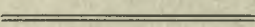




City of Johannesburg



REPORT

OF THE

MANAGER,

NON-EUROPEAN AFFAIRS DEPARTMENT

FOR THE PERIOD

1st JULY, 1956, to 30th JUNE, 1957.

AND REVIEW FOR PERIOD 1927-1957



City of Johannesburg

REPORT OF THE MANAGER

NON-EUROPEAN AFFAIRS

DEPARTMENT

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TO THE MAYOR AND COUNCILLORS
OF THE CITY OF JOHANNESBURG.

Ladies and Gentlemen,

I have the honour to submit the report of the Council's Non-European Affairs Department for the period 1st July, 1956, to 30th June, 1957, and a review of the past 30 years.

I. HISTORY AND DEVELOPMENT OF THE DEPARTMENT DURING THIRTY YEARS

It is interesting to note that thirty years have now passed since this Department became a Council Department with its own Council Committee.

In these 30 years, the Department has changed its name twice and its head office was moved no less than three times, until the permanent Administration Offices were built in 1954. From a nucleus of 16 Europeans and 105 Non-Europeans, the staff has expanded to 291 Europeans and 2,124 Non-Europeans. This expansion was at first gradual, but gained impetus after the Second World War in keeping with the rapid growth of the Non-European population in the city.

It is noteworthy that during this period only three men have in turn been responsible for the management of the Department and that many of the present staff have been in the Department for 20 to 30 years. As the duties and responsibilities have been onerous and often even unpleasant and perturbing, senior officials have had to dedicate themselves to work which can be done only by those who regard it as a vocation rather than a job. For this reason, it has sometimes been difficult to find suitable men.

Furthermore, the training and experience gained from working in the largest Municipal Non-European Affairs Department in the Union, has proved attractive to similar departments of other cities and, in recent years, some of the senior men have left Johannesburg after many years service.

Reason for Growth

There have been several reasons for the increase in the Department's establishment and activities:—

- (a) The Native population of Johannesburg has increased from 136,695 in 1927 to 670,021 in 1957 and, as this Department has been responsible for all aspects of control of the Native residents, the work has increased in proportion;
- (b) Housing has had to be provided for this section of the population and extra staff have been needed for the administration of new areas;
- (c) The Department took over the registration of service contracts and influx control from the Government and opened a labour bureau;
- (d) Extensive changes in legislation — referred to later in the report — necessitated the engagement of extra staff in order to carry out the new statutory provisions.

The following schedule illustrates the changes which have taken place:—

DEVELOPMENT OF JOHANNESBURG NON-EUROPEAN AFFAIRS
DEPARTMENT OVER A PERIOD OF THIRTY YEARS

STAFF		1927	1957
European	.....	16	291
Non-European	.....	105	2,124
TOWNSHIPS			
Native	.....	3	22
Coloured	.....	—	2
(Asiatic Emergency Camp)	.....	—	1
HOUSING			
<i>Natives:</i> Houses	.....	1,585	25,011
Stands	.....	2,195	1,137
Site and Service Sites	.....	—	12,915
Shelters	.....	—	3,041
Squatter Sites	.....	—	8,002
<i>Coloureds:</i> Houses	.....	—	1,530
<i>Asiatics:</i> Converted Army Huts	.....	—	50
HOSTELS			
Native	.....	2	7
POPULATION			
<i>Estimated Population Housed:</i>			
Natives	.....	16,273	322,037
Coloureds	.....	—	7,875
Asiatics	.....	—	300
<i>Total Estimated Population in Johannesburg Metropolitan Area:</i>			
Natives	.....	136,695	670,020
Europeans	.....	168,320	393,300
Coloureds	.....	16,400	46,600
Asiatics	.....	7,850	28,600
FINANCE			
Cumulative Capital Outlay	.....	£398,842	£12,535,928
Gross Income	.....	38,064	2,385,882
Expenditure	.....	53,552	2,682,412
Deficit	.....	15,488	296,530

Squatters

Evidently, such an increase in population was bound to give rise to many social and administrative problems, particularly in regard to accommodation. During the past 30 years, as a result of the housing shortage, there have, in fact, been several squatter outbreaks involving thousands of people and necessitating immediate action. Four squatter camps were set up in 1944 and 1946 and, in the case of Moroka and Shantytown, are now being demolished. The fact that during 12 years there has not been an epidemic in these squatter camps, speaks for careful management and supervision. The Native Services Levy Act and the Native Building Workers Act have been of material assistance to the Council in providing proper housing for the inhabitants of these camps. The move was accelerated by a loan of £3-million from a group of mining houses in 1956.

Finance

It is evident from the following comparative figures for 1946/47 and 1956/57, that the Department's Annual Budget has grown remarkably:—

Native Revenue Account

	1946/47	1956/57
Total Income	£577,502	£2,333,477
Total Expenditure	759,933	2,548,178
Nett Loss transferred to Rate Fund	182,431	214,701

Coloured and Asiatic Section

Total Income	£11,813	£52,405
Total Expenditure	40,590	134,234
Loss transferred to Rate Fund	28,777	81,829

But in addition, every year large amounts of capital have been spent in order to provide houses and all the necessary amenities.

According to the Council's abstract of accounts, the city's expenditure for the year 1956/57 amounted to £30,767,963, comprising £20,978,640 from revenue and £9,789,323 capital expenditure. Of these amounts, the Non-European Affairs Department spent £2,682,413 from revenue and £2,539,518 on capital expenditure.

Riots and Boycotts

Considering the number of people involved, the poor and overcrowded conditions under which the majority have been forced to live and the many possible sources of friction, these past 30 years have been relatively trouble free. Minor intertribal clashes have occurred and will probably continue, as will riotous behaviour over otherwise unimportant issues such as having to wait overlong in a queue or disliking the day's issue of kaffir beer. Riots over a major issue, however, have occurred only twice, once in connection with transport to Western Native Township and once over intertribal quarrels in Newclare.

Boycotts as a means of expressing dissatisfaction have been a fairly recent innovation. In the case of the 1957 Alexandra bus boycott, the boycotters achieved their object. This incident will be dealt with later.

General

In spite of difficulties, the history of the Department over the past 30 years has been one of progress and expansion into a widening field of activities aimed at bringing about better living conditions for the section of the population under its jurisdiction.

