

PUT MORE INTO LIFE THAN YOU EXPECT TO TAKE OUT

BIOGRAPHY OF

PATRICK LEWIS

I N D E X

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Dr. Patrick Lewis was first elected as a Councillor of the Johannesburg City Council in May 1957. In February 1958, he was elected Chairman of the Council's Non European Affairs Committee, which office he filled until his election as Mayor in March 1969. In 1961, he became a member of the Management Committee and, after serving as Vice Chairman, was appointed Chairman during 1970/72 - his last two years as a Councillor. On medical advice, he did not seek re-election to the Council, and retired from it at the end of February 1972.

He thereupon donated his large collection of papers, documents and memoranda (collected during his period as a Councillor) to the University of the Witwatersrand. This collection comprises 130 speeches, 20 scrapbooks of press clippings, photographs and printed items, and some 700 miscellaneous documents, mainly reports, memoranda and notes.

In order to assist persons who would like to make use of the information contained in these files, Mrs. Naomi Musiker was asked to research and highlight the important aspects giving reference to sources.

Patrick Lewis had, since 1937, been active in race relations matters through his membership of the Joint Council of Europeans and Africans, and then as Treasurer of the S.A. Institute of Race Relations, of which he was elected a Life Member in 1953.

The contacts then established and his professional training as a Chartered Accountant were a driving force in his subsequent role in City Council affairs. He played a leading part in Johannesburg City Council's acceptance of responsibility for the well being of inhabitants of Soweto.

The tragic decision of the National Party leadership in creating the Administration Boards and divesting local authorities of control, is highlighted in evidence given to the Cillie and Riekert Commissions.

Patrick Lewis's work was recognised by Wits University who conferred on him an Honorary Degree of Doctor of Laws in 1970, and by the Johannesburg City Council who elected him a Freeman of the City in 1973.

In addition to the summary of the highlights of the documents, additional biographical information has been given.

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CHAPTER ONE

HOW IT ALL BEGAN -

Early days at Kensington In his reminiscences Patrick Lewis recalls that on matriculating from Jeppe High school for Boys in 1928 he thought he would like to be a missionary. He had been greatly influenced by his attendance at the Kensington Methodist Church. For a few years he had taught at a Sunday School for Blacks at Spes Bona School in Wolhuter. A book entitled 'Mary Slessor of Zanzibar' is still remembered. Patrick's father felt he should first be trained in some other activity.

Family origins His childhood dream was not really unusual, in relation to his family background and antecedents. He was born on the 12th December, 1910, the third of five sons. His grandfather, John Stakesby Lewis, came to Cape Town in 1855 and later settled in Robertson. He married Isabella Thorne. Eight children were born of the marriage. Stakesby Lewis, the father of Patrick was the fourth son being born in 1870.

Temperance background John Stakesby was an ardent member of the Good Templar Order and wished his children to follow his example. In 1891, three years after the death of Isabella, John Stakesby married Henrietta Schreiner, a deeply religious, strongminded and energetic woman. After their marriage Henrietta persuaded her husband to hyphenate their name and thereafter they were known as Stakesby-Lewis. She reinforced her husband's devotion to the Temperance cause and undertook the rehabilitation of alcoholics at a home for inebriates at Highlands, Cape Town. Henrietta had a special regard for her stepson, Stakesby and profoundly influenced his attitude in regard to the evils of strong drink. Henrietta was an ardent leader of the True Templars and at the time of her death in 1912 she was the Grand True Templar of the Western Grand Temple of the International Order of True Templars.

Father's marriage to Grace Jane Gaynor My father, Stakesby Lewis left Cape Town in 1890 and settled in Johannesburg, where he married an Irish emigrant from Tipperary, Grace Jane Gaynor in 1897. Of her, Patrick Lewis has written:-

"She was a kindly soul and soft spoken. You could always recognise that she hailed from Ireland. She was rarely provoked to anger, although she often had cause. She was hospitable and friendly. People were invited to meals with us. There was always room for one more. No fuss was made ..." 1.

At the time of Patrick's birth, the family was living in Jellicoe Avenue, Melrose, Johannesburg. Four of the family of five sons were born there; John Stakesby in 1906, Esmond Gaynor in 1908, followed by Patrick in 1910 and Digby in 1913. Stakesby was employed as an accountant by the firm of Arnot & Gibson, wholesale

distributors of softgoods, who represented Scottish merchants.

Patrick christened Robert Brian

An interesting fact is that Patrick was baptised Robert Brian Lewis. However, from childhood onwards, he was affectionately nicknamed "Paddy". Eventually, he decided before he became 21 to add the name "Patrick" legally to his birth certificate because his two "official" names were never used.

Extended family

The boys grew up in a happy extended family atmosphere, as their maternal grandmother, Elizabeth Caroline Gaynor and aunt, Caroline Susan Gaynor (Aunty Peg), joined the household in 1914. Patrick was to recall his grandmother with affection, as a motherly soul, with a lovely Irish brogue.

Move from Melrose to Machadodorp

It came as an unpleasant shock to the family, when Stakesby Lewis decided in 1914 to sell the comfortable house in Melrose and purchase a farm called Schoonspruit, twelve miles from Machadodorp. This move involved breaking up the family, as Stakesby continued his employment with Arnot and Gibson and lodged with his sister-in-law, Lucy Tarboton in Troyeville. Grace Lewis was desperately unhappy at the proposed move to the farm but her protests were of no avail.

Unhappy period at Schoonspruit

Life at Schoonspruit was primitive and uncomfortable and the children were able to see their father only at irregular intervals. The farm as a business venture was doomed from the start due to poor soil and dishonest managers and lack of capital. A further traumatic event was the death of a newborn infant son. The Anglican priest refused to conduct the burial service because the child had not been baptised. The Dutch Reformed Minister showed greater compassion. This incident caused great unhappiness and affected Stakesby's attitude towards the Church of the Province.

At school at Jeppe Prep

Despite these hardships, Stakesby continued to persevere until 1918, when the farm was sold. By this time, the three eldest boys were at Jeppe Preparatory School, boarding with Aunt Lucy Tarboton in Troyeville, as was their father.

Father starts on his own

In 1918, Stakesby Lewis suffered another disappointment when he lost his position with Arnot & Gibson, who had moved to Cape Town. He managed to obtain the agency for the London Shippers, J.A. Ewing & Co. Ltd. and he also set up independently as an accountant and agent. He had to struggle desperately to make ends meet as he had to support a large family. The youngest son, Graeme, was born in 1919.

The family lived in rented accommodation in Princes Street, Troyeville and subsequently at 3 Pretoria Street in the same suburb. A charming photograph, taken at

Gaynor
brothers
meet

this period in Troyeville Park, shows Patrick as a boy of eight, surrounded by members of his mother's family. They were celebrating the visit of his youngest uncle, Eric Gaynor, a naval officer who had for the first time been introduced to the eldest uncle, John. They had never met before because John had emigrated to South Africa from Ireland before Eric was born.

Move to
Kensington

In 1920, Stakesby Lewis purchased a block of stands at 24 Milner Crescent, Kensington and built a house opposite Rhodes Park. The area at that time was undeveloped and surrounded by veld. The dam, or lake as it was known, was later constructed to provide unemployment for ex-servicemen. The house was called 'Ar-Dri'!

School days

A new, happier period began for the boys. Patrick recalls swimming in the dam, as the first swimming baths had not yet been erected at the Park. In his matric year Patrick was made a prefect of Impala House, played full back in the first soccer team and captained the third eleven cricket team, where he was known as a slogger.

Regard for
teachers

His robust energy and forceful personality enabled him to enjoy his school days and gave him a great respect for the teaching profession: the quality of the Masters at Jeppe High was of a calibre to be admired.

Perhaps regard for teachers emerges most strongly in the speech entitled "A talk to schoolchildren", which Patrick compiled later in life. In this speech, Patrick discusses the qualities he admires in two of his heroes, Dr. Edward Wilson, a consumptive who accompanied Robert Falcon Scott on his last expedition to the Antarctic, and James Rose-Innes, first Superintendent-General of Education at the Cape.

Patrick mentions Wilson's

"unshakeable faith in God and his utter belief that everything he did ... was in the service of God and was planned by Him.

He did not need to be in a church to be with God. His spirit was such that God was with him everywhere ... in everything he saw and did, big and small, in every tiny bird or beastie he held in his hands"

In describing Rose-Innes, Patrick elevates him to a select band of those who

"have a job to do, not a specially exciting job, but who put their heart and soul into it, not because of the reward but because the job is important for the welfare or happiness of others, and has to be done

and the quality of their work is such that nothing but the best will do" 2.

Kensington
Methodist
links

At the Kensington Methodist Church, which the family attended, he was greatly impressed by the achievements of the Rev. E.E. Carter, who was in charge of Methodist work among the native people on the Reef. Sunday schools had been started for native children and the Rev. Carter's daughter, Kathleen and Patrick were asked to teach at the Spes Bona Sunday School, which was in Wolhuter. This was in 1927 or 1928, before the native people had been moved out of the area. Due to his youth and inexperience, Patrick encountered many communication difficulties in this work, but it provided valuable early contact with the community to whom he was to devote much of his efforts. He attended many functions of the combined Sunday School Teachers and formed a friendship with the Rev. Carter's assistant, the Rev. E.W. Grant.

Father
becomes
C.A.(S.A.)

The financial position at home was not flush. Stakesby Lewis was very active in the South African Temperance Alliance. He was a prohibitionist and wished to devote more time to the temperance cause. In order to free himself from involvement in business affairs he entered into a partnership agreement with a Mr. George Foster C.A. (S.A.) in 1922. This partnership was a failure and ended in 1925. Stakesby Lewis' financial affairs had a set back. Fortunately, in 1927, on the basis of the recommendations of the Pearse Commission, Stakesby was considered sufficiently experienced to be admitted as a member of the Transvaal Society of Accountants as a Chartered Accountant of South Africa.

P.L.
articled
clerk

In 1929, Patrick became the first articled clerk in his father's firm. He attended part-time lectures at the university of the Witwatersrand, and qualified as an accountant in 1933.

Wider
experience

The audit/accountancy practice was small and fees, at their highest in 1933, never exceeded £454. The principal activity lay in the promotion of the Ewings' agency.

Patrick was restless and very much aware of his lack of experience, which he felt could only be obtained in a larger firm.

He worked for a while with a firm of accountants known as G.K. Tucker & Wilson and later joined the staff of the United Building Society as a clerk in the loans department at a salary of £25 a month.

Father
ageing

It became increasingly clear to him however, that his Father desperately needed assistance. Stakesby was sixty-five years of age and despite poor health had spent considerable time campaigning for funds for the

temperance cause. Patrick describes him as

Father's
character

"a man of great integrity. His word was his bond ... The accumulation of wealth had never been a major objective. He had built up a clientele who trusted him implicitly. He had worked hard because of his family commitments but his soul burned to alert people to what he considered the evils of liquor ... Strong drink should be outlawed ... He went to extremes"
3.

P.L.
becomes
partner

In January 1935, Patrick rejoined his father. He became junior partner in a firm which they called Stakesby Lewis and Lewis. Stakesby concentrated on the shipping agency. Patrick endeavoured to develop the accountancy practice.

Death of
father
in 1951

Between 1936 and 1945, Stakesby distributed many pamphlets on the evils of liquor and corresponded regularly with the press. After retiring from the practice, he lived quietly with his wife and sister-in-law at 17 Rosebank Road, Dunkeld. He died in 1951 at the age of 81. Tribute was paid to him by the Temperance Alliance journal. A year later, Grace Jane Lewis died in her sleep of a heart attack.

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CHAPTER TWO

MARRIAGE AND PARTNERSHIP DEVELOPMENT

- Marriage to Doris Grant In 1936 Patrick married Doris Grant, the daughter of James and Lilian Grant, a Scottish merchant who had come to the Reef in 1902 to represent J. & C. Murray of Glasgow, suppliers of mining material.
- Before her marriage, Doris had studied drama and speech training at the studio of Irene Holloway. She also worked as a bookkeeper in her father's office.
- Various abodes They first lived in a flat at Gainsborough Mansions in Hillbrow. In 1937 they travelled overseas.
- Their first home was at 10 Cotswold Drive, Saxonwold. Later, they moved to 25 Erlswold Way, in the same suburb. They had three sons, Brian, Ian and Duncan.
- Patrick became a member of the Saxonwold Primary School Committee, which his sons attended and was elected Treasurer. Both parents become involved on the committee of the Rosebank Boy Scout Association, when Brian was old enough to become a Cub.
- Doris joins Toc H The Lewis family offered hospitality during the war years to servicemen who approached Toc H, at the old Athaeneum Club for weekend accommodation. Later this led to Doris' involvement in the Toc H movement. The Ellison Branch undertook the rehabilitation of patients in the Rietfontein TB Hospital, through occupational therapy. Doris acted as purchaser and bookkeeper and devoted considerable time for 25 years.
- Partnership developments The firm of Stakesby Lewis and Lewis extended its practice steadily. Patrick concentrated on the secretarial and trust side of the business. Partners were taken into the firm to assist with the auditing. The first partners were Ron Meeser and Felix Sutherland who left at the end of World War II. George Moir and Graeme Lewis were admitted in 1946 and 1950 respectively.
- In addition, Patrick became interested in a property investment venture, which commenced in February 1937, when three associates, all Old Edwardians, Harold van Santen, Fred Hossack and Les Douglas formed the company, Land Exploits (Pty.) Ltd., to invest in property.
- Land Exploits (Pty.) Ltd. The secretariship of Land Exploits (Pty.) Ltd. was in later years to be a major factor in the development of the partnership practice as it was to involve not only secretarial and accounting duties but also creative functions such as searching out and assessment of property investments, the creation of townships and shopping centres. In the brochure prepared celebrating the 50th anniversary of the formation of Land Exploits

(Pty.) Ltd. and its now parent company, Land and Townships Limited, Harold van Santen, the Chairman, said of Patrick Lewis:

"He has a nose for property and was responsible for most of the acquisitions made."

One of the investments made by Land and Townships Limited, which was to have a profound affect in the life of Patrick Lewis was the purchase of shares in Sabey Timbers (Pty.) Ltd. a forestry company in the Barberton area.

Interests in
Eastern
Transvaal

Patrick made his first contact with an area of the Eastern Transvaal which he was to appreciate deeply and which was to play an important role in the future of the entire family, as will be shown in a later chapter.

CHAPTER THREE

A RESCUE AT SEA 1.

It was through his association with Glens (Pty.) Ltd. that Patrick was involved in a dramatic incident which captured world head-lines for many weeks. 2.

Philco
Convention

In September 1947, Ross Glen and Patrick Lewis visited the annual Radio Manufacturers' Exhibition in England, prior to attending the Philco Corporation three-day conference in Atlantic City, New Jersey. It was here that dealers were expected to examine new models and place orders for the following year. Lewis accompanied Ross Glen in order to help with the financial aspects of the commitments.

Seats booked
on Bermuda
Sky Queen

After completing their business in London, the two men discovered that their transatlantic flight to the United States had been cancelled, due to a pilots' strike. In desperation, they managed to obtain seats on a chartered sea plane, the Bermuda Sky Queen, which belonged to American International Airlines and was under charter to Air Liaison Ltd. of London. The sea plane took off from Foynes, Eire on Monday 13th October and was due to land at Gander, Newfoundland, some seventeen hours later. It was designed to carry 60 passengers, but on this flight its load had been increased to 69. The pilot, Captain Charles Martin was an experienced aviator but he had never before made a transatlantic flight until he flew the plane from Bermuda to Poole in Dorset.

The plane left Foynes at 3.30 p.m., and encountered heavy head-winds most of the way out from Shannon. In mid-Atlantic the sea plane passed over the United States Coast Guard Cutter 'Bibb', which served as a weather-station and was code-named Station Charlie.

Short of
fuel

At 5 a.m., two-and-a-half hours later, the overcast sky cleared, and the pilot was able to obtain a celestial fix which showed that his position was behind dead reckoning. Fuel supply was dwindling and there was no hope of reaching Newfoundland. Captain Martin decided to turn back towards the 'Bibb'. He sent out distress calls which were picked up on both sides of the Atlantic and also by a Trans-Canada Airlines passenger plane, 24 miles from the 'Bibb'.

Story as
told by
Bibb's
captain

The Trans-Canada plane helped to relay messages and guide the sea plane to the weather ship which located the Boeing craft by radar.

Captain Martin landed in heavy seas, 825 miles east of Newfoundland and taxied 3 miles to reach the coast guard cutter. The 'Bibb' was under the command of Captain Paul B. Cronk, who ordered his men to man the rescue stations. Captain Martin attempted to manouevre the sea plane close enough to the cutter for a tow line to be

attached. Unfortunately, the Bermuda Sky Queen got caught in the back eddy at the lee of the cutter and collided with the side of the ship. This caused damage to the left wingtip and nose of the sea plane. Eventually, the sea plane and the cutter drifted apart and the 'Bibb' released an oil slick to attempt to calm the waves.

Passengers' discomfort

Within the sea plane, the passengers and crew were in the utmost discomfort. The plane was over-crowded and the passengers had not been told immediately of the desperate situation. They had been surprised on Monday morning to find themselves heading in the wrong direction. At 8 a.m., when they sighted the Coast Guard 'Bibb', they had been ordered to put on life-saving jackets and fasten safety belts in preparation for an emergency landing. No reasons were given.

Merchant seamen help

The sea plane landed clumsily on the billowing waves. Everyone, including the crew, became violently sea-sick as the plane lurched and rolled. Fortunately, there were nine merchant seamen among the passengers, who remained calm and unaffected by the situation. They took control of the passengers, attended to the children and the sea-sick victims and prevented an outbreak of panic on board. Among the hardships which the passengers had to endure was the absence of food and drinking water.

Rough seas foil rescue

For ten hours the rough seas foiled all attempts at rescue. Late on Tuesday afternoon, the waves had subsided sufficiently to allow three of the merchant seamen to escape from the sea plane and reach the 'Bibb' in a rubber dinghy. This feat was accomplished with great difficulty and it was then decided to rescue the remainder of the passengers by towing a raft from the cutter to the plane and mooring it there as a loading platform. The motor surf-boat would then be used to take the passengers to the 'Bibb'.

First passenger rescued

At 5.30 p.m. the first passengers began leaving the plane by leaping onto the raft and then transferring onto the surf-boat. From there they were taken alongside the cutter's landing nets and hauled on board by lines secured under their arms. On the first trip, seven passengers were rescued, including an 18 month old baby and two children. At 6.10 p.m. a group of ten were hauled up, followed by a second group, half-an-hour later. On board the plane, the six remaining merchant seamen worked desperately to evacuate the passengers from the doomed plane. Each time the swell of the ocean raised the raft on a level with the plane, the seamen would push a passenger onto the raft.

The fourth trip of the large surf-boat at 9 p.m. was the most perilous and almost resulted in disaster. The raft was cast adrift with 16 passengers, the line broke and

the lifeboat and raft became swamped. The lifeboat began breaking up and the cutter was forced to drift in to retrieve the passengers and crew.

Rescue abandoned

A pulling boat was sent out from the coastguard ship to pass the raft painter to the plane with a shoulder gun. Rescue operations were abandoned until the next day.

Final rescue

By 6.45 a.m. on Wednesday, the wind had dropped considerably. The captain's gig was lowered and eight passengers were rescued. On its second journey, the gig got near enough to the raft to take off two passengers before it developed engine trouble and drifted away. A pulling boat was launched and rescued six more. The last two passengers were rescued on the final trip.

Glen and Lewis safe

Lewis and Glen were on the second-last rescue boat. In common with the other passengers, they had lost all their belongings. Operations were completed at 10.30 a.m., a little over 24 hours from the time Captain Martin had landed in the sea.

Flyingboat destroyed

The Bermuda Sky Queen was destroyed by setting it on fire as it was considered a danger to shipping. No attempt was made to rescue luggage. The Bibb waited until another relieving weather station ship arrived and they set off for Boston harbour. The rescued passengers made themselves as comfortable as possible in the cutter's lounge.

The article in the Readers' Digest was written by the Commander of the Bibb. The passengers were unaware of what was going on on the coast guard cutter and vice versa the Bibb knew little of how the passengers were faring.

The passengers' view

Ross Glen and I had left South Africa to attend a Philco convention which was being held at Atlantic City. We were desperate to get to the convention on time. When we boarded the plane at Poole harbour we realised we were in for an uncomfortable passage as the seats on the plane were not the usual tip back seats but the set-up was two fixed half backed seats, a table and two seats the other side of the table. The plane's normal use was to fly trippers from Baltimore to Bermuda - a relatively short flight. After leaving Foynes and after the evening meal we made plans for the long night ahead. The seats gave no chance for rest. Patrick Lewis stretched out on the floor. In the morning we realised something was amiss. We should be flying west but the sun was in front of us. Soon after members of the crew appeared advising the passengers to don their life-jackets as the plan was to make a forced landing on the sea next to a coastguard cutter. There were naturally murmurs of apprehension and despair. As the plane circled we could see through the windows the speck down below which we took to be the coastguard cutter.

