

SOCIAL SURVEYING AND SOCIAL PLANNING

By EDWARD BATSON

*Professor of Social Science, University of Cape Town
Director, Social Survey of Cape Town
Adviser to the Conference*

Read at the Public Session of the Social Survey Conference,
Cape Town, 20th February, 1942.

Happy is he, Mr. Chairman, who has made a good voyage! Under your firm but always benevolent guidance, we have made a voyage that has been both safe and pleasant. You have steered us to the haven of our final session. We have skirted the shallows of unprofitable chat and we have not come to grief on the rocks of hatred, malice, and uncharitableness. Our ship has weathered every rack, our adventurous trip is done, we have made a good voyage. We feel, sir, that this is something of an occasion.

We feel that this is, in the first place, an occasion for rendering thanks: thanks to you, for your care of our Conference; you have already thanked those others who have helped you. Thanks to those whose help was given to the Survey itself over the past five years, the men and women who encouraged us in the face of difficulties that sometimes seemed insuperable, the experts who gave us unstinted help, the Carnegie Corporation of New York, source of all our funds, the householders of Cape Town, who were our willing collaborators; and especially the staff of the Survey, who gave service more zealous and loyal than one has any right to expect; and of those who were with us for the longest part of the work: Mrs. E. Bailey, Mrs. R. Hooper, Mrs. D. Raymer, Mrs. E. Shackleton, and my wife, Helen, who helped me in every way.

And next, I think we feel, this is an occasion for taking stock. In the whole realm of literature there is one character whom I especially admire for his attitude to public affairs. You will surely remember, Mr. Chairman:

It was a summer evening,
Old Kaspar's work was done,
And he before his cottage door,
Was sitting in the sun:
And by him sported on the green
His little grandchild Wilhelmine.

And her little brother Peterkin also. Peterkin came to ask his grandfather what it was that he had found that was so large and smooth. And, "'Tis some poor fellow's skull," said he, "Who fell in the great victory." So they talked of the battle of Blenheim and the great victory it was. And then quoth little Peterkin: "But what good came of it at last?"

And as we sit here to-night, Mr. Chairman, is it altogether fancy, that sceptical cherubic little face just behind and above your shoulder? Can it be Saint Peterkin, the patron saint of Conferences, regarding us all as here we sit, and putting to us his own question: What good came of it at last?

Certainly, Sir, a question to be asked. We have had a splendid conference, a conference in certain respects quite unexampled, a conference that will be remembered. We have heard some papers that we shall want to refer to again and again in our Official Report. We have had debates and discussions, which, if sometimes a little obscure to some of us, have at other times risen to levels of high distinction. We have passed resolutions.

We have not exhausted our capacity for passing resolutions. I do not think that the resolutions that we have passed represent the mind of the Conference in any comprehensive sense. To travel carefully over the mind of the gathering we have had here this week would be a great undertaking, a voyage that we should not complete in three months. But what we have passed is a sample, a very small sample, of the resolutions we have been capable of passing. They are a symptom of the way the mind of the Conference has been working; a symptom, I believe, of the way the mind of the country is working.

I hope we shall claim for them no less, and no more, than this. Although a member of this Conference, I have not attempted to contribute to your debates or to vote in your divisions; because I believe in the principle of division of labour and am old-fashioned enough to think that every man should mind his job, and that it is the job of social surveyors to produce social surveys and of men of action to act upon them if they find them of use for that purpose.

To my mind, researchers should be prepared to breathe a *nunc dimittis* when they find that their work is grist to the mill of men and women who are prepared to try to put it to practical use. Sometimes the uses are not quite what the researchers would have foreseen or desired. There was a certain Dr. X who published a book in which he expanded and developed in an alarming way the doctrines of a certain Professor A. A critic reviewing the book said that he supposed that Professor A., on reading the book, must have felt like Sin when she gave birth to Death. Mr. Chairman, I am not suggesting any close parallels. I am only trying to say that the mere research worker, and the acts to which his work may contribute, are two different generations of ideas; and it is a wise father that knows his own child. When we began to plan our survey in 1935, little did we think that it would ever be the occasion of a unanimous resolution calling upon the Government of this country to make provision for every economic contingency in the life of every citizen from the cradle to the grave—surely the tallest new order ever given to the leaders of a people since the days of Moses! But this is what has happened. And in the sample of ideas that have been expressed in debate and resolution in this Conference lies a symbol of the justification of social research in our time. For it is my belief that, in our time at least, no social

science is worth bothering about if it does not lead, directly or indirectly, to a betterment of the lives of the people. And although I have no direct means of proving this, I believe that that opinion is shared by everyone of my colleagues who are engaged upon their researches in the social science departments of the universities of this country. Knowledge without use is dead. Social research is justified to the extent to which it helps us to better our lives.

I should not like to be thought to be preaching a Gospel of Science. I claim nothing for science in its own right. I do not claim for it any pre-eminence, any right to be considered before other activities of the human mind and body. I most certainly do not claim that it can provide us with a substitute for that beauty and nobility of purpose and will without which none of our devices can avail us much. I claim for it that it is useful; that taking the world as it is and ourselves as we are, not very noble, not very brave, not very clever, but imperfect humans beset by dangers and difficulties on every hand; taking ourselves and our world as it is, science may help to find us a way out of our wreck to rise in; in other words, may provide us with the means of social planning.

I say "provide us with the means of social planning" because I do not believe that social planning is possible without social knowledge. To my mind, knowledge is the necessary step that goes before planning. Much of what has passed for planning in the past, much of what has been advocated as planning for the future, does not deserve the name of planning at all, but of speculating. Planning, as I understand it, means the rational ordering of our affairs upon a basis of knowledge. Many of us feel nowadays that our present society is not sufficiently planned. On every hand, we see the evidences of war, poverty, famine, disease. We each help to perpetuate this burden of misery, without in the least intending to, without having the least desire to do so, desiring nothing more than to be able to rid ourselves of it. But things are in the saddle, and ride mankind.

We beg for guidance. We ask for a plan. And ten thousand voices are at once raised, offering us plans, policies, remedies, panaceas, all guaranteed to work perfectly, all quite different from the rest. And the last state of bewildered mankind is worse than the first.

I do not come to you this evening, Mr. Chairman, with a Plan, I do not even come before you with specifications for planning. I come with a suggestion of quite another kind. My suggestion is this. Planning is a natural activity of the human race. We are even told that it is an attribute of God himself, but be that as it may it certainly is a natural attribute of men. We like to have our carefree moments, but by and large we are not happy unless we purchase those carefree moments by planning. Our lives are full of planning, and we are not content unless we can lead a planned and ordered existence. The trouble is that in the past generation life has become very much more complex than it was,

and our new social problems have outgrown our old plans. We need further plans. How to get them?

I do not think we need to worry very much about how to get them. I think there is a natural tendency of the human mind to plan. And we always have planned as far as our knowledge will enable us to plan. *I suggest to you that the reason why our present plans are inadequate is that our knowledge is inadequate.* And I suggest to you that it is no good for us to say "Our present plans which look a year ahead are inadequate; we must make plans which look ten years ahead." If our present plans which look one year ahead are inadequate, then our plans which look farther ahead will be more inadequate. If we wish to be able to plan ten years ahead, then we must build up the knowledge which is necessary for planning ten years ahead.

A good deal of our planning in the past has been closely allied to magic, the belief that we can get things done without understanding the way they work. I hope I shall not be misunderstood in this connection. I am far from denying the great influence of magic. There are woods in Arcady where the light of Science never penetrates; and yet these are very pleasant woods and full of delights. And there is that most mysterious magic of personality, the strange differences between human beings that are so subtle and so elusive to science, and the ground of all that is precious in life. I am not concerned to deny the influence of magic, that great enemy of science. I can only say that magic is out of place in the sphere of social policy, that I regard any alliance between Fairyland and Parliament as unholy.

That, I suggest, is at least part of the reason why our planning in the past has been on the whole so inadequate. And I take the temper of the debates of the past few days as evidence that in the opinion of the Conference our past planning has been inadequate. We have planned badly, not because we have lacked planners, but because our planners have lacked knowledge.

We do not know enough about social conditions to be justified in passing half the Acts that Parliament passes every year. Certainly we do not know enough to be justified in framing the regulations under them. In our corporate capacity as planners and legislators we proceed with the cheerful self-confidence of the man who was asked if he could play the violin and said he did not know, he had never tried. Every session our committees and control boards and legislative assemblies set out across uncharted seas on voyages beside which the ventures of a Magellan appear the merest routine operations.

I have said we lack the knowledge of social conditions necessary for our planning, because it is first and foremost social conditions that our plans have to do with. Let us not make the mistake of supposing that our marketing boards are really dealing with wheat and maize and sugar; they are dealing with the supply of food, with the demand for food, with the necessaries and needs of human life. Let us not suppose that our town planners dispose

over streets and drains and buildings ; they dispose over human beings.