II. THE NATIVE POPULATION OF JOHANNESBURG

Numbers

Since the 1951 Population Census, the Department of Census and Statistics has supplied annual population estimates to the Council and for June, 1957, the figures were as follows:—

	Whites	Natives	Coloureds	Asiatics	Total
Urban Area Including Non-European Townships	364,600	432,900	36,000	25,600	859,100
Metropolitan Area	393,300	561,600	46,600	28,600	1,030,100

As the figure for the Native population in the urban area was considerably less than this Department's estimates, a check was made and the following departmental analysis of the Johannesburg Native population is as accurate as possible:—

South-Western Municipal Native Townships and Hostels (excluding Meadowlands)	284,940
Urban Area (two townships, hostels, compounds, domestic servants, etc.) (excluding Sophiatown)	147,680
Mines	36,000
	468,620
Sophiatown, Martindale, Newclare, Pageview	44,600
Meadowlands (hostel included)	28,300
	541,520
TOTAL URBAN AREA (corresponding to Census Area)	541,520
Peri-Urban (North and South)	128,500
	670,020
TOTAL METROPOLITAN AREA	670,020

Census estimates and departmental estimates for the Native population in the *Urban Area* thus differ by as much as 108,620 persons. The difference in part arises because this Department moved Native families from squatter camps in the surrounding (peri-urban) areas to sites and houses within the Native townships under the Department's control. The Department of Census and Statistics takes no cognisance of this movement. Furthermore, even as far back as 1946 and 1951, there was a considerable discrepancy between census findings and departmental estimates within the Urban Area. It also appears that census returns for the peri-urban areas were probably too low in 1951.

Movement into South-Western Native Areas

The following table reflects the extent of the movement into the newly-developed areas over the past 12 months as well as indicates the increase in population in the municipal Native townships since 1951:—

Townships marked with an asterisk have either been extended since 1951 (year of the census) or have been newly established.

As the South-Western Native Areas are under municipal control, the residents are included in figures for the *Urban Area*.

Area	Houses or Sites		Estimated Native Population	
	at 30-6-1956	at 30-6-1957	at 30-6-1956	at 30-6-1957
<i>Townships in South-Western Areas</i>				
*Orlando and Ext.	(11,262 houses (3,462 shacks	(11,306 houses (3,079 shacks	96,146	88,500
Moroka	9,354 sites	8,533 sites	57,651	45,000
*Mofolo	2,330 houses	2,330 houses	12,529	12,700
Jabavu	5,100 houses	5,100 houses	29,726	31,000
*Dube	1,235 houses	1,579 houses	6,556	9,600
Pimville	1,272 houses and sites	1,272 houses and sites	25,000	25,000
<i>Site and Service Schemes in South-Western Areas</i>				
*Mofolo South	600 sites	649 houses or sites	3,334	4,000
*Mofolo North	1,420 houses or sites	1,447 houses or sites	7,772	8,000
*Moroka North	449 houses or sites	456 houses or sites	2,477	2,500
*Central Western Jabavu and Ext.	1,440 houses or sites	1,454 houses or sites	7,305	7,300
*Molapo	1,300 sites	1,456 houses or sites	6,700	6,500
*Moletsane	200 sites	1,702 sites	1,300	8,200
*Tladi	—	1,281 sites	—	7,500
*Zondi	—	1,141 sites	—	4,500
*Dhlamini	—	930 sites	—	5,100
*Chiawelo	—	631 sites	—	3,500
*Senaoane	—	1,471 sites	—	7,400
<i>Slum Clearance Schemes in South-Western Areas</i>				
*Zondi	—	287 houses	—	1,200
*Phiri	—	220 houses	—	1,200
*Mapetla	—	233 houses	—	1,300
<i>Hostels: South-Western Areas</i>				
*Dube Hostel	—	5,152 beds	—	4,790
*Nancefield Hostel	—	4,976 beds	—	150
TOTAL SOUTH-WESTERN NATIVE AREAS			256,496	284,940
<i>Town Area Townships</i>				
Western Native Township	2,282 houses	2,282 houses	20,000	20,000
Eastern Native Township	617 houses	617 houses	4,800	5,220

(Continued from previous page)

Area	Houses or Sites		Estimated Native Population	
	at	at	at	at
	30-6-1956	30-6-1957	30-6-1956	30-6-1957
<i>Town Area Hostels and Compounds</i>				
Wemmer Men's Hostel	2,828 beds	2,828 beds	4,528	4,828
Wolhuter Men's Hostel	3,850 beds	3,850 beds	5,000	5,150
Denver Men's Hostel	3,344 beds	3,344 beds	3,344	3,344
Mai-Mai Men's Hostel	399 beds	399 beds	399	399
Wolhuter Women's Hostel	117 beds	117 beds	162	135
Municipal Compounds	—	—	11,588	11,431
<i>Natives Housed Privately in Town</i>				
Commerce and Business			10,941	10,347
Hotels and Clubs			4,270	4,437
Schools, Hospitals and Churches			1,221	1,430
Domestic Servants in Private Dwellings			50,000	50,000
Licensed Lodgers			—	1,039
Husbands of Female Domestic Servants			16,000	16,000
Cleaners and Domestic Servants in Flats			12,873	13,921
Mine Labourers			40,000	36,000
			185,126	183,681
<i>Natives Resettlement Board</i>				
Sophiatown, Martindale, Newclare and Pageview			70,000	44,600
Meadowlands and Hostel			14,000	28,300
			84,000	72,900
TOTAL URBAN AREA			525,622	541,521
Natives residing in North and South Peri-Urban Areas			101,000	128,500
TOTAL NATIVE POPULATION IN METROPOLITAN AREA			626,622	670,021
Total Coloured Population in Metropolitan Area			41,500	46,600
Total Asiatic Population in Metropolitan Area			25,000	28,600
TOTAL NON-EUROPEAN POPULATION IN METROPOLITAN AREA			693,122	745,221

Group Contacts and Problems

From the above, it might appear that housing has been the sole concern of this Department. It is, however, not only accommodation for which the Department is responsible, because it is not sufficient merely to house families; they have to be provided with means to reach their work, education for their children and leisure-time activities. The work of administering an urban Native population is highly complex and specialised not only because of the involved and extensive legislation, but also because of the varied nature of the population. For example, the Native population of Johannesburg consists of Zulus, Xhosas, Pondos, Swazis, Bacas, Northern and Southern Sothos, Tswanas, Vendas, Shangaans as well as a few Rhodesian and Portuguese tribes. Some of these tribes do not always understand each other and there is a certain amount of antagonism between others. Tribes also have different customs and, in accordance with Government policy,

they have to be housed in ethnic groups. Furthermore, they are on different economic levels — many are so poor that they have difficulty paying any rent at all, others can afford to build their own houses, costing several thousand pounds. All these factors have to be taken into consideration when planning housing schemes.

