of Johannesburg a regular check of potable water. Any remedial action could then be initiated directly and without operating through an intermediate organisation. Borehole waters, of which there must be many, could be included in the Johannesburg programme in routine checking, both bacteriologically and chemically. The existing compulsory pasteurising legislation operative in Johannesburg would be extended to the areas and the advantage of routine laboratory control would be extended to greater sections of the population.

95. Industrial effluent discharges to both streams and sewers in these areas are already monitored by the Health Department's laboratory staff. However, infringements of legislation have to be handled indirectly through the Peri-Urban Areas Health Board. Direct control obviously has many advantages. In addition, the execution of smog control legislation is at present in the hands of an established and experienced section of the Laboratory Division. Some practical solution of the problems existing in the Alexandra, Wynberg and Kew areas could be attempted and the existing smoke monitoring network could also be extended to the peri-urban areas.

96. An important advantage of annexation would be the establishment of better co-ordinated tuberculosis services resulting in a wider control programme to the benefit of the whole population of Johannesburg and its immediate fringe.

97. No insurmountable problems would arise out of the annexation of the peri-urban areas. In so far as environmental health services are concerned, the Department would be faced with problems in regard to housing control, the considerable number of dilapidated dwellings in many of the townships and animal (cattle, horses, sheep, goats, etc.) control.

98. Medical services in relation to Alexandra Township are excluded from this memorandum and will be dealt with separately in view of the special position of this township.

99. The existing staff shortage, especially in regard to professional and technical services, would be aggravated as an increase in the establishments of certain of the branches would be necessary. Also, the area is vast and the cost of services in certain townships could be high in relation to the population served.

100. A new problem will be the presence of bilharzia-contaminated waters.

101. As regards the medical examination of Bantu work-seekers, a replica of the existing set-up would be required and consideration might have to be given to medical examination sub-centres.

102. Full and immediate responsibility would have to be assumed in respect of the following services:-

Investigation and control of infectious diseases.

Environmental health services, etc.

Tuberculosis services.

Bantu medical services.

Control of midwives and inspection and control of nursing homes etc.

In so far as child health and immunisation services are concerned, it would be necessary to provide a skeleton service immediately. Thereafter the services could be gradually expanded. Services rendered by the Laboratory Division could be provided gradually.

103. Electricity

The council at present reticulates approximately 11.24 square miles of the northern areas beyond the municipal boundary. All these consumers pay a surcharge (normally 25%) on their electricity accounts. The reasons for this are the higher costs of construction, maintenance and operation of these peripheral reticulations, coupled with a lower loading density per R100 capital outlay and lower revenue return. Also, no contribution to the capital cost of the service is made by "outside" residents.

104. It is understood that Escom supplies, reticulates, operates and maintains the entire remaining area with the exception of Bryanston which gets bulk supply, has its own Electrical Engineer and undertakes its own reticulations and service connections. From available information, it appears that with the exception of Bryanston and Randburg, Valeriedene, Berario etc., almost the entire low-voltage reticulation is of a semi-rural type on wood poles and overhead high voltage lines are sometimes carried down the verges of public roads. Except in the newer sections of the areas there are practically no high voltage underground cables. Over the long term large sums of money will have to be provided for the improvement of standards as these areas become more densely populated. Owing to large stands and long runs of low voltage mains consumers remote from transformer centres may suffer low voltages and involve improvements in high voltage supplies, new substations and cabling. Apart from North-Eastern Johannesburg which has about 766 street lights, there is only one street light in the areas. Overhead service connections are used mainly for older installations and the newer are underground. Most of the existing Escom/Bryanston systems are based on a multiply earthed neutral system. The Council puts up two further conductors which function as earth bonding wires and to do this modification throughout this area would be costly.

105. The Electricity Department is already 30% short in its establishment of electricians and other vital trades (and also 25% short in distribution branch engineers) and it will be essential to find new staff.

106. Annexation and taking over Escom's system would be likely to increase the Council's evening peak demand and lead to installing additional generating plant.

107. It is not possible at this stage to give an easy answer to the problems which have been set out above. However, it must be mentioned firstly that similar problems will have to be faced by any new local authority which is set up for the area. Secondly it is not essential to find solutions overnight: whether the Council expands into Escom's supply area; or makes suitable arrangements with Escom; or supply continues on a basis much the same as at present will have to form the subject of future negotiations to arrive at the best solution.

:- CONCLUSION

CONCLUSION

The Johannesburg City Council therefore opposes the application by the Peri-Urban Areas Health Board for the constitution of a new local authority and strongly recommends to the Commission that the entire area should be annexed to the present municipality of Johannesburg and that the existing Johannesburg municipal boundaries should be adjusted accordingly.

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ANNEXURE "A"

<u>Services of kind provided by City Health Department already provided in Peri-Urban Areas by other bodies.</u>	<u>By whom provided.</u>	<u>Over what area are they provided.</u>	<u>Is the standard of service provided the same as that in Johannesburg.</u>
1. Control of Midwives.	Peri-Urban Areas Health Board.	The whole area.	No.
2. Inspection and Control of Nursing Homes.	Provincial Hospital Services.	- do -	Not known. However there is not the same frequency of inspection.
3. Investigation and Control of Infectious Disease.	Peri-Urban Areas Health Board.	The whole area.	No.
4. Child Health Services (only a decentralised polio immunisation service and limited control of pre-school institutions.)	- do -	Not known.	No.
5. Laboratory Services (dairy product and borehole water quality control only).	S.A. Institute for Medical Research.	Not known.	Yes.
6. European T.B. Services: (i) Domiciliary..) (ii) X-ray (Survey).) (iii) X-ray (Patients and Contacts).	Peri-Urban Areas Health Board.	The whole area.	No.
	Put out to private contract.	- do -	Unknown.
7. Environmental Health Services. (Includes General Sanitation, Pest Control, Supervision and Control of Food and Milk Products and Distribution and Health Education).	Peri-Urban Areas Health Board.	The whole area.	As Johannesburg is the only local authority which operates in terms of up-to-date by-laws, it can be assumed that the control exercised is not up to the standard exercised by Johannesburg.

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13th May, 1965.

Councillor P. R. B. Lewis,
Management Committee Offices,
First Floor,
CITY HALL.

ACTION TAKEN BY DEPARTMENT OF COMMUNITY DEVELOPMENT TO
CONTROL OCCUPATION OF PROPERTIES IN WHITE GROUP AREAS.

You will recall that at a recent meeting of the Management Committee, it was agreed that you, accompanied by myself, would go into the question of the action taken by relevant State departments to exercise control over the re-occupation of dwellings situated in areas such as Doornfontein and Jeppe after vacated by Coloureds, arising from the steps taken by the Division to re-house them in Council housing schemes.

In order to give you an idea of what appears to be the situation in Johannesburg, preparatory to any interviews or inquiries which may be made in accordance with the wishes of the Committee, the following sets out briefly the action taken by the local office of the Department of Community Development.

For all practical purposes White group areas north of the east-west railway line are controlled strictly to ensure compliance with the Group Areas Act and relevant proclamations made thereunder regarding ownership and occupation of properties. Areas south of the railway line are controlled areas for purposes of administration of the act. Consequently the following procedure is usually followed regarding Doornfontein and Jeppe:-

A. NORTH OF THE RAILWAY LINE.

Inspectors of the Department of Community Development constantly visit White group areas north of the railway line. They undertake surveys and keep records of all disqualified families occupying houses in these areas. Notices are served in terms of Section 20(1)(bis) and 23(1) of the Group Areas Act on the owners of buildings occupied by such disqualified families. When these families vacate their properties, steps are taken by the Department of Community Development to ensure that owners do not relet their properties to disqualified persons. Failure to comply with this requirement renders owners of such properties guilty of an offence.

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B. SOUTH OF THE RAILWAY LINE.

These are regarded as controlled areas in terms of the Group Areas Act. With the exception of disqualified families who were in occupation of premises in these areas prior to March 1951, dwellings may only be occupied by Coloured families under permit system issued by the Department of Community Development. In other words, dwellings which may be vacated in these areas by Coloureds may, subject to the acquisition of a permit, be re-occupied immediately thereafter by a member of the Coloured, Asiatic and Chinese racial groups.

The Department of Community Development exercises regular supervision over these properties. Apart from Inspectors of the Department of Community Development, the South African Police is also involved in applying the provisions of the Group Areas Act. When complaints are received of illegal occupation by members of the non-White racial groups of premises occupied in White group areas, it is invariably the South African Police which assumes responsibility for applying the requirements of the Group Areas Act.

In controlled areas determination of the properties which are subject to the permit system depends largely upon the predominancy of occupation by any particular racial group as at 30th March, 1951. This was the date upon which application of the permit system under the Group Areas Act became operative. For example, Whites desiring to occupy a dwelling in Fordsburg which was occupied prior to March, 1951 by a member of the Indian group would be required to obtain a permit.

C. UNDEFINED GROUP AREAS.

Areas which still require to be proclaimed as specific group areas fall outside the jurisdiction of the Department of Community Development. Such areas are subject to control by the Department of Planning which is responsible for the issue of permits authorising temporary occupation of premises situated in such areas.

D. SLUM PROPERTIES.

It is unlawful for a declared slum property to be re-occupied by a family irrespective of racial group. The application of the provisions of the Slums Act is, in the main, the responsibility of the Medical Officer of Health. Efforts are constantly being made by the Division to be of assistance to the Medical Officer of Health, in regard to the resettlement of families from slum properties. The shortage of accommodation has, however, not enabled us to assist him to any worthwhile degree.

E. CONCLUSIONS.

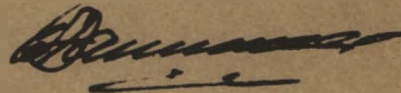
The Department of Community Development is unable to exercise the follow-up and supervision that is always necessary. This is mainly due to lack of personnel, adequately trained in the application of the provisions of the Group Areas Act, and the pressure of work due to other commitments.

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The Department of Community Development has also not been concentrating very seriously on the task of clearing areas south of the railway line. This is mainly because industrial development has itself been responsible for a large number of dwellings being vacated and demolished to make way for the erection of new industrial buildings. In such cases ordinary legal process is instituted by owners to obtain vacation of their properties. Obviously in these cases care is taken to prevent their re-occupation.

The areas of Doornfontein and Jeppe appear at present to be a residential haven for a large number of Chinese families, for whom no separate group area has been proclaimed in Johannesburg. This is an aspect which should now engage our attention.

Will you please inform me of any action which you may wish me to take in order to comply with the request of the Management Committee.



E. J. JAMES
CHIEF OFFICER.

EJJ/FO.

Ch. Lewis

CITY OF JOHANNESBURG.

**CONFIDENTIAL
NOT FOR PUBLICATION**

TOWN CLERK'S DEPARTMENT,

30th August 1965.

TO ALL MEMBERS OF THE MANAGEMENT COMMITTEE:

COMMISSION OF INQUIRY : NORTHERN JOHANNESBURG.

On the 16th August 1965 the Management Committee noted the appointment of a Commission of Inquiry on the application by the Peri-Urban Areas Health Board for the constitution of a local authority in respect of the local area committees of Bryanston, North-Eastern Johannesburg and Sandown as also certain additional adjoining areas.

The Committee resolved that copies of all memoranda previously prepared be circularized to members of the Committee and that the matter be discussed in order to arrive at a policy decision before submission of a memorandum to the Commission.

... I now enclose copies of the previous memoranda and must point out that the Council's memorandum should be in the hands of the Commission not later than the 10th September 1965.

It will, therefore, be appreciated if the Chairman of the Management Committee will please advise the Acting Clerk of the Council of the date the Committee wants to meet to consider the enclosed documents.

S.D. MARSHALL,

ACTING CLERK OF THE COUNCIL.

LR/JC.
27.8.65.

70/3/1.

1. ULTIMATE SIZE OF JOHANNESBURG AS A POLITICAL AND ECONOMIC UNIT.

In dealing with the question of the incorporation of additional land into the municipal area of Johannesburg, the Council's Regional Planning Consultants, (Col. P.J. Bowling) in his report on the Town Planning Scheme (Southern Region) No. 3, makes the following observations:

"To secure the better control of the region the question of the incorporation of further areas has been considered. Formerly this was the only method by which peri-urban development could be controlled; the position has now however changed as under.

