

INCREASE IN POPULATION:

<u>Year</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Children</u>	<u>Ratio Male to Female</u>
Turn of Century	72,279	61,153	5,100	6,016	12 to 1
1911	101,971				
1921	116,120				
1927	136,700	117,700	19,000 (N.E.A.D. Establ.)		6 to 1
1939		179,000	65,000		
1946	395,231	211,322	100,000	83,909	
1961	614,606	213,669	180,452	220,485	

1816/62

In addition population Peri-Urban Areas North and South of Johannesburg, including Alexandra, amounted to 106,500, so that in metropolitan area of Johannesburg total Native population approximately 721,106.

BUILDING OF HOUSES:

<u>Year</u>	<u>No: of Houses Built</u>	<u>Where</u>
1919	2000	W. N. T.
1925 and 1930	628	E. N. T.
1930 to 1934	2800	Orlando
1939	3091	Orlando

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8519

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WAR YEARS:

Squatter Camps: Moroka and Shantytown.

Shortage of materials and labour.

Cost of services prohibitive.

PERIOD OF ACTION:

Passing of Building Workers Act 1951.

Native Services Levy 1952

Site and Service Schemes - EXPLAIN.

Own Housing Division 1954.

Houses Built:

End of 1953	17,814 Houses
	Hostel accommodation for 14,120 men.
30th June 1961	57,357 houses
	Hostel accommodation for 24,264 men.

LOAN OF £3.M from Mining Companies in 1956:

From this 13,893 houses built enabling removal of 73,304 persons from slums of Moroka and Shantytown.

AREA OF LAND.

The purchases of ground in the areas to the south-west of Johannesburg are reflected in the following table of the areas of ground owned from time to time:

1910 .....	69.7 morgen	
1920 .....	69.7 morgen	
1930 .....	1349 morgen	- 4.4 sq. miles
1940 .....	1972 morgen	- 6.5 sq. miles
1950 .....	5208 morgen	- 17.2 sq. miles
1958 .....	6936 morgen	- 23 sq. miles
1961 .....	7861 morgen	- 26 sq. miles

This excludes the area of ground purchased by the Resettlement Board in Diepkloof and Meadowlands, adjacent to the Council's Housing schemes.

SOURCE OF FUNDS.

Where did the money come from to finance this expenditure?

As at 30.6.61.	R
Government Loans amounted to .....	19,427,931
Loans from Native Services Levy Fund .....	1,629,287
Loans from outside bodies .....	6,084,237
(Mining Houses and Soldiers Housing Organisations)	
Advance from Council's Consolidated Loans Fund....	3,201,353
Advance from Council's Capital Development Fund ..	503,383
	<hr/>
	30,846,191
<u>Less:</u> Temporary advance to Rate Fund .....	586,667
	<hr/>
	30,259,524
Accumulated Surplus .....	13,896,558
	<hr/>
	<u>R44,156,082</u>

COST OF LAND:

1120 acres Orlando East	R13.43 per acre
1146 acres Orlando West	R14.93 per acre
4428 Site and Service Schemes	Average 175.83 acre

RATES OF INTEREST:

Of the money borrowed from the Government -

- R6,882,582 was lent at  $\frac{3}{4}\%$  interest on the basis of National Housing Commission formulas
- R110,688 was lent at  $3\frac{1}{2}\%$  interest
- R3,406 was lent at  $4\%$  interest
- R1,383,742 was lent at  $4\frac{1}{2}\%$  interest
- R1,807,475 was lent at  $4\frac{3}{4}\%$  interest
- R9,145,028 was lent at  $4-7/8\%$  interest
- R95,010 was lent at  $5\frac{1}{2}\%$  interest.

The loan from the Native Services Levy Fund bears interest at  $1/8\%$ . The loan from the Mining Houses is at  $4-7/8\%$  and from the Soldiers Housing Organisations at  $1\frac{1}{4}\%$ . The rate charged by the Consolidated Loans Fund and the Capital Development Fund varies from year to year, depending upon the average paid by the Council during that year, and in 1960/61 it was at the rate of 4.494%. Of the funds provided by the Government since 1952 -

- R1,857,602 is at  $\frac{3}{4}\%$
- R1,564,112 is at  $4\frac{1}{2}\%$
- R2,102,716 is at  $4\frac{3}{4}\%$
- R9,289,332 is at  $4-7/8\%$
- R95,010 is at  $5\frac{1}{2}\%$ .

