ABSTRACTS OF PAPERS
UITTREKSELS VAN REFERATE

"FOCUS ON CITIES" CONFERENCE
,,SOEKLIG OP DIE STAD" KONFERENSIE
8th — 12th July / 8 — 12 Julie, 1968

INSTITUTE FOR
SOCIAL RESEARCH

INSTITUUT VIR
SOSIAALE NAVORSING

"FOCUS ON CITIES"
CONFERENCE

„SOEKLIG OP DIE STAD"
KONFERENSIE

ABSTRACTS   OF   PAPERS

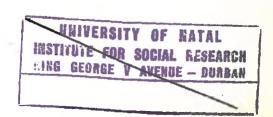UITTREKSELS   VAN   REFERATE

University of Natal
Durban
8th-12th July, 1968.

Universiteit van Natal
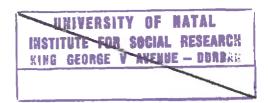Durban
8 - 12 Julie, 1968.

INTRODUCTION

These abstracts are presented in the language
in which the paper is to be presented. They are
grouped into sessions according to the arrangement of
the Conference time-table. The venue for each session
is also shown.

It should be noted that due to unforeseen cir-
cumstances, two papers listed in the "Conference
Programme" have had to be withdrawn by the authors.
Consequently a rearrangement of the Programme for
Section B on the morning of Tuesday 9th July, and for
both Sections on the morning of Wednesday 10th July,
has had to be made. Note that the excursions on
Wednesday as a result will leave after morning tea,
at about 10.30 a.m.

If further unforeseen circumstances necessitate
additional changes to the Conference Programme, these
will be indicated on the Notice-board in the foyer of
the Chemistry Block, and will also be announced.

INLEIDING

Hierdie uittreksels word aangebied in die taal waarin hulle voorgedra sal word. Dit is gegroepeer in ooreenstemming met die konferensieprogram.

Weens onvoorsiene omstandighede moes twee referate wat in die program opgeneem was, deur die outeurs teruggetrek word. Dit bring 'n verandering in die program teweeg en wel ten opsigte van afdeling B op Dinsdagoggend, 9 Julie en op Woensdag die 10 Julie (beide afdelings). Die vertrektye van die ekskursies op Woensdag word dus vervroeg na 10.30 vm.

Indien enige verdere onvoorsiene veranderings aan die konferensieprogram nodig blyk te wees, sal dit op die kennisgewingbord in die ingangsportaal van die Chemie-gebou aangebring en ook afgekondig word.

MONDAG MORNING, 8th JULY : PLENARY SESSION

11.30 - 12.30 p.m. : Lecture Theatre "A"

MAANDAGOGGEND, 8 JULIE : GESAMENTLIKE SITTING

11.30 - 12.30 nm. : Lesingsaal "A"

NOTE: For details about the opening ceremonies
         prior to the first lecture see the "Conference
         Programme".

LET OP: Raadpleeg die Konferensieprogram vir
         besonderhede van die plegtighede wat die eenste
         lesing voorafgaan.

CHANGING DETERMINANTS OF POPULATION DISTRIBUTION AND URBANISATION

Joseph J. Spengler

Basic to a consideration of the city is its size in relation to the distribution and other characteristics of the population in the larger environment of the society.

Two sets of factors determine the distribution of population in a society. The first can be seen as a set of conditions determining the range of choices in regard to population distribution open to a society. These conditions include economies of scale, complementarity and proximity within the city, the distribution of relevant decision-making power, broad economic and demographic factors (natural resources, transport, and the rural economy, technology, and population), the degree to which the stock of urban capital can support increases in urban population, and patterns of communication and computerisation of information. Other factors include the fixity and life of urban fixed capital, the degree of flexibility inherent in particular forms of urban development, the proportion of disposable income available for effecting improvements in the human environment, the relationship between marginal costs and benefits for developers, and the effects of the relationships between cities in a national or international network (often discussed in terms of "central place" or "rank size" theory).

The second set of factors are those which determine
why certain choices regarding population distribution
are made within the constraints discussed above. Broadly,
the most pervasive general factor is the market and
government controls affecting it. More specific factors
include the rate of growth of urban income which, in
conjunction with subjective awareness of density can
produce differences in demand for land, the margin of
discretionary private income in relation to ease of access
to amenities, conflict of classbound urban preferences,
housing requirements in relation to the changing age
structure of populations, and public attitudes toward
planning.

A basic assumption in considering the future pros-
pects of planned cities, is that the welfare of populations
increases with city size up to a point, while the costs
of providing services rise after a certain size has been
reached. A consideration of these and other factors
means that cities should be limited in size to roughly
200,000 to 250,000. This implies the existence of legal
policies, controls and forms of local administration
which are not present today.

Policies must serve the needs of all interests in
city populations. Such policies would appear to be
realizable under modern conditions.

MONDAY AFTERNOON, 8th JULY : PLENARY SESSION

2.00 - 5.30 p.m.   :   Lecture Theatre "A"

MAANDAGMIDDAG, 8 JULIE : GESAMENTLIKE SITTING

2.00 - 5.30 nm.   :   Lessingsaal "A"

SIZE OF CITIES

R.J.P. Jordan and E.W.N. Mallows

"The crisis is not in the city, but in man's
capacity to deal with the city's problems"

Two outstanding facts are affecting all types of
planning today. The growth of world population and
the growth of urbanisation. These two are connected
and have to be considered together as joint phenomena
and predictions made on that basis. Some of the more
urgent theoretic and practical implications of these
predictions is the subject of this paper.

World population stands now at close on 3,500
million and is increasing by 200,000 persons per day,
so that the U.N. prediction for the year 2,000 A.D. is
7,000 million. At present well under half the
population is urbanised, because two-thirds of the
population are in undeveloped or non-industrialised
communities; all the developed nations have urbanisation
factors well above one half, and the rate is growing
constantly. It is reasonable to assume a world demand
for urbanised centres to accommodate at least 3,500
million by the year 2,000 A.D.

A large proportion of the present urbanised
population appears to prefer to be in very big cities.
It is the big metropolis or "urbanised region" that is
now showing the greatest growth.

The existing pattern of these urbanised regions would appear in an embryonic state but they are beginning to appear everywhere, irrespective of the degree of development or industrialisation of the Country concerned. There is an astonishing range of difference in their character, equipment, functional efficiency and type of problems; their only common denominator being their size and growth. While Los Angeles and Tokyo can undoubtedly be considered in their various ways as falling within the category of "very big city" and as being the cores of existing urbanised regions, the claims of Calcutta or Ibadan, which are at most only the nascent cores of such regions, have yet to be satisfactorily proved.

Our existing concepts would seem inadequate to deal with these phenomena. The word "city" itself has its historical connotations with the walled city of pre-industrial societies, sharply differentiated from the surrounding rural areas and always ready to repel attack; even the word "region" carries with it the concept of a dominant countryside with a dispersed and fragile network, such as Christaller investigated half a century ago. These concepts today are not valid, and are becoming a hindrance to new and constructive thinking.