Some of us yesterday saw a film, made by students of social science under the guidance of Miss Isabel Tibbit. The picture that that film has left on my mind is a picture of a small child, sitting on the ruins of a demolished building, bewildered, and perhaps a little afraid. It was his home that the planners were demolishing ; his new home, let us hope, that they were simultaneously preparing for him. All our planning in the long run comes down to that—somebody's dinner, somebody's wife and family, somebody's life or death. And it is precisely these things that we know least about. We have learned to build beautiful and useful houses but we have never bothered to find out why the lives that are lived in them often continue to be ugly and useless. We know more about vitamins than about consumers ; more about factories than about workers ; much more about machines than about men.

How are we to get this knowledge of the social life of man ? We are now far from the days when pundits could dismiss this as an impossibility, assert that there were no scientific laws of the social world, or that, if there were, it would be impious to inquire into them. We recognize now that just as the nineteenth century saw the extension of scientific method from the inanimate world to the world of living things, so we in our turn are witnessing its further extension into the still more complex world of social relations. But the advance is slow. How can it be hastened ?

Certainly not by guesswork or simple inspiration. If we are to increase our scientific knowledge of social conditions it must be by the application of those same scientific principles that have given us control in the realms of engineering, of chemistry, of applied biology ; and that, I take it, means in the first place some form of social surveying.

The term "Social Survey" is sometimes used in non-technical senses. Any brief, and sometimes superficial, study of some aspect or other of social life is liable nowadays to be dubbed a survey. But the term in its technical use means a particular scientific procedure, very much the reverse of fragmentary or superficial, designed to describe the main features of the social life of a given community. And by scientific procedure here I mean a procedure designed to yield substantially the same results whoever is responsible for directing it. Such work, which belongs to the province of sociography rather than of sociology, has not hitherto found a footing in the Union. We have had monumental social studies of other kinds—I need mention only the immensely valuable tasks performed by the Carnegie Poor White Commission and the Cape Coloured Commission as examples of what I have in mind—and we have had historic conferences at which a great wealth of experience has been made available as a basis for policy—again I need instance only the Kimberley Volkskongres as an example of

what I mean—; but that is one kind of work, and social surveying in the proper sense of the term is another kind of work.

My own interest in the social-survey method arises, not from any lack of appreciation of these other types of study, but from a conviction that until we have laid the broad descriptive basis of our science, these other lines of study can hardly be followed to full advantage. We must walk before we can run. I believe that this is so widely felt that there is already springing up a demand for workers trained in the special and rather intricate techniques of social surveying ; and I hope that the time is not very far ahead when it will be possible for a university student in the Union to study for a Diploma in Social Surveying.

The special task of the social-survey method is, I am sure, not generally appreciated. Its task, as I see it, is very similar to that of the land surveyor ; and I think that before long we shall be demanding qualified social surveyors in our municipalities and government departments to carry out what will, I hope, be regarded as the preliminary routine sociographical work of all plans for social engineering.

I think this misunderstanding of the tasks of social surveyors accounts for some of the questions that are sometimes put to them. We have been often asked what remedies for poverty the social survey has revealed ; which is a little like asking whether the Trigonometrical Survey has succeeded in discovering any convenient way of removing Table Mountain (excepting, of course, that many of us really wish to remove poverty). But it is not the task of social surveyors as such to prescribe remedies. It is their task faithfully to describe the main features of social life as they find them, as a preliminary to discussions like those of this week and to more detailed social studies of other kinds.

What, in fact, has our Cape Town Social Survey provided in this way in the preliminary reports that have formed the basis of this week's discussions? I should like to try briefly to sum up its contributions under four heads.

1. DOCUMENTATION OF THE EXISTENCE OF INTOLERABLE CONDITIONS.—The Survey has placed on record a description of social conditions which the consensus of opinion, in this Conference for example, unmistakably has stamped as intolerable. If I were a statesman, weighing the discussions and resolutions of this Conference, I should be most of all struck by the practically complete unanimity regarding objectives that has appeared among us, great as the diversity of our proposed methods may have been. That is no little thing ; but I believe that it is only the precursor of greater possibilities of agreement in the future, as our knowledge grows. For I regard knowledge as the greatest unifying force among men.

Among the conditions of which our Survey has been able to provide a description are poverty—one household in four without the barest means of existence ; overcrowding—one household in five without the most cramped accommodation compatible with

health and decency; malnutrition—half the Coloured school children examined by Professor J. F. Brock in his Nutrition Survey were found to be malnourished, and while the European figure is unknown, it is likely to be high; all linked with a birth rate so high that it would give rise to the gravest problems of adjustment and maintenance if it were not compensated by a remarkably high infant mortality rate. As a concrete example of the conditions to which I refer, let us take one particular family, situated a little above the Poverty Datum Line, drawn from a dozen picked out at random from the sixty thousand households comprising the population of Cape Town.

Liftman, married, aged 26.

Wife, two small daughters.

Rent of one room, £1 monthly.

No transport expenses, cycles to work.

Earnings, 35s. weekly.

Poverty Datum Line, 28s. 2d. weekly.

Net Available Income, 30s. 5d. weekly.

Socio-Economic Status :

With a small family, still very young, and great economy in transport and rent, resulting in overcrowding, this household just manages to achieve a standard above the Poverty Datum Line, but well below the Effective Minimum. As the children grow up, even if no more are born, the father's semi-skilled job will not suffice to keep them out of poverty whatever economies are practised.

Half the non-European families in Cape Town were worse off than that family. But some of us knew some of these things already. The Survey has, however, been able to provide

2. A DESCRIPTION OF THE EXTENT AND DISTRIBUTION OF THESE CONDITIONS.—We know that some of these conditions are concentrated in certain areas and that others are found everywhere. We know that a very large share of these conditions is borne by the non-European population; but we know that the European population by no means escapes them.

And in the third place the Survey has already been able to publish

3. A DESCRIPTION OF SOME OF THE CORRELATIVES OF THESE PHENOMENA.—We have been able to describe how malnutrition in a particular household is by no means necessarily bound up with poverty in that household, how poverty and overcrowding often go hand in hand but by no means necessarily so. We have produced some evidence, and hope to produce much more, to show that while their poverty is commonly the destruction of the poor, it is often the destruction of the rich as well. We have begun to compile tables which go to show that while sub-standard living is often bound up with such personal consequences as chronic sub-health, mortality, disease, malnutrition, overcrowding, mental under-development, and crime and delinquency, it is also often bound up with such far-reaching social consequences as low productivity, low purchasing power, high taxation, and social unrest. And, as the researches of Miss Edna Parlo have shown, the burden, while it falls heavily on some adults, falls heaviest of all on that

generation of children who are the only future that South Africa possesses.

And finally the Survey has been able to achieve

4. THE ISOLATION OF SOME CAUSAL FACTORS.—We have been able to show that the poverty of the Coloured people in the District Six area, for instance, cannot be attributed mainly to the high prices of food, high though they are, nor to dearness of rents, expensive though house-room is, nor to sickness, superannuation, or unemployment, common as these are, nor to largeness of families ; but that it must in very large degree be attributed to the very low wage rates prevailing in the occupations to which the Coloured people are largely restricted. This Conference, Mr. Chairman, has laid great stress upon wages ; and I must say that I think the Survey supports this emphasis.

And throughout almost every individual piece of study that the Survey has undertaken has run one unequivocal piece of testimony : the testimony that, granted our differences of background and heredity and experience and the numerous other important differences that the Survey has had to record, we are all involved in one great symbiosis, one inescapable process of living together. Perhaps I am not my brother's keeper. I may even repudiate my brother's brotherhood. But there is a limit to repudiation. I cannot repudiate the tubercle bacillus. I cannot repudiate the contagion of poverty. I cannot repudiate the laws of social existence. "No man", wrote Donne, "is an Iland intire of it selfe ; every man is a peece of the Continent, a part of the maine ; if a Clod bee washed away by the Sea, Europe is the lesse, as well as if a Promontorie were, as well as if a Mannor of thy friends or thine owne were ; any man's death diminshes me, because I am involved in Mankinde ; And therefore never send to know for whom the bell tolls ; it tolls for thee."

The bell tolls for us all ; for we are all, morally, socially, economically, "involved in Mankinde" ; and if the moral responsibility sometimes sits easily upon us, the economic nexus is inescapable. Our civilization is a civilization of the market place ; most of us make our living by some form of selling. As sellers, we suffer if others are too poor to buy from us. Many of us are employers of labour. As employers, we suffer if others are too poor, too malnourished, too sick, too hopeless, to work with skill and with zeal. All of us pay taxes, if not on our incomes, then on our food, our clothing, our dwellings. As tax-payers, we suffer if others must be relieved, maintained, corrected, punished, at the expense of the State. Many of us have, or hope to have, children. Our children will suffer if the social heritage that we bequeath them bears an entail of poverty, ignorance, and disease.

The bell tolls for us all, to warn us each of personal implication, of personal danger, of personal responsibility for social policy. The success of our attempts to build the Good Society rests with our acceptance of this responsibility.

It is in this responsibility, this challenge, that I find the link

between social surveying and social planning. Social planning is the concern of us all. We are manifestly not content that there should be a monopoly of planning. But our best contributions to the social plans of our age will come to nothing, or worse, just in that measure in which they are based upon ignorance; upon ignorance of the way other people are circumstanced, upon ignorance of other people's aims and purposes in life. And they will have a chance of success just in that measure in which they are based upon knowledge.