REDUCTION IN COST OF HOUSING:

		<u>Cost</u>		
		<u>2 Rooms</u>	<u>3 Rooms</u>	<u>4 Rooms</u>
1919	W.N.T.	R240	R280	R340
	E.N.T.	R230	R270	
1932 to 1935	Orlando East	R190	R504 to R1000	R708 to R1328
1944 to 1945	Pimville		R988	R1198

Since establishment of Housing Division, using native labour, cost R320 to R370 for 527 sq. ft. house.

Owing to the difference in sizes of the houses a truer comparison is to state costs in prices per square foot.

In 1930 Price varied from 52½c to 52½c  
 In 1938 Price increased to 92½c.  
 In 1944 Houses in Orlando West cost R1.04 to R1.14  
 In 1946 Price increased to 1.22½c



In 1947 Houses built in Jabavu cost R1.02

Then came establishment of own Housing Division, and training of Native building workers. At time when costs were increasing in comparison with the time stated above, the costs were decreased to from 61c. to 67½c. per sq. ft.

In order to give some idea of the comparative capital expenditure, I have extracted the figures for Balance Sheets as at 30th June 1940, 30th June 1952 and 30th June 1961. These reflect the following capital expenditure:

	<u>30. 6. 40.</u>	<u>30. 6. 52.</u>	<u>30. 6. 61.</u>
	R	R	R
Land	244,370	2,619,122	2,203,311
Buildings	1,646,124	7,602,220	23,773,228
Machinery & Plant	36,070	37,096	242,057
Tools	408	204,648	250,405
Motor Vehicles	16,668	124,556	323,233
Furniture	34,086	98,374	240,299
Layout	6,690	70,780	245,585
Fencing	92,146	183,410	252,702
Livestock	4,776	24,496	-
Tennis Courts	380	7,932	9,606
Stormwater Drainage & Sewerage	67,396	200,326	7,001,731
Railway Siding	8,594	9,722	9,721
Water Supply	66,466	148,706	2,853,158
Roads	25,934	363,354	2,013,942
Tramway Extension	3,500	3,500	-
Lighting	25,562	121,800	1,587,618
Medical Appliances	34	32	17,583
Swimming Pool	1,536	1,482	6,814
Orlando Govt. Housing Scheme	860,944	-	-
Bridges	-	53,634	116,411
Gas Supply	-	7,686	7,687
Playing Fields	-	36,264	228,879
Office Machinery	-	8,592	114,166
Sundry Debtors House Selling Schemes	-	10,088	2,647,216
Meters	-	-	10,730
	<u>R3,141,684</u>	<u>R11,937,820</u>	<u>R44,156,082</u>

This reflects the tremendous expansion which has taken place in recent years. It may be of interest to give details of some of these items. For instance, of the expenditure on buildings to the 30th June 1961 - R23,773,228: the amount spent on erecting nine Hostel buildings amounted to R2,428,693: The amount spent on housing schemes amounted to R20,525,132.

ARREAR RENTS : R431,451.

Over the past six years the arrear rents have increased very substantially as the following table reflects:

<u>Year Ended</u> <u>30th June</u>	<u>Annual</u> <u>Rents</u>	<u>Arrears</u>	<u>% of Annual</u> <u>Rent</u>
1956	1,339,886	21,614	1.6
1957	1,714,120	45,024	2.6
1958	2,348,262	211,654	9
1959	2,873,886	429,846	15
1960	3,106,212	473,162	15.2
1961	3,390,402	431,451	12.7