The main factors to be considered in constructing
new concepts are derived from human values, and, it is
true, from some of the classic human values that created
the urban revolution in the first place five thousand
years ago.   They concern fundamentally human contact
and human communication... what is new in the intensity
the frequency and the scale of these contacts.   Put
in its simplest form it is the scale effect : but
this is so large, in time even more than place, that
it requires radically new thinking.   Some possible lines
of thought are indicated in the paper, and some
possible applications to Southern Africa.

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THE SPATIAL ARRANGEMENT OF TOWNS IN PORTION
OF THE REPUBLIC OF SOUTH AFRICA

G.P. Cook

The basic tool of the geographer concerned with urban distributions is the map on which towns and cities are located. Obvious or highly regular patterns are seldom evident, yet if urban centres are to provide services for the surrounding region one would expect them to show a fairly even distribution. A problem therefore lies in ascertaining whether a particular arrangement can be identified. Various mathematical methods therefore have been suggested in an effort to obtain comparable and reliable interpretations of the spatial arrangements.

A relatively homogeneous portion of the Eastern plateau region of the Republic is chosen as the study area. A regular, rectangular lattice is constructed in order to calculate the density of towns within each cell. The observed distribution is compared with the probable distribution that would result if all factors were equally significant in governing the location of urban settlements. The chi-square test is used to indicate that the spatial arrangement is more regular than random.

M.F. Dacey's model, based on probability theory, is tested by applying it to the actual settlement pattern in the South African study area. A high degree of

correspondence with Dacey's results is achieved though a greater degree of dependence in cell frequency seems to exist in South Africa.   The entropy approach, developed by Y.V. Medvedkov to separate the regular from the random components of the urban distribution, is then applied to the study area.   The resultant ratios are compared with Medvedkov's analysis of settlement-patterns in other parts of the world.

The data indicate that a substantial degree of regularity exists in the distribution of urban places in one portion of the Republic.   Further expansion of the observed area may show interesting patterns.   The observed data is also compared with the theoretical distribution that would occur if an hexagonal lattice existed in the study region.   Results indicate that conformity to the models does not necessarily imply the existence of a regular pattern of the type postulated by W. Christaller.

The similar results achieved with the two models tested suggests that either method may be employed in order to determine that a regular spatial pattern exists. Calculating the density of towns per cell would also appear to be a far less laborious method of differentiating regular patterns than the nearest neighbour technique.

RESULTANTS OF THE URBANIZATION PROCESS IN
SOUTH AFRICA

R.J. Davies

The objective of this paper is to examine
structures of the urban population in South Africa
which have resulted from the process of urbanization.
It is not intended to analyse the process itself.

Urbanization is a stochastic process influenced
by social, economic and physical forces of considerable
complexity in detail.   It follows that the resultants
of urbanization will be no less complex either in the
range of phenomena or in their underlying causes.   For
this reason it has been decided to select a limited set
of urban structures for study.   The results presented
are preliminary and do not aspire to finality in terms
of detail or interpretation.   They are in effect a
report on research in progress.

The urban patterns selected for study include :

1.   An analysis of the form and nature of the city -
size relationship in South Africa in which the statis-
tical rank - size rule is applied to the urban size
continuum.

The urban rank - size rule postulated by Zipf
appears to apply reasonably closely to the South African
urban size hierarchy in the middle size range of towns.

The largest cities, however, are larger than expected.
Plotted on simple log-normal probability paper the
material shows that the city - size relationship in
South Africa has reached a stage intermediate between
a primate and log-normal distribution.   This has been
the case since 1921.   The primacy index 53.29 per cent
is near the world average of 55 per cent.   The South
African urban continuum is characterised also by multi-
city development and the growth of regional primates.
The country is effectively partitioned into several city-
centred regions each dominated by similar primate cities
which though varying in size are duplicative rather than
complementary.   The structure resembles that of Austra-
lia, New Zealand and Norway and contrasts with that found
for example in several Latin American countries and some
countries in Europe.

2.   A study of urban population / land ratios in which
an attempt is made to gauge the extent to which the
spatial pattern of urban population distribution is
influenced by the structures of primate city-centred
regions.

3.   While the range of demographic, social and economic
attributes of the urban population is very great, the
age/sex structure of the population has been selected as
an index of particular interest since to a considerable
extent it is closely related to degrees of economic
health.   It may be used to erect interesting hypotheses
of significance to spatial planning.   The result of an
analysis of the spatial patterns of the age/sex structures
of the White urban population of South Africa is presented.
The discussion is again related in part to the pattern of
city-centred regions.

14

DUE TO UNFORESEEN CIRCUMSTANCES THIS

ABSTRACT WAS DELAYED.

A RONEO'D COPY IS ENCLOSED.

MONDAY EVENING, 8th JULY : PLENARY SESSION

8.15 - 9.30 p.m.   :   Lecture Theatre "A"

MAANDAGAAND, 8 JULIE : GESAMENTLIKE SITTING

8.15 - 9.30 nm.   :   Lesingsaal „A"

THE SOUTH AFRICAN URBAN SCENE : A COMPARATIVE STUDY

An Illustrated Lecture

L.T. Croft

The purpose is to show that the appearance of
cities should be a matter for concern; the appearance
of South African cities deserves consideration; and
that planners should adopt a positive approach to the
appearance of cities.

A comparative study of the appearance of South
African cities is made, using Colesberg as a reference
point.   The date of its establishment and intended
purpose, the pioneers, the rate of growth and the
traditions are considered.   Features of Colesberg
are considered and compared, as shown in the table
below, with other South African examples and classical
overseas examples.   Wherever possible the reasons for
the existence of features examined are drawn out.

Certain urban scenes are often referred to, (such
as Paris in Spring, Historical Rome, Rio in Carnival
Time, and A Cotswold Village).   The great diversity of
such urban scenes is discussed and analysed in terms of
image-making.

It is concluded that in certain circumstances a
good urban environment can develop without the aid of
planners.   Planning is, however, necessary because
of the rapid rate of growth.   It is necessary for

FEATURES IN COLESBERG	S.A. COMPARISON	OVERSEAS
SITE		
topography	Stellenbosch, Beaufort West, Pretoria	Rio de Janeiro
PLAN	Philippolis, Beaufort West	
URBAN FEATURES		
streets and spaces		
formal	Graaff-Reinet, Parsonage Street	Copenhagen
	Stellenbosch, Drosdty Street	
	Pretoria, Kruger Street	
informal	Durban, Gillespie Street	
	Stellenbosch, Bird Street	London, Regent Street
	Grahamstown, High Street	
BUILDINGS		
dominant	Cradock, Graaff-Reinet Beaufort West, Philippolis	Venice
common	Stellenbosch, Graaff-Reinet	Crawley
SCALE	Stellenbosch, Worcester	London, Paris
PLANTING	Stellenbosch, Beaufort West, Graaff-Reinet	London, Paris.

planners to have a positive three-dimensional image
of their plan and also to have the determination to
carry it out.