Discomfort
on plane

A bumpy landing was made. Ross and I felt apprehensive for the sake of our families. Why had we got ourselves in to this scrape? From first seeing the plane at Poole we had sensed that all was not well. What alternative had we to get to the Philco convention on time? Anyway we were in a flying boat! A landing had been made - the rescue ship was at hand. Then nothing happened except with every rise and fall of the huge rollers the sea-plane went up and down. In no time seasickness became the order of the day. Luckily a group of passengers were American seamen. The aircrew were not around and Scotty and the other sailors did what they could to help the distressed passengers. But be calm - rescue is at hand. Hour after hour went by - nothing but the rise and fall of the plane took place. Seasickness made one feel one could not continue. But what of our wives and our young children - how had we got ourselves into this scrape? At last there is something taking place - what is it? The seamen feeling desperate that the coastguard cutter was not doing its job had determined to bring home the desperate state of the passengers to the Bibb commander. On the seaplane they had located and inflated a rubber dinghy and three of them volunteered to make the hazardous crossing from the seaplane to the coastguard cutter. The seas were rough. Later we heard the Bibb had launched a motor boat which was swept away. Anyway these three brave men, one a negro, managed to safely make the crossing. After this things began to happen. In the Readers' Digest article Commander Cronk then states what happened

There was no food on board the plane as we were supposed to have breakfast at Gander. When you have been as sea-sick as we were food was not a consideration.

Relief
at last

Patrick Lewis and Ross Glen's relief when they set foot on the Bibb was tremendous - they would see their families again and be able to sustain them.

In later years when I felt that I was neglecting the family because of the time given to civic affairs the thought came - you might not have been here.

Arrival
in Boston

The coastguard cutter reached Boston on Sunday the 19th October amidst a fanfare of publicity. She came in with a broom tied to her mast in token of a clean sweep rescue. A variety of boats swarmed around her, whistling furiously. Thousands of people lined the waterfront.

Philco
Convention

On arrival at Boston, Lewis and Glen were met by Mr. George Thorsen, representing Philco and Dr. Esmond Lewis, Patrick's elder brother, who was in Boston at that time. They were notified that a plane was ready to take them to the convention at Atlantic City. After their harrowing experiences, they preferred to travel by train, a trip which took them first to New York City and

thence to Atlantic City via Philadelphia. Their return voyage to South Africa was made by boat.

They declared that their experience had not discouraged them from undertaking air travel, but in future they would choose only planes operated by established airlines.

Board of
Enquiry

A special board of enquiry was held into the incident. The plane was found to be overloaded and poorly equipped to face emergencies.

The crew of the Bibb, particularly Captain Cronk and Lieutenant Hall, the surfboat's coxswain, were hailed in the press as heroes. The rescued passengers also expressed their appreciation to the nine merchant seamen led by Patrick Quinn, who had organised operations on board the sea plane.

The effect of this adventure on Patrick Lewis was that he continued long after to feel as though he was living on borrowed time and that he must justify his rescue.

He recalled the incident twenty years later, when the same George Thorsen, who had welcomed him in Boston harbour, was in Johannesburg and attended Lewis' mayoral induction ceremony.

Bibliography

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CHAPTER FOUR

THE JOINT COUNCIL OF EUROPEANS AND AFRICANS

Patrick Lewis' early concern with the Sunday School movement for black people, was perpetuated in his membership of the Joint Council of Europeans and Africans, which was established in Johannesburg in 1921.

Of this organisation, J.W. Horton has written,

Joint
Council
formed in
1921

The Joint Council Movement, with its offshoot, the South African Institute of Race Relations, was probably the most important vehicle between the two World Wars for keeping alive and spreading the old ideal of a common South Africanism on a liberal basis, built up through joint action by all races working together." 1.

The Joint Council movement was founded by a commission of the Phelps-Stokes Foundation of America, sent to South Africa in 1921. The commission included the Rev. Thomas Jesse Jones and Dr. James Aggrey, (a negro), who had had experience of inter-racial councils in the American south. Dr. James Aggrey's great expression was that in playing the piano, the black and white keys were equally important, and it was only by playing both keys that one achieved harmony. Together they organised the existing "Native Welfare Societies", made up solely of whites who worked in African locations and absorbed these into inter-racial Joint Councils. 2.

The constitution of the Joint Councils provided for low subscription rates to encourage African participation. Admission was on the recommendation of the Executive, with final approval by its existing membership. As far as possible, membership had to be on an equal racial basis.

Founders

From the beginning the Councils suffered from a crippling shortage of funds. Work was time-consuming and performed on a voluntary basis. The chief inspiration for the Johannesburg Council came from Dr. Charles T. Loram, Chief Inspector of Native Education in Natal, Mr. J.D. Rheinallt Jones and Mr. Howard Pim of Johannesburg. Meetings were held at the Bantu Men's Social Centre, situated at the southern end of Eloff Street.

Members were drawn mainly from the clergy, university academics, lawyers, journalists, civil servants, municipal officials connected with native administration and a handful of business men and advisory board members.

The Councils received no financial support from their founders in America. Their extreme poverty and lack of co-ordination resulted in a limitation of their

Matters of concern

activities to amelioration of local black grievances, e.g. housing and development of municipal townships, pass law injustices, concern with the liquor laws, legal aid to indigents, wages and unemployment, lack of schools, nurses and doctors, infant mortality and delinquency.

Much of the success of the Councils' work depended on establishing good relations with the local authorities and in this they were largely successful.

Rheinallt Jones

In 1929, Rheinallt Jones made an attempt to co-ordinate the efforts of the various Councils by summoning a conference to set up an Inter-Racial Council covering the whole of South Africa.

Rheinallt Jones was one the most outstanding figures of the period. He was assistant Registrar at the University of the Witwatersrand. A practising Christian and a radically minded liberal, he devoted all his energies to the creation of social welfare benefits for Africans and did not hesitate to take a strong stand on questions of broad policy. An example of this is the way in which he organised public campaigns on important issues such as the 'Colour Bar' legislation of 1925 and 1926.

In this matter, he was not always in agreement with Dr. Loram who did not wish the Joint Council movement to become involved with political issues, partly because of his own position as an employee of the Natal provincial administration. Rheinallt Jones was a leader of the Pathfinder movement for native Boy Scouts.

Formation of S.A.I.R.R.

In 1929, the South African Institute of Race Relations was created with Dr. Loram as chairman, Mr. Howard Pim as hon. treasurer, and Mr. Rheinallt Jones secretary and adviser on Race Relations as from January 1930. This latter designation was changed to director in 1944.

The aims of the Institute, as expressed in its constitution, were -

Aims of S.A.I.R.R.

to work for peace, goodwill and practical co-operation between the various sections of the populations of South Africa and to initiate, support, assist and encourage investigations that may lead to greater knowledge and understanding of the racial groups and of the the relations that subsist or should subsist between them. 3.

The Institute was precluded from associating itself with any organised political party. The constitution provided for a governing Council consisting of ten Foundation or Life Members (later increased to fifteen), elected representatives of donor and ordinary members and representatives of each affiliated body. The

Council elected an executive committee.

Founder
members

The additional founder members of the Institute were Dr. Edgar Brookes, Prof. R.F. Alfred Hoernle, Leo Marquard, Maurice Webb and Prof D.D.T. Jabavu.

P.L. joins
Joint
Council
in 1937

In 1937, Patrick Lewis joined the Johannesburg Joint Council Movement and was later elected treasurer, and then chairman. He was involved in research into the housing situation in Orlando Township and in April 1941 reported on an official visit made to Atteridgeville by a deputation from the Joint Council, in order to compare Pretoria township houses with those being constructed by the Johannesburg Native Administration Department. He also described a child-care centre, home-training school, primary schools and sports grounds which he had inspected at Atteridgeville.

The Joint Council had made valuable contacts with officials of Johannesburg's Department of Native Affairs, for example, the manager, Graham Ballenden.

For a time Patrick Lewis represented the Johannesburg Joint Council on the Council of the Institute of Race Relations.

Joint
Council
activities

An estimation of the work of the Joint Council Movement reveals that it did not create fundamental change in South Africa or influence white opinion to any significant extent. Its most notable contribution was an improvement in social conditions for Africans through the establishment of facilities in townships. More important still was the way in which it promoted knowledge of conditions under which Africans lived. This factor is evident in the way in which its members were able to subsequently act intelligently and effectively in the field of social reform.

P.L. studies
Native
Revenue
Account

Mr. Julius Lewin lectured at Wits University on Bantu Law and Administration. Patrick felt he would benefit by studying this course and enrolled as a student early in 1939. Lewin knew that Patrick was a Chartered Accountant, and set him an exercise of studying the Johannesburg City's Native Revenue Account. Knowledge of this account is fundamental to the understanding of the financing of the Non-European Affairs Department. The study of this account proved of value later when the financing of the beerhalls and the distribution of the profits therefrom became the subject for the study by the Bantu Beer Profits Commission. Knowledge thus gained proved of value to Committees who gave evidence to this Commission. Owing to the outbreak of World War II these studies were interrupted in 1940.

In January 1941, Lewis became a member of the African Townships Committee, whose work was closely allied to

that of the Joint Council.

African
Townships
Committee

The circumstances leading to the formation of the African Townships Committee was a letter written by a Mr. H.A. Read a director of Rand Mines Ltd. to his parliamentary representative, J.H. Hofmeyr, criticising housing conditions in Orlando. Hofmeyr was a close friend of Rheinallt Jones through his links with Wits University and referred the letter to him. Rheinallt Jones responded by forming the Committee to press for better living conditions for the urban African population.

At its January 1941 meeting, the African Townships Committee decided to concentrate largely on Orlando Township but to also include Johannesburg municipal townships and

"native residential areas in the Native townships adjacent to Johannesburg." 4.

Represent-
atives on
A.T.C.

Representatives were drawn from as broad a spectrum of public opinion as possible, including the Rotary Club, National Council of Women, the Joint Council of Europeans and Africans, Association of European and African Women, Municipal Advisory Boards, Leseding Committee, Orlando Ratepayers Association and missionaries such as Father R. Raynes of the Anglican Church Mission and the Rev. Dr. James Dexter Taylor of the American Board Mission.

The chairman was Rheinallt Jones, with Prof. R.E. Alfred Hoernle and the Bishop of Johannesburg as vice-chairmen and Dr. Ellen Hellman as Honorary Secretary.

A Sub-Committee on Housing was established with Patrick Lewis as Convenor. The Sub-Committee was instructed to obtain specifications and plans of the Orlando Housing Scheme and compare these with the Pretoria and Port Elizabeth schemes. The case of improvements in Orlando could then be prepared and after consultation with Mr. Ballenden, the Municipal Native Affairs Committee would be approached.

Concern re
housing

Fundamental to all housing, social and administrative conditions in the townships was the financial policy of the City Council. It was decided to send a deputation to the Finance Committee of the City Council after the African Townships Committee had discussed various aspects of the Native Revenue Accounts. Lewis was asked to draft a short statement on the Native Revenue Account, to serve as basis for discussion.

Rheinallt Jones also supported Prof. Hoernle's suggestion of a long term policy concerning Black health and education and also the canvassing of public opinion in Johannesburg.

In March 1941, Lewis produced a document entitled

"An examination of the Financial Policy of the Johannesburg City Council in regard to the Native Revenue Account". 5.

Aspects of
Native
Revenue
Account

Certain aspects of the Native Revenue Account received special attention from the Committee. They were concerned about the profits made by the municipality on the sale of the traditional 'Kaffir Beer' in the municipal beer halls. The municipal beer halls had been granted a monopoly in the sale of this drink. From 1914 to 1937, the deficit on the Native Revenue Account had been charged to the General Rate Fund of the City Council. In 1937, after the introduction of the municipal beer halls, the City Council had attempted to carry forward the deficit as a charge against the Native Revenue Account of the following year hopefully to be met from the profits on the beer sales. This policy was continued in 1939 and 1940.

Use of hall
profits

Lewis felt very strongly that the beer profits should not be used to relieve the General Rates Fund of expenditure which it had previously met. The profits should be placed in a separate or subsidiary section of the Native Revenue Account and used for purposes such as the establishment of social amenities for the urban Africans.

The Native Affairs Commissioner announced an inquiry into the use and supply of Kaffir Beer in September 1941. A Government Commission was appointed. In view of his specialised knowledge, Lewis was asked by the Joint Council and the Institute of Race Relations to prepare part of the evidence to the Commission.

The conflict was resolved by the Minister of Native Affairs, who refused to pass the estimates of the Native Revenue Account unless the deficit was met by the General Rates Fund. The profits on Bantu Beer were henceforward entered as a separate item in the Native Revenue Account and its allocation clearly stipulated.

Interest
Rates on
Government
Loans

Another aspect of the City Council's housing policy which interested the African Townships Committee, was the financial basis of the housing schemes, which depended on sub-economic Government housing loans granted at 3/4% interest per annum, on condition that rentals equalled a loss of one half of the annual loss of the Government. In May 1941, Lewis presented a report of the Housing Sub-Committee comparing the Johannesburg, Pretoria and Port Elizabeth housing schemes.

The main difference was that in Johannesburg the policy consisted of producing as many houses as possible, from the funds available. Services such as individual

sewerage supply, roads, parks and schools were considered "frills" which could come later. 6.

In Pretoria, however, the policy was to build a complete unit which included services and amenities. The Pretoria municipality was also erecting primary schools, which were leased to the Provincial Administration.

Cost of
Social
amenities

It was resolved that the question of social amenities should be raised with the Native Affairs Department of the City Council. A memorandum would be drawn up embodying all the Committee's concepts of a programme of development and a financial policy for the Johannesburg Municipal Native Townships. A precis would be submitted to Mr. Ballenden, who promised to supply a written statement on the services his Department was rendering.

Suggested housing improvements included provision for family life, construction of floors, ceilings and internal doors within houses, plastered walls and stoves, individual water, sanitary and electrical supply, fences, asphalt roads and freehold tenure.

Social services should comprise facilities such as markets, public baths, milk depots, medical, dental and nursing services, recreational and cultural amenities and adequate schooling.

Interview
Councillor
A. Immink

In August 1941, Councillor A. Immink, Chairman of the Municipal Native Affairs Committee and Mr. Ballenden were invited to attend the meeting of the African Townships Committee to discuss various problems which had been raised.

In December 1941, the City Treasurer, Mr. Holmes was present to discuss

"the technical aspects of the various points which have been raised by the Committee in its memoranda".
7.

Interview
Councillor
D.F. Corlett

A meeting had also been arranged between Councillor D.F. Corlett, chairman of the Finance Committee of the City Council, Senator Rheinallt Jones and Messrs. P.R.B. Lewis and G.R.N. Shaddick to discuss the Council's policy in regard to the Native Revenue Account. Corlett's acidic response to the deputation was "Who are you self-appointed reformers?"

The City Councillors were on the whole, well-disposed and co-operative, although unprepared to discuss the use of beer profits. Mr. Immink confirmed that social services were dependent on beer profits. He expressed the opinion that if it

"were obligatory suddenly to pay for all amenities out of general rates, no progress whatsoever could be

expected Public opinion as far as Natives are concerned is dead".

He reassured the Committee that two primary schools were being built in the new section of Orlando, to be handed over rent-free to the Education Department. The obstacle at that period was a shortage of skilled labour and no permission had been given to employ Coloured or African labour.

Recreation facilities domestic servants

Mr. Immink agreed that there was a great need for social centres for domestic servants and suggested that the area near the Melrose sewerage farm should be investigated.

As a result of this suggestion, Lewis and three other members of the Committee inspected the site. A letter was sent to the Native Affairs Committee regarding Mr. Immink's suggestion. It was agreed to ask the Native Affairs Committee whether any other open areas existed which could be utilised for the same purpose.

The Committee had little success in the matter of the Melrose Social Centre, owing to objections from residents of the suburb.

The Committee ran into further opposition. The Interdepartmental Committee of Enquiry on Urban Natives took place on the 7th and 8th September 1941 in Johannesburg. A deputation from the African Township Committee and Joint Council, consisting of Miss E. Hawarden, Messrs. P.R.B. Lewis and G.R.N. Shaddick and Dr. E. Hellman presented evidence. Their recommendations concerned the establishment of African Labour Exchanges and Juvenile Affairs Boards, additional housing and hostels, rent control, health services, supply of milk depots and markets, transport facilities, education and social services.

The Chairman of the Interdepartmental Committee, Mr. D.L. Smit, queried the cost of a number of facilities proposed by the deputation. 8.

African Townships Committee achieves little

The African Townships Committee could do little more to advance their proposals. Mr. G.H. Smith, ratepayers' representative on the Committee, suggested that the official representatives of Native interests in the Union Parliament should urge that increased financial help be given towards social services for Natives in urban areas. It was agreed to provide more liaison with Ratepayers' Associations.

The reform programme of the African Townships Committee produced few concrete results, due mainly to the financial exigencies of the war years. However, more people were made aware of the serious shortage of housing in the townships, due to the manner in which the

Committee had attempted to enlist the support of as many organisations as possible.

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CHAPTER FIVE

THE SOUTH AFRICAN INSTITUTE OF RACE RELATIONS
AND
THE DONALDSON TRUST

S.A.I.R.R.
Treasurers

When the South African Institute of Race Relations was constituted in 1929, Mr. Howard Pim of the accounting firm of Howard Pim and Hardy was elected Honorary Treasurer. On his death he was succeeded by his partner Mr. J.L. Hardy who due to ill health was unable to continue to perform his duties and Patrick Lewis was asked to assist and became assistant Honorary Treasurer and continued in that capacity when Mr. G.H.R. Edmunds, the senior partner of Howard Pim and Hardy was appointed Honorary Treasurer in 1942 after Mr. Hardy's death. The Institute at no time had the funds needed to carry out the projects which urgently needed attention.

In the words of Ellen Hellman -

Institute
finances

"Securing the necessary funds to meet the growing cost of actual, let alone desired, expansion has always been ... a major problem. At no time has the Institute had an endowment fund of more than trifling proportion. ... Apart from an annual grant of £4 000 for five years from the Department of Education towards the cost of research in literacy work ... the Institute did not apply for nor receive grants from the Government. Membership fees have never met more than part of the Institute's budget. For the rest it relied on donations and contributions, for the last twenty years raised mainly by national five-yearly fund-raising campaigns" 1.

In April 1942, at a special executive meeting of the Institute, Mr. Edmunds spoke on a memorandum which he and Patrick Lewis had drawn up jointly.

Edmunds felt that it was essential to appoint a financial official to build up the membership of the Institute. The Treasurer would assist with the finances. He suggested that Mr. Lewis should be authorised to investigate the finances and organisation of the Institute, as a different system was needed. Mr. Lewis could advise in this matter and for this service he should be given an honorarium not exceeding 30 guineas. 2.

P.L. Hon.
Treasurer
in 1947

Lewis continued to assist Edmunds until 1947, when Edmunds resigned due to pressure of work and Lewis became Honorary Treasurer.

One of the first reforms effected in 1942, was an investigation into the financial position of the Legal Aid Bureau, which showed a deficit of £430. As a result of Lewis' report, the Institute gave up financial responsibility for the Legal Aid Bureau, which became an

independent organisation.

Oscar
Wollheim
fund
raiser

To the end of 1947, the Institute continued to face annual budgetary deficits. In 1946, Dr. Oscar Wollheim became Campaign Organiser and launched the first of a series of fund-raising drives.

In 1947, Patrick Lewis offered to take over the administrative side of the Institute for a pre-determined fee, enabling his firm to perform much of the work formerly done by clerks at the Institute. During this same period the Auden Race Relations Trust assisted the Institute and this resulted in a budgetary surplus for the first time in the 1948-49 financial year. The upturn in the financial position was due to the work of the Financial Organiser who had recently been appointed.

By 1950 the secretarial work of the Institute reverted to the Institute owing to the growth in the Financial Organiser's department. A new secretarial department was appointed to deal with membership, renewals, distribution of publications and the book-keeping work. The Financial Organiser would deal with fund-raising functions.

Ford
Foundation
grant
\$50 000

In 1953, the Institute's financial position was greatly improved by a grant of \$50 000 from the Ford Foundation. In July 1953, Quintin Whyte, the successor to Rheinallt-Jones as Director of the Institute, wrote to Patrick Lewis informing him that he had been elected an Honorary Life Member in appreciation of the services he had rendered to the Institute. This was a singular honour, as the list of life members included persons of distinction such as Dr. E.H. Brookes, Senator Lewis Byron, Dr. A.W. Hoernle, Prof. D.D.T. Jabavu, Leo Marquard, Ds. J. Reyneke, Mrs. N.B. Spilhaus, Maurice Webb and Dr. Ellen Hellman.

P.L.
appointed
life member
in 1953

Patrick Lewis was to recall the members of the Joint Council and South African Institute of Race Relations as

"A marvellous band of dedicated people who were involved in the improvement of amenities and the building of bridges between races in South Africa."

Friendship
with Ellen
Hellman

One of the closest friendships he formed in these years was with Dr. Ellen Hellman, a distinguished anthropologist, who served as President of the Institute from 1954 to 1956 and remained a member of the Executive Committee thereafter. She served as editor of the Institute's "Handbook of Race Relations in South Africa" and wrote various books about race relations. She became a member of the National Executive of the Progressive Party in 1959 and remained on this body until 1971.

Move from
university

The stage arrived when Wits University could no longer offer the Institute accommodation. Initially a house was rented in Ameshoff Street. Later five people formed a syndicate to buy a property, the members being R.J. Rheinallt-Jones, Dr. Ellen Hellman, H.M. Galpin, D. Crawford and P.R.B. Lewis and they formed a company called Quintus (Pty.) Limited which then purchased an old house in which the Institute was housed for some years. Later another site was bought at the corner of Ameshoff and De Beer Streets. This faced the old Lion Brewery, which was still in operation then, but as Mrs. Hoernle was not enamoured at the thought of the smell of beer this site was sold, and eventually the property in which the Institute is now housed in De Korte Street, called Auden House, was acquired. The Auden Trust assisted in the development of this site.

In July 1954, it was agreed to proceed with the Institute building plans. 3.

