

AN EXAMINATION OF JOHANNESBURG'S NATIVE REVENUE ACCOUNT BY COUNCILLOR
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INCREASE IN POPULATION.

At the turn of the century, the Non-European population was 72,279, of whom 61,153 were males and 5,100 were females, and there were 6,016 children. Of the Non-European population 59,605 were Natives. The ratio of males to females was 12 to 1. By 1911 the Native population had grown to 101,971 and ten years later it was 116,120. By 1927 (when the Non-European Affairs Department was first established) the population had increased to 136,700 of whom only 19,000 were females and 117,700 were males, the ratio being 6 males to 1 female. At the commencement of the War in 1939 the male population had increased since 1927 by 50% to 179,000 but the female population had increased by over 300% to 65,000. By 1946 the population was 395,231 of whom 211,322 were males, 100,000 females and 83,909 children. In 1960 the estimated Native population was 593,997 of whom 205,279 were males, 174,857 females and 213,861 were children under the age of 18 years. In addition to this population within Johannesburg's boundary, the estimated population in the Peri-Urban Areas North and South of Johannesburg, including Alexandra, amounted to 117,578 so that in the metropolitan area of Johannesburg the total Native population is approximately 711,578.

It is particularly necessary to note not only the increase in the population, but the change in the population from a predominantly male one to one where the male population is 34% of the total, the women 30%, and the children, under the age of 18 years, 36%.

BUILDING OF HOUSES.

You are no doubt aware of the provisions of the Urban Areas Act placing an obligation on local authorities to house Natives employed within their boundaries. Johannesburg's first housing scheme was in 1919 when some 2,000 houses were built at Western Native Township. In 1925 and 1930 a further 628 houses were built at Eastern Native Township. In 1930 the Orlando scheme was started and during the following four years 2,800 houses were built, and in 1939 a further 3,091, so that at the commencement of the War in 1939 approximately 8,700 houses had been built.

WAR PERIOD.

It was during and immediately after the War that the large migration of family units to the Cities took place. These were the days of squatter camps and appalling living conditions owing to a shortage of materials and labour due to the concentration on the War effort. The task of providing decent living conditions seemed impossible, not only because of the cost of houses, but the cost of the provision of services which, in many instances, was more than the cost of the house.

PERIOD OF ACTION.

Then followed the passing of the Native Building Workers Act in 1951, the Native Services Levy Act in 1952, the Site and Service Scheme and the establishment, in 1954, of the Council's Housing Division. At the end of 1953 the Johannesburg Council had built 17,814 houses, and had Hostel accommodation for 14,120 men. By the 30th June, 1960, the houses built had increased to 52,183 and the Hostel accommodation was 24,398 and, in addition, sites allocated in the Site and Service Schemes, on which the building of houses was awaited, amounted to 4,667. The present programme is to build 5,000 houses a year. The Council is now faced with a shortage of suitable sites on which to build.

LOAN FROM MINING HOUSES.

In addition to the housing loans provided by the Government, a great stimulus was given to Johannesburg in 1956 by the Mining Houses agreeing to loan Johannesburg £3M. to provide homes for the slum dwellers of Moroka and Shantytown. 12,649 houses have been built to date from these funds, enabling the removal of 73,304 persons from these slums.

It is against this background of the task confronting the Council, a task faced by most of the local authorities, but not on such a large scale, that I want to present to you some aspects of the financing of this large enterprise.

NATIVE REVENUE ACCOUNT.

Under the Urban Areas Act of 1923, as amended, later Act 15 of 1945, the responsibility was placed on local authorities for housing Natives employed within their boundaries. Under the same Act it became obligatory for local authorities to keep a separate account, to be called the Native Revenue Account, in which had to be reflected the income and expenditure in connection with Native affairs. It would appear that the reason for this legislation was that some local authorities were misusing the income from their locations to subsidise European Ratepayers. The Act laid down the categories of income which had to be credited to the Native Revenue Account, and what expenditure could be charged thereto. An important provision of the Act is that before any appropriations are made from the Native Revenue Account, estimates of expenditure must be passed by the local authority, and the estimates must be approved in writing by the Minister of Bantu Administration and Development, subject to such conditions as he may deem fit.

The Native Advisory Boards must be given an opportunity of considering the estimates, and their comments must be considered by the local authority, and transmitted to the Minister. The Act also provides that no immovable property belonging to the Native Revenue Account can be disposed of without the approval of the Minister or contrary to any condition which he may impose when granting such approval.

The Native Revenue Account consists of three portions:

1. The Ordinary Native Revenue Account.
2. The Kaffir Beer Sub-Account.
3. Native Services Levy Fund.

In the time at my disposal I do not propose to detail the provisions of the Act regarding the Native Revenue Account, as I wish to give some of the facts which emerge from a study of Johannesburg's Accounts.

CAPITAL EXPENDITURE.

In order to give some idea of the comparative capital expenditure, I have extracted the figures for Balance Sheets as at 30th June, 1940, 30th June, 1952, 30th June, 1959, and 30th June, 1960. These reflect the following capital expenditure:

| | 30. 6. 40 | 30. 6. 52 | 30. 6. 59 | 30. 6. 60 |
|---|------------------|------------------|-------------------|-------------------|
| Land | 122,185 | 1,309,561 | 1,302,603 | 1,302,587 |
| Buildings | 823,062 | 3,801,110 | 9,516,821 | 10,886,069 |
| Machinery & Plant | 18,035 | 18,548 | 105,230 | 111,917 |
| Tools | 204 | 102,324 | 118,928 | 132,065 |
| Motor Vehicles | 8,334 | 62,278 | 119,392 | 142,807 |
| Furniture | 17,043 | 49,187 | 110,370 | 116,198 |
| Layout | 3,345 | 35,390 | 112,969 | 125,193 |
| Fencing | 46,073 | 91,705 | 144,051 | 124,463 |
| Livestock | 2,388 | 12,248 | - | - |
| Tennis Courts | 190 | 3,966 | 4,544 | 4,544 |
| Stormwater, Drainage & Sewerage | 33,698 | 100,163 | 2,565,910 | 3,118,443 |
| Railway Siding | 4,297 | 4,861 | 4,861 | 4,861 |
| Water Supply | 33,233 | 74,353 | 1,258,947 | 1,334,026 |
| Roads | 12,967 | 181,677 | 736,076 | 848,785 |
| Tramway Extension | 1,750 | 1,750 | - | - |
| Lighting | 12,781 | 60,900 | 587,148 | 686,362 |
| Medical Appliances | 17 | 16 | 5,790 | 6,124 |
| Swimming Pool | 768 | 741 | 3,407 | 3,407 |
| Orlando Govt. Housing Scheme | 430,472 | - | - | - |
| Bridges | - | 26,817 | 38,759 | 56,036 |
| Gas Supply | - | 3,843 | 3,843 | 3,843 |
| Playing Fields | - | 18,132 | 100,648 | 110,213 |
| Office Machinery | - | 4,296 | 36,232 | 40,642 |
| Sundry Debtors House Selling Schemes | - | 5,044 | 1,155,057 | 1,290,705 |
| Meters | - | - | 2,500 | 3,817 |
| | <u>1,570,842</u> | <u>5,968,910</u> | <u>18,034,086</u> | <u>20,453,607</u> |

This reflects the tremendous expansion which has taken place in recent years. It may be of interest to give details of some of these items. For instance, of the expenditure on buildings to the 30th June, 1960 - £10,886,069: the amount spent on erecting eight Hostel buildings amounted to £1,072,882: The amount spent on housing schemes amounted to £9,380,750:

INVESTMENT IN LAND:

Of the land costing £1,302,587: - £50,510: represents the cost of land for Hostels - £574,901: represents the amount spent on ground for housing schemes - £473,538: represents expenditure on ground for as yet undeveloped or partially completed schemes, and £166,640: represents what is termed in the Accounts "General Land", the bulk of which was the cost of £150,448: of the Bantu Sports Ground in Von Weilligh Street. In order to comply with Government policy, certain ground in the City area was transferred at cost from the Native Revenue Account to the City's Estate Branch, the value of this property being approximately £240,000: and that is why the expenditure on land is reflected at a lower amount in 1960 than in 1952. In examining the price at which ground has been purchased, it is interesting to find that the 1120 acres at Orlando East were purchased at an average cost of £6.14. 4., per acre; the 1146 acres at Orlando West were purchased at £7. 9. 3., per acre, whereas the 4428 acres in the Site and Service schemes were purchased at an average of £87.18. 3, per acre.

AREA OF LAND:

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

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

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

SOURCE OF FUNDS:

Where did the money come from to finance this expenditure?

| | |
|--|---------------------------|
| As at 30. 6.60 | |
| Government Loans amounted to | £ 8,756,933 |
| Loans from Native Services Levy Fund | 806,497 |
| Loans from outside bodies | 3,043,837 |
| (Mining Houses and Soldiers Housing Organisations) | |
| Advance from Council's Consolidated Loans Fund . | 1,685,081 |
| Advance from Council's Capital Development Fund | <u>182,244</u> |
| | 14,474,592 |
| <u>Less:</u> Temporary advance to Rate Fund | <u>367,675</u> |
| | 14,106,917 |
| Accumulated Surplus | <u>6,346,690</u> |
| | <u><u>£20,453,607</u></u> |

Of the money borrowed from the Government -

| | |
|------------|--|
| £3,573,710 | was lent at $\frac{3}{8}\%$ interest. |
| £62,383 | was lent at $3\frac{1}{2}\%$ interest. |
| £ 786,884 | was lent at $4\frac{1}{2}\%$ interest. |
| £1,060,751 | was lent at $4\frac{3}{4}\%$ interest. |
| £3,795,491 | was lent at $4\frac{7}{8}\%$ interest. |

The loan from the Native Services Levy Fund bears interest at $\frac{1}{8}\%$. The loan from the Mining Houses is at $4\frac{1}{8}\%$ and from the Soldiers Housing Organisations at $1\frac{1}{4}\%$. The rate charged by the Consolidated Loans Fund and the Capital Development Fund varies from year to year, depending upon the average paid by the Council during that year, and in 1959/60 it was at the rate of 4.261%.

Of the funds provided by the Government since 1952 -

| | |
|------------|--------------------------|
| £ 856,801 | is at $\frac{3}{8}\%$ |
| £ 782,056 | is at $4\frac{1}{2}\%$ |
| £1,051,358 | is at $4\frac{3}{8}\%$ |
| £3,667,565 | is at $4\frac{7}{8}\%$. |

SURPLUS:

As you are aware, Municipal accounting is different from commercial accounting, and the amount shown as the surplus in the Capital Account represents the excess of the original cost of the assets over the loans outstanding, and in the case of Johannesburg, mainly consists of loans redeemed and grants from the Native Service Levy Fund. In the books of the Council assets are maintained at their original cost, and are not depreciated, and they are only written off against the surplus when they are disposed of. The surplus therefore represents the difference between the historic cost of the assets and the outstanding part of the loans which were raised to finance them. The assets belong to the Council, but, as previously stated, the assets of the Native Revenue Account may only be disposed of with the approval of the Minister of Bantu Administration and Development, and on conditions laid down by him.

Of the surplus of £6,346,690: the amount represented by grants from the Native Services Levy Fund is £3,563,251: leaving a balance of £2,783,439: representing the amount of loans redeemed. Loans raised for the financing of some assets are, in many cases, only nominal as the following schedule reflects:

| <u>LOANS REDEEMED:</u> | Total Expenditure | Loans Outstanding | Loans redeemed and assets written off |
|-------------------------------|----------------------|----------------------|---|
| General Section | 524,660 | 279,029 | 245,631 |
| Kaffir Beer Section | 610,053 | 325,064 | 284,989 |
| Denver Hostel | 264,811 | 179,502 | 85,309 |
| Dube Hostel | 266,596 | 253,097 | 13,499 |
| Mai Mai Hostel | 20,253 | 10,659 | 9,584 |
| Wemmer Hostel | 110,734 | 2,152 | 108,582 |
| Wolhuter Men's Hostel | 137,907 | 33,083 | 104,824 |
| Wolhuter Women's Hostel | 5,205 | 380 | 4,825 |
| Eastern Native Township | 156,940 | 59,618 | 97,322 |
| Jabavu | 1,216,817 | 1,065,690 | 151,127 |
| Moroka | 272,228 | 141,444 | 130,784 |
| Orlando West | 2,128,298 | 1,914,556 | 213,742 |
| Orlando East | 1,530,706 | 1,059,161 | 471,545 |
| Pirville | 165,434 | 84,923 | 80,511 |
| Undeveloped Schemes | 518,298 | 400,326 | 117,972 |
| Shantytown | 111,629 | 6,769 | 104,860 |
| Western Native Township | 388,451 | 31,616 | 356,835 |
| | 8,429,020 | 5,847,079 | 2,581,941 |