TUESDAY MORNING, 9th JULY : SECTION A

8.30 – 11.50 a.m.   :   Lecture Theatre "B"

DINSDAGOGGEND, 9 JULIE : AFDELING A

8.30 – 11.50 vm.   :   Lesingsaal "B"

REFLECTIONS OF THE URBAN HISTORY OF SOUTH AFRICA: PROBLEMS AND POSSIBILITIES

M.W. Swanson

This paper attempts to relate to South Africa some questions of method and purpose in urban history and to suggest an approach to the development of an urban historiography in this area. While we are likely to get a good deal of historical reference and inference from social scientists ancillary to their studies of urbanism and urbanization, we will not achieve the perspectives of connected and documented accounts of urban history without the contribution of historians. A consideration of some differences and similarities in the modes and purposes of historians and social scientists leads to the conclusion that, while historians will continue to pursue interests that tend to juxtapose the traditional methods and humanistic perspectives of their calling to the particularistic and theoretical interests of the social sciences, these perspectives are useful to the common effort to see the city whole, and to place it in the larger matrix of region, nation or society, not only spatially but temporally. While narrative remains the central commitment of historical inquiry, the choice of an analytical framework germane to various aspects of the social sciences is by no means precluded.

For example, Eric Lampard's concept of "human ecology" should be adaptable by the conventional historian approaching the subject of cities. Lampard proposes

it as a means of analyzing the process of urbanization
by considering the composition of a population, what it
does in and with its spatial environment depending upon
the material means or technology at its disposal, and
by treating social organization - its institutions - as
the crucial element that determines the configuration
of the others.   Lampard's scheme of conceptualization
describes what an historian of South African cities
might accomplish with a political and administrative
narrative wide enough in scope to embrace the institu-
tional responses of the communities to their social,
political and physical environments, using the concept
of "racial ecology".

    The paper then turns for illustration to my
study of Durban, whose special value as an historical
problem lies in its evolution as a multiracial community
and the role it consequently played in the origins of
separate development in South Africa.   This study
traces the process by which, in the last quarter of the
nineteenth century and first decades of the twentieth,
Durban became a leading exponent of group race policies
and a model for urban native administration from which
certain essential features of the Urban Areas Act of
1923 were drawn.   In this way, looking outward from the
local community through the interaction between munici-
pal and central government, a local history may contribute
to a revision of the national historical synthesis by
demonstrating the urban forces at work in it.   I propose
that what is needed to achieve an urban historiography
for Southern Africa along these lines is an extension

of similar studies on a comparative basis with their
major point of reference in the Urban Areas Act and its
subsequent development.   The paper then offers a
tentative scheme of periodization and some interpreta-
tive themes intended to serve as a springboard for
further historical research.

THE BIRTH AND GROWTH OF SALISBURY

G.H. Tanser

Eighty years ago Cecil John Rhodes obtained a
concession from Lobengula, King of the Matabele, to
seek minerals in his domain. A Pioneer Column,
marched into Mashonaland and on September 12, 1890
founded Salisbury. The site chosen was not a
particularly good one and for many years the town
suffered from the consequences of this ill selection.
For the first eight years Rhodesia had a stormy
history, and this had adverse effects on the town's
development. Its growth was also hampered by its
geographical position.

It was made the administrative centre of Rhodesia
and this had a stabilising influence. After a short
period of eight years the town was given municipal
status.

There was slow progress which was interrupted by
the Anglo-Boer War of 1899 - 1902. When the
agricultural potentialities of Mashonaland were being
developed the town began to grow very slowly. But the
World War of 1914 - 18 once again led to depression.
After the war there were settlement schemes. The
extension of agriculture and Imperial preferences
enabled the tobacco industry to become established.
The grant of responsible government in 1923 gave
confidence and Salisbury, the capital, benefited.

However the world slump, with the fall in prices of agricultural products, slowed down development.

During the period between the wars light industries became centred in the town. When the Second World War came Salisbury was in a position to change into an industrial centre, while its surrounding farms could feed the increased population brought to it by training, military and internee camps. The war converted what had been really a village into a town. Peace brought an upsurge of development, as later also did the formation of the Federation of Rhodesia and Nyasaland. Salisbury was selected as capital while retaining its position as capital of Southern Rhodesia. In six years the town became a city with modern blocks of flats, and offices, and a large industrial area. It became ringed with a large number of suburbs and by African townships.

In 1967 the population was 270,000 Africans and 101,000 non-Africans.

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FACTORS AFFECTING THE GROWTH AND FORM
OF PORT ELIZABETH, 1820-1963: A STUDY
IN HISTORICAL URBAN GEOGRAPHY

Keith Beavon

The effects of physical features, historical
events, and increased mobility of the population on
the growth and urban form of Port Elizabeth, are traced.

The factors that affected the initial choice of
the site of Port Elizabeth are considered.   The
eventual site was at the mouth of the Baakens River
at the foot of a steep cliff that overlooked a narrow
raised beach.   Here in 1799 a garrison and a small
number of civilians formed the early settlement of
what was to become Port Elizabeth.

In 1820 immediately prior to the arrival of the
settlers a street plan was drawn up.   With few
modifications this plan persists today.   It shows the
effects of both terrain and difficulties of acquiring
fresh water.   These two factors confined the initial
layout of Port Elizabeth and its early development after
1820 almost entirely to the narrow raised beach, wide
enough for only two parallel streets.   The differing
characteristics of these two streets are described.

The lack of water continued to have a serious
effect on the development and form of the city up until
1876.   Prior to this date piped water was only

available to residents who lived on the raised beach below the old cliff line.   As a result urban expansion had been wholly linear - along Main Street.   This restricted development was not conducive to the emergence of select areas.   However, once water became available, a high quality residential area began to emerge on the hill.

The change from horse-drawn trams to electric trams, and eventually increased use of the private automobile, all had effects on altering time - and effort-distance relationships within the developing city. These in turn were reflected in alterations of the urban form.

As a result of the various physical and historical factors outlined above Main Street dominated the earlier pattern of urban growth and the introduction of more rapid means of private and public transport did not alter its status and it remains today the major shopping street on which have grown two business districts - the Central Business District (CBD) to the south and a major outlying business district (MOBD) to the north.

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THE PUBLIC ENQUIRY AS AN AGENT IN THE EVOLUTION
OF URBAN MORPHOLOGY: THE CASE OF
FALKIRK, SCOTLAND

P. J. Smith

Attempts to explain the morphological evolution
of urban areas have traditionally leaned heavily on
economic precepts which, in their turn, have been
focused very largely on the concept of spatial competition.
At the same time, however, it is widely recognized that
economic factors are not the only, nor necessarily the
most important, which are involved in the evolutionary
process.   In particular, the role of public decision-
making, at all political levels, is coming under
increasingly intensive scrutiny.