Auden House
opened 1956

In August 1955, Lewis as director of De Korte Street Properties Ltd., was authorised to accept the tender of Messrs. A.S. Dunston for £33 288 for the new building. By July 1956, the total cost of building operations amounted to £45 712. The Building Fund amounted to just over £25 000 and a mortgage bond for the balance was arranged with the trustees of the Auden Race Relations Trust.

By July 1956, Auden House was completed and the first meeting took place at that venue. 4.

In July 1957, Lewis resigned as Honorary Treasurer as he had embarked on his civic career and could not devote sufficient time to the Institute. 5.

P.L.'s
attitude
to Blacks

He had received valuable insight and experience for the next phase of his career, as chairman of the Non-European Affairs Committee of the Johannesburg Municipality.

It is interesting to note his attitude towards the black sections of the population at this period. This is evident from a speech which he made in 1947 at a meeting of the Kingsmead Parent-Teachers Association. He warned that Non-White races throughout the world were no longer content to accept a subservient role and were struggling to fulfil their social and political aspirations. Europeans in South Africa would have to forget their prejudices and resort to reason. Co-operative planning towards the fulfilment of the aspirations of the Non-European group would be to the advantage of the European. Moreover, the Europeans would only be helping to plan the inevitable.

"... I have great faith in the native people. They have been patient, and if their endurance is now a bit

thin, I think there is still time for co-operation. This is possible if racial problems are raised to a plane of rational discussion. Unfortunately in the political sphere more heat than light is apparent." 6.

Donaldson Trust

In 1964 Lewis was asked to serve as a Trustee on the Donaldson Trust.

The Trust was initiated by Lieut. Colonel James Donaldson in 1936, as a donation of £1 500 per annum, 3% interest on the capital of £50 000 for

"the advancement of the status and removal or amelioration of the disabilities and discriminations now suffered by the Aboriginal Bantu population of the Union of South Africa."

By 1946, Donaldson's donations of capital had reached £180 000.

Trustees multiracial

The Board of Trustees was multiracial and chosen because of identification with the aims of the Trust. One member of the family was always a member of the Board, with the right to nominate a successor.

First trustees

The first trustees were Senator J.D. Rheinallt Jones, Dr. Alexander Kerr, J.L. Hardy, Prof. D.D.T. Jabavu and the Rev. Abner Mtinkulu. Later J.H. Hofmeyr and R.V. Selope Thema joined the Board and G.H.R. Edmunds succeeded Mr. Hardy on the latter's death.

Present trustees

Current trustees are I.S. Haggie (chairman), Marjorie Britten, Prof. T.R.H. Davenport, B.J. Donaldson, P.R.B. Lewis, C.M. Mann, T.S. Molete, Prof. P.F. Monanoe, Michael Rantho, Frank Sithole and D. Reekie.

Policy re grants

Donations are made in respect of African education, social welfare projects, art projects, promotion of literacy, clinics and agricultural projects. The Board's policy has been to give more readily where an effort has been made by the community to help itself and to confine its benefactions as far as possible to projects having national significance. 7.

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CHAPTER SIX

NON-EUROPEAN AFFAIRS AND THE WATCHDOG COMMITTEE

1957 - 1960

Jean
Sinclair
resigns

Patrick Lewis' entry into municipal politics was occasioned by the resignation of Mrs. Jean Sinclair from the United Party, in 1957 and from the Johannesburg City Council. Mrs. Sinclair felt that the United Party had not taken a firm enough stand in favour of the Alexandra Township bus boycott. 1.

P.L. Council
candidate

The vacancy was created in Ward 13 (Parktown and Westcliff) leading to a municipal by-election. Patrick Lewis was approached to be the United Party candidate by Mr. John Cope, the M.P. for Parktown, and Mrs. Norah Meara, the chair of the U.P. branch. His candidature was supported by Miss Mary McLarty and Mrs. Helen Suzman who at that time was still a member of the United Party.

The by-election was held in May 1957. Lewis' election manifesto reveals that he was the first Honorary Treasurer of the Men's Branch of the United Party in Saxonwold, that he was serving as Honorary Treasurer of the Saxonwold School Committee and that he was also Vice-President of the North-Western District's Local Association of the Boy Scouts' Association.

Mrs. Sinclair announced her intention to contest the seat as an Independent candidate.

In his pre-election speech of May 1957, Patrick Lewis contended that not enough business and professional men were taking part in civic affairs. 2.

P.L. elected
Councillor

He won the by-election and was also successful in the municipal elections of October 1957, when he defeated the Liberal Party candidate, Dr. E.R. Roux by 3,657 votes to 2,231. The United Party municipal candidates were returned to power in the city council with a total of 34 seats out of 42.

Chairman Non-
European
Affairs
Committee

In view of his experience in race relations, Lewis was elected vice-chairman of the Non-European Affairs Committee of the City Council in October 1957. After the election of Hymie Miller to Parliament in February 1958, Lewis became chairman of this committee. His responsibilities were further added to in 1961, when, according to the provisions of the new Local Government Ordinance, a Management Committee of five members was created for the Johannesburg City Council. Lewis was elected onto this Management Committee and continued to be a member until his retirement in 1972, except for the short period of his mayoralty in 1969-70.

Although the position of the United Party in the Johannesburg City Council appeared unassailable at this

period, in all other respects the Party was undergoing a period of continuous decline, due to lack of leadership and the inability to reconcile the policies of older, conservative members with those of the younger generation who eventually broke away to form the Progressive Party.

1959
formation of
Progressive
Party

The matter which caused the final rift occurred at the United Party Bloemfontein Congress of 1959, where eleven of the 53 United Party Members of Parliament left the party over the question of allocation of land to the Native Reserves. The United Party argued that the Prime Minister, Dr. Verwoerd, was attempting to balkanize South Africa by transferring land to the Reserves in order to create Bantustands. The newly formed Progressive Party felt that there was an obligation to provide additional land under the terms of the 1936 Hertzog legislation.

The schism created great bitterness because many United Party members felt that the Progressives should have resigned their seats when they broke away from the party.

The rift affected the career of Patrick Lewis because the newly-formed party contained many of his closest associates and it was assumed that he would join them. The fact that he did not do so caused considerable resentment and misunderstanding of his motives.

Lewis felt firstly that it was important for him to belong to the majority party in the city council in order to carry through his programme of black housing. He also wished to maintain a certain neutrality in political matters.

"I do feel that Native Affairs should not be used as a political football. I believe that where one can be constructive you should use all your resources. In opposition you can only criticise and this leads to frustration."

Ellen Hellman proved understanding of his viewpoint and wrote to Lewis stating that she and he were not political animals. To others, Lewis' attempted neutrality must have seemed politically dubious. Yet, in the long run, his determination paid off. The Progressive Party failed to win any seats in the next municipal elections (1962) and Lewis was able, for a period of eight years to win considerable concessions for his housing programme from the Nationalist government.

Having examined the position of the United Party, it is equally important to consider the objectives of the Nationalist Party in 1959.

Since 1950, the Minister of Native Affairs had been Dr. H.F. Verwoerd, who has been cast as the "architect of apartheid."

"His system was that of racial separation as the pervasive feature of the ordering of human relations in South Africa. Any departure from that system, however trivial, would inevitably endanger the system as a whole." 3.

Verwoerd noted that there was considerable distress in the Native Reserves and in the urban locations and proposed a long-term policy to deal with it.

"... the various Acts, Bills and also public statements which I have made all fit into a pattern, and together form a single constructive plan."
(Senate Debates 1952)

Tomlinson
Report 1956

The report of the Tomlinson Commission, concerning the Native Reserves appeared in 1956. Verwoerd did not entirely agree with all its recommendations, particularly the one concerning the investment of white capital in the Reserves. He adapted the recommendation to mean the establishment of border industries near the Reserves in order to cut down black invasion of white city areas. Within the Reserves, he wished to establish economic farming units, retain tribal government and promote a limited form of self-government "starting with small responsibilities within a limited sphere".

As regards the blacks in white towns, Verwoerd was essentially a supporter of the Stallard Doctrine of 1922, which had declared that the

"native should only be allowed to enter urban areas, which are essentially the White man's creation ... to minister to the needs of the White man and should depart therefrom when he ceases so to minister."

In order to accommodate the black urban labour force, Verwoerd considered it necessary to establish adequate location sites, well separated from the white urban areas, with sufficient rail transport to industrial sites. Peri-urban and backyard squatting were to be eliminated at all costs.

Bantu
Building
Workers'
Act

Various acts were passed to assist development in urban areas. The most important of these, from the city council's point of view were the Bantu Building Workers' Act of 1951, and the Bantu Services Levy Act and Bantu Transport Services Levy Act of 1953.

The former Act made it possible for the first time to train African artisans to build houses for their people in the townships, while the latter Acts empowered municipalities to impose levies on employers, who did

not provide accommodation for their employees and to impose levies on employers for the creation of services and transport to the black townships.

Site and
Service

The "Site and Services scheme" was instituted in 1953 by which Africans were provided with surveyed plots, water and sanitary removals and allowed to erect a temporary dwelling which could either be replaced by a municipal house or a self-built permanent home.

This scheme met with scepticism and opposition, as many people feared that the shacks would become a permanent feature.

In Johannesburg 35 000 such sites were surveyed.

"The shacks followed. It was a period of great activity when neighbours and friends helped each other during off-periods and over weekends, and it was incredible to see houses emerging from all sorts of secondhand materials" 4.

The financing of sub-economic housing schemes was altered. Prior to 1950, government loans had been granted at 3 1/4 % interest, losses being shared between the government and municipality in the proportion of two-thirds to one-third respectively. In 1951, this formula was cancelled. The Council's claim for over R800 000 under the old 3 1/4 % scheme was settled for R250 000 in 1957. Local authorities were informed that a fully economic rate of interest would have to be paid on a pro rata share of the government housing loans in respect of tenants with incomes of more than R30 per month, and that increased costs could be recovered by increasing the rentals.

These measures affected the Johannesburg Non-European Affairs Department in various ways. The City Council had been obliged by the Native Urban Areas Acts of 1923 and 1930 to provide housing for Africans living and employed in their area.

By the time World War 2 broke out, the following African townships were in existence: Western Native Township, Eastern Native Township, Orlando and Pimville. In addition, blacks were living at places such as Newclare, Sophiatown and Martindale under slum conditions.

Influx
Control
relaxed

During World War 2, Influx Control regulations were relaxed and Africans entered Johannesburg in large numbers. Squatter camps sprang up at Shantytown and Moroka township where families lived under appalling conditions.

By the 1950's, the situation had become desperate. The Non-European Affairs Department urgently needed to catch

up with the housing backlog which had arisen during the war years. The site and service scheme was instituted at Moroka township and a specialised native housing division was established to train black artisans. Application was submitted to the Bantu Services Levy Fund to build a direct access road to the South Western townships.

Lack of Funds

The Council was hampered by lack of funds in the carrying out of these schemes. In addition, the relationship between the Johannesburg City Council and the Minister of Native Affairs, Dr. Verwoerd, was most unsatisfactory. Dr. Verwoerd was anxious to move Africans from Sophiatown and Western Native Township and declare these areas as White and Coloured group areas respectively. Sophiatown was an emotive issue. It was the only black suburb of Johannesburg where the Africans were entitled to freehold rights. It had been popularised by the work of missionaries such as Father Raynes and Father Trevor Huddleston. The proposed move was strongly resisted by the more liberal elements of the City Council. They did not want to deprive blacks of their rights to own freehold property.

Resettlement Board

In 1955, the government established the Resettlement Board and the transfer of residents of Sophiatown to Meadowlands and Diepkloof was carried out with a show of force which left lasting resentment. Sophiatown became the white suburb of Triomf.

Mining Houses loan

In 1956, Sir Ernest Oppenheimer of the Anglo-American Corporation was persuaded to pay a visit to the slums of Moroka and Shantytown. He was so appalled by conditions there that the mining houses granted a loan of R6 million to the City Council, repayable over 30 years with interest at 4 7/8 %.

By 1958, a deadlock had been reached. Dr. Verwoerd refused to grant the City Council permission to proceed with the Moroka housing scheme unless a portion of the mining loan was used to re-house Africans from the city backyards, flats and hotels, (the so-called "locations-in-the-sky").

Patrick Lewis, the newly-elected chairman of the Non-European Affairs Department, accompanied by the Vice-Chairman, Harry Goldberg, decided to pay a private visit to Dr. Verwoerd in Pretoria, in order to attempt to establish a better relationship. The reason for the secrecy was a desire to avoid press publicity which might antagonise the Minister prior to the meeting.

Dr. Verwoerd was in no mood to compromise. He announced bluntly to the delegates that the Johannesburg City Council would have to carry out the policy of ethnic grouping and that a committee under the chairmanship of

F.E. Mentz of the Native Affairs Commission, would be appointed to ensure the enforcement of government policy.

Mentz
Committee

The Mentz Committee came into existence in June 1958 and was immediately dubbed the "Watchdog Committee". It appealed to the imagination of press cartoonists who depicted it as a huge, Dalmatian-type creature, hungrily enveloping all within reach.

Lewis' comment to the Press regarding the Mentz Committee was cautiously worded.

"This committee could be a good liaison body between Johannesburg and Pretoria. One thing is certain. Senior officials in Pretoria will have a chance of coming face to face with the real problem in Johannesburg." 5.

Mentz
demands
assurances

In September 1958, the City Council asked the Mentz Committee for assistance in obtaining government housing loans which had been held up. The Mentz Committee requested the following reassurances in return:

1. The City Council would carry out government legislation in administering Native affairs in Johannesburg.
2. Ethnic grouping would be applied as part of government policy.
3. "Locations-in-the-sky" regulations would be administered.
4. Influx control and labour regulations would be carried out.
5. The Council would consult the Native Affairs Department on the siting of compounds, beer halls, hostels and other amenities.
6. Preference would be given to essential workers in dairies, bakeries and butcheries at the Denver hostel and the new hostel in the Eastern Native Township.
7. The Council was also to discourage criticism of government policy on the part of black deputations.

These demands caused a howl of protest from the Press, particularly in the columns of the 'Rand Daily Mail'.

The City Council was caught in a dilemma. After much deliberation a compromise statement was drawn up, according to which the City Council agreed to carry out all the laws of the State in matters of Native Administration.

Lewis explained this further to the Press.

City Council
agrees
carry out
laws

"I think that it should be made absolutely clear to everybody that all the Johannesburg City Council has done is to agree to carry out the laws of the land. It seems quite obvious that it would be stupid and unrealistic not to do so. But this does not mean that we regard it as our province to carry out policy which is not based on law." 6.

As a result of this compromise, the government granted permission for the slum clearance programme in Moroka and Shantytown to proceed and site and service housing was approved. In return, part of the R6 million would be spent on hostels for city workers.

The Rand Daily Mail hinted darkly at a "split" within the United Party ranks of the City Council. The rebels were said to be a "business group" who were prepared to compromise with the government. In the columns of the Afrikaans press however the dissident group was referred to as "liberals". The Vaderland singled out the following "members": H.B. Ismay, Dr. B. Agranat, A.J. Cutten, B.D. Eagar, Alec Gorshel, A. Jaffe, Patrick Lewis, H.G. McCarthy, Mrs. M.K. Mitchell, J.F. Oberholzer and C.J.H. Patmore. 7.

Lewis' reply to these allegations reiterated his belief that -

"by regular contact with the Mentz Committee, it should be possible for ... problems to be discussed with the object of finding a solution rather than developing antagonisms which help no one in the long run."

In his last speech as Minister of Native Affairs, Dr. Verwoerd stressed the subservience of local authorities to central government control, according to Article 147 of the South Africa Act.

"Local authorities could no more lay down African policy than it could declare war on another country", he stated. 8.

De Wet Nel
succeeds
Verwoerd

After Dr. Verwoerd became Prime Minister, he was succeeded as Minister of Bantu Affairs by M.D.C. de Wet Nel who was equally committed to the policy of Homeland Development.

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CHAPTER SEVEN

THOUSANDS FOR HOUSES

Council
Housing
Division

The Housing Division of the Municipal Non-European Affairs Department had been given the green light and entered into a period of prodigious activity, under the supervision of A.J. Archibald, a former Town Engineer of Springs.

At the peak of activity in 1957-58, 2 742 people were employed in the Housing Division. In 1958, 11 074 houses were built at the rate of 40 houses a day. Over 7 000 houses were built in 1959 and some 6 500 in 1960. In 1961, this rate decreased to just over 4 500. Thereafter, until 1966, it varied, at approximately 2 000 per year.

Mr. Archibald resigned in 1960 as he felt that with the shortage of funds the challenge for great accomplishments was missing. His post was taken by his deputy Colin Goodman who proved a worthy successor.

The Housing Division had accomplished a commendable feat in training teams of builders and creating artisans out of former labourers.

An additional factor which reduced expenditure was the establishment of a standard building plan which had been laid down by the National Building Research Institute and the National Housing and Planning Commission in 1951. These sub-economic house designs were designated the 51/6 and 51/9 types, according to their size.

From 1954 to 1969, the Housing Division built 49 146 houses, 88 schools, 3 hostels accommodating 14 428, 7 administrative blocks, 9 communal halls, a public library, 9 T.B. centres, 8 clinics, 3 beer halls, 8 beer gardens, a bank and many other minor works at a total expenditure of R125 791 782. 1.

Similarly, the City Engineer's Department operating in Soweto, trained African workers to carry out all the essential tasks of water supply, sewer reticulation, and road construction.

The problem of providing housing for the inhabitants of Moroka and Shantytown was solved but the problem of Pimville remained.

Pimville

Pimville was one of the oldest locations, having been established as early as 1904 at Klipspruit, in order to house the natives living in the brickfields area in what is now Newtown. At the time of its creation, corrugated tin shelters had been provided for its inhabitants and proper housing had never been constructed. The area had deteriorated into a slum which could not be cleared because it had been declared a White Area by

Mr. F.E. Mentz, in 1953, when he was member of the Bantu Affairs Commission. The so-called 'Mentz Line' was challenged by the City Council, who were unable to reverse the decision until 1960.

Mentz Line
changed

In December 1960, Patrick Lewis persuaded the Minister of Bantu Administration and Development, Dr. de Wet Nel to pay a visit to Pimville and the Minister agreed to reverse the decision. This meant that the slum area in Pimville could be demolished and the people rehoused in the immediate vicinity. The first 2 000 houses were built but the housing programme was subsequently slowed down by the government limitation on housing loans.

In 1960, Patrick Lewis announced that a total of £18 million had been invested in Johannesburg's African townships. Up to the end of 1958, the government had contributed a total of R184 746, over six years to the Native Revenue Account. This had stopped in 1959. The role of the State was henceforward limited to the advance of loans at economic rates of interest. The repayment period of the loans had been shortened from 40 to 30 years. Interest rates had been increased to 4 1/3%, necessitating a rise in township rents. 2.

Patrick concluded that township housing had become the "burden of the poor, the local authority and employers".

Thousands
for Houses

In 1960, the Non-European Affairs Department of the Johannesburg City Council issued a glossy brochure entitled "Thousands for Houses", revealing that 50 000 homes had been built and hostel accommodation provided for 25 000 persons.

In February 1967, a second brochure "Happy Living" stated that the number of houses had increased to 64 000 and also gave details of recreational facilities available.

Recreation
and
Community
Services

The Recreation and Community Services Branch of the Non-European Affairs Department was divided into various sections. These consisted of Recreation, which provided various sports facilities and playgrounds; Rehabilitation, which offered sheltered employment to the large number of paraplegic victims of stab wounds; a Youth Training Section which included an impressive Vocational Training Centre at Dube; a Welfare Section and a Cultural Activities Section.

Health
Services

Although the Provincial Administration was responsible for the establishment of hospitals and medical services, the City Council established clinics in the townships through the City Health Department, because these facilities had not been provided by the Province.

It is clear that -

"management of Non-European Affairs in the large urban centre is an extremely complex matter requiring profound experience, wisdom and a genuine desire to understand and improve the lot of the urban Bantu." 3.

Staff in
Non-European
Affairs
Department

During the years in which he was Chairman of the Non-European Affairs Committee, Lewis always valued the services of the officials of that Department, the Manager, Mr. W.J.P. Carr, the Deputy Manager, Mr. T.W. Koller, the five Assistant Managers and the Location Superintendents. Nevertheless, a great deal of responsibility was borne by the Chairman. He was responsible for the presenting of the annual estimates in regard to the Native Revenue Account, which were submitted by the officials. He had to steer all decisions of the Non-European Affairs Committee, on the Manager's recommendations, through the Management Committee and the City Council, except for items in respect of which the Management Committee had delegated authority. He had to remain in constant consultation with the State Department of Bantu Administration and Development "on a host of administrative, financial and legal issues", as well as with other State Departments connected with the administration of black affairs.

Lewis expressed his objective as a desire to

"ensure a contented, well housed, prosperous, fully employed, healthy and happy Bantu community able to provide the services required of workers in a large and dynamic industrial and commercial complex ..."

City Council
opposition
to State
Policy

The establishment of various services in the townships was not in accordance with government policy. The Africans were regarded as temporary sojourners in the urban areas and it was not considered necessary to provide more than the basic necessities. Verwoerd confidentially predicted that by 1978, a turning point would occur, when the blacks would flock back to their homelands. Government policy was based on this theory. In this, he was doomed to disappointment.

From 1960 to 1966, a great economic boom took place in South Africa, especially in the manufacturing sector. The number of blacks employed in manufacturing doubled from approximately 308 000 to nearly 616 000, between the years 1960 to 1970.