MUNICIPAL VALUE OF LAND:

In this connection it is interesting to speculate what the real value of the assets of the Native Revenue Account are, and the real amount of the surplus. For instance, the 11 acres of land on which the Wemmer Hostel is situated at the corner of Loveday Street and Village Road, stands in the Assets Register at £13,937: £1280: an acre, but the Municipal Valuation of this ground is £200,000: or approximately £20,000: per acre. The value would be more if the present restriction that the ground can only be used for Hostel purposes were removed. Ground adjacent to this Hostel is valued in some cases at £40,000: per acre, some at £60,000: per acre and some at

£80,000: per acre. The 71 acres on which Eastern Native Township is built cost £5,618: - £79: per acre, whereas the 40 acres adjoining this area recently purchased for the Eastern Native Township Hostel cost £61,837: - £1,550: an acre. The Municipal Valuation of the ground on which Eastern Native Township is situated is £128,000: The ground on which the Municipal Brewery is situated in Von Weilligh Street, which cost £1,096: has a Municipal Valuation of £50,000. The ground on which the Wollhuter Men's Hostel was erected cost £5,103: and now has a Municipal Valuation of £40,000.

I have already referred to the difference in price between the cost of ground bought at Orlando and the ground in the Site and Service schemes. The 666 acres in Pinville cost £19,185: £29: an acre. The 252 acres in Western Native Township cost £24,249: and the Municipal Valuation of this ground is £190,000: While the value of much of the land may have increased, other assets may be worth less than the book value. For instance, the ground on which the Bantu Sports Ground is situated in Von Weilligh Street, which cost £150,448: has a Municipal Valuation of only £70,000: It might be quite an interesting innovation to insert the Municipal Value of the land in Balance Sheets.

An interesting question arising out of this value of land is the price at which the ground in Western Native Township should be transferred from the Native Revenue Account when Western Native Township is converted into a Coloured Housing Scheme. Should it be at cost, which to my mind would be unfair to the Native Revenue Account, and if not at cost, what should the price be, and how would the purchase be financed?

REVENUE ASSETS:

The Revenue assets and liabilities in the Balance Sheet as at 30th June, 1960, were:

ASSETS:

| | | |
|---------------------------|----------------------|-------------------|
| Stores on Hand | | 91,535 |
| Sundry Debtors | | 314,358 |
| On General Account | 70,650 | |
| Rents | 236,581 | |
| Loans | 3,613 | |
| Payments in Advance | <u>3,514</u> | |
| Work in Progress | | 140,904 |
| <u>Investments</u> | | 2,195,134 |
| Native Services Levy Fund | 1,207,556 | |
| Redemption Fund | 28,660 | |
| Other Funds | <u>958,918</u> | |
| Cash on Hand | | <u>18,581</u> |
| | | <u>£2,760,512</u> |

LIABILITIES:

| | | |
|---------------------------|------------------------|-------------------|
| Sundry Creditors | | 280,854 |
| Reserve and Trust Funds | | 2,195,134 |
| Maintenance Reserve Fund | 738,378 | |
| Reserve for Bad Debts | 201,044 | |
| Native Gratuities | 15,919 | |
| Security Deposits | 3,577 | |
| Redemption Funds | 28,660 | |
| Native Services Levy Fund | <u>1,207,556</u> | |
| Surplus - unallocated | | |
| Kaffir Beer Profit | | 175,000 |
| Advance from Rate Fund | | <u>109,524</u> |
| | | <u>£2,760,512</u> |

ARREAR RENTS £236,581:

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

| <u>Year Ended</u> <u>30th June</u> | <u>Annual</u> <u>Rents</u> | <u>Arrears</u> | <u>% of Annual</u> <u>Rent</u> |
|---------------------------------------|-------------------------------|----------------|-----------------------------------|
| 1956 | 669,943 | 10,807 | 1.6 |
| 1957 | 857,060 | 22,512 | 2.6 |
| 1958 | 1,174,131 | 105,827 | 9 |
| 1959 | 1,436,943 | 214,923 | 15 |
| 1960 | 1,553,106 | 236,581 | 15.2 |

The Council's experience has been that the arrears are more as a percentage in the sub-economic housing schemes than in the economic housing schemes. In June, 1960, the arrears in the sub-economic housing schemes amounted to an average of 3½ months rental, whereas in the economic schemes it was a month and three-quarters. It appears to me that one of the causes of the arrears in the sub-economic schemes is the operation of the formula under which rents are based on the income for the previous year on a sliding scale. In the formula no provision is made for the size of the families, nor has the £15: income limit, fixed in 1952, been increased in spite of the fact that during that period the cost of living has gone up. The Johannesburg City Council has fixed the sum of £20: as being the sub-economic limit. The Council has been considering the advisability of invoking the provisions of Section 20(3) of the Urban Areas Act under which the employer would be required to pay the rental. Part of the difficulty in collection of the rentals is the delay in Court procedure, but nevertheless, it is very significant of the times in which we are living that a large number of tenants find it extremely difficult to make ends meet. I hope that in the discussion the experience regarding rent arrears will be given by members of other Authorities.

