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JOHANNESBURG



ACTIVITIES OF THE NON-EUROPEAN AFFAIRS DEPARTMENT

February 1964.

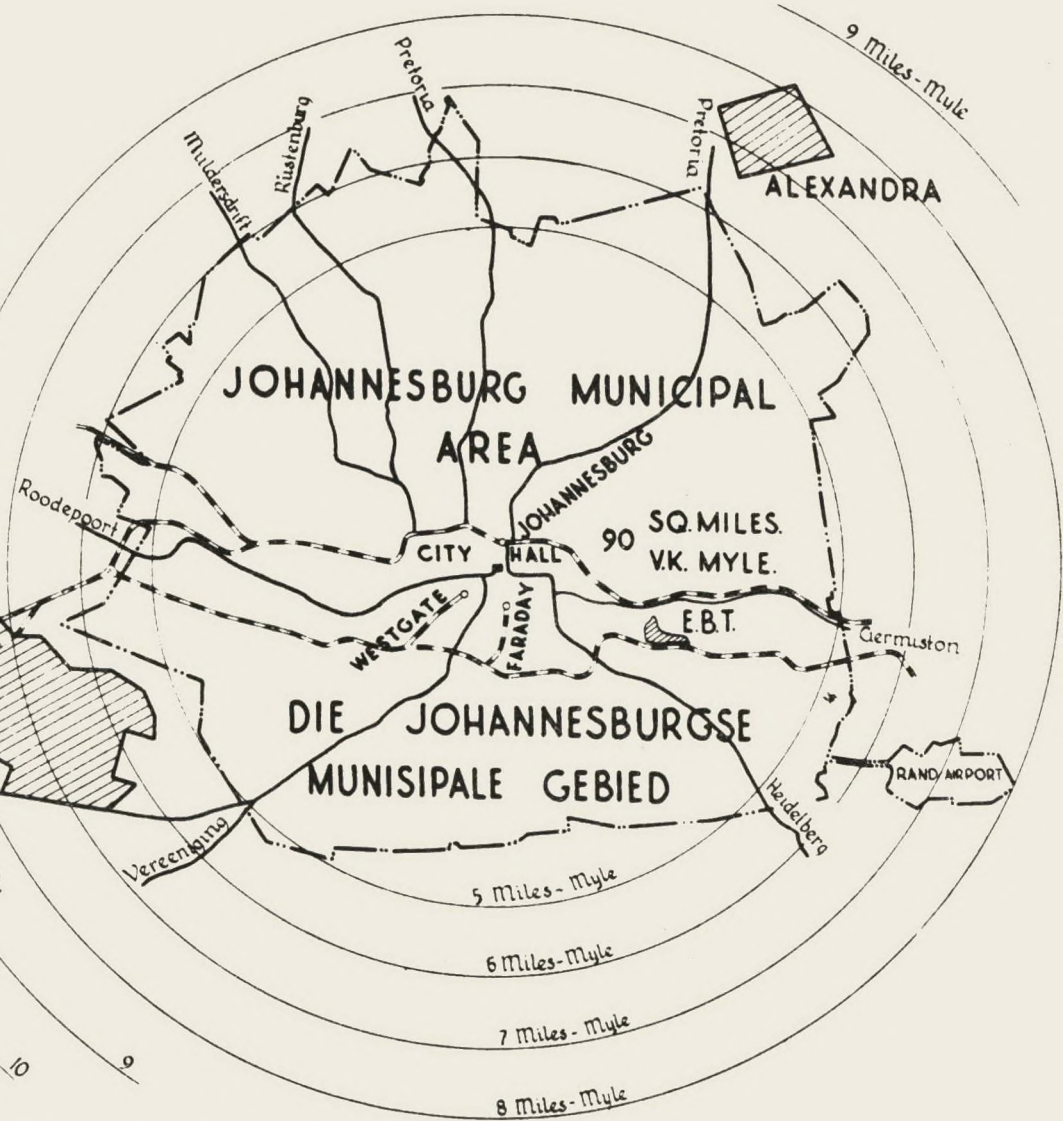
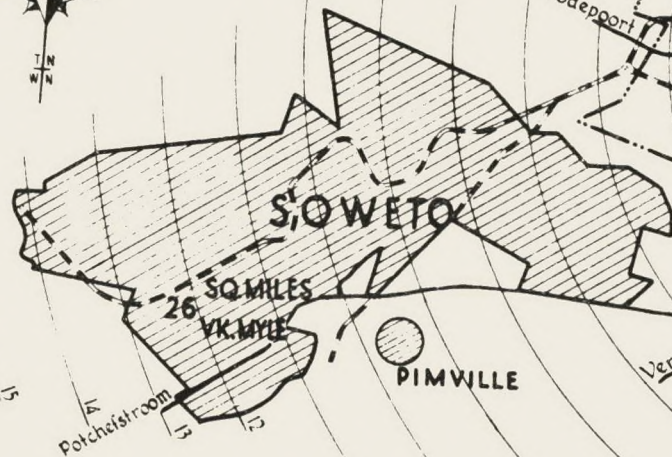
City of Johannesburg.

Stad Johannesburg.

N.E.A.D. A.N.B.S.

Locality Plan Liggingsplan.

SOWETO



CITY COUNCIL OF JOHANNESBURG.

2.

NON-EUROPEAN AFFAIRS DEPARTMENT.

I. INTRODUCTION.

Johannesburg, the largest city in the Republic, has also the largest Non-European urban population. As a result, the Non-European Affairs Department of the Johannesburg City Council is responsible for the control, housing and welfare of more than half a million people. Its annual budget amounts to R12,457,781. From 1906 to 1927, there was no Council Committee solely responsible for Bantu Affairs. For fourteen years there was only one Bantu township and even in 1927 there were only three with a total of 1,585 houses and 2,195 stands, and two hostels in town. Eventually a Non-European Affairs Committee was established in 1927 and for the past thirty-six years this Committee has, with the aid of only three successive Managers, controlled the activities of the Non-European Affairs Department. By 1946 there were still only four townships with 10,064 houses and 1,039 stands, but as a result of the enormous influx of workers and building inactivity during the war, a housing shortage had developed which had made emergency housing in shelters a necessity. How this problem is being solved and how the vast population has been rapidly housed, is described in this pamphlet.

From the map on Page 1 it will be seen that Soweto is a satellite town of Johannesburg proper and one-third in area of the European area (26 square miles). It is this satellite and its population of 467,159 which is the concern of the Department, together with some 130,982 Bantu residing in five Council hostels and one township, and domestic servants living on their employers' premises in the European areas. Altogether the Department cares and provides for a total of approximately 600,000 Bantu.

The following table illustrates the rapid growth of the Non-European population since 1936.