These are not easy times for any of us. The pressure of life is for many almost more than can be borne. We crave and struggle for that freedom which man has sought down the ages; freedom from our enemies, freedom from ourselves, freedom from the all-pervading necessities of our physical and social being. Man's life is a struggle for freedom, for he is born in chains.

To him the scientist offers a hope. I do not say, the only hope; that I cannot know; but a hope. "Ye shall know the truth, and the truth shall make you free." It is with this promise that the social scientist both pledges and justifies his work. This is his faith and the inspiration of whatever is best in his achievements:

These things shall be. A loftier race
Than e'er the world has known shall rise,
With flame of freedom in their souls
And light of knowledge in their eyes.

Opsomming

Die Maak van Maatskaplike Opnames en Maatskaplike Skemas

Maatskaplike navorsing is geregverdig in die mate waarin dit help om ons lewe te verbeter. Die wetenskap mag ons van die middels voorsien vir maatskaplike planberaming. Maatskaplike kennis is noodsaaklik vir die opstel van maatskaplike skemas. Ons huidige skemas is ontoereikend omdat ons kennis van maatskaplike toestande ontoereikend is.

'n Vermeerdering van wetenskaplike kennis van maatskaplike toestande moet deur die toepassing van wetenskaplike beginsels verkry word. Daarby is ten eerste maatskaplike opname betrokke—'n wetenskaplike prosedure wat bedoel is om die hoofkenmerke van die maatskaplike lewe van 'n gegewe gemeenskap te beskryf.

Die bydrae van die Kaapstadse Maatskaplike Opname tot maatskaplike kennis kan as volg opgesom word:

1. Dokumentering van die bestaan van onuitstaanbare toestande.
2. Beskrywing van die omvang en verdeling van hierdie toestande.
3. Beskrywing van die korrelatiewe van hierdie verskynsels.
4. Afsondering van enige oorsaaksfaktore.

Elke gedeelte van die studies wat deur die opname onderneem is, het bewys gelever dat almal by een onontkoombare proses van saamlewe betrokke is. Almal is dus persoonlik verantwoordelik vir die opstel van maatskaplike skemas.

SOME LESSONS OF THE CONFERENCE

By CHARLES TE WATER

Chairman of the Conference

Read at the Public Session of the Social Survey Conference,
Cape Town, 20th February, 1942

May I be permitted to express my satisfaction as Chairman of the Social Survey Conference—a satisfaction which I am sure will be shared by every Delegate—at the genuine interest which both the Public and the Press have taken in the important and vital issues with which the Conference has been concerned during the last three days?

This gathering is itself manifest evidence of that interest.

It has not been a simple task to concentrate public attention in these distracting times on matters which would appear to have no direct bearing on this country's war effort. But the task has been undertaken with much devotion and unselfishness by a group of thoughtful people here in the Mother City to whom our gratitude should be wholeheartedly given. It has been done in the conviction that that State is in jeopardy which neglects the welfare of its people. War, however threatening and terrible, is fortunately a transitory human experience. The problems with which this Conference has been concerned are the eternal ever-present and imperative needs of men and women.

Let there, therefore, be no doubt about this. The social and economic problems of this country are matters which cannot be allowed to be deferred or overlooked.

In the blue-prints of the civilized State the "Welfare of Society and the Just Government of Men"—these twin aspirations—must continue to be given that priority which it is interesting to observe it has in the daily prayer with which Mr. Speaker opens the proceedings of Parliament.

To give this largely expert audience a paper on "Some Lessons of the Conference" is an invitation which I have accepted with a measure of caution and with certain reservations in my mind. I shall interpret my subject with that latitude which is a Chairman's privilege, broadly, with a benevolent width which, I imagine, may enable me to escape the dilemma of my situation, that of the dilettante in the presence of the specialist.

I will endeavour, accordingly, as befits the occasion, to approach my task with decorum and modesty, and not attempt to teach where I have come to learn.

I offer you my first lesson : I draw my first moral from the character of this Conference—its integrity, if I may use a word which defines, I think, exactly the “mind” of the Conference.

The composition of the Conference supplies a characteristic cross-section of intelligent and enlightened opinion in the Union—of men and women deeply concerned in the well-being of their country, of people interested in finding answers to urgent questions—in solutions, who would persuade Executive Authority to translate the word and the promise into accomplished deed—who are intolerant only of delay.

It has been said that it is always easier to phrase the ideal than to build it. This implication of unpracticability—this imputation of idealism—is the stock accusation and refuge of the executant against the thinker. Here is an example of one of those needless and wasteful clashes in the modern state which do infinite harm. In my view the influence of our intellectual centres, the Universities, should be more direct. It is a weakness of our system of government that the executive authority and the intellectual centres—the brain trusts of our country—live their lives largely in different worlds—in mutually unsympathetic worlds—both remote and suspicious one of the other.

It is insufficient that Universities should guide the minds only of the youth of a nation. The disciplining and training of our youth is, of course, a responsibility of incalculable benefit to the nation. But it is, in its nature, a benefit *in futuro*.

What of our problems of the moment—our social, our economic, and in a wider sense our political problems, for which answers are sought by the empiric and subjective method of the politician and the bureaucrat, working hand in glove, as they must and do in our existing political system, with the banker and the leader of industry and commerce ?

Surely the State needs an objective method of approach as well—pure thinking, an examination of national problems without the prejudice of political bias or private gain—disinterested solutions !

This is to be found in the University.

And if this statement is doubted, let those who doubt give honest heed to what has passed at this Conference.

Having said so much, may I emphasize nevertheless that while scientifically everything is possible, humanly many things are not. In the last ditch the problem is the same for scientist and executant. They both have to allow for the human element. They have to adjust, adapt, correct, in order to create out of social and economic disequilibrium a reasonable and balanced organism.

Therefore let them get together, the University and the State ; co-ordinate, collaborate. The task is too great for either of them, separately. They will be equal to it together.

May I offer you an example ? Delegates have had the opportunity of studying a document, a “Memorandum on National and

Provincial Planning", drafted with much thought, which is now in the possession and having the attention of Government and Provincial Authorities. It is a compactly comprehensive and objective argument composed by a committee over which I was privileged to preside, consisting of Professor Thornton White and Professor Batson, a committee constituted at my instigation by the Housing Utility Company. The document urges the Government to appoint a carefully selected and balanced commission to report and advise on the creation of national and regional planning machinery adequate to the needs of the Union—to bring into being national and provincial bodies to direct and control what has hitherto been a haphazard growth, resulting in grave and expensive mistakes, and in irremedial damage to our national interests.

The question is highly technical.

The hive is an organism. Its construction is functional. It works smoothly. So should the State. The worker should have his home near his work. The great industries should be located and developed in close relation to the proved economic and social interests of the community. The road, the railway and the airway should form an inter-related complex serving the national need. The natural beauty of town and country should be preserved.

In a word, National Planning in its widest sense presupposes the survey and utilization of the surfaces of a country in relation to the needs of its population.

In most advanced countries Departments of State exist or are being planned to meet and to give expression to this fundamental need.

Here, unhappily, apathetically, we are rapidly drifting into that chronic state from which many of the older countries are now struggling to escape, so aptly described as apoplexy at the centre and paralysis at the extremities.

Departments admittedly are unable to advise Ministers on a subject which is, as yet, outside all bureaucratic experience. The memorandum, therefore, has filled a gap. It is a voluntary service and an intelligent contribution to the State, by the University, with which it fell to my lot to be associated, which I am glad to say has been accepted in that spirit, and which may yet lead to far-reaching and important developments.

I come now to the objective, the broad purpose of the Conference.

That it should be held despite the distraction and anxieties of these critical times is at once the measure of the urgency of the social and economic problems of the Union and the perplexing character of the issues with which the Conference has concerned itself—the increasing and dangerous pressure of poverty among certain sections of the community, and the complexity of the problem as such :

Let there be no mistake about this : "What a nation does, that it has". It cannot escape its deeds. Of this I am coldly certain.

We, too, in this land of too much sunshine are piling Pelion on Ossa and presently we will have the bill. It will be found to be a debt—a heavy, insufferable debt—which we shall be compelled to discharge.

It is a difficult human experience to escape from the oppression of the dead past into a life more suited to the living present. But a new human scale has been forced into the hands of men—we are being constrained to measure by new standards.

So it becomes us, in good grace, "to look", if I may take a phrase from Frank Lloyd-Wright's London Lectures in the year before the war, "to look beyond the tolerances and ignorances of the moment into the future". "Life is at a loss", he said, "not at a premium—a world hysterical, uneasy, everything material at sixes and sevens with everything spiritual. What the world requires is direction, an organic society!" I liked his definition of the true statesman, "Architects of the Social Order." By that yardstick how rare Statesmen must be!

That, then, has been the purpose of this Conference, to find a direction, to set a course, to offer organic solutions.