The Council's experience has been that the arrears are more as a percentage in the sub-economic housing schemes than in the economic housing schemes. In June 1961 the arrears in the sub-economic housing schemes amounted to an average of 3 months rental, whereas in the economic schemes it was a month and a half. It appears to me that one of the causes of the arrears in the sub-economic schemes is the operation of the formula under which rents are based on the income for the previous year on a sliding scale. In the formula no provision is made for the size of the families, nor has the R30 income limit, fixed in 1952, been increased in spite of the fact that during that period the cost of living has gone up. The Johannesburg City Council has fixed the sum of R40 as being the sub-economic limit. The Council has been considering the advisability of invoking the provisions of Section 20(3) of the Urban Areas Act under which the employer would be required to pay the rental. Part of the difficulty in collection of the rentals is the delay in Court procedure, but nevertheless, it is very significant of the times in which we are living that a large number of tenants find it extremely difficult to make ends meet. I hope that in the discussion the experience regarding rent arrears will be given by members of other Authorities.

In Southern Rhodesia it is the employer who pays the rental, but this presents certain difficulties, one of which is that if a person loses employment he often loses his house simultaneously.

## ANALYSIS OF EXPENDITURE &amp; INCOME ON NATIVE REVENUE ACCOUNT

	1962/63	1963/64	1964/65	1965/66	1966/67	1967/68	1968/69	1969/70	1970/71	ESTIMATED 1971/72.
<b>EXPENDITURE:</b>										
Salaries, Wages & Allowances	546,420	739,298	855,976	973,826	1,062,640	1,295,982	1,541,276	1,671,422	1,766,500	1,932,904
Miscellaneous Expenses -										
Departmental Charges	18,828	19,242	21,848	29,340	30,334	31,002	34,956	39,368	39,603	50,467
Medical Services (Nett)	200,438	258,920	219,308	476,024	531,490	679,778	482,936	571,692	609,530	743,617
Sanitary Fees	42,664	50,830	54,178	47,304	48,694	75,244	58,894	92,528	61,848	76,560
Sanitary Services	350,084	366,016	369,724	420,654	404,352	591,072	584,396	496,194	534,204	573,278
Water Supply	29,784	28,926	45,092	85,414	106,400	153,250	195,778	264,832	364,577	359,030
Grants-in-Aid	36,410	36,984	44,546	50,220	58,898	64,992	67,602	59,806	80,992	99,528
Other	334,614	425,682	382,346	361,312	522,578	480,686	533,448	735,680	602,043	899,387
	1,012,822	1,186,600	1,137,040	1,470,268	1,791,746	2,076,024	1,958,010	2,279,100	2,292,795	2,801,267
Repairs and Maintenance	314,292	350,628	389,332	352,554	523,480	538,948	584,360	666,790	1,066,369	1,151,295
Loan Charges: Interest	314,472	321,628	344,308	398,568	434,634	523,724	699,062	796,644	962,872	1,613,335
Capital Redemption.	338,706	293,944	288,984	267,372	255,972	283,756	359,638	428,906	486,617	
	2,526,712	2,891,998	3,015,640	3,462,688	4,068,472	4,699,432	5,142,346	5,848,162	6,566,553	7,496,861
Less: Charged to Native Services Levy	23,538	31,980	32,688	30,974	31,438	35,566	39,668	33,488	34,525	33,900
	2,503,174	2,860,018	2,982,952	3,431,714	4,037,034	4,663,866	5,102,678	5,814,674	6,532,028	7,462,961
<b>INCOME:</b>										
Fines	206,046	252,318	274,118	223,904	259,710	182,096	205,372	189,748	115,869	100,000
Rents	968,562	1,079,034	1,142,952	1,339,886	1,714,120	2,348,282	2,873,886	3,106,212	3,390,402	3,571,200
Labour Bureau Fees	-	23,806	31,036	33,384	32,564	33,960	29,780	30,108	27,917	27,000
Registration Fees	-	344,082	406,690	422,714	430,376	499,252	520,366	406,700	478,315	480,000
Govt. Subsidy: Housing Losses	52,506	82,390	76,924	80,670	85,682	11,320	-	-	-	-
Sundry	97,186	92,610	76,204	37,360	54,982	77,078	74,122	350,886	527,403	628,000
Kaffir Beer Profits	479,670	732,460	634,312	1,035,692	1,060,200	1,079,676	(1) 1,155,992	(2) 849,779	1,139,913	1,540,829
<b>TOTAL INCOME</b>	1,806,960	2,586,502	2,641,236	3,173,610	3,627,634	4,231,044	4,859,518	5,122,424	5,679,619	6,347,029
Deficit to Rate Fund	697,224	273,516	341,716	258,104	429,400	431,822	243,160	686,250	852,209	1,117,672
	2,503,174	2,860,018	2,982,952	3,431,714	4,057,034	4,662,866	5,102,678	5,808,674	6,532,028	7,464,901

(1) Excluding R136,000 unallocated

(2) Excluding R350,000 unallocated.