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

MAINTENANCE RESERVE:

The question is often asked as to whether the Council's policy is not too conservative in writing off the capital cost of the houses over the period of the loans raised to finance these houses, while at the same time provision is made not only for the maintenance of those houses, but also for the creation of a maintenance reserve, which, at 30th June, 1960, was made up as follows:

Maintenance Reserve:

| | |
|---------------------------|-----------------|
| Dube Hostel | £ 21,755 |
| Jabulani Hostel | 4,731 |
| Nancefield | 16,297 |
| Dube Housing Scheme | 4,534 |
| Jabavu | 172,917 |
| Mofolo | 12,714 |
| Orlando East | 3,497 |
| Orlando West | 298,589 |
| Pinville | 14,546 |
| Site and Service | 101,979 |
| Other Schemes | 86,819 |
| | <u>£738,378</u> |

Examples of this may be given. For instance, of the loan raised to finance the cost of the establishment of Eastern Native Township the total cost of which was £156,940: the amount outstanding at 30th June, 1960, was £59,618: But the Municipal Valuation of the land which stands in the Council's books at £5,618: is £128,000: so that while the loans raised will be redeemed in the near future, the value of the assets will in all probability far exceed their original cost, but will have been paid for in full. Similarly, the cost of establishment of the Western Native Township was £388,450: of which the loan outstanding at the 30th June, 1960, amounts £31,616: As previously stated, the Municipal Valuation of the ground, which cost £24,249: is £190,000: It is true that the houses in both these schemes are old, but they are habitable for many years to come. These instances are of townships situated within the City where land has appreciated considerably in the last thirty to forty years.

Take another example: the cost of buildings at Orlando West was £1,587,208: At the 30th June, 1960, the amount standing to the credit of the Maintenance Reserve for this Township amounted to £298,589: The cost of maintenance of these houses during the three years ended 30th June, 1960, amounted to approximately £32,000: and of the loans raised £219,641: had been redeemed, so that the reserve for maintenance and redemption of loans amounted to about one-third of the total cost. The final balance of the loans will only be redeemed in 1992. In this case it is hard to know what the maintenance bill will be during the next thirty years, and whether at that time that standard of house will be acceptable to the population. The Council's experience with the older townships, such as Eastern Native Township and Western Native Township, does show that at the end of the normal loan period a value does attach to the houses. It is the Council's policy to endeavour to maintain the houses in good condition, and if the Maintenance Reserve should prove inadequate, maintenance would be charged against current revenue.

Research is being carried out regarding the costs of maintaining houses, and the Council is experimenting with a new method which is being tried in Orlando East where a start has been made on a complete renovation of houses in a section of the township, and it is proposed to do this at regular intervals. Another factor to be taken into consideration is that Government loans are now redeemed over a thirty-year period instead of forty years.

I think it advisable at this stage to dispel an argument put forward that the loans redeemed have been from the rents paid by the tenants in places such as Western Native Township, and that the rents cover the purchase of the properties. This is not so. In Western Native Township the costs of administering the township during the last nine years alone (1952-1960)

| | |
|--|------------------|
| amount to | £ 714,589 |
| of which the loan redemption charges = | <u>76,933</u> |
| Expenditure (excluding redemption charges) | £ 637,656 |
| The rents paid during this period amounted to | <u>£ 258,026</u> |
| So that the loss, excluding redemption charges was | <u>£ 379,630</u> |

therefore it cannot be said that the rents paid by the tenants covered the loan redemption.

SOUTHERN RHODESIAN COMMISSION RECOMMENDATION:

In the Report of the Urban African Affairs Commission of Southern Rhodesia, which was published in 1958, paragraph 313 reads:

"We recommend that the Native Revenue Account be recast and that the following general principles should be observed:

- (a) The Native Revenue Accounts should not be charged with interest on and redemption of funds borrowed from the local authorities and still have no assets when the loans have been redeemed. As the assets belong to the municipalities, the redemption of the loans should fall upon the municipalities. On the other hand, the Accounts should properly be charged with interest on the loans and a suitable rate of depreciation.
- (b) The costs of administering the native urban areas should be borne by the municipalities but the Accounts should be required to make a reasonable contribution to the municipalities in lieu of rates. The method of assessing this contribution should be standardized and fixed by government. Even if in some cases the amount of this contribution should not be significantly different from what it happens to be at present we think it important that the principles by which the assessment is fixed should be clear and uniform. And having determined the appropriate rateable values of the native urban areas we think that the poundage rates to be applied should be the same as those which operate within the municipalities proper.
- (c) A suitable contribution from profits on water and electricity supplies should be made to the Account.
- (d) We think it important that the rent charges should be clearly separated from the charges for services so that the African in the urban areas should be able to understand more clearly for what he is paying."

COMMENT ON COMMISSION RECOMMENDATION:

These suggestions would be a fundamental departure from the present system. I like the idea of divorcing payments, for example, medical services, water, sanitary and refuse removal, from rents. What we commonly call rent is much more than rent and I think we could perhaps bring about a change in attitude to rents if many of the other amenities provided were the subject of a separate charge, and a better appreciation of the services being provided might result. In view of the Capital appreciation on land in some of the older townships, the Native Revenue Account might be better off in the long run paying redemptions but retaining capital appreciation.

NATIVE REVENUE ACCOUNT - INCOME & EXPENDITURE:

What are the sources of income of the Native Revenue Account. These can be summarised as follows :-

