

THIRD INTERIM REPORT.

THE ADMINISTRATIVE STRUCTURE OF THE WITWATERSRAND
METROPOLITAN REGION.

INTRODUCTION.

1. In the first and second interim reports completed during the third quarter of 1957, the social and economic structure of the Witwatersrand metropolitan region was examined, and the main trends in its recent development established. This third report analyses the region's existing administrative structure, assesses its capacity to cope with the problems arising from current social and economic changes, and ends with recommendations for reform. The report thus covers Parts B, C and D of the original Plan of Enquiry appearing in Appendix A to the first interim report.

2. The delay in completing an administrative enquiry has resulted from an invitation by the University of Manchester to undertake a metropolitan analysis of South-East Lancashire, which occupied the last two months of 1957 and the whole of 1958. Research in that very complex region was of great value, however, in refining techniques of analysis and clarifying fundamental concepts. As one result, the Director of Census and Statistics was approached in February 1959, with a view to gaining information on the journey to work by means of the 1960 Union Census. As another result, Parts B, C and D of the original Plan have been combined to produce a final report on the investigations set in motion by the General Purposes Committee in June 1956. Methods of presentation were also further developed and the work connected with this report made very much easier. For these, and other reasons, I wish to record my grateful thanks to the Council for so generously assisting me to take up the Simon Senior Research Fellowship at Manchester University.

3. As a further result of that Fellowship, I am confirmed in the view that solutions to the growing problems of the great cities of the world are to be found only by and through the comparative study of metropolitan regions from country to country. Today, no one region or country can successfully meet the challenge of the urban revolution by itself unaided. Each is faced with a world-wide phenomenon possessing universal characteristics, and each must necessarily draw on world experience in its battle to cope with the revolution's major consequences.

1. THE NATIONAL AND PROVINCIAL FRAMEWORK.

4. Besides local authorities, the government of the Witwatersrand metropolitan region involves Central Departments of State, the Transvaal Provincial Administration and many public boards and corporations. Some of these bodies merely exercise control over the activities of the local authorities, but others are directly concerned in the administration of the region and its inhabitants.
5. The main "direct service" departments of the Union Government comprise the Department of Justice (including the South African Police), the Post Office, the Department of Education, Arts and Science, the Department of Labour, the Department of Health, the Department of Social Welfare and Pensions, the Department of Bantu Administration and Development, the Department of Bantu Education, the Department of Public Works, the Department of Water Affairs, the Department of Inland Revenue and the South African Railways and Harbours Administration. The Transvaal Provincial Administration is represented by its Department of Education, Roads Department and Hospital Services. There are thus at least 14 Union and Provincial departments directly administering services within the region, apart from statutory bodies with Union-wide jurisdiction, such as the Electricity Supply Commission, the National Housing and Planning Commission and the Group Areas Development Board, and others with more local jurisdiction, such as the Natives Resettlement Board, the Rand Water Board and the Peri-Urban Areas Health Board.
6. These further organizations increase the number of departments, boards, commissions and similar bodies providing direct services to at least 21, in addition to the local authorities - city and town councils, village councils and health committees - which are recognized as the main undertakers of local services; and non-European road transport is provided by the Government-subsidized Public Utility Corporation. Obviously, no account of the administrative structure of the Witwatersrand can omit this important central and provincial machinery, and the adequacy of that structure from the regional standpoint cannot be assessed without reference to it. Some study of this machinery must thus be made in the present report, with the warning that what follows is primarily concerned with regional aspects and is no more than a bare introduction to a field in which no previous research has been attempted.
7. Direct Service Departments of State.

The Department of Social Welfare and Pensions administers the Children's Act 1960 (including the protection of children, adoptions, children's institutions, probation services and family allowances), the Disability Grants Act, 1946, the Work Colonies Act, 1949, the Welfare Organizations Act, 1947, and the Blind Persons Act, 1936. It also subsidizes approved institutions and undertakes poor relief. From the regional standpoint, one of the Department's most important

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developments is the establishment of the Southern Transvaal Local Welfare Board to co-ordinate the work of local welfare institutions, register them and control the collection of contributions to their funds. The Board's jurisdiction extends over some 30 magisterial districts - from Lichtenburg and Ottosdal on the borders of Bechuanaland in the west to Amsterdam and Piet Retief on the borders of Swaziland in the east, and southwards from the general area of the Witwatersrand to Parys and Heilbron in the Orange Free State, and Volksrust and Wakkerstroom on the borders of Natal. The Department itself has created eight regions to co-ordinate the work of its field services. The Johannesburg regional office has jurisdiction over an area identical to that of the Local Welfare Board and has established branch offices in Benoni, Germiston, Krugersdorp and Springs (for the Witwatersrand), and Potchefstroom, Vereeniging and Ermelo.

8. The Department of Health undertakes both executive and advisory services under the Public Health Act, 1919, as amended, and subsequent legislation dealing with slums, housing, the medical profession, mines and factories. For these purposes, the Union is divided into six regions each under a chief regional health officer, and the Witwatersrand forms part of the Southern Transvaal region. This region's head office is located in Johannesburg and the regional health officer's jurisdiction extends over 36 magisterial districts, from the Bechuanaland border in the west to the Swaziland border in the east, and from Pretoria, Middelburg, Belfast and Carolina in the north to the southern boundary of the Transvaal. Within this region, direct health services are undertaken by district surgeons and at Jan Smuts Airport (in connection with the health inspection of aircraft), and a Public Health Consultative Committee has been set up covering Pretoria and the Witwatersrand.

9. The Department of Education, Arts and Science is responsible for University education, but as the University of the Witwatersrand (Johannesburg), like all other Universities, is an autonomous body, the Department's main local concern is with special schools (for the blind, deaf, epileptic, cerebral palsied and physically handicapped), schools of industries (including reformatory schools) for children in need of care, and vocational schools. The latter comprise technical, housecraft and commercial high schools administered under the Vocational Education Act, 1955. On the Witwatersrand, these are represented by subsidized special schools for the deaf and cerebral palsied, and by the Witwatersrand Technical College, Johannesburg. The latter is at present state-aided but will in due course be wholly state-owned and controlled. Its constituent schools and colleges teach all aspects of vocational education to some 30,000 full and part-time students. Other technical or commercial high schools, for the most part established as branches of the Technical College but now also being taken over, are situated in Germiston, Benoni, Boksburg, Brakpan, Krugersdorp and Springs within the metropolitan region; and in Witbank, Klerksdorp, Vereeniging, Vanderbijlpark and Carletonville beyond its borders. Apparently, therefore, the former regional nature of the Technical College and its branches is disappearing in this reorganization.

10. In contrast, strong regional organizations have been established by the Department of Justice. The Witwatersrand Division of the South African Police covers the six magisterial districts of Germiston, Johannesburg, Krugersdorp, Randfontein, Roodepoort and Vereeniging. It consists of eleven police districts the boundaries of which coincide with those of the magisterial districts except in the case of Johannesburg, where the magisterial district is divided into the police districts of Johannesburg Central, Newlands, Jeppe, Hospital Hill, Bramley, Auckland Park and Booyens. The remainder of the Witwatersrand metropolitan region is incorporated in the Eastern Transvaal Division, extending eastwards from Germiston, Kempton Park and Alberton to Springs and Nigel. This Division was created in 1956 to relieve the increasing burden on the old Witwatersrand Division, which then covered the area of both Divisions (i.e. the metropolitan region plus the Vereeniging zone) and had become unmanageable.

11. The Department of Justice has also created six regional magisterial divisions within the Union, of which the Johannesburg division extends over the sixteen magisterial districts of Benoni, Boksburg, Brakpan, Germiston (including Alberton) Johannesburg, Kempton Park, Klerksdorp, Krugersdorp, Nigel, Oberholzer, Potchefstroom, Randfontein, Roodepoort, Springs, Vanderbijlpark and Vereeniging. Each of these districts has its own magisterial court, and six lie outside the metropolitan region proper. In addition, the Department has set up the Witwatersrand Local Division of the Supreme Court, extending from Venterspost and Randfontein in the west to Springs and Nigel in the east, and from Halfway House in the north to Jackson's Drift (Klip River) in the south. This Division very nearly coincides with the metropolitan region, and is in fact the closest approximation to it of all departmental regional organizations.

12. An equally important regional system has been established by the Post Office. The telephone administration of the Transvaal is divided into four control areas - the Witwatersrand, Pretoria, Southern Transvaal Country District (excluding the Witwatersrand), and the Northern Transvaal Country District (excluding Pretoria). The Witwatersrand area has its headquarters in Johannesburg, covers the whole of the metropolitan region - from Randfontein to Springs, and from Halfway House to the Klip River and Palmietfontein - and extends onwards through Westonaria to Carletonville in the south-west, through Dunnottar to Nigel in the south-east, and beyond Palmietfontein to Kliprivier in the south. For the most part, however, it closely approximates to the area of the metropolitan region, as might be expected from the characteristics of the latter described in the first interim report. The Johannesburg post office area is much more limited, covering the city's municipal area and extending north-west to Fontainebleau, northwards to Rivonia, north-eastwards to Edenvale and Bedfordview, and southwards to Pinville, Klip-town and Eikenhof (Klip River). The rest of the metropolitan region is parcelled out among the post office areas of Alberton, Germiston, Benoni, Brakpan, Boksburg, Springs and Natalspruit (and Dunnottar) in the east, and Randfontein, Krugersdorp, Roodepoort and Florida in the west.