" A new Local Authority known as the Peri-Urban Health Board has been constituted; such Board has full powers of a Local Authority and the Scheme area falls within the Board's jurisdiction, and the Board is taking very active steps to set up its organisation for the better government of the area.

" The main reason for the extension of the City's boundaries therefore no longer exists and the desirability of further extensions must be governed by various considerations mentioned later.

" There is an economic size to all towns, and the unhealthy desire on the part of the Council's to extend their municipal boundaries arising from a natural pride in the increased importance without sufficient thought as to the economic result of such extensions should be checked.

" The process of incorporation must stop somewhere and must be determined by local conditions.

" The economic size of a City is one in which the population is sufficiently large to be able to provide out of the combined resources of the inhabitants facilities for the study, exercise, and enjoyment of cultural, educational, social and commercial pursuits on a scale large enough to secure the advancement, prosperity, and health, of the citizens and in which the administration and provision of public services can be provided at the lowest cost commensurate with efficiency.

" The economic size may vary according to circumstances; the topography of the district may in a very large measure control this, as there may be, for instance, an abnormal number of drainage areas.

" Physical bars may exist causing heavy expenditure in road construction and provision of transport and other services. After a certain growth has been reached it is found that the cost per head of the provision of public services and also the cost of living increases. When the stage has been reached that all the advantage of combined human effort, as exemplified in town life, can be obtained the growth of the town should be curtailed.

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" Development of a country should not, however, be checked
" and new towns should be created having separate administrative
" headquarters. These towns may be in close proximity to one
" another - as on the Witwatersrand - but they should not be
" allowed to coalesce but should each preserve its separate
" entity and character.

" The absorption of all development peri-urban areas within
" the parent town does not result in an economic centralization
" of administrative services, but owing to size and distance,
" a de-centralization of the administration with numerous
" branch offices and depots becomes necessary, coupled with
" the disadvantages of a lessening of direct local contact
" with the civic heads.

" There may be a community of interest between the various
" component parts of the developed mass but the increasing
" distance between such parts tends to lessen the contact
" with the central administration and the central social
" commercial, and other activities, and the outlying portions
" tend to create new centres of activity around which they
" revolve.

The following is an extract from the report of the Council's
Town Planning Consultant on the Town Planning Scheme (Northern
Region) No. 4.

" in the past the only method of obtaining proper
" control to ensure healthy and other satisfactory conditions,
" was by incorporation. Now, however, that the Peri-Urban Areas
" Health Board have been constituted, this reason cannot be
" so strongly urged, and rather than incorporation it would
" be more advisable to build up one or more civic centres in
" this Northern Region. The Peri-Urban Areas Health Board has
" already constituted Local Area Committees for some portions
" thereof.

" There are however certain portions of the Region which
" could be more efficiently controlled by, and served as part
" of Johannesburg, such as the area on the Eastern boundary of
" the City south of Alexandra, bounded on the East by Edenvale
" and including Bedford View Village Council area.

" Before further considering the matter it is recommended
" that the whole question of incorporating further land
" within the City boundaries should be referred to the Heads
" of Departments Committee."

In accordance with a resolution adopted by the Town Planning
Committee, sitting in conjunction with the General Purposes,
Works and Parks and Estates Committees, on the 2nd September,
1946, the Departmental Committee appointed a sub-committee con-
sisting of the Town Clerk, City Treasurer, City Engineer, Medical
Officer of Health, General Manager, Electricity Department,
General Manager of Transport and the Council's Regional Planning
Consultant to consider and report on the ultimate size of
Johannesburg as a political and economic unit.

HISTORY OF ESTABLISHMENT AND EXPANSION OF MUNICIPAL AREA.

It would appear that the Government of the late S.A.
Republic had laid out Johannesburg as a "standsdorp" and the
area which fell under control of the Stadsraad covered about
five square miles which included the central portion of Johannes-
burg. This was increased to approximately nine square miles by
the inclusion of Mayfair, Parktown, Berea, Yeoville, Bellevue,
Judith's Paarl, Lorentzville and Bertrams under Proclamation No.
16 of 1901. The mining area and the townships already established
immediately south of the town were not included. On the mining

:- area

area south of the town were already established Ophirton, Booyens, Turffontein and other townships which were at that time partly occupied but were without any provision for local administration, while to the north it was evident that thriving suburbs would spring into existence the moment that such conditions were restored as would allow of building operations being resumed.

It appeared to be the view of the Council at the time that if Johannesburg were to remain a small town, surrounded by a network of independent villages, subject to control that was neither common nor popular, the establishment of public works and institutions on a large and economical scale would be impossible. With regard to the mines, the town for its safety, convenience and health required an administration more thorough than was necessary for merely mining purposes, but one of the primary objects aimed at by the inclusion of the mines within the municipal area was to draw the experience of mining men into the common stock available for public administration.

The policy adopted of including within the municipal area the whole country within a radius of 5 or 6 miles of the Post Office appeared to be a bold measure of consolidation based on reasons which were carefully stated. It was pointed out that the future suburbs would grow up under known conditions within the area of the Municipality itself, that there would be no opening for the conflicts that attempts to extend municipal boundaries provoke when established conditions prevail and that lands which, owing to their proximity to the town, had attained a high value would begin to contribute to the expenses of the community whose activity had created that value. The Council would, by a single system of mechanical tramways, provide cheap and rapid communication between the town and the outlying suburbs. It was felt that not only would rents fall and living be cheapened, but the life of the people itself would become more wholesome and desirable if their homes could be spread over a large area of country, and if close congested streets could be forced to give way to detached houses standing in their own gardens. The construction of a sewerage system would become possible, as well as the establishment of a large, and therefore economical, scale of other municipal services, provided from one purse and controlled by one administrative body, drawn from the best ability available in the community. A Joint Commission consisting of members of this Council and the Chamber of Mines was appointed, under the presidency of Mr. P. Duncan, the Treasurer of the Transvaal, to decide whether the provisional boundaries suggested by the Government divided any properties to their injury, and to report what security should be given to the mining industry against undue interference. This Commission reported on 28th October, 1902, in favour of the proposed boundary and made certain recommendations with regard to By-laws affecting the mining industry. These proposals together with the suggested boundary were accepted by all the parties concerned and the necessary legislation extending the boundaries was enacted by Proclamation No. 13 of 1902 and came into force on 22nd November, 1902. The area of Johannesburg as then determined was about 75½ square miles and in terms of Proclamation 46 of 1903, the boundaries were further extended so as to include a portion of the Farm Elandsfontein and the remaining portions of Mooifontein and Langlaagte, by means of which the south, eastern and western limits of the municipal boundary were rounded off and defined. The municipal area then consisted of about 82 square miles and could roughly be said to comprise all land within a radius of six miles from the Post Office. These boundaries remained unaltered until 1929, when, as a result of the purchase by the Council of approximately 108 acres of ground for the purpose of a cemetery for Asiatics, Euraficans and Natives, on the western boundary, but outside the municipal area, the boundary was extended by the annexure thereof to Johannesburg and its severance from the Municipality of Roodepoort-Maraisburg. This alteration was approved of and published in the "Provincial Gazette" of the 4th September,

d.

1929, under Administrator's Notice No. 71 of 1929. Early in 1929, the Council purchased 300 acres of ground, being portion of Craighall Estate, situated just outside the municipal boundary for the purpose of the establishment of a sewage disposal works. It was considered that it would be in the interests of the Council to have this ground annexed to the municipal area, and by Administrator's Proclamation No. 22 of 1931, published in the "Provincial Gazette" of 11th March, 1931, the boundaries of the Municipality were extended by the inclusion therein of the portion of Craighall Estate referred to. The area of land within the Municipal boundaries at that time was 53.478 acres, equal to 83.56 square miles.

In 1935, the Administrator appointed the Hon. Mr. Justice R. Feetham to enquire into and report upon:-

"(a) The desirability of extending the boundaries of the
" Municipality of Johannesburg by the inclusion therein
" of Klipriviersoog (including Kliptown and Racecourse
" Townships), Alexandra Township and other areas adjacent
" to or in the vicinity of the said Municipality and the
" conditions of such inclusion.
"

"(b) The desirability of extending the boundaries of the
" Municipality of Germiston by the inclusion therein of
" Bedford View, Rietfontein No. 9, Geldenhuis Small Holdings
" and Norton's small farms and other areas adjacent or in
" the vicinity of the said Municipality and the conditions
" of such inclusion."

The Council opposed the inclusion of the two areas, namely Klipriviersoog and Alexandra Township, specifically mentioned in paragraph (a) of the terms of reference of the Commission, but advocated the incorporation of the following:-

"(a) The townships of Craighall Park and Craighall.
"

"(b) The township of Greymont together with the con-
"tiguous areas between the western boundary of the
"Township and the Roodepoort-Maraisburg Municipal area,
"and between the northern boundary of the Township and
"the Johannesburg Municipal area.

Representations were made to the Commission by the owners and the residents of that portion of Linden, which at the time was outside the municipal area, Linden Extension and Illovo, advocating the inclusion of these townships into Johannesburg. The Council was prepared to agree to the inclusion of the portion of Illovo Township south of Harries Road, but opposed the incorporation of the remainder of the Township and the portion of Linden and Linden Extension.

As a result of the recommendations of the Commissioner, the Council subsequently agreed to the incorporation of the following areas on certain terms and conditions:-

(a) The township of Greymont together with the area contiguous to its north-eastern and south-western boundaries and the boundaries of Johannesburg and Roodepoort-Maraisburg respectively.

(b) Portion of the township of Linden together with the adjacent portions of Klipfontein No. 4.

(c) The townships of Craighall and Craighall Park.

(d) The portion of the township of Illovo south of Harries Road.

:- These

e.

These areas were included by proclamation No. 5 of 1939 and increased the size of the municipal area to 86.49 square miles.

The following areas were subsequently incorporated:-

- (a) Huddle Park by proclamation No. 31 of 1940.
- (b) Rand Airport by proclamation No. 22 of 1943.
- (c) Sandringham by proclamation No. 1 of 1944.
- (d) Linksfield North and area between Linksfield North, Huddle Park and Sandringham by proclamation No. 48 of 1949.

The present size of the municipal area is 57,345 acres, that is 89.60 square miles, of which 31,101 acres are covered by proclaimed townships.

ADVISABILITY OF INCORPORATING ANY ADDITIONAL LAND
INTO THE MUNICIPAL AREA.

In his reports on the Southern and Northern Regional Planning Schemes, the Council's Regional Planning Consultant makes the following observations:-

(a) Southern Regional Planning Scheme.

"..... The legal separation by proclaimed land and the physical bar formed by the ridge of hills from Diepkloof to Alberton sets the economical limit to the extension of the City's boundaries to the South.

" To the South-West certain existing conditions override the abovementioned legal limiting factor of proclaimed land. Pimville is already being administered by the City Council, and the Council also owns the land lying between Pimville and Klipspruit and which is largely occupied by the existing sewage farm which will in due course, as previously mentioned, be available chiefly for industrial purposes. Orlando with its proposed extension also occupies Klipspruit.

" I recommend therefore that any incorporation of lands within the City's boundaries and lying within the Southern Scheme should include and be limited to:- Oakdene, Turffontein 19, Ormonde, Vierfontein 15, Diepkloof, Pimville, Klipspruit 8 and a part of Klipspruit 49. This area will include the Townships of Meredale and Aeroton."

It will be noted that the incorporation of Linnmeyer Township is not recommended, as the greater part of this township falls within the natural drainage valley running through Alberton to the Germiston sewage disposal works.

(b) Northern Regional Planning Scheme.