	<u>European</u>	<u>Bantu</u>	<u>Asiatic</u>	<u>Coloured</u>	<u>TOTAL</u>	<u>% Increase</u>
Census 1936	257,671	229,122	10,109	22,482	519,384	
Census 1946	332,026	387,175	16,034	30,222	765,457	47.4
Census 1951	359,477	465,266	21,720	37,544	884,007	15.5
Census 1960	389,690	622,831	27,069	56,951	1,096,541	12.4

For comparison, figures for the whole Witwatersrand are also given for the four Census years:-

	<u>European</u>	<u>Non-European</u>	<u>TOTAL</u>	<u>% Increase</u>
1936 ...	409,516	621,128	1,030,644	
1946 ...	555,398	898,250	1,453,658	41.04
1951 ...	634,045	1,036,197	1,670,242	14.9
1960 ...	734,505	1,353,894	2,088,399	25.0

Although these figures give some indication of the problem facing the Department they must be given a character background before the situation can be fully appreciated.

The Bantu population of Johannesburg is not a homogeneous group at all - there are wide variations in education, culture, income and ethnic backgrounds.

Educationally, the extremes go from complete illiterates to University graduates holding advanced degrees.

Culturally, the people range from those lacking even a knowledge of an urban or traditional tribal culture to city sophisticates caring only for the most modern schools of artistic endeavour.

But perhaps the widest variations are to be met in income groups. The bulk of the people earn the minimum wages prescribed for unskilled work. The average minimum wage prescribed by the Government in this field is R6.33 per week inclusive of a statutory cost of living allowance of R2.08. The surveys carried out by this Department reveal that the average family income, taking into account the earnings of the father, the mother and such children as may be in employment, amounts to R39.25 per month. A minority progress from the minimum rates mentioned through improved rates paid to semi-skilled workers which go up to approximately R10.09 per week, to the fortunate few employed as skilled workers in industrial and commercial undertakings where some attain wages in excess of R16 per week. Clerical workers in the permanent employ of Local Authorities, the Railway Administration and the State can and do earn salaries between R60 and R80 per month. Finally, a handful of qualified persons in the professions have incomes running into four figures per annum.

A fairly new feature in the economic picture is the high income earned by professional entertainers, of which the stars in productions such as "King Kong" and "Sponono" have probably reached the peak open to Non-Europeans.

These tremendous variations in income are reflected in the standards maintained by the people in their homes. The poorest are almost completely bare of furniture except for a few essentials; children sleep on rudimentary bedding on the floors and the family must make do with the most primitive utensils, bedding and clothing. From these minima, standards rise progressively until homes in all respects equal to middle-class European houses are reached.

The ethnic variations encountered in the Bantu townships embrace not only the main linguistic tribal groups of the Republic, namely, all the major divisions of the Nguni and Sesotho groups, but also a number of representatives of the Venda and Tonga family of tribes and small numbers representative of other lesser known ethnic groups, including people from the Rhodesias, Portuguese territories and even further afield; then within the various groupings and sub-groupings of racial and tribal affinities, one encounters a further division representative of the degree of urbanisation which affects all these groups.

Urbanisation is a term which should be defined before too much reliance is placed on the rather vague generalisations which often accompany its use; for example, persons who have lived in an urban environment for a number of years may not have relinquished their tribal concept of life, and may continue to pay allegiance to their tribal authorities and their wives may bring up children in accordance with tribal standards and mores. Such persons' spiritual and mental homes remain in their ancestral tribal area. In the case of their children, however, the pressures of urban life constantly erode the parents' way of life and frequently the residence in an urban area of two generations serves to weaken the family's beliefs to the point where the break may finally occur.

This does not mean that there are no completely de-tribalised Bantu in Johannesburg; on the contrary this group represents a growing element in the city's population. Nevertheless the fact remains that a substantial section of the local Bantu population still has some affinity with tribal life, even if this is only limited to the occasional observance of some family rite connected, say, with birth, marriage or death.

In administering these widely differing elements the Department must take into account the reaction of the people to legislation and regulations largely enacted with the majority group in mind. Because such people are more closely akin to their tribal ancestry their reactions to any form of legislation which curtails their actions in any way are likely to be direct and sometimes violent. Many such people are not yet really capable of taking a fully effective part in the management of their own affairs and are dependent on the authorities for the provision and organisation of amenities which they need. Conversely, the more evolved elements in the community have demonstrated not only a willingness but a capacity for shouldering these responsibilities and this is encouraged wherever possible by the Department.

Publicity among both the Non-European and the European community is becoming a necessity in order to explain one section to the other and to enlighten both on legislation and on what is being done. Johannesburg is very much in the limelight even overseas because of its size and position in the Republic and many tourists make a point of seeing the Bantu townships and to learn what is being done. An interesting sidelight is that consequently some foreign people know more of what is being done than many Johannesburg residents.

The expansion both in staff and provision of houses that has had to be effected in order to cope with the growth of population, etc. from 1927, the year in which this Department was established, is reflected in the following schedule:-

SCHEDULE I.

<u>STAFF:</u>	<u>1927</u>	<u>JUNE 30TH</u> <u>1963</u>
European	16	434
Bantu	105	3,089
 <u>HOUSING:</u>		
<u>Bantu.</u>		
(a) Houses (Total Urban and Soweto)	1,585	58,293
(b) Hostels - Men	2	7
Women	-	2
 <u>Coloureds.</u>		
Houses	-	4,415
Flats (including 50 built by B.C.E.S.L.) ...	-	110
 <u>POPULATION HOUSED (Estimated):</u>		
Bantu (Total urban and Soweto)	16,273	386,447
Coloureds	-	27,379

<u>FINANCE:</u>	<u>1927</u>	<u>1963</u>
Cumulative Capital Outlay	£398,842	R50,042,554
Gross Income	£ 38,064	R10,396,419 *
Expenditure	£ 53,552	R11,292,241
Deficit	£ 15,488	R 913,481

* Includes an amount of R17,659 transferred to Unallocated Bantu Beer Profits.