13. In its regional reorganization, the Department of Labour ranges over a much wider area. It has established nine divisional inspectorates throughout the Union to administer the Registration for Employment Act, 1945, the Factories, Machinery and Building Work Act, 1941, the Workmen's Compensation Act, 1941, the Unemployment Insurance Act, 1946, and other industrial legislation. The Johannesburg Division, comprising 35 magisterial districts, covers the whole of the Southern Transvaal between the borders of Bechuanaland and Swaziland, extends from the Reef towns and cities southwards to the Vaal River between Christiansburg and Volksrust, and also includes the magisterial districts of Parys, Vredefort and Heilbron in the Orange Free State.
14. Nevertheless, this extensive regional administration has no jurisdiction over unemployed Native labour, which is a subject for the Department of Bantu Administration and Development. This Department has divided the Union into eight areas for administrative purposes. The Chief Bantu Affairs Commissioner, Witwatersrand, has his headquarters in Johannesburg and exercises jurisdiction over sixteen magisterial districts, comprising the whole of the metropolitan region together with Dalmas, Witbank, Nigel and Heidelberg in the east and south-east, and Vanderbijlpark and Vereeniging in the south. The Department's officers in this area administer all matters relating to Native labour (particularly as inspectors of Native labour and through district labour bureaux), the collection of taxes, civil proceedings, social welfare and the issue of passes. In addition, the Department has established a Local Advisory Committee for Johannesburg in connection with the administration of the Native Services Levy Act. On the other hand, its educational functions have been transferred to a Department of Bantu Education, whose Southern Transvaal inspectorial circuit covers Potchefstroom, Pretoria, Vereeniging and Rustenburg beyond the metropolitan region.
15. Of the remaining "direct service" departments, that of Public Works has created six district offices for executive purposes, one of which centres on Johannesburg; and the Department of Water Affairs has set up eight executive circles, two of which (the Vaal River and Western Transvaal Circles) meet along the east-west watershed of the Witwatersrand. Neither of these departments has much impact on the general public, however, and from this standpoint, are certainly less important than the Department of Inland Revenue and the South African Railways and Harbours Administration. The former has no regional organization, as it has established local offices in each of the magisterial districts of Benoni, Boksburg, Brakpan, Germiston, Johannesburg, Krugersdorp, Randfontein, Roodepoort and Springs (and Nigel). These offices administer Union and Provincial legislation dealing with income and other personal taxes and issue local business licences.
16. The South African Railways and Harbours Administration divides its national organization into a headquarters (at Johannesburg) and nine regional systems, each under a system manager. The Western Transvaal System extends from Mafeking in the west to Breyton near Ermelo in the east, and from Witbank and the southern boundary of Pretoria in the north to the southern boundary of the Transvaal (Klerksdorp, Villiers and Volksrust). This system is in turn divided into four districts - the central, north, east and west - and its road motor services generally

focus on stations within its boundaries, except in the case of the special Johannesburg - Beit Bridge service connecting with the Rhodesian service from Bulawayo.

17. PROVINCIAL DIRECT SERVICES.

At the Provincial level, the Transvaal Department of Education is one of the most important direct service departments, dealing with primary and secondary education and the training of teachers. A local school committee is elected by parents for each school, primarily for the selection of teachers and district school boards are partly elected and partly nominated by the Provincial Administrator to attend to general administrative matters and assist in the selection of teachers in all schools in their areas of jurisdiction. Three districts cover the Witwatersrand metropolitan region. The Witwatersrand Central School Board has its headquarters in Johannesburg, and its jurisdiction includes the Johannesburg municipal area, except for Sandringham and the western non-European townships, and further areas extending northwards to Halfway House and southwards to Jackson's Drift on the Klip River.

18. To the west of this central district, the Witwatersrand West School Board, with its headquarters in Krugersdorp, covers Randfontein, Krugersdorp, Roodepoort and Florida. To the east, the Witwatersrand East School Board centring on Boksburg, covers Germiston (including Alberton), Kempton Park, Benoni, Boksburg, Brakpan and Springs, and extends beyond the metropolitan region to Delmas. The Provincial inspectors of education are appointed to circuits generally coinciding with these districts, i.e. inspection circuits B (Boksburg), C (Johannesburg) and I (Witwatersrand West), although the latter extends to Vanderbijlpark, Carletonville and Westonaria. The medical inspectors of schools are appointed to similar circuits, clinics being established in Benoni, Boksburg, Germiston, Johannesburg, Krugersdorp and Springs.

19. The administration of the Provincial Hospital Services Department is apparently much more fragmented. From 1929 to 1948, the Johannesburg Hospital Board controlling the Johannesburg General Hospital pursued a policy of establishing branch hospitals in and around the city, but the 1946 Hospitals Ordinance, which increased the incidence of Provincial control, has resulted in the creation of separate boards for each main institution. Within the metropolitan region there are now fifteen public hospitals: in the east, the Far East Rand Hospital at Springs (serving Springs and Brakpan), the Boksburg-Benoni Hospital, and the Germiston Hospital (serving Alberton and Germiston); in the west, the Krugersdorp Hospital (serving Randfontein and Krugersdorp), and the Discoverer's Memorial Hospital (serving Roodepoort and Florida); in the centre, serving mainly the Johannesburg magisterial district, the Johannesburg General, Transvaal Memorial (Children's), Queen Victoria (Maternity), Fever (run by the Province for the Johannesburg City Council), Tara, Edenvale, South Rand, Waterval (non-European), Baragwanath (non-European), Coronation (non-European) and Johannesburg non-European hospitals. Thirteen of these hospitals are Provincial owned and controlled, each is administered by an appointed Local Hospital Board responsible to the Provincial Director of Hospital Services, and there is no regionalization of the service comparable to that obtaining in the Education Department.

20. In addition to running these hospitals, by agreement with the Johannesburg City Council the Province has recently assumed responsibility for providing curative and midwifery services in the Council's area of jurisdiction. In the case of Europeans, Coloureds and Asiatics, these include ante-natal and post-natal services, district midwifery services, and orthopaedic after-care work; in the case of Natives, ante-natal and post-natal services, district midwifery services, dental services (for the relief of pain) and the inter-hospital transport of patients. While the City Council continues to provide these services, it does so as agent of the Province and subject to full subsidy.
21. Finally, the Provincial Roads Department builds and maintains Provincial and National roads outside the boundaries of city and town councils, in the latter case as agent of the National Transport Commission. Thus, although the Department has appointed a regional officer for the Witwatersrand area, whose head office is at Benoni, all the built-up areas lie outside his jurisdiction (except for inspection), as they fall within municipal boundaries where the local councils undertake such work on a subsidized basis. Control over the construction and maintenance of the highway network of the Witwatersrand metropolitan region is divided between national, provincial and local authorities. Traffic control is also fragmented between provincial and local authorities and in spite of the presence of the Provincial Department's regional officer there is no firm administrative foundation for the framing and implementation of a co-ordinated regional road and traffic programme for the Witwatersrand, although the authorities concerned may be willing to co-operate with each other on a piecemeal basis.
22. While the local authority aspect of this problem is dealt with below, it may be emphasized here that the growth of the metropolitan region is largely determined by its communications network, whose major difficulties are metropolitan in origin and need metropolitan attention. The fragmented character of highway and traffic administration on the Witwatersrand is a singular weakness of its governmental organization.
23. STATUTORY BODIES PROVIDING DIRECT SERVICES.
- In terms of most criteria, the largest statutory body undertaking direct services in the Witwatersrand metropolitan region is the Electricity Supply Commission (ESCOM). The Commission has six licensed areas of supply served by the Cape Western, Cape Northern, Border, Natal, Eastern Transvaal, and Rand and Orange Free State electricity undertakings respectively. The latter undertaking annually supplies some 10,000 million units of electricity over a vast area stretching from Mafeking and Zeerust in the west to Delmas and Standerton in the east, and (excluding an extension to Thabazimbi) from Rustenburg and the Witwatersrand in the north to Senekal, Winburg and Theunissen in the south. It thus covers the Union's major goldfields and industrial and urban concentrations, and has by far the largest output of any undertaking in Southern Africa.
24. Nevertheless, it is not the sole supplier of electricity within this general area, and is by no means the only distributor. For example, twelve municipal undertakings have also been established within the Witwatersrand metropolitan region - by Johannesburg (generating

and distributing some 1,000 million units annually), Germiston (distributing 60 million units), Alberton (15 million), Benoni (90 million), Boksburg (40 million), Brakpan (25 million), Edenvale (6 million), Kempton Park ($3\frac{1}{2}$ million), Krugersdorp (31 million), Randfontein ($9\frac{1}{2}$ million), Roodepoort-Maraisburg (40 million) and Springs (66 million).

25. Within the metropolitan region there are thus two main generators of electricity¹, ESCOM and the Johannesburg City Council's undertaking; but there are as many as 13 distributors, which in most cases confine their activities to their municipal areas. Since experience elsewhere indicates that the main large-scale economies in the supply of electricity are to be reaped in its generation, there is probably little economic anomaly in so fragmenting distribution over the metropolitan region. But whether there are any substantial anomalies from the standpoints of metropolitan land-use planning, control and finance is a different matter, to be dealt with in the enquiry into local authority services made below. Prima facie, a lack of co-ordination seems to be probable, as there is certainly no branch or division of the Rand and Orange Free State Undertaking charged with attending to metropolitan needs as such, and the local authorities have so far concerned themselves with municipal rather than regional problems.

26. In contrast, the supply of water has been organized on a regional basis since 1904, and to-day there is a definite connection between the metropolitan region and the area of supply permitted to the Rand Water Board. The Board is a public corporation governed by a chairman appointed by the Governor-General, and by a total of thirty-three representatives nominated by the Transvaal and Orange Free State Chamber of Mines, the South African Railways and Harbours Administration, the city councils of Germiston, Johannesburg and Pretoria, and the town councils of Benoni, Boksburg, Brakpan, Krugersdorp, Nigel, Randfontein, Roodepoort-Maraisburg and Vereeniging.