" The incorporation of further areas on the North, East and West of Johannesburg is largely one I think of drainage and finance. There may be some arguments from a social point of view but such arguments could be extended, and extended to apply to all the area within the Northern Regional Scheme. The mere fact, as is so often advanced as an argument, that a person who works in Johannesburg should have his house included in the Municipality, although he may have chosen to build it some miles outside, is unsound.

f.
" To the North-East and to the East the Council has, I
"believe, committed itself in principle to the inclusion of
"certain areas, comprising Kew, Crystal Gardens, Lombardy West,
"Lyndhurst, etc. Sandringham is already in the municipal area.
"It might appear reasonable to include the whole of the area
"to the Edenvale boundary.

" If this was done, the Village Council area of Bedfordview
"would be left as an island between neighbouring Local
"Authorities. Bedfordview cannot exist as an independent
"Local Authority. It cannot provide itself with water, sewage
"works, disposal sites, cemetery and location etc. For these
"services it is dependent upon its neighbours and should there-
"fore be absorbed by the neighbour who can give the necessary
"services. It is separated from Germiston by a ridge of hills
"and its inclusion in Johannesburg appears its natural destiny.
"It must also be remembered, Johannesburg has acquired a
"valuable pleasure ground in Bedfordview."

There is little doubt that the ultimate size of the municipal area of Johannesburg must be judged largely from the point of view of the economic and efficient supply of essential services and of the cost of civic administration, and the advisability of incorporating any additional areas has been thoroughly investigated and analysed from the financial point of view to ascertain whether the financial status of the city, having regard to the present loan indebtedness, commitments for housing and the cost of the post-war development programme, could bear the additional heavy financial cost involved in any extensions to its boundaries.

In view of the observations of the Council's Regional Planning Consultant as quoted above, the present investigation has been confined to the following areas:-

(a) Area in the South.

At present the following are the townships which are located, wholly or in part, in this area:-

Aereton, Alan Manor, Belvedere, Linmeyer,
Meredale, Mondeor, Oakdene and Winchester Hills.

(b) Area in the North and East.

The area due south of Alexandra Township lying between Germiston and Edenvale and Johannesburg, incorporating the townships of Avonlea, Bridgewater, Crystal Gardens, Kew, Linksfield North, Linksfield North Extension No. 1, Lombardy West, Lombardy East, Lyndhurst, Malvern East, Mountbatten, Northfield, Senderwood, Senderwood Extension, Silvamont and Silvamont Extension No. 1.

The areas under consideration in the South and North amount to 2,506 and 3,430 acres respectively, that is, to 8.1% and 11.7% of the area of the present proclaimed townships within the boundary

At present the geographical centres of both the northern and the southern suburbs are each approximately three miles distant from the City Hall. By comparison the geographical centres of the two areas under consideration are situated approximately $4\frac{1}{2}$ miles and 6 miles from the City Hall in the case of the southern and the northern areas respectively.

SUPPLY OF SERVICES.

(a) Main Drainage.

Drainage is one of the chief factors to be taken into consideration. With regard to the southern area, any expansion south of the ridge along the present municipal boundary would mean the establishment of a new Disposal Works in the Klip Valley, near Farm Liefde en Vrede No. 30.

Areas to the north that could not gravitate to the three drainage valleys served by trunk sewers from Bruma, Cydna and Delta to the northern works, should definitely not be incorporated.

The Administrator has been asked to convene a meeting of Representatives of Johannesburg and the Peri-Urban Areas Health Board to discuss the further disposal of foul water from the townships to the north of Johannesburg.

(b) Water Reticulation.

The present water reticulation system serving Johannesburg including storage and service reservoirs and the reticulation system, has been designed to serve the needs of all properties within the municipal area.

Extension of municipal boundaries will necessitate the provision of additional service reservoirs, trunk mains and township reticulation.

(c) Refuse Removal Service.

This service can be expanded to meet future development, provided:-

- (a) That in the expansion programme additional depots from which the collection plant can work, are established.
- (b) That new tipping sites in the additional areas are available, or alternatively, that refuse destructors are established on suitable sites.
- (c) That additional plant is provided and additional plant maintenance facilities at workshops to deal with the work are made available.

(d) Night soil Service.

Owing to the fact that it is a condition of the establishment of the Antea, Bruma, Cydna and Delta Disposal Works that no night soil should be treated thereat, it is considered uneconomical to expand the night soil service beyond its present limits, as it is possible to tip the sewage only on intakes connected to the Klipspruit Sewage Disposal Works.

This would mean very long leads through sewered areas to these intakes, and this is neither economical nor desirable. Moreover, it would be necessary to provide depots for the housing of night soil removal plant in the areas considered for incorporation.

(e)

(e) Vacuum Tank Service.

This service can be provided but it would entail an immediate increase in the vacuum tankers in use. The distances these vehicles would be required to travel would render the service uneconomic, in view of the fact that the night soil discharge points are on sewers draining to the Klipspruit Disposal Works.

(f) Street Scavenging Service.

This service could be readily extended but would entail extra plant and personnel. It would be necessary to house the plant as near as possible to the areas served, and the establishment of depots would be necessary.

(g) Electricity and Gas Supplies.

Any enlargement of the municipal area would require the erection of additional gas works adjacent to the areas incorporated if the supply of gas is to be made on a payable basis, and would involve the provision of additional electricity generating capacity.

(h) Transport.

The provision of an adequate transport system which can be operated on economical lines, and which does not impose fares beyond the paying capacity of users thereof is an essential concomitant in a community. It is obvious that a transport system operated from the centre of Johannesburg cannot fulfil this requirement if additional areas to the North are incorporated and the provisions of an efficient transport system to these areas must be one of the basic considerations of the whole problem.

(i) Cemeteries.

The extension of the city boundaries may mean that the provision of additional cemeteries and/or additional crematoria will be necessary.

(j) Community Centres.

The provision of community centres, at which may be situate social halls, libraries, suburban markets, clinics, administrative offices, etc., are considered essential requirements in modern communities.

The expenditure on such centres within the existing municipal area will probably be considerable, and the inclusion of additional areas will result in this expenditure being further increased.

In considering the expansion of the municipal boundaries the financial implications of such additional centres cannot be overlooked.

(k) Native Housing.

If the principle, that it is the function of a Local Authority to provide housing for natives employed within its boundaries is admitted, and it is considered that it is its duty to provide amenities in the form of recreation and social halls, clinics, etc. and sports grounds, the provision thereof must be taken into account in assessing the cost of incorporating additional areas.

(l) General.

It is estimated on present day figures that the cost of
:- providing

providing public services will amount to between £400,000. and £500,000. per square mile, which does not include the capital cost of additional water reservoirs, trunk water mains, water works, depots and workshops, cleansing depots, additional refuse disposal plant, etc.

The following are the details regarding the supply of certain essential services to the areas under consideration, giving the cost thereof and the estimated revenue that would accrue to the Council.

COST OF SUPPLYING SERVICES.
AREA IN THE SOUTH.

Nature of the ground.

The townships in this area all fall to the South of the watershed formed by the Klipriviersberg. Except for Aeroton and Meredale the ground is, in general, hilly and broken with very steep slopes. The average true slope over approximately 15% of Alan Manor is, for example, 1 in 3 and over the bulk of the township is 1 in 12 which slope holds for approximately 40% of Mondeor. At Winchester Hills the average true slope of the ground is approximately 1 in 10 and a similar slope holds for Linmeyer. Belvedere, although a small township, has an average slope of 1 in 7.

The ground at Mondeor slopes from all directions towards a central basin with one outlet; at Linmeyer the general slope is South East; at Alan Manor the ground slopes from the North and the South to a central valley, while Oakdene and Winchester Hills slope to the South West.

ENDOWMENT.

Except in the case of the older established townships, the township owners have to pay as an endowment to the Local Authority an amount representing from 10% to 20% of the land value only of all erven disposed of by way of sale, barter or gift. This endowment money is held in trust by the Provincial Administrator.

In the case of the older townships, no endowment clause was provided in the proclamation and in the event of the townships being incorporated into the Municipal Area, the full cost of development must be borne by Loan Funds or ex Road Rate.

SERVICES.

(1) Sewage Disposal.

The only townships that lie in positions that can be connected to Klipspruit Disposal Works are Aeroton and Meredale.

To serve the remaining townships a new disposal works will have to be established on a site to which these townships will drain. This will necessitate the construction of two outfall sewers, one to serve Alan Manor, Mondeor and Winchester Hills and the other to serve Belvedere, Oakdene and Linmeyer.

Linmeyer drains naturally towards Alberton, and in order that it may be connected to the sewer serving Belvedere and Oakdene it will be necessary to construct a pumping station, and lay a rising main from Linmeyer to the gravity main in Oakdene.

(2) Sewerage Reticulation.

Owing to the rocky and hilly nature of the ground, this will be an expensive item in the case of the majority of the townships.

(3) Roads, Stormwater and Bridges.

MONDEOR. This township lies in the hills, and, although the steeper portion of the township has been laid out as parks, the average grade on the roads is approximately 1 in 20. There should be no difficulty about stormwater drainage as there are numerous streams rising in the hills, but these will eventually require canalising over the greater portion of their length. All the streams rising in this area join into one within the township. The presence of these streams, although helpful in disposing of stormwater, will increase the cost of roads owing to the necessity for constructing numerous culverts or bridges. The maintenance costs on the roads will be high.

MT.

:- ALAN MANOR.

ALAN MANOR. This township is situated on the North and south slopes of a small valley running from West to East. The average slope on the roads varies from 1 in 12 to 1 in 20. The stormwater can be readily disposed of down the bottom of the valley which eventually forms one of the streams running through Mondeor Township. On the present layout of the township at least two bridges or culverts will be required.

WINCHESTER HILLS. The configuration of the ground in this township is very similar to that in Mondeor. The roads in many cases will be steep, having an average grade of 1 in 10. Stormwater can be disposed of into the small streams which will eventually require canalising. These streams are continuations of the streams passing through Mondeor.

LINMEYER. On the layout of the township the majority of the roads are shown as running with the contours or skew across them, but where the roads run across the contours the average grade is approximately 1 in 11. The stormwater can be drained to a large stormwater drain which will be constructed parallel to the South boundary of the township.

OAKDENE. In the position that has been subdivided, the majority of the roads will have grades between 1 in 10 and 1 in 14. Stormwater can be gathered and disposed of into one of the small streams.

AEROTON AND MEREDALE. These two townships do not present much difficulty from the point of view of roads and stormwater.

(4) Water Supply.

All of the townships within the area in the South can be supplied with water from the Forest Hill Reservoir of the Rand Water Board. Owing to the rocky nature of the ground the cost of reticulation and mains will be high.

(5) Electricity.

Some of the townships, such as Aeroton, Avonlea and Meredale, are either being supplied by the Victoria Falls and Transvaal Power Company or the Company has mains in the neighbourhood and is licensed to supply the area with electricity. The Victoria Falls and Transvaal Power Co. has in the case of Linmeyer agreed to transfer the right of supply to the Council, but the approval of the Electricity Control Board is still awaited.

Electricity reticulation costs are initially deposited by the township owner and refunded, less 5% per annum, pro rata with the extent of payability, as determined by gross revenue per annum.

(6) Sanitation.

No figures for individual townships are given for refuse removal or pail service. If the townships are developed before the establishment of a Sewage Disposal Works, it will be necessary to institute a pail service or a vacuum tank service. In either case it will necessitate a great increase in the Council's mechanical equipment.

The same remarks apply to refuse removal. In this case it will be necessary, owing to the steep grades of the roads, to employ mechanical transport.

Besides the increase in vehicles and personnel, it will be imperative to establish depots, and at least one workshop, and an incinerator in this area. Suitable tipping sites will have to be obtained during the development of the area.

The figure given for cleansing is based on the capital expenditure for Johannesburg up to and including 1947. This figure has been reduced to a cost per acre of township area.

AREA DUE SOUTH OF ALEXANDRA LYING BETWEEN JOHANNESBURG AND GERMISTON, AND EDENVALE AND JOHANNESBURG.

NATURE OF THE GROUND.

The townships in this vicinity are scattered through an area made up mainly of small holdings.

The slope of the ground over the greater part of the area is gentle, and in the case of all the townships the ground either slopes to the Jukskei River, on which Bruma Disposal Works is situated, or to one of the small streams that run into the Jukskei.