MEDICAL SERVICES.

In the schedule giving the main headings of expenditure, Medical Expenses are shown as nett. For the year ended 30th June 1961 the gross expenditure was as follows:

	R	R
Health Inspection and Sanitation		45,864
Nursery Schools		20,760
Medical Services in Locations		876,638
Infectious Diseases		16,952
Tuberculosis		563,191
Veneral Diseases		7,719
Medical Examination at Registration Centre		25,020
Waterval Hospital		256,947
Non-European Child Welfare		8,639
		<hr style="width: 100%; border: 0.5px solid black;"/>
		R1,821,730
Refunds received from Government	697,812	
Refunds received from the Province	451,618	
Other Income	62,770	
		<hr style="width: 100%; border: 0.5px solid black;"/>
		R 609,530
		<hr style="width: 100%; border: 0.5px solid black;"/>

For 1961/62 the gross expenditure is estimated to be R2,129,536 and the nett R743,017.

### BENEFITS FROM NATIVE SERVICES LEVY.

The Native Services Levy was introduced in 1953 as it was felt that the employers of native labour, who did not house their labourers, should make a direct contribution to the cost of providing housing. In many instances the cost of providing the services was as much as the house itself. For instance, in the Noordgesig houses built in 1938 the services were estimated to cost R524; and the house R508. In Orlando West in 1944 the estimated cost of the services was R676; and the house R882; and for the Orlando West houses built in 1946 the services were estimated at R830; and the house at R1092. Because of the high cost of these services, some have not as yet been provided.

The Service Levy was inaugurated to provide the funds for -

Sewage Disposal Works  
Main Access Roads  
Water Towers  
Main Water Reticulation and  
Sub-Outfall Sewers, and  
Lighting.

The Services Levy Fund makes grants to local authorities and loans at 1/8% interest.

A summary of the amounts received by the Johannesburg Native Revenue Account from the Services Levy Fund to 30th June 1961 is as follows:

Native Services Levy Fund.

	R	R
Total collections 1.1.53		
to 30.6.61. ....		11,264,349
<u>Less: Administration</u> .....		<u>273,251</u>
		10,991,098

Total Expenditure to 30.6.61		
Direct Charges and Grants .....	7,942,362	
Loans .....	<u>1,644,799</u>	9,587,161
<u>Unspent Balance</u>		1,403,937

Expenditure on Loans repayable		
to Fund .....		<u>1,644,799</u>
Balance in Fund at 30.6.61 (after		<u>3,048,736</u>
making provision for repayment		<u>          </u>
of all Loan expenditure) .....		<u>          </u>



Approved Native Services Levy Projects  
as at 30.6.61.

	R
Approvals at 30.6.61 .....	11,778,670
<u>Less: Expenditure to 30.6.61 .....</u>	<u>9,587,161</u>
	2,191,509
<u>Less: Unspent balance .....</u>	<u>1,403,937</u>
Excess of approved projects to funds available .....	<u>787,572</u>
Nett Income of Fund is estimated at -	
for year ended 30.6.62 .....	1,316,266

<u>Approved Projects as at 30.6.61.</u>	<u>Total approved estimated cost</u>
Sub-Outfall and Link Sewers .....	1,399,253
Water Mains .....	1,852,185
Oliphantsvlei Sewage Disposal Works .....	2,384,300
Street Lighting .....	607,155
Widening and re-alignment of Roads .....	102,190
Electricity Supply .....	957,507
Water Towers and Reservoirs .....	883,985
Roads and Bus Routes .....	901,959
Survey and Lay-out .....	106,184
Clearing of Sites .....	23,200
Nightsoil Intake .....	6,258
Sanitation : Latrine Grants .....	
Reticulation Fittings and Installation .....	2,506,702
Sundry Expenditure .....	47,792
	<hr style="border-top: 1px solid black;"/>
	<u>R11,778,670</u>

The grants received from the Native Services Levy have proved a boon to local authorities, as they have provided the funds to install these essential services at no cost to the Council, and have helped the Natives, as in the calculation of economic rentals no cost has had to be included for the services provided from the Service Levy Fund.