"This was the great internal contradiction of apartheid. Only a strong economy could allow the Government to be tough with local dissidents and to defy the outside world ... But all too obviously, economic strength was only possible through frustration of the Nationalists' great aim of separating black and white on a territorial basis. Even if economically feasible, it was politically impossible." 4.

There was another weakness in government reasoning. In December 1959, in a press announcement, Lewis stated that the township dwellers included a second and third generation who were completely divorced from their homeland origins, regarded Johannesburg as their home and were integrated into urban living conditions.

This factor was conveniently overlooked by official policy planners, who insisted that new township development should be planned on ethnic lines.

In 1959, Verwoerd finally committed himself to independence for the Native Reserves by introducing the Promotion of Bantu Self-Government Bill, which made provision for the establishment of eight territorial authorities. All Africans living in the urban locations were regarded as potential "citizens" of the Homelands.

The year 1960 ushered in a period of unrest and violence culminating in the Sharpeville violence in March 1960. This was followed by an assassination attempt on Dr. Verwoerd by a white man in April 1960. These events reinforced the government's belief in the policy of separate development and led to stricter enforcement of pass laws and the passing of more restrictive legislation in the 1960's.

Influx
Control

The question of Influx Control came to occupy a great deal of attention. The Non-European Affairs Department of the City Council was forced, through economic considerations to support a measure of influx control into the larger industrial and commercial centres.

This is evident in a speech delivered by Mr. W.J.P. Carr in January 1961, to the South African Institute of Race Relations. 5.

Carr stated that the housing needs of the African urban population in November 1960, totalled 7 125 persons on the waiting list. 7 000 houses were needed for rehousing Pimville residents, 2 278 for former residents of Western Township, 107 for families from Newclare and over 1 000 for people being resettled from Alexandra Township.

From these statistics, he deduced that it would be impossible to house new arrivals in the city.

He also maintained that influx control was necessary to protect job opportunities for existing township residents. Uncontrolled urbanisation resulted in depressed wages, as unfair competition took place for a limited number of employment opportunities.

He concluded that the unhappiest period in the townships' history was the immediate post-war years, when squatter camps arose comprising families without

work or accommodation. This led to the emergence of crime, particularly among the youth. Improved conditions prevailing after 1957, were due to the limitation of the population growth.

Thus the municipal Non-European Affairs Department favoured influx control in order to protect the interests of the existing black urban population, and not for ideological reasons.

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CHAPTER EIGHT

THE BEERHALL INCIDENT

In 1941, while Lewis was a member of the African Townships Committee, he had investigated the question of the municipal monopoly on the sale of 'Kaffir Beer', a traditional brew made from sorghum.

Pro and cons
of beer sales

The arguments in favour of the sale, were that its consumption formed part of the social customs of the Africans, that it had nutritional value and low alcoholic content and that it served as a counter-attraction to the illicit brews concocted in the shebeens of slum areas from a variety of harmful spirits.

The profit factor from the sale of the beer was of undoubted importance. The Native Affairs Commission of September 1941 had recommended that profits should be used for the promotion of activities such as social centres, boys' clubs and sports centres.

Profits on
beer sales

By the 1950's beer and liquor profits were allocated in the Native Revenue Account as follows:- one-third profit was used for bursaries, grants-in-aid, the Vocational Training Centre and Medical Services, while the remaining two-thirds were used to offset losses on housing schemes and hostels where the income from sub-economic rentals was insufficient to cover municipal expenditure. 1.

By 1959, five beerhalls existed within the city limits. These were the Central Beerhall, Von Wielligh Street, the Mai Mai Beerhall in Berea Road, two hostel beerhalls at Wolhuter and Denver respectively and a fifth beerhall near Western Native Township.

These beerhalls were open in the mornings from 10.30 a.m. to 2.30 p.m. and in the afternoons from 4.00 to 6.30 p.m. Beer was also sold over the week-end.

Beerhalls
incorectly
cited

The City Council had long been aware of the fact that the beerhalls were incorrectly sited, causing traffic congestion, particularly near Faraday Street station. Numerous complaints were received from the public.

In 1957, the City Council made representation to the government for permission to close the Central Beer Hall and erect two or three smaller beerhalls on sites in industrial areas. The matter was delayed until January 1959, when the Council was given authority to build two beerhalls in black residential areas, probably Orlando, as part of a plan to decentralize the beerhalls and do away with those in the city centre.

Before the Council could act, an unpleasant incident took place outside the Mai Mai Beerhall in Berea Road,

Unpleasant
incident

in February 1959. A Mr. Lombaard was murdered, resulting in a public outcry for the complete removal of all beerhalls from the Johannesburg area. A week later, a white electrician had a narrow escape from an angry mob outside the Central Beerhall, when he accidentally knocked over a black pedestrian.

A group of Johannesburg business men and industrialists made a direct approach to the Deputy Minister of Bantu Administration and Development for the immediate closure of the African beerhalls of the city. A written request was also presented to Mr. F.E. Mentz of the Watchdog Committee.

Agitation
to close
Beer halls

The agitation was encouraged by the Nationalist Party group in the City Council, led by Councillor Eben Cuyler, who was anxious to prove how out of touch the United Party was with the views of its citizens. He accused the City Council of having done nothing to solve the problem of the beerhalls, despite urgent representations since 1955.

Patrick Lewis replied to these allegations in an address which he gave to the Johannesburg Rotary Club in April 1959, entitled "Is the closing of the Beerhalls the answer?" 2.

Increase in
illicit
liquor

He admitted that the beerhalls had created many problems as regards traffic congestion and the congregation of vast crowds of vagrants and idlers, but he insisted that complete closure would cause resentment and promote the interests of the illicit liquor trade. The task of the police force in enforcing the Liquor Laws would be made more difficult, as Africans resident in the city areas would resort to illegal liquor outlets.

He recommended the establishment of smaller beerhalls, which should be more carefully sited. Adequate facilities should exist in the townships for beerhalls. Liquor Laws should be revised, which meant that European liquor should be supplied to Africans, as the existing system was not working.

100 000
Africans
resident
in city

Lewis reminded his audience that over 100 000 Africans lived within the city limits and could not be expected to travel to the townships to obtain beer. He felt that the wishes of the African people should be taken into account.

In February, a deputation from the municipal Non-European Affairs Department visited Pretoria to discuss the matter with the Mentz Committee. Dr. de Wet Nel however ordered the closure of the beerhalls at Mai Mai and Wolhuter before the 16th June.

The City Council advocated their replacement by 12 or 14

beer gardens in the South Western townships and three beerhalls at Dube, Nancefield and Jabulani hostels. The Council was disappointed that their request for an expert inquiry into certain aspects of the liquor situation was turned down.

Kaffir beer
sprayed
over
Councillors

An amusing incident occurred in May 1959, when Patrick Lewis brought a bottle of 'Kaffir Beer' into the City Council Chambers to show to the councillors what the beer looked like.

He compared the nutritional value of the brew with that of ordinary beer and also with bread and milk.

Brandishing the bottle of beer aloft, he exclaimed -

"On June 16 we are expected to exclude tens of thousands of Natives from having their daily drink of beer in the beerhalls. What must they then do?

The increase in the sale of shebeen liquor and White liquor will result."

Lewis emphasised his point with a vigorous shake of the bottle. He then replaced it on the Council table, where it exploded with unexpected force, bespattering the assembled city fathers with its contents.

When order had been restored, the Councillors noted that they had each received an unexpected bonus of a few spots of beer in their water glasses.

Mr. Goodman proposed a toast to the mayor, Mr. Gorshel, amid general laughter. 3.

Alternative
beerhall
sites

In June 1959, shortly before the official closure date of the city beerhalls, Patrick Lewis and Councillor Harry Goldberg paid an official visit to Minister de Wet Nel, who agreed to allow some alternative beer drinking facilities in the city to replace the existing Central, Mai Mai and Wolhuter beerhalls. The Minister also set up an inter-departmental committee to investigate the matter of Kaffir Beer.

New facilities were established at Wemmer Hostel, at municipal compounds and private compounds of employers in industrial areas. A new beerhall was established at Eastern township, and various beergardens were opened in the South Western township.

Lewis was faced with the problem of constructing three new beerhalls within the city limits before 16th June. De Wet Nel authorised one of his senior officials, Cecil Heald, to approve the sites. Frantic interviews were held with some of the Mining Houses, requesting permission to have the beerhalls erected on disused mining ground. Permission had also to be obtained from

the Mining Commissioner, as mining ground cannot be normally used for trading purposes. A meeting was then held with Heald, who approved three out of four sites. The first was west of Selby, on old mining land on the corner of Webber and John Streets, the second was in Ffennell Road, next to the municipal waterworks and the third was to the east of the city, near the old Nourse Mine.

Operation
Beerhall

"Operation Beerhall" began on 12th June, with the construction of prefabricated huts, erected under emergency conditions. Municipal officials and builders worked through the night to install the necessary services, such as water, light, sanitation and fencing. It was decided to replace the prefabricated structures with permanent buildings at a later stage. The success of the venture was dependent upon the co-operation achieved between all municipal departments.

The Sunday Times hailed the venture in a column headed

"Had achieved what our best friends thought impossible." 3.

There were some protests. Malvern residents objected to the siting of the Denver beerhall near the Nourse Mine. Black women clustered outside the new beerhalls at Orlando West shouting -

"Give us schools - not beerhalls!" 4.

Dr. de Wet Nel toured the beerhalls on the 7th September to make sure that they were suitably situated.

Research on
Kaffir Beer

The City Council voted £14 000 for research into Kaffir Beer, its food value, and possible intoxicating effects. The research was undertaken by the South African Council for Scientific and Industrial Research in Pretoria. The report appeared in 1964, under the title Psychological, Nutritional and Sociological Studies of Kaffir Beer and vindicated the sale of the drink. 5.

Sale of
'White
Liquor'

The Council decided to apply for permission to sell 'White' liquor at 47 second-class bar lounges next to beerhalls where liquor would be drunk on the premises, at four superior bar lounges at which women would also be served and at 12 bottle-stores or off-sales. Such amenities for African people were becoming increasingly sophisticated, as is evident in the opening of the new Dube Bar Lounge in February 1963. The existing bar lounge was limited to catering only for men, while a separate bar lounge was opened for women. In the building of the new facilities, note was taken of similar establishments in Southern Rhodesia, which had been visited by councillors and officials.

Twenty per cent of the profits on the sale of European

liquor was retained by the City Council and the rest paid to the Bantu Administration Department.

The sales of European liquor grew at the expense of Bantu Beer sales. This factor caused great uneasiness to the City Council. The only consoling factor was that one of the causes of friction between the Africans and the police was removed, as it was no longer necessary for the police to carry out the perpetual liquor raids which marked the pre-1962 era, in the townships.

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CHAPTER NINE

SHARPEVILLE AND AFTER

In March 1960, widespread demonstrations against the pass laws had resulted in an incident of violence at Sharpeville, in the Vereeniging area.

Meetings
with
Advisory
Boards

In Johannesburg, the Non-European Affairs Department feared that a similar situation would develop. On the 23rd March, a meeting was held with the Joint Advisory Boards, which consisted of African representatives from the townships. The Boards were asked to assist in the maintenance of law and order and agreed to do what they could. However, they voiced their difficulties.

Not
recognized
as leaders

They complained that they were advisory bodies and their views were often disregarded. They had no direct contact with the government. Their own people did not recognise their authority. The Pan African Congress had great influence with the people because this body had been formed to remove the pass laws.

Lists of
complaints

Regarding the pass laws themselves, the people resented the loss of the exemption certificates which had been a privilege granted to the more respectable inhabitants of the townships. There was also the indignity attached to the production of reference books on demand, the difficulties facing foreign Africans who wished to become naturalised, the refusal of the authorities to recognise the Witwatersrand as one influx area and the lack of freedom of movement from one area to another.

Lewis and T.W. Koller, the deputy manager, flew down to Cape Town immediately after the Sharpeville riots to advise the Minister of Bantu Administration of the views of the Advisory Boards. Dr. de Wet Nel asked for confirmation of these requests in writing.

Lewis accordingly wrote to the Minister on the 9th April, informing him of the meeting with the Advisory Boards and expressing the hope that direct consultation would take place between the government and the Boards.
1.

"I can see no prospect of amicable race relations in this country until relations between the police and the Natives are vastly improved. As long as the police have to administer pass and liquor laws in the manner they have done up to now, there is little hope that the relationship will improve." 2.

Lewis toured the townships on the 29th March. The City Council would have liked to see the government appoint an all-party commission to consider the causes of unrest among the African people, establish contact with responsible leaders and provide useful employment for

adolescents who were largely responsible for the troubles of the 28th March.

"The White man has failed to consult with the Black man and I am convinced that until proper contact is established and consideration given to their legitimate aspirations, we will have no peace." 3.

Verwoerd's
commitment
to separate
development

Dr. Verwoerd's response to the disturbances came in May 1960, after he had recovered from the assassination attempt. He reaffirmed his belief in the policy of separate development. The pass law system would be retained. The central government would increase surveillance of municipal authorities. New Urban Bantu Councils would be established as advisory bodies, to promote liaison with the ethnic homelands. A police protection service would be established in the Bantu areas. A new Reference Book system would be introduced. The government urged employers to increase black wages and also made reference to development of border industries near the Homelands.

The government rejected the proposal of the Federated Chamber of Industries that the urban Africans should be recognised as an integral part of the economy in order to ease tensions.

Plea for
exemption
passes

In a statement to the 'Sunday Times' regarding the Prime Minister's speech, (20th May, 1960), Lewis expressed his disappointment that Dr. Verwoerd had not, in his opinion, correctly interpreted many of the recommendations and representations made to him. Lewis cautiously welcomed some the proposed measures, such as the Urban Bantu Councils, and the proposed improvement in Black wages. He pleaded for the re-introduction of the exemption pass.

Lewis stated that he recognised the clash of interest between Coloured and Africans in certain areas, but did not agree that this should lead to the closing of employment areas to the Africans.

White capital
within
reserves

He also believed that White capital should be used for development within the Reserves and not merely in border industries.

Finally he pleaded for the appointment of a truly representative commission to investigate the disturbances and expressed the hope that the Prime Minister would agree to accept its recommendation.

In May 1960 Lewis had a further altercation with the leader of the Nationalist group in the City Council, Eben Cuyler. He accused Cuyler of harbouring divided loyalties, as Cuyler was also a member of the Resettlement Board and the Road Transportation Board. Lewis accused Cuyler of being the author of rumours that

Removal of
Africans
from
Western
Township

the City Council opposed the Resettlement Board's intention to remove the Africans from the Western Township to Diepkloof. Lewis openly declared that he would support the Board's efforts to rehouse the Coloureds from Sophiatown, Martindale and Newclare in Western Township. 4.

It is difficult fully to understand the hostility of the Nationalist City Councillors, which often verged on pettiness. Much of it was probably due to resentment at the manner in which Lewis by-passed the Nationalist councillors to deal directly with Cabinet Ministers. He was thus sneeringly referred to as "the Minister's blue-eyed boy" who ran the "best Bantustan in South Africa", namely Soweto.

S.A. a
Republic

In October 1960, a referendum was held by the South African government to decide on the establishment of a Republic. The result of the referendum was a fifty-two per cent vote in favour of the Republic (a majority of 74 580 votes). Dr. Verwoerd believed that the creation of the Republic was essential to unite the two White language groups against the threat of an overwhelming Black majority.

Winds of
Change

His support among English and Afrikaans sections had been strengthened by the British Prime Minister, Harold Macmillan's "Winds of Change" speech in Parliament in February 1960. There were very few White South Africans who would accept that political power should be extended to all races, as Macmillan advocated. As Patrick Lewis was to state in his election speech of January 1962, a universal franchise would present the "danger that the Black majority will vote as Black nationalists, not as members of a multi-racial society".

The referendum was followed by South Africa's failure to remain within the British Commonwealth.

Declaration
of Beliefs
by 69

After the declaration of the Republic, 69 leading South Africans, representing both language groups, issued a Declaration of Beliefs stating that every South African, regardless of race, colour or religion has an "inalienable right to respect of his personal dignity as a human being".

Three of the originators of this Declaration were Harry Goldberg, Cyril Pearce and a leading advocate Gert Coetzee. The document was not intended as a move towards a political pressure group, but was merely an attempt to create agreement between thinking people of different parties.

The signatories included prominent personalities, such as two former South African High Commissioners in London, Dr. A.L. Geyer and Dr. J.E. Holloway, a former administrator, Dr. W. Nicol, academics such as

Professors C.H. Rautenbach, J.P. Duminy, S.P. Cilliers and J.L. Sadie and prominent businessmen such as Dr. M.S. Louw, past president of the Afrikaanse Handelsinstituut and Dr. H.S. van Eck. Patrick Lewis was one of the signatories.

The Declaration caused considerable excitement in the media for a time. Other prominent South Africans were urged to join. It was soon realised that the matter would not be carried any further as it was not intended to form a political party and the signatories were criticised for their timidity. 5.

Kenney has stated that after Sharpeville, Dr. Verwoerd realised that the outside world

"had to be provided with a rationale for apartheid that would make it morally defensible." 6.

Independent States

For this reason, he developed the Homelands policy further along the line of independence. He insisted upon a traditional form of government in which the chiefs would play a predominant role. Defence, foreign affairs, internal security, customs and excise, postal services, banking and currency, railways and harbours were still controlled by the South African government. The first such Homeland to be declared independent was the Transkei in 1963.

The effect of this policy on urban areas such as Johannesburg was that additional restrictive legislation was enacted in order to control the growth and development of the townships and encourage the black population to move to the Homelands.

In November 1960, Mr. Marthinus Smuts was appointed Chief Bantu Affairs Commissioner on the Witwatersrand. It was stated that he was entitled to attend meetings of the municipal non-European Affairs Department and examine confidential agendas. 7.

Fortunately, through vigorous protest, the City Council was able to ward off this effort at control.

Locations in the Sky

The year 1961 was devoted largely to enforcement of the "Locations-in-the-Sky" legislation. 2 800 workers in Johannesburg were moved to hostels in Eastern Native Township. The transfer of Western Native Township residents to Moroka took place.

Lewis announced that the city council was proceeding carefully in enforcing "Locations-in-the-Sky" legislation. For example, in the case of hotels, only less essential workers were required to move. Inspectors interviewed employers and a committee was set up to examine lists of employees who could be removed in terms of the legislation.

Hostels at
Alexandra

A hostel was planned for Alexandra township where 3 000 women could be lodged, conveniently near to their places of employment in the Northern suburbs.

The City Council agreed in December 1961 to raise the wages of African municipal employees.

There were numerous complaints in the Press regarding municipal arrests of township rent defaulters. These complaints were taken up by the Liberal and Progressive Parties and became an election issue.

In February 1962, the municipal Non-European Affairs Department was asked to submit a progress report to a committee of the Department of Bantu Administration and Development in Pretoria. These meetings had taken place from time to time, ever since the "Watchdog" Committee had been appointed in 1958.

The Deputy Minister, Mr. M.C. Botha was anxious for information on the removals of Africans from white backyards, the proposed removals from Alexandra Township and the application of "Locations-in-the-Sky" legislation.

The Rand Daily Mail contained criticism of the secrecy with which the Non-European Affairs Department conducted its discussions with the Minister and its lack of resistance to government decisions affecting Blacks.

Patrick Lewis was able to reply to his critics' allegations in his pre-election speech, made on the occasion of the Transvaal Provincial by-election of January 1962. 8.

Provincial
Council
election

This vacancy in the Provincial Council had been caused by the election of Mr. Sonny Emdin to Parliament. Lewis was persuaded to stand on behalf of the United Party, for the Parktown constituency.

In his speech, Lewis cast doubt on the sincerity of the Progressive Party's policy regarding the franchise and mixed residential suburbs. To prove his point, he referred to the unsuccessful attempt made by the African Townships Committee to establish a recreation centre for domestic servants at the Melrose sewage farm in 1941. He claimed that certain members of the northern suburbs upheld liberal views as long as it was "not near me".

Lewis was equally critical of Nationalist policy, such as the allocation of land to Indians at Lenasia and the harsh application of the pass laws and their effect on family life.

He contrasted the existing policy with the former United Party policy by means of which 50 000 pass exemptions had been granted to responsible people in the townships.

In Dube township, 99 year leases had been granted in lieu of freehold. The Nationalist government had reduced these leases and by the policy of ethnic grouping, further diminished the rights of the lease holders.

Lewis re-iterated the achievements of the United Party in the Johannesburg City Council in the fields of housing and medical services in the townships.

He called for a demonstration of faith in the future, a realisation of the changing world, more positive thinking on the so-called "Native Problem" and more positive planning and action. He paid tribute to his great friend, Harry Goldberg, who had formed the non-political Bantu Wages and Productivity Association, where employers could focus on the needs of their employees in the fields of wages and labour utilisation.

U.P. policy
re freehold
title

Lewis stated that the United Party's objectives were to achieve freehold title, representation rights, better living and working conditions for the Blacks. They should also receive better education and training, justice and responsibility for the administration of their own affairs.

The rural worker and people in the Reserves should be given more opportunities to rise above subsistence level through the development of the Reserves.

Lewis concluded his speech with a plea to the Blacks themselves, emphasising that he spoke to them as a friend. He asked them to have regard for human life, to change their moral standards particularly as regards illegitimacy. He recommended stricter adherence to religious codes, acceptance of family responsibility by the menfolk and better behaviour on public transport. He stressed that in order to earn a place in the sun, hard work was necessary.