It might be argued that similar problems are to be met with among the European inhabitants of Johannesburg, who come from all parts of the Union and from numerous nations with different languages and customs, and also comprise very poor and very rich families, but this section of the city's population does not have to rely almost exclusively on the city to provide land or houses as well as amenities, nor is it so definitely divided into economic or national groups.

The general public comes into contact with single Natives only or small groups of them at work and presumes that they know a great deal about city life, because they wear European clothes and carry out tasks in the home, factory or street. The worker's background and home life, even the fact that he has a family, is often unknown. If he errs he may be dubbed stupid or criminal. The Non-European Affairs Department, on the other hand, comes into contact with thousands of Natives daily and the officials most closely involved are mainly occupied in teaching them how to behave in an urban area. Their task is made difficult because, although the Native is primarily law-abiding, he does not always understand European laws, he is inclined to be gullible and is apt to follow anyone who can speak convincingly to him. His gullibility and his tendency to mass hysteria can, in fact, lead to riots. The Department is frequently attacked by the Press and members of the European community who do not understand these aspects of Native administration and the problems they raise.

In addition, there is the difficulty of having to deal with three distinct classes of Native, which incorporate all or some of the above characteristics:—

- (a) The migrant labourer, who resides on his employer's premises or in a hostel and who is generally still a tribesman. He understands few of the laws affecting him in an urban environment and, to a large extent, retains his tribal customs and affiliations.
- (b) The labourer or semi-skilled man, who has brought his family to Johannesburg some years ago and has a house in one of the townships. His wife may be capable of doing washing or domestic work, but both are still sometimes a little bewildered by the things they should or should not do. They are told by their children that the old tribal laws no longer apply, yet there is no-one to explain the new laws to them.
- (c) The third group, which can be divided into two sub-groups, dislikes many of the regulations. The majority consist of town-born, semi-educated persons who have lost all touch with the tribe and its laws and who are socially maladjusted to varying degrees. They tend to turn to politics as an outlet for general frustration. Many of them will not do manual work, yet they are not sufficiently qualified to be employed in the few existing clerical and professional posts.

The remainder of this group form the nucleus of a steadily growing Native middle class. They have adapted themselves to Western culture and have developed certain of its standards of life and behaviour. They are not all necessarily well-educated, but have reached their position by hard work and application. It is frequently the women in this section who set the standard in home and family and it is, therefore, of great importance for the future development of this ever-growing, middle class urban Native community to provide education and training for the women and girls.

① There is a strong tendency in the third class to establish its own clubs and welfare organisations. Sixteen nursery schools have developed out of these activities and two boys' and girls' clubs have emerged which are completely under Native control. ② This progress has been extremely helpful to the Department, because only when they do this kind of thing themselves, do Natives realise the cost in work and money that is entailed.

Ownership of houses has been encouraged for this section, but whether the owners understand the responsibilities of ownership will be seen when maintenance repairs become necessary. Better houses are frequently demanded, but the higher rents for this type of house are regarded with disfavour.

Publicity both among the Non-European and the European communities has become a necessity in order to explain one section to the other and to enlighten both on legislation and on what is being done. As Johannesburg is internationally known and tourists usually make a point of seeing the Native townships, some foreigners have more knowledge of the townships than many Johannesburg residents are ever likely to achieve, unless such publicity is effectively developed.

III. DEVELOPMENT OF HOUSING

The Problem

From 1939 to 1946, the Native population of Johannesburg increased by 156,800, but, as a result of the War and consequent labour and material shortage, only some 1,000 houses were built during that time. Even after the War progress was slow between 1946 and 1955 and only 12,000 houses were built. By that time there was a backlog of 35,000 houses required to accommodate tenants and sub-tenants residing in Moroka, Shantytown, Albertynsville and Nancefield Brickyards, as well as sub-tenants from existing townships. The Council also had to subsidise sub-economic housing year after year, the amount steadily increasing with every new housing scheme until, by 1955, it totalled approximately £360,000 yearly.

Although every effort has been made to prevent the migration of whole families to Johannesburg, demands for housing have continued to grow. Men who have been allowed into the area for specific types of work have been told that they must not bring their families as there is no accommodation, but recent surveys have shown that there are some men who live in hostels or on employers' premises for several years, who work in Johannesburg for a long period and who eventually enter the townships as sub-tenants and then bring their wives and children into the house. From sub-tenancy they may progress to tenancy and later to ownership, if they qualify. It has also been found that in a township like Orlando, which has been in existence for some 25 years, children of registered tenants have grown up and married and have obtained their own houses. The original family members may then occupy as many as three or four houses. It is evident that even when the enormous backlog in houses has been met, there will still be a continuous need for houses owing to natural expansion and, since the land available will soon be fully built-up, the Council will be obliged to look for new areas in the near future.

The Solution

The passing of the Native Building Workers Act in 1951 resulted in the establishment of a Council Housing Division using Native builders. The Native Services Levy Act of 1952 provided the money for the development of new areas. These two innovations enabled the Council to embark on a housing campaign in 1953 involving the building of some 3,000 houses annually with Government loans, as well as the provision of 10,000 serviced sites under Site and Service Schemes. But even this relatively rapid progress was not enough and by the middle of 1956, although some 6,400 families had voluntarily moved to serviced sites from squatter camps at Albertynsville, Nancefield and Alexandra, as well as Shantytown and Moroka, by no means all of them had been provided with houses. The backlog will further be reduced as a result of Sir Ernest Oppenheimer's efforts to organise a loan of £3-million to the City Council from a group of mining houses in order to enable the Council to build 15,000 houses for families residing in Moroka, Shantytown and European backyards in the city. This loan will not only provide money for housing but also for amenities such as sports-fields, playgrounds and halls. The first houses built with this loan will be ready for occupation by July, 1957.