27. The maximum combined capacity of the Board's pumping stations is 190 million gallons of water a day, and its permitted area of supply is now 4,308 square miles, extending from Oberholzer in the west to Delmas, Nigel and Heidelberg in the east, and from Pretoria in the north to the Vaal River. This is roughly the area of the Southern Transvaal referred to on page 3 of the first interim report (The Social Structure of the Witwatersrand Metropolitan Region), but the main consumers of water, which account for over 80% of total consumption and are supplied in bulk for onward distribution, are all situated in the metropolitan region. In 1957/8, the average daily consumption of the municipalities of Benoni, Boksburg, Brakpan, Germiston, Johannesburg (40.4 million gallons), Krugersdorp, Randfontein, Roodepoort-Maraisburg and Springs aggregated 63.5 million gallons, or 47% of the total consumption of 135 million gallons. The Witwatersrand Gold Mines consumed a further

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¹ Excluding the gold mine undertakings of Randfontein Estates, E.R.P.M., and New Kleinfontein, and the Rand Water Board's station at Zwartkopjes.

daily average of 40.4 million gallons, or 30%, and the South African Railways 5.1 million gallons, or 4% of the total. In meeting these requirements, the Board acts as an ad hoc metropolitan authority, and it is undoubtedly an excellent example of an administrative organization tailored to suit metropolitan needs. Significantly enough, it is to be contrasted with most other organizations described in this interim report.

28. A third statutory body undertaking direct services is the Peri-Urban Areas Health Board, appointed by the Transvaal Provincial Administration to exercise local government powers in urban fringe areas outside the boundaries of the elected local authorities. At present, the Board's jurisdiction extends over some 8,000 square miles of the Transvaal, from Potchefstroom in the west to Bethal in the east, and from twenty miles to the north of Pretoria southwards to the Vaal River. Its activities cover schemes dealing with water supply, town planning and the removal of refuse and night-soil; it controls abattoirs, slaughter poles and cemeteries; and it conducts general health inspections and controls the influx of Natives into urban areas.
29. The Board's administration varies according to the degree of physical development encountered. In rural areas, it exercises only general control over health and commercial and industrial growth. In urban or potential urban areas, it undertakes a much wider range of services comparable to those of a municipal authority, and establishes local area committees to assist in its administration. These committees may be appointed or elected and, although originally little more than advisory, are intended to develop eventually into fully-fledged, elected local authorities. For example, after a petition to the Administrator and a commission of inquiry, the village council of Randburg has recently been established out of the Northern Johannesburg Local Area Committee of the Board, covering the townships of Ferndale, Fontainebleau, Robindale, Blairgowrie, Linden Extension, Bordeaux, Kensington B and Windsor. Most of these lie within the inner metropolitan zone and all form part of the metropolitan region.
30. From the metropolitan standpoint, the Board certainly plays a most important and useful part in controlling the orderly development of fringe areas, overspill housing and industrial decentralization. Nevertheless, its control emanates from Pretoria and not from within the Witwatersrand, and there is apparently a lack of co-ordination between the Board and local authorities even in Greater Pretoria, where a commission of inquiry was appointed in 1958 to investigate the problems arising. It is at least possible that the answer to such matters may lie in some kind of metropolitan authority (ad hoc or otherwise), rather than a small, appointed organization with responsibilities over so vast an area and so great a range of development that it must have considerable difficulty in giving proper attention to the more local problems. Both the emergence of Randburg and the appointment of the Greater Pretoria Commission seem to indicate that this is in fact a real difficulty, and a commission of inquiry into the Board's activities in 1952/3 found "much substance" in suggestions that it should be replaced by a number of boards created for more limited and manageable areas.

31. Another statutory body, the National Housing and Planning Commission, has spent some £4,800,000 building houses throughout the Witwatersrand, which in this case comprises the areas of Nigel, Springs, Brakpan, Benoni, Boksburg, Germiston, Johannesburg, Roodepoort, Krugersdorp, Randfontein, Klerksdorp, Vereeniging and Coalbrook (in the Orange Free State). But this substantial direct activity has now generally ceased and the only statutory authorities undertaking public housing on a large scale within the metropolitan region are the Natives Resettlement Board and the Group Areas Development Board.
32. Since 1954, the Natives Resettlement Board, appointed by the Governor-General, has been undertaking the removal of Natives from the townships of Sophiatown, Martindale, Newclare and Pageview within the Johannesburg municipal area to beyond its boundaries, and it is now turning its attention to Alexandra Township to the north of Johannesburg. To carry out its statutory task, the Board acquires property in the townships concerned, either by direct purchase or expropriation, and transfers the residents to houses built and serviced by the Board in Meadowlands and Diepkloof, some 15 miles to the south-west adjoining the City Council's south-western non-European townships. When the removal has been completed, the Board will hand over this area to the City Council. Hence, although for the time being it is part of the machinery of central and provincial government, the Board is basically temporary.
33. The members of the Group Areas Development Board are also appointed by the Governor-General. The Board's main function is the resettlement of persons adversely affected by the proclamation of areas for occupation by specified racial groups. It may acquire properties and develop them for this purpose, be vested by the Governor-General with the powers, functions and duties of a local authority and, with Ministerial approval, direct a local authority to provide services at the Board's expense. The Board has established six regional offices, and the Witwatersrand metropolitan region falls under the jurisdiction of the Pretoria office. No particular regional boundaries have been drawn, however, as the Board's activities are necessarily piecemeal - as in the case of the Natives Resettlement Board to which the Board has delegated its powers in connection with the resettlement of Natives from within the Johannesburg municipal area.
34. Because of this delegation, the Board is directly concerned in the administration of the Witwatersrand only in the case of the resettlement of Indians, for whom the township of Lenasia has been established to the south-west of Johannesburg, and Coloureds, for whom other areas are being developed at Bosmot and New Monteleo south of Roodepoort-Maraisburg. When fully built-up, Lenasia will provide accommodation for 1,682 families and extensions have already been provided for; Bosmot and New Monteleo are likely to accommodate some 1,264 families. Like the Natives Resettlement Board, however, the Group Areas Development Board is basically a temporary organization created to carry out Central Government policy in connection with the resettlement of racial groups, and once this resettlement has been completed within the metropolitan region the administration of the new communities will pass to the local authorities concerned.

35. Nevertheless, the creation of both of these Boards is significant from the standpoint of regional administration in that they still further fragment the structure of government, and exacerbate already difficult problems of co-ordination. It is questionable whether two Boards are really necessary, as the Group Areas Development Board could in fact undertake the work of the Natives Resettlement Board, which has no parallel in other urban centres. Moreover, since they work on a different level of administration from the local authorities, which are also concerned with the development of group areas, the problems of communication are increased. And as there is no regional control over all these related activities, both central and local, the regional interest is seriously endangered, if it does in fact enter into consideration. On the other hand, Ministerial control is undoubtedly strong in this sphere, as the following analysis of higher control over local government indicates - although, prima facie, it emphasizes the national rather than the regional point of view.

36. HIGHER CONTROL.

From the standpoint of local government, the degree of control exercised over local authorities by Central Departments, the Provincial Administration and some statutory bodies is more important than the volume of direct services undertaken by them. From the standpoint of the Witwatersrand metropolitan region, it is equally significant that, more often than not, such control is exercised by way of direct communication from the central or provincial head offices, and not through the regional organizations described above. There is no decentralization of control comparable to the decentralization of direct services to the public and, under the present structure of government, there is no possibility of co-ordinating that control over the Witwatersrand metropolitan region as a whole. Regional aspects are at a discount.

37. CENTRAL CONTROL.

As no Union department for local government affairs has been established, central control over local authorities is necessarily fragmented and compartmental. It is exercised most comprehensively in the case of non-European affairs. Under the Natives (Urban Areas) Consolidation Act, 1945, each local authority is rendered an agent of the Union Government, which through the Department of Bantu Administration and Development exercises administrative and financial control in the following matters (normally by way of prior authorization):

1. the setting aside of sites for locations, Native villages and hostels;
2. the acquisition by Natives of interests in land in municipal areas;
3. the accommodation of more than 5 Natives in any one building in areas proclaimed for occupation by other racial groups;

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4. the entry into municipal areas of Natives not born in the Union of South Africa;
 5. expenditure from the Native Revenue Account of each local authority;
 6. the introduction of Natives into municipal areas to take up employment there; and
 7. the production and supply of Kaffir beer by municipal authorities.
38. The Department's interests range much wider than this, however, its control extending for instance to all aspects of Native housing, the removal of Natives living illegally in areas proclaimed for other races, and to the licensing of all managers of municipal departments of Native Affairs (whose appointment and dismissal are thus centrally supervised). These managers are by statute obliged to report direct to the Department if it calls upon them to do so in connection with any aspect of local administration.
39. In addition, the Department has set up a Bantu Administration Departmental Committee for Johannesburg. Its origin lies in the many problems experienced in the city in connection with the implementation of Government policy, and it has been given the duty of ensuring that such policy is complied with by all local bodies concerned, whether they are the local direct service offices of the Department itself, the City Council, the Natives Resettlement Board or the Peri-Urban Areas Health Board. The Committee's responsibilities are thus as wide as those of its parent Department, and its establishment is a clear recognition of the need to decentralize the machinery of government for the more effective administration of a special problem area. But its activities are confined to Johannesburg and the city's immediate environs. They do not extend to the metropolitan region which is the actual origin of the problems confronting the Committee - as revealed by the first and second interim reports on social and economic structure.
40. Considerable financial and administrative supervision or control is also exercised by the National Housing and Planning Commission and the Bantu Housing Board, in regard to the layout, design and construction of houses for non-Europeans and Natives respectively. This control is undertaken mainly through or in conjunction with the Department of Bantu Administration and Development, and is not on a regional basis.
41. No comparable control characterizes the activities of any other central department or statutory body. Municipal loans (other than for housing) are obtained either from the Local Loans Fund (and thereby controlled by the Public Debt Commissioners) or by means of capital issues, in which case the sanction of the Ministry of Finance must be sought. Most of the agricultural control boards - the Potato, Citrus, Deciduous Fruit, Banana, Dried Bean and Lucerne Hay Control Boards - operate on municipal markets within the Witwatersrand and wield a significant economic influence; but they exercise no administrative control. The Local Road Transportation Boards, appointed by the Minister

of Transport, supervise the operation of public passenger transport undertakings, control the fares, charged by them, and enforce Government policy in regard to the provision of separate amenities for different racial groups - subject to a right of appeal to the National Transport Commission. There is one such Board covering the Witwatersrand metropolitan region. Its headquarters are in Johannesburg and its jurisdiction extends over a wide area stretching from the magisterial districts of Oberholzer and Randfontein in the west to Carolina, Ermelo and Piet Retief in the east, and from the Witwatersrand southwards to the southern boundary of the Transvaal. This area is thus more extensive than even the Southern Transvaal.