II. INCOME AND EXPENDITURE.

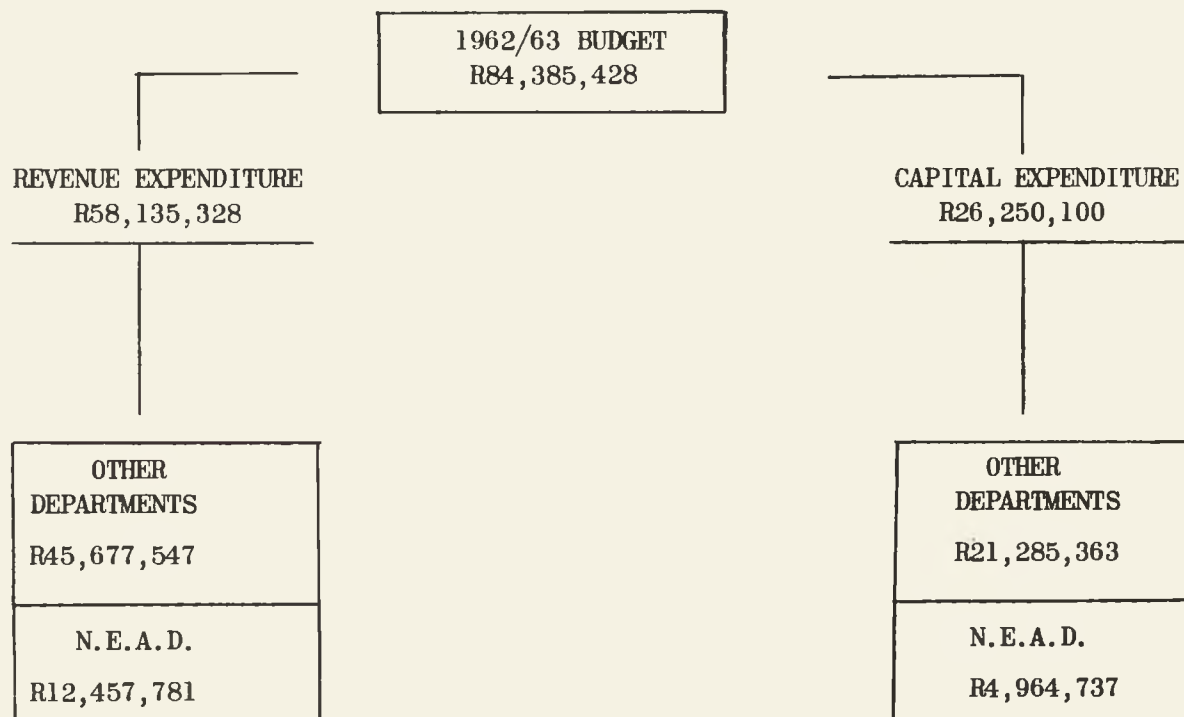
Considerable amounts of money both in capital outlay and in operational expenditure are involved. The following schedules, drawn up by the City Treasurer, will assist in understanding the position.

Schedule 2 shows that the Non-European Affairs Department spends over one-third of the entire City Council's Capital outlay and over one-quarter of the revenue expenditure.

SCHEDULE 2.

CITY OF JOHANNESBURG.

EXPENDITURE



Schedule 3 gives details of the estimated income and expenditure of the Native Revenue Account which is expected to amount to R12,457,781 during the current financial year, 1963/64.

SCHEDULE 3.

7.

ESTIMATED INCOME AND EXPENDITURE
OF THE NATIVE REVENUE ACCOUNT : 1963/64.

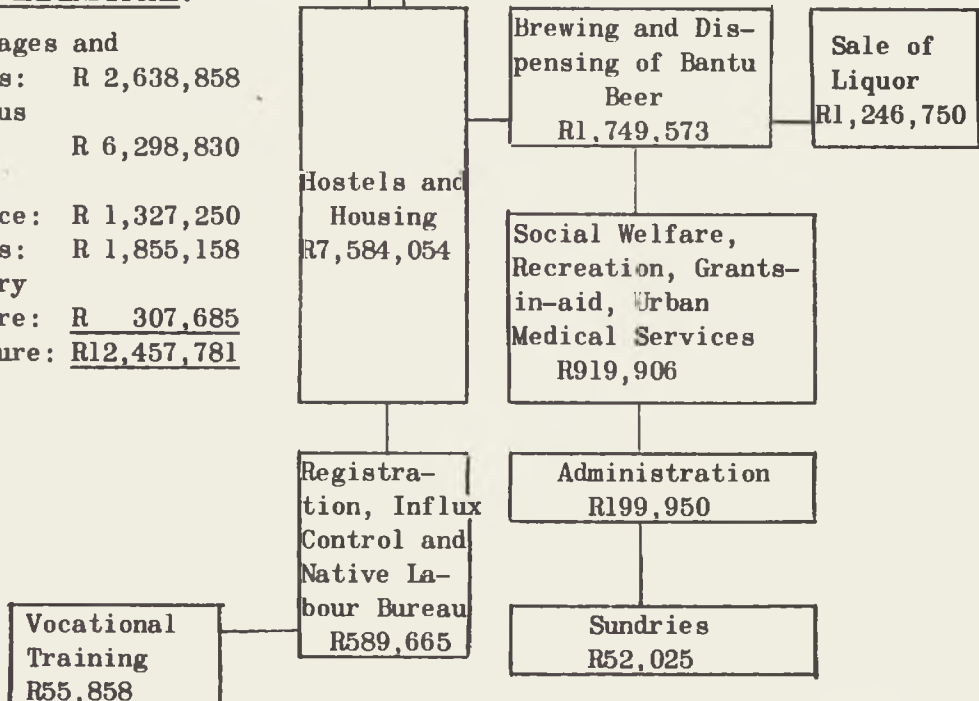
INCOME : R12,457,781

Fines and Sundry Revenue R158,100
Native Registration Fees R515,000
Contributions from Rate Fund R1,324,784
Sale of Liquor R1,284,784
Bantu Beer Sales R3,075,000
Sale of Current and Water R275,000
Rents R3,710,300
Medical Subsidies and Fees R1,450,222
Other R665,215

EXPENDITURE : R12,457,781

DETAILS OF EXPENDITURE:

1. Salaries, Wages and Allowances: R 2,638,858
 2. Miscellaneous Expenses: R 6,298,830
 3. Repairs and Maintenance: R 1,327,250
 4. Loan Charges: R 1,855,158
 5. Extraordinary Expenditure: R 307,685
- Total Expenditure: R12,457,781



III. BACKGROUND ON HOUSING DEVELOPMENT.

The first urban Bantu township established in Johannesburg was in 1906 . when some 2,000 sites were provided on the farm Klipspruit. This area subsequently became known as Pimville. The sites were leased to Bantu who built their own homes and also provided accommodation for other families by sub-letting rooms or dwellings to them. The Council itself provided a certain amount of rather primitive accommodation in the form of corrugated iron rooms.