In this mind we have had three days of serious debate. We have been provided with a specimen cross-section of what our country can offer in rational thinking. I use those two words—rational thinking—to lead me to an observation which I now desire to make.

In the past the element of loose speculation and generalization has entered too largely into the approach, political and official, to the socio-economic problems of the Union. We have been, in almost every field, too much the amateur. Here at last, in an important facet of this field of work this element has been eliminated, or at the very least vastly minimized, by the brilliant researches of Professor Edward Batson.

The Series of Reports and Studies issued under his leadership by the Social Survey of Cape Town, on Poverty among European Homes, Growth of Population, Ethnic Distribution of Population, The Poverty Datum Line, Poverty Among Coloured Homes, European Households, Classification of European Male Voters; and his two Reports and Studies in Social Science and Social Work on Coloured Malnutrition in the Eastern and Southern Areas of Cape Town, constitute an epoch, a mile-stone in the history of social reconstruction in the Union of South Africa. *Here we have hard facts at last—cold unforgiving things from which no escape is possible.* Those Reports should lie on the table of every Cabinet Minister and Head of Department; they should be disseminated to the Churches, the Judiciary, to Local Authorities and Public Corporations; and indeed there should be a complete set of these valuable papers on the editorial desks of every one of the newspapers of this country. For it is through the Press of this country, which I have observed has admirably recognized its responsibility in regard to these issues, that an enlightened public opinion can be constructed which will presently compel action.

In the opening paragraph of the two Reports on malnutrition we are informed of a collaboration which is not the least encouraging element of these two fascinating and significant researches. "In April, 1939," it reads, "the Social Survey of Cape Town was invited by Professor J. F. Brock, Head of the Department of the Practice of Medicine at the University of Cape Town, to collaborate with him in the study of malnutrition among school children in Cape Town, *on behalf of the Union Department of Public Health*". What could have been more felicitous? Here is a precedent—a marriage between Science and Bureaucracy—a marriage of convenience between the State and the University—a union which has already given to us this twin off-spring, and promises as richly for the future. May we hope that Dr. Allan will encourage his colleagues by his own enterprise and good example, and that presently other Departments of State will accept and follow his adventurous lead?

An extremely important event in the evolution of the socio-economic policies of the Union has been the appointment of a National Nutrition Council, to the work of which body Professor Irving has drawn attention in his illuminating paper on "Under-nourishment and Malnutrition".

But as always in this country there is danger that this National work may be done in water-tight compartments, without reference to or collaboration with those other bodies concerned practically with the problem of nutrition as well as other aspects of the well-being of the citizen, for example, the Municipalities and Housing Utility Corporations. Too often with us the right hand is unaware of what the left hand is doing. It is a weakness to which Government's attention should be drawn by this Conference.

It is in controlled areas, such as the Epping Garden Village, housing some 3,500 people of low income earning capacity, where a profitable association between the Housing Authorities and the Nutrition Council may well be established.

Professor Irving has also referred the Conference to certain aspects of the Brock-Batson Nutrition Survey, particularly to the association between poverty and malnutrition, and to the even more clearly established inter-connection between overcrowding and malnutrition. Ignorance, he points out, is another contributory factor, and he quotes Professor Cathcart of Glasgow as claiming ignorance to be as important a cause of malnutrition as poverty itself,—a claim which doubtless reinforces Dr. Bosman in his sequence of Education before Health, a matter to which I shall refer again at a later stage of this paper.

Basing his conclusions on the Brock-Batson investigation, Professor Irving gives five main contributory factors causing malnutrition among the different communities of South Africa, and suggests appropriate remedies for each, such as propaganda and education, food subsidies, the provision of an Oslo breakfast, and a controlled policy for agricultural production strictly measured by the national food requirements.

I wonder—if I may be permitted a digression nevertheless relevant to my subject—whether it is generally known that that ill-starred but tremendously important experiment the League of Nations made one of its outstanding contributions in this fascinating field of modern research, the New Knowledge, as the science of Nutrition came to be known at Geneva.

The four volumes of "The Problem of Nutrition" of the Mixed Committee of 1936 (a committee unique in its composition of distinguished men of affairs and of eminent scientists, representing a great number of the advanced countries), and the final report of the Mixed Committee of 1937, constitute the *fons et origo*—the source of inspiration to the Governments of every country of the world, including our own. It is to the Mixed Committee that South Africa owes its Nutrition Council. My own association with those reports, slight as it was, is still a matter of much personal pleasure and indeed pride to me. I recall with peculiar interest that the happy and descriptive phrase which Professor Irving quotes in his paper, as supplying the cure for an agricultural policy which is devised primarily to help the producing farmer and not the malnourished consumer, the "Marriage of Health with Agriculture", was uttered by my colleague Bruce of Australia in 1936 with whom I was at that time collaborating in London and Geneva.

A broad policy, therefore, which could be advantageously commended to Government, introducing as it does the principle of co-ordination—the lack of which, I repeat, is the chief deficiency disease in our body politic—is to be found in the following Authoritative Statement taken from volume two of the League *Report on the Physiological Bases of Nutrition*: "Production, distribution and consumption have hitherto been mainly considered as economic problems without sufficient regard to their effect on public health. The general problem of nutrition, as it presents itself to-day, is that of *harmonising economic and public health developments.*"

May I quote one further and enlightening passage from the Report of the Mixed Committee, which appears to me to give the very pith of the matter in terms of National Policy? "For a nutrition policy to be effective, the problem must be recognized as one of primary importance. During the past half century standards of housing and sanitation have undergone remarkable changes in certain parts of the world. These standards are reflected in the greater welfare of the people. The present generation is effecting a similar change in the standards of nutrition. But the importance and future benefits of these new standards of nutrition to health are not yet sufficiently widely recognized. It lies with governments supported by enlightened public opinion to take the lead. *We are now more than ever convinced of the necessity of bringing together scientists, economists, agriculture experts, consumers' representatives, teachers and administrators in national committees.*"

Let me, in concluding this part of my paper, refer those of you who may desire to become more directly interested in this vital

problem, particularly in relation to the Coloured and Native community, to a mine of authoritative information and experience: "A Report in two volumes presented to the House of Commons, in July, 1939, by the Committee of the Economic Advisory Council on Nutrition in the Colonial Empire." This work of a most distinguished Mixed Committee of British experts is not sufficiently well-known in this country. May I be so bold as to recommend it particularly to the attention of those ministers and heads of departments who are directly concerned with the health of the Coloured and Native sections of our population?

Hitherto I have shown more direct concern regarding national policies rather than with those of other important bodies—the Provincial and Municipal authorities—which under our Constitution are empowered to originate policies affecting the areas under their jurisdiction. In a paper on "A Social Policy for Provincial and Municipal Governments" Dr. Louis Bosman, after scheduling the extraordinary number of public bodies controlled by the Provincial Authority, *i.e.*, 47 hospitals, 96 Divisional Councils, 130 Town Councils, 140 Village Management Boards, and 111 School Boards, concluded that it was impracticable to develop a provincial social policy, which he judges is the concern of central or of municipal government. I am not sure I quite follow his reasoning unless it is that he views, as many do, the provincial authority as a vanishing factor in the constitutional evolution of our country.

Be that as it may, Dr. Bosman's valuable paper approaches the problem from the narrower municipal angle. But it is nevertheless the practical angle of a past Chairman of the Public Health Committee of this city, who had himself contacted the disheartening problem of the less privileged classes of Cape Town—a problem complicated, as he points out, by the presence of a mixed population.

The panacea for the non-European, he claims, is compulsory education and re-housing—both measures to be entrusted to the municipal authority. Resulting from these measures he visualises the rapid evolution of a vastly improved type, with an education which will automatically force the possessor up into the ranks of the skilled classes. With increased wages a higher standard of nutrition will result—your educated citizen thus becomes a healthy citizen. His circle is complete.

You will have observed an interesting and unorthodox sequence in this thesis: Education—Health.

In the ancient ideal "*Mens sana in corpore sano*" the order is inverted. In it the state must be presumed to encourage, or possibly even assist in bearing the expense of creating a healthy body in which will be developed in due time an educated mind.

I am not sure whether the ingenious doctor has not deliberately and mischievously led us to the very edge of that age-old unanswerable postulate: Which comes first, the egg or the hen?

Does it really matter as long as we continue to have the egg and the hen ?

May I be permitted to make one last commentary on this interesting and thought provoking paper. Dr. Bosman uses somewhere, quite casually and innocently, a phrase of which I have learnt to be suspicious. Call this Conference a Conference of Social Reformers and, rightly or wrongly, its work will be suspect. The less privileged do not wish to be pitied, or patronised, and rightly claim that they are in no greater need of reform than the privileged. Let us rather offer practical solutions for re-building our communal life—Reconstruction—Social Reconstruction.

That, then, is a social policy which may be recommended to provincial and municipal authorities : *Educate, House, Feed.*

It may be countered ; all this is being done.

Yes, it is being done—much, almost adequately, among the Europeans. But how inadequately among the Coloured people of the Union ! And how little, if anything, for the Natives !