42. In contrast to these Boards (including the Local Road Transportation Board), the Livestock and Meat Industries Control Board exercises a firm, if sometimes indirect, control over the administration, revenues and capital expenditure of local abattoirs. The Board may prohibit the erection of an abattoir or close down an existing one, oblige it to extend and re-equip to serve regional needs, and has the final voice in the siting, design, structure and cost of new establishments. The Board also fixes minimum prices for all grades of beef and mutton, and it controls slaughter permits and abattoir fees and charges (in that such fees and charges are scheduled in by-laws approved by the Provincial Administrator who will not permit increases without the Board's agreement). On the other hand, the Board's administration is not regionally organized, and its regional significance lies in its policy of promoting regional instead of local abattoirs - an aspect which is dealt with below in connection with municipal services.

43. PROVINCIAL CONTROL.

Provincial control in the Transvaal is not regionally organized, either. It is exercised from Pretoria, and is a direct relationship between the Provincial Administration and each local authority. From the standpoint of the Witwatersrand metropolitan region, its importance lies in its extra-regional origin, and in its incidence which, although piecemeal, is considerable and lacks formal distinction between major and minor local authorities. Although some distinction has been made in practice between Johannesburg and other municipalities, largely on the former's initiative, so that many minor controls are little more than nominal in its case, there is good reason to hold that the Province continues to exercise wide controlling powers over the major activities of all the local authorities in the metropolitan region; and that in its exercise of these powers it is less likely to give that attention to regional aspects which might be expected if its control were to emanate from within the Witwatersrand instead of Pretoria. The Provincial Department of Local Government is in fact functionally and not regionally organized; only the Cape Province has begun to decentralize its administration by setting up regional offices.

44. The first and fundamental provincial control exercised on this piecemeal and centralized basis, lies in the power of the Provincial Council to legislate in local government matters. Local authorities may exercise only those powers granted to them by the Union Government

and the Province, which may both prescribe any condition and procedure they think fit. The second control lies in the obligation to obtain the confirmation of the Administrator (in-Executive-Committee) in the case of all by-laws made by local authorities, including their standing orders governing their domestic procedure and machinery. Thirdly, the Administrator's approval must be sought for many administrative schemes and particular acts relating for instance, to the construction of sewage, water, electricity and gas works, the sale of electrical and gas appliances, townplanning, the raising of housing loans, the establishment and letting of recreation and sports grounds, the substantial alienation or acquisition of immovable property, and the permanent closing of public places.

45. Fourthly, the Province exercises an extensive financial control over local authorities. It prescribes the method of valuation for rating purposes, sets a limit to their rating capacities, lays down their permitted sources of revenue, obliges municipal authorities to appoint finance committees, outlines their accounting and budgeting systems, and prohibits borrowing without the Administrator's approval of the amounts and conditions. Fifthly, the Administrator appoints officers to audit local authority accounts, who may surcharge persons responsible for unauthorised payments or for deficiencies or losses arising from their negligence or misconduct.
46. Sixthly, the city and town councils are obliged to appoint a town clerk and a medical officer of health, they must fulfil special conditions when dismissing these officers and the treasurer and municipal and electrical engineers, and they cannot remove such officers nor reduce their salaries without the Administrator's approval (except in the case of the medical officer of health who is protected by the Minister of Health). In addition, except with the Administrator's approval, no local authority can appoint a person to any professional, administrative or clerical post whose knowledge of both official languages is inadequate for the duties to be undertaken.
47. Seventhly, the Administrator may exercise powers of compulsion and action in default in health and financial matters, and may direct a local authority to dismiss employees with insufficient knowledge of both official languages. Eighthly, the Administrator may by himself or by means of a board appointed by him, exercise an appellate function in connection with local government affairs, as in the case of the appointment of staff under the Public Bodies Language Ordinance, and in townplanning legislation (by means of the Townships Board). Ninthly, the Administrator may at any time appoint a commission of inquiry into any aspect of a local authority's activities.
48. The domestic organization of the Provincial Administration undertaking these controls has been decentralized by the promotion of former branches or divisions to the status of departments (including a department of local government) whose heads are directly responsible to the Executive Committee, instead of indirectly through the Provincial Secretary. But, as already pointed out, there is no comparable decentralization in its geographical organization. The departments are situated in Pretoria. The Townships Board established by the Province under the Townships and Town Planning Ordinance is similarly located in Pretoria and has no

regional offices. This centralization is stressed in view of the fact that the controls listed above clearly extend to activities which have regional implications for the Witwatersrand, or are likely to be regional in scope. These controls operate mainly through a department of local government which is decentralized functionally and not geographically, so that they cannot be applied within the context of the metropolitan region.

49. CONCLUSIONS.

The most important conclusion arising from this review is that the organization of the central and provincial machinery of government gives scant recognition to the Witwatersrand metropolitan region. Its existence has generally been ignored in the establishment of that machinery, although Johannesburg is often selected as the headquarters for decentralized operations. Only in the establishment of the police force with its Witwatersrand and Eastern Transvaal Divisions, in the geographic jurisdiction of the Witwatersrand Local Division of the Supreme Court, and in the extent of the Witwatersrand telephone system, is there any definite indication of a central department organizing its direct services on a metropolitan basis. The South African Railways and Harbours Administration does also recognize the region within the much wider context of the Western Transvaal System and the Department of Social Welfare and Pensions has set up four branch offices within it, but departmental services are otherwise decentralized to vast areas extending over thousands of square miles of very lightly populated countryside, as well as over the dense urban concentration of the Witwatersrand whose needs, interests and way of life are quite different from those of the platteland.

50. The organization of the Provincial direct services appears to give even less recognition to the metropolitan region, and the exercise of higher control over local authorities is nowhere decentralized to metropolitan offices. Of the statutory bodies providing direct services on the Witwatersrand, only the Rand Water Board is organized on a metropolitan basis. The Bantu Administration Departmental Committee has been set up for Johannesburg and its immediate environs, and not for the region from which Johannesburg's Native problems stem; decentralized control is otherwise almost wholly non-existent, and the extensive control over local government exercised by the Province is centralized in Pretoria, and is concerned with individual local authorities none of which is regional in character or jurisdiction.

51. Nevertheless, the Witwatersrand metropolitan region is an established fact. The first interim report stated, "On the basis of a survey of the physical pattern, the traffic pattern and the market pattern of the Witwatersrand, this report concludes that a metropolitan region has definitely evolved around the Johannesburg central business district, and its subsidiary core of major industrial development running from west to east along the Reef from the vicinity of Industria and Mayfair to that of Germiston." The report outlined the main boundaries of this region, defined its inner and outer metropolitan zones and added, "This metropolitan framework is confirmed by a study of population trends according to race, sex and age The transition from a mining community is firmly reflected in these trends, particularly in the case

of the non-European group. The regional population is by no means static, and the most striking feature of the metropolitan society is its constant movement from day to day between work centres and residential areas One in every six persons of all ages and races resident in the inner metropolitan zone travels to the central area of Johannesburg every working day".

52. The economic analysis undertaken in the second interim report still further confirmed the establishment of a metropolitan region on the Witwatersrand. It stated, "The economic base study shows that there is every economic as well as social reason for concluding that (the inner metropolitan zone) now exhibits truly metropolitan characteristics, and should be included in the world's growing list of metropolitan societies. In the final analysis, its political, administrative, economic and social problems have become their problems." And the report left no doubt that the outer metropolitan zone was economically integrated with this zone.
53. Moreover, the social, economic and governmental problems referred to help to confirm the region's extent and structure. Some of the most important are both common and unique to the metropolitan region as a whole; others distinguish the inner from the outer metropolitan zone. For example, the decline in goldmining is peculiar to the Witwatersrand, and only Nigel on its south-eastern fringes faces a similar problem. The problem of transition from mining to manufacture is common to every town from Randfontein in the west to Springs in the east, but it is more difficult in the western and eastern towns comprising the outer metropolitan zone than in Roodepoort, Johannesburg, Germiston and Benoni, which form the greater part of the inner metropolitan zone.
54. Again, the problems arising from changes and movements in the population of the Witwatersrand are unique in many respects, particularly in connection with non-Europeans, and can be explained only on the basis of the metropolitan region and its zones of movement and contact. As a result of such economic and social transformations, problems of housing, traffic, transport and land-use planning have arisen which likewise have unique features that can be fully understood only by postulating a coherent region whose parts are not to be treated independently of each other.
55. The exact nature of these problems will become more apparent in the course of this report, but the most important fact has already been established: a Witwatersrand metropolitan region definitely exists, whether in terms of social and economic structure or in terms of common and unique problems. This dynamic region is of pivotal importance to the future development of Southern Africa, but the machinery of government generally ignores it. There is no metropolitan administration as such at either central or provincial level, and very few departments decentralize their activities on a metropolitan basis.