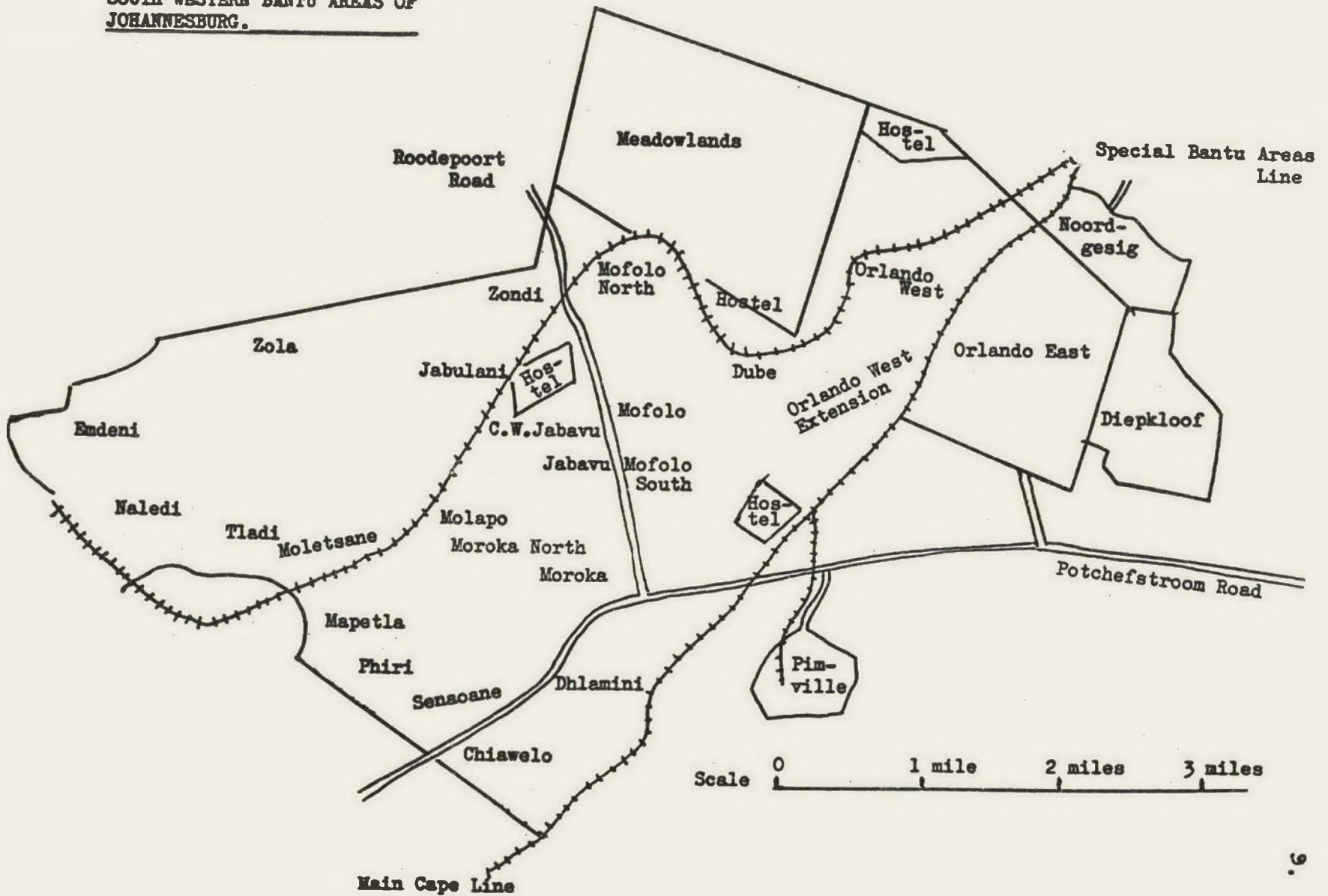
Western Native Township was started in 1920 and Eastern Native Township in 1926. In these Townships good brick 2- and 3-roomed houses costing from £108 to £135 were built.

An act controlling the residence of Bantu in urban areas was passed in Parliament in 1923. One of its clauses enforcing segregation of Bantu enabled the City Council to provide for the residential needs of Bantu within its precincts.

In order to implement segregation, the Department removed considerable numbers of Bantu families from slums and European residential areas, where they had been living in backyards, to the new township specially built for the purpose. Prospect Township, where some 9,000 Bantu were living under appalling slum conditions, was cleared in the course of this move. As the Pimville, Western and Eastern Native Townships proved inadequate, the township of Orlando was planned in 1930 on a site some 10 miles southwest of the City. The following map has been included for easy reference.

MAP 2.

**SOUTH WESTERN BANTU AREAS OF
JOHANNESBURG.**



Building of the first 3,000 houses costing from £84 - £99 each commenced in 1931 with Council money. By 1932 families from Prospect and other areas were being moved into the new houses. It was very difficult to persuade families to move into the houses in those early days, but by 1946 there were 15,000 families on the Department's waiting list. From 1934 onwards, sub-economic loans were obtained from the Government and a further 7,300 houses were built by 1953. The last 1,000 houses built in 1955/56 were built with economic loans and sold or let on an economic basis. Jabavu which was started in 1948/49 and consists of 1,700 apartment blocks each accommodating 3 families, is the only other sub-economic township controlled and subsidised by the Council. The annual loss from subsidising rents in the three townships (Eastern Native Township, Orlando and Jabavu) amounts to more than R800,000 and, because of this heavy burden, all new schemes are now financed from economic funds and economic rents are charged.

In Dube the Council leases a site on 30 years tenure and allows the Bantu tenant to build his own house. Strict control is exercised over both the type of building and the manner of its construction, as well as the number of persons to a stand. Today, buildings in this township vary from contractor-built homes costing R500 to owner-build homes costing over R8,000. Six sample houses were built by the Department and sold with great difficulty; then the British Empire Service League financed the building of some 250 houses for sale to Bantu ex-Servicemen, and the Council arranged to build cheap houses for sale to Bantu. After that Bantu owner-builders came forward and rented sites on which to build their own houses in large numbers.

Since 1955 the Council has, as a result of the Bantu Building Workers Act, developed its own Housing Division which has been training its own teams of Bantu builders. The Housing Division has until recently been completing houses at the rate of 30 per day; in 1946 a Contractor expected to complete 75 per month! All houses provided by the Department in new townships are now being built by these teams of Bantu builders and cost of construction has been considerably reduced. (Now the cost is down to approximately R400 for a 4-roomed house).

After 1955 until 1958, the Department, in accordance with Government policy, developed site and service schemes. The essential services, such as main access roads, water, sanitation and electricity were provided in the new townships from the Services Levy Funds. (All employers are obliged to pay 27½c per Bantu male per week for those employees who are not provided with accommodation on their employer's premises. This special levy

brings in about R1,440,000 per annum in Johannesburg). Serviced sites 40' x 70' were allocated to families who then erected temporary shacks for themselves. When all sites in a township were occupied, building loans were obtained from the Bantu Housing Board and houses built on all the occupied sites by the Bantu Building Teams of the Council's Housing Division. When the houses were completed, the temporary dwellings were demolished and the families either rented or purchased the houses. Some of the site occupiers elected to build their own houses with help from the Council.

Concurrently with the site and service schemes, the Department undertook a vast slum-clearance scheme with the help of a R6-million loan from certain Mining Houses. Approximately 15,000 houses were provided over three years to accommodate families who had been living in the Shantytown emergency shelters since the 1944 Orlando squatter outbreak, together with families who were living in self-built shacks on 20' x 20' sites in Moroka squatter camp since the 1946 and 1947 squatter movements from Orlando West, Pimville and Alexandra. Families living illegally in City backyards were also accommodated in this slum clearance scheme.

The tremendous influx of Bantu families during and just after the War and the very limited number of houses being built during the same time, led to over-crowding and widespread sub-tenancy in the existing houses. The Bantu, by means of squatter movements, hoped to force the Council to provide houses for them. In addition to three major squatter movements which were finally settled by the Department in the controlled camps mentioned above, Bantu families squatted at first singly, and later in large groups, on the periphery of the City at Kensington B in the north and Albertynsville, Nancefield and Kliptown in the south-west. The residents from these camps were accommodated in the Department's site and service schemes, where permanent houses have now been built.