P.L. elected
to
Provincial
Council

Lewis was elected to the Provincial Council by a majority of 465 votes. He immediately had to prepare for the municipal elections in Ward 27, Parktown, which took place in March, 1962. His opponent was Ronald Meeser of the Progressive Party. The Progressive Party lost all 15 seats. There was a swing to the right, as the Nationalist Party gained 3 seats from the United Party. After his re-election, Lewis became Vice-Chairman of the Management Committee, with Pieter Roos as Chairman.

Lewis did not find his term of office in the Provincial Council very satisfying. He felt that it was impossible to attend to City Council and Provincial Council affairs properly and found his work in the City Council more constructive.

He was involved in a dispute with certain members of the Provincial Council in June 1964, when he criticised the decisions of three appraisers appointed by the Provincial Administration to evaluate Parktown properties appropriated for the Johannesburg College of Education. Lewis claimed that the Province had paid R1 830 098 for properties with a total municipal valuation of R751 800. He called for an inquiry into the methods of determining compensation plus full details of compensation already paid. His allegations provoked an acrimonious response from Mr. Piet van Vuuren. 9.

P.L. retires
from
Provincial
Council

In 1965, when his term of office had expired, Lewis decided not to stand for re-election to the Provincial Council, leaving him free to concentrate on municipal affairs.

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CHAPTER TEN

THE BANTU LAWS AMENDMENT ACT AND OTHER DEVELOPMENTS

1963 - 1965

Soweto
given a
name

By January 1963, Johannesburg's South Western townships had developed enough corporate identity to warrant their being granted a name. The City Council appealed to the public, through the medium of the press, to select an appropriate name. The Non-European Affairs Committee had already tentatively suggested SOWETO, formed from the initials of the South Western townships, but were not entirely satisfied with this title. The final decision was only taken in August 1963, when SOWETO was officially accepted. The Place Names Commission however would not recognise this name.

Multi-racial
talks

In January of the same year, Lewis arranged confidential, unofficial multi-racial talks. The conference lasted three hours and was attended by Lewis and Carr and three members of the Advisory Board, Messrs. Theo Moses, P.Q. Vundla and H.M. Butshingi. Certain prominent Pretoria men were invited including Dr. W. Nkomo and the Rev. S.S. Tema, a Pimville business man Paul Mosaka and the chairman of the African Chamber of Commerce, Mr. V. Ntshona. A few Whites, including Dutch Reformed Ministers attended. The matters discussed centred around the difficulties facing the urban Africans, such as the effects of the reference books and influx control regulations.

Bantu Laws
amendment
Bill

Lewis was worried about the effects of the draft Bantu Laws Amendment Bill which aimed primarily at extending influx control beyond the urban areas to include peri-urban districts. These would become known as 'prescribed areas'.

In March 1963, Lewis attacked the Bill, saying that the proposed legislation would hamper industrial development, reduce the security of the urban African and undermine the family unit. 1.

He contended that the new Bill was attempting to restrict and reduce the urban population before the Reserves had been properly developed to support the people living there.

Johannesburg had a reasonably stable African population of adult employees. The urban Africans formed a permanent workforce needed by the expanding economy and they had lost contact with tribal customs. There was a different strata in this society which should be recognised.

Lewis drew up a special report on the Bantu Laws Amendment Bill, entitled "Amendments I would like to have seen in the Draft Bantu Laws Amendment Bill".

He suggested recognition of the urban Bantu whose rights should not pertain to a particular area. The Pretoria-Witwatersrand-Van der Byl areas should be regarded as one Influx Control complex.

Suggested
amendments

He pleaded for the re-introduction of the exemption passes for the upper classes of Bantu society. Respectable persons should be freed from the restrictive provisions of the Labour Bureaux and Registration Regulations. Traders in townships should be free to set up businesses from fixed and licensed premises without having to comply with the restrictions of the Registration Regulations.

Non-Republic men who had married local township women and had been employed in the Republic for 10 years, should be naturalised.

Freehold rights should be given to established urban Bantu.

Lewis conceded that pass laws were necessary to protect the urban Bantu, but restrictive clauses should be removed. He warned, "Unless we can govern by consent, resentment and murmuring will continue".

This report formed part of the supplementary observations on the Bill, which the Johannesburg City Council submitted to the Minister of Bantu Administration and Development, Dr. de Wet Nel. The report had little effect on the Bantu Laws Amendment Act, passed in 1964.

Circular
amending
trading

In 1963, a government circular was issued requiring authorities to limit African trading in the townships by imposing the rule of one-man one-shop, prohibiting African trading in all but "daily essential domestic necessities" and banning the establishment of African trading partnerships.

The City Council felt that this circular contravened Section 37 of the Natives (Urban) Areas Act of 1923, which empowered local authorities to licence businesses in the townships. The number of township businessmen had grown steadily through the years. In 1945, the Orlando Traders' Association had been established. By 1969, the number of African traders was to increase to 1460.

The Council was moved to send a letter to the Deputy Minister of Bantu Administration and Development in February 1964, expressing their doubts regarding the circular. 2. They felt that in denying the rights of the African traders to form partnerships, the Government was "depriving the Bantu the benefits of trading under what we today regard as normal business structures".

Lewis was also troubled about decisions "when applications are made where ethnic grouping is involved". He found it illogical that a man of one ethnic grouping was forbidden to sell his business to a purchaser of a different tribal group.

Not legal

He was aware that the instructions contained in the Circular could be legally challenged and claimed that the Deputy Minister had to date, refused to grant an interview to the Johannesburg Council officials to discuss the problems regarding trading rights. He requested the Deputy Minister to reconsider his decision and agree to an interview with a deputation from the City Council.

Mr. M.C. Botha agreed in his reply to arrange for a discussion to take place later in the year, when the Parliamentary session was over. Unfortunately, this discussion never occurred because Lewis was then acting for Pieter Roos at chairing the Management Committee, during Roos' term of office as Mayor of Johannesburg. Lewis had thus temporarily to give up his chairmanship of the Non-European Affairs Committee and the matter of the trading rights was never solved. It remained in Lewis' mind as an unhappy episode and was to resurface when he presented evidence to the Cillie and Riekert Commissions in 1976 and 1979 respectively.

In April 1963, Lewis paid tribute to Mr. D.A.M. Prozesky on the occasion of the latter's retirement as Regional Director of Bantu Education. Mr. Prozesky had been associated with the Department and the City Council in the provision of educational facilities in Soweto.

Mr. Prozesky had also been of great assistance in securing the continuance of the Orlando Vocational Training Centre and in obtaining permission from the Minister of Bantu Education for this purpose.

Schools in Soweto

In 1955, when the Department of Bantu Education took over from the Province, there were 23 schools in the Orlando area. Since then, the Council had constructed 5 lower primary schools and 3 were in the process of completion. Of a total of 106 schools in the areas Orlando, Dube/Mofolo/Zondi, Jabuvu and Moroka, 66 were built by the City Council.

In 1965, after his retirement from the Provincial Council, Lewis was astonished and upset by Progressive Party rumours that he was contemplating joining the Nationalist Party. He defended himself against the charge of 'collaboration' stating -

"It must be recognised that it is the Government which makes the laws regarding Non-European affairs. My foremost desire has been to carry out these laws in as humane a way as possible and to achieve the best

possible facilities for our non-white citizens within the framework of these laws."

"I have always tried to see things objectively and have never been prepared to make wild statements just for political advantage." 3.

It seemed as though Lewis' patient persistence had paid off. In September 1965, Dr. de Wet Nel attended the unveiling of the new housing development at Pimville. In his speech of thanks, Lewis acknowledged the Minister's assistance.

However, a change of Ministers was to frustrate his efforts in this regard and bring a share of disappointment.

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CHAPTER ELEVEN

THE CITY WITHIN A CITY

In 1966 the Acting Chairman of the Management Committee, Patrick Lewis, presented a record budget for the city, totalling R118 691 956. Several projects had to be completed, including the new Civic Centre and a motorways network which would take approximately 6 years to execute. The Council also planned to undertake the task of Urban Renewal, beginning with a pilot scheme in Jeppe.

A deficit of nearly R1 million was predicted for the end of the year. Lewis was hopeful that the local authorities would be granted additional sources of revenue, according to the recommendations of the Borckenhagen Commission, which had been appointed in 1956 to investigate the financial relations between local and higher authorities.

Loan of
R750 000
from Mining
Houses

The City Council was experiencing difficulties in obtaining a loan from the Government Housing Commission and Lewis made an approach to C.B. Anderson of Union Corporation for assistance, remembering the previous assistance of the Mining Houses. In November 1966, a loan of R750 000 was granted by seven mining finance houses for African housing, to be repaid over a period of 30 years. The money would be used for rebuilding Pimville. The mining houses involved were Rand Mines, Anglo American, Anglovaal, Gold Fields, General Mining, J.C.I. and Union Corporation.

Wits' 70th
anniversary

In 1966, the University of the Witwatersrand planned to celebrate the eightieth birthday of Johannesburg and the seventieth anniversary of the founding of the South African School of Mines at Kimberley. A series of lectures would be held entitled, "The Witwatersrand: Between Past and Future". The links between the University and its immediate environment, Johannesburg and the Witwatersrand, and the mutual obligations of the University and the society it served, were the topics discussed.

The first lecture was given by Mr. T.P. Stratton at a special graduation ceremony held in the new Civic Centre, Johannesburg. Honorary degrees were conferred on Mr. Brian Porter, former Town Clerk of Johannesburg and Mr. Stratton, engineer and industrialist.

Further lectures were delivered over six weeks, in August and September, in the Dorothy Susskind Auditorium, John Moffat Building at the University. Lecturers included L.J. Suzman, F.R.N. Nabarro, G.A. Elliott, J. Wreford Watson, Max Beloff and G.H.L. Le May.

Patrick Lewis was invited by Professor Stanley Jackson to deliver the fifth lecture in the series. It was suggested that he review the Johannesburg City Council's

administration of Bantu Affairs since the early days. The lecture was scheduled for the 6th September and was to be of 55 minutes duration.

Lewis was tremendously apprehensive at the prospect of the lecture, as it would be a formidable task.

A period of careful planning and preparation began during which Lewis drew on all relevant municipal records available. The Johannesburg Public Library, Municipal Reference Library and Native Labour Association supplied many valuable references.

Analysis of
Bantu
Admini-
stration

Lewis divided the history of the black townships into six phases, lasting from 1886 to 1953, when the breakthrough in township housing and development occurred. He went on to discuss existing conditions in Soweto, such as the housing division, civil engineering aspects, medical, social, educational and cultural amenities. The administration of the Non-European Affairs Department was described, including the duties of the various officials and the advisory Boards and Urban Bantu Council. There were also sections on the Beer Halls, Bantu Revenue Account, and the people of Soweto. Maps, photographs and schedules were included.

The final document was entitled "A City within a City - the Creation of Soweto". The information was so extensive that it could not all be included in the 55 minute address. A summary was made for the purpose of the lecture. The document itself was published separately. A second edition was issued in 1969, with updated information and tables. 1.

The value of the document lies in the fact that it is one of the first attempts to record the acceptance of the municipal authorities for the provision of housing and other services for the urban African population. It is also a history of Soweto. Former Johannesburg historians had concentrated mainly on the White man's contribution to the city's development.

The following prophetic sentence appears -

Prophetic
sentence

"There is no room for complacency or smugness, for much more has to be done, and it will ever be so, but it gives one courage to carry on, even though one is ever conscious that an incident, in itself insignificant, could incite reactions which would destroy years of patient endeavour."

On the 6th September 1966, the proposed date of the lecture, Dr. Verwoerd was assassinated in Parliament by a deranged white man. This event led to the postponement of the lecture to the 20th September.

The lecture was well received and a taped recording was made.

Acceptance
by City of
responsi-
bility

The book "City within a City" remains as an important tribute to the city's acceptance of responsibility for its non-White citizens. In the period after 1969, little more could be contributed to the growth of Soweto, due to a shortage of funds. Later writers, such as Nigel Mandy, drew on Patrick Lewis' information in the compilation of their own histories of Johannesburg. 2.

Insanitary
Area
Commission

A further interesting factor which emerged from Patrick Lewis' research, was his discovery of the report of the Johannesburg Insanitary Area Improvement Scheme Commission of 1903. He also studied in detail the Johannesburg Municipal Report on the work of the Town Council from 8th May, 1901 to 30th June, 1903.

The reason for his interest in these reports was his need to discover why the African people were moved in 1904 from the "Coolie Location", west of the insanitary area, to Klipspruit, later known as Pimville.

He was unable to include all this information in the "City within a City", but was able to use it in a later informative in the Journal of the Johannesburg Historical Foundation of May 1979. 3.

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CHAPTER TWELVE

FORWARD PLANNING - INTERIM REPORT NO. 4

Towards the end of Verwoerd's term of office, it was becoming increasingly clear that the policy of industrial decentralisation and the establishment of border industries were not proceeding as speedily as originally envisaged.

Tomlinson
Report
forecasts
incorrect

By the end of 1966, less than 4 500 new jobs had been created for Africans in the border areas of the Reserves. In addition, the predictions of black population growth given in the Tomlinson Report were shown to be extremely inaccurate.

"Projections made in 1972 on the basis of that census report, gave a total African population of 36 million at the very least by the year 2 000, as against the outside figure of 21.36 million calculated by the Tomlinson Commission." 1.

Physical
Planning
and
Resources
Act

In order to speed up the development of the Homelands, the Vorster government passed a Physical Planning and Utilization of Resources Act in 1967, by means of which "controlled areas" were proclaimed, where new industrial developments could be held up or conditions imposed regarding the employment of labour, building of houses or utilisation of water and other resources. The Southern Transvaal was such a "controlled area" and applications for the employment of Africans in new enterprises were either rejected or reduced in scale.

Decentralism
of
industries

Another change in government policy was official willingness to consider the establishment of industries within the Homelands by white businessmen on an agency basis, for a fixed period of time only, provided Africans were given preferential employment over Whites. Decentralisation of industries was further encouraged by the granting of favourable concessions to border industries in matters such as tax exemptions, loan rates and road and rail tariffs.

The Government tried at the same time to encourage labour migrancy away from the towns by decreasing residential rights for Africans in urban areas.

Section 10 of the Urban Areas Act (1965) was used to endorse out "surplus" dependents of working people and thus reduce the African population of the townships.

Funds for
development
of homelands

In order to accommodate Africans endorsed out of the white areas, the government set aside R44.5 million for the development of towns and resettlement villages in the Homelands in 1966. Municipalities were asked to contribute from local revenue to Homeland development and eighty per cent of the profits from municipal liquor sales were appropriated for this purpose.

Forward
Planning
Report
No. 4

It was against this background of government policy that the Johannesburg City Council presented its Forward Planning: Interim Report No. 4 in March 1967. It was a joint report by the City Engineer and the Manager of the Non-European Affairs Department and dealt with the African population and its housing and other requirements. 2.

The main facts which emerged from the report were that the African population had changed from a migrant male population to a settled urban community.

The Soweto population would increase by 2.4% per annum in the next decade, contrary to former predictions. This increase would necessitate a further six square miles of land to be made available for housing purposes by 1980. The area in the vicinity of the Natalspuit complex and Diepsloot sewerage farm was suggested.

Forecasts
of Soweto's
growth

The report listed the main categories of employment available for the African urban population and stated that the major employment opportunities existed in the centre of the city, and its immediate environs. Work opportunities were increasing steadily and with time, might exceed the labour resources available from the existing population, necessitating further immigration to the city.

Existing levels of education and training of the labour force were also discussed, as well as the increase in wages.

The report also stated that existing transport would be inadequate by the year 1983, and extra transport systems should be created from the townships to the city centre.

The main recommendations were thus for the extension of the Bantu group areas of Johannesburg, the subsidation of rentals in high density development, the provision of further commuting facilities from the townships and increased mechanization of industrial activities. As a final recommendation, the report referred to the creation of employment facilities in the Bantu reserves.

Report
counter to
government
policy

The report ran counter to many aspects of government policy and caused considerable alarm in central government. An Interdepartmental Committee of Inquiry into the report was set up, under the chairmanship of I.P. van Onselen, a senior official of the Department of Bantu Administration and Development. The Johannesburg City Council was not asked to participate in the inquiry beyond showing a busload of officials over Soweto, as many of the officials had never visited the township. The findings of the committee were not made known to the City Council but it became increasingly difficult for the Municipal Non-European Affairs Department to obtain approval of housing loans.

There were warning signals however. In November 1967, in a speech to the Transvaal Chamber of Industries, the Minister of Bantu Administration, Mr. M.C. Botha, maintained that Johannesburg was big enough and that it was the government's duty to encourage industrialisation in less congested areas.

Patrick Lewis considered the warning to be an official face-saving gesture to justify border industries which were proving unsuccessful. He came to that conclusion after participating in an official tour of the Homelands, arranged by the Department of Bantu Administration and Development in August 1967.

Blaar
Coetzee
disagrees

The Deputy Minister, 'Blaar' Coetzee, reacted angrily to Lewis' statement, when he opened the new chamber for Soweto's Urban Bantu Council in 1968. Coetzee stated openly that Johannesburg should not provide too many amenities for black people because they would then have no incentive to move to the Homelands.

Some
progress

Despite government dissatisfaction, some progress was made. Blaar Coetzee had agreed that he would assist the City Council in obtaining housing loans for the rehousing of people from old Pimville. Inhabitants were moved to new Pimville and Klipspruit. Eastern Bantu Township residents were rehoused in Soweto. Improved facilities included a new community hall in Naledi, a civic centre at Jabulani, near the new Urban Bantu Council Chambers, a produce market and shops. In 1967, a new Bantu Beer Brewery had been opened at Langlaagte. Bus tours of Soweto were extended.

30 year
home
ownership
cancelled

In 1967, new Township and Labour regulations had been issued limiting housing permits to males over 21 who had the necessary passes and also had permits making it legal for dependents to live with them. In 1968, the 30 year home ownership scheme was cancelled. Current contracts were honoured, but purchasers were forbidden to bequeath their rights and could sell their houses only to the Council. The Municipal Non-European Affairs Department attempted to discuss these regulations with the Department of Bantu Administration, but had little success. Will Carr recalls the impractical suggestion made by I.P. van Onselen that the Johannesburg Municipality should build houses in Ladysmith, Natal, to house the families of black workers in Johannesburg. Commuting could be undertaken by express train and bus service. This proposal was scornfully rejected.

In 1965, in the periodical, "Municipal Affairs", an article appeared by Lewis entitled "A Sketch of Life in Soweto". This article contains a fair description of Soweto before it was brought under the control of the West Rand Administration Board. 3.

The extent of the villages of Soweto included Orlando,

Dube, Naledi, Moroka, Chiawelo, Jabavu, Jabulani, Emdeni, Mapetla, Mofolo, Zolo, Zondi, Phiri, Senaoane and Moletsane.

In this complex, the City Council had built 65 000 houses for 382 000 people. Three hostels existed, housing 15 000 men.

The Bantu Resettlement Board had housed 149 000 people at Meadowlands and Diepkloof and had hostel space for 10 500.

The article describes the achievements of the Community Services Branch, the health and medical services including clinics, immunisation programmes and child health services.

The origin and development of the inhabitants are traced, the slow emergence of new class structures and living patterns are noticed.

These topics had been constantly observed and discussed by Lewis during his term of office on the City Council. He was able to monitor changes and progress which took place during the years.

Permanent
urban
population

"The urban dweller has travelled a long way on the path of material progress. I see further advance but care must be taken that these abilities are given adequate outlets so that a mood of frustration is not allowed to develop."

Government
pays
no heed

There is no evidence to show that government circles paid any attention to this warning. An official decision had been taken without Lewis' knowledge, in regard to the Forward Planning Report, No. 4 of 1967. The van Onselen Committee rejected the report because it encouraged unlimited black housing and failed to promote decentralisation of industry to the Homelands. Because of this "Integrationist" policy, control of the townships was about to be removed from the City Councils and vested in Administration Boards, which would prove more amenable to government policy. The stage was set for the passing of the Bantu Affairs Administration Act of 1971.

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CHAPTER THIRTEEN

COLOURED AND INDIAN HOUSING

The Municipal Non-European Affairs Department was not confined to the provision of African housing. Coloured housing and to a certain extent Indian housing also fell within the jurisdiction of the Department. For this reason, a Director of Coloured and Asian Affairs, Dr. E.J. Jamine, was appointed in 1964. Previously this had been part of the Non-European Affairs Department.

In 1955, the government had established the Community Development Board to ensure the correct siting of areas for Whites, Coloureds and Indians in towns and cities. The Board assisted with the resettlement of families, the disposal of property and the acquisition or lease of new dwellings and shops in particular areas.

Purchase of
ground for
Riverlea

In September 1958, the City Council, announced its intention to buy 1 440 acres on the old Langlaagte Mine for Coloured housing. This land had formerly belonged to the J.C.I. group and Lewis had managed to get an option at a reasonable price and then ceded the option to the City Council. The Group Areas Board was asked to proclaim this area a Coloured area. The Non-European Affairs Department wished to develop 400 acres immediately for Coloured housing. This would ease the pressure on Newclare so that slum clearance could begin immediately. The area became the township of Riverlea.

Niemand
Committee

In 1964, a committee was appointed under the chairmanship of Mr. J.H. Niemand, Secretary of the Community Development Board to promote Coloured and Indian housing on the Witwatersrand. The attitude of the United Party on the Johannesburg City Council to this government committee was at first unco-operative, as the Niemand Committee was regarded as a means of interference in the city's affairs. Lewis felt that the goodwill of the Committee should be obtained, in order to proceed with the development of Coloured housing at Martindale and Newclare. Lewis headed the City Council's representatives on the Niemand Committee.