ENDOWMENT.

The amount the various township owners have to pay the Local Authority by way of an endowment varies from 15% to 20% on land value only of all erven sold.

In the case of the older townships, where no provision has been made for an endowment, the equivalent of this money will have to come from some other source.

In the case of Malvern East, the General Purposes Committee at its meeting on the 10th March, 1942 resolved:

"That the Hon. the Administrator be informed that this Council does not desire Malvern East to be incorporated in the Johannesburg Municipal Area."

This was brought about by representation being made by the Germiston Council for the incorporation of Malvern East into the Germiston Municipal Area.

Edenvale Council has applied for the incorporation of the township of Bridgewater within its boundaries.

SERVICES.

(1) Sewage Disposal.

None of the townships can be connected to the existing Sewage Disposal Works except by means of pumping stations. When the new Northern Disposal Works are established all of the townships will be able to be drained to the main outfall sewer which will follow the bed of the Jukskei River starting at Bruma Disposal Works. It will be at least five years before the Northern Disposal Works are in operation.

(2) Sewage Reticulation.

This area does not present the difficulties that occur in the "Area in the South". The grades will not be excessive and the sewers can be laid at an economical depth. The reticulation of this area will be cheaper per unit than the Area in the South.

(3) Roads, Stormwater and Bridges.

Owing to the even nature of the ground occurring over each of the townships, it will not be necessary to individualise as was the case for the Area in the South

In no cases will there be excessive grades on the roads and the maximum will be approximately 1 in 15. Maintenance on the Roads in this area will be considerably lower than that in the Area in the South.

Stormwater can be disposed of into the Jukskel River via the streams that pass through the townships.

(4) Water Supply.

The water supply to these townships will be from the Parktown Reservoirs. The estimated water consumption is 146,200,000 gallons per annum, which will be taken care of by the proposed new 10,000,000 gallon reservoir. Reticulation costs will be lower than that for the Area in the South.

(5) Electricity.

The Victoria Falls and Transvaal Power Co. is licensed to supply Avonlea with electricity and the bulk of Malvern East has been reticulated by the Victoria Falls and Transvaal Power Co. The township of Silvamont takes supply in bulk from the Victoria Falls and Transvaal Power Co. and has been reticulated by the township owner. Portion of the township of Kew has been reticulated by the Council.

(6) Sanitation.

Although, as for the area in the South, no figure is given for individual townships for refuse removal or pail service, the cost of these services must be taken into consideration as it will necessitate an increase in expenditure on equipment and plant. Proper provision must be made for dumping sites and for site for an incinerator.

GENERAL.

The attached schedules 13 and 14 (Pages 149 and 150) for both areas are based on present-day costs, and for the full development of the townships. It is rarely that a township becomes fully developed quickly and monies are spent on temporary works such as forming and grading roads, lightly constructed roads, provisional stormwater control, etc. before the main capital works are undertaken. This expenditure has not been included in the Schedules, and the figures and statements given represent only the bare expenditure side of the incorporation of the townships.

ESTIMATED REVENUE.

(1) Residential Nature of Areas.

Both the areas in the South and East are zoned as residential areas, in which the numbers of business stands and flat sites are relatively few. Accordingly it follows that when compared with the City of Johannesburg as a whole, the incomes from rates will be relatively small in the case of both the Southern and Eastern areas, and will not be proportional to their respective acreages.

(2) Lengths of Roads.

The total lengths of roads in the Southern and Eastern areas approximate to 54 and 63 miles respectively. The total lengths of roads and streets in the present municipal area approximates to 1,000 miles, of which 805.6 miles were macadamised by June, 1948.

(3) Revenue from Assessment Rates.

In order to estimate the revenue likely to accrue from the Southern and Eastern areas from Assessment Rates, the erven of the individual townships making up the areas had to be valued. This valuation was based on the 1946 Johannesburg Valuation Roll in those cases where townships within the boundary were sufficiently close and similar in nature to the new townships to give reliable guidance.

In other cases the present market value of erven in the new townships was made use of in assessing the valuation. The total probable revenue at present ruling rates from this source has been divided into Assessment Rates, and Assessment Special Road Rates, and this income is shown on Schedule 15 (Page 151).

(4) Endowment Funds.

The endowment funds for the various townships have been estimated by assuming the selling prices of the erven to be double their estimated valuations. Some of the townships in question were proclaimed without any endowment clause and accordingly no endowment funds would be forthcoming from these townships. Some other townships have yet to be proclaimed, and in such cases the endowment fund has been assumed to be 15% of the selling price of the land. The estimates of the endowments for the two areas are shown on Schedule 15 and the annual income from this source has been estimated by assuming that the endowment funds would be received over a period of 15 years.

(5) Water and Electricity Consumption.

Records of consumptions of water and electricity of townships with the Municipal Area were made use of in estimating the probable consumptions of these commodities in the Southern and Eastern areas. In this connection due regard was taken of the probable class of suburb which each township would eventually represent, and the estimates were based on consumptions in existing similar townships. The annual incomes anticipated from these two sources are contained in Schedule 15 (Page 151).

(6) Sewerage and Refuse Removal Fees.

Those two sources of income were estimated for the townships in each of the two areas on the basis of the New Tariff of Sanitary and Sewer Fees which came into operation in July, 1946.

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The Estimates are contained in Schedule 15.

(7) Capital Charges.

The present trend of hardening rates of interest has suggested that a rate of interest of $3\frac{1}{2}\%$ might have to be offered in the case of loans raised to finance the development of these new areas if it was decided to incorporate them into the Municipal Area. If these loans were redeemed over a 30 year period, the corresponding annual redemption of loan instalment would be 1.911%. Accordingly a total round figure of $5\frac{1}{2}\%$ has been adopted in the analysis which follows to cover the total annual capital charges. In the analysis, figures are to the nearest £5.

(8) Analysis.

For the purpose of this analysis, the major services of City Engineer's Department, together with the Electricity Department, have been considered under the following groups:-

- (a) Main revenue producing services, that is, Sewerage, Refuse Removal, Water and Electricity
- (b) New Road Construction.
- (c) Road Maintenance, and Construction and Maintenance of Stormwater Drains.

(a) Sewerage, Refuse Removal, Water and Electricity.

For any of the above services in the new areas, it has been assumed that the items of expenditure included in salaries, wages, allowances, miscellaneous expenses, repairs, maintenance and renewals, would bear the same proportion to the income from these services as the corresponding items of expenditure bear to the corresponding income from these services in Johannesburg. Thereafter, a comparison of the ratio Annual Capital Charges to Annual Income has been made between each service in the new areas and the same services in Johannesburg, as reflected in the 1948-1949 Estimates. These details are contained in Schedules 16 and 17 (see pages 152 and 153).

The additional annual sums required to offset the higher ratios of Capital Charges to Income in the new areas would be borne partly by the present Johannesburg residents, and partly by the residents of the new areas. From Schedule 15, however, it will be seen that the total annual income from assessment rates for the two areas is £58,235, representing only 2.32% of the Johannesburg income from assessment rates amounting to £2,505,500. Hence for the purpose of this report it can be taken that the additional annual sums required to offset the higher capital charge/income ratios in the new areas would come from the present Johannesburg ratepayers.

:- (b)

(b) New Road Construction.

In the new areas the cost of road construction on the basis of a 15 year construction programme would be financed by the assessments special road fund, together with the Endowment Funds for the two areas. In Appendix D, the estimates show that these two sources of income would be inadequate, and substantial annual sums would have to be provided by the present Johannesburg ratepayers.

(c) Road Maintenance and Construction and Maintenance of Stormwater Drains.

The estimates covering these two items are contained in Appendices E and F. From these it will be seen that the annual cost of these two items for each area is approximately equal to the annual income for the areas from Assessment Rates, as shown in Appendix A.

(9) Summary.

Southern Areas

- (a) The annual income from Sewerage Refuse Removal, Water and Electricity, would have to be supplemented by an additional annual sum of approximately £30,570 to offset higher capital charges.
- (b) The annual income from Assessments, Special Road Funds, together with the annual income from Endowment Funds would have to be supplemented by an additional annual sum of approximately £34,400. to pay for new road construction.
- (c) The annual income from Assessment Rates would exceed the annual sum required for Road Maintenance and construction and maintenance of Stormwater Drains by an annual sum of approximately £1,100.

Eastern Areas.

- (a) The annual income from Sewerage, Refuse Removal, Water and Electricity would have to be supplemented by an additional annual sum of approximately £30,410 to offset higher capital charges.
- (b) The annual income for Assessments, Special Road Funds, together with the annual income from Endowment Funds would have to be supplemented by an additional annual sum of approximately £41,700 to pay for new road construction.
- (c) The annual income from Assessment Rates, would have to be supplemented by an additional annual sum of approximately £2,700 to pay for Road Maintenance, and construction and maintenance of stormwater drains.

(10) Incorporation of Lyndhurst, Kew etc.

In his report on the Northern Regional Planning Scheme, the Council's Regional Planning Consultant states that he believed the Council had committed itself in principle to the inclusion of certain areas comprising Kew, Crystal Gardens, Lombardy West,, Lyndhurst etc. but this statement does not appear to be quite correct.

A tentative proposal was submitted by the Lyndhurst and District Association to the Johannesburg and Germiston Boundaries Commission in 1936 that Lyndhurst, Kew, a portion of the Farm Syferfontein No. 2 and a portion of the Farm Rietfontein No.8 lying to the South of Lyndhurst, known as Sunningdale, should be included in the municipal area only if Alexandra Township was incorporated. This proposal was opposed by the Council, and, as the Commission did not recommend the incorporation of Alexandra Township, the suggestion fell away.

In April, 1943, a request was received by the General Purposes Committee to interview the representatives of the Kewdale, Lyndhurst and District Local Authority, a body appointed by the residents of the areas mentioned at a public meeting on the 30th March, 1943, to discuss the question of bringing these areas under the jurisdiction of the Council.

On the 10th May, 1943, the Town Clerk was handed a letter dated 15th February, 1943, addressed by the Provincial Secretary to the Kewdale, Lyndhurst and District Association, which reads as follows :-

"With reference to your letter of the 28th January,
 "I have the honour to inform you that the Administrator
 "in Executive Committee has been pleased, under the pro-
 "visions of Sections 124(1) and 125 of the Local Government
 "Ordinance, 1939, to approve the establishment of the
 "Lyndhurst Health Committee, consisting of six members
 "appointed by the Administrator with jurisdiction over
 "Kew Township, Kew Extension, Lyndhurst, Sunningdale,
 "Syferfontein No. 2 and Crystal Gardens.
 "
 " The necessary steps are now being taken to give effect
 "hereto."

The interview between the representatives of the Kewdale, Lyndhurst and District Local Authority and the General Purposes Committee took place on the 11th May, 1943, when the Chairman drew the attention of the deputation to the foregoing letter, but the spokesman said that representatives of his Association had interviewed the Administrator at the beginning of April, 1943, when they were informed that the Provincial Secretary's office had never received a communication from any other body in the area.

After hearing the views of the deputation, the General purposes Committee adopted the following resolutions :-

- "(a) That the Kewdale, Lyndhurst and District Local
 " Authority Committee be informed that this Committee
 " is favourably disposed to recommend the Council to
 " incorporate the areas of Kew Township, Kew Extension,
 " Lyndhurst, Sunningdale, Syferfontein No. 2 and Crystal
 " Gardens on conditions to be agreed upon.
 "
 "(b) That the Provincial Secretary be informed that the
 " Council feels that the areas referred to in (a) above
 " should be incorporated within its area on conditions
 " to be later agreed upon, and that the Administrator
 " be asked to defer taking further steps for the esta-
 " blishment of a Health Committee pending further
 " negotiations between the Council and the Local
 " Authority Health Committee."
 "

This decision was conveyed to the Provincial Secretary on the 12th May, 1943, and on the 1st June, 1943, the following letter was received from Mr. W. Gluckman, acting on behalf of the Kewdale, Lyndhurst and District Association :-

" I have been requested by the above Association to write
 "to you as follows :
 "
 " The Association is given to understand that on the
 "11th ultimo Councillors of the General Purposes Committee
 "received a deputation from the Kewdale, Lyndhurst and
 "District Local Authority Committee -- which is not to be confused

:- with

" with the Association on whose behalf I am writing --
 " to discuss the incorporation of certain areas into the
 " Johannesburg Municipal Area, such areas being Kew Township,
 " Kew Extension, Lyndhurst, Sunningdale, Cyferfontein No.2
 " and Crystal Gardens and that such deputation was favourably
 " received and that a recommendation is being sent to the
 " Administrator indicating that the Council is prepared to
 " incorporate the aforesaid areas within the Municipal Area.