ANALYSIS OF EXPENDITURE & INCOME ON NATIVE R.V. NUS ACCOUNT

| | 1952/53 | 1953/54 | 1954/55 | 1955/56 | 1956/57 | 1957/58 | 1958/59 | 1959/60 | Est. 1960/61 |
|---|------------|-----------|-----------|-----------|-----------|-----------|-------------|-------------|-----------------|
| EXPENDITURE: | | | | | | | | | |
| Salaries, Wages & Allowances | 273,210 | 369,649 | 427,983 | 486,963 | 541,320 | 647,991 | 770,638 | 835,711 | 922,020 |
| Miscellaneous Expenses - | | | | | | | | | |
| Departmental Charges | 9,414 | 9,621 | 10,924 | 14,670 | 15,167 | 15,501 | 17,478 | 19,684 | 20,872 |
| Medical Services (Nett) ... | 100,219 | 129,460 | 109,654 | 238,012 | 265,745 | 339,889 | 241,468 | 285,846 | 343,025 |
| Sanitary Fees | 21,332 | 25,415 | 27,088 | 23,652 | 24,347 | 37,622 | 29,447 | 46,264 | 20,860 |
| Sanitary Services | 175,042 | 183,008 | 184,862 | 210,327 | 247,176 | 295,536 | 292,198 | 247,597 | 346,518 |
| Water Supply | 14,892 | 14,463 | 22,546 | 42,707 | 52,700 | 76,625 | 97,889 | 142,416 | 144,200 |
| Grants-in-Aid | 18,205 | 18,492 | 22,273 | 25,110 | 29,449 | 32,496 | 33,801 | 29,903 | 41,272 |
| Other | 167,307 | 212,841 | 191,173 | 180,656 | 261,289 | 240,343 | 266,724 | 367,840 | 314,513 |
| | 506,411 | 593,300 | 568,520 | 735,134 | 895,873 | 1,038,012 | 979,005 | 1,139,550 | 1,231,260 |
| Repairs and Maintenance | 157,146 | 175,264 | 194,666 | 176,277 | 261,740 | 269,473 | 292,180 | 333,395 | 353,803 |
| Loan Charges: | | | | | | | | | |
| Interest | 157,236 | 160,814 | 172,154 | 199,284 | 217,317 | 261,862 | 349,531 | 397,972 | (|
| Capital Redemption | 169,353 | 146,972 | 144,492 | 133,686 | 127,986 | 131,878 | 179,819 | 214,453 | (|
| | 1,263,356 | 1,445,999 | 1,507,820 | 1,731,344 | 2,044,236 | 2,349,216 | 2,571,173 | 2,921,081 | 3,227,912 |
| Less: Charged to Native Services Levy | 11,769 | 15,990 | 16,344 | 15,487 | 15,719 | 17,783 | 19,834 | 16,744 | 17,800 |
| | £1,251,587 | 1,430,009 | 1,491,476 | 1,715,857 | 2,028,517 | 2,331,433 | 2,551,339 | 2,904,337 | 3,210,112 |
| INCOME: | | | | | | | | | |
| Fines | 104,023 | 126,159 | 137,059 | 111,952 | 129,855 | 91,048 | 102,686 | 94,374 | 100,000 |
| Rents | 484,281 | 539,517 | 571,476 | 669,943 | 857,060 | 1,174,131 | 1,436,943 | 1,553,106 | 1,622,050 |
| Labour Bureau Fees | | 11,804 | 15,518 | 16,692 | 16,282 | 16,980 | 14,890 | 15,054 | 14,500 |
| Registration Fees | | 172,041 | 202,845 | 211,357 | 215,188 | 249,626 | 260,183 | 248,350 | 260,000 |
| Govt. Subsidy: Housing Losses | 26,253 | 31,195 | 38,462 | 40,335 | 42,841 | 5,660 | - | - | - |
| Sundry | 48,583 | 46,305 | 38,102 | 18,680 | 27,491 | 38,539 | 37,061 | 175,443 | 76,500 |
| Kaffir Beer Profits | 239,835 | 366,230 | 317,156 | 517,846 | 525,100 | 539,538 | (1) 577,996 | (2) 474,885 | 542,756 |
| TOTAL INCOME | 902,975 | 1,293,251 | 1,320,618 | 1,586,805 | 1,813,817 | 2,115,522 | 2,429,759 | 2,561,212 | 2,615,806 |
| Deficit to Rate Fund | 348,612 | 136,758 | 170,858 | 129,052 | 214,700 | 215,911 | 121,580 | 343,125 | 594,306 |
| | £1,251,587 | 1,430,009 | 1,491,476 | 1,715,857 | 2,028,517 | 2,331,433 | 2,551,339 | 2,904,337 | 3,210,112 |

(1) Excluding £67,500: unallocated

(2) Excluding £175,000: unallocated

MEDICAL SERVICES:

In the schedule giving the main headings of expenditure, Medical Expenses are shown as nett. For the year ended 30th June, 1960, the gross expenditure was as follows :-

| | | |
|--|---------------|-----------------|
| Health Inspection and Sanitation .. | | £ 19,441 |
| Nursery Schools | | 9,482 |
| Medical Services in Locations | | 434,473 |
| Infectious Diseases | | 8,662 |
| Tuberculosis | | 261,619 |
| Veneral Diseases | | 3,607 |
| Medical Examination at Registration Centre | | 12,021 |
| Waterval Hospital | | 122,867 |
| Non-European Child Welfare | | <u>4,322</u> |
| | | £876,994 |
| Refunds received from Government .. | £342,607 | |
| Refunds received from the Province | 220,168 | |
| Other Income | <u>28,372</u> | £591,147 |
| | | <u>£285,847</u> |

For 1960/61 the gross expenditure is estimated to be £967,628 and the nett £332,211.

REDEMPTION CHARGES:

It will be noticed from the Schedule that interest paid has increased more rapidly than the redemption charges. One reason for this is that redemption of loans normally only commences when loans are fully paid out. Frequently the expenditure of a loan is spread over many years, so that while the income may be accruing from the assets on which part of the loan has been spent, the redemption charges are only charged to the Native Revenue Account in later years. As in economic loans the calculation of rents include an allowance for redemption, it appears to me that the annual Accounts should make some provision for redemption even though the payments would be deferred. At the 30th June, 1960, of £12,485,000: drawn against approved loans only £8,564,000: was subject to redemption, so that if all the loans had been subject to redemption the capital redemption charges in the Native Revenue Account would have been greatly increased.

FINES:

Questions are often asked as to what fines accrue to the Native Revenue Account. These are as follows. The fines recovered and bail estreated in respect of contraventions of the provisions of the following:-

- (i) Native Urban Areas Act No. 25 of 1945.
- (ii) Curfew Proclamations under Section 19, Act 25 of 1930.
- (iii) Native Administration Act No. 38 of 1927.
- (iv) Location Regulations framed under Act 25 of 1945.

- (v) Emergency Camp Regulations: Govt. Notice 890 of 1927.
- (vi) Registration Regulations: Govt. Notice 1032 of 1949.
- (vii) Native Services Levy Act No. 64 of 1952.
- (viii) Native Transport Services Levy Act No. 53 of 1957.

Fines received in respect of the last two items are credited to the respective funds.