Niemand was gratified by the spirit of co-operation shown by the Johannesburg City Council. Niemand was a highly competent civil servant, anxious to perform his work as efficiently as possible. He arranged that the Committee should meet alternately in Johannesburg and Pretoria. When meetings were held in Johannesburg, Lewis took the chair and when Pretoria was the venue, Niemand chaired the meetings.

With the co-operation of the Niemand Committee, a large urban complex was developed for Coloureds, comprising Newclare, the Western Native Township, Coronationville, Bosmont and Riverlea. By 1970, 5 434 new dwellings had been provided, as well as trading, recreational and other

facilities. In Newclare, a large business and civic centre for the entire complex was designed.

Timber
framed
houses

A report by Dr. Jammie, dated May 1965, reveals details of the methods used in the construction of housing schemes for Coloured townships. In Riverlea, a new type of Brick Veneer Timber framed house was introduced, which could be preconstructed in the City Council workshops and then erected on site. These houses consisted of a lounge, three to four bedrooms, kitchen, bathroom, separate toilet and garage.

Interim minimum standards for construction were laid down by the Minister of Housing.

The cost of the Brick Veneer house was estimated at R4 per square foot against R5 to R6 for the all brick house.

Plans for the Newclare Civic Centre were first discussed by the Niemand State Committee in 1966. 1.

Professor Mallows was called in as town planning consultant. It was decided that the former Western Native Township should be incorporated into the new Coloured Township under the name of Westlea. In February 1967, the townships Westlea and Westlea Extension 1, were renamed Westbury.

To avoid confusion with Claremont Township, the City Council decided in May 1957 to name the Claremont Pilot Housing Scheme, Montclare Village. In Lewis' budget speech to the estimates of the city of Johannesburg in June 1966, he mentioned the new housing "scheme at Claremont, now to be re-named Helderberg". This is an Afrikaans translation of both Claremont and Montclare. 2.

In 1965, Jammie also discussed the possibility of incorporating Nancefield, Munshville and Klipriviersoog into the municipal boundary for Coloured housing. This incorporation did not occur, although the Council owned the Nancefield Men's Hostel.

Early Indian suburbs of Johannesburg originated in 1894, when the first Indian and Malay traders to settle in the city were allotted the Malay Area, on the site of the present Vrededorp.

Vrededorp
renamed
Pageview

A section of Vrededorp was renamed Pageview in 1943, and was bounded by 11th Street to the north, Krause Street to the west, 26th Street to the south and De La Rey Street to the east. Some Indians also lived at Martindale, Newclare and near the Western Native Township.

Pageview was proclaimed a white area in 1956. The resettlement of Indian households in Lenasia was commenced immediately.

Lenasia

The Indians were resentful at the move to Lenasia from Fordsburg and Newtown. The areas had formerly been known as the Lenz Military Camp and contained extremely poor facilities as regards health services, transport, housing and recreation. The area also fell outside Johannesburg municipal boundaries, which meant that the Indians would not receive the same facilities which the City Council had created for the Coloureds. 3.

In 1955, a high school was built in Lenasia. Existing Indian high schools in Johannesburg were closed down. A few of the wealthy managed to build fine houses in Lenasia. Many families had to be housed in transit camps consisting of old military barracks. Slum areas such as "Happy Valley" and Tomsville developed.

There were continued complaints of poor sanitation and recreational facilities. Only one dilapidated hall existed, a few school tennis courts and an untended sports ground. Juvenile delinquency became rife. There was no hospital service. Roads to the township were unpaved and water logged. Transport costs to Johannesburg were high.

In 1968, certain areas of Pageview were expropriated for urban renewal by the Department for Community Development and it was stated that the Indian traders in 14th Street would have to go. Lewis enquired from Niemand where these shopkeepers would be relocated, and was informed that this was to be in Lenasia.

This move was generally recognised by the City Council and luckily by Niemand himself, as a mistake, as the Indian trading area in Pageview was a thriving business centre, which attracted customers from every class of society and was also a viable tourist attraction.

Mr. Niemand busied himself with getting the support of his Minister, Mr. Blaar Coetzee, to establishing a centre in Fordsburg where the Indian traders displaced from their shops in Newclare, Martindale and Pageview, could be accommodated and eventually acquired the ground where the present Oriental Plaza is established.

Planning of
Oriental
Plaza

Planning for the Oriental Plaza commenced in April 1966, when the Management Committee presented a report to the Niemand Committee regarding the initial planning stages. 4.

94 Properties had been purchased for R1 608 051 and the estimated market value of the remaining 76 properties totalled R1 328 115. If legal costs were included, appropriation would probably amount to R3 million.

A report on the scheme had been made by the firm of Dunlop Heywood. After much debate, it was agreed to continue with this firm, subject to the necessary safeguards regarding control of expenditure. A Guiding Committee was

appointed to supervise planning, consisting of representatives from the City Council and Department of Community Development.

Great trouble was taken in the design of the Oriental Plaza, the aim being to create an oriental atmosphere. The Mosque in the area formed an attractive backdrop to the setting of the new buildings.

Indian traders' resistance

The Indian traders showed great resistance to the whole scheme. It had been initiated without their consent. They felt that the new site was not as conveniently situated as the old shopping area, where adequate transport existed for customers of all races and classes of society. Many of the traders in Newclare, Martindale and Pageview had corner convenience shops serving refreshments. These would be impossible to re-establish in the projected Oriental Plaza.

Satisfactory compensation difficult

It was difficult for the authorities to arrive at satisfactory compensation when the Indian properties were expropriated, because of the difficulties in assessing the values of the premises and stand licences. Many of the premises were in a run-down condition as the owners had felt too insecure to carry out improvements.

Many Indian property owners possibly opposed the scheme because they would lose tenants and rentals. The City Council planned to fix and collect rental fees in the Oriental Plaza in order to arrive at an equitable charge.

The Oriental Plaza was originally planned as a two-tiered departmental store, where each trader would be allocated a stall equivalent in area to the shop he had occupied in Pageview, Martindale and Newclare. By day, the whole area would be an open departmental store, and at night, each store would be closed up.

The Indian traders objected strongly to this move, which was contrary to their business practices. The Council had to spend R1/4 million closing off the individual shops and in the process, back corridors and dead areas were created. The traders were still dissatisfied. Their new store-rooms were in the basement, where goods were not easily attainable.

Pageview traders received their first eviction orders in 1975, when the Oriental Plaza was partly developed. The Oriental Plaza was finally completed at a cost of R16.5 million. In 1977, the last of the traders moved in.

A nostalgic record of the old Indian trading area of Pageview has been preserved by Manfred Hermer, in his book "The Passing of Pageview". 5.

The Indian traders eventually re-established their clientele and the Oriental Plaza became a successful

business venture. In 1977, the City Council had handed control of the Oriental Plaza to the Department of Community Development.

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CHAPTER FOURTEEN

EXPANDING HORIZONS -

WORLD CONFERENCES ON MUNICIPAL GOVERNMENT

Lewis was fortunate in that his experience of local government was not confined to his knowledge of local affairs.

This might have led to the danger of a certain parochialism in outlook, had it not been for the fact that he travelled widely overseas and attended conferences which considerably altered his perception of the trends of local government. These new ideas conflicted even further with prevailing government ideology.

Leader
exchange
grant 1961

In June 1961, Lewis was made a Leader Exchange Grant from the United States government. He decided to attend the Conference of the International Union of Local Authorities at Washington D.C. in order to obtain a general background to United States civic administration. He then planned to take up his leadership grant by means of a tour of the United States in July. His itinerary was organised by Mr. Eldridge, programme officer at the Governmental Affairs Institute. The tour was fairly exhaustive, covering cities in New England on the east coast, Maine, including Niagara Falls and Chicago and the Mid-West to Denver, and San Francisco. He also travelled through California to Los Angeles and south-west to Oklahoma City.

This tour was reported in the "South African Treasurer" of February 1963. Lewis concluded that South African civic administration compared favourably with overseas counterparts and that the basic problems of city management were universal.

He also preferred the local system of government which contained a body of appointed officials in contrast to the American system of elected city officials which encouraged corruption.

Another International Union of Local Authorities conference was held in June 1963 in Brussels, where Lewis once more represented Johannesburg.

Toronto
conference

In August 1967, a delegation from the Johannesburg City Council, led by Patrick Lewis, was invited to attend a municipal conference of the world's forty largest cities of over 1 million inhabitants each. The aim of the Conference was to discuss the development of metropolitan areas and the venue was in Toronto, Canada.

The Johannesburg delegation included H.M. Marsh, Chief Executive Planner, M. Penrose, Deputy-City Treasurer, K.P.S. Roome, Senior Legal Assistant, Prof. E.W.N. Mallows, Town Planner and Radford Jordan, Local Government Research Officer at the University of the Witwatersrand.

In the same year, Lewis attended a conference at Stockholm organised by the International Union of Local Authorities. The theme of the conference was "Amalgamation or Co-operation", a dilemma facing many of the large cities of the world.

Move to
cities from
rural areas

On his return to South Africa, Lewis discussed the major issues which had emerged from the conferences, in a series of public lectures. The first was an address to the Adult Education Council in Johannesburg on 23 October 1967. He stated that the main theme of the conference papers was the population explosion, coupled with the universal move of the rural population to the cities. Major cities of the world were attempting various solutions to cope with the problem of the burgeoning urban population. London, for example, had developed a greater County council of 620 square miles and reduced the number of local authorities to 32. Toronto had similarly formed a metropolitan region and reduced 13 boroughs to 6.

Lewis found the housing discussions of great relevance to South Africa. The problem facing many countries was the utilisation of limited capital. The dilemma consisted of either investing capital into industries to increase production and the standard of living or using the capital to build houses for people who could not afford to pay the rents. Lewis considered South Africa fortunate in having a buoyant economy and capital available for both mining and industrial expansion and housing.

He also obtained information on overseas trends in the provision of floor space and sanitation in housing.

He ascertained that in many areas throughout the world, the bulk of housing was provided by local authorities on behalf of the state.

Forward
planning
essential

Lewis reached the following important conclusions in his speech. Forward planning was essential to cope with the huge population explosion which was inevitable in the major metropolitan areas. Johannesburg could not do this in isolation; there was a need for co-operative planning between the city, surrounding areas, the Provincial authorities and the government.

Lewis stressed the need for an official change in attitude to the cities. Urban representation in Parliament should be increased so that the cities received more sympathetic treatment. While Central Government taxes were too high, city taxes were too low to enable the local authorities to provide for huge national problems.

Cities of the size of Johannesburg should be relieved of petty restrictions applicable to smaller areas with less adequate staff.

Cities should be granted large tracts of land for the

purpose of expansion. The 94 square miles which comprised Johannesburg, was not large by world standards. Throughout the world, no scheme similar to that of Soweto existed.

Lewis reacted with irritation to the delays in the publication of the report of the Borckenhagen Commission, which had been appointed in 1956, but whose findings were not yet available.

City's
Forward
Planning
department

He outlined measures which Johannesburg had taken to plan for the future. A Forward Planning Division existed in the City Engineer's Department. In the late 1950's, the Council had appointed a research officer, Dr. L.P. Green, who had produced three reports on Johannesburg, comprising its social, economic and administrative structure respectively.

These reports had been supplemented in the 1960's by reports published by the Forward Planning Department dealing with the Busway System, European housing, metropolitan Johannesburg relating to the Pretoria/Witwatersrand/Vereeniging region, future Black housing needs and a report on the development of the central area of Johannesburg.

Lewis concluded that Johannesburg was not following world trends. The Province and State were refusing to subsidise expressways and major roads because Parliament was dominated by rural constituencies. Thus transport problems were becoming insoluble.

In an address to the Institute of Parks and Recreation Administration Conference, held at the Cranbrooke Hotel in October 1968, Lewis once more stressed the population explosion and its effects on the cities of South Africa. He maintained that regional recreational facilities would have to be planned in order to cater for this situation and he discussed the development of regional parks, local game parks, national parks and recreational centres. He also stressed the need to promote tourism by beautification of the cities and the establishment of open-air theatres.

Development
of
metropolitan
areas

Lewis' final address on the topic of the need for metropolitan development was presented to the B'nai Brith Lodge on 20 November 1968. Once more he pleaded for co-ordinated planning of the areas around Johannesburg and every large metropolitan area, and deplored the ad hoc fashion in which townships were laid out, with no thought for road systems, transport, parks or public amenities.

He concluded that

"the directive power resides in the big cities and for this reason alone of course the big city is vital to a country's continuing existence."

In a speech to the Association of Trust Companies at the Langham Hotel in May 1969, Lewis gave his audience some idea of the way in which the Johannesburg City Council was attempting to meet the challenges of the future.

He mentioned the addition of 15 square miles of former mining ground at Crown Mines to the southern area of Johannesburg and estimated that Johannesburg's population was likely to grow to 2 million by 1985.

Some
development
in
Johannesburg

He described the creation of the freeway transport system, the development of Jan Smuts airport, the creation of the Carlton Centre, the new market and abattoir, urban renewal of Jeppestown, Fairview and Troyeville, the new Civic Centre and the establishment of large property development companies in Johannesburg.

Lewis drew his audience's attention to a special exhibition on view at the Rand Show by the municipality's Forward Planning Department. Tony Marsh, the City's Forward Planner, intended to plan ahead for periods of 10 to 20 years.

Lewis concluded that

"One must plan with one's neighbours - planning must be joint planning and one must try and co-ordinate the developments in various areas."

Control of
industrial
development

This type of thinking was not entirely in line with official guidelines, as the Physical Planning and Utilization of Resources Act of 1967 had been applied in order to control industrial development and encourage decentralization to the Homelands. The Johannesburg City Council's Forward Planning proposals and Lewis' optimistic speeches and predictions of future population explosion, were calculated to inspire alarm in government circles.

As Lewis was to state in his evidence to the Cillie Commission of 1976 -

"While in the western world more liberal policies were emerging, and other parts of Africa were gaining independence, the policymakers in the Department of Bantu Administration were not focusing their efforts on the development of the urban Bantu, but on how to control the embarrassingly large number of Blacks whom they would rather see moved away from the white areas."

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CHAPTER FIFTEEN

THE MAYORAL YEAR

P.L. elected
Deputy
Mayor

In February 1968, it was announced that Mr. Issy Schlapobersky had been elected mayor and Mr. Patrick Lewis, deputy-mayor of Johannesburg for the ensuing year.

Lewis had originally resisted the idea of assuming this position, as it isolated him from active participation in the management of civic affairs. He had postponed his assumption of the mayoral office for as long as possible, but by 1968, he realised he should now accept nomination, because of his position of seniority on the City Council.

During the course of 1968, Lewis made several noteworthy speeches. In May, at the annual dinner of the Life Underwriters' Association of Southern Africa, he expressed concern at the manner in which the public was being exploited by unscrupulous insurance agents. He referred to the great wastage resulting from lapsed and surrendered policies and expressed the belief that it was incumbent on individual Insurance Companies to train agents correctly.

In August 1968, he once more referred to the Government's refusal to subsidize local authorities in the maintenance of expressways and local roads. He also expressed disappointment at the failure of the authorities to publish the report of the Borckenhagen Committee.

During the course of 1968, he became concerned about matters related to his own ward. The upper part of Parktown was slowly changing in character from residential to institutional. There were moves to improve facilities at the zoo, including an extra parking area. Plans were afoot to create an art gallery, photographic museum, a teachers' training college and more university students' residences.

P.L. elected
Mayor

Patrick Lewis was elected mayor for the year commencing March 1969 and announced that he had broken with tradition by not choosing a mayoral theme for the year. He regarded the mayor's task as a ceremonial one, a "meeter and greeter" or public relations officer, above party politics and his duties were to serve the city at large. 1.

"I am a mediator ... My great interest is race relations. I am more interested in getting results than gaining any political advantage. Rather than attack a Minister, I prefer to discuss matters quietly over a cup of tea and it is a policy that to my mind has been justified."

Mr. H.B. Ismay was chosen as deputy mayor. He had served on the Non-European Affairs Committee since 1957.

Unilingual
controversy

The Mayoral term of office started off inauspiciously with an attack on Lewis and Ismay for their supposed unilingualism. The United Party were unwilling to support both a mayor and deputy-mayor who were not fluent in Afrikaans. Ismay resigned from the City Council because of the unfortunate publicity. 2. Lewis was to prove his critics wrong and made very creditable speeches in both languages.

Lewis was inducted as mayor on the 4th March 1969. Sam Moss took Ismay's place as deputy mayor.

Lewis revealed a completely different public image during his term of office as mayor. His colleagues on the Management Committee had often noticed his grimness during meetings, his intolerance and impatience and his refusal "to tolerate fools gladly". He found to his surprise that he enjoyed his ceremonial duties and the contact with the public and a much more affable and warm personality emerged.

Relationship
with Press

During this period he enjoyed an excellent relationship with the Press. One of the highlights of the year was the weekly feature in the Star each Saturday entitled "Dear Mr. Mayor". This was compiled by the journalist Olga Price, whose whimsical humour appealed to Lewis. In co-operation with Olga he prepared replies to her letters. The relationship between Lewis and the Rand Daily Mail was not quite as cordial and the Rand Daily Mail was to refer to Lewis as "Mr. No Comment".

The mayoral year consisted mainly of the normal round of attendance at art exhibition openings, sports functions, charity premieres, and the Rand Easter Show, where the new flower hall was opened. Other events of interest were the opening of the new M1 motorway and the celebration of Baragwaneth Hospital's twenty-first anniversary. Soweto's new R70 000 fruit and vegetable market was launched.

An unpleasant incident was caused by the Nationalist Party whip, Mr. C.P. Venter, who alleged that Lewis had interfered in the appointment of the new Deputy-Manager of the Non-European Affairs Department, by using his influence to secure the post for Mr. I.W. Robinson in preference to Mr. de Villiers. Lewis refused this claim in a dignified manner. 3.

Lunches for
'backroom'
workers

Lewis began the practice of holding mayoral lunches for the city's "back-room" social welfare workers, as a token of appreciation for their achievements.

An anti-waste programme was launched at the commencement of the Republic of South African Jubilee Savings Campaign. The mayor drew the public's attention to the various forms of wastage prevalent in the city, such as water wastage, littered streets, vandalism and the loss

of life in road accidents. The aim of the campaign was to build up a savings reservoir to stabilize South Africa's economy and provide capital for new irrigation schemes, roads, public loans and hospitals. 4.

Death of
Pieter Roos

The death occurred in June 1969 of Mr. Pieter Roos, chairman of the Management Committee. Patrick Lewis was elected to succeed him on 1 March 1970. During the period of Lewis' mayoralty, Councillor Oberholzer served as acting chairman. Sam Moss took over the chairmanship of the Non-European Affairs Committee when Lewis became mayor.

Moss expressed his concern at the government's plan to establish Bantu Administration Boards through the proposed Bantu Administration Boards Bill.

As a result of the closure of certain gold mines, 23 square miles of land became available for development on the former Crown Mines property. Lewis welcomed this move, as previous development had taken place mainly in the northern suburbs, creating an imbalance. 5.

Proposed
visit
Parliament-
arians

On the suggestion of Mr. E.L. Kloppers, Speaker of the House of Assembly, Lewis endeavoured to improve relations with the central government by inviting more than 200 Cabinet Ministers, Members of Parliament, Senators and heads of government departments to visit Johannesburg and tour the city in June 1969. The idea was to acquaint the visitors with the developments taking place. The Chamber of Mines and Chamber of Industries agreed to co-operate in the scheme. The Prime Minister agreed to the visit, provided the City Council supported the invitation unanimously. The move was vetoed by the Nationalist faction, headed by Eben Cuyler, on the pretext that contact with the central government should have been made through the provincial authorities and not directly. Cuyler was probably offended at being excluded from the initial planning of the invitation. 6.

The tour did not take place.

A visiting cartoonist, Ralph Sallon, sketched the mayor and four members of the Management Committee for the Star newspaper. These were Patrick Lewis, Sam Moss, J.F. Oberholzer, Alf Widman and Max Neppe. Sallon claimed to be able to capture the inner qualities of a personality in his cartoons. 7.

In October 1969, a serious earthquake took place in the Boland area. Distress funds were established by the mayors of Johannesburg, Randburg and Middelburg. The Johannesburg fund was launched with a R10 000 donation from the City Council.

In Olga Price's column of the Star, October 11, 1969, an article appeared entitled "The Mayor of Johannesburg writes about a golden future". This article described

the tremendous growth of Johannesburg including the erection of tower blocks such as the Carlton Centre, Standard Bank, Trust Bank and the new S.A.B.C. building. The expressways were also described.

Municipal
area
increased

From 1970 onwards, 94 square miles would be incorporated into Johannesburg, according to the recommendations of the Van Der Spuy Commission. The Klip River would become the southern boundary of Johannesburg. A recreational area was being planned at the Klip River and at Suikerbosrand.

The development of the freeways is mentioned, at a cost of R64 million.

The new market at City Deep and the urban renewal of Jeppestown, Fairview and Troyeville are described, as well as the planned Oriental Plaza at Newtown.

In November 1969, further building plans were announced. The new premises for the S.P.C.A. were opened at Booysens and R450 000 was donated over five years by the city council towards the erection of a new Technical College in Doornfontein.

Retirement
W.J.P. Carr

Two retirements took place: Mr. W.J.P. Carr, the Manager of the Non-European Affairs Department and the City Treasurer, Mr. William Carine.

Lewis paid tribute to W.J.P. Carr in a farewell, dated 28th January, 1969.

He mentioned that Carr had been the third official to hold the position of Manager. His predecessors were Graham Ballenden (1927-1945) and L. Venables (1945-1952).