Local authorities throughout the country are obliged to house all residents of the Bantu areas according to ethnic groups.

The following schedule shows the development over the past years and the present situation in regard to houses and population in each township.

SCHEDULE 4.

COUNCIL TOWNSHIPS, HOUSES & POPULATION AS
AT 30TH JUNE 1963.

TOWNSHIP	YEAR STARTED	30TH JUNE 1963	
		POPULATION	HOUSES
Pimville	1906	32,210	1,232
Eastern Native Township	1926	3,932	627
Orlando	1930	66,600	11,314
Jabavu	1948	23,191	5,100
Dube	1948	12,527	1,956
Mofolo	1954	28,425	4,490
Moroka North	1955	15,611	2,583
Central Western Jabavu	1954	8,657	1,386
Molapo	1956	8,386	1,436
Moletsane	1956	10,481	1,962
Tladi	1956	9,988	1,861
Dhlamini	1956	9,070	1,422
Chiawelo	1956	12,868	2,407
Zondi	1956	9,018	1,457
Phiri	1956	11,089	2,089
Mapetla	1956	8,823	1,530
Jabulani	1956	11,485	2,039
Naledi	1956	19,398	4,042
Senaoane	1958	8,353	1,486
Zola	1958	30,052	5,576
Emdeni	1958	11,165	2,298
		351,329	58,293

IV. HOSTELS.

Migrant labourers who keep their families in their homelands and come to Johannesburg for spells of work as labourers and cleaners, are accommodated as single men. A small percentage of them is of course accommodated by their employers who are specially licensed for the accommodation of more than five Bantu workers on their premises outside the Bantu Townships. For the remainder accommodation in the form of a bed in a dormitory usually housing between 4 and 10 men is provided at a rental of R2.00 and the tenants do their own catering in communal kitchens adjoining the dormitories. Separate sanitary and ablutionary facilities are of course provided. Each hostel has its own recreational grounds and usually a beerhall.

By June 1963, accommodation for 13,800 such men had been provided, in addition to the four existing hostels housing 12,092 men in the city area listed below, which were built mainly to accommodate migrant labourers not normally housed by employers:-

Wemmer Hostel, the oldest of these, accommodates some 2,800 men.

Wolhuter Hostel. The men's hostel was started in 1933 and today houses 3,230 men and the adjacent women's hostel provides 117 beds.

Denver Hostel. This hostel was built during 1946 and accommodates over 3,300 men.

George Goch Hostel is the most recent addition and accommodates 3,000 workers employed in essential services, such as butcheries, bakeries, other food handling concerns, dairies, etc., etc. The hostel has been built next to Eastern Bantu Township in order to eliminate long distance travel for these men.

A women's hostel is also planned in this area to provide accommodation for domestic servants at present accommodated in servants' quarters in flats.

Since 1955 these hostels for men from the "Locations in the Sky" have been built in the Bantu residential areas on the cottage system.

Dube Hostel for 5,000 men was completed in 1956.

Nancefield Hostel for 5,000 men completed in 1957.

Jabulani Hostel which accommodates 4,352 men has been in use since 1959.

V. SERVICE AND AMENITIES.

When thousands of people are confined within a limited area they need a number of amenities apart from housing. Services and amenities have been made available in most of the townships and are constantly being extended. This work can naturally only be undertaken in stages since capital has to be found.

Water.

In the older townships water was provided by means of standpipes for the surrounding sites. In the new areas every site has water laid on to the stand, and a number of tenants especially in Dube, have running water in their houses. A flat rate of 30 cents (3/-) per month is made for water consumption in all the townships but Dube, where the water consumption is metered.

The tremendous expansion of the area has put a strain on the water supply, but the City Engineer successfully overcame this problem by constructing a large reservoir and water tower at a cost of R559,000 at Jabulani and a 10-million gallon reservoir at a cost of R230,000 at Aeroton.

Sewer Reticulation.

Originally there were sanitary buckets on the stands in the older townships. Since 1948 Orlando and Dube have had waterborne sewerage installed. The whole area has now been sewered and has water-borne flush toilets. In order to accomplish this, two new sewer outfalls have had to be constructed at a cost of R2,040,000 and R2,500,000 respectively.

Transport.

Originally the main line to Vereeniging, which bisects Orlando, and a short spur line into Pimville were sufficient to meet the needs of the residents. When Orlando West was developed, a further spur line was built as far as Dube. This spur line has been quadrupled and extended a further 5 miles to serve the new areas. Monthly season tickets cost between R1.73 and R2.50.

Feeder buses now operate in all the townships.

Roads.

Access roads have had to be widened to carry the heavy traffic to and from townships. Every township has been provided with tarred main roads and other roads have been graded.

The furthest point in the new areas is 18 miles from the city area and the importance of a good road network need not be stressed.

Plans for a direct access road between the townships and the city are in hand. This road will be much shorter. Its cost will be R2,200,000.

Electricity.

Electricity has lately been brought to the townships at considerable cost. Street lights are now installed along the main roads of all the areas. The cost of house wiring is heavy but a 10-year electrification programme is in hand. 6429 Houses have already been wired up to June 1963.

The current will be paid for by the tenants according to the amount used at ordinary rates.

Some R5 $\frac{1}{2}$ -million will be spent on the provision of street and house lighting in the next ten years.

SCHEDULE 5.

SUMMARY OF TRADING FACILITIES AVAILABLE IN BANTU TOWNSHIPS AS AT 30TH JUNE 1963.

TYPE OF TRADER	SHOPS	STALLS AND SITES
Butcher	247	
Funeral Parlour	18	
General Dealer	429	
Green Grocer	204	102
Coal Dealer	-	153
Cobbler	23	
Dry Cleaners and Tailors	63	
Fish & Chips, Fish Monger	80	
Herbalist	47	
Dairy	60	
Motor Mechanics and Garages	20	
Eating Houses, Restaurants	103	
Offal Dealers	-	64
Goat Sellers	-	2
Others - Hairdressers	35	
Bicycle Repairs	6	
Drapers	26	
Miscellaneous	119	
Total	1,480	321

Trading Facilities.

Shops have to be available within reasonable distance of the houses and sites are therefore leased in each township to Bantu shopkeepers who wish to build. Some shops and trading sites are also provided by the Council and leased to Bantu who lack capital to provide their own premises. There are some 1,800 shops in the area and more are being built. All trading in these areas is reserved exclusively for Bantu. Schedule 5 reflects the existing number and type of shops.

Churches.

Every township plan provides church sites at convenient points. These sites are leased to recognised churches at a nominal rent of R2 per annum. The churches then erect their own buildings. At present 135 sites are leased to different denominations. There are, however, some 900 religious sects holding meetings in private houses or in the open.

Schools.

In the older townships Mission Schools provided education for the children. Since the Bantu Education Act came into force in 1956, the Council has built one Lower Primary School for every 800 houses. The capital spent on such schools is refunded by the residents who pay an extra 18 cents per month on their site rents.