Rents

In order to reduce the loss on sub-economic housing and to assist in the financing of further housing schemes, the Government ruled in 1951 that all families with incomes over £15 should pay an economic rent for their houses. The £15 comprises the monthly earnings of the head of the household plus half of each working child's monthly wages, to a maximum of £4, but the full economic rent for a particular house is not payable unless this formula income is approximately £19.10.0, since provision is made that the increase shall be graduated for different incomes (for every 10/- over £15 an amount of 3/- is added to the sub-economic rent). However, the income limits for sub-economic houses, as well as increased sub-economic rents, have not yet been enforced because of various legal difficulties, but the Council has agreed to subsidise rents up to an income limit of £20 under the formula, as it is considered that the limit of £15 is too low. The full economic rent will, therefore, be paid only by families with a formula income of £24.10.0 per month.

The houses built by the Housing Division have all been of a type evolved by the National Building Research Institute and cost approximately £200 to build. They consist of four rooms and are let at £2.15.0 per month on an economic rental. Low as this rent may seem, there are many families that cannot afford it,

During a survey carried out in 1956/57 in Moroka and Shantytown, it was found that some 20% of the families were sub-sub-economic, i.e. they had incomes of less than £10 per month according to the rent formula. It would prove extremely difficult to provide housing for such families as even a rental of £2.10.0 for a semi-detached house would obviously be far beyond their means.

It is perhaps unfortunate that all the houses being built have been of the same size — three rooms and kitchen — as this has allowed little flexibility in respect of rents or the accommodation of the small family.

Hostels

During the year under review, the Dube Hostel was opened for use. This was the first hostel built by the Council within the Native township area and it was also the first cottage-type built in Johannesburg. There was originally considerable opposition to its establishment from the residents in the adjoining townships, who objected to having a large number of unattached males in the vicinity.

The hostel is intended to house Native men employed in flats and offices as cleaners who are in excess of the five permitted to reside on the premises in terms of the "Locations in the Sky" Act. In the initial stages, there was some difficulty, because the time limit under the Act made it necessary to start moving the men into the hostel before it was quite ready. It was necessary to provide stoves for cooking and heating and to arrange recreation facilities immediately. The beerhall was incomplete and there was considerable dissatisfaction all round. Employers, in particular, found it difficult to adjust themselves to a new routine and the Department was inundated with requests for permits to allow servants to stay on the premises.

These teething troubles were soon past and the forthcoming opening of the Nancefield Hostel is expected to run smoothly.

Amenities

The provision of houses necessitates the development of many other amenities as well. There must be road, water, sewerage, sanitary, health, recreation and educational services and control of their use. These services are provided and charged to the tenant in the site rent of £15.0 per month. Tarred roads have become essential in order to accommodate an internal bus service and other heavy transport. Shopkeepers from the squatter camps have moved with their customers, and sites for shops have been quickly taken up. Some shopkeepers have built their own shops under departmental supervision and these compare favourably in design and appearance with some in European areas.

Because of the high incidence of juvenile delinquency, the Department has endeavoured to provide playgrounds and sportsfields as soon as the residents moved in. The provision of schools is no longer left to chance or the mission stations. For every 800 houses the Council is obliged to build a lower primary school which is then taken over and run by the Department of Bantu Education. Six of these schools were built during the year and 27 sportsfields provided.

Night schools, providing literacy classes and high school education, continued to be operated by private groups subsidised by the Council. There was a great demand for continuation classes, as poverty forces many youngsters into early employment who are keen and able to absorb more formal education.

The health services of the City Health Department in the form of general, ante-natal and post-natal clinics had to be extended to the new areas. The old cemetery could no longer meet requirements and a new cemetery had to be opened at Doornkop.

As already mentioned, residents are taking an active interest in their own welfare and during the year a number of new nursery schools were opened by "Service Committees" of Native women. These nursery schools are being assisted by the Council with grants for building and operation expenses.

Several churches availed themselves of the opportunities provided by the new areas and took up sites. Only recognised churches were allocated sites. Members of the 900 or more sects operating in the townships meet either in the open or in their leaders' homes. The fact that there are so many religious sects appears to indicate that religion plays an important role in the lives of the residents, but whether the "form" of religion followed by some of these small sects accords with the usual Christian Church practice is another matter.

The beginning of the year (1957) saw the opening of the first and only hotel for Natives in Orlando West. This venture by a Native trader should prove successful, as it provides accommodation which is badly needed for the casual Native visitor to Johannesburg.

IV. TRANSPORT

Bus Boycott

The problem of providing sufficient public transport at a price which the user can pay, was brought very much to the fore during the year. The residents of Alexandra, who depend entirely on a bus service for their public transport, were asked to pay a penny increase in their fare in February, 1957, because the company operating the service could no longer continue on the old fare. Native leaders in Alexandra organised a complete boycott of the bus service, maintaining that wages were too low and that workers could not afford to pay the increased fares. For almost three months, the residents of this township walked to work or found some other means of transport, being assisted where possible by sympathetic European members of the Johannesburg public. Although Alexandra is situated outside the city boundary most of the residents are employed in Johannesburg, and the Council and the Chambers of Commerce and Industry formed a special Committee to find a solution. As a temporary means of assisting the residents, a fund was started from which the bus company was paid the penny increase for every bus passenger. In this manner, the old fare could be retained and the boycott was lifted. While this temporary measure was in operation, other more lasting methods of subsidising the bus service were considered. The final solution was to raise the Native Services Levy from 2/6d. to 3/- per week per worker and to pay the extra money to the bus company as a subsidy.

The boycott was an eloquent plea not so much for lower bus fares but for higher wages. In this it was successful, since the Chambers of Commerce and Industry commenced to investigate labourers' wages and the City Council, as an immediate measure, increased the cost of living allowance of its labour force by 6/- per week. In addition, a further investigation is contemplated by the Council.