Dr. Van der Poel in her study of "The Present Position of Coloured Education in the Cape Province"* points this contrast in the Educational policy of the Union : State controlled and compulsory for the Europeans ; divided-control and non-compulsion for the Coloureds, a policy resulting directly in the avoidance of any schooling at all for 30 per cent. of the Coloured children ; and for the Natives, to use her vivid phrase, "the darkness of stagnation."

On these educational issues no speaker moved the Conference more profoundly than Professor Grant whose brilliant indictment of the system of divided control leading to a state of masterly inactivity—as he termed it—on the part of the provincial authorities will not be forgotten by those who were privileged to hear it.

In an address of this scope I have not attempted to do more than to interpret in broad outline some of the many important matters which have interested the Conference. I have necessarily restricted myself to the briefest analysis of a few of the questions which in themselves have formed the subject of considerable discussion. But housing is a matter which, for its importance in the social and economic pattern of this country, has perhaps been dealt with too cursorily by me.

Major Brinton, still freshly bearing the laurels he had so well earned as this City's First Citizen, gave the Conference out of the wealth of his municipal experience invaluable advice on this subject. May I publicly express the hope, despite another pressing public responsibility which he discharges to the entire satisfaction of his fellow citizens, that soon we of the Housing Utility Company may count on his wide knowledge as a new asset in our Company's activities ?

Housing, especially sub-economic housing, is a public activity

* In *The Cape Coloured People To-day*, 1942, Institute of Race Relations.

which can now rightly be said to have passed its pioneering stage in this country. Yet, is it possible to claim that our municipalities and our public utility companies have solved their problems?

So much of the work has been, and still is, haphazardly planned—all of it is unco-ordinated. Here quite literally the right hand does not know what the left hand is doing.

The location of the Garden Village, European, Coloured or Native, its lay-out and architectural expression, its social organization—these are matters which are left entirely to the experience, enterprise, and vision, or to their lack, of municipalities and utility companies, working in watertight compartments.

Schemes for the housing of Europeans and Coloured with limited but certain incomes are approved. Housing for the very poor with uncertain incomes is frowned upon. *Indeed in Cape Town no provision whatever has been made for this most needy class.* On the contrary a carefully arranged experiment submitted by the Utility Company over which I am privileged to preside, has been refused by the authorities.*

The Central Housing Board, the apex of this formless figure, admittedly is inadequately constituted to deal with the complexity of the problem. It is a statutory body working in complete isolation, with restricted powers.

Thus I find myself back to the only solution: the establishment of appropriate and adequate machinery to translate this very considerable but disconnected enterprise in a vastly important social and economic field into a planned co-ordinated advance.

Add then, to our slogan of *Education, Housing, Nutrition* an insistent demand for the establishment of *National and Provincial planning machinery* suitable to the need of our country, and we have a practical policy which will work and give results, as certainly as it has done in other advanced countries. There must be machinery. Give me machinery and I will give you results.

The subject, the State and Housing, brings me logically to its complement the State and Health.

The Conference has been extremely fortunate in having three distinguished authorities, Dr. Peter Allan, Dr. Shadick Higgins and Dr. Harvey Pirie, take part in a public discussion of far-reaching importance. Nothing could be healthier than the exposure by these specialists in Public Health of the weak links in our health system.

In "A Health Policy for the State", Dr. Pirie has raised in his closely reasoned paper the very much discussed issue of a State Medical Service. Speaking with justifiable pride of the spectacular advance made by science he claims that the system of *laissez-faire* has resulted in his profession in a situation in which only the interests of the rich are being sufficiently served, and, at the expense of the State, a few, a very few of the very poor benefited.

* Happily, the Department of Social Welfare has since undertaken financial responsibility for the experiment, which is now being put into effect.

For the rest, the great in-between group, people of modest means, serious sickness becomes a crippling experience.

Thus the time is ripe, he thinks, for a State Medical Service, and he goes on to plead for a closer collaboration between Medicine and Social Welfare. Finally, he presses for the establishment of a Ministry of Health and Social Welfare.

Here then is a cold uncompromising thesis, made, I imagine, at an extremely propitious moment in the history of ideological evolution. Our world it would appear is not as fearful of socialism as it used to be.

By implication Dr. Pirie's thesis finds support in a paper *Die Maatskaplike Dienste in die Stad* (The Social Services of the City) by Ds. P. du Toit. It is an admirably condensed summary of the social services of Cape Town in which Ds. du Toit demonstrates the extraordinarily wide range of State and charitable organizations, "this conglomeration of charitable endeavour," as it was uncharitably described by Senator Smith, who nevertheless rightly saw in this mass endeavour a confession of failure of our social services to meet the evils of poverty. Their very existence provides proof of the toll of poverty, misery and disease in our midst, and, by necessary implication it can be fairly concluded, of the inadequacy of the medical profession, organized as it is, to meet this heavy demand.

I find also, and again by implication, support for Dr. Pirie's thesis in a paper of great practical value "The State and the Health of the Urban Population", by Dr. Shadick Higgins, the widely experienced Medical Officer of Health of this City and Professor of Public Health at the University of Cape Town.

Here is eloquent and significant testimony of the health of Cape Town which should be closely studied by our sociologists and welfare workers in the Mother City. The paper demonstrates an important truth which should be known and understood by every official or other body waging war against disease, tuberculosis and infantile mortality—that the war against disease and death must be lost unless the social lives of the people, their standard of living, their education and housing, are raised to a civilized level. If this inter-dependence of disease and social reconstruction is accepted as the truth which Dr. Higgins deems it is, surely it makes a State Service *a fortiori* a necessity.

Leaving disease, its incidence and effect on the health of the people, to the experts, I would nevertheless point a weakness in health administration which handicaps beyond computation the enterprise of our health authorities, damps the enthusiasm and devotion of the voluntary worker, and retards delays and postpones often to the Greek kalends the putting into effect of national health policies. It is the old arch-enemy of our country—divided responsibility—dual control—multiple counsels.

It is the custom to extol the virtues and the wisdom of the Fathers of our Constitution. But here is found a blindness which passes all understanding. The nation's health, a fundamental

which above all others should have remained the sole preoccupation of central government, was split in the Act of Union into two arbitrary fields, and "the establishment, maintenance and management of hospitals and charitable institutions" handed over to the four Provincial Councils. With their four histories, their four outlooks and their four economies, there have resulted four separate policies, four discordancies ever since, which all the ingenuity and good will of the Consultative Committee of Administrators has not been able to resolve.

There can be no comprehensive solution for the health problems of the Union under such a system.

I do not speak without my book.

As the Nuffield Trustee in South Africa, seized, in collaboration with the National Council for the Care of Cripples, with the task of organizing the orthopaedic problem of the Union on a national basis, I for three years have wrestled with this hydra-headed monster created by the Fathers of our Constitution. For the simplest issue there must be found four separate solutions for four Provinces. Four Administrators, and their not-to-be-despised-or-avoided Provincial Secretaries, have to be persuaded. Their invariable courtesy is the one grace in an ungracious and unfortunate situation in which all suffer, but where the chief sufferer is the unhappy cripple whom all desire to help.

Surely, before the problem grows too large—it is still of manageable proportions—the remedy should be boldly and courageously sought. Here again is a policy which this Conference could recommend, of immeasurable benefit to the Nation : *The Repeal of Section 85 sub-section 5 of the Constitution.*

May I now, in the briefest way, touch on three papers submitted to the Conference, under the heading "The State and the Urban Worker ? "

Two methods of approach, I think I can say this without being misunderstood, have been employed, the subjective and the objective, representing the Church and the University.

Bishop Lavis in a paper designated "The Unprotected Worker" and Professor Hutt in a technical study on "Industrial Legislation and Collective Bargaining" have both dealt with different aspects of the same problem of Social Insecurity which more directly than any other impinges on the consciousness of mankind—on the daily experience of living—Wages and Work.

In his courageous paper Bishop Lavis finds in the principle of Trusteeship accepted by Government over the Native races of South Africa no mere utilitarian solution of the existing relationship between the races, but a recognition in that relationship of the eternal values of human existence.

I described his paper as courageous, because it does—in these times—require a fortitude, a gallantry, a gameness, to claim that "Capitalism is on its trial" ; that "the State must protect

the citizen from the domination of greed"; that a "sense of responsibility toward the worker by the employer and the shareholder is the only consideration which can justify the continuation of the existing order."

The case advanced by Bishop Lavis and Professor Hutt for the unskilled non-European worker—the unprotected worker—is, on the facts, unanswerable. Combined with the findings of the Batson Survey they constitute an indictment against the existing wage system that must be met.

Professor Hutt's remedy, a quota system, a proportion of openings for the unskilled worker in skilled trades, is one solution. And, he advises, in the face of the complexity of this country's economy, let the advance, whatever the solution, be cautiously made in the spirit of Sydney Webb's *Inevitability of Gradualness*—a doctrine which apparently made little appeal to the more impatient spirits of the Conference. A difference of opinion which I judged to be no more than a difference in tactics.

The alternative of gradualness, be it noted, is revolution, force. Some say "a change of Government : is that ever enough?"