When Carr took over, he was faced with the problems of the Moroka Emergency Camp, Shantytown, Sophiatown and Newclare. Alexandra Township, though out of his jurisdiction, was a "festering sore". He had to contend with official resistance to the building of houses, the exploitation of Bantu by Bantu in the squatter camps, poverty and the rural influx into the cities.

In 1953, he assisted in the establishment of the site-and-service scheme, the Bantu Service Levy Fund and the creation of the Housing Division.

Carr was faced by a continuing series of crises comprising the riots at Denver Hostel, the removal of persons from "Locations-in-the-Sky", regardless of whether alternative facilities were available, the riots at Dube, strikes, sniping from the Black press, interference from the Watchdog Committee, the tension caused by the projected closure of the beerhalls and the Sharpeville crisis.

Throughout these difficulties, Carr retained his belief in consultation with the Advisory Boards and obtained the confidence of the Non-Whites, despite his position as a white official, licensed by the Minister of Bantu Administration.

He had to administer harsh laws, which were constantly changing, to a population not readily able to distinguish between the lawmaker and the administrator. Yet he retained the ability to communicate with the Advisory Boards.

He was concerned about people, not ideologies. He was always calm and democratic in approach. His achievements were due to the creation of a strong and dedicated team in his department and his assistance in the formation of the Institute of Administrators of Non-European Affairs, which raised the status of managers and officials of municipal Non-European Affairs Departments.

Tragedy at Dube Station

On December 9, a tragedy occurred at Dube Station, when the pedestrian bridge collapsed. Lewis, accompanied by Sam Moss and the new manager of the Non-European Affairs Department, Mr. T.W.A. Koller, visited the scene of the accident. It was decided to use the remnants of the Mayor's Disaster Fund, formed after the Langlaagte railway tragedy in February 1969, to provide immediate relief.

At the beginning of 1970, the addition of 240 square kilometres of land to Johannesburg, announced in October 1969, finally took place. This marked the biggest single addition to the municipal area in the city's history.

Soweto incorporated

Soweto was to be incorporated, as well as certain Coloured group areas including Nancefield and Lenasia. In February 1970, the Mayor paid his first official visit to Lenasia and noted its problems - untarred and waterlogged roads, absence of storm water drainage, inadequate sports facilities. Many government scheme houses were still incomplete and under construction. A privately built cinema was nearing completion. Lewis promised to do his best to assist the Indian community.

Two new municipal representatives were welcomed into the city council as a result of the incorporation of new suburbs into the southern areas of Johannesburg. They were Messrs. H.V. Nolan and J.J. Sadie.

In February 1970, in an address to the annual meeting of the Council of Transport Workers, Lewis drew attention to the critical situation facing Johannesburg with regard to transport. This problem would become more acute due to the extension of Johannesburg's southern boundaries.

Mr. D.C. Benade, President of the Council of Transport Workers, inquired in his presidential address, whether

the State should not take some responsibility for traffic control.

In Olga Price's column of 28th February 1970, Lewis wrote a valedictory letter, marking the end of his term of office as mayor. In this letter, he drew the public's attention to the behind-the-scenes activities of the 28 700 strong municipal work force providing services to the community. Included were firemen, librarians, health inspectors, pest control officers, traffic police and bus staff.

In March 1970, the induction took place of the city's new mayor, Mr. Sam Moss and deputy Mayor, Mr. Alf Widman.

The procession which took place before the election, was boycotted by the 17 Nationalist Councillors under the leadership of Mr. Eben Cuyler, who deplored it as a needless display of pomp and ceremony.

Wits
Hon. LLB

Lewis' term of office was terminated by a crowning achievement. In April 1970, the University of the Witwatersrand conferred on him the Honorary Degree of Doctor of Laws.

Part of the citation read as follows:

His assumption of this post signalled the real beginning of that phase of civic authority which ended the shantytown period of non-White housing in Johannesburg and saw the acceptance by the local authority of the responsibility for the creation of a civilised mode of living for the non-White population of Johannesburg.

This ... has been no single-handed endeavour, but the achievement of a splendid team of municipal officers who have been inspired by Patrick Lewis' single handed devotion to the uplifting of the urban Bantu and by the assurance of his support in the provision of housing, roads, water supply, sanitary and cleaning services, public halls, schools, medical services, mass immunisation, clinics, creches, social welfare services, vocational training centres, elected boards, public order and personal security. Of 'The City within a City' in the best of its many aspects, Patrick Lewis is entitled to aver ... "if you seek his monument, look around you".

It is fitting that Patrick Lewis was awarded his degree at the same time as Quentin Whyte, retiring Director of the South African Institute of Race Relations. The third recipient was Professor S.H. Frankel, who was awarded an Honorary Degree of Doctor of Science in Economics for his work on the economics of underdeveloped countries.

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CHAPTER SIXTEEN

STRESS: 1970 - 1972

The last two years of Lewis' term of office in the Johannesburg City Council should logically have marked the summit of his career.

Management
Committee's
structure

He had achieved a position of influence as chairman of the Management Committee. Due to his long years of experience and hard work, he understood some of the intricacies of the municipal administration thoroughly. 1.

The Management Committee of Johannesburg consisted of a Chairman and representatives from four committees, known as the Section 60 committees. These were the Non-European Affairs, Planning and Technical Services, Utilities and Health and Amenities Committees. Representatives of the Management Committee acted as chairman of their respective committees.

The Management Committee members were elected for five years from the ranks of the councillors. It ensured that resolutions of the Council were carried out, advised the Council, prepared estimates of revenue and expenditure, controlled expenditure of all money voted by the council in its approved estimates and reported monthly to the council on the carrying out of its functions.

Departments such as the City Treasurer, Clerk of Council, Organisation and Methods Division and the Staff Board reported directly to the Management Committee via the Town Clerk, whose function it was to ensure that all directions of the Council and management committee were carried out.

Decisions of the Section 60 committees which needed Council approval, had to be reported to the Management Committee, which could then incorporate them into a report to the Council.

Meetings of the Management Committee were held weekly in the afternoons and lasted 4 to 5 hours. Matters dealt with were decisions of Section 60 committees and reports from various departments.

Councillors
felt
'left-out'

The Management System thus speeded up decisions and centralised power in the hands of a few Councillors. Lewis was inclined to think that the rest of the Councillors tended to feel "left out". Matters discussed at committee meetings were generally items submitted by officials. He complained that the councillors were not encouraged to display initiative.

Members of the Management Committee often had to neglect their own professional or business affairs, as more time

was required of the Management Committee by the 1970's.

Suggested
modifi-
cations

Lewis would have liked to see certain modifications of the Management Committee System. He considered that the period of office of the Committee should be shortened to two-year terms. It should not be obligatory for members to chair Section 60 committees. There should be no necessity to pass a vote of no confidence in the entire Management Committee if one member proved unsatisfactory. He felt that the City Council should be empowered to fix municipal officials' salaries without the Administrator's approval. Finally, he would have preferred the Administrator to have less control in relatively unimportant municipal matters.

The Administrator's influence was exercised largely through the Local Government Advisory Board, which had been appointed to advise the Province on local government matters.

Responsi-
bility
causes
strain

During the period 1970 to 1972, the constant strain of responsibility in administering the growing city of Johannesburg, was compounded by the central government's reluctance to assist in the provision of funding.

There were still no government loans forthcoming for housing in the townships. In June 1970, the men's hostel at Diepkloof was completed for suburban domestics. In all suburbs south of Houghton Ridge, only one servant per household was to be allowed. This move caused such an outcry that it was amended by Deputy Minister Koornhof to include only workers at office buildings, commercial compounds, sports clubs and similar establishments. The facilities at the Diepkloof Hostel were criticised by the media.

In 1971, the Management Committee presented a record budget for Johannesburg. There was a ninety-five per cent increase in the city's overall valuation. Values of some suburbs were up by several hundred per cent. The rate levy was lowered from 4 cents to 2.7 cents in the rand.

The Star newspaper of June 1971 announced that Johannesburg's budget was to total R195 million. 2. Despite severe government restrictions, large sums were to be spent on motorways, roads, land purchase, housing for all races, the new abattoir and market at City Deep, electricity and sewerage schemes, new buses and the Civic Centre.

The Council expected to get R75 million from charges for commodities and services such as refuse removal fees and rates. About R5 million would come from government grants, licence fees and fines. Most of the city's money for capital works came from loans. Loan charges were financed from the rates fund.

A loss of R3 million was estimated for the years 1971 to 1972 on non-White affairs. Income from this purpose was derived mainly from the registration fees paid by employers of African labour, and totalled R9 million. Expenditure would be approximately R12 million.

A breakdown of expenditure on capital works revealed that the new market and abattoir, when, completed, might cost approximately R14 million, while the new electricity network was estimated at R63 million. It was planned to spend R11 million on motorways, roads, drains and pavements, R6 million on sewerage, R6,4 million on parking and R3 million on the civic centre administration clocks. Other sizeable expenditures were R3,1 on southern suburbs housing schemes, and R1,6 million on new buses.

Lewis pointed out that rates could only be pegged in 1971 because of a surplus carried over from 1970. He warned that 1972 would be a tougher year unless the government would come to the city's aid with financial assistance, especially in regard to urban transport and motorways.

Borckenhagen
report
disappoints

Lewis was extremely disappointed with the report of the long-awaited Borckenhagen Committee. Little help could be expected from its recommendations, as it based its figures on outdated 1962 statistics.

Warning
about take
over of
Soweto

Another matter which caused Lewis considerable anxiety was the draft Bantu Affairs Administration Bill. He warned that serious trouble would result if the government removed responsibility for urban African administration from the municipalities. Negotiations had taken place between the United Municipal Executive and the government regarding the Bill.

"The huge administrative machine which controls Bantu affairs in the city is fully integrated with the Council's other activities.

Unscrambling the egg is going to be a far more awkward task than it would appear on the surface, and it is difficult to foresee how the services at present will be available to the boards to be appointed." 3.

No housing
loans

On the 13th August, 1971, a deputation of the Ad Hoc Housing Committee called upon Mr. Niemand in Pretoria to discuss the problems facing the City Council in getting municipal housing schemes built. It was stated that little response was obtained from contractors in obtaining satisfactory tenders. High building costs in Johannesburg were endangering the possibility of economic housing schemes being completed.

The City Council was requested by the Government in 1971 to raise a loan in Germany for the city of Johannesburg. 4.

German loan negotiations

Patrick Lewis and the City Treasurer, Mr. Maurice Penrose conducted the negotiations. A loan of 80 million D-mark was successfully negotiated from a consortium of European banks headed by the Berliner-Handels-Gessellschaft-Frankfurter Bank. The loan was granted at 8% interest over 10 years, with repayments in 10 equal annual installments. The Reserve Bank provided forward exchange cover.

By a strange coincidence this bank had been connected with Paul Kruger's efforts to build a railway to Mozambique in the days of the South African Republic.

In his speech of acknowledgement, on the occasion of the announcement of the loan, Lewis recalled the historical contributions that Germany had made to Johannesburg and to the mining industry. Lewis also arranged to have the banking hall in Frankfurt, where the ceremony was held, decorated with proteas, flown out by the Johannesburg Parks Department.

On 27th January 1971, a deputation from the Johannesburg City Council consisting of Dr. Patrick Lewis and Messrs. J.F. Oberholzer, M.J. Powell, T.W.A. Koller and J.C. de Villiers held a discussion with the newly appointed Deputy Minister of Bantu Administration and Education, Dr. P.G.J. Koornhof. Also present were Mr. I.P. van Onselen, Deputy Secretary and Mr. C.J. Grobler. 5.

Application for housing loans

Lewis was anxious to obtain the government's permission for further loans to be granted towards the building of houses in Soweto. He maintained that the government's view was that the people should go to the Homelands, but this was not happening and over-crowding and discontent were building up. Since the Forward Planning Report things had come to a halt and the Council was not asked to appear before the Departmental Committee considering this report.

Government homelands policy

Koornhof regarded the City Councillor's remarks concerning the explosive situation in the townships as exaggerations. He argued that family housing in Soweto was a problem because Soweto was not a Bantu homeland. Bantu women should be excluded from Soweto as far as possible. He denied that the government had refused funds for housing in Johannesburg and stated that the delay was caused only because the matter was still under consideration. Johannesburg should submit its schemes with adequate motivation and matters such as the Mapetla scheme, the resettlement from old Pimville and the housing scheme in Emdeni Extension would be taken into consideration.

Koornhof stated that he would have preferred the building of hostels. Johannesburg's standards were too high and the City Council should rather contribute towards housing in the Homelands for example in the

Waayhoek area, near Ladysmith.

Loans for
hostels
available

Lewis was inwardly annoyed by the insinuation contained in Koornhof's remarks that the City Council had failed to motivate its requests for government loans. He recalled the promises which had been made by Koornhof's predecessor, Blaar Coetzee, regarding the Pimville settlement. Lewis concluded that van Onselen had not informed the new Deputy Minister of these promises.

In a telephone call from his office to the Deputy Minister, Lewis requested a private interview which was held later. Dr. Koornhof was told that his officials had misinformed him regarding arrangements made with Mr. Blaar Coetzee.

On the 12th April 1971, the City Council deputation visited the Waayhoek/Olifantskop Township and forwarded a cheque for R100 000 to the Department of Bantu Administration and Development towards the building of houses in the Homelands for economically inactive residents of Soweto.

On the 16th April, a Johannesburg City Council Deputation consisting of Dr. Lewis and Messrs. Oberholzer, Koller and De Villiers again met Dr. Koornhof. Lewis stated that the Council would be prepared to make money available from the Bantu Services Levy Fund for the provision of services in the Bantu Homelands, provided both the local and Central Bantu Services Levy Committees agreed. Johannesburg would first consult the Department of Bantu Administration to ascertain which was the nearest homeland scheme.

In return, the Deputy Minister would use his influence with the Department of Committe Development for more funds to be made available for the building of houses in Johannesburg.

Bantu
Admini-
stration
Boards

In 1971, the Bantu Affairs Administration Act was passed, vesting all urban Bantu Administration in twelve Administration Boards, directly responsible to the Department of Bantu Administration and Development in Pretoria. The law came into force in July 1973 and removed all control from town councils over their own African townships. They were still required to contribute the proceeds of their Bantu Revenue Accounts and to make available the services of their officials to the Boards. The West Rand Board was appointed for the Witwatersrand Area.

Doctor's
warning

At this period, Lewis was overcome by a feeling of persistent weariness and was also facing potentially serious health problems. He was warned by his doctor to retire from the City Council. It was an agonising decision for him to take and it cost him many hours of deliberation in which he systematically weighed up the

pros and cons.

His final decision was announced in the press in February 1972. The Rand Daily Mail commented wryly -

"The real gall of being a public figure must be that even if you work yourself to a coronary, you still have little chance of pleasing all the people all the time."

This newspaper had not always seen eye to eye with Lewis on the question of Municipal Non-European policy. Finally, in frustration, he had been dubbed "Mr. No Comment".

Interview
with Star

The Star columnist, Olga Price, had established a much better rapport with Lewis and on the occasion of his retirement arranged an interview in which she drew attention to his insistence of high standards for Johannesburg's administration, and his attempts to bridge political differences. One quotation from this interview is particularly memorable, in the light of events which were to follow in South Africa:

"In one area especially, we have to think positively. We can no longer think of the 'Native problem'. South African's wealth is not only minerals. We must consider our wealth in terms of the people of the land - all the people.

To change our total environment for the better we have to think, and plan, and work now, and with absolute honesty of purpose. We need to build. We dare not destroy ". 6.

Interview
with Rand
Daily Mail

The Rand Daily Mail attempted to canvass a cross section of opinion on the subject of Patrick Lewis. 7. Some of the comments revealed more about the nature of their perpetrators than about the subject of their criticism.

Mr. S.P. Barnard, Nationalist party member on the City Council, declared -

"It was always a surprise to me that Pat Lewis never struck a few thousand badges with the slogan, 'I like Pat'."

However, this same Mr. Barnard was forced to admit -

"What you can't take away from Pat is his integrity. He is a real City Father, a man of great moral character and true sincerity.

He lacks tolerance at times, but he tackles problems with vigour and insight. He has always done his homework before speaking in council."

The Rand Daily Mail also attempted to draw attention to Lewis' uncertain political affiliations, stating that some believed him to be a Progressive at heart, who used the United Party as a vehicle for personal ambition.

The United Party, on the other hand, maintained that Lewis' 'liberal tendencies' could be dangerous to the Party.

Patrick Lewis' answer to his critics was simple:

"I've done what I had to do. I've done it to the best of my ability in the belief that what I've done was in the interests of the people concerned at the time and in the foreseeable future."

Oberholzer's
tribute

Perhaps the greatest tribute was paid by Councillor J.F. Oberholzer at the meeting of the City Council, held on 22nd February, 1972. He acknowledged Lewis' diplomacy in dealings with officials in the Department of Native Affairs and with colleagues on the Management Committee. He mentioned Lewis' integrity and honesty which was noted by even his political adversaries, as well as his unselfish dedication to the interests of those he sought to serve.

"He has served the city extremely well, and in his capacity he did not throw his weight around, he did not try to bully anyone, but got people to work together."

Councillor Oberholzer voiced the regret of the Council's officials at Patrick's retirement and expressed the hope that he would return once more to serve the city with his wealth of experience, knowledge and ability.

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CHAPTER SEVENTEEN

THE FREEDOM OF THE CITY

After Patrick Lewis' retirement from the City Council, he planned to spend his time attending to his numerous business interests within the city and his farm, Middleham, in the Eastern Transvaal.

The City Council was anxious to reward him for the long years of service he had given to Johannesburg. On the 27th February, 1973, on the recommendation of Councillor J.F. Oberholzer, Chairman of the Management Committee, the City Council resolved:

"That in recognition of the eminent services rendered to the City of Johannesburg by Dr. Patrick Robert Brian Lewis, the Council do hereby, in pursuance of Administrator's Proclamation No. 44 of 1948, confer upon him the Honorary Freedom of the City of Johannesburg and do accordingly admit him to be an Honorary Freeman of the City." 1.

8th Freeman
of the city

This was an honour which had been jealously guarded, as it had only been awarded seven times before in the history of Johannesburg. Former recipients were A. Immink, mayor in 1944-45, D.F. Corlett, mayor in 1931-32, J.C. Smuts, former Prime Minister of South Africa, J.J. Page, mayor in 1938-39, Jimmy O'Connor, M.P.C. for Jeppestown and Johannesburg's longest serving city councillor, Mr. C.R. Swart, former State President and President J.J. Fouche.

Patrick Lewis was to receive from the Council a gold badge with old-gold and green ribbon. The Council's coat-of-arms appeared on the badge flanked by laurel leaves with the distinguishing wording "Ereburger-Freeman, Johannesburg 1973". Engraved on the back of the badge was the name of the recipient.

A special casket was also to be presented, made of kiasat embellished with silver. It was designed in the style of the Old Cape Dutch kist. The interior was lined with red velvet. The coat-of-arms of the city was displayed in the centre of the lid. On the inside of the lid was a silver plate, inscribed with the recipient's name and the date of conferment of the honour.

The casket was designed to hold the Scroll of Freedom, which was made of Vellum. This scroll was beautifully illuminated and bore the City Coat-of-Arms in heraldic colours. On the suggestion of the Mayor's Secretary, Mr. Jack Buckler, the artist Joan Pell had been commissioned to decorate the order of the scroll with illustrations of the indigenous flora of the Eastern Transvaal. This was a tribute to Lewis' preservation of the natural flora on his farm at Barberton.

The scroll was bilingual in text and announced that the Honorary Freedom of the City had been conferred by unanimous resolution of the City Council ...

"in recognition of the eminent services rendered to the City of Johannesburg by Dr. Patrick Robert Brian Lewis ... "

It was signed by the mayor, Dr. A.D. Bensusan and the Town Clerk, Mr. A.P. Burger.

The ceremony took place on 1st August, 1973 at 7.30 p.m., in the Council Chamber. It was witnessed by the City Councillors in their robes and visiting dignitaries. The procession was composed of the Mayor, Prospective Honorary Freeman, Deputy Mayor, Town Clerk, Clerk of the Council bearing the Roll of Freeman, the Commissionaire, bearing the casket with the Scroll and Freeman's Badge, the Honorary Freeman and Past Mayors in order of seniority.

After the members of the procession had taken their places, the Town Clerk read the resolution of the Council conferring the Honorary Freedom of the City on Dr. Lewis. The Mayor then presented the Freeman's Badge and the casket containing the scroll to Lewis. Finally, Lewis signed the Roll of Honorary Freeman. 2.

The Chairman of the Management Committee, Mr. J.F. Oberholzer was then called upon to address the audience. He stated that Dr. Lewis had tempered his own liberal philosophy with realism and worked within the framework of Government policies.

His voice had been heeded by the Government and it had happened that because of Dr. Lewis' efforts, legislation "That would not have been in the interests of the people of this city" had not reached the statute books.

"He did a tremendous amount to further race relations and peace in this city - and this must surely have rippled to other parts of South Africa." 3.

In his speech, the mayor, Dr. A.D. Bensusan stated that Patrick Lewis

"was ... inspired with a responsibility and a goal to bring about more civilised modes of living for the inhabitants of the Bantu townships encircling our City."

The leader of the Nationalist Party in the Council, Mr. Frik de Wet emphasized that the council decision to make Lewis a freeman had been taken unanimously. Dr. Lewis had put aside his political feelings to work for better relations between all race groups.

Mr. de Wet praised Lewis for the realism with which he had tackled the development of Soweto and for the fact that he had gone out of his way to become bilingual.

Patrick Lewis replied with modesty, stating that his achievement was no single-handed endeavour, but the result of the work of a team who brought great credit to the city.