SIGNIFICANT CHANGES:

To me the most significant changes which are revealed from a review of the financing of the Native Revenue Account in the last ten years are -

- (1) The terrific achievements in the re-housing of the population, and the improvement in the services provided for the welfare of the Native people.
- (2) The reduction in the cost of housing.
- (3) The increase in the cost of administration.
- (4) The benefits which have accrued from the introduction of the Native Services Levy.
- (5) Dependency upon Kaffir Beer profits.
- (6) The change in conception as to where the responsibility lies for shouldering the financial burden of providing housing for the sub-economic groups.

ACHIEVEMENTS IN RE-HOUSING:

The figure I have presented to you and the information in my introduction indicate what has been done.

REDUCTION IN COST OF HOUSING:

The first houses erected by the Council were in the Western Native Township in 1919, when 2,192 houses were built. The two-roomed house cost £120: and the three-roomed £140: and the four-roomed £170: The next scheme was at Eastern Native Township where the two-roomed houses cost £115: and the three-roomed houses £135: In 1932-1935 the Council started the Orlando East Scheme, where the two-roomed house of 397 sq. feet cost £95: and the three-roomed house varied from £252: to £500: and the four-roomed house from £354: to £664: The 125 houses built in Pinville in 1944-1945 cost £494: for the three-roomed, and £599: for the four-roomed. When these costs are considered, and the fact that since that date costs of materials have been continuously rising, it is nothing short of a miracle that the houses built since the establishment of the Council's Housing Division, with the use of native labour, have cost between £160: to £185: for a 527 sq. ft. house.

Owing to the difference in sizes of the houses a truer comparison is to state costs in prices per square foot. In 1930 the price varied from 4/3d., to 5/3d., in 1938 this had increased to 9/3d., and in 1944 the houses

at Orlando West cost 10/5d., to 11/5d. In 1946 the price had increased to 12/3d., and the Jabavu houses built in 1947 cost 10/2d. Then came the establishment of our own Housing Division, and the training of Native building workers. At a time when costs were increasing in comparison with the time stated above, the costs were decreased to from 6/1d., to 6/9d., per sq. ft. The materials used at all times were not the same, but in considering the recent achievements in housing, consideration must not only be given to the number of houses that have been erected, but also to the cost at which they have been built, and the transformation in the lives of the labourers who have become trained artisans in the process.

INCREASE IN COST OF ADMINISTRATION:

As an example of the increase in the cost of administration, I quote the figures for one of our older townships, in which the number of houses has been the same during the whole period.

WESTERN NATIVE TOWNSHIP:

| | <u>51/52</u> | <u>52/53</u> | <u>53/54</u> | <u>54/55</u> | <u>55/56</u> | <u>56/57</u> | <u>57/58</u> | <u>58/59</u> | <u>59/60</u> |
|------------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------|
| Salaries, Wages & Allowances | 9195 | 9422 | 11391 | 12708 | 13455 | 13240 | 20343 | 18213 | 20415 |
| Misc. Expenses | 32236 | 26959 | 29972 | 30488 | 38322 | 45372 | 51321 | 50181 | 66618 |
| Repairs & Maintenance | 8706 | 13293 | 18901 | 16137 | 7206 | 8293 | 10164 | 7660 | 11710 |
| Loan Charges | 16139 | 20890 | 14985 | 14395 | 13901 | 9806 | 10477 | 4416 | 5128 |
| Distrib. H/O. Adminis. | <u>3359</u> | <u>4060</u> | <u>3244</u> | <u>4818</u> | <u>4889</u> | <u>3442</u> | <u>3317</u> | <u>2851</u> | <u>2552</u> |
| Total Expend. | <u>69635</u> | <u>74624</u> | <u>78493</u> | <u>78546</u> | <u>77773</u> | <u>80153</u> | <u>95622</u> | <u>83321</u> | <u>106423</u> |
| | <u>51/52</u> | <u>52/53</u> | <u>53/54</u> | <u>54/55</u> | <u>55/56</u> | <u>56/57</u> | <u>57/58</u> | <u>58/59</u> | <u>59/60</u> |
| Rents | 25473 | 25577 | 25698 | 25657 | 25823 | 25893 | 32171 | 37001 | 34734 |
| Sundry Income | <u>34</u> | <u>12</u> | <u>18</u> | <u>15</u> | <u>24</u> | <u>12</u> | | <u>182</u> | <u>293</u> |
| Total Revenue | <u>25507</u> | <u>25589</u> | <u>25716</u> | <u>25672</u> | <u>25847</u> | <u>25905</u> | <u>32171</u> | <u>37183</u> | <u>35027</u> |
| Deficit for year | 44128 | 49035 | 52777 | 52874 | 51926 | 54248 | 63451 | 46138 | 71396 |

When it is considered that the cost of administering this township in 1940 was £45,589: it is realised what a large increase has taken place during the period. Part of this increase, of course, is due to the fact that better services are provided.

BENEFITS FROM NATIVE SERVICES LEVY:

The Native Services Levy was introduced in 1953 as it was felt that the employers of native labour, who did not house their labourers, should make a direct contribution to the cost of providing housing. In many instances the cost of providing the services was as much as the house itself. For instance, in the Noordgesig houses built in 1938 the services were estimated to cost £262: and the house £254: In Orlando West in 1944 the estimated cost of the services was £338: and the house £441: and for the Orlando West houses built in 1946 the services were estimated at £415: and the house at £546: Because of the high cost of these services, some have not as yet been provided.

The Service Levy was inaugurated to provide the funds for -

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

The Services Levy Fund makes grants to local authorities and loans at $\frac{1}{8}\%$ interest.