56. A second important feature is the disparity in the areas used by the various departments and boards for decentralizing their administration. Not only is the metropolitan region virtually ignored, there is apparently no attempt to evolve a standard administrative region by means of which departmental activities could be co-ordinated over some wider area such as the Southern Transvaal¹. Metropolitan aspects apart, it is at least questionable whether this disparity is really in the long-run interests of the departments concerned, as they lack a common meeting ground.
57. A third conclusion is that such a fragmented, disparate and unco-ordinated administrative structure can never be in the true interests of the Witwatersrand metropolitan region. Its major problems demand a comprehensive or total approach involving (apart from the local authorities) a number of central and provincial departments and statutory bodies whose organization will permit special attention to the region as a single entity. If the administration of welfare, health, Bantu affairs, group areas, roads, transport, education, electricity and the other activities reviewed above were to focus on the metropolitan region in much the same way as do the police, judicial, telephone and water supply services, there would be clear gains all round. The aim would be to reorganize the machinery of administration on the basis of dynamic units of population instead of static units of territory; on the understanding that government is concerned with actual living people and their problems, with communities of interest and common problems, and not merely with areas of administration and impersonal statistics.
58. The final conclusion is that, until the central and provincial administrations make a more positive attempt to realize the emergence of the Witwatersrand metropolitan region in their departmental organization and procedure, the welfare of its people and the development of its human and material resources in their interests (as well as the national or provincial interests) will not receive that degree of attention and comprehensive treatment which its problems demand. Whether the local government system compensates for this administrative deficiency will be revealed in the rest of this report.

¹ As defined in the first interim report

2. THE LOCAL AUTHORITIES OF THE WITWATERSRAND METROPOLITAN REGION.

59. AREAS AND POPULATIONS.

As shown in Map 1, within the Witwatersrand Metropolitan Region there are two city councils (Johannesburg and Germiston), eleven town councils (Alberton, Benoni, Boksburg, Brakpan, Edenvale, Elsburg, Kemptonpark, Krugersdorp, Randfontein, Roodepoort-Maraisburg and Springs), two village councils (Bedfordview and Randburg), one health committee (Modderfontein) and large areas controlled by the Peri-Urban Areas Health Board (including the whole or major part of eight local area committees of the Board, namely, Alexandra, Brentwood, Halfway House, Klipriviersoog, North Eastern Johannesburg, North Johannesburg, West Johannesburg and South Rand). As shown in Table I, the total area involved is 1,603 square miles, of which 643 square miles fall under the municipal jurisdiction of city, town and village councils, and the remainder under the control of a local health committee and the Peri-Urban Areas Health Board, which has established its local area committees in the more densely-populated urban fringes.

T A B L E I.

THE LOCAL AUTHORITIES OF THE WITWATERSRAND METROPOLITAN REGION AREA, POPULATION AND DENSITY, 1956 - 9.

Local Authority	Area in sq. miles (nearest sq. mile)	Population estd. in 1st Report for 1956	Density per sq. mile
<u>Inner Metropolitan Zone</u>			
Johannesburg City Council			
Municipal	94	656,000	6,980
total **	117	859,000	7,340
Germiston City Council	52	131,000	2,520
Alberton Town Council	11	21,000	1,910
Benoni Town Council	48	94,000	1,960
Boksburg Town Council	76	65,000	860
Edenvale Town Council	6	16,000	2,670
Elsburg Town Council	4	7,000	1,750
Kemptonpark Town Council	29	19,000	660
Roodepoort-Maraisburg T.C.	35	91,000	2,600
Bedfordview Village Council	5	6,000	1,200
Randburg Village Council	12	15,000	1,250
TOTALS	395	1,324,000	3,350
<u>Outer Metropolitan Zone</u>			
Brakpan Town Council	68	92,000	1,350
Krugersdorp Town Council	51	79,000	1,550
Randfontein Town Council	56	35,000	630
Spring's Town Council	73	126,000	1,730
*Peri-Urban Areas Health B.	960	244,000	260
TOTALS	1,208	576,000	480
Metropolitan Region	1,603	1,900,000	1,190

* Including Modderfontein Health Committee

** Municipal area plus the developed area of the Council's South-Western Native townships, but excluding the Rand Airport.

The Witwatersrand Metropolitan Region, 1959 : Local Administration

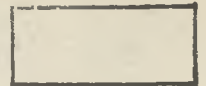
Die Witwatersrandse Metropolitaanse Streek. 1959 : Plaaslike Administrasie

MAP/KAART 1

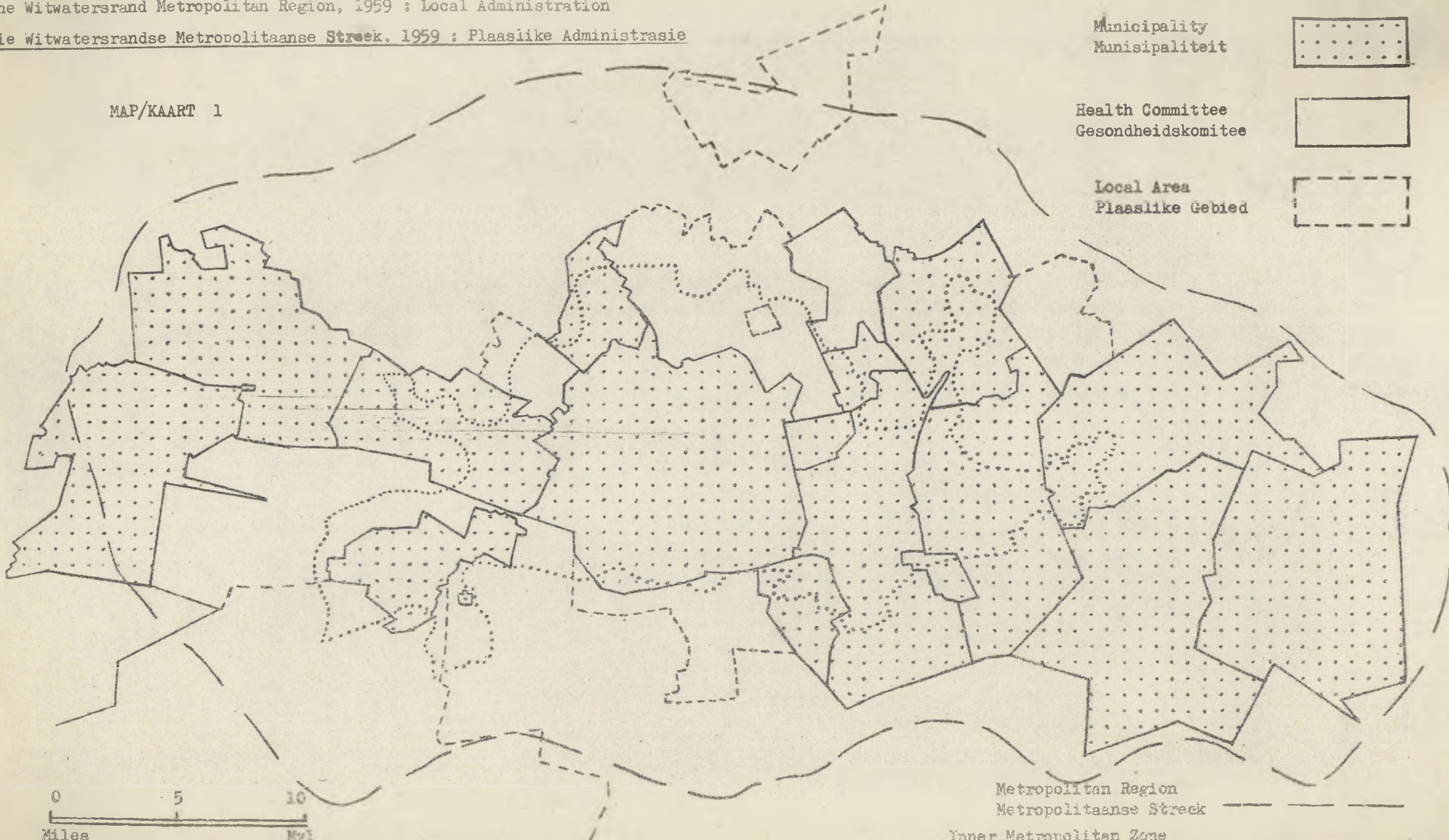
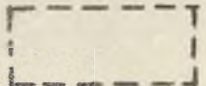
Municipality
Munisipaliteit