New Areas

The problem of transport may again become acute when the extension of the railway line into the South Western Native Area comes into operation. The fare is approximately 15/- per month, but the line has been extended for some four miles and travellers between the furthest point and the city will almost certainly have to pay higher fares. The expansion of new areas as a result of site and service schemes and slum clearance has been so rapid that rail services have not been available immediately. Residents in the new areas have been using buses to reach the nearest station, and this is costing them 10/- extra per month in addition to the increased rent which they have to pay. In many cases, rent and transport cost up to £2 per month extra, which has to come from money formerly spent on food and clothing.

V. REGISTRATION AND INFLUX CONTROL

It has been shown that the City Council was faced with the problem of having to provide housing for some 40,000 families as a result of the rapidly increasing demand for labour accompanying the expansion of industry.

In order to control the situation, Influx Control Regulations have been administered by the Department from 1953, onwards. By operating a Labour Bureau, both demand for labour and its supply can be checked and only those workers who are required in excess of the local supply are permitted to enter the area. The Registration Branch also registers all service contracts between employers and employees and acts as collecting agent for the Native Services Levy Fund. This fund is used to provide capital for the development of roads, water, sewerage and electricity in the new townships and to subsidise rail and bus transport. Every employer pays 3/- per week for each of his Native employees for whom he does not provide accommodation on his own premises.

During the year, the Registration Branch had to expand its activities as an increasing number of Natives reported for attention and directives from the Department of Native Affairs required a closer application of legislation than in previous years. Because of this expansion of work, an investigation was carried out by the Organisation and Methods Division of the Council, which resulted in the introduction of an electrically operated Convé-Filer system and a pneumatic air-tube system for the conveying of record cards to different points throughout the Branch. In addition, certain structural alterations were made to the building and new quarters were built for the Labour Bureau. The staff establishment was increased from 54 to 158.

A policy of decentralisation became effective and sub-offices were opened in Western Native Township, Orlando East I and Jabavu Extension. The establishment of these offices proved a great success, as they considerably lessened the burden at head office. During the year, 146,958 Natives were registered as wanting employment.

In October, 1952, the Union Department of Native Affairs withdrew all concessions previously made in respect of the employment of Natives who had entered the Johannesburg area without first obtaining permits and work. The result was an increase in the number of vacancies, particularly in the category of domestic servants and labourers. The number of vacancies for domestic servants was 458 at the end of June, 1957, and that for labourers 551.

It was, however, generally possible to meet all demands for labour made by commerce and industry. The Bureau placed 104,031 Natives in employment in the following categories:—

Domestic service	.....	.....	17,061 (including hotels, flats and boarding houses).
Commerce and industry			61,951 (other than heavy manual labour).
Heavy manual labour	.....		25,019.

VI. INSPECTORATE

In order to control the housing of Native workers on employers' premises and to prevent overcrowding or the accommodation of Native families in European areas, the Department has for many years had an Inspectorate Branch. Since its establishment in 1932, this Inspectorate has been subject to a number of changes owing mainly to the ever-increasing responsibility arising from the introduction of legislation affecting Natives in European areas.

In July, 1953, the staff of this Branch consisted of one Senior Inspector and eleven Inspectors, whose duties were limited to the issuing of licences to house Natives on private premises, the inspection of these premises and the investigation of complaints regarding the presence of Natives in the European areas. After 1953, when the registration of service contracts was taken over by the Council from the Department of Native Affairs and the Local Labour Bureau was established, the Inspectorate had to check employers' registers in order to ensure the registration of all employees. Because of these additional responsibilities, the Branch was increased to one Senior Inspector, one Assistant Senior Inspector, 21 Inspectors and two Native Inspectors. Concurrently with the establishment of the Local Labour Bureau, machinery was also set up to collect contributions from employers in terms of the Native Services Levy Act, which became effective on the 1st January, 1953. Here too, Inspectors assisted in checking on defaulting employers. On the 6th May, 1955, the "Locations in the Sky" legislation came into force and in terms of this enactment, the branch, *inter alia*, had to licence all Native women (not previously subject to licensing control), who were housed in flats and other residential buildings, except those in private dwellings. The Inspectors also had to enforce the reduction of the numbers of Native servants residing in individual buildings to five per building.

As a result of this enactment, the Branch was confronted with numerous administrative difficulties which were only resolved after discussions between the Non-European Affairs and Housing Committee and other public bodies, such as the Institute of Estate Agents and Auctioneers of South Africa, the Transvaal Association of Property Owners, the Hotel Association of the Transvaal, the Hotel Association (Non-Liquor) of the Southern Transvaal, the Johannesburg Chamber of Commerce and the Transvaal Chamber of Industries. It has also been necessary to reorganise the Branch twice since 1953 to handle the additional responsibilities and the present establishment is one Chief Inspector, one Assistant Chief Inspector, ten Senior Inspectors, 62 Inspectors and 12 Native Inspectors.

VII. KAFFIR BEER

In order to provide the Native population of Johannesburg with its traditional drink on a properly controlled basis the Non-European Affairs Department operates a brewery and controls all sales of beer.

The brewery was first put into operation in December, 1937. Four years later, for the period 1941/42, the sales amounted to £98,817. During 1949/50, with only four beerhalls in operation, sales amounted to £364,980. During the year under review (or twenty years after the opening of the brewery) sales totalled £1,009,905. Considerable improvements have been made both to the brewery and the beerhalls during the past few years and a new beerhall was completed at the Dube Hostel which is proving very popular. A profit of £525,101 on these sales enabled the Department to undertake considerable welfare and recreation projects and to subsidise some of the loss on sub-economic housing.

(The following historical and technical notes are added, since the production and sale of kaffir beer is an important activity of the Non-European Affairs Department.)

Central Brewery

Towards the end of 1937 and in accordance with the provision of Section 21(1) of the Natives (Urban Areas) Act No. 21 of 1923, as amended, the Johannesburg City Council decided to brew kaffir beer on the present site of the Central Brewery.

In order to test the opinion of the Native community as to whether they would accept municipally brewed kaffir beer, a small brewery was erected, together with a beerhall and an adjoining restaurant under one roof. A staff of two Europeans and 24 Non-Europeans was engaged, who were responsible for the brewing of the beer and the supervision of the beerhall itself. This staff worked daily shifts of 12 hours.