A summary of the amounts received by the Johannesburg Native Revenue Account from the Services Levy Fund to 30th June, 1960, is as follows :-

Native Services Levy Fund:

| | | |
|-----------------------------------|----------------|--------------------------|
| Total collections 1.1.53 | | |
| to 30.6.60 | | £4,929,805 |
| <u>Less: Administration</u> | | <u>124,658</u> |
| | | £4,805,147 |
| Total expenditure to 30.6.60 | | |
| Direct Charges and Grants ... | £3,597,592 | |
| Loans | <u>811,969</u> | |
| | | <u>£ 395,586</u> |
| <u>Unspent balance</u> | | |
| Expenditure on Loans repayable | | |
| to Fund | | <u>811,969</u> |
| Balance in Fund at 30.6.60 (after | | |
| making provision for repayment | | £1,207,555 |
| of all Loan expenditure) | | <u><u>£1,207,555</u></u> |

Approved Native Services Levy
Projects as at 30.6.60.

| | | |
|-------------------------------------|--|-------------------------|
| Approvals at 30.6.60 | | £5,308,146 |
| <u>Less: Expenditure to 30.6.60</u> | | <u>4,409,561</u> |
| | | £ 898,585 |
| <u>Less: Unspent balance</u> | | <u>395,586</u> |
| Excess of approved projects to | | |
| funds available | | <u><u>£ 502,999</u></u> |

Nett Income of Fund is estimated at -

| | |
|-------------------------------|--------------------------|
| for year ended 30. 6.61 | £ 688,150 |
| 30. 6.62 | <u>658,133</u> |
| | <u><u>£1,346,283</u></u> |

| <u>Approved Projects</u> | <u>Total approved estimated cost</u> |
|---|--|
| Sub-Outfall and Link Sewers | 741,175 |
| Water Mains | 815,355 |
| Oliphantsvlei Sewage Disposal Works | 956,761 |
| Street Lighting | 267,710 |
| Widening and re-alignment of Roads | 52,300 |
| Electricity Supply | 436,645 |
| Water Towers and Reservoirs | 277,874 |
| Roads and Bus Routes | 478,946 |
| Survey and Lay-out | 69,220 |
| Clearing of Sites | 11,600 |
| Nightsoil Intake | 3,129 |
| Sanitation: Latrine Grants | 305,836 |
| Reticulation Fittings and Installation | 985,374 |
| Sundry Expenditure | <u>9,044</u> |
| | <u><u>£5,410,969</u></u> |

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

DEPENDENCY UPON KAFFIR BEER PROFITS:

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

| <u>Year</u> | <u>Revenue</u> | <u>Profit</u> |
|---------------|-------------------|------------------|
| 1937/38 | 15,534 | 7,093 |
| 1938/39 | 59,250 | 32,768 |
| 1939/40 | 94,447 | 63,752 |
| 1940/41 | 112,767 | 62,547 |
| 1941/42 | 101,519 | 53,699 |
| 1942/43 | 100,946 | 47,272 |
| 1943/44 | 169,780 | 99,061 |
| 1944/45 | 229,485 | 121,477 |
| 1945/46 | 128,439 | 57,276 |
| 1946/47 | 208,779 | 47,952 |
| 1947/48 | 286,689 | 121,837 |
| 1948/49 | 327,047 | 181,215 |
| 1949/50 | 372,445 | 174,724 |
| 1950/51 | 414,023 | 175,131 |
| 1951/52 | 499,420 | 201,576 |
| 1952/53 | 614,830 | 239,835 |
| 1953/54 | 701,534 | 366,230 |
| 1954/55 | 823,203 | 427,156 |
| 1955/56 | 892,196 | 407,846 |
| 1956/57 | 1,029,041 | 525,101 |
| 1957/58 | 1,108,528 | 539,538 |
| 1958/59 | 1,294,856 | 645,495 |
| 1959/60 | 1,345,545 | 649,884 |
| TOTAL | <u>10,930,353</u> | <u>5,248,465</u> |

It is hard to visualise how the development of housing and other services could have been provided without these profits. Yet this source of income could fluctuate. For instance, there might be a boycott of the boerhalls, and more important still, there are moral issues involved. The Johannesburg City Council has recently voted £14,000: for research regarding Kaffir Beer, to ascertain, amongst other things, what is the food value, what are the relative intoxicating effects of Kaffir Beer and other liquors, and what its effect is on work competency. Many people, while realising the evil effects of illicit liquors, are still uneasy about the extent to which the financing of the Native Revenue Account is dependent on sales of Kaffir Beer.

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

Allocation of Kaffir Beer Profits:

| | <u>Year Ended</u> 30. 6.58 | <u>Year Ended</u> 30. 6.59 | <u>Year Ended</u> 30. 6.60 |
|----------------------------------|-------------------------------|-------------------------------|-------------------------------|
| <u>One-third Profit:</u> | | | |
| Urban Recreation | 17,721 | 10,100 | 4,634 |
| Urban Social Welfare | 6,933 | 9,200 | 6,086 |
| Bursaries | - | 3,144 | 2,559 |
| Grants-in-Aid | 32,496 | 33,801 | 29,902 |
| Vocational Training Centre | 20,064 | 26,267 | 24,556 |
| Medical Services Urban | (102,632 | 84,118 | 89,710 |
| Medical Services Township | | 48,535 | 59,181 |
| | <u>179,846</u> | <u>215,165</u> | <u>216,628</u> |

Two-thirds Profit:

Losses on Sub-economic Housing Scheme:

| | | | |
|-------------------------------|----------------|----------------|----------------|
| Eastern Native Township | 26,409 | 28,905 | 32,533 |
| Jabavu | 53,044 | 53,914 | 38,398 |
| Orlando East | 131,334 | 105,658 | 90,725 |
| Orlando West | 4,410 | 72,045 | 51,294 |
| Pimville | 81,044 | 56,170 | 54,583 |
| Western Native Township | 63,451 | 46,138 | 58,223 |
| Unallocated Profit | | 67,500 | 107,500 |
| | <u>359,692</u> | <u>430,330</u> | <u>433,256</u> |
| <u>GRAND TOTAL</u> | <u>539,538</u> | <u>645,495</u> | <u>649,884</u> |

RESPONSIBILITY FOR SUB-ECONOMIC HOUSING:

At the time the Council undertook the sub-economic housing schemes at Orlando East and West and Jabavu, the National Housing Commission advanced the funds under a scheme whereby the interest charged was $3\frac{1}{4}\%$ on the understanding that losses incurred on such schemes should, within defined limits, be borne in the ratio of three parts by the Government and one part by the Council. The Council first submitted its claim for losses in 1950. Up to the 30th June, 1953, the losses incurred on these schemes amounted to £1,079,173: and of this sum it was calculated, on the Council's understanding of the formula, that £502,320: was recoverable from the Government, but only £234,727: was recovered at that time.