In June 1963, there were 114 schools in the area with a total enrolment of 73,000. There are some 115,936 children in the age group 5-16, but because of economic and other factors the majority only spend from the age of 6 to 12 years of age in school.

Recreation.

The Department is responsible for the provision and maintenance of sportsfields, playgrounds, club houses, halls and community centres.

The following schedule shows to what extent these services have been provided. In addition a golf course, a bowling green and a large park area with a lake are under construction.

SCHEDULE 6.

Facility.	Number in Locations and Bantu Villages.	Number in urban area outside locations and Bantu Villages.
Halls	13	2
Bioscopes	-	12
Social Centres	1	3
Billiard Halls	-	2
Swimming Baths	2	1
Golf Courses	2	2
Tennis Courts	36	8
Athletic Tracks	4	1
Cycling Tracks	2	-
Sportsfields	73	3
Club Houses	23	1
Gyms	2	-
Playgrounds	37	-
Stadia	4	-
Basketball Courts	61	-
American Basketball Courts	4	-
Tribal Dance Arenas	3	-
Skittle Alleys	6	-

HEALTH.

The medical services operate from seven general clinics with home visiting by doctors and nurses and act as an integrated system under radio control with a base hospital at Baragwanath. The clinics are staffed by 450 personnel and conduct a 24-hour service with just under a million cases and over 12,000 confinements per year.

The curative services form an extension of the casualty and out-patient departments of the base hospital, and district nurses treat cases at home. A charge of 25 cents is made for each attendance but treatment is never withheld on grounds of inability to pay.

The midwifery services provide ante-natal facilities, confinements at home and post-natal nursing. An overall charge of R1.50 is made for ante-natal care and home confinement, which is increased to R3.00 if delivery or surgical treatment in hospital becomes necessary.

A dental clinic is established at one township and subsidiary clinics at three others.

Extensive promotive and preventive health services are provided free of charge. Child Welfare is included and clinics for medical examinations are held daily. In co-operation with these medical services free supplementary powdered milk and other rations are issued to infants in need.

Apart from routine immunisation, mass immunisation brought to the houses of the people has achieved an improved standard of health. During 1963 105,636 inoculations were given over a period of 14 working days of a diphtheria, whooping cough, tetanus and measles immunisation campaign in which the new live measles virus vaccine was used. In the same year an improved B.C.G. vaccine against tuberculosis was given to 162,398 persons in 18 working days. In addition the reaction to the inoculation was read 24 hours later and indicated those persons who were potential tuberculotics and who were in need of investigation and treatment. The effect of child health services is reflected in a progressive fall in the crude infantile mortality rate which was 264.16 in 1949, 104.98 in 1959 and 61.20 in 1962. An extensive tuberculosis service is conducted from a Master Clinic and several subsidiary clinics. Other promotive and preventive services include health education and research, apart from an inspectorate division responsible for environmental health.

Cultural.

Growing literacy among Johannesburg's Non-European population has been accompanied, and assisted, by the growth of library services in the townships. Orlando, Moroka, Pimville and Jabavu Bantu Townships and Coronationville, Noordgesig and Western Coloured Township now all have their own Libraries. In addition, city workers are served by the City Centre Library, 61 Sauer Street (for the Coloured Community) and the Jubilee Library, 3A Eloff Street, (for the Bantu Community). Welcome recreational reading is provided for patients at Baragwanath and Coronationville Hospitals. Special help is given to students at all the above Libraries, and every attempt is made to provide them with the necessary textbooks. Children are also always welcome and, indeed, form the majority of borrowers. The Department also runs art and music educational groups at a number of points with excellent support from the Bantu public.

Civic Centre.

Plans for a Civic Centre in Soweto are ready. A cinema, restaurants, open air cafe, shops, a large hall and administrative buildings will be provided. With the exception of the administrative building all premises will be handed over to Bantu entrepreneurs.

VI. TOWNSHIP ADMINISTRATION.

Superintendencies.

For administrative purposes the various townships are grouped into areas of approximately 10,000 houses each. Superintendents each responsible for 2,000 - 3,000 houses, are stationed at centrally situated offices in the areas and are in close day-to-day contact with the residents. They are assisted by European Assistants, Senior Bantu Clerks, messengers and a small Municipal Police Force. The residents come to the Superintendent with personal problems, influx, employment and housing difficulties and for a variety of other reasons. In the new areas self-builders have to be supervised and trading sites allocated. The Superintendent is also the Chairman of the Advisory Board for his area.

Advisory Boards.

In accordance with the Native Urban Area Act, tenants elect their own representatives to the Board every year. The elected men represent a ward and have certain statutory powers prescribed by the Act and are paid a fee for their work. The tendency is to extend these powers in accordance with the principles of the Bantu Authorities Act which envisages a large measure of self government. The Board meets with the Superintendent once every month or more often if necessary in order to discuss township problems. Periodically all the representatives of the boards meet with the Management; at these meetings major issues of policy are discussed. The Boards are consulted before any new regulations are put into effect. The Joint Boards also meet regularly with the City Councillors serving on the Non-European Affairs Committee and are thus enabled to state their case direct to the Governing Body.

Rents.

As townships built prior to 1953 were built with sub-economic loans, rents could be kept very low and ranged from R1.73 - R3.75 per month for 2 - 5 roomed houses. The financial loss on these sub-economic rents increased with the number of houses built. Legislation was therefore passed whereby payment of sub-economic rentals was limited to families with incomes below R30.00 per month. The Council considered this limit too low and decided at an annual cost of approximately R160,000 to continue subsidising families earning up to R40.00 per month. Families earning more than R40.00 are charged economic rents ranging from R4.50 - R7.75 per month for these same houses.

Rents for houses built with Bantu labour and costing approximately R400.00 are all on an economic level, i.e. R5.50 per month for a 4-roomed detached house and R4.75 per month for a 4-roomed semi-detached house. In addition a monthly charge of 30 cents is made for water.

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VII. INSPECTORATE.

Closely linked with housing is the control of Bantu residing on employers' premises in the European areas. The "Locations in the Sky" regulations regarding residence of domestic employees on flat premises have already been mentioned. In order to keep a close check on the number of workers accommodated on the premises, the Department employs a force of 68 European and 12 Bantu inspectors who visit all such buildings regularly and also inspect the Bantu quarters in order to prevent overcrowding. Plans for Bantu quarters in flats and office buildings must be approved, and permits can be issued to allow personal domestic servants to sleep in the Bantu quarters of flats.

In addition the Inspectors are required to check on all Bantu residing in the European areas. In accordance with the Bantu (Urban Areas) Consolidation Act no Bantu who is not actually employed on the premises may reside in the backyard of a European dwelling.

The Inspectors also assist in checking up on employers who default in their Services Levy or Registration of Service Contract payments. A considerable amount of correspondence and Court work is involved and many Inspectors are engaged in office work and office interviews.