Be that as it may, wage-fixation is anathema to Professor Hutt; wage-fixation makes the poor poorer. Our social legislation has been poverty-creating. He claims that the oppressive system of equal pay will perpetuate benefit for the European and oppression for the Coloured worker. His slogan is "abolish the unskilled worker."

In a third paper, a "Labour Policy for the State," Professor J. L. Gray, in frankly and refreshingly confessing his Social-Democratic faith, pleads for a rational and democratic labour policy as a vital part of any programme of post-war reconstruction.

He points the conflict between a capitalist monopoly of the opportunity of labour and the trade union monopoly of the supply of labour—a conflict which wise rulership will endeavour to reconcile by a policy of increasing the quantity and quality of labour supply by the application of methods of social service, and of improving the efficiency of its management.

This task of advancing a rational labour policy for the State, Professor Gray describes as formidable in its range, complexity and controversial character.

Indeed its controversial character is well illustrated by differences of opinion among these three distinguished specialists in diagnosis as well as in the remedy, offered by them—differences which, nevertheless, appeared to be, in result, not too obstinate or incapable of reconciliation when tested by the solvent of good-will and reasonableness.

In those three papers the Conference was brought to face issues which of all post-war problems will undoubtedly cause the most heart-burning. Here we are in the presence of the most dangerous of all questions the answers to which may well spell the difference between Order and Revolution. The stage will be confused beyond

all experience in the post-war period. The yardstick of yesterday and to-day governing this generation's economy will be found to provide no safe measure for the needs of living in the new age. Nothing can be more important, therefore, than that the State shall call upon its *total* wisdom when in the fullness of time it is compelled to face and meet these most vital of all problems, Wages and Work.

Now, before concluding, may I make the briefest reference to two of the most important papers presented to the Conference? The Conference enjoyed and profited by no paper more than by Mr. G. W. Hutchinson's "The Juvenile and the Entrance to Industry". "Less than one per cent. of Coloured children have any hope of entering skilled trades as apprentices." The quota system of Professor Hutt, he deems a very slight palliative. "Raise the wages of the unskilled worker", is his remedy, and "bring down the cost of living. Let the Government assure that the burden of the farmers' subsidies shall not fall on the shoulders least able to bear it".

These conclusions were reinforced by Mr. Marais, the Superintendent of the Tokai Reformatory, who showed that the artificial injection of war gold into the ranks of the Coloured worker had actually led to a great increase in juvenile Coloured delinquency, a paradox not astonishing to the student of war demoralization, Mr. Hutchinson's conclusions provide a significant and practical complement to the Batson Surveys.

Senator Rheinallt Jones is the other author to whom I have just made reference. He too used the Batson Survey with much effect in demonstrating the disequilibrium which exists in social services as applied to the different sections of our community. Possibly Senator Jones is our best example of the inevitability of gradualness. The way his paper was received by the Conference was a compliment to his patience and persistence in the cause of racial and social justice.

Most men, it has been observed, apparently want the same things; security, peace, freedom, a good job, and a square meal; but what they get is insecurity, war, oppression, unemployment, and undernourishment.

That must no longer be permitted.

Quantitatively and qualitatively our social and economic problems are not beyond remedy.

That, this Conference whose work is drawing to a close has striven to demonstrate.

That, I judge, is the most important and encouraging "lesson" to be taken from the deliberations of this distinguished group of economists, sociologists, of education and health authorities, and of men of affairs and of influence, and of workers among the poor.

The *problem* has been postulated; *remedies* have been propounded; it remains now for *organized public opinion* to impress its demands on *authority*. It rests with *authority* to take action with vision and with courage.

May I say in all sincerity to those of you who are responsible for this admirably organized and serious attempt to grapple with these issues : You have done well. Your work will not be lost. I have been honoured and privileged in being associated with you in a work of national importance.

Opsomming

Enige Lesse van die Konferensie

Op die Konferensie is 'n deursnee van intelligente en verligte mening op die maatskaplike en ekonomiese probleme van die Unie toegespits. Dit is wenslik dat die Universiteite met die Staat in verband met sodanige probleme moet saamwerk. Die argument word gesteun deur verwysing na 'n onlangs verskene „Memorandum oor Nasionale en Provinsiale Planberaming” en na die samewerking van die Kaapse Voedingsopname met die Departement van Volksgesondheid van die Unie.

Die algemene doel van die Konferensie was om 'n rigting vir behandeling van die probleme wat daar voor hom was aan te wys, 'n taak wat deur die navorsing van die Maatskaplike Opname van Kaapstad vereenvoudig is.

Professor Irving se opmerkings oor voedingsbeleid bring die baanbrekerswerk van die Volkebond in hierdie rigting in gedagte. Albei het klem gelê op die behoefte aan die koördinerende van pogings by die behandeling van 'n probleem wat van eerste belang is. Dr. Bosman het egter verkies om onderwys voor gesondheid te stel ; en geen spreker het die Konferensie meer as Professor Grant met sy aanklag teen die huidige onderwysstelsel beweeg nie.

Behuisingsbeleid is in 'n waardevolle verhandeling deur Majoor Brinton behandel. Baie werk in hierdie rigting is op die geluk af gewees ; dit is alles ongekoördineerd. By die vraag om onderwys, behuising, voeding, moet daar dus gevoeg word 'n vraag om die daarstelling van middels vir planberaming.

Die Konferensie is gelukkig gewees om drie persone van gesag en onderskeiding te hê om die Staat en Gesondheid te bespreek. Dr. Pirie het die saak van 'n Mediese Staatsdiens geopper en het by implikasie steun gevind in Ds. du Toit se uitstekend saamgevatte opsomming „Die Maatskaplike Dienste in die Stad” en in hoe Dr. Shadick Higgins aangetoon het hoe gesondheid en maatskaplike heropbou onderling van mekaar afhanklik is.

Biskop Lavis en Professor Hutt het elk 'n onweertstaanbare saak vir die onbeskermde werker voorgelê. Hulle verhandelings maak 'n aanklag teen die bestaande loonstelsel uit wat verhelp moet word. Professor Gray het die taak van die voorlegging van 'n rasionele arbeidsbeleid vir die Staat as gedug beskryf. Hierdie moeilikheid word goed deur die verskille tussen hierdie drie spesialiteite van onderskeiding verduidelik ; maar dit is nie waarskynlik dat hulle onversoenbaar is nie.

Mnr. Hutchinson en Senator Rheinallt Jones het in twee van die belangrikste verhandelings voor die Konferensie ten beste van die Batson-opname gebruik gemaak om die onewewigtighede in ons industriële en volkswelnsystelsels aan te toon.

Meeste mense wil dieselfde dinge hê maar aan hierdie basiese verlange word tans nie voldoen nie. Dit kan nie langer toegelaat word nie omdat die belangrikste „les” wat uit hierdie Konferensie geleer kan word is dat ons maatskaplike en ekonomiese probleme nie van so 'n aard is dat hulle nie verhelp kan word nie.

GENERAL BUSINESS

CONDUCTED AT THE FIFTH SESSION OF THE
SOCIAL SURVEY CONFERENCE, CAPE TOWN,
FRIDAY, 20TH FEBRUARY, 1942.

THE CHAIRMAN (MR. C. TE WATER) read the following resolution :

This Social Survey Conference, *taking note* of the following series of Reports published by the Social Survey of Cape Town :

- SS 1. *The Growth of the Population of Greater Cape Town.*
- SS 2. *The Ethnic Distribution of the Population of Greater Cape Town.*
- SS 3. *The Survey Poverty Datum Line.*
- SS 4. *The Distribution of Poverty among Coloured Households in Cape Town.*
- SS 5. *The Distribution of European Households in Cape Town.*
- SS 6. *The Occupational Class of European Male Voters in Cape Town.*
- SS10. *The Distribution of Poverty among European Households in Cape Town.*
- SP 3. *The Poverty Line in Cape Town* (revised edition of SS3).
- T 1. *The Cape Town Poverty Datum Line with Adjustments for Changes in the Cost of Living,*

and the following associated reports :

The Social Services and the Poverty of the Unskilled Worker (Institute of Race Relations, Reprint Series No. 5, 1939.)

The Social Services: Discrimination and Counteraction (Institute of Race Relations, Reprint Series No. 7, 1940.)

"*A Contribution to the Study of Urban Coloured Poverty*" in *The Cape Coloured People To-day* (Institute of Race Relations, 1942.)

"*Sub-Standard Living: Its Physical, Mental, and Social Effects*" in *Education and Democracy* (S.A. Teachers' Association, 1941.)

A Contribution to the Study of Certain Aspects of Family Allowances with Particular Reference to Cape Town, by Edna Parlo, M.A. (Soc. Sc.) (Cape Town), 1941.

A Socio-Economic Study of Parkwood Estate, Cape Flats, by Phyllis Rabkin, M.A. (Soc. Sc.) (Cape Town), 1941 ;

observing that the Survey reveals conditions of poverty and human misery which no Christian country can tolerate ;

being convinced that these conditions are dangerously undermining the health, well-being and happiness of citizens, and are a proved and direct cause of the malnutrition of large sections of the population of the Union ;

being concerned that the unrest which these avoidable conditions may in the incalculable post-war social and economic circumstances breed among the affected groups may constitute a threat to the safety of the State;

strongly urges Government immediately to submit legislation creating a National Code of Social Security designed to meet the needs of the European and Non-European sections of the Union's population ;

and draws the attention of the Government to the Report and Resolutions of this Conference.