It is the purpose of this paper to analyse the
impact of one form of local government decision-making -
the public enquiry - on the morphological evolution of
a medium-sized Scottish city.   Scotland provides a
fruitful area for political-urban research because
decisions on urban development have been subject to a
high degree of political control for almost 50 years.
The burgh of Falkirk provides a rewarding case study
on two counts:

(i) It is the centre of a loosely-knit, miniature
conurbation of 90,000 people, in which the effects of
local rivalries and jurisdictional conflicts can be
clearly traced in the urban landscape.

(ii) It has a long history of well-documented public enquiries, of which three key ones have been selected.

The conclusions of the paper may be viewed on two levels.

(i) Purely as an individual study, Falkirk is an interesting example of public decision-making in action. Sharp conflicts of interest were paramount at each enquiry, and the attempts to resolve these conflicts have been given striking expression in the morphology of Falkirk and the surrounding urbanised region.

(ii) As a case study, the Falkirk example leads to three generalisations:

> (a) The most significant effects of public decisions on urban land development are likely to be long-term rather than immediate.
>
> (b) The indirect, usually unanticipated results of these decisions are likely to be just as significant as the direct results which have been foreseen.
>
> (c) The negative power of public decision-making, in the sense of prohibitions on land development, can be just as significant for morphological evolution as the power of positive direction.

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TUESDAY MORNING, 9th JULY : SECTION B

8.30 - 11.50 p.m.   :   Lecture Theatre "A"

DINSDAGOGGEND, 9 JULIE : AFDELING B

8.30 - 11.50 vm.   :   Lesingsaal „A"

THE MYTH OF URBAN MAN

John Blacking

The myth of urban man is part of the twentieth
century version of the body of myths which regularly
appear in societies, to justify systems of government
and the righteousness of ruling classes.   This
myth is used to boost the belief that man is a rational
being, and to justify the current industrial system.
It is a distortion of the realities of social change.

Students of urban populations tend to assume that
city life brings about important changes in men.
However, the apparently new phenomena of urban life are,
in particular, a re-statement and re-arrangement of
rural patterns of thought and action, and in general,
a transformation of universal processes which occur
in all societies at all stages of social and technological
development.   Changes in these patterns and processes,
as distinct from changes in their external forms, are
rare.

Professor Levi-Strauss has shown how "widely
different institutions can be reduced to transformations
of the same basic figure".   If Levi-Strauss's methods
are applied to the analysis of cities in comparison
with the simple societies studied by anthropologists,
seemingly disparate phenomena can be shown to be
expressions of similar processes in different economic
contexts.

As in essence there is nothing unique about urban societies (except in so far that every society is unique), an important task of urban research is to discover what processes underlie different external forms, and to find their parallels in societies with simple technologies and different social organisation. Urban planners must take note of the successes and failures of the experiments in living devised by peasants and hunter-gatherers, and be cautious of the assumption that they are dealing with a new type of "urban man".

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THE MANIFESTATIONS AND PERCEPTIONS OF
SOCIAL CLASS AMONG AN URBAN AFRICAN GROUP

S.K.P. Hall

Some form of hierarchical rank order has developed
in all but the most primitive societies, with large
numbers of the rank and file at the bottom of the
pyramid and a small but powerful elite in governing
positions at the top.

In South Africa today the class structure of the
whites is similar to that of other western industrial
societies.   We were interested to see if such a
pattern was emerging among urban Africans.   We were
engaged in a study of socio-cultural factors in urban
Bantu psychopathology and one of the hypotheses was
that the incidence of the type of mental illness was
related to social class.

Former studies had indicated that occupation was
a reliable index of social class among urban Africans
so this was used as the criterion.   We termed people
engaged in non-manual occupations as middle-class, those
who did manual work as working-class.

We obtained a sample of 100 Africans, 50 male and
50 female, of whom half were engaged in non-manual and
half in manual occupations.   All these people had
lived in an urban·area for an uninterrupted period of
at least 10 years prior to the study.   All the main

tribal groups were represented.   Despite the fact
that half were rural-born, the sample was decidedly
urban-oriented.

There was a broad general homogeneity among these
people and a marked similarity to other urban groups
we had studied.   Within this similarity distinct
differences between the two groups emerged.   Families
are smaller among the middle-class and standards of
living are higher.   The contrast between the ways in
which members of the two groups spend their free time
is clearly marked.   When aspirations are examined,
more middle than working class subjects have
aspirations for themselves, but there are no class
differences in aspirations for children.

Africans perceive that there are differences
among people and that some groups live differently
from others, but they are not conscious of a class
structure, linked to status.

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LOCAL GOVERNMENT ELITE IN SOUTH AFRICA

N.C.J. Charton, M.J. Ashley & H.W. van der Merwe

This study forms part of a larger national study of
1,000 incumbents of top positions in all aspects of
society.   The paper contains an interim report on
50 local government elite, representing the senior
councillors and administrative officers of the seven
major cities in South Africa and of three of the larger
Divisional Councils in the Cape Province.   It must be
emphasised that they do not constitute a representative
cross-section of local government elites in South Africa.

The functions of the local authorities are briefly
summarised under various headings, and their importance
stressed, especially in regard to race relations.
Certain generally significant social and economic
characteristics of the sample of elites are described.
Certain attitudinal responses are also mentioned.

The technical skills and field of experience
contributed by elected councillors and administrative
personnel differ considerably both qualitatively and
quantitatively.   The average educational level of
elected councillors is lower than that of the
professionals and their education is less specialised, but
their field of experience is wider than that of officials.
They tend individually to have participated in more
spheres of work, and to have moved up the ladder of
vocational promotion more rapidly.   They are much more

active in all types of organisations besides local
government, and also in national politics.   They may
be similarly differentiated with regard to their opinions.

An analysis was made of post-secondary educational
qualifications on the basis of the specialised vocational
or professional direction they had taken.   On relating
these to the kind of jobs that have to be done in local
government, a striking fact to emerge was the complete
absence of any specialist educational background relating
to Bantu administration.   Occupational experience is
perhaps more important to an officer in local government,
and work histories show there to be a wide variety
represented.   An inspection of extra-occupational
experience, e.g. of a social and charitable nature,
throws light on the distribution of other skills and
know-how which is also important to the satisfactory
execution of duties.

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SOME PATTERNS AND CORRELATES OF INFORMAL SOCIAL PARTICIPATION IN A HIGHLY URBANISED FLAT-DWELLING COMMUNITY IN SOUTH AFRICA

H. Lever, L. Schlemmer and O.J.M. Wagner

Terms like depersonalisation, segmentalisation of personality, superficiality, anonymity, and indifference are often used to describe the life of urban man. Although these descriptions are mainly of secondary group interaction in the city, some writers have gone even further in suggesting that in crowded cities, many individuals are isolated or alienated.

On the other hand, the spread of garden suburbs is often seen as a partial return to conditions of rural neighbourliness and of greater social intimacy.

Many weaknesses and inconsistencies can be discerned in these arguments, some of which have already been challenged.

The results of a survey which the authors have conducted in Hillbrow and surrounding areas and in the suburbs of Johannesburg shed some empirical light on these problems in a South African context. The Hillbrow area of Johannesburg is a centrally situated crowded middle-class apartment-house zone.