The brewery was equipped with gas-fired cookers which could only produce 500 gallons of beer daily. When the demand for beer increased, it became necessary for beer to be cooked in 44 gallon petrol drums on open fires. As the demand for beer continued to increase steadily, it was decided to install a steam plant with one boiler and steam cookers. After a short period, even this plant proved inadequate and the brewery building had to be enlarged and a much larger plant installed. This entailed the erection of larger boilers and, as there was no means of cooling beer at that stage, the construction of timber cooling vats. The brewery operated under these conditions during the whole of the war period and the straining and separating processes were performed manually.

As more experience in the brewing of beer was gained, the brewery was modified and more modern equipment, such as, mechanical beer separators and artificial cooling systems, was introduced and all wooden vessels were replaced by stainless steel vats or tanks.

With the opening of more beerhalls at various points in the industrial areas, the brewery had to increase its staff and it became necessary to operate the full 24 hour daily cycle.

At the present time, the complement of staff is as follows:—

- 4 European Brewers
- 1 Recorder
- 80 Non-Europeans.

The monthly output of kaffir beer exceeds 1,000,000 gallons.

Recently, owing to the great expansion of brewery activities, it was decided to engage the services of a Mechanical Engineer, a Technical Assistant and a small maintenance staff to maintain and enlarge the plant as and when necessary. In order to ensure a very high standard of beer, a laboratory was provided in the brewery and a bio-chemist engaged.

By-Products

The beer residue is used mainly as a stock feed for municipal draught animals and is supplied to the City Engineer's Department for horses, mules and oxen. The approximate quantity is 80,000 bags valued at £20,000 annually.

Malting Yard

When the brewery was first opened in 1937, the Council purchased malt from commercial malsters, but as the quality was indifferent and varied with each delivery, the Council decided to manufacture its own malt. An established open-floor malt yard at Kliptown was purchased, where two European maltsters were employed, but this could not keep up with the demand and the yard was moved to more spacious premises at Denver where modern machinery was installed and a kiln drier erected for the purpose of drying the malt.

Because of the rapid expansion of the beerhalls, even this malting plant was inadequate to fulfil the needs of the brewery and the Council again resorted to the purchase of additional malt supplies from commercial maltsters.

The malt yard now employs three European maltsters and 100 Non-European staff and produces approximately 4,500, 200 lb. bags of malt monthly which are used by the brewery, together with 500 bags purchased from outside sources, and

- 2,000 bags of kaffir corn meal and
- 3,000 bags of brewer's grits.

All these ingredients produce the required 1,000,000 gallons of kaffir beer monthly and, on this basis, 100 gallons are produced from 200 lbs. of ingredients.

It is the Council's intention to establish a mechanical malting plant, which will be erected adjacent to the Orlando Power Station and will obviate the necessity of outside purchases.

Beerhalls

The Council operates seven beerhalls which cater for approximately 100,000 patrons daily. The first of these beerhalls is the Central, followed by Mai-Mai, Western, Denver and Wolluter and a beerhall was recently opened in the South-Western Native Areas, at Dube.

Until recently, patrons were provided with steel beer mugs, but these will be replaced by plastic mugs of all sizes, which are found to be more satisfactory as they will outlast the steel mugs, are noiseless, easy to handle and cannot be used as weapons. To facilitate the hygienic washing of these mugs, machines have been designed which will do the work more efficiently and quickly than the present manual method. These will soon be provided in all the beerhalls.

Beer is served to the patrons at the beerhalls by dipping from a server's tub; this is an unsatisfactory and unhygienic method and will be replaced by mechanical dispensing meters, which will deliver the beer in all quantities from one pint to one gallon. When these dispensers come into use, it is hoped to eliminate the sale of beer tickets as a beer server or issuer will be able to collect cash over the serving counter as well as dispense beer. Cash will be checked against the register which is attached to the dispenser.

The present staff operating the beerhalls consists of:—

- 11 European Supervisors
- 20 European Cashiers
- 345 Non-European staff.

Transport

In the initial stages, when the beerhalls were first opened, the beer was transported to the depots in drums or barrels on open motor trucks. About 1940, three 1,000 gallon stainless steel tankers were put into service and these were hauled from point to point by mechanical "horse". This fleet as at 30th June, 1957, comprises:—

- 13 Trailer tankers;
- 4 Mechanical "horses";
- 1 2,000 gallon mobile tanker

which are able to deal with the increased supplies of beer to beerhalls, beer gardens and depots.

The staff manning these vehicles comprises:—

- 4 European drivers, and
- 8 Non-European staff.

Comments

The object of opening a beerhall in the South-Western hostel of Dube is to attract the single men and so relieve the town beerhalls of congestion, particularly after working hours.

It is the intention of the Council to employ Native supervisors to manage all beerhalls, especially in the South-Western Native Areas. These men will be under the direct control of a European township Superintendent.

Beer Depots

A daily supply of beer is provided for the residents of the Eastern Native Townships and this service is being extended to Pimville. It is intended to establish more of these off-sales depots in the South-Western Areas soon.

VIII. WELFARE BRANCH

Although a solid middle class, capable of providing its own recreation and of developing some social services, is emerging in the Native townships, the majority of residents are too poor to contribute anything towards the welfare of the destitute and also require guidance in their leisure-time activities. Since 1938, some of the kaffir beer profits have been used to provide a variety of services under the control of a Welfare Branch.

The sudden and rapid expansion of the South-Western Native townships since 1955 has considerably increased the work of this Branch. The areas to be served have doubled and more families have moved in who require recreation and welfare services. Rent increases, as a result of slum clearance moves, have upset many already inadequate family budgets and families need help and advice. It must be stressed again that semi-urbanised people should be trained in an urban way of life and that provision will have to be made for extensive youth services.

In spite of this additional work and, without a corresponding increase in staff, the Welfare Branch continued to function effectively and efficiently during the year.

Native Welfare

The expansion of the work of the whole Branch has been clearly reflected by this section. The case load for the year increased by 2,953 cases, giving a total of 17,185. Of this number, 6,388 required poor relief and further individual assistance. Many of them were families from the new areas who needed help because of illness of the main breadwinner. No less than 227 widows applied for help in order to bring up their children.

At the end of May, 1957, this section was requested to co-operate with the police and the courts in an effort to deal with the problem of beggars in Johannesburg. This meant that all beggars arrested had to be screened and ways found to rehabilitate them. For example, in the one month of June, 24 beggars had to be dealt with, entailing one worker having to spend 13 full mornings in court, in addition to visiting their homes and interviewing some of them at the gaol. Unfortunately, as the necessary staff is now no longer available, it is no longer possible to undertake this essential work.