Health Committee
Gesondheidskomitee



Local Area
Plaaslike Gebied



Metropolitan Region
Metropolitaanse Streek —————

Inner Metropolitan Zone
Binne-Metropolitaanse Streek

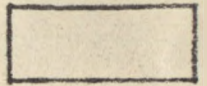
60. Map 1 also shows that the inner metropolitan zone stretches westwards from the western quarter of Benoni municipality to almost the western boundary of Roodepoort-Maraisburg. It covers one-third of the area of Boksburg, two-thirds of Germiston, part of Elsburg, a quarter of Kemptonpark, half of Alberton, half of Edenvale, the whole of Bedfordview and Johannesburg (including the latter's non-European townships to the south-west of the municipal area proper), most of Randburg, over half of the local area committees of North-East, North and West Johannesburg and the whole of Alexandra Township. For several statistical reasons, the local area committees (including Alexandra) are excluded from the inner metropolitan zone in Table I, and the whole of Benoni and the other municipalities are included. The resulting distortion in area, population and density is considerable, but not sufficient to invalidate any general conclusions drawn from this and subsequent tables. On the one hand, the zone's area should probably be very much nearer 300 square miles; on the other hand, the population of 1,324,000 is probably near the mark. The average density should thus be higher than 3,350 persons to the square mile and nearer to 4,000.
61. The outer metropolitan zone incorporates the remaining portions of Benoni, Roodepoort-Maraisburg, Boksburg, Germiston, Elsburg, Kemptonpark, Alberton, Edenvale, Randburg and the local area committees of North-East, North and West Johannesburg. It also covers the whole of the municipalities of Springs, Brakpan, Krugersdorp and Randfontein, the Modderfontein local health committee, the local area committees of South Rand and Brentwood, and most of the local area committees of Halfway House and Klipriviersoog. The remainder of the zone falls under the immediate jurisdiction of the Peri-Urban Areas Health Board. Given the provisos mentioned above, it thus extends over at least 1,208 square miles and 576,000 people, the average density of population being 480 persons to the square mile as against an average of 1,190 for the whole of the metropolitan region.
62. Within the two zones, the areas, populations and densities of the various local authorities differ remarkably. In Table I, Johannesburg, including its outside areas, is 117 square miles in extent and has a population of 859,000 people of all races - an average density of 7,340 to the square mile. In the same inner metropolitan zone, Bedfordview has an area of only five square miles, a population of 6,000 and a density of 1,200 persons per square mile. The densities of Kemptonpark and Boksburg are as low as 660 and 860 persons to the square mile respectively but, as both of these municipalities straddle the two zones, the more realistic limits are those of Johannesburg (the highest) and Bedfordview (the lowest).
63. Undoubtedly, Johannesburg stands out as the determining factor in the average density of the inner metropolitan zone. It accounts for 65% of the zone's population in 30% of its area, and the density of every other local authority falls below the zonal average. Map 2 illustrates its dominant position at the centre of the region, with densities tending to fall off in all directions, north, south, east and west. It also illustrates a general reduction in densities from the inner to the outer metropolitan zone.
64. In the outer metropolitan zone, there are still quite wide variations in densities. Local authority areas more closely approximate to each other in size, but populations range from 35,000 in Randfontein to 126,000 in Springs. The determining factor in the zone's average density is the Peri-Urban Areas Health Board. Including the Modderfontein Health Committee, it accounts for no less than 80% of the zone's area and for 42% of its population. The contrast between the two zones is thus epitomised in two major organs of local government, the one elected

W.M.R. Density of Population per Square Mile, Local Authority Areas, 1959

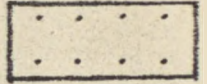
W.M.S. Bevolkingsdigtheid per vk. myl, Plaaslike Bestuursgebiede, 1959

MAP/KAART 2

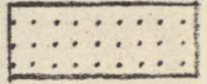
Less than 1,000
Minder as 1,000



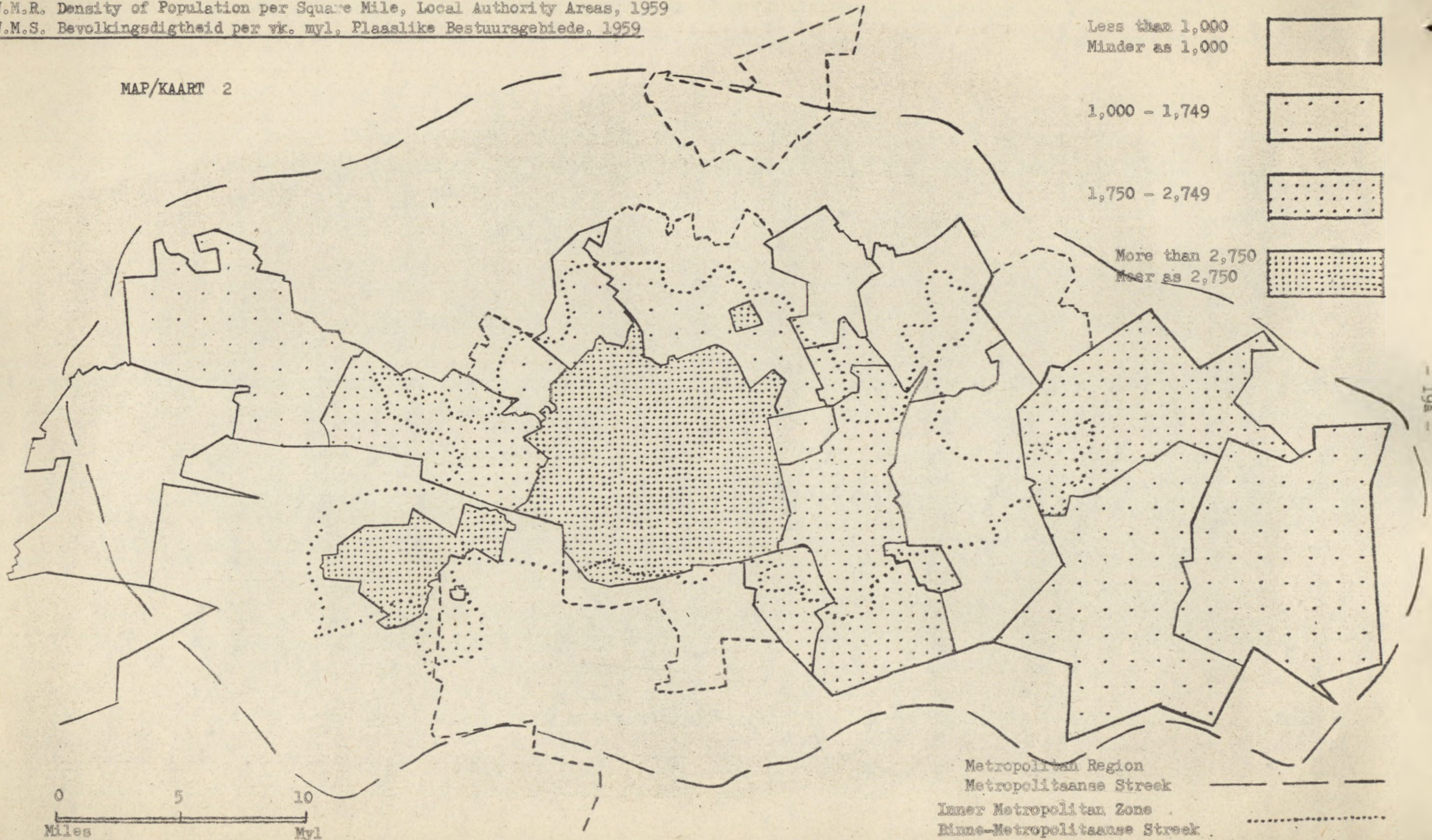
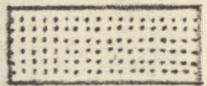
1,000 - 1,749



1,750 - 2,749



More than 2,750
Meer as 2,750



Metropolitan Region
Metropolitaanse Streek

Inner Metropolitan Zone
Binne-Metropolitaanse Streek

(Johannesburg) and the other appointed; the one with an average density over six times the regional average, and the other with an average density of only one-fifth of the regional average.

65. These are by no means the only major differences between the areas and populations of the several local government bodies. Table II reveals substantial variations in the racial composition of the populations lying within their boundaries. The average ratio within the inner metropolitan zone is 42% European and 58% non-European; within the outer metropolitan zone it is 27% European and 73% non-European. In this instance, while Johannesburg again epitomises the inner zone (42% European), Springs is nearest the average for the outer zone (29% European).

66. These statistics, however, do not necessarily imply that the outer zone local authorities have much greater problems of non-European administration. In the first and second interim reports it was pointed out that the population figures include Natives employed on the mines, who do not fall within the jurisdiction of the local authority concerned. Allowing for 78,000 Native mine workers in the inner zone in 1956 and 150,000 in the outer zone, the racial structure changes to 44% European and 56% non-European in the former, and to 37% European and 63% non-European in the latter. With such similar ratios, problems of non-European administration are to be connected primarily with volume and increase in numbers. Eliminating mine-workers from the totals, the inner zone local authorities have some 695,000 non-European inhabitants as against 268,000 in the outer zone, and the previous reports show that the number of non-Europeans in the inner zone tends to grow at the faster rate, especially in the suburban ring around Johannesburg, including the latter's south-western non-European townships where the average density of population is at least 9,000 persons to the square mile (the minimum figure based on the 1956 estimate).

67. RATEABLE VALUES AND RATE INCOMES.

Even a cursory examination of the areas and populations of the local authorities within the metropolitan region thus reveals significant differences in size, density and racial structure, and suggests that there are equally wide variations in the extent and complexity of the governmental problems they face. It also suggests that one should begin to look for the most pressing problems of local government in the inner rather than the outer zone, as the first two reports have already indicated.

68. The local financial resources available to deal with such problems are shown in Table II and Map 3, where similar striking contrasts in rateable values and rate incomes per head are revealed.