Comparisons of the results for Hillbrow and the suburban areas suggest that the extent of meaningful social integration is no higher or lower in Hillbrow

than it is in the suburbs. The socio-economic level of an area seems to relate more closely to social isolation than does central or suburban location.

Other results for Hillbrow itself suggest that no really serious loneliness or superficiality in friend-ships exists among any of the social groups examined. However, contacts with immediate neighbours appear to be proportionately fewer in numbers than one would expect in the suburbs.

The studies tend to show that in South Africa's largest city, only some of the more speculative tradi-tional claims regarding social participation in large urban areas can be accepted.

TUESDAY MORNING, 9th JULY : PLENARY SESSION

12.00 - 1.00 p.m. : Lecture Theatre "A"

DINSDAGOGGEND, 9 JULIE : GESAMENTLIKE SITTING

12.00 - 1.00 nm. : Lesingsaal "A"

WORLD URBANIZATION AND ECONOMIC DEVELOPMENT

Kingsley Davis

At the present time, 1968, the world has approximately 3.5 billion people. More than 1.3 billion of these are living in urban places, or about 38 per cent. The urban population, however, has been growing at a rate that is nearly $3\frac{1}{2}$ times the rate for the rural population. Between 1950 and 1968, for example, the urban population nearly doubled in size--going from 694 million to 1,327 million-- whereas the rural population increased only from 1,808 to 2,103 million. As a consequence of the unequal rates of growth as between the rural and the urban populations, the proportion of the world's people who are urban rose from 28 per cent in 1950 to 38 per cent in 1968. If the recent trend continues, half the world's inhabitants will be urban by 1985. These figures are based on data for all countries of the world, compiled or estimated by Professor Kingsley Davis and his co-workers at the University of California, Berkeley.

Not all urban dwellers live in large cities, but the data show that the number of human beings living in places of 100,000 or more inhabitants is about 800 million at the present time, or about 22 per cent of the world's popula- tion. The city population has been growing faster than the urban population as a whole, with the result that the proportion of the human species living in 100,000-plus communities, about 22 per cent at the present time, will be close to 30 per cent in 1985.

The industrialized nations are the most highly urbanized, but for this very reason, they are now adding only slowly to their already big proportion urban. It is the non-industrial countries, the so-called agrarian nations, that are now in the midst of a process of rapid urbanization; and since they embrace the big majority of the human species, it is their impact that contributes to the extromely rapid rate of urbanization in the world as a whole at the present time. Approximately half of the world's urban population lives in the underdeveloped (that is, the less urbanized) countries. The urban population in these backward countries is growing at an extremely rapid rate for two reasons--the excess of births over deaths is higher in cities than it has ever been before, and the rural-urban migration is huge. Rural migrants are pouring into the cities in underdeveloped countries because the excess of births over deaths in the countryside is also very high.

It appears, then, that predominantly rural societies are speedily disappearing from the earth. The kind of society in which our ancestors lived, and in which our major institutions and religions were formed, was one in which towns were few, in which most people lived in villages, had little education, and pursued simple occupations. Now--not only in industrial regions but everywhere--urbanization is moving ahead. In the late phase of the process, the countryside begins to empty out, as agriculture is modernized and its manpower is reduced in absolute as well as relative terms. Those institutions and organizations that cannot adapt to an urban mode of life will not be able to survive.

TUESDAY AFTERNOON, 9th JULY : SECTION A
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2.00 - 5.00 p.m.   :   Lecture Theatre "A"

DINSDAGMIDDAG, 9 JULIE : AFDELING A
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2.00 - 5.00 nm.   :   Lesingsaal „A"

INDUSTRIAL DEVELOPMENT IN UITENHAGE

D. Kopke

An historical and contemporary account of the
political, geographical and economic factors leading
up to and resulting in the present day industrial
scene in this Eastern Cape town.

The Eastern Cape Industrial Complex comprising
the municipal areas of Port Elizabeth, Uitenhage and
Despatch in 1963-4 accounted for 9% the gross
industrial output of the Republic and employed 6% of
the total labour force while having a total
population of only 340,000 persons.

Until recently this area was the leading textile
manufacturing centre of the Republic and is still its
chief producer of assembled motor cars, accounting for
52% of the total new car sales. Uitenhage itself
produces $\frac{1}{4}$ of these or 12% of the national total of
140,000 cars and 40,000 trucks. Notable, but of
declining importance, is the leather tanning industry
which, together with woolwashing, formed the earliest
economically successful, large scale industrial
occupations in this area. These last two industries
together with brickmaking were nurtured by the products
of the immediate hinterland of Uitenhage where there is
also abundant high quality water, suitable labour and
a steady market.

Uitenhage has inherent advantages for industrial
development, especially for the motor assembling
industry and the manufacture of motor components viz.
central situation in the Republic, close to a major
port but far away from the corrosive sea air, as well
as large tracts of suitable level land and a large
stable multi-racial labour force.   The Coloureds in
particular are able to perform important operations
which require precision and dexterity though their
labour potential is plagued by the problem of
absenteeism.

Railway workshops were established in Uitenhage
mainly to relieve the unemployment problem at that
time, after a private company had constructed the
Port Elizabeth - Uitenhage railway in 1875.   This
rail link now facilitates the movement of labour
between the urban areas and highlights the advantages
of cheap housing and living costs over the inconvenience
and expense of commuting.   The daily movement of
workers clearly illustrates that Despatch and
Uitenhage are to some extent dormitory towns.   In
addition the movement of road traffic between the two
major centres reveals the trend towards door-to-door
movement of goods and bulk transport of products from
factory to factory, from factory to port or from
factory to distributor.

Problems of water pollution and the future
expansion of these towns will also be discussed.

THE ROLE OF NEW TOWNS IN DEVELOPING COUNTRIES
WITH SPECIAL REFERENCE TO MALAWI

C.J. Viljoen

The paper examines in general terms the functions of cities at certain stages of a country's development. It attempts to determine if and how new towns can be used as a positive tool to stimulate and guide development in developing countries.

The phases of national economic development are the pre-industrial, transitional, industrial and post-industrial phases. As a country proceeds through these phases of development; its economic and social space undergoes important changes; the functions of its urban places gradually change in the direction of increasing specialization; and the spatial distribution of towns and cities is affected.

In pre-industrial countries space is largely undifferentiated and unstructured. Towns, where they exist, do not form a hierarchical system as they tend to do in developed countries. The major city is frequently disproportionately large and it tends to be parasitic rather than generative. There are usually no intermediate cities, while the small towns are agricultural rather than urban villages. Typical governmental policies and concerns at this stage of development are described and arranging of the spatial structure of such countries is discussed. Special

reference is made to Malawi.

The <u>transitional phase</u> of development begins when industries are introduced and industrial development is accepted as a national policy.   Governments and private enterprise are now confronted with specific locational decisions.   It is at this stage that the basic physical framework on which most future development will be based, becomes firmly established.   This is a critical stage in the development of a country as it is confronted with certain decisions which will affect both its future rate and direction of growth.