Resolution moved.

MR. C. B. MUSSARED :

In support of this resolution I wish to say how much we appreciate the immense volume of work that has been done by those responsible for the Social Survey and the evidence that has been tendered to this Conference. I hope the Conference will be not annual, but quarterly. I believe it has been a benefit to the whole community.

MR. A. H. CORNISH-BOWDEN said that the object of the Conference was to help the less fortunate members of society and that he doubted if it was necessary to bring in a reference to hypothetical dangers.

COUNCILLOR C. PEARCE said that, as a Socialist, he welcomed the words referred to, as a reminder of the danger of Communism.

MR. W. BALLINGER said that, while he felt that the wording was the best possible in the circumstances, those responsible for the Conference should take care at any future time to ensure that fewer papers were presented and greater opportunity given for discussion.

THE CHAIRMAN (MR. C. TE WATER) reminded the Conference that Mr. Cornish-Bowden had made a suggestion concerning the wording of the resolution under discussion.

Mr. te Water's resolution put, and adopted. [See Resolution 1, p. 203.]

THE CHAIRMAN (MR. C. TE WATER) stated that it was necessary for the Conference to make provision to carry its resolutions to the proper quarter and to keep in being a permanent committee to deal with the resolutions to the best of its ability.

MR. C. ROSE-INNES read the following resolution on behalf of the Conference Committee :

That, from the close of the Conference, the Conference Committee shall function as a continuation committee.

That the functions of the Conference Committee in its capacity as continuation committee shall be :

- (i) to disseminate the findings of the Social Survey of Cape Town and of the Social Survey Conference ;
- (ii) to foster and support the work of the Social Survey of Cape Town ;

- (iii) to conduct such business as may be necessary to bring the affairs of the conference to a conclusion ;
- (iv) to submit findings and resolutions to the Government or body concerned. The Committee to have general power of co-option and in particular to co-opt the mover of resolutions or any person nominated by him or her.

Resolution moved.

MR. W. BALLINGER said that those who were interested in Senator Smith's proposal were particularly desirous that his resolution should go direct to the Prime Minister, and that he could not support the fourth clause of the resolution before the Conference.

MR. C. TE WATER suggested that it would not be necessary to make special provision for any one resolution. The powers of co-option provided for would meet the point raised by Mr. Ballinger.

Mr. Rose-Innes's motion put, and adopted. [See Resolution 3, p. 204.]

BISHOP S. W. LAVIS read the following resolution :

That this Conference places on record its deep sense of gratitude to the Carnegie Corporation of New York for its gift of £1,000 which made it possible for the Cape Town University to carry out the first scientific Social Survey on the African Continent ;

expresses its high appreciation of the direction of Professor Edward Batson who conceived and planned the Survey and, with the aid of his staff and voluntary helpers, brought it to a successful issue ;

earnestly appeals to the City Council and public-minded citizens to provide the amount of £1,000 in order that the work of the Survey may be completed and the full facts of human living conditions of the inhabitants of the City made fully known to all concerned ;

commends to the Union Government, the Universities of South Africa, the Provincial and Local Authorities the example offered by Cape Town to the end that similar surveys should be undertaken in all the big centres of the Union by properly trained and equipped Survey Staffs, the whole undertaking being co-ordinated under a national director with experience of Social Survey Work.

Resolution moved.

The first and second section of Bishop Lavis's resolution put, and adopted.

COUNCILLOR C. PEARCE, speaking to the third section of Bishop Lavis's resolution, moved the following amendment :

Delete "City Council" and substitute "Government."

This is a national matter. Why should the ratepayers pay for this ?

MRS. N. B. SPILHAUS :

It is extremely gracious that we should express thanks to those who have helped us. But we ought not to ask for money. If our work is worthy we shall get the wherewithal to carry on.

BISHOP S. W. LAVIS proposed the deletion of the words "the City Council and".

The third section of Bishop Lavis's resolution, as revised, was put, and adopted.

PROF. O. WAGNER, moving the following amendment to the fourth clause of Bishop Lavis's resolution :

Delete the words following "to the end" in the fourth section of the resolution, and substitute: "that the Union Government be requested to create immediately a National Research Board, with sufficient funds at its disposal and with a full-time fully-trained personnel, with the object of investigating social problems affecting the whole of the country,"

said that he thought the existing Bureau for Educational and Social Research should fulfil the function referred to, but that its funds should be supplemented by the Government.

MR. S. PAUW, moving the following amendment :

Delete the words following "to the end" in the fourth section of the resolution, and substitute: "that the Union Government be asked to place funds at the disposal of the universities and university colleges for such work,"

said that while the Conference had done valuable work he could not regard it as a national conference, and that for that reason he felt that it could not properly make proposals concerning a national Board.

Our Universities are willing to undertake this work, but for the lack of funds cannot do it.

PROF. O. WAGNER said that the National Bureau should meet Mr. Pauw's point since it already financed private research workers.

BISHOP S. W. LAVIS proposed the following wording in place of that in the fourth section of his resolution :

commends to the Union Government, the Universities of South Africa and the Provincial and Local Authorities, the example offered by the Social Survey of Cape Town and other such researches ; and

requests the Union Government to create immediately an independent national research board with sufficient funds at its disposal and with a full-time, fully-trained personnel, with the object of investigating social problems affecting the whole of the country."

The revised fourth section of Bishop Lavis's resolution put, and adopted.

Bishop Lavis's resolution, as adopted clause by clause, put as a whole, and adopted. [See Resolution 2, p. 204.]

Algemene Werksaamhede

Hoofpunte in die Bespreking op die Vyfde Sitting van die Konferensie insake Maatskaplike Opname, Kaapstad.

Vrydag, 20 Februarie 1942.

DIE VOORSITTER (MNR. C. TE WATER) het Besluit No. 1, (bl. 208) voorgestel. MNR. C. B. MUSSARED het waardering oor die werk wat die Opname en Konferensie gedoen het uitgespreek. MNR. A. H. CORNISH-BOWDEN wou verwysing na moontlike misnoegdheid weglaat maar RAADSLID C. PEARCE het 'n herinnering aan die gevaar van Kommunisme verwelkom. MNR. W. BALLINGER het die optrede van die Konferensie gekritiseer maar het die besluit gesteun. Die besluit is aangeneem.

MNR. C. ROSE-INNES het Besluit No. 3 (bl. 209) voorgestel. MNR. BALLINGER het verlang dat aan Senator Smith se voorstel 'n spesiale plek toegeken word maar die Voorsitter het beslis dat die voorsiene bevoegdhede van koöptasie Mnr. Ballinger se punt sou oplos. Die besluit is aangeneem.

BISKOP S. W. LAVIS het 'n besluit voorgestel om dank te betuig aan die Carnegie-korporasie van New York en waardering uit te spreek aangaande die rigting van die opname en waarin 'n beroep gedoen word op die Stadsraad en inwoners om geldelike hulp en die voorbeeld van Kaapstad geloof word „opdat dergelike opnames in alle groot sentrums onderneem word“. Volgens wenke van RAADSLID C. PEARCE en MEV. N. B. SPILHAUS het Biskop Lavis voorgestel om die bepaalde geldelike beroep op die Stadsraad weg te laat; en na aanleiding van wenke van PROFESSOR O. WAGNER en MNR. S. PAUW het Biskop Lavis die bewoording voorgestel wat uiteindelik as die vierde en vyfde paragrafe van die besluit aangeneem is. Die hersiene besluit is aangeneem. (Sien Besluit No. 2, bl. 209).

RESOLUTIONS ADOPTED BY THE CONFERENCE

GENERAL

Resolution 1.

This Social Survey Conference, *taking note* of the following series of Reports issued by the Social Survey of Cape Town :

- SS 1. *The Growth of the Population of Greater Cape Town.*
- SS 2. *The Ethnic Distribution of the Population of Greater Cape Town.*
- SS 3. *The Survey Poverty Datum Line.*
- SS 4. *The Distribution of Poverty among Coloured Households in Cape Town.*
- SS 5. *The Distribution of European Households in Cape Town.*
- SS 6. *The Occupational Class of European Male Voters in Cape Town.*
- SS10. *The Distribution of Poverty among European Households in Cape Town.*
- SP 3. *The Poverty Line in Cape Town* (revised edition of SS 3).
- T 1. *The Cape Town Poverty Datum Line with Adjustments for Changes in the Cost of Living,*

and of the following associated reports :

- The Social Services and the Poverty of the Unskilled Worker* (Institute of Race Relations, Reprint Series No. 5, 1939).
 - The Social Services: Discrimination and Counteraction* (Institute of Race Relations, Reprint Series No. 7, 1940).
 - "A Contribution to the Study of Urban Coloured Poverty" in *The Cape Coloured People To-day* (Institute of Race Relations, 1942).
 - "Sub-Standard Living: Its Physical, Mental, and Social Effects" in *Education and Democracy* (S.A. Teachers' Association, 1941).
 - A Contribution to the Study of Certain Aspects of Family Allowances with Particular Reference to Cape Town*, by Edna Parlo, M.A. (Soc.Sc.) (Cape Town), 1941.
 - A Socio-Economic Study of Parkwood Estate, Cape Flats*, by Phyllis Rabkin, M.A. (Soc.Sc.) (Cape Town), 1941 ;
- observing* that the Survey reveals conditions of poverty and human misery which no Christian country can tolerate ;

being convinced that these conditions are dangerously undermining the health, well-being and happiness of citizens, and are a proved and direct cause of the malnutrition of large sections of the population of the Union ;

being concerned that the unrest which these avoidable conditions may in the incalculable post-war social and economic circumstances breed among the affected groups may constitute a threat to the safety of the State ;

strongly urges Government immediately to submit legislation creating a National Code of Social Security designed to meet the needs of the European and Non-European sections of the Union's population ;

and draws the attention of the Government to the Report and Resolutions of this Conference.