Illegitimacy and juvenile delinquency continue to be serious problems and it is of the utmost urgency that more staff be appointed to undertake family rehabilitation and other work to combat them.

An interesting feature is that recently this section has been contacted by an average of 12 employers of domestic servants daily in connection with problems concerning their servants' private lives or for information of a more general nature.

The "Locations in the Sky" Act and the enforcing of the regulations forbidding children of domestic servants to live on their employers' premises has created a new problem which the Native Welfare Section is, in many cases, expected to solve by placing very young Native children in alternate accommodation.

Recreation Section

The Department is fully aware of the need to provide adequate and wholesome recreational facilities for the township residents in order to combat juvenile delinquency and every endeavour is made to keep pace with the rapidly expanding areas.

During the year, 11 new football fields, five club-houses and four children's playgrounds were opened. To commemorate the Johannesburg Festival, contributions were received from business firms to assist in the construction in Orlando of a large sports stadium, which will provide facilities for a variety of sports.

The necessity for women to go to work in order to supplement their family income creates an urgent need for play centres and nursery schools. The Council opened a third play centre during the year and now cares for some 230 children. Older children are provided for in the 11 youth clubs with a total membership of 1,200. Some 150 of the members of these clubs were taken to seaside camps during the year and it is hoped to reduce the expenditure payable by the individual by obtaining a permanent camp site for the use of the Department and other organisations, as there are many more children who are in need of such a holiday, but cannot afford to contribute their share. The Council already makes an annual grant of £500 towards food and entertainment costs.

Cinema Section

In spite of some 90 cinema shows per month and an average attendance of 500 per show, only a fraction of the Native population benefitted from this amenity. Staff, equipment and premises to cater for new areas will be provided in the near future.

Horticultural Section

The appearance of the townships is of great importance. Some 5,000 trees were planted on the pavements along main streets by this section and gardens were laid out at new township offices. In order to deal with the increasing demand for plants, a new nursery was established in 1956/57. Every endeavour was made to beautify the old and new cemeteries. Township residents were encouraged to develop their gardens and to plant vegetables and fruit trees as well as flowers.

Housecraft Section

The most important activity of this section is the operation of a workshop for handicapped persons. During the year, the workshop moved to larger premises which made it possible to expand activities and to accept more workers. There are 80 handicapped persons, 35 of whom joined during the year. Every endeavour is made to help these people to become self-supporting and 11 were assisted to find employment in the open labour market. Even though the workers do not earn much, the fact that they are working and contributing to their own maintenance gives them a better status in their family and affords considerable moral uplift.

The Department is aware of the necessity of assisting women in the townships to adjust themselves to urban life and, in order to achieve this end, operated some 20 clubs where the members were given tuition in sewing, needlework, knitting and cookery. The women were advised on budgeting and assisted to lower the cost of housekeeping.

Some 200 domestic servants attended cookery classes every week. This service could be considerably expanded if suitable premises were available. Domestic science classes were also given to women students at the Jan Hofmeyr School for Social Work.

Arts and Crafts Section

This section was heavily committed during the Johannesburg Festival with the arrangement for a concert, a Jazz Festival and Africa Day. A 300 voice choir was specially trained for the Festival concert.

Some 20 children's choirs were trained by the section, in addition to approximately 90% of all the adult choirs in Johannesburg. Two centres in the city provided accommodation for literacy classes, music and piano groups, art classes, homecrafts, dancing and ballet classes, youth leader courses and first aid classes, all of which were well attended.

Band Section

This section controls five Non-European brass bands which gave some 500 performances at various centres during the year and also took part in the Johannesburg Festival. The bands have become very popular and have established themselves as part of the communal life in the townships.

Non-European Affairs Department Welfare Fund

This fund has proved invaluable in cases of urgent need since it provides the means for immediate relief without the unavoidable delay in obtaining help through the normal official channels. Some £2,500 were disbursed to emergency cases and to families not eligible for help through the normal agencies.

Winter Clothing Appeal

Closely linked with the Non-European Affairs Department Welfare Fund is the Winter Clothing Appeal. During the year, the response from the public was good and apart from a great deal of new and second-hand clothing, 140 blankets and £665 in cash were received. As a result, it was possible to help many needy families.

Johannesburg Festival

During the latter part of 1956, the Johannesburg Festival provided an opportunity for interested Non-European residents to participate in musical and artistic events as performers as well as members of the audience. Their appreciation was shown by the packed houses at all events. A large section of the Non-European population was able to see and hear all ten imported artists and orchestras as well as eight events specially organised with local talent. The highlight for the Natives was Africa Day with choirs, bands and war dances. The Debutantes Ball, held in the City Hall for the Coloured people, was a great success. There were also a number of sporting events and fireworks displays in the various townships.

A special committee, consisting of three staff members, was responsible for planning and programmes and worked in close co-operation with the main Festival Committee. It was not always easy to please all groups, but every endeavour was made to provide for everyone.

IX. VOCATIONAL TRAINING

Some years ago, the Non-European Affairs Department opened a trade school for Native youths in the Native townships where the boys were taught carpentry, brick-laying and tailoring. This venture proved successful and a number of ex pupils found work in the Housing Division.

In January, 1957, it was possible to start two new courses and 22 pupils enrolled for the plumbing and 22 for the motor mechanics courses. These new enrolments brought the total number of students at the school up to 240. The careful selection of pupils showed good results in that 83% of the students passed their end-of-year examinations. The building students were used on a number of projects in the townships and the carpenters also had sufficient outside orders to keep them well occupied. It is hoped that the standard of work from the tailoring section will improve under the supervision of the newly appointed European instructor in order to enable the section to undertake more orders for Council uniforms.

There was a great demand for vocational training for Native youths. Applications were received from all over the Union, South West Africa and Rhodesia, but only boys from Johannesburg were accepted.

X. GROUP AREAS

The application of the Group Areas Act also affects the Non-European Affairs Department, since it is also responsible for the Coloured and Indian population of Johannesburg. Proclamations of areas for these two groups were anxiously awaited since here, too, the housing shortage was acute.