At this stage the national development policy should be supported by regional development objectives and policies.   Towns, both in terms of their function and distribution, are beginning to play an increasingly important role in the development of the country, and a national new-towns policy should form an integral part of national and regional development policies.   Detailed reference is made to Malawi, and some of the basic issues are discussed, including whether, in a country apparently poor in basic mineral resources, new towns can be used to develop other parts of the country?

THE ROLE OF MIGRATION IN THE DEVELOPMENT OF OUR TOWNS, WITH SPECIAL REFERENCE TO KING WILLIAMS TOWN AND EAST LONDON

H.L. Watts

Development of our towns and especially our cities is largely the result of in-migration. Correspondingly, static towns, and declining towns are typically the result of a nett out-migration, rather than severe disturbances in the balance of births and deaths. Some sociological theories see this migration between towns and between cities occurring in response to economic opportunities and economic forces.

South African data for the growth of urban areas, as a whole, and especially cities show that the growth is faster than the rate of natural increase. Not only is rural depopulation occurring, but it is likely that there is considerable inter-town migration. There are no official statistics of inter-town migration available in the Republic of South Africa. The few studies of migrants which have been made deal with specific groups moving out of rural areas, and not other types of migration. The main part of the paper uses studies of the White populations of two towns to suggest the type of population movements which are occurring. Information about King William's Town and its adjacent city of East London, is presented.

Figures show that there is a substantial degree of population turnover occurring both in a small town such as King William's Town and also a city such as East London.

The main reasons for migration in the lives of the individuals studied seem to be either economic factors (usually affecting men), or kinship forces (usually affecting the women). The relation between migration and a variety of community and socio-economic factors in the two communities studied is described.

A plea is made for further research, and for the collection of census data relating to migration. Such information is essential for understanding the development of our towns, and is of importance for planning.

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TUESDAY AFTERNOON, 9th JULY : SECTION B

2.00 - 5.00 p.m. : Lecture Theatre "B"

DINSDAGMIDDAG, 9 JULIE : AFDELING B

2.00 - 5.00 nm. : Lesingsaal „B"

URBANISATION AND HEALTH CARE

J.P. Snyman

Accepting the phenomonon of urbanisation as
axiomatic, the health care needs of both the urbanised
and urbanising sectors of the community are outlined
in this paper.

It is pointed out that a healthy community comprises
more than the mere absence of disease.   Health care
should therefore embrace all fields of public health -
such as the various nuances of social pathology, social
security, education, housing, nutrition, water supply
and sanitation, etc. The integrated nature of the
health care needs of the urbanising society is outlined.

Within this broad concept of health care, the
role of the hospital and its subsidiary services is
outlined, indicating the trend to greater emphasis on
preventative and diagnostic services.   The dual nature
of development of the various population groups and the
consequent variance in health care needs, is examined
briefly.   This points to the problematic nature of
establishing the true need for hospital facilities in
any region.

The most commonly used methods of establishing
these needs is described and their shortcomings
briefly discussed.   The possibility of using other
methods available in the planning field, at present

not yet applied in the planning of health care services,
is outlined.   To utilise these methods a far more
detailed analysis of the factors governing the
location, rank size, influence sphere and growth
potential of the health care services, as related to
true need, will have to be made.   A brief examination
is finally made of the planning, administrative and
legislative machinery in South Africa relating to the
field of health care planning.

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CHILD HEALTH IN LOW INCOME GROUPS

A.D. Moodie, W. Wittmann and J.D.L. Hansen

The importance is emphasised of child health among developing people who are now largely urbanised. This medical-social report deals with the young children of the Cape Coloured people. As the latter are a western-ised group without tribal customs or affiliations the basic findings may be applicable to developing urban populations elsewhere in the world.

A large number of the Cape Coloured people are still semi-skilled and unskilled labourers. Current rates of pay and the increased cost of living place at least 30% of them below the poverty level. The poor education and work-training of wage-earners, together with the size of the families to be supported, make their situa-tion difficult to remedy. One immediate result is a grave problem of child ill-health.

Its importance is seen in :-

(1) A high Infant Mortality Rate i.e. in 1966 there were 68.9 deaths under one year per 1,000 Coloured live births as against 16.6 for White infants in the Cape Town City Council area. Whereas in the White population deaths under 5 years constituted 3.5% of all deaths, they constituted 34.6% of all deaths in the Coloured population. Such differ-ences indicate the extent of preventable illness that occurs.

(2)   A high rate of infant and child morbidity due to
      malnutrition as evidenced by :-

    (a)   Stunted growth which is widely prevalent
            from the age of 6 months or earlier, and
            is often permanent.   Such children are
            particularly susceptible to the effects
            of childhood illness.

    (b)   A high incidence of specific nutritional
            disease such as marasmus, kwashiorkor,
            rickets and iron deficiency anaemia.   A
            long-term study of 204 hospital cases of
            kwashiorkor showed a total mortality rate
            of 35% after 5 years, 16 children having
            died after discharge.   There was a contin-
            ued state of malnutrition among almost 50%
            of the survivors and their sibling controls
            were in a similar state.

    (c)   A wide prevalence of gastroenteritis, bron-
            chitis, pneumonia and other infections in a
            more severe form than that obtaining among
            well-nourished children.   A year's follow-
            up study of 101 severe cases of gastroenter-
            itis confirmed its association with poverty,
            malnutrition and poor social conditions
            especially after the age of 10 months.

(3)   Possible risk to mental development.   Evidence has
      been presented to the effect that permanent intell-
      ectual impairment may result from severe, prolonged
      malnutrition in the first year of life.

To test the assumption that in the medium to low income groups of the general community the degree of malnutrition in children and the incidence and severity of infection would diminish inversely with the economic standard of the family, a year's medical-social study was carried out on a random sample of young children in a Coloured housing estate.   Both clinical and social findings confirmed the hypothesis.   By extrapolation from the sample more than one third of the 4,368 children under 3 years of age were in households below the poverty level.   Low income correlated with low weight for age and a high sickness rate.   There was a stepwise improvement through 4 increasing income grades.

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DIABETES IN NON-WHITE PEOPLE IN NATAL -
A DISEASE OF URBANISATION?

G.D. Campbell

One of the greatest and possibly least appreciated
impacts upon the migrant from the rural to the urban
area - both in South Africa and elsewhere - is the
impact of a sudden change in diet, which occurs
immediately the move is completed.

Though quantitative differences are apparently
small, there are marked qualitative differences between
diets of rural and urban Zulus, and the diets of
Indians in and around Durban as compared with what is
eaten in the rural areas of Southern India from whence
most of our working class Natal Indian people come.
Paramount amongst these differences, which also involve
protein and fat intake, to a lesser degree, is the
change from unrefined sources of carbohydrate to
refined sources.   I have suggested that this is the
principal course for the emergence of diabetes and
obesity in urban non-whites, in this country, and this
thesis has recently been greatly expanded by Cleave
and myself, to explain the emergence of a number of
diseases seen in urbanised peoples which are never
encountered in rural peasants.   In support of this
contention, we have recorded epidemilogical studies on
over 70 different racial groups from 40 different
countries.   Of particular importance have been compari-
sons between urbanised and rural Negroes in America

and urbanised and rural Bantu people in Natal, and
comparisons of disease rates in Indians in the Mother
Country and in various areas to which they have
imigrated in the world.