Resolution 2.

This Conference places on record its deep sense of gratitude to the Carnegie Corporation of New York for its gift of £1,000 which made it possible for the Cape Town University to carry out the first scientific Social Survey on the African Continent ;

expresses its high appreciation of the direction of Professor Edward Batson who conceived and planned the Survey and, with the aid of his staff and voluntary helpers, brought it to a successful issue ;

earnestly appeals to public-minded citizens to provide the amount of £1,000 in order that the work of the Survey may be completed and the full facts of human living conditions of the inhabitants of the City made fully known to all concerned ;

commends to the Union Government, the Universities of South Africa, and the Provincial and Local Authorities, the example offered by the Social Survey of Cape Town and other such researches ; and

requests the Union Government to create immediately an independent national research board, with sufficient funds at its disposal and with a full-time, fully-trained personnel, with the object of investigating social problems affecting the whole of the country.

Resolution 3.

That, from the close of the Conference, the Conference Committee shall function as a continuation committee.

That the functions of the Conference Committee in its capacity as continuation committee shall be :

- (i) to disseminate the findings of the Social Survey of Cape Town and of the Social Survey Conference ;
- (ii) to foster and support the work of the Social Survey of Cape Town ;
- (iii) to conduct such business as may be necessary to bring the affairs of the Conference to a conclusion ;

- (iv) to submit findings and resolutions to the Government or body concerned. The Committee to have general power of co-optation and in particular to co-opt the mover of resolutions or any person nominated by him or her.

WAGES AND POVERTY

Resolution 4.

That, in view of the poverty disclosed by the Survey, a Commission be appointed to investigate the practical possibility of removing restraints on equality of employment opportunities, due regard having been given to the established expectations of races, skilled workers and other economic groups.

Resolution 5.

That the Government be asked to appoint a Commission forthwith to investigate the causes of poverty, with particular reference to the beneficial and harmful effects of control boards, co-operative societies, producers' associations, and distributors' agreements, and other trade organizations and practices, and to suggest remedial measures.

Resolution 6.

That (i) all surplus labour should be taken up into Government schemes of development of the country's resources, and
(ii) rates of pay and conditions of work should be such as to encourage the self-respect of workers.

THE SOCIAL SERVICES

Resolution 7.

(a) That this Conference records that the evidence collated from the Cape Town Social Survey reveals conditions of human misery which no Christian country can permit to continue. Therefore the Government is strongly urged, as an immediate aim, to take statutory power to enforce a comprehensive Code of Social Security designed to insure every citizen of the State against every economic contingency of life, from birth to death.

(b) That members of this Conference will use all the means in their power to have this resolution given effect to.

(c) That a deputation from this Conference be appointed to convey this resolution to the Right Hon. the Prime Minister, together with a report of the proceedings of this Conference.

Resolution 8.

That maintenance grants be paid to the mothers of all children in the Union of South Africa from birth to the age of sixteen years.

Resolution 9.

That the Government be requested to make adequate provision for aged people in the Union of South Africa, irrespective of race.

Resolution 10.

That the Government be requested to constitute a full-time Central Housing Board with the duty of initiating enquiries and exercising coercive powers in the matter of the housing of the poor in urban and rural areas, and that such Board shall

- (a) co-ordinate housing reforms throughout the Union ;
- (b) consider methods whereby costs should be maintained at levels which will encourage the building of houses for the poorest class ;
- (c) secure exemption under existing regulations in order to permit the use of unskilled and semi-skilled labour in making housing provision for these classes.

EDUCATION

Resolution 11.

That, owing to the aggravation of poverty and ill-health by illiteracy, the Provincial and Government Authorities should aim immediately at providing at least the rudiments of education for every child and youth of whatever race : and, in the meanwhile, private individuals should assist by giving instruction to persons or groups.

Resolution 12.

That there be equal educational opportunities for all and compulsory education for children between the ages of seven and seventeen, due regard being paid to the adequate nourishment of children receiving such education. Furthermore, it is imperative that the Union Government make the necessary adjustments to the Financial Relations Act, permitting of a far higher subsidy for the Coloured child than obtains at present.

Resolution 13.

Recognizing how great a factor drink is in relation to poverty and public health, the Conference hereby resolves to press upon the Authorities concerned the urgent necessity of providing for systematic scientific instruction regarding the nature and effects of alcohol, and of making such instruction compulsory in teacher-training centres, and also in schools and other educational institutions.

HEALTH

Resolution 14.

This Conference calls on all Local Authorities and the Government of South Africa to increase the number of beds available

for cases of pulmonary tuberculosis to not less than the total annual deaths from tuberculosis ; and that this resolution apply to all other areas where similar conditions exist.

Resolution 15.

In view of the fact that war almost invariably brings a recrudescence of venereal disease, this Conference urges that immediate steps be taken to increase hospital accommodation and treatment centres in suitable localities, and every step to educate people as to its incidence and curability.

Resolution 16.

That education of children of all races in personal health, hygiene and nutrition, should be given from entry into school, and be progressive and well illustrated throughout school life.

Resolution 17.

That this meeting cordially approves of the proposals put forward by Dr. H. Gluckman for a comprehensive medical service and expresses its appreciation of the sympathetic attention of the Minister of the Interior and Public Health.

Resolution 18.

That the Government be requested to provide adequate dental care for indigent children of all races.

Resolution 19.

That in view of the malnutrition disclosed by the Survey, the Government be urged to investigate

- (a) the methods of removing, without injustice to home producers of foodstuffs,
 - (i) all tariffs and prohibitions on the importation of health-giving foodstuffs ;
 - (ii) all systems of internal control which involve the raising of food prices internally and the destruction or dumping abroad of home-produced foods ;
- (b) the possibility of improving the present wasteful methods in the distribution of essential foodstuffs.

BESLUIE DEUR DIE KONFERENSIE AANGENEEM

ALGEMEEN

Besluit 1.

Nadat hierdie Konferensie insake Maatskaplike Opname gelet het op die volgende reeks verslae wat deur die Maatskaplike Opname van Kaapstad uitgereik is, te wete :

- SS 1. *The Growth of the Population of Greater Cape Town.*
- SS 2. *The Ethnic Distribution of the Population of Greater Cape Town.*
- SS 3. *The Survey Poverty Datum Line.*
- SS 4. *The Distribution of Poverty among Coloured Households in Cape Town.*
- SS 5. *The Distribution of European Households in Cape Town.*
- SS 6. *The Occupational Class of European Male Voters in Cape Town.*
- SS10. *The Distribution of Poverty among European Households in Cape Town.*
- SP 3. *The Poverty Line in Cape Town* (revised edition of SS 3).
- T 1. *The Cape Town Poverty Datum Line with Adjustments for Changes in the Cost of Living,*

sowel as van die volgende daaraan verbonde verslae :

The Social Services and the Poverty of the Unskilled Worker (Institute of Race Relations, Reprint Series No. 5, 1939).

The Social Services: Discrimination and Counteraction (Institute of Race Relations, Reprint Series No. 7, 1940).

„A Contribution to the Study of Urban Coloured Poverty” in *The Cape Coloured People To-day* (Institute of Race Relations, 1942).

„Sub-Standard Living: Its Physical, Mental, and Social Effects” in *Education and Democracy* (S.A. Teachers' Association, 1941).

A Contribution to the Study of Certain Aspects of Family Allowances with Particular Reference to Cape Town, by Edna Parlo, M.A. (Soc.Sc.) (Cape Town), 1941.

A Socio-Economic Study of Parkwood Estate, Cape Flats, by Phyllis Rabkin, M.A. (Soc.Sc.) (Cape Town), 1941 ;

en opgemerk het dat die opname toestande van armoede en menslike ellende wat geen Christelike land kan gedoog nie, aan die lig bring ;

Collection Number: AD1715

SOUTH AFRICAN INSTITUTE OF RACE RELATIONS (SAIRR), 1892-1974

PUBLISHER:

Collection Funder:- Atlantic Philanthropies Foundation

Publisher:- Historical Papers Research Archive

Location:- Johannesburg

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