VIII. RECREATION AND COMMUNITY SERVICES.

Before October 1937, the Department employed only 4 Bantu sports organisers to supervise and arrange sports in the townships. Since then a Recreation and Community Services Branch with a staff of 45 Europeans, 99 Bantu and Coloureds and ± 470 labourers, has developed and now consists of the following five sub-sections. The cost of operating this Branch is R400,000 per annum.

(a) Bantu and Coloured Family Welfare Section.

The staff of this Section assists families with their domestic and financial troubles, supervises Maintenance Grant cases and

Tuberculosis cases and procures Pensions and Poor Relief for needy families.

(b) Youth and Rehabilitation Section.

The control of Youth Clubs forms an important aspect of the work of this Section as it is considered to be an effective weapon in combatting juvenile delinquency. Regular summer and winter camps are held at the coast for the members of these clubs.

This Section also controls a sheltered employment workshop where some 80 cripples are taught weaving, knitting and cobbling, etc. in order to supplement their very meagre pensions. Women's clubs are organised in the townships - here the women are taught dressmaking and knitting and simple cooking as well as a certain amount of budgeting of the family income.

(c) Recreation Section.

The Section has control over the development and maintenance of numerous sports fields, tennis courts and two swimming baths shown on Schedule 6. Sports organisers operate boys' clubs and boxing clubs, and supervise the playing fields. The supervision and control of the four sports stadia and 37 children's playgrounds is also carried out by the staff of this section.

(d) Cultural and Bands Section.

Men, women and young people are encouraged to learn music, dancing, painting, modelling and choir singing in their spare time. The annual Bantu Music Festival is largely controlled by the Department and also receives financial support from the Council. A Bandmaster is employed to train brass bands which give concerts in the various townships on Sundays and Holidays. At present there are five such bands consisting mainly of Municipal Policemen.

(e) Horticultural Section.

This section under the control of a fully qualified horticulturist is responsible for beautifying the townships by planting of trees (target 10,000 per annum) and the development of parks and of the gardens around official premises. The development and control of (at present) two large cemeteries is also one of the

functions of this Section. In addition garden clubs are organised among the tenants to encourage them to grow their own fruit and vegetables. Annual Garden Competitions and Flower and Vegetable Shows represent the culmination of this work.

All new houses are supplied with 2 fruit trees grown in the nurseries controlled by this Section.

(f) General.

In addition to doing a considerable amount of Welfare Work itself, the Department encourages voluntary agencies to perform services for the residents by giving liberal grants-in-aid to them every year. At present some R147,000 is paid out annually for this purpose. Most of the organisations are under European control but the residents in the townships are now beginning to act on their own behalf. The African Self Help Association is now running 32 Nursery Schools and 1 Boys' Club. Each of these has been started by a local service committee which controls the venture and has raised the funds to start it.

The Department has also for a number of years, provided 6 4-year High School and 2 5-year and 1 8-year Medical Bursaries annually for the children of residents in the Bantu townships.

Bursaries for Indian and Coloured high school, Medical and Social Science students are also available.

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IX. VOCATIONAL TRAINING CENTRE.

In 1942 the Department started a Vocational Training Centre where Bantu youths are taught bricklaying, carpentry, plumbing and electrical house wiring. The builders and carpenters, apart from building nursery schools, club houses, etc. for private organisations in the townships as part of their training, are readily absorbed into the Council's teams of building workers on the completion of their course.

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X. BANTU BEER.

Sale of Bantu Beer.

Until 1938 the only source of revenue for the Department was from rentals for houses and for hostel beds. In that year legislation enabled municipalities to brew Bantu beer, and this Department has been operating a Brewery ever since. The beer is sold direct to the consumer at 15 Beerhalls and Beer-gardens under the control of the Department; 7 Off-Sale Depots provide Bantu beer in bulk for home consumption. The profit from the sale of the beer is used to pay for medical services in the Bantu townships, welfare work and recreational facilities, in addition to reducing the loss on subsidised housing. In 1938 the profits amounted to £7,093; by 1948 the profit was £113,210 and in 1953, it was £239,835. During the 1963/64 financial year sales had reached R4,107,923. This represents a consumption of 22,021,154 gallons. Some 760 persons are employed in the production of Bantu beer in Johannesburg.

On the 15th August 1962, an amendment to the Liquor Act enabling Bantu to purchase European type liquor came into operation. This amendment also permitted the sale of Bantu beer, in a packaged form, to the general public through licensed liquor dealers as well as the Council's Bottle Stores in the South Western Areas.

In order to fulfil these requirements, Bantu beer is distributed by this Department in a waxed carton pack, the contents being one Imperial quart.

The demand for packaged Bantu beer is continually increasing, the present day figures being 20,000 cartons per day (that is, 5,000 gallons).

Liquor Distribution Branch.

The Liquor Distribution Branch operates eleven bottle stores for off-sales and three bar lounges in Soweto.

Each bottle store and bar lounge is managed and staffed by Bantu, and the standard of service is high. A wide range of liquor of every type is stocked.

Public support is good and the success of this undertaking is confirmed by the fact that in its first nine months of operation this branch showed a turnover exceeding R1,000,000.

The profits earned by this branch are shared between the Council and the Government. The latter gets 80%. The 20% accruing to the Council is used in furthering the interests of the Bantu - $\frac{2}{3}$ of the profits are spent on housing and $\frac{1}{3}$ on recreational services.

XI. REGISTRATION, LABOUR BUREAU AND INFLUX CONTROL.

One of the major activities of the Department, as has been shown, is the provision of houses for Bantu employed in the Johannesburg area and their families. In order to keep the housing position under control and to have a full knowledge of the labour requirements in the City, the Department is responsible for the registration of service contracts for all Bantu employed in the area and to operate a labour bureau to which all workseekers and employers must refer their requirements. As a result of dealing directly with labour supply and demand, the Department is in a position to control the influx of new workseekers into the area.

Only Bantu born in Johannesburg or who have lived here continuously for fifteen years or worked for one employer for ten years are entitled to remain in the area and look for employment in any type of work. If there is a shortage of labour in any particular category, permission may be given by the Government to Bantu from outside the area to enter in order to work specifically in that category and for a particular employer under a permit system. Such conditionally employed Bantu may only live in hostels or on employers' premises if single, or may only rent houses if their families are in Johannesburg, in contra-distinction to those who qualify by birth or long service, who may buy their homes.

This Branch of the Department's work was started in 1953. At present there are some 230,000 Bantu male workers in the City whose employment is so registered. Closely linked with the registration of service contracts and the collection of registration fees from the employer, is the collection of a Services Levy from employers in respect of adult Bantu male employees not housed by them on their premises. The creation of this fund as already mentioned, made it possible for the Council to obtain money in order to provide essential services in all townships in addition to the loans for the actual houses.

From 1935 to 1953 the Department had operated a small voluntary Labour Bureau which catered largely for domestic servants and municipal labour requirements. It was controlled by the head of the Welfare Branch and

housed at the Jubilee Centre. A staff of 2 Europeans and 14 Non-Europeans operated this section in 1953. Today this service is obligatory and the Branch now consists of 88 Europeans and 118 Bantu clerks, policemen, messengers and labourers.