" You are no doubt aware that the Association has
 " received a letter dated the 15th February, 1943, from the
 " Provincial Secretary advising that the Administrator has
 " approved of the establishment of a Health Committee for the
 " aforesaid areas and that the necessary steps were being
 " taken to give effect thereto. I am further advised that
 " the matter now awaits only the signature of the Administrator.

" The Association is composed of the Committee members
 " of the Kewdale Vigilance Association and the Lyndhurst and
 " District Association. Both these Associations have been
 " in existence for a considerable length of time, and may in
 " fact be taken to be representative of the area concerned,
 " e.g. during the hearing of the Feetham Commission some years
 " back, representatives of the Lyndhurst and District
 " Association appeared before such Commission and gave
 " evidence and it has also made certain enquiries concerning
 " Trade Licences and has made representations concerning
 " a Post Office for the area: the Association is given to
 " understand that such Post Office is being granted.

" The Kewdale Vigilance Association has for a considera-
 " ble number of years collected subscriptions from
 " inhabitants of Kew and attending to the roads in Kew. That
 " body is recognised by the inhabitants of Kew as being the
 " official body of the District. The Local Authority
 " Committee has no authority to speak on behalf of the
 " people of the areas concerned and through false statements
 " has obtained a certain amount of support.

" Should the area in question be incorporated in the
 " Municipal Area would you kindly let me know forthwith, in
 " order to place your reply before a meeting which is to be
 " held tomorrow night, the 2nd instant, what services the
 " Council would grant with special reference to light, water
 " and sanitation, and when.

" In case you should desire further information a body
 " from the Association is prepared to meet your Councillors.

" P.S. In view of the urgency would you please phone me -
 " 33-6046 to enable me to call for your reply. "

The following letter dated 8th June, 1943, was also
 received from the Hon. Secretary, The Kew Road Committee :-

" I am directed by the abovenamed Committee to
 " inform you that at a public meeting held on the 2nd June
 " the residents of the Kew Township dissolved the Body
 " previously known as The Kewdale Vigilance Committee and
 " appointed our present Committee to supersede it.

" By this action the body which has been presenting
 " itself without any authority as The Kewdale Lyndhurst and
 " Districts Associations Central Committee is dissolved."

The matter was reconsidered by the General Purposes
 Committee at its meeting on the 15th June, 1943, in the light of
 the foregoing communications and it was resolved :-

:- That

- r.

" That the Town Clerk interview Mr. Sharp and if, as
" a result he considers such a course advisable, be
" authorised to explain the position to the Provincial
" Secretary and withdraw the letter addressed to him on
" the 12th May, 1943, on the authority of this Committee
" at its meeting held on the 11th May, 1943."

The Town Clerk interviewed Mr. Sharp but in view of the multiplicity of the Associations alleging that they represented the views of the residents and the difficulty of ascertaining the requirements of the majority of the residents of the area, the Provincial Secretary and Mr. Sharp were advised that the Council withdrew its intention to consider the incorporation of these areas under its jurisdiction.

Further representations were subsequently made by Mr. Sharp and he was advised on the 20th August, 1943, that the Council did not wish to be a party to a dispute between two bodies, nor to be confronted with opposition to any proposal for the incorporation of the areas, which would result in the appointment of a Commission by the Administrator, and he was advised that the solution to the difficulty appeared to be for the bodies concerned to meet with a view to arriving at some settlement, so that the Council may be assured that any proposal submitted represented the views of the majority of the residents of the area.

A letter, dated 29th March, 1944, was subsequently received from the Provincial Secretary stating that the Administrator-in-Executive-Committee had further considered the question of the establishment of a Health Committee with jurisdiction over Kew Township, Kew Extension, Lyndhurst, Sunningdale, Syferfontein No. 2 and Crystal Gardens and it was decided to approach the Council with a view to incorporating the areas in question into the Municipality of Johannesburg.

On the 19th April, 1944, the Provincial Secretary was advised that the Council was not in favour of the establishment of a health Committee and it was suggested that consideration of the matter should be postponed pending representations being submitted to the Administrator regarding the establishment of new townships, and no further action was taken in view of the fact that the Council's Regional Planning Consultant was preparing the Northern Regional Scheme.

A request was received on the 12th May, 1948, from the Kew Vigilance Association asking the General Purposes Committee to receive a deputation with a view to making representations, in terms of a mandate given by the property owners of Kew Township, for its incorporation into the municipal area, but they were asked to defer pursuing the matter until the Council was in a position to consider its future policy regarding extensions to its area of jurisdiction.

On the 9th March, 1949, this sub-committee interviewed a deputation from the Kew Vigilance Association who wished to know exactly what facilities the Council would provide for the township if it was incorporated into the municipal area. It was explained that immediately on incorporation the residents would have to pay the same rates as those paid by the ratepayers of Johannesburg and that the township would be subject to the existing municipal by-laws. It was also pointed out that in so far as the provision of services was concerned, the township would receive no preferential consideration, and that it would be treated on exactly the same basis as the older-established townships in the municipal area.

It is our considered opinion that the incorporation of Kew Township can only be considered in conjunction with the inclusion of the adjacent areas of Lyndhurst, Kew Extension, Sunningdale, Syferfontein No. 2 and Crystal Gardens. There is little doubt that the community of interest of this township is with the semi-rural areas adjacent to it, and from this point of view it appears more desirable for it to be administered in conjunction with these areas rather than to have applied to it the highly urbanised conditions provided for in the Council's

:- by-laws.....

by-laws which are drafted for conditions very different from those pertaining in Kew Township.

(11) Conclusion.

In the event of the Southern and Eastern areas being incorporated into the Johannesburg Municipal area, it would appear that the total annual incomes of the two areas would be quite inadequate to pay for the engineering services dealt with in this report. It would further appear that the present Johannesburg ratepayers would have to subscribe an additional annual sum of £139,000 in order that the new areas could have these services. This would mean an increase in the assessment rate of 0.36 pence per £1. for the above services only and does not allow for expenditure on parks, transport etc.

It is considered that Johannesburg has undoubtedly reached its maximum size as a political and economic unit and that the incorporation of any additional areas would impose an additional burden on its ratepayers and increase the difficulties of civic administration. As the Council is faced with numerous difficulties at the present time insofar as the administration of its existing area is concerned, it is urged that any extensions to its area of jurisdiction should not be considered.

Insofar as the land outside the municipal area, which has been purchased for the purpose of Non-European housing, it has the powers under the Natives (Urban) Areas Act to frame the necessary regulations to give it adequate and efficient control.

As the Peri-Urban Areas Health Board is at present valuing land under its jurisdiction for the purpose of levying assessment rates, the question of whether local authorities will be required to pay rates to the Board on land owned by them falling within the area under its control has been discussed with the Secretary, who intimated that he did not think the Board would impose assessment rates on local authorities, but it was expected that local authorities would treat the Board in the same way should it acquire land in areas under their jurisdiction.

IT IS RECOMMENDED: That the Council records its view that Johannesburg has reached its maximum size as a political and economic unit and that save in exceptional circumstances its present boundaries should not be extended by the incorporation of any additional areas.

ESTIMATED COSTS OF VARIOUS SERVICES.

SOUTHERN AREAS.

Roads	£884,300	
Stormwater	148,305	
Sewerage Reticulation	501,393	
Water Reticulation	24,948	
Electricity Reticulation	154,500	
		<u>£1,713,446</u>
Water Mains from Forest Hill		
Reservoir to the townships	£ 37,284	
Main Sewers to Disposal Works		
from Aeroton	7,000	
Meredale	15,750	
Alan Manor, Mondeor and Winchester		
Hills	64,000	
Oakdene, Linmeyer and Belvedere	46,000	
Pumping Station and Rising Main,		
Linmeyer	3,000	
		<u>£173,034</u>
Sewage Disposal Works to deal with		
500,000 g.p.d.	£40,000	
Land for Disposal Works	7,500	
		<u>47,500</u>
Cost (Capital Expenditure) of Public		
Cleansing : Total area 2,560 acres @		
£21 per acre		53,760
		<u>53,760</u>
		<u>£1,987,740</u>

NOTES : WATER. The estimated water consumption per annum is 187,000,000 gallons.

ROADS. The costs given are for full construction.

ELECTRICITY.

1. The amount of sub-division of plots will effect the cost.
2. The estimated costs are for domestic townships and are contingent upon portions within the municipal area being reticulated first.

COSTS OF VARIOUS SERVICES.

EASTERN AREAS.

Roads	£837,880	
Stormwater	149,820	
Sewage Reticulation	502,710	
Water Reticulation	86,535	
Electricity Reticulation	<u>170,545</u>	£1,747,490.
Trunk main from Parktown Reservoir ...	£84,000	
Extension of Sewers to Outfall	22,200	
Pumping Station and Rising Main, Malvern East	<u>3,000</u>	109,200.
Costs for Public Cleansing :		
Total area - 2602 acres @ £21 per acre		<u>54,642.</u>
	TOTAL	<u>£1,911,332.</u>

NOTES : ROADS. Costs are for full construction.

ESTIMATED ANNUAL INCOME FROM VARIOUS SOURCES.

Source.	Southern Areas.	Eastern Areas.
Assessment rates	£29,390	£28,845
Assessment Special Road Fund	4,530	4,445
Sewerage Fees	21,025	17,245
Refuse Removal	14,935	11,200
Electricity	33,510	35,320
Water	28,750	23,625
TOTAL	£132,140	£120,680

ESTIMATE OF TOTAL ENDOWMENT FUNDS.

	Southern Areas.	Eastern Areas.
Estimated Selling Value of Erven	£2,170,880	£2,130,560
Estimated Endowment Funds	+ 300,544	* 145,488

+ Assuming that the Endowment Funds are received over a period of 15 years, Average Annual Sum Received :
£20,036.

* Assuming that the Endowment Funds are received over a period of 15 years. Average Annual Sum Received :
£9,698.

SOUTHERN AREAS.

ANALYSIS OF INCOME AND EXPENDITURE RELATING TO WATER, ELECTRICITY, REFUSE REMOVAL AND SEWERAGE SERVICES.

SERVICE	City of Johannesburg. 1948/1949 Estimates.			SOUTHERN AREAS ESTIMATES.				Additional Annual Sum required for Southern Areas to offset higher ratio of Capital Char- ges to Income.
	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	Total Capital Expenditure	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	
Water	£ 78,272	£1,035,731	7.56%	£ 62,232	£ 3,423	£28,750	11.91%	4.35% of £28,750 = £1,250
Electricity	£524,501	£1,964,200	26.72%	£154,500	£ 8,500	£33,510	25.36%	Nil.
Refuse Re- moval	£ 12,633 *	£ 500,380 *	2.56% *	£ 53,760	£ 2,955	£14,935	19.79%	17.23% of £14,935 = £2,570
Sewerage	£322,474	£ 623,914	51.7%	£684,643 +	£37,650	£21,025	178.9%	127.2% of £21,025 = £26,750
TOTAL :								£30,570

* Figures for whole of Cleansing Branch.

+ Including cost of Sewage Disposal Works, and Land.

EASTERN AREAS.

ANALYSIS OF INCOME AND EXPENDITURE RELATING TO WATER, ELECTRICITY, REFUSE REMOVAL AND SEWERAGE SERVICES.