W.M.R. Rateable Value of Land Per Head of European Population
W.M.S. Belasbare waarde van grond per hoof van die Blanke-bevolking

MAP/KAART 3

More than £350
Meer as £350



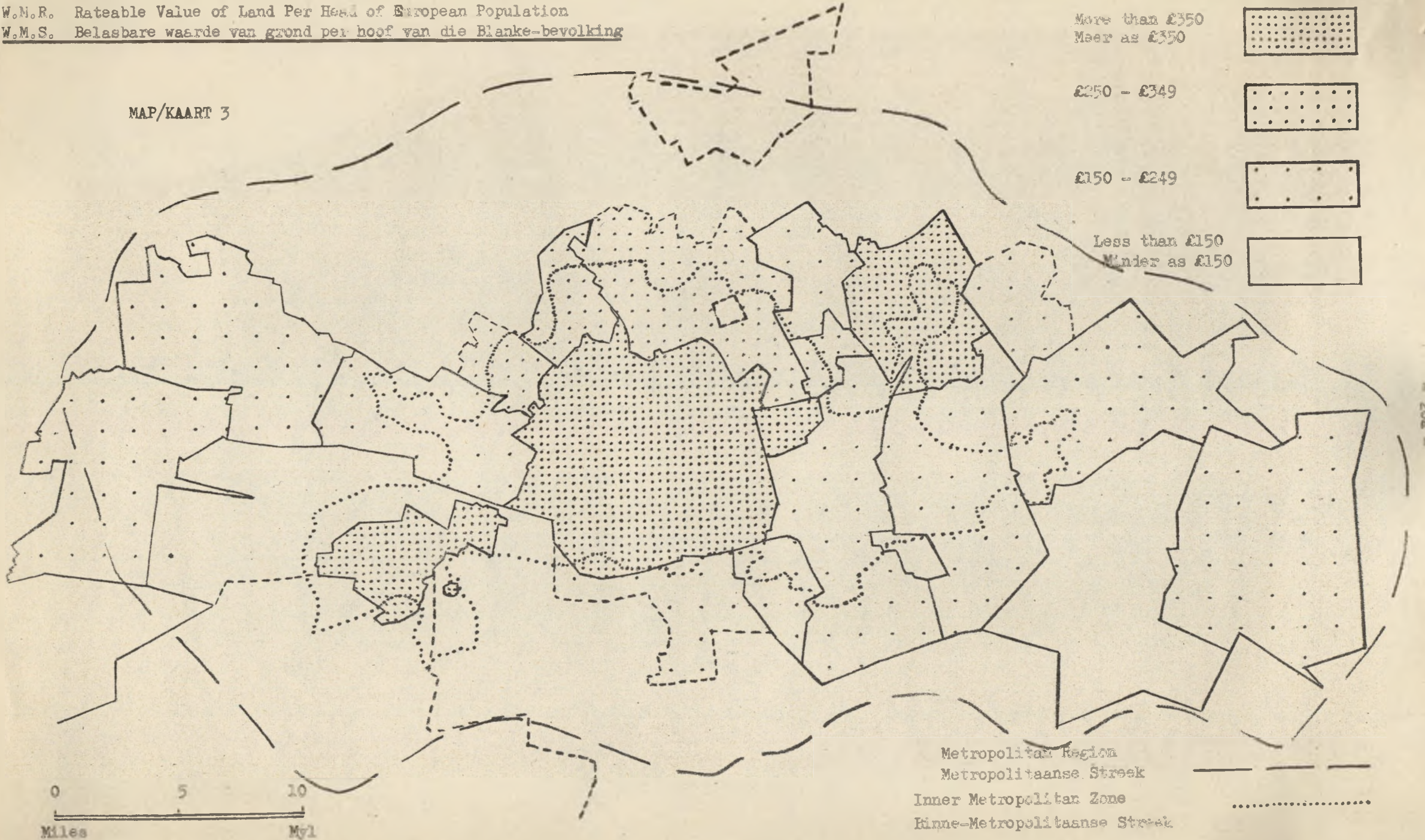
£250 - £349



£150 - £249



Less than £150
Minder as £150



Metropolitan Region

Metropolitaanse Streek

Inner Metropolitan Zone

Binne-Metropolitaanse Streek

T A B L E I I.

THE LOCAL AUTHORITIES OF THE WITWATERSRAND METROPOLITAN
REGION : RATEABLE VALUATIONS AND RATE INCOME PER HEAD OF
THE POPULATION (EUROPEAN AND ALL RACES) 1958 - 9. SITE
RATES ONLY.

LOCAL AUTHORITY	Population (est. in 1st Report for 1956)		Rateable Value of Land			Rate Income (Site Rate Only)		
			Total	Per Head		Total	Per Head	
				All Races	E. Only		All Races	E. Only
	Total	E	£	£	£	£	£	£
<u>Inner Metropolitan Zone</u>								
Johannesburg City Council	*859,000	*361,000	212,216,814	247.1	587.8	4,637,147	5.4	12.8
Germiston City Council	131,000	54,000	12,665,537	96.6	234.5	++444,439	3.4	8.2
Alberton Town Council **	21,000	12,000	2,091,135	99.6	174.3	75,381	3.6	6.3
Benoni Town Council	94,000	30,000	6,351,635	67.6	211.7	+171,661	1.8	5.7
Boksburg Town Council	65,000	27,000	4,223,591	65.0	156.4	+158,916	2.4	5.9
Edenvale Town Council	16,000	7,000	2,265,033	141.6	323.6	65,631	4.1	9.4
Elsburg Town Council	7,000	3,000	417,015	59.6	139.0	++ 11,133	1.6	3.7
Kemptonpark Town Council	19,000	7,000	3,284,340	172.9	469.2	104,039	5.5	14.9
Roodepoort-Maraisburg T.C.	91,000	37,000	7,097,958	77.8	191.8	208,757	2.3	5.6
Bedfordview Village Council	6,000	3,000	2,013,362	335.6	671.1	24,031	4.0	8.0
Randburg Village Council	£15,000	£10,000	£3,049,460	203.3	304.9	£ 53,150	3.5	5.3
TOTALS: 11 Local Authorities	1,324,000	551,000	255,675,880	193.1	464.0	5,954,285	4.5	10.8
<u>Outer Metropolitan Zone</u>								
Brakpan Town Council	92,000	33,000	3,758,876	40.9	113.9	129,172	1.4	3.9
Krugersdorp Town Council	79,000	29,000	5,486,805	69.5	189.2	+163,459	2.1	5.6
Randfontein Town Council	35,000	15,000	2,932,014	83.8	195.4	81,369	2.3	5.4
Springs Town Council	126,000	37,000	5,945,577	47.2	160.7	258,483	2.0	7.0
Peri-Urban Areas Health B.+++	244,000	44,000	Ø15,000,000	61.0	341.0	Ø242,000	1.0	5.5
TOTALS: 5 Local Authorities	576,000	158,000	33,123,272	57.8	209.6	874,483	1.5	5.5
TOTALS: Metropolitan Region	1,900,000	709,000	288,799,152	152.0	407.3	6,828,768	3.6	9.6

+++ Including Modderfontein Health Committee

* Including 'outside areas' under the Council's jurisdiction

** Financial statistics for 1957 - 8

+ Including assessment rates on mining improvements

++ Including rates on improvements

£ Estimated for 1959/60

Ø Estimated on basis of valuation of total area under Board's jurisdiction

⊙ Estimated on basis of rate income for the eight local area committees in 1959/60, which totalled £222,813.

There is again a certain conformity between variations in the rateable value of land per head of the European population - the chief source of local revenue - and the breakdown into inner and outer metropolitan zones. In the inner zone, the rateable value of land averages £464.0.0. per head of the European population, in the outer, £209.6.0. per head; and there is a solid core of high

values incorporating Johannesburg, Germiston, Bedfordview, Edenvale and Randburg (to which may be added the local area committees of North, North-East and West Johannesburg).

69. On the other hand, Map 3 shows that there is not a great difference in values per head on the West Rand between Roodepoort-Maraisburg, Krugersdorp and Randfontein; and, on the East Rand, while Kemptonpark and Benoni have much higher values per head than both Springs and Brakpan, Boksburg and Alberton within the inner zone are on a par with Springs, and Elsburg is only a little higher than Brakpan. There are several explanations for these variations; for instance, the location of the local authorities to the north or south of the regional axis may affect rateable values per head, and their primarily mining, industrial or residential character must be considered. Whatever the explanations may be, any metropolitan influence on land values, which might be expected to lead to a high value node with a falling off in values in successive rings to the north, south, east and west, is not clearly established. For this, one must turn to Table III and Map 4, both of which illustrate the rateable value of land per square mile according to local authority areas.

T A B L E I I I .

THE LOCAL AUTHORITIES OF THE WITWATERSRAND METROPOLITAN REGION : RATEABLE VALUE OF LAND PER SQUARE MILE. 1959.

LOCAL AUTHORITY	Area in Square Miles	Rateable Value of Land, 1959	
		Total	Per Square Mile
		£	£
<u>Inner Metropolitan Zone</u>			
Johannesburg City Council*	117	212,216,814	1,814,000
Germiston City Council	52	12,665,537	244,000
Alberton Town Council	11	2,091,135	190,000
Benoni Town Council	48	6,351,635	132,000
Boksburg Town Council	76	4,223,591	56,000
Edenvale Town Council	6	2,265,033	378,000
Elsburg Town Council	4	417,015	104,000
Kemptonpark Town Council	29	3,284,340	113,000
Roodepoort-Maraisburg T.C.	35	7,097,958	203,000
Bedfordview Village Council	5	2,013,362	403,000
Randburg Village Council	12	3,049,460 [∕]	254,000
TOTALS	395	255,675,880	647,000
<u>Outer Metropolitan Zone</u>			
Brakpan Town Council	68	3,758,876	55,000
Krugersdorp Town Council	51	5,486,805	108,000
Randfontein Town Council	56	2,932,014	52,000
Springs Town Council	73	5,945,577	81,000
*Peri-Urban Areas Health Board	960	15,000,000 [∕]	16,000
TOTALS	1,208	33,123,272	27,000
Metropolitan Region	1,603	288,799,152	180,000