The moral of this study is set out, and suggestions
put forward whereby it may be possible to avoid or
alleviate the tide of the diseases of civilisation
which is at present taking such a toll of people
living in socially advanced communities.

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WEDNESDAY MORNING, 10th JULY : SECTION A

8.30 - 10.30 a.m. : Lecture Theatre "B"

WOENSDAGOGGEND, 10 JULIE : AFDELING A

8.30 - 10.30 vm. : Lesingsaal „B"

NOTE: There will be only two papers, followed by
       discussion; and tea from 10.00 - 10.30 a.m.
       The optional excursions will leave after tea.

LET OP: Slegs twee referate gevolg deur 'n bespreking,
        sal gelewer word.   Die tee-pouse is vanaf
        10.00 - 10.30 vm. waarna lede op die verskill-
        ende ekskursies vertrek.

SOCIAL SERVICES IN THE MUNICIPAL AFRICAN
TOWNSHIPS, SALISBURY

P. Kriel

As in the Republic, social services in the African
Townships in urban areas in Rhodesia are financed from
African Beer Profits.   Up to 1967 all beer profits
had to be spent on welfare.   Recent Government
legislation enables Local Authorities to spend up to
one third of the liquor profits on housing.   As
stormwater drainage and street lighting are not
considered to be welfare projects and are not, therefore,
paid for from the African Beer Fund, proportionally
more money has been spent on social services in
Rhodesia.   This has resulted in the development of
a particular Rhodesian brand of Social Services.

A main difference between social services in the
African Townships in South Africa and those in Salisbury
is the much greater emphasis on group work in Salisbury.
Details of this work are provided.

Two types of play centres are sponsored - centres
where casual groups of pre-school children are looked
after on a "mornings only" basis from 8.00 a.m. to
12.00 noon, and full-day-care centres to which entry is
restricted to children of working mothers.

The Municipality is not involved in case work and poor relief since this is a Government function. Voluntary organisations are, however, encouraged to operate in the African townships and are grant-aided from the African Beer Fund.

While at present the Municipality is not involved in formal education, there is much talk that beer funds might be used in future for the establishment of educational facilities.   Adult literacy currently forms part of our women's club programmes.   An existing carpentry shop which provides basic tuition only, is to be extended to form a Vocational Training Centre.   In the wider sphere, educational-type films, health talks and demonstrations form part of the club programmes. Libraries are also provided from African Beer Funds.

The provision of cultural and entertainment services does not differ materially from those in the Republic, although they are not as sophisticated. The sports position is very similar to that in the Republic but a difference is also noted.

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RETAILING SERVICES IN NON-WHITE TOWNSHIPS

Ian Allan

1.   Present policy of governmental authorities is to
separate non-Whites into separate living areas and to
make these areas as self-contained as possible, in
that, wherever possible, all needed services are pro-
vided within them.

2.   The efficiency of retailing services is signifi-
cant in the satisfaction consumers can obtain from
their expenditure, particularly in the case of the
lower income groups, where discretionary spending is
small, and price considerations are important.

3.   The most efficient methods of retailing a wider
range of goods, particularly bread and butter lines,
exist mostly in large, highly capitalised and aggressive
concerns that not only can reap many economics of sale
but also can take the initiative in providing special
cheap lines that otherwise would not interest manufacturers.

4.   The conditions under which trading is organised
in non-European urban areas tends to cultivate the
small trader, almost to the complete exclusion of the
large mass-selling firm and also, very frequently, does
not subject the small trader that is established to truely
competitive conditions.   This arises both from the
method of providing physical facilities and from the
considerations that have controlled licensing.

5.   The cheapest prices at retail are more and more
coming to be found in the large shopping centres of
the major urban authorities and at the same time it
is becoming less and less convenient for non-Whites
to gain access to these central areas.   Although the
populations of the non-White centres are large enough
to support development of mass retailing facilities,
considerations of policy and of organisation of licen-
sing make it difficult for these to develop at all
rapidly.

WEDNESDAY MORNING, 10th JULY : SECTION B

8.30 - 10.30 a.m. : Lecture Theatre "A"

WOENSDAGOGGEND, 10 JULIE : AFDELING B

8.30 - 10.30 vm. : Lesingsaal „A"

NOTE: There will be only two papers, followed by
         discussion; and tea from 10.00 - 10.30 a.m.
         The optional excursions will have after tea.

LET OP: Slegs twee referate gevolg deur 'n bespreking,
        sal gelewer word.   Die tee-pouse is vanaf
        10.00 - 10.30 vm. waarna lede op die verskill-
        ende ekskursies vertrek.

ADAPTATIONS OF DOMESTIC SERVANTS TO TOWN LIFE

E. Preston-Whyte

The paper sets out to answer two questions :

(i)   Which are the most meaningful of the social ties
      surrounding resident female African domestic
      servants and how do these function in facilitating
      the integration or, at least, the adaptation of
      newcomers to town life?

(ii) What are the long term effects, both on the
      individual and on the African community at large,
      of the close and intimate contact which resident
      servants have with the families of their employers.
      This is particularly important in the majority of
      employment situations where the women work in the
      homes of Europeans — the very heart of White South
      African culture.   Can domestic service be seen as
      a tool or factor in the process of urbanization
      and social change?

      The answer to each question is sought through an
analysis of the make-up and functioning of the network
of personal relations surrounding each individual.   The
interplay and the relative importance of relationships
based on kinship, on common home area, on employment, or
on some other common interest is analysed and reasons
are suggested for the degree of importance of each.

      The rôle of the employers in the lives of the servants

is noted. They are viewed as forming part of the social network of their servants and as having a crucial part to play in the possibility and mechanisms of social change. The contention that domestic service _must_ lead to a change in values and outlook is, however, questioned. The functioning of the African core of the network as a filter or arbiter of social change is examined. Its rôle in inhibiting as well as facilitating social change is discussed in detail.

THE FUNCTIONS OF RELIGIOUS INSTITUTIONS IN
THE ADJUSTMENT OF AFRICANS TO URBAN LIFE

N.E. Thomas

An analysis of the functions of church women's associations in the Sukubva Township of Umtali in Rhodesia shows that they serve as important adaptive mechanisms in the adjustment of Africans to urban life.

A 5% random cluster sample of the township's adult population in 1966 gave evidence of increased urban stabilisation of population in length of residence and percentage living in family units. Interest in voluntary associations was high especially among women, 51.6% of whom reported participation in church women's and youth groups.