In August, 1956, the Group Areas Board made its first proclamation for Johannesburg. As a result, Pageview, Sophiatown, Martindale and Albertville, all of which were occupied by Non-Europeans, were to become "White" areas; Newclare, Coronationville, Bosmot and New Monteleo (outside Johannesburg boundaries), were reserved for the Coloured group; Lenasia, together with Rietfontein (in the peri-urban area), became areas for the Indian Group. Subsequently, in April 1957, the whole of the Nancefield and Kliptown area was proclaimed for White ownership and occupation.

These two proclamations have given rise to considerable concern among the Coloured and Indian people because both groups have been given areas which are not yet developed. Moreover, the proclamation of "White" areas has increased the need for houses, since both Coloured and Asiatic families from Albertville and Kliptown, in addition to some 3,000 families living in slums in the city or in backyards in European areas, will ultimately have to be rehoused elsewhere. Among the Coloured people, in particular, few families can afford to build their own houses without assistance and the Council will have to provide both economic and sub-economic houses.

During the year, the Natives Resettlement Board commenced to clear buffer strips in Sophiatown and in Pageview. In Pageview, Coloured tenants of houses in the buffer strip were housed by the Council, but Coloured and Asiatic residents of the Sophiatown buffer strip had to accept temporary accommodation within this township.

It is expected that some 7,000 coloured and 2,500 Asiatic families will have to be provided with new accommodation.

These families are living in:—

<i>Area</i>	<i>Estimated Coloured Families</i>	<i>Estimated Asiatic Families</i>
Albertville	700	20
Sophiatown and Martindale	250	340
Pageview	760	710
Kliptown	1,160	320
Newclare	—	300
Noordgesig	1,060	—
European and Industrial areas	3,000	1,000

In addition, about 7,200 Native families will have to be moved to make room for Coloured families in Newclare and Western Native Township, and a further 6,500 Native families must still be moved to allow Sophiatown, Martindale and Pageview to become "White".

XI. COLOURED AFFAIRS

An independent section of the Department is concerned with the provision of housing and welfare services for the Coloured population. Two townships for Coloured tenants — Coronationville and Noordgesig — are controlled by this section.

During the year it was possible to build an additional 70 economic houses in Noordgesig and to house families from temporary shacks and others living in condemned slum properties. A further 139 houses are under construction. A considerable amount of remedial work was done to 150 houses and the worst defects removed.

Both Noordgesig and Coronationville are virtually fully built up. Discussions on the advisability of providing flats on the remaining 24 vacant stands in Coronationville are in progress. The need for indoor recreation space is being met in both townships by the provision of halls. In Noordgesig, a hall costing £8,000 is nearing completion and the Coronationville Hall, with a seating capacity for 1,200 people, was finished in June, 1957. A library was opened in a converted shop in Noordgesig and was staffed by a Coloured librarian. Two additional

tennis courts were built in Coronationville. Recreational facilities are gradually being provided in this manner and tenants are trying to assist in this respect, having already raised £1,500 for a swimming bath.

The Noordgesig Tenants' Committee and the Coronationville Tenants' Association held several joint meetings with members of the Non-European Affairs and Housing Committee during the year. These meetings proved of considerable value towards mutual understanding.

The new Eurafrikan Teachers' Training College in Coronationville was officially opened in September, 1956, and is in full operation.

The housing shortage for Coloured families continues to be a serious problem. In spite of the proclamation of four Coloured Group Areas during August, 1956, only two areas have become available for building, but the land in both Bosmot and New Monteleo, although vacant, is too costly for Coloured housing schemes and is situated outside the Johannesburg municipal boundary.

The position of Asiatic families unable to provide their own housing is also becoming serious, since the proclaimed Asiatic Group Area is completely undeveloped and 21 miles from the city.

XII. RESEARCH

A department such as the Non-European Affairs Department must base its planning for future development on sound statistical information in regard to a variety of factors. This information is collected and analysed by a Research Section.

During the year, this section was frequently called upon. The £3-million loan to build houses for families residing in Moroka and Shantytown made large-scale and long-term planning a necessity and, to facilitate this, the Research Section assembled information between October and January relating to the number of tenant and sub-tenant families affected, their ethnic grouping and incomes.

This mass survey also provided the opportunity to study families in a slum environment and to follow them a few years later to their new homes. A 10% sample was, therefore, retained and the new addresses of these sample families are being recorded for future inquiry.

Information from this and previous surveys of individual and family incomes also proved useful for wage studies and cost of living enquiries resulting from the Alexandra bus boycott. At the request of the Institute of Administrators of Non-European Affairs (Southern Africa), a detailed study was made of the budgets of 60 families distributed over existing Council townships. This data was also passed on to the Department of Native Affairs which was compiling this type of information for the whole of the Union.

XIII. GENERAL

The onerous task of policy formation which lies in the hands of a small committee of City Councillors was carried out by:—

Councillors: H. Miller, M.P.C. (*Chairman*)

H. Goldberg (*Vice-Chairman*)

A. J. Cutten

Mrs. M. K. Mitchell

E. Cuyler, J.P.

Mrs. I. E. Turvey, and

P. R. B. Lewis

The Mayor (*Ex-Officio*)

who constituted the Non-European Affairs and Housing Committee during the year.

The staff of the Department as at 30th June, 1957, consisted of the following:—

		<i>Non-European Affairs Department</i>	<i>Treasury</i>	<i>Total</i>
(a) Europeans:	Permanent	185	21	206
	Temporary	106	111	217
(b) Natives:	Graded Staff	209	53	262
	Daily Paid	1,892	—	1,892
(c) Coloureds:	Welfare Assistants	4	—	4
	Clerical	3	—	3
	Others	11	—	11
(d) Asiatics:		5	—	5
		<hr/>	<hr/>	<hr/>
		2,415	185	2,600

Thanks

I have pleasure in placing on record my thanks and appreciation to the Chairman and members of the Non-European Affairs and Housing Committee for their encouraging support, to my staff for their unfailing loyalty and to the heads of all other Departments and the many outside agencies with which the Department comes into contact for their willing co-operation at all times.

W. J. P. CARR,

Manager

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NON-EUROPEAN AFFAIRS DEPARTMENT (Johannesburg)

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