* Total area used for purposes of this report

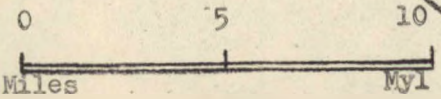
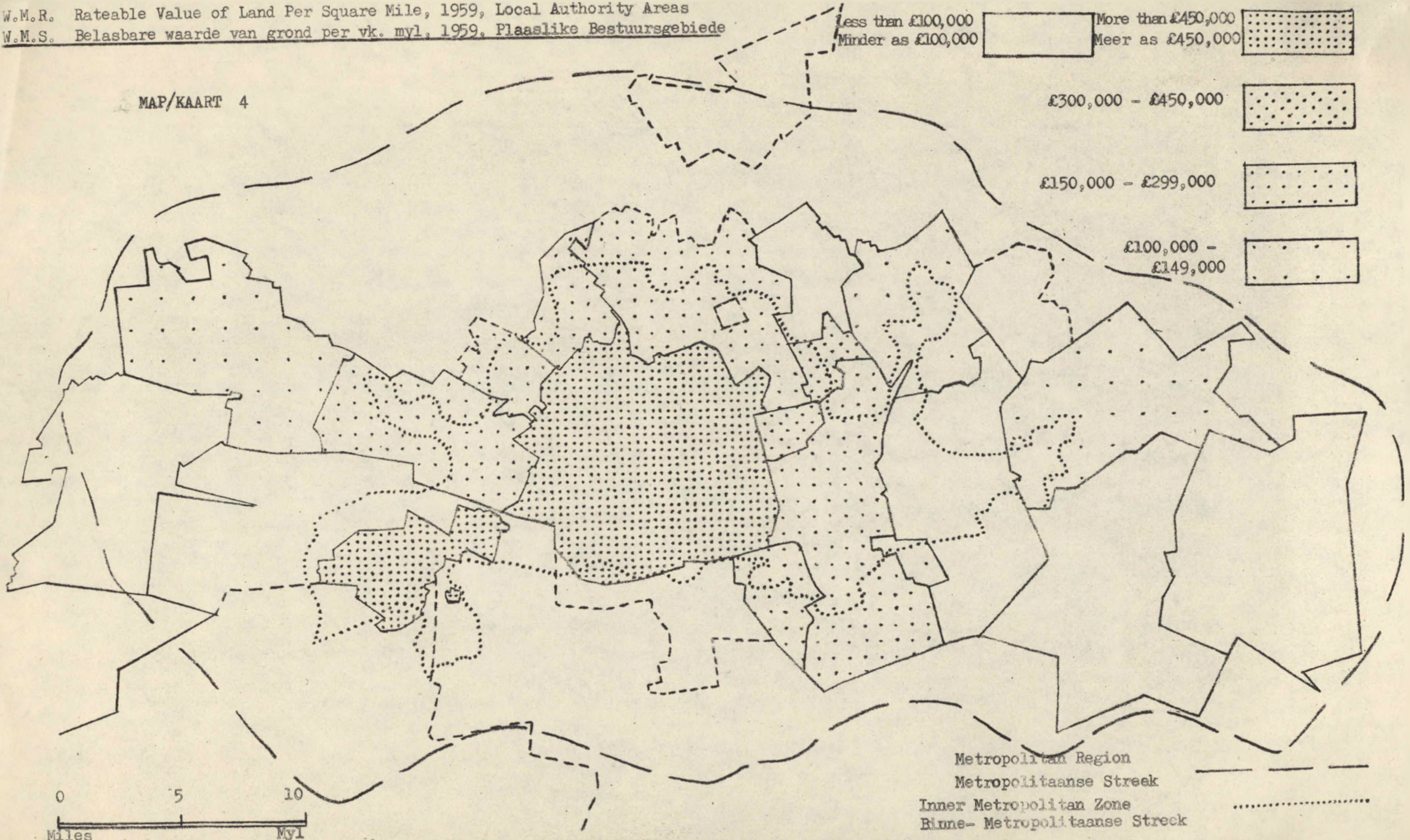
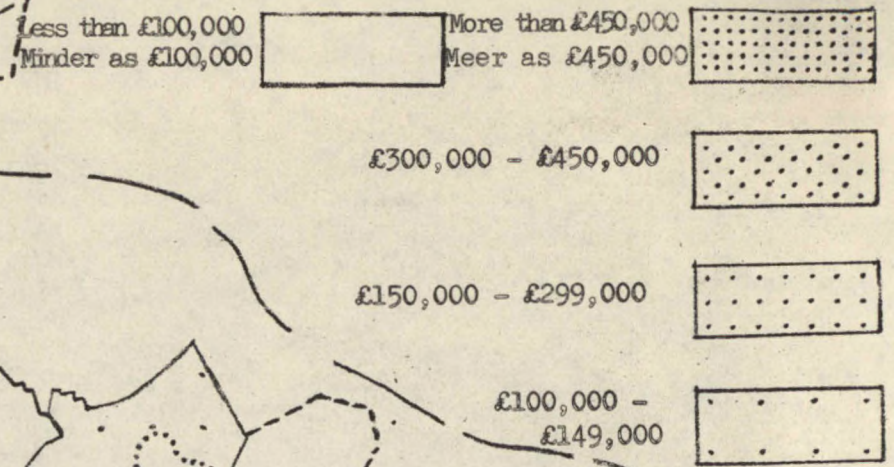
** Including Modderfontein Health Committee

[∕] Estimated.

[∕] Estimated on basis of valuation of total area under Board's jurisdiction.

W.M.R. Rateable Value of Land Per Square Mile, 1959, Local Authority Areas
 W.M.S. Belasbare waarde van grond per vk. myl, 1959, Plaaslike Bestuursgebiede

MAP/KAART 4



In this Table, the inner metropolitan zone, with an average rateable value of land per square mile of £647,000, stands in striking contrast to the outer zone, which has an average of only £27,000. Moreover, within the inner zone only one authority falls below £100,000: in the outer zone, only one authority rises above that figure. Map 4 reveals an inner core of extremely high values represented by Johannesburg. Around it, except to the south, there is a ring of land valued at from £150,000 to £450,000 per square mile that extends from Roodepoort-Maraisburg in the west through Randburg and three local area committees (in which values are, however, estimated) to Edenvale, Bedfordview, Germiston and Alberton. Further afield, values drop to between £100,000 and £150,000 per square mile in Kemptonpark, Benoni and Elsburg (which straddle the inner and outer metropolitan zones) and in Krugersdorp. Other areas lying within the outer metropolitan zone fall below £100,000 and only Boksburg in the inner zone falls into this category.

71. The income derived from rates on land in 1959 is shown in Table II. Here, again, the incidence of the rate per head of the European population tends to conform to the metropolitan pattern. It is highest in the central core, Johannesburg, and in Kemptonpark (between £12 and £15 per head); next highest in Edenvale, Germiston, Bedfordview and Alberton, and in Springs (between £6 and £10 per head); and falls to between £3 and £6 per head in Boksburg, Benoni, Roodepoort-Maraisburg, Randburg and Elsburg within the inner zone, and in Krugersdorp, Randfontein and Brakpan in the outer zone. The most significant aspect is that the incidence is no higher than £7 per head in any of the outer zone authorities, whereas five authorities in the inner zone range over £8 per head.

72. It follows that, generally speaking, rateable values of land per head of the European population and per square mile, and rate incomes per head of the European population, all tend to rise the nearer the area lies to the centre of the region, and to reach their peaks in Johannesburg, which is the dominant hub of the Witwatersrand. Since rates are levied to meet expenditure on non-trading services, this implies that - omitting transfers to and from rate funds - expenditure per head also tends to rise in the same manner. In every case, however, there are exceptions to the general rule.

73. CONSTITUTIONS AND POWERS.

The city, town and village councils are all elected bodies, Johannesburg having 42 councillors, Germiston, Boksburg, Roodepoort-Maraisburg, Krugersdorp and Springs 12 each, and the remainder 9 except for the Modderfontein Health Committee, which has 6 elected members. As the Peri-Urban Areas Health Board has 6 members appointed by the Provincial Administrator, this means that the whole region, which has a population of 1,900,000 persons of whom 709,000 are Europeans, is governed locally by 195 elected and appointed representatives. This gives a ratio of one representative to 10,000 persons of all races, or 3,600 Europeans (excluding members of eight local area committees having no original powers).

74. The administrative powers of these various local bodies are defined by Provincial ordinances and Union legislation. In the case of city and town councils, they extend to public health services other than hospitals, but including clinics and ambulances; the construction and maintenance of roads, bridges, sewerage works and stormwater drainage systems; the supply of water, gas and electricity, and public lighting; public transport and traffic control; fire protection; public parks, zoos, baths, recreation

and sports grounds, camp sites, and cemeteries and crematoria; public libraries, museums and art galleries; public housing schemes, especially for non-Europeans, and slum clearance; all aspects of urban Native administration, including influx control and labour registration; town planning and building control; licensing of businesses, trades and dogs, motor vehicle licensing on behalf of the Province, and driving licences; abattoirs and wholesale and retail produce markets; refuse removal services and other sanitary services; and the making of by-laws in connection with these and many other matters.

75. Village councils may exercise very similar powers, but may not establish sewerage and drainage works nor run public transport services; and health committees have comparable powers in connection with the construction and maintenance of roads and bridges, sanitary services, refuse removal, cemeteries, public lighting, parks and recreation grounds, markets, housing and planning services, fire brigades and libraries. As already observed, the Peri-Urban Areas Health Board has been set up principally to control all matters affecting public health. In mainly urban areas, however, it exercises most powers of a town council, including especially Native administration, town planning, water supply services, public health and sanitary services, refuse removal, abattoirs, licensing, road construction and building control, and it may establish appointed or elected local area committees to administer many of these functions under its general direction and control.

76. The extent to which the various local authorities do exercise these powers of local administration depends on local needs and finances, and this is indicated in the next section dealing with local government services.

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