DEPENDENCY UPON KAFFIR BEER PROFITS.

✓ Since the establishment of the beerhalls, the profits have been very considerable, and have been as follows:

Kaffir Beer

<u>Year</u>	<u>Revenue</u>	<u>Profit</u>
1937/38 .....	31,068	14,186
1938/39 .....	118,500	65,536
1939/40 .....	188,894	127,504
1940/41 .....	225,534	125,094
1941/42 .....	203,038	107,398
1942/43 .....	201,892	94,544
1943/44 .....	339,560	198,122
1944/45 .....	458,970	242,954
1945/46 .....	256,978	114,552
1946/47 .....	417,558	95,904
1947/48 .....	573,378	243,674
1948/49 .....	654,094	362,430
1949/50 .....	744,890	349,448
1950/51 .....	828,046	350,262
1951/52 .....	998,840	403,152
1952/53 .....	1,229,660	479,670
1953/54 .....	1,403,068	732,460
1954/55 .....	1,646,406	854,312
1955/56 .....	1,784,392	815,692
1956/57 .....	2,058,082	1,050,202
1957/58 .....	2,217,056	1,079,076
1958/59 .....	2,589,712	1,290,990
1959/60 .....	2,691,090	1,299,768
1960/61 .....	2,819,873	1,239,913
<u>TOTAL</u>	<u>R24,680,579</u>	<u>R11,736,843</u>

It is hard to visualise how the development of housing and other services could have been provided without these profits. Yet this source of income could fluctuate. For instance, there might be a boycott of the beerhalls, and more important still, there are moral issues involved. The Johannesburg City Council has recently voted R28,000: for research regarding Kaffir Beer, to ascertain, amongst other things, what is the food value, what are the relative intoxicating effects of Kaffir Beer and other liquors, and what its effect is on work competency. Many people, while realising the evil effects of illicit liquors, are still uneasy about the extent to which the financing of the Native Revenue Account is dependent on sales of Kaffir Beer.

Two-thirds of the profits derived from the sale of Kaffir Beer may be used (a) to make up the losses on housing schemes, (b) to make up any amount required to offset the loss to the Native Revenue Account resulting from the reduction of rentals in force at any location, native village or hostel, (c) the capital expenditure on housing schemes or works or services in connection with a location, native village or hostel, and interest and redemption charges and maintenance costs in connection with any location, native village or hostel. One-third of the profits may be spent on any service, expenditure or grant which may be certified in writing by the Minister of Bantu Administration and Development as being calculated to improve the social or recreational amenities for native residents within the area of the urban local authority, or otherwise to promote the social welfare of such residents.

Allocation of Kaffir Beer Profits:

Year Ended  
30.6.61.

One-Third Profit:

Urban Recreation .....	21,252
Urban Social Welfare .....	13,167
Bursaries .....	4,734
Grants in Aid .....	80,992
Vocational Training Centre .....	46,093
Medical Services Urban .....	214,358
Medical Services Township .....	32,708

R413,304

Two-Thirds Profit:

Losses on Sub-economic  
Housing Scheme:

Eastern Native Township .....	49,951
Jabavu .....	98,893
Orlando East .....	215,624
Orlando West .....	142,416
Pimville .....	143,275
Western Native Township .....	76,450
Unallocated Profit .....	100,000

826,609

GRAND TOTAL ..... R1,239,913

RESPONSIBILITY FOR SUB-ECONOMIC HOUSING.