SERVICE.	City of Johannesburg. 1948-1949 Estimates.			EASTERN AREAS ESTIMATES.				Additional Annual Sum required for Southern Areas to offset higher ratio of Capital Charges to Income
	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	Total Capital Expendi- ture	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	
Water	£ 78,272	£1,035,731	7.56%	£170,535	£ 9,380	£23,625	39.68%	32.12% of £23,625 = £7,590
Electricity	£524,501	£1,964,200	26.72%	£170,545	£ 9,380	£35,320	26.56%	Nil.
Refuse Removal	£ 12,633 *	£ 500,380 *	2.56% *	£ 54,642	£ 3,005	£11,200	26.84%	24.28% of £11,200 = £2,720
Sewerage	£322,474	£ 623,914	51.7%	£527,910	£29,000	£17,245	168.3%	116.6% of £17,245 = £20,100
TOTAL :								£30,410

* Figures for whole of Cleansing Branch.

APPENDIX A.

ESTIMATED ANNUAL INCOME FROM VARIOUS SOURCES.

Source.	Southern Areas.	Eastern Areas
Assessment rates	£29,390	£28,845
Assessment Special Road Fund	4,530	4,445
Sewerage Fees	21,025	17,245
Refuse Removal	14,935	11,200
Electricity	33,510	35,320
Water	28,750	23,625
TOTAL	£132,140	£120,680

ESTIMATE OF TOTAL ENDOWMENT FUNDS.

	Southern Areas.	Eastern Areas.
Estimated Selling Value of Erven	£2,170,880	£2,130,560
Estimated Endowment Funds	+ 300,544	* 145,488

+ Assuming that the Endowment Funds are received over a period of 15 years. Average Annual Sum Received :
£20,036.

* Assuming that the Endowment Funds are received over a period of 15 years. Average Annual Sum Received :
£9,698.

SOUTHERN AREAS.

ANALYSIS OF INCOME AND EXPENDITURE RELATING TO WATER, ELECTRICITY, REFUSE
REMOVAL AND SEWERAGE SERVICES.

SERVICE	City of Johannesburg. 1948/49 Estimates.			SOUTHERN AREAS ESTIMATES				Additional Annual Sum required for Southern Areas to offset higher ratio of Capital Char- ges to Income
	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	Total Capital Expenditure	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	
Water.	£ 78,272	£1,035,731	7.56%	£ 62,232	£ 3,423	£28,750	11.91%	4.35% of £28,750 = £1,250
Electricity	£524,501	£1,964,200	26.72%	£154,500	£ 8,500	£33,510	25.36%	Nil.
Refuse Removal	£ 12,633 *	£ 500,380 *	2.56% *	£ 53,760	£ 2,955	£14,935	19.79%	17.23% of £14,935 = £2,570
Sewerage	£322,474	£ 623,914	51.7%	£684,643 +	£37,650	£21,025	178.9%	127.2% of £21,025 = £26,750
TOTAL :								£30,570

* Figures for whole of Cleansing Branch.

+ Including cost of Sewage Disposal Works, and Land.

EASTERN AREAS.

ANALYSIS OF INCOME AND EXPENDITURE RELATING TO WATER, ELECTRICITY, REFUSE
REMOVAL AND SEWERAGE SERVICES.

SERVICE	City of Johannesburg 1948-1949 Estimates			EASTERN AREAS ESTIMATES				Additional Annual Sum required for Southern Areas to offset higher ratio of Capital Charges to Income
	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	Total Capital Expendi- ture	Annual Capital Charges	Annual Income	% Ratio Capital Charges to Income	
Water	£ 78,272	£1,035,731	7.56%	£170,535	£ 9,380	£23,625	39.68%	32.12% of 23,625 = £7,590
Electricity	£524,501	£1,964,200	26.72%	£170,545	£ 9,380	£35,320	26.56%	Nil.
Refuse Removal	£ 12,633 *	£ 500,380 *	2.56% *	£ 54,642	£ 3,005	£11,200	26.84%	24.28% of £11,200 = £2,720
Sewerage	£322,474	£ 623,914	51.7%	£527,910	£29,000	£17,245	168.3%	116.6% of £17,245 = £20,100
TOTAL :								£30,410

* Figures for whole of Cleansing Branch.

ROAD CONSTRUCTION. SOUTHERN AND EASTERN AREAS.

1. <u>SOUTHERN AREAS.</u>	Total Expenditure for Full Construction	£884,300	
	Therefore Expenditure per annum on basis of 15 year programme.	<u>£ 58,950</u>	
	Annual Income from Southern Areas Assessment, Special Road Fund	£4,530	
	Average Annual Income from Southern Areas Endowment Funds.	<u>£20,036</u>	
		<u>£24,566</u>	
	Therefore Annual Balance to be found:		= <u>£34,384</u>
<hr/>			
2. <u>EASTERN AREAS.</u>	Total Expenditure for Full Construction	£837,880	
	Therefore Expenditure per annum on basis of 15 year programme	<u>£ 55,860</u>	
	Annual Income from Eastern Areas Assessment, Special Road Fund	£4,445	
	Average Annual Income from Eastern Areas Endowment Funds	<u>£9,698</u>	
		<u>£14,143</u>	
	Therefore Annual Balance to be found:		= <u>£41,717</u>

SOUTHERN AREAS.ROAD MAINTENANCE AND CONSTRUCTION. AND MAINTENANCE OF STORMWATER DRAINS.1. ROAD MAINTENANCE.

Total Mileage is 54 miles, and allowing annual maintenance figure per mile of £350, annual cost: = £18,900

2. CONSTRUCTION AND MAINTENANCE OF STORMWATER DRAINS.

From 1948-1949 Estimates, total annual expenditure for Johannesburg = £136,139 of which £118,733 represents Capital Charges
That is Ratio Expenditure to Capital Charges = 114.7%
But estimate of Total Expenditure for Stormwater Construction in Southern Areas is £148,305, representing Annual Capital Charges of £8,160.

Therefore the probable annual cost of construction and maintenance = 114.7% x £8,160 = £9,360

Therefore Total Annual Cost of Road Maintenance and Construction and maintenance of Stormwater drains: = £29,260

EASTERN AREAS.ROAD MAINTENANCE AND CONSTRUCTION AND MAINTENANCE OF STORMWATER DRAINS.1. ROAD MAINTENANCE.

Total mileage is 63 miles and allowing annual maintenance figure per mile of £350, annual cost; = £22,050

2. CONSTRUCTION AND MAINTENANCE OF STORMWATER DRAINS.

From 1948-1949 Estimates, total annual expenditure for Johannesburg = £136,139 of which £118,733 represents Capital Charges.
That is Ratio Expenditure to Capital Charges = 114.7%.
But estimate of Total Expenditure for Stormwater Construction in Eastern Areas is £149,820, representing annual Capital Charges of £8,240.

Therefore the probable annual cost of construction and maintenance = 114.7% x £8,240. = £9,450

Therefore, Total Annual Cost of Road Maintenance and Construction and Maintenance of Stormwater drains: = £31,500

MANAGEMENT COMMITTEE. (11.5.64)
 WORKS AND TRAFFIC COMMITTEE. (4.5.64)
 TECHNICAL COMMITTEE. (8.4.64)

COMMITTEE

CITY ENGINEER'S DEPARTMENT.

PETITION FOR EXTENSION OF MUNICIPAL
 BOUNDARIES.

The Glenhazel Residents' Association raised the possibility of incorporating their township into the Johannesburg municipal area. Preliminary investigations showed that account would also have to be taken of a number of adjacent highly-developed townships lying to the east and south of Glenhazel.

On the 9th September 1963 the Works and Traffic Committee decided that a sub-committee of officials of various departments should discuss with representatives of the Associations concerned the possibility of incorporating these townships and report to the Technical Committee in due course.

The sub-committee duly met these representatives and a representative of the Lyndhurst Association on the 3rd December 1963. As a result of the meeting formal applications for incorporation were submitted. They were supported by:

- (a) a petition from the Committees of the Residents' Associations of Sub-Area 7 of the North-Eastern Johannesburg Local Areas Committee of the Peri-Urban Areas Health Board, signed by seven people representing the several associations and supported by 723 signatories; and
- (b) a petition from the Lyndhurst and District Vigilance Association, stated as being representative of the opinion of about 84% of the residents of Lyndhurst, supported by a memorandum.

* Copies of both documents and their annexures are attached marked A and B, and a plan of the area is laid on the table.

The North-Eastern Johannesburg Local Areas Committee of the Peri-Urban Areas Health Board is concerned with a fairly large area which is divided into 8 sub-areas. The townships listed in petition A comprise sub-area 7 of this area and the township referred to in petition B is part of sub-area 5 of this area. Information has been obtained that:-

:- (a)

MANAGEMENT COMMITTEE. (11.5.64)
 WORKS AND TRAFFIC COMMITTEE. (4.5.64)
 TECHNICAL COMMITTEE. (8.4.64)

COMMITTEE

CITY ENGINEER'S DEPARTMENT.

- (a) application had been made by the North-Eastern Johannesburg Local Areas Committee for the creation of an autonomous local authority for the area but had subsequently been withdrawn;
- (b) applications had been received from Bedfordview and also from Edenvale for incorporation of certain portions of the area into their respective areas of jurisdiction; and
- (c) a petition, the purpose of which was not disclosed, had also been received from Kew and Wynberg.

It is possible that a Commissioner or Commission will be appointed to investigate these matters fairly soon. It is therefore suggested that a full investigation into the implications of incorporation of the areas referred to in the petitions be carried out to enable the Council to be represented at any inquiry and to make representations for incorporation should that be found desirable.

A physical survey of sub-area 7 shown shaded blue on the attached map, has been carried out. A physical survey of Lyndhurst, shown shaded brown on the map, has also been completed.

As Glenhazel Township alone was the subject of the original enquiry, the financial implications of incorporation of only this township were roughly investigated. These tended to show that financially Johannesburg would more or less break even. It was obvious, however, that if incorporation of additional areas was to be considered at all, Glenhazel could not be excised from the remainder of the area shown shaded blue on the plan. It also followed that incorporation of this larger area could materially affect the position, but from the surveys carried out it seemed that development in these areas had reached the stage where incorporation could perhaps be considered favourably. The application for incorporation of Lyndhurst considerably extends the area under consideration.

These are the most developed parts of the North-East Peri-Urban areas, and further development is rapidly taking place. All the proclaimed townships in the area shown shaded blue are fully reticulated

:- for

MANAGEMENT COMMITTEE. (11.5.64)
 WORKS AND TRAFFIC COMMITTEE. (4.5.64)
 TECHNICAL COMMITTEE. (8.4.64)

COMMITTEE

CITY ENGINEER'S DEPARTMENT.

for water and electricity, and sewer reticulation has recently been completed. There still remain a few undeveloped plots. Water is supplied by the Rand Water Board through the Peri-Urban Areas Health Board and total sales in the combined area show a small profit. Electricity is supplied to most of the area by the Council, but Silvamonte and Viewcrest are supplied by Escom. The 25% surcharge levied by the Council would of course fall away if the area supplied by it were incorporated.

The only unmade roads in the townships when the survey was carried out were those where little development had taken place. Several of these roads are subject to considerable erosion because of slopes. With the intensive development taking place it is however, evident that fairly early construction of these roads will be called for. In addition to some endowment money still available, certain surplus funds have been accumulated, but they will not be enough for full road-development and further stormwater-drainage. These remarks also apply to Lyndhurst Township. Negotiations with the Peri-Urban Areas Health Board on the transfer of the water-reticulation systems would have to take place, and special arrangements would have to be made if outside areas are supplied through the same mains.

The provision of fire-protection services from Berea or Rosebank (which may be possible) would have to be investigated. Some of the smaller park-sites have been developed but others, some fairly large, remain to be developed and would involve the Council in expenditure, but it is possible that this could be deferred. There is a Johannesburg bus-service to Lyndhurst and also to the south-western end of the area. Traffic control in the area may be possible with the existing force. Though incorporation of these areas into Johannesburg would involve the city in some additional financial expenditure, these applications for incorporation should be considered on a wider basis than of strict accountancy.