He thanked his family for their understanding and support during periods of great stresses and strains when "one dare not think" of the consequences of failure in Soweto. He also expressed his appreciation for the beautiful decorative scroll.

Many
written
tributes

After the ceremony, letters of congratulations poured in from all quarters, including tributes from professional colleagues, political associates, fellow businessmen, friends and family. All were carefully filed and treasured, in the same manner as the scrap-books of press cuttings relating to Lewis' civic career.

The tributes helped to soften the disappointment which Lewis had endured in connection with the deterioration of the administration of Soweto, at the hands of the Administration Board.

He expressed his doubts in an interview with the Star on 31st July, 1973.

"I think the city council felt a personal relationship with the people of Soweto and it will be surprising if this can exist when the Bantu administration board is representing so many local authorities who will have only an indirect interest in the administration."

He admitted that the removal of control of Soweto from Johannesburg's hands was "heartbreaking to me". 4.

Resolutely, he turned his attention back to the matters which occupied his retirement.

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CHAPTER EIGHTEEN

TESTIMONY TO COMMISSIONS

In June 1976, riots broke out in Soweto. The immediate cause of the disturbances was police suppression of an illegal student march held on June 16, to protest against the compulsory use of Afrikaans as a medium of instruction in black Transvaal schools. Unrest erupted throughout the country and continued intermittently until 1980, returning in a modified form in 1984-85.

Soweto
Riots
1976

"A Commission of Inquiry into the Riots at Soweto and Elsewhere" was appointed under Justice Cillie to investigate the events between the 16th June 1976 to 28th February 1987. 1.

Patrick Lewis was abroad at the time of the riots and had no information regarding the use of Afrikaans as a teaching medium. He felt that the issue of Afrikaans as a medium of instruction had brought to the surface other frustrations and grievances of the people concerning their living conditions. He therefore decided to submit a memorandum to the Commission of Inquiry, which he dated 30th August, 1976.

This memorandum demonstrated quite clearly that discontent at government policy had been building up as far back as 1957 and before, and that the central authorities had chosen to ignore danger signals repeatedly brought to their attention by municipal officials and administrators.

Not first
riots

The riots of 1976 were by no means the first to occur in Johannesburg. On 14/15th September 1957, riots had occurred near Dube Hostel in Soweto. Despite an appeal by the Johannesburg City Council, the Minister of Justice refused to appoint a Commission of Inquiry into the causes of the unrest.

The Council therefore decided, at its own expense, to appoint an independent Commission of Inquiry consisting of three retired judges, the Hon. Mr. Justice Centlivres, the Hon. Mr. Justice Greenberg and the Hon. Mr. Justice Roper. The Commission was greatly hampered by the fact that no government official was prepared to give evidence.

Tribal
enmites

The Commission found that the immediate causes of the riots were attacks on Zulu residents in Dube Hostel by tsotsis and enmity between the Zulus and Basutos. The policy of ethnic grouping in the new housing schemes of the township had exacerbated tribal tensions.

The root causes of the conditions of unrest were found to be socio-economic conditions affecting the youth, particularly the inadequate earnings of family heads, insufficiency of educational and recreational facilities

and inadequate facilities for vocational training.

The Commission also mentioned insufficiency of police protection, unwillingness to co-operate with the police, the feeling that contravention of many of the laws specifically applying to Africans was not wrong and the system of migratory labour.

Remedial
remedies
recommended

The 1957 Commission of Inquiry recommended as remedial measures, resuscitation of the Native Youth Board; more humane treatment of alleged African offenders; better police protection; better facilities for the young, including schooling, recreation and vocational training; increase in black wages; reconsideration of the policy of ethnic grouping; discouragement of migratory labour and granting of further powers to Native Advisory Boards.

Verwoerd's
reaction

From this report it was evident that as far back as 1957, the tsotsi element was a serious problem. Copies of this report were sent to the Minister of Bantu Affairs. The only reaction from the Minister was annoyance that Mr. Carr, Manager of the Non-European Affairs Department had given evidence criticising government policy.

The Memorandum continued by quoting correspondence addressed to the Minister of Bantu Administration and Development at the time of the Sharpeville riots in 1960 (see Chapter Nine).

"None of the difficulties and frustrations listed at the time seem to have been remedied ... the disabilities and frustrations of the black people are nothing new, have been brought to the attention of the Authorities, and ... remedial steps have not been taken."

In the matter of housing in the townships, the memorandum outlined the difficulties faced by the Johannesburg City Council following the publication of the Forward Planning Report No. 4 of 1967.

Van Onselen
Committee
report
secret

After 1967, all housing loans had been held up following the report of the van Onselen Departmental Committee, which had never made its findings available to the Johannesburg City Council. In 1968 the granting of any further 30 year leases was prohibited. From 1967 onwards, relatively few houses were built, regardless of the growing backlog, while the Johannesburg City Council was urged to contribute to costly housing schemes in Ladysmith, Natal.

Lewis was forced to the conclusion

"that the delaying tactics regarding the provision of houses was not merely inefficiency, but a deliberate

obstructive policy regarding the provision of housing the urban area ... emphasis was on control rather than on the provision of better services ... the policymakers in the Department of Bantu Administration were not focusing their efforts on the development of the urban Bantu, but on how to control the embarrassingly large number of Blacks who they would rather see move away from the white area."

Negative attitude to developments

Lewis' memorandum made other points regarding official resistance to constructive thinking or action. He quoted the example of the grudging attitude towards the Vocational Training Centre established to give useful training to unemployed African youths. He also mentioned instructions received from the Department of Bantu Administration, which, while being Nationalist Party policy, were not based on law. As an example he quoted correspondence of the 17th February, 1963 regarding trading rights in the townships, already referred to (Chapter 9).

Ministers not informed

Lewis voiced his suspicion that Ministers of the Department of Bantu Administration often appeared to be badly informed by their subordinates, particularly in the case of newly appointed Ministers.

Other grievances came to the fore. The South African Railways had caused a ten-year delay in the building of an access road to Soweto. Application for this road had been made in February 1954 to the Bantu Services Levy Fund. Finally, permission was granted in October 1964, with the proviso that no public transport could use the road.

The memorandum deals further with the lack of police protection in the townships, the inadequate Provincial medical services and the discrediting of the moderate black leaders.

Criticism of Administration Boards

Lewis was particularly scathing about the period of administration of the West Rand Administration Board. He referred to the complete lack of organisation and inexperience of the officials as they jockeyed for power. The Board was a large structure and had to administer a complex area "with differing standards in the various local authorities' townships taken over". Without the subsidy from the Johannesburg City Council and with increased administrative costs, the Board was forced to increase rentals in order to balance their budget, an extremely unpopular move among township dwellers.

"There is no doubt that the people of Soweto were critical of a Board largely nominated by the National Party Government, and identified the Board with the makers of the laws ... which they regarded as oppressive.

People
preferred
city
council

"In contrast the City Council was known to be critical of many aspects of Government policy, and often acted as a cushion between the people and the authorities. I believe this was one of the reasons the Government was so anxious to take over the administration from the Council ..."

Lewis expressed his doubts that the officials of the Board kept their superiors fully informed of the growing discontent in the townships regarding the use of Afrikaans as a medium of instruction. This was in contrast to the City Council, which in similar circumstances

"would have had its ear to the ground and kept the responsible Minister informed of the explosive situation that was developing, so that the situation could have been dealt with before it got out of hand."

Riekert
Commission

In 1979, a Commission of Inquiry into Legislation affecting the Utilisation of Manpower was appointed under the chairmanship of Dr. P.J. Riekert of the Prime Minister's Economic Advisory Council.

In this instance, Patrick Lewis was asked to present evidence in person to the Commission. 2.

Lewis outlined the efforts of the Johannesburg City Council to fulfil its obligations to house the black population from the end of World War II to the period of appointment of the West Rand Administration Board. He described the difficulties and frustrations experienced in the provision of housing after the publication of the 1967 Forward Planning Report no. 4, by the Manager of the Non-European Affairs Department and the City Engineer.

Forward
Planning
Report
No. 4

Lewis summarised the main findings and recommendations of the Forward Planning Report and described the reaction of the Department of Bantu Administration and Development in appointing a Committee under Mr. I.P. van Onselen to consider the report. Once more, Lewis stressed that the findings of the Committee had never been made known to the City Council. The only reaction was that housing schemes planned for development during the period 1966-75 were held up because the City Council could not obtain approval of housing loan applications.

The next point dealt with was the government circular of 13th February, 1963, regarding trading rights in locations or Bantu villages. This was a matter which Lewis also brought up in the memorandum to the Cillie Commission and which caused him much anxiety at the time of its issue. (see Chapter 9)

Lewis went on to analyse the financial aspect of the provision of housing the townships. He described the

assets and liabilities of the Native Revenue Account as at June, 1973, just prior to the takeover by the West Rand Administration Board. He deduced that the capital assets amounted to R81 million with liabilities of R44 million and a capital surplus of R37 million, revealing a very sound financial position.

Funds from sale of houses

He expressed the understanding that the West Rand Administration Board was considering the sale of houses to the Blacks at prices far in excess of their cost. He felt that the Housing Commission should be re-paid all the loans it had advanced and remaining profits should be used for the provision of further housing and services in Soweto.

Board too large an area

Lewis also stated his views on the reasons for the failure of the West Rand Administration Board. These were due to too large an area of administration, lack of adequate planning prior to takeover, inadequate financial resources, inexperienced officials, lack of contact with local authorities, lack of democratic representation on the Board and appointment of Board officials according to seniority, not experience.

Deterioration of services

The people of Soweto were aware of the deterioration in services and facilities and resented the almost immediate increase in rentals after the takeover. The Johannesburg City Council had endeavoured to maintain contact with the township residents through the Advisory Boards and Urban Bantu Council, whereas the Administration Board showed an unwillingness to do so. Finally, the Administration Board ignored the network of services which the City Council had set up through its various departments to maintain services in the townships.

"The Board was anxious to establish its own organisation, which proved far more costly than using the services of established departments of the various local authorities."

Lewis was extremely critical of the provisions of the Community Councils Act of 1977 and felt that it would be far better to establish democratically elected Councils, each constituting a local authority under Provincial Administration.

He stressed the need for more efficient public transport from Soweto, a factor hampered by the South African Railways' fear of competition.

Poor education

He drew attention to the poor educational facilities of the youth of the townships, resulting in delinquency compounded by lack of parental discipline and control.

He expressed willingness to be of further assistance to the Commission in its deliberations.

Van Onselen report disclosed	There were several interesting results from the testimony to the Riekert Commission of Inquiry. For the first time, the decisions of the van Onselen Committee were made available. Van Onselen confirmed that the Committee had found the Johannesburg City Council "obstructive" in not encouraging decentralisation of industry to the border areas of the Homelands and in advocating increased housing facilities for its African population. Therefore, the decision had been taken to replace city council control by Bantu Administration Boards which would be more effective in promoting government policy.
Riekert distinguishes between urban blacks	The Riekert Report made a clear distinction between blacks who were already urbanised, and those who were not. The former should be encouraged to work and live in town with their families, even if the wives did not possess Section 10 rights and become full, though still residentially segregated, members of the urban industry.
Development boards	There was also a new concern for urban renewal. The Black Community Development Act of 1983, made provision for the Administration Boards to be converted into Development Boards to support the new black municipalities which would be established under the Black Local Government Act of 1983. The 99-year leasehold ownership was reintroduced. There was also an extensive electrification project.
Difficulty of finance	The biggest problem remained as that of financing the development of black townships. Finally, an Act of 1985 made provision for centralised Regional Service Councils on which White, Coloured and Black local authorities were represented, with power to raise revenue from local businesses and responsibility for provision of services.

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CHAPTER NINETEEN

REST AND BE THANKFUL

In 1953, the Land Companies of which Patrick Lewis was Secretary, bought shares in Sabey Timbers Limited, a forestry company in the Barberton area. This company owned 4 000 acres of farmland on which Patula pine plantations had been established.

Patrick Lewis formed a deep attachment to the beautiful valley dominated by the Kaapsche Hoop Mountains, and in 1955 was able to purchase a portion of Mr. Pieter Kritzinger's farm in the same district, on the advice of Louis Barnes, manager of Sabey Timbers.

Formation
of
Escarpment
Forests

A company was formed, known as Escarpment Forests Ltd., under the directorship of Patrick Lewis, A.R. Glen, Dr. N.L. Murray, Dr. R.J. Fleming and Louis Barnes. Subsequently, the estate was enlarged by the purchase of a further 900 morgen farm, Middleham from Mr. A.S. Topham. Of the farm Middleham, 100 morgen was divided up into four plots bought equally among the directors. The rest of the property was combined to form Escarpment Forests (Pty.) Limited. Subscribers were invited to obtain shares in the company on the basis of a report prepared by Mr. Bob Stephens, an ex official of the Government Forestry Department. Sufficient subscribers were obtained to enable the project to proceed.

Matters did not always run smoothly. Louis Barnes proved a great disappointment. He was a well-meaning and hard working individual who had promised the Directors of Escarpment Forests that he would be able to combine the management of the new venture with his managerial duties at Sabey Timbers. The chairman of Sabey Timbers thought otherwise and Escarpment Forests was obliged to find another manager. Fortunately, the directors were able to obtain the services of Mr. Hennie Taljard who proved capable and hard-working and remained with the company for 15 years, supervising the planting of Pines and Saligna. The chief outlet for thinnings was the SAPPI mill at Ngodwana.

Rest and be
Thankful -
a haven

The farm at Barberton became a haven of peace for the Lewis family and their plot was officially known as "Rest and be Thankful".

The construction of a homestead on the farm Middleham took place over several years. In 1958, Lewis purchased a prefabricated house which had originally been erected at Wemmer Pan by the Navy League during World War II. This structure was transported in sections to Middleham and re-erected at a picturesque spot, over-looking the slopes of the distant escarpment. Extensions to the lounge, dining-room and kitchen were carried out gradually and many modern conveniences added, such as waterborne sewerage (1963) and electricity (1981).

In 1960, an annexe was built to provide accommodation for family and friends who frequently paid visits to the farm. A structure known as the "Lion's Castle" was erected at a short distance from the house. It was used as a 'hide-out' for the younger generation and began as an open shed. As the boys grew older, improvements were carried out until eventually it became an attractive cottage, consisting of several rooms.

Dams built

A series of three dams was constructed during the years 1961 to 1978. The first, known as Loch Grant, was named after Doris Lewis' father, James Grant, who died in 1961. It was followed by Middleham Dam and Topham Dam. Extra farmland was purchased in 1964 and 1967, consisting of the remainder of the Kritzinger farm and Patlew farm, respectively. In 1974, Patlew farm was transferred to Brian Lewis and became known as Drysdale.

Hennie Taljard Drive

An important milestone in the history of Escarpment Forests was the construction of the Hennie Taljard Drive over the mountain to the paper mill. This unpaved road was completed in 1967 and named in honour of the manager of Escarpment Forests, who did the surveying. The work was done by a team of labourers employed by the Company while the bull-dozing at the top of the mountain was undertaken by Mr. Frans Pienaar. The road was completed in six months and is still used. There are interesting landmarks along the way; Patrick Falls and Frans Pienaar Falls are named after the two men who both made an important contribution to the road. There is also a small, simple plaque inscribed "Joy". This commemorates the achievement of the road builders after a particularly difficult section of the mountain had been conquered. It is also a tribute to the wife of Hennie Taljard, whose name it was.

Ghost Town

The road also provides access to the "ghost town" of Kaapsche Hoop at the summit of the mountain. This was once a thriving gold prospecting community, with its own hotel and police station, now sadly deserted and frequently shrouded in mountain mists.

Butchard's Garden

In August 1967, shortly after the road was completed Lewis attended a conference in Toronto, Canada. While in Canada, he visited the famous Butchard Gardens on Vancouver Island, in the City of Victoria. These gardens had been created out of a disused limestone quarry by Jenny Butchard, assisted by her husband, the wealthy industrialist, Robert Butchard.

Lewis was struck by a certain resemblance between the steep walls of the quarry and the sunken areas of the dongas which traversed certain areas of his farm, Middleham. He decided to follow the Butchards' example.

It took him several years to clear the dense undergrowth of the dongas. Many of the indigenous plants were moved

to level ground near the homestead. Steps and handrails were constructed down the cultivated slopes of the dongas the paths were created among the plants that covered the steep walls.

A great deal of water was needed to nourish the vegetation and this was provided by pressure sprays which supplied a constant stream of moisture to the indigenous trees and plants, masses of ferns, varied species of azaleas, hydrangeas, creepers and orchids that flourished within the dongas.

Ferns

The ferns of Middleham became well-known for their variety as no fewer than twenty-five species have been listed.

Much of the work was accomplished by the Zambian horticulturalist, Mr. Roy Bickerton, who was employed as nursery manager at the end of 1972.

In 1973, after his retirement, Lewis decided to establish the wholesale nurseries known as Dell Nurseries, specialising largely in indigenous plants.

The dongas were used to propagate plants, which were then transferred to the nursery. Indigenous trees and shrubs slowly became popular among buyers. These included the Cape beech, the Transvaal shell flowers, the wild pomegranate, the common coral tree, the weeping wattle, the lowveld Kiepersol, bladder nut and waterbessie.

Strelitzias

More than 1 000 strelitzias were removed from another farm and planted out. Coral trees and Arborescence Aloes were extensively cultivated. A waterfall was created in the Eastern Donga in 1975 and 1976. The first water lilies were introduced in 1974 and in 1976 fifty bouganvilleas were planted.

Extensive areas of the nursery were grown under shade-cloth. Indigenous trees removed from the dongas were used at first to shade potted and nursery plants. In 1977, a new fibreglass shed and a corrugated iron shed were built for this purpose.

By 1975, twenty years after the start of the company, Escarpment Forests had been financed to the extent of R250 000, by means of a loan from J. & G. Grant (Pty.) Limited, a company in the Patrick Lewis group. The subscribers were anxious for a return on their investment, but further funds were necessary.

Sale of Escarpment Forests in 1975

In 1975, Dr. Philip Deetleefs, managing director of Twello Bosbou, a company in the Bonuskor Group, informed Lewis that his company was interested in Escarpment Forests and requested permission to make a survey. Negotiations were concluded in October 1975, to the

satisfaction of all the shareholders of Escarpment Forests.

When Twello took over, Patrick Lewis retained his 100 morgen on the farm Middleham, having bought out the quarter shares of his former partners.

Despite ill-health, he continued to carry out improvements to the nursery, carefully recording each achievement in the Visitors' Book at Middleham. Entries included various improvements to the house, the erection of a hot house dubbed the "Crystal Palace", shade sheds and shade nurseries and the erection of 2 large Rainbird sprays for irrigation purposes.

Move from
Erlswold
Way

In April 1977, Patrick and Doris Lewis moved from Erlswold Way to Parktown North. The house in Erlswold Way was donated to the South African Red Cross Society and is used as a recreational centre for senior citizens. The donation was made in memory of the parents of Patrick and Doris Lewis. A hall was added to the house to serve as a meeting place for the members.

After the move, Patrick Lewis continued to commute regularly between the farm and the Parktown North residence. However, he is at his happiest on the farm, admiring the natural vegetation which he had so carefully nurtured.

Botanists from various parts of the Republic have visited the farm. The innumerable species of ferns particularly, have attracted many experts. Patrick Lewis has always encouraged this type of botanical study and made a study grant available to the University of the Witwatersrand for the listing of wild trees and plants in a patch of natural forest on the nearby mountain.

Article in
Farmers'
Weekly

One of the most appreciative tributes to the achievements at Middleham appeared in "Farmer's Weekly" of November 15, 1985, which concluded that

"where farmers once grazed their sheep on slopes that gradually became denuded, where water raced unchecked and undiverted from higher levels, the result of nature's ways and man's mismanagement is being corrected - a slow but gratifying process at the hands of a man who cares". 1.

Another article appeared in Garden and Home with the heading 'One man and his dongas'.

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CHAPTER TWENTY

TOWARDS A PHILOSOPHY OF LIFE

Patrick Lewis has always been a man of action, insistent on high standards for himself and others. He has an empirical approach to most issues and dislikes sentimentality and ideologies. For this reason, everything he has written or stated publicly has been clear, concise and practical.

There is little in his private papers which approaches a philosophical viewpoint. However, at some time during his career, he noted down the following extract which perhaps comes closest to his inward ideals.

Seven
Pillars of
Profession

It is entitled 'The Seven Pillars of a Profession'. 1.

The first of these pillars is technical skill and craftsmanship, which can only be received by continuing education.

The second pillar is a sense of responsibility with an interest in community life. This ideal is the best corrective to a narrow concern with professional matters.

The third ideal is a knowledge of history which is essential for the cultivated mind as it provides perspective.

The fourth ideal is a knowledge of literature and the arts. This knowledge acts as a catalyst. Here are to be found the world of values and the repository of what has been said and done by the best minds.

Next in order comes personal integrity, which involves the concept of duty and the sense of responsibility.

The sixth ideal is faith in the meaning and value of life.

Finally, but not least in importance, comes the grace of humility. The constant reflection, in the searching words of John Bradford, "There, but for the grace of God, go I". In this attitude is to be found one of the finest flowers of the human spirit.

Lewis does not directly acknowledge that he has succeeded in basing his life on these maxims. He is particularly dubious about his ability with regard to the fourth ideal and also the final one and does not feel he has the grace of humility.

He states very simply, "I have tried to be creative. I have always tried to put more into life than I expected to get out of it".

In this aim, he has succeeded, and got more out of life than most men dreamed possible.

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