In 1951 the old $3\frac{1}{4}\%$ formula was cancelled. In that year local authorities, in submitting claims for losses on the National Housing formula, were required to certify that tenants' incomes did not exceed £25: on loans prior to 1.10.46 and £30: thereafter. In 1952 differential incomes were laid down, and were fixed at £15: for natives. Local authorities were advised that a fully economic rate of interest would have to be paid on a pro rata share of the loans in respect of tenants with incomes in excess of those limits, and that the increased cost could be recovered by way of increased rentals. Legal opinion given to this Council doubted the Commission's power to do this. In 1954 the National Housing Commission agreed that the sub-economic rentals should be increased by 3/- for every 10/- of the income over £15: In 1954 the Council, because of its unhappy experience under the National Housing formula, agreed to convert the $3\frac{1}{4}\%$ loans to $4\frac{1}{8}\%$ loans, thereby cancelling the sharing of losses on the schemes, but insuring the benefit of the lower rate of interest.

In 1957 the Council's claim for over £400,000 under the old $3\frac{1}{4}\%$ scheme was finally settled for £125,000: The £125,000: was paid into the Capital Development Fund and earmarked for street lighting in the Native townships. As in the Housing Act of 1957 provision was made in Section 78(3) for legalising actions of the National Housing and Planning Commission which were not authorised at the time they were done, this Council's legal rights were swept away.

The application of the Government's policy of economic housing has had the effect of shifting the financial burden from the State on to the shoulders of the poor, the local authority and the employers, through the Native Services Levy Fund. Local authorities are obliged to accept full responsibility for economic housing, while the role of the State, from the financial point of view, is limited to the advance of loans at economic rates of interest, and by shortening the period of repayment of loans from forty to thirty years, and by the increase in the rate of interest from $4\frac{1}{8}\%$ to $4\frac{3}{8}\%$, has had the effect of increasing the rental on a house costing £200: by 15/-, per month. The Government bears the loss of interest on those funds lent to the Council at less than economic rates.

The Johannesburg City Council, by accepting the realities of the situation in fixing £20: as the sub-economic limit rather than £15: is paying the State (in two years 1958 and 1959 an amount of £73,311:) whereas in terms of the formula laid down at the time sub-economic housing schemes were commenced the State was to share in the losses. The experience of local authorities under the formula has indeed been an unhappy one!

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

| | |
|---------------|----------|
| 1952/53 | 26,253 |
| 1953/54 | 31,195 |
| 1954/55 | 38,462 |
| 1955/56 | 40,335 |
| 1956/57 | 42,841 |
| 1957/58 | 5,660 |
| 1958/59 | - |
| | <hr/> |
| | £184,746 |
| | <hr/> |

CONTRIBUTIONS BY THE EMPLOYERS OF NATIVE LABOUR & THE COUNCIL:

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

| | Registration Fees (Nett) | Native Transport services Levy | Native Services Levy | Deficit on N.R.A. | TOTAL |
|------|--------------------------|--------------------------------|----------------------|-------------------|-----------|
| 1953 | - | 67,891 | 271,564 | 348,612 | 688,067 |
| 1954 | 45,809 | 139,460 | 557,841 | 136,759 | 879,869 |
| 1955 | 94,857 | 149,146 | 615,141 | 170,858 | 1,030,002 |
| 1956 | 80,093 | 154,752 | 657,048 | 129,052 | 1,020,945 |
| 1957 | 63,532 | 159,376 | 680,467 | 214,701 | 1,118,076 |
| 1958 | 86,288 | 332,603 | 710,759 | 215,910 | 1,345,560 |
| 1959 | 47,846 | 361,052 | 736,665 | 121,580 | 1,267,143 |
| 1960 | 20,789 | 323,803 | 700,321 | 343,125 | 1,388,038 |
| | 439,214 | 1,688,083 | 4,929,806 | 1,680,597 | 8,737,700 |

ROLE OF THE MANAGER OF THE NON-EUROPEAN AFFAIRS DEPARTMENT IN RELATION TO THE NATIVE REVENUE ACCOUNT:

While the estimates of the Non-European Affairs Department are ostensibly put forward by the Manager of that Department, he has very little direct control of the expenditure of a large portion of these funds. For instance, the medical services, the cost of which during this year are estimated to be over £1m. are under the control of the Medical Officer of Health. The maintenance of buildings - a cost of £192,095: the provision of refuse removal and sanitary services costing £346,518: are under the control of the City Engineer. The City Treasurer controls the treasury staff whose salaries and allowances amount to £179,488: It is hard to get an accurate figure, but I estimate that two-thirds of the expenditure of the Native Revenue Account is under the control of officials of other Departments. The sources of income of the Native Revenue Account are restricted, and the Department is in the unenviable position of having to accept debits for large sums which, although provided for in the Estimates, are not known to the Department until the year end. This contrasts with the system employed in other towns, where all section of the administration of the Department except, I understand, for the work done by the Medical Officer of Health, fall directly under the control of the Manager. It may be that the very size of operation in Johannesburg warrants this difference.

I think it is human nature to be more careful in spending one's own money than somebody else's, and as a generalisation I would suggest that a department which can pass on the whole of its expenditure to another department at the year end would tend to be less watchful than if the expenditure had to be met out of its own budget.

CONCLUSION:

This review of the Native Revenue Account deals with the financial aspects of the administration of Johannesburg's Native Townships. It is realised that there is still much more to be done. No longer is the bulk of the population made up of completely unsophisticated, uneducated and simple labourers. We have today the second, and in many cases, the third generation of persons who have known of no other home than Johannesburg, who have spent their entire working life in full-time industrial and commercial employment in the City, and who are integrated into urban conditions of living. These persons are clamorous for increased rights and opportunities.

In giving the review of what has been done, one does so not with a sense of complacency, but with a view to indicating the Council's desire to face the task assigned to it with vigour and goodwill towards the Native people.

13th March, 1961.
/CaK.

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