Geographically and sociologically the areas are dormitory suburbs of the city and are clearly a part of Johannesburg in its broad sense; but the economic aspect must be investigated to determine whether or not incorporation would present any major difficulties or problems. It may be preferable, even at some cost to the City, to recommend incorporation rather than to have another autonomous local authority on its fringe.

MANAGEMENT COMMITTEE. (11.5.64)
WORKS AND TRAFFIC COMMITTEE. (4.5.64)
TECHNICAL COMMITTEE. (8.4.64)

COMMITTEE

CITY ENGINEER'S DEPARTMENT.

The extension of the municipal boundary by incorporation of these areas has been referred to the Council departments concerned for their views and for their assessment of the implications of incorporation. The matter will have to be considered in the light of the information received, and a further report will be necessary; but in view of the possible early appointment of a commission of enquiry to go into these matters it was thought advisable to initiate investigations and to submit this preliminary report.

IT IS RECOMMENDED:

(a) That the Director of Local Government be asked to advise the Town Clerk of any appointment of a Commission or Commissioner to investigate the applications, referred to in this report.

(b) That after receipt of comments from other departments and after the full implications of incorporation have been investigated, a further report be submitted to this Committee.

(c) That the representatives of the various associations concerned be advised of the action taken.

(70/3/9)
(C.E. 306/64)

THE NEXT ITEM FOLLOWS THE ANNEXURE TO THIS ITEM.

THE COMMITTEES OF THE RESIDENTS' ASSOCIATIONS OF SUB-AREA 7
OF THE NORTH-EASTERN JOHANNESBURG LOCAL AREA COMMITTEE OF
THE PERI-URBAN HEALTH BOARD.

Chairman's Address:

M.C. O'Dowd, Esq.,
106, Sandler Road,
GLENHAZEL.

25th January 1964.

The City Council of Johannesburg,
City Hall,
JOHANNESBURG.

Dear Sirs,

We, the undersigned, being the duly authorised representatives of the residents' associations of all the townships concerned, petition the City Council of Johannesburg to take steps for the incorporation of the following Townships into the Municipal Area of Johannesburg:-

Glenhazel	Viewcrest
Glenhazel Extensions 2 - 10	Glenkay
Glensan	Fairvale Extension No. 1
Silvamonte	Fairmount Extension
Silvamonte Extension No. 1	Fairmount Ridge
Sunningdale Extensions 1 - 5	Dunhill
Fairvale	Sunningdale

These townships form a compact area of well-developed residential land consisting of 900 stands, having at present the high total rateable value of R2,088,340, which at a rate of 3 cents in the R would yield a revenue of R62,650 per annum. All the townships were established subsequent to 1950 (except for Silvamonte - 1941) and consequently have modern town planning and modern conditions of establishment and title, and have been provided with ample endowment funds, part of which have already been expended on the development of the area, and part of which remain available for future expenditure. The total balance of unexpended endowment funds in the area are expected to amount to R81,089, as at 30th June 1964. All the townships are provided with light, water and water-borne sanitation; a high proportion of the streets are already tarred and a number of the parks are already fully developed. To meet the outstanding requirements of the area, the townships have, in addition to the endowment fund already mentioned, accumulated revenue balances as at 30th June 1964, estimated to amount to R42,239.

These townships have been brought to their present
level of/

level of development in accordance with the practice of the Peri-Urban Areas Health Board, entirely out of their own resources. The only loan outstanding is one due by the Silvamonte Township, the balance of which stands at R22,730 at present (apart from sewerage loans being repaid out of sewerage tariffs). Application has been made for a loan of R45,200 for the tarring of Leigh Avenue, Ridge Road and Swemmer Road Extension.

The following are the principal reasons for the application for the area to be incorporated in the Johannesburg Municipality:

- (a) The area has reached a level of development where it can no longer be regarded in any sense as semi-rural or Peri-Urban and it is considered appropriate that it should enjoy municipal government in the full sense.
- (b) It is contiguous with Johannesburg on two sides; its street systems are continuous with those of Johannesburg; all its main traffic arteries are orientated towards Johannesburg. In short, from a geographical point of view, it is in fact part of Johannesburg.
- (c) The overwhelming majority of those of the inhabitants of the townships who are employed or in business, work in Johannesburg. The inhabitants depend on Johannesburg for most of their shopping facilities, and practically all of their entertainment.
- (d) For the purpose of going to and from work and shopping, the inhabitants of the area make constant use of Johannesburg municipal transport. There are already Johannesburg municipal bus routes running along the northern and southern boundaries of the area.
- (e) The inhabitants of the area already make extensive use of many of the civic amenities of Johannesburg, such as the major parks (Zoo, Zoo Lake, Wilds) and the Civic Theatre.
- (f) The area has no interests in common with any other neighbouring municipality, or with the neighbouring areas under the jurisdiction of the Peri-Urban Areas Health Board; indeed, the great majority of residents very seldom have occasion to enter these areas.
- (g) As the great majority of the inhabitants work and shop in Johannesburg it would be convenient for them to be able to conduct their municipal business there.
- (h) All of the townships but two (Silvamonte and Viewcrest) receive their electricity from Johannesburg municipality and all of them discharge their sewage into the Johannesburg municipal sewers.

- (i) The inhabitants of the area are favourably impressed by the reputation of the Johannesburg Municipality for efficiency.
- (j) There is, therefore, every reason to request incorporation in Johannesburg since the areas are now sufficiently developed to become part of a full municipality.
- (k) It is the wish of the great majority of the inhabitants of the area to be incorporated in the Johannesburg Municipal Area, as is evidenced by the attached petition, signed by the owners or occupants of 50 per cent of the stands in the area. Most of those who have not signed were people who could not be contacted, as the petition was circulated during the holiday period; those who circulated the petition encountered no significant opposition to the proposal. Further efforts will be made to contact the remaining residents of the area, and a supplementary petition will be lodged in due course.

In the event of the area being incorporated in the Johannesburg Municipal Area, the inhabitants would expect to receive the same treatment, advantages and facilities as other areas in Johannesburg of similar character. They would expect, however, that in deciding upon the amount of money to be expended in the area, the City Council would bear in mind the revenue balances which it would have acquired in incorporating the area, and which had been derived in a period in which no Municipal Services had directly been given to the residents of the area by the Johannesburg City Council.

Yours faithfully,

(sgd.) M.C. O'Dowd,
for GLENHAZEL RESIDENTS'
ASSOCIATION,
Representing Glenhazel
Township.

(sgd.) ?
for GLENHAZEL EXTENSIONS RESIDENTS'
ASSOCIATION,
Representing Glenhazel Extensions
1 - 10 Townships.

(sgd.) W.W. Yorke,
for GLENSAN AND SILVAMONTE
RESIDENTS' ASSOCIATION,
Representing Viewcrest, Glen-
san, Silvamonte, Dunhill and
Silvamonte Extension No. 1
Townships.

(sgd.) ?
for SUNNINGDALE RESIDENTS'
ASSOCIATION,
Representing Sunningdale and
Sunningdale Extensions 1 - 5
Townships.

(sgd.) ?
for FAIRMOUNT RESIDENTS'
ASSOCIATION,
Representing Fairmount
Extension and Fairmount
Ridge Townships.

(sgd.) ?
for GLENKAY-FAIRVALE VIGILANCE
ASSOCIATION,
Representing Glenkay and
Fairvale Townships.

19 Cecilia Road,

SILVAMONTE.

26th January 1964.

The City Council of Johannesburg,
City Hall,
JOHANNESBURG.

Dear Sirs,

The Residents of Silvamonte and Viewcrest wish to point out that their rates would be increased considerably on incorporation into Johannesburg Municipality, without any reduction in electricity to offset this as will be the case with the remainder of the area.

In view of the foregoing, we would expect that Ridge Road, Swemmer Road Extension and the service roads along the Modderfontein Road would be tarred shortly after incorporation should they not have been tarred by the Peri-Urban Health Board. Considerable endowment funds are available towards this expense.

Also, we would expect the No. 15B Sandringham bus service to be extended to the junction of Swemmer Road and Modderfontein Road - a matter of maybe half a mile. Stopping places have already been constructed by the Johannesburg Council.

Yours faithfully,

for the Residents of
Silvamonte & Viewcrest,

(sgd.) W.W. Yorke.

COPY/KR

LYNDHURST AND DISTRICT VIGILANCE ASSOCIATION.

168 Lyndhurst Road,
Lyndhurst,
JOHANNESBURG.

30th January 1964.

The Town Clerk,
P. O. Box 1049,
JOHANNESBURG.

Dear Sir,

APPLICATION FOR INCORPORATION OF
LYNDHURST TOWNSHIP IN THE MUNICIPALITY
OF JOHANNESBURG.

We have pleasure in submitting herewith, as agreed at a meeting in December 1963 between officials from Johannesburg and representatives of Glenhazel and adjoining areas, a petition from the residents of Lyndhurst, together with a supporting statement.

Due to the fact that the petition was circulated during the school holiday period, it was not possible to visit every resident; an approximate breakdown is indicated below:-

Name of Member Canvassing	Number of Residents			
	(a) Supporting Petition	(b) Against Petition	(c) Don't know	(d) Absent from home
S.D. Marshall	10	Nil	Nil	4
P.J. Missing	10	Nil	1	2
McCoomb	23	Nil	Nil	4
Goode	20	1	Nil	10
Evans	22	Nil	Nil	2
Wittstock	28	Nil	1	3
E. Hes	10	1	Nil	3
Higley	25	Nil	1	2
<u>TOTAL:</u>	148	2	3	30

The petition is representative of the opinion of approximately 84% of the residents of Lyndhurst.

Hoping this petition will receive your favourable consideration.

Yours faithfully,

(sgd.) J.M. Herd,
Secretary.

COPY/KR

M E M O R A N D U M.

APPLICATION BY LYNDHURST FOR INCORPORATION
IN THE MUNICIPALITY OF JOHANNESBURG.

This memorandum is intended to be read in conjunction with the joint memorandum submitted by Glenhazel. That memorandum has been discussed with Lyndhurst representatives and the reasons set out in it as to what has motivated this petition are endorsed by Lyndhurst as well as the request that, if incorporated by Johannesburg, the residents of Lyndhurst be treated as citizens of Johannesburg.

It is understood that your officials are in possession of all the facts about Lyndhurst and this will not be repeated other than to say that over the last number of years there has been considerable development in this area changing a semi-rural area into an urbanised community which can no longer be administered effectively by remote control from Pretoria and its widely spread sub-area offices. The natural development is either incorporation in Johannesburg or the establishment of an independent local authority. The residents of Lyndhurst have indicated in the attached petition that they wish to be incorporated into Johannesburg and this petition is accordingly submitted to you.

If the municipal area is to be extended it is submitted that the boundary be not drawn south of Lyndhurst but should actually include Lyndhurst. There is no natural boundary between Sunningdale and Glenhazel and Lyndhurst itself. There are roads common to Sunningdale and Lyndhurst and a boundary drawn between these townships would have the effect of having next door neighbours in the same street and on the same side of the street living in different municipalities. There would also be complications such as stormwater being concentrated and released onto a lower lying area without the overall control necessary in such a situation and the sewer reticulation of the area feeds through the Lyndhurst area.

Short of incorporating the whole north-eastern area to the Jukskei River which is a natural boundary it is submitted that Lyndhurst offers a reasonable natural boundary in the area. The Johannesburg-Pretoria Road running through Lyndhurst is a main road carrying traffic to and from

Johannesburg/

Johannesburg which has been established, by a road count, to be 95% through traffic. Lyndhurst ends on the Pretoria Road and in respect of Johannesburg Road there is one row of stands that are actually to the north of the road. It is suggested that this line would form a suitable boundary. There is a complication in that a small portion of the Johannesburg Road is in Kew Township but no doubt the aid of the Provincial authorities could be sought to rectify that anomaly as the importance of the road warrants inclusion in Johannesburg or being proclaimed a Provincial Road. This road is the main thoroughfare for traffic emanating in the Johannesburg municipal area having Rosebank as its centre for travel to and from Jan Smuts Aerodrome, Isando Industrial Township, Bedford View, Modderfontein, Edenvale, Kempton Park and further afield the Game Reserve and Lourenco Marques.