At the time the Council undertook the sub-economic housing schemes at Orlando East and West and Jabavu, the National Housing Commission advanced the funds under a scheme whereby the interest charged was  $3\frac{1}{4}\%$  on the understanding that losses incurred on such schemes should, within defined limits, be borne in the ratio of three parts by the Government and one part by the Council. The Council first submitted its claim for losses in 1950. Up to the 30th June 1953, the losses incurred on these schemes amounted to R2,158,346: and of this sum it was calculated, on the Council's understanding of the formula, that R1,004,640: was recoverable from the Government, but only R469,454: was recovered at that time.

In 1951 the old  $3\frac{1}{4}\%$  formula was cancelled. In that year local authorities, in submitting claims for losses on the National Housing formula, were required to certify that tenants' incomes did not exceed R50: on loans prior to 1,10.46 and

R60: thereafter. In 1952 differential incomes were laid down, and were fixed at R30: for natives. Local authorities were advised that a fully economic rate of interest would have to be paid on a pro rata share of the loans in respect of tenants with incomes in excess of those limits, and that the increased cost could be recovered by way of increased rentals. Legal opinion given to this Council doubted the Commission's power to do this. In 1954 the National Housing Commission agreed that the sub-economic rentals should be increased by 30c. for every R1.00 of the income over R30. In 1954 the Council, because of its unhappy experience under the National Housing formula, agreed to convert the  $3\frac{1}{4}\%$  loans to  $\frac{3}{4}\%$  loans, thereby cancelling the sharing of losses on the schemes, but insuring the benefit of the lower rate of interest.

In 1957 the Council's claim for over R800,000: under the old  $3\frac{1}{4}\%$  scheme was finally settled for R250,000. The R250,000: was paid into the Capital Development Fund and earmarked for street lighting in the Native Townships. As in the Housing Act of 1957 provision was made in Section 78(3) for legalising actions of the National Housing and Planning Commission which were not authorised at the time they were done, this Council's legal rights were swept away.



The application of the Government's policy of economic housing has had the effect of shifting the financial burden from the State on to the shoulders of the poor, the local authority and the employers, through the Native Services Levy Fund. Local authorities are obliged to accept full responsibility for economic housing, while the role of the State, from the financial point of view, is limited to the advance of loans at economic rates of interest, and by shortening the period of repayment of loans from forty to thirty years, and by the increase in the rate of interest from  $\frac{3}{4}\%$  to  $4\frac{7}{8}\%$ , and over has had the effect of increasing the rental on a house costing R400: by R1.50 per month. The Government bears the loss of interest on those funds lent to the Council at less than economic rates.

The Johannesburg City Council, by accepting the realities of the situation in fixing R40: as the sub-economic limit rather than R30: is paying the State ( in the years 1958, 1959, 1960 and 1961 an amount of R355,135: ) whereas in terms of the formula laid down at the time sub-economic housing schemes were commenced the State was to share in the losses. The experience of local authorities under the formula has indeed been an unhappy one!

Subsidies received from the Government, credited to the Native Revenue Account, were as follows:

	R
1952/53 .....	52,506
1953/54 .....	62,390
1954/55 .....	76,924
1955/56 .....	80,670
1956/57 .....	85,682
1957/58 .....	11,320
1958/59 .....	.....

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R369,492

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CONTRIBUTIONS BY THE EMPLOYERS OF NATIVE LABOUR & THE COUNCIL.

Since the introduction of the Native Services Levy the contributions by the employer community in Johannesburg and this Council to the financing of the housing, transport and general wellbeing of the native community have been as follows:

	Registration Fees (Nett)	Native Trans- port services Levy	Native Ser- vices Levy	Deficit on N.R.A.	TOTAL
1953	-	135,782	543,128	697,224	1,376,334
1954	91,618	278,920	1,115,682	273,518	1,759,738
1955	189,714	298,292	1,230,282	341,716	2,059,804
1956	160,186	309,504	1,314,096	258,104	2,041,890
1957	127,064	318,752	1,360,934	429,402	2,236,152
1958	172,576	665,206	1,421,518	431,820	2,691,120
1959	95,692	722,104	1,473,330	243,160	2,534,286
1960	41,578	647,606	1,400,642	686,250	2,776,076
1961	1,842 CR.	559,419	1,404,739	852,209	2,814,525
<u>TOTALS</u>	876,586	3,935,585	11,264,351	4,213,403	20,289,925

June 18, 1962.

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