The Branch also provides valuable information regarding the labour position in Johannesburg and of wages paid in different industries. It is essential in the planning of housing schemes to have some knowledge of the stability of labour and a man's ability to pay rent. The Housing Section of the Department must furthermore have a reliable check on housing applicants i.e. their eligibility for sites, rented houses or purchased houses, and thus works in close co-operation with the Influx Section in order to classify the applicants.

In order to safeguard the public all male workseekers are given a medical check-up and are X-rayed at regular intervals. Any of those who require medical attention are referred to hospital and only the physically fit are permitted to take up employment.

XII. JUVENILES.

Increasing numbers of the local Bantu residents were born in Johannesburg and these young people must be employed in the area. Influx control is necessary to protect this group from being crowded out by lower paid migrant labour. As the normal labour bureau dealing with adults found difficulty on the one hand in persuading employers to employ youths willing to work and on the other hand to persuade youths to accept employment the Department established a special Juvenile Employment Bureau solely devoted to their interests.

It has also been mentioned that the Recreation Section operates Youth and Boys' Clubs. The aim is to attract the boys off the streets and inculcate a willingness to work. For the hardened delinquent this measure is useless and the Department operates a special Superintendents' Patrol with Municipal Policemen in order to pick up youths loitering in the area for interrogation. This squad works in close co-operation with Advisory Board members and parents in order to try and rehabilitate these boys, and an improvement to evident.

As indicated the Department has since May 1960 operated a special Juvenile Labour Bureau in order to try and solve this problem. A female social worker who is in charge of the section has been successful in persuading a number of employers to take on youths and young girls. These

have worked well and the movement is spreading. In order to prevent the youths from roaming the streets whilst waiting for employment, they report at the Dube Youth Employment Centre where they are occupied with lectures and organised sports. A close check is kept on all those placed in employment and any difficulties that arise are discussed with the employer and the youth concerned.

XIII. RESEARCH AND STATISTICAL INFORMATION.

(a) Research Section.

Surveys undertaken by the Research Section of the Department in the Bantu areas at various times have provided useful information regarding family size, occupations and wages and other statistics. In compiling this pamphlet much of the information was drawn from the results of surveys undertaken by this Section.

(b) Information Officer.

The demand by the European public for tours of the Bantu townships and the need for publicising the activities of the Department necessitated the appointment of an Information Officer in March 1959. Numerous overseas visitors as well as South African citizens have availed themselves of his services in the past four years and approximately 1,000 visitors are now taken on tours of Soweto every month.

XIV. COLOURED AND ASIATIC DIVISION.

Group Areas.

The Coloured population of metropolitan Johannesburg totals 66,000 and the Asiatic population approximately 33,000. Group areas legislation requires that separate accommodation be provided for each racial group, and although to date 4,500 Coloured families have been housed by the Council, there still remains a waiting list of approximately 7,000 families who require accommodation. The Council is now embarking on the major task of providing homes for these people.

Coloureds.

From 1939 to 1962 there was a small administrative section in the Non-European Affairs Department responsible for the welfare of the Coloured and Asiatic communities, but apart from the provision of 501 houses in Coronationville and 1059 houses in Noordgesig, limited progress was made in the "Coloured and Asiatic" sphere. In order to improve this situation the Coloured and Asiatic Division, under the direction of a Chief Officer, was officially established in December 1962. This Division operates as an independent department of the Council, but the Chief Officer is responsible to the Manager of the Non-European Affairs Department. All problems concerning the life of the Coloured people of the City are the concern of the staff who act as a liaison between them and the City Council. The work of this Division is financed from the General Rate Fund and not from the Bantu Revenue Account. It, therefore, does not benefit from the Bantu Beer profits in regard to welfare and recreation facilities. The sole income is from rents and the Council has therefore to subsidise heavily.

It has been mentioned earlier (Group Areas) that many Coloured and Asiatic families will have to be moved into new areas but in addition there are long waiting lists of families who are living in slums in the City area. The Council has successfully negotiated the purchase of deproclaimed mining land and a start has been made with the development of a new township (Riverlea) where 623 economic houses have been built and approximately 2,000 further housing units will ultimately be built. The Group Areas Development Board is developing Bosmont adjoining Newclare to provide further accommodation. The former Bantu township known as Western Native Township has been proclaimed a Coloured area. It has been cleared of Bantu and over 2,500 Coloured families are now accommodated there at sub-economic rentals. Plans are being prepared for the building of approximately 900 flats in Newclare and in due course a civic centre for Coloureds will also be built there. Future development is being planned for Coloured occupation in the Nancefield/Moonshieville area, and advanced planning for the redevelopment of the Newclare/Western Township complex is also on the drawing boards. Even this latter development will not provide sufficient houses for the Coloured group, particularly as the 1,000 houses in Noordgesig are to be transferred to Bantu families at a future stage.

The effective implementation of these schemes has been made possible by a substantial increase in the staff of the Division. The staff has increased from 15 in 1962 to 120 in 1964. Separate offices have been provided in the City area for the administration of the Division, and, in the same building a Coloured and Asiatic Library has very recently been opened.

Asiatics.

Lenasia is being developed by the Group Areas Development Board which has already accommodated a few hundred families in new houses. The Council is very anxious to undertake Indian housing schemes but in the absence of any proclaimed Indian group area within its city limits has so far been unable to do so.

XV. OTHER MUNICIPAL DEPARTMENTS.

The Non-European Affairs Department works in close co-operation with other Council Departments. All "services" supplied by these Departments for the Bantu population are paid out of the Bantu Revenue and Services Levy Funds.

The City Treasurer has an Accountant stationed in the Non-European Affairs Department who controls all financial matters relating to the Department. He has lately, in accordance with the Non-European Affairs Department policy embarked on a plan of replacing European cashiers and clerks by Bantu in the townships for the purpose of rent collection.

The City Engineer who has also established a separate section dealing exclusively with the Bantu areas, is responsible for planning of townships and development of services. Here too, the policy is to employ Bantu staff whenever possible.

The Medical Officer of Health is responsible for the provision of medical staff and clinics throughout the Bantu areas. Bantu and Coloured nurses and midwives are used in the townships and a number of Bantu doctors are in Council employment.

The Library Department operates libraries in the townships and trains Bantu and Coloured Librarians.

The Clerk of the Council has assigned a Legal Assistant and a Committee Clerk to deal exclusively with matters pertaining to the Non-European Affairs Committee.

The Housing Division was specially created in order to deal with the construction of some 5,000 houses per annum, and at one time employed some 40 European technicians, 10 Bantu Graded Clerks and Surveyors, 880 Bantu artisans and 1,770 labourers. Since most of the mass movement has now been completed this Division has been reorganised and reduced to deal with the present housing requirements.

COUNCIL COMMITTEES.

The City Council has a special Committee of eleven members responsible for all aspects of Bantu administration in the city and the Manager of the Department submits a monthly report covering the work of his Department to it.

All matters affecting the Coloured and Asiatic people in the City are reported on to the Management Committee.

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