In conclusion it will be noted from the attached petition that Lyndhurst is a dormitory township for many people who work in Johannesburg. Only 2 residents were against incorporation and 3 were undecided. 30 Residents were away on holiday or could not be found after successive visits to their houses. Should you require it an approach can be made after the school holidays to ascertain the views of the residents who were absent. The petition has been taken to the residents of Lyndhurst and not confined to members of the Ratepayers Association.

In canvassing the residents no promises were made as to what would happen if Johannesburg incorporated Lyndhurst but questions were asked about comparable conditions in Johannesburg. The petition reflects a request by approximately 84% of all residents to be incorporated in Johannesburg.

Stad
Johannesburg



City of
Johannesburg

STADSINGENIEURSAFDELING
CITY ENGINEER'S DEPARTMENT

TOWN CLERK'S DEPARTMENT	
DATE:	30-6-1965
Regd. No.	70/3/1
Date Ack.	

B. L. LOFFELL
Stadsingenieur
City Engineer

Spreek asseblief / Please ask for

Posbus/P.O. Box 4323
Telefoon/Phone 341774
336-F111

Verwno.
Ref. No. L/2/23.....

Mnr./Mr. Jammy.....

Kamer/Room 414

29 JUN 1965

THE TOWN CLERK.

MEMORANDUM ON THE EXTENSION OF THE
JOHANNESBURG MUNICIPAL BOUNDARY.

In 1946 a departmental sub-committee was formed to report on "The Ultimate Size of Johannesburg as a Political and Economic Unit" and in a report dated January 1949 to the Departmental Committee it was recommended "that the Town Planning Committee be informed that it is considered that Johannesburg has reached its maximum size as a political and economic unit and that its present boundaries should therefore not be extended by the incorporation of any additional areas". The Council's Regional Planning Consultant at that time (Col. Bowling) who was a member of the sub-committee, in referring to the areas north of Johannesburg, stated that "this area was largely rural in character and he thought the question of incorporation was largely one of drainage and finance". Since then the only incorporations into the municipal area which have to any extent affected the municipal boundary are those of Waterval 60 in the west and the township of Bosmont in the south-west.

The area comprising the whole of the Northern Regional Town Planning Scheme was, until the establishment of Randburg as a separate local authority, under the control of the Peri-Urban Areas Health Board, which still has jurisdiction over all the remainder of the area.

This area is again divided into sub-areas - the North-Eastern Areas, the Northern Areas, and the North-Western Areas, each controlled in respect of certain matters by a Local Committee appointed by the residents and responsible to the Peri-Urban Areas Board.

In 1963(?) the townships of Kew and Wynberg applied to the Hon. the Administrator for the establishment of the North-Eastern Areas as a separate local authority. This application was subsequently withdrawn, but in the meantime the township of Glenhazel - one of the townships in the north-eastern areas - applied to Johannesburg for incorporation into the municipal area. This was investigated and a report was submitted in which it was stated that the investigations showed quite clearly that any consideration of this matter would have to take into account also the possible incorporation of a number of adjacent highly developed townships lying to the east and south of Glenhazel.

/ Accordingly

Accordingly, a report was submitted to the Technical Committee (9th September 1963) when it was resolved "that consideration of this matter be held over to enable a sub-committee of officials of various departments to receive a deputation of representatives of the Associations (of townships) concerned to discuss the possibility of Glenhazel and the adjoining townships being incorporated into the Municipal area of Johannesburg and to report back to the Technical Committee in due course".

This sub-committee duly met the representatives of the townships concerned who were joined by a representative of Lyndhurst. Following this, two petitions praying for incorporation of all these townships into the Johannesburg Municipal area were received. This was reported to the Works and Traffic Committee and the Management Committee which at its meeting on the 11th May 1964, resolved:-

- "(a) That the Director of Local Government
" be asked to advise the Town Clerk of
" any appointment of a Commission or
" Commissioner to investigate the appli-
" cations referred to in the report;
"
- "(b) That after receipt of comments from
" other departments and after the full
" implications of incorporation have
" been investigated, a further report
" be submitted to this Committee;
"
- "(c) That the representatives of the various
" associations concerned be advised of the
" action taken."

In reply to the Town Clerk's action under (a) of the above resolution the Director of Local Government in a letter dated 16th July 1964, stated "..... that the Local Government Advisory Board is at present investigating certain functions of the Peri-Urban Areas Health Board."

"In all probability the Advisory Board will grant members of the public an opportunity to give evidence before it when the matter concerning the above local area committee is being investigated, and in such event arrangements will be made to advise you in good time of the date, time, and venue of the enquiry."

Investigations under item (b) of the resolution were being carried out when it was learned from the "Local Government Review" (though no official advice had been received by the Council) that the North-Western Local Areas Committee had applied for the establishment of its area as a separate local authority, and reference had also been made in the local press to the move by the Northern Areas Local Committee for the establishment of its area as a separate local authority. It was also known at that time that both Bedfordview and Edenvale had submitted applications for the extension of their respective boundaries by the incorporation of fairly large portions of the north-eastern region.

The position of these peri-urban areas has changed very considerably since 1949 when Col. Bowling stated that the question of incorporation was largely one of drainage and finance. With the establishment of the Johannesburg Northern Sewage Purification Works the whole of the northern region can, in time, be provided with adequate and proper sanitation, the Peri-Urban Areas has provided a large diameter trunk water main to serve the area; and an electricity supply to most of the area has been provided by either Escom or the Johannesburg Electricity Department. Consequently, intensive development has taken place since these services were provided and many of the townships are practically fully developed. This development, however, has taken place and is still doing so without any regard to an over-all plan. As Mr. Jordan has stated in his paper "The Future of the Peri-Urban Areas":-

"The modern trend towards urbanisation is generally accompanied by increasing suburbanisation Such suburbanisation takes place especially in unincorporated fringe areas adjacent to but not legally part of existing municipalities, and often results in inadequate drainage, sewers and sanitation, deficient water supplies, low standard streets, and other significant weaknesses in such matters as fire protection, health, public transport, building regulations and town planning."

Therein lies the danger of having a ^{series} of separate local authorities on the fringe of the city, each concerned with its own affairs and development without any regard to its neighbours or the major city. The majority of the densely developed peri-urban townships are in fact dormitory suburbs of the city. They have, till now, had no shopping facilities of their own, no amenities, parks or recreation grounds and thus add to the traffic congestion on the major roads of entry and exit to and from the city.

There has recently developed an increasing tendency to establish shopping centres, but very haphazardly without proper surveys and with complete disregard of any other centre. There is also an alarming increase in the applications for conversion of low density areas to high density areas, which of course, aggravates the problems already evident. The need, therefore, for a controlling authority to plan, direct and control the area on an over-all basis is becoming more and more evident and urgent. Johannesburg as the focal point suffers most from the lack of such overall control and piece-meal bad planning, and this being so, it was considered that it should press for the incorporation of the whole of the northern region. Consequently, a highly confidential report with a recommendation for the incorporation of the whole northern region was submitted to the Management Committee at its meeting on the 9th November 1964.

The City Engineer and the Chief Land Surveyor and Town Planner subsequently went to Pretoria to discuss this matter with the Provincial authorities, but were told to leave the matter in abeyance as this subject was being investigated by the Province. The Chief Regional and Town Planner of the Province later sent one of his officials to obtain details of all the services, transport routes, consumptions of water and electricity etc. in the area.

/ Thus

Thus the matter rests.

W. H. Hall
ACTING CITY ENGINEER.

CLS & TP/JIJ/BvH.

CITY ENGINEER'S DEPARTMENT.

EXTENSION OF JOHANNESBURG MUNICIPAL BOUNDARY.

In the post-war period, the Council has on several occasions considered the implications of extending the municipal boundary and, except for minor adjustments, has decided against any major extension.

Developments that are either taking place or are projected in the areas to the north of Johannesburg, however, require further consideration to be given to this question as a matter of urgency. The same problem does not exist to the south. The developments causing concern relate to proposals to create high density residential areas and to create several new local authorities.

In 1946 a departmental sub-committee was formed to report on "The Ultimate Size of Johannesburg as a Political and Economic Unit", and in a report dated January 1949 to the Departmental Committee, it was recommended "that the Town Planning Committee be informed that it is considered that Johannesburg has reached its maximum size as a political and economic unit and that its present boundaries should, therefore, not be extended by the incorporation of any additional areas". The Council's Regional Planning Consultant at that time (Col. Bowling) who was a member of the sub-committee, in referring to the areas north of Johannesburg stated that "this area was still largely rural in character and he thought the question of incorporation was largely one of drainage and finance".

Subsequent investigations into specific areas such as Bedfordview, Kew, Lyndhurst and certain suburbs to the south, resulted in the same conclusions that the financial considerations did not warrant the incorporation. It must be appreciated that in that period the Council's finances were being fully used to provide services within the municipal area and it is only recently that the sewer reticulation scheme was completed.

In 1956 the General Purposes Committee in its report to Council on the 26th June 1956, considered that a comprehensive investigation should be instituted into the metropolitan region centring on Johannesburg. It was suggested that the terms of reference might be worded as follows:-

"To/...

"To enquire into the constitutional, administrative and financial problems of local government arising and likely to arise from the development of Johannesburg as the centre of a growing metropolitan region and to make recommendations thereon".

Dr. Green was employed to undertake this task and he subsequently produced his comprehensive and detailed report covering an extensive metropolitan region stretching east, west, south and north of Johannesburg. Unfortunately he left the Council's service before his final report had been completed.

It is not intended at this stage to deal with the concept of a large metropolitan region, but to deal with the immediate problem to the north of Johannesburg.

As has already been stated, the investigations conducted in the decade following the cessation of hostilities led to negative conclusions based almost entirely on financial factors. Essential services in the form of a reticulated sewerage system, adequate water and electrical reticulation and constructed roads were not available. Since then, however, the provision by the Council of the New Northern Sewage Purification Works and the main outfall sewers has enabled a progressive reticulation programme to be undertaken by the Peri-Urban Areas Health Board and Randburg. Escom and the Council in their respective areas of supply, have brought electrical reticulation to all developed and developing areas, and the Rand Water Board has transformed the problems of water reticulation. New arterial roads have been established and constructed and many local roads have been tarmacadamised extensively.

Services which require augmenting in the area include fire protection, health and transport services, educational and recreational facilities and, above all, town planning control linked to that in adjoining areas and in the city.

Arising from requests from the residents of suburbs in the north-eastern peri-urban area of Johannesburg, investigations were recently conducted by the City Engineer's Department into the implications of the absorption of these areas into the municipal area. Extensive development of houses and services of a high standard were revealed and it was considered that incorporation would prove to be a reasonable financial proposition within a short period.

The factors/...

The factors that were overlooked in the previous investigations and which have become apparent only in recent years are those of town and traffic planning and transport. Developments in and outside Johannesburg have reached the proportions at which an immediate and co-ordinated plan must be produced to control development and the movement of vehicles and people.

Proposals to create a number of local authorities, which organisations will take years to appreciate the problems of planning in all its forms and the need to co-operate with other authorities, can only be viewed with misgiving. Joint Planning Committees on the lines of the Cape Town Joint Committee could possibly prove of value, but time may have run out before such a Committee can get down to positive work. Planning through Joint Committees on a basis of voluntary adherence to overall plans is in any case seldom effective or clashes of interest between the parochial and metropolitan minded planners inevitably leads to series of conflicts.

Johannesburg as the focal point must suffer from any bad planning on its boundaries. It has the experience, background and the will to tackle the problems on its boundaries and it is considered that like Pretoria, it should press for the incorporation of the whole of the area formerly the Johannesburg Northern Region (including Randburg), into a "Greater Johannesburg".

It is my intention to recommend to the Technical Committee that application be made to the Hon. the Administrator for incorporation into the Johannesburg Municipal Area of the entire area covered by the former Northern Regional Town Planning Scheme, as shown on the plan ... laid on the table, but it is felt that it would be advisable for the Management Committee to discuss the matter before submission to the Technical Committee.

FOR DISCUSSION.

(C.E.168/64)

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