Relative strengths of Sakubva churches closely parallel those in nearby rural areas. Almost every townsman claims a nominal identification with Christianity, and 76.1% claim a minimum church attendance of 2-11 times per year. Religious commitment is popularly measured by group involvement, with the church women's fellowships of Ruwadzanos being the largest type of church association.

Three social needs of urban migrants met by the Ruwadzanos are analysed: for companionship, for security, and for social control.

Affiliation with the Ruwadzanos having their common national organisation, uniform, programme, and social discipline provides for the migrant a continuing link between rural and urban society. In addition, they facilitate the formation of friendships in town across tribal, class, and denominational lines.

Ruwadzanos have assumed for their members several welfare functions traditionally fulfilled by kinship groups. These include securing accommodation for visitors, economic assistance, and visitation of the sick. The social and financial support given to members at time of death is a powerful inducement to religious group membership.

Mechanisms of social control through church associations include those characteristic both of primary and of secondary groups. They include the use of legal, religious, and social sanctions on behaviour. While the Ruwadzanos are noted for their legalism, their most effective social control occurs through informal social networks which include a preponderance of religious group members. Church influence upon social behaviour is greatly diminished where this factor is not present.

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THURSDAY MORNING, 11th JULY : SECTION A

8.30 - 11.50 a.m. : Lecture Theatre "A"

DONDERDAGOGGEND, 11 JULIE : AFDELING A

8.30 - 11.50 vm. : Lesingsaal „A"

CITY   POLITICS

P.B. Harris

A distinction is drawn between Government and
Politics in some of the great cities of the world.
City government is pure government. i.e. it is
concerned with the policy of administration.
Politics on the other hand, is not so mechanical an
activity.   It is concerned with questions of power
and influence, most of the studies of which have been
undertaken in the United States of America.   There
it has been shown that the answer to the simple
question WHO RULES? can provide some fascinating
answers.   Political theory may have to be recast to
take account of seminal studies in urban politics,
and the pluralistic theory of politics reconsidered.

Towns will always be centres of seething
interest for the political scientist because the
conglomeration of a multitude of persons gives rise
to conflict as resource allocation problems develop.
Groups press for concessions for their own interest
and for regional areas.   This is nowhere more clearly
demonstrated than in South Africa and most recently
in the United States of America.

In facing the question of "corruption" in politics,
several generations ago in the U.S.A. a question was
raised regarding the traditional role of the "Boss"

in the city. The city machine gained universal
opprobrium amongst urban reformers. After a
prolonged campaign, the "Boss" and his influence were
gradually eliminated. However, a recent reconsidera-
tion of the removal of the "Boss" has been regarded
by some as a mixed blessing, because his notion of
"honest graft" provided a means of lubricating the
machine of city politics.

Hence what is to be advocated is not clean, honest
government, that is unnecessary; nor yet clean and
honest politics - that is impossible. What is
suggested is a new course of action, that of calling
things by their proper names. More "honest graft"
is required - looking at what men do rather than what
they claim to be doing. We need more personalisation
and less faceless bureaucracy in city politics. We
need to ask ourselves how men can be satisfied in
providing community services, and get men to organise
their provision without descending to "dishonest
graft".

It can safely be forecast that city problems will
become world problems. The services provided in any
of the great world urban areas may come to affect not
just that city but indeed other countries. With the
enormous growth of cities everywhere, what happens in
the city will affect the world.

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THE RISE OF DISORGANISATION IN
METROPOLITAN COMMUNITIES

R.W. Paterson

The term "organisation" here refers to the methods, principles, techniques, processes, and practices involved in managing the activities of groups of people to achieve desired ends. The study of organisation involves the idea of optimality. Externally, the definition appears suitable enough, but internally, it raises rather serious problems. The empirical work necessary to develop data for analysing alternative organisational approaches would be immense for large cities, even in this computer age. Complicating factors are discussed, and it is for these and other reasons that the managers of organisations maintain a heavy dependence upon art rather than science.

Organisation has psychological, social and cultural dimensions of equal if not more importance than the economic and political aspects. These include beliefs as well as the experiences people have had.

It has been said repeatedly that the current condition of metropolitan communities is best described by one word - chaos. But, this may not be entirely true. Unity of purpose of governmental organisations has been strained; the proliferation of governing bodies in our metropolitan areas has reached the point of absurdity; the revenue-expenditure ratios have been

deteriorating steadily; changes in population composition
have upset the social stability of neighbourhoods; and
the increasing size of minority groups has transformed
them, in many communities, into majorities.   These
conditions are more akin to incipient revolutionary
change than chaos.   I contend that these serious
conditions are susceptible to arrest and that, in the
United States, treatment for these ills will come before
chaos reigns.   This outcome hangs by a mere thread.

The current revolution in America is a social attack.
The highly visible Negro minority has found leaders who
instill confidence and a sense of militancy in their
attempts to gain equality of treatment for their
followers.   They want a reckoning now.   This is up-
setting national, state, and local conditions across the
nation.   It is at the local level, mainly in urban-
metropolitan communities where the full potency of the
new militancy is erupting.

The trends, tendencies, and oscillations of population
movement to cities have been observable for a long, long
time.   Why is then that we are suddenly confronted (in
the last decade or so) with "the crisis of the city"?

Finally, the current search for a new coalition of
political interests is discussed.   The city is the new
frontier where urban populations, in the search for
Americanisation, advance from neighbourhood to neighbour-
hood in a kind of improvement process.   Any resistance or
rejection of this process may create severe difficulties
for local authorities.   It is a vertical process of

expansion and is heavily weighted by the degree to which
our society really believes in education and, perhaps
more importantly, in the construction of institutional
checks which will insure that an aristocracy of
talen may be achieved.

ORGANISATION FOR METROPOLITAN PLANNING

D. Page

At the present rate of urbanisation there will be
eleven urban clusters in South Africa exceeding 100,000
people each by 1970.   Of these three will have exceeded
the one million mark.   Although growth in individual
towns is being planned and controlled adequately, there
is still no machinery for their co-ordinated planning
in the larger metropolitan or inter-municipal setting.

The metropolitan planning authorities that have
evolved or are evolving in New York, Massachusetts,
Greater London and Toronto are described.   The general
conclusions drawn are that a clear difference exists
between metropolitan planning and regional planning.
Two different planning authorities are required for
these two functions.   To be accepted freely by the
community any planning authority established in a
country must accord with the political tradition of
that country.   The inadequacy of voluntary planning
bodies in contrast to statutory agencies, proves the
need for a purposeful enabling act.   The success of the
State Government of Massachusettes, as a central
authority statutorily provided with powers of urban
control, contains an important lesson for South Africa
where the Provincial Councils have been endowed with
similar powers of control over municipal planning.
A metropolitan planning authority need not necessarily

be an additional layer of government, but its planning
functions must be clearly formulated, and should not
inhibit the powers already delegated to local
authorities.

A Directorate of Planning Officials for each urban
cluster is proposed, under the chairmanship of the
Director of Local Government.   It would be composed of
representatives from the Provincial and Central
Government departments that handle inter-municipal
projects; the public utility corporations; and the
Provincial town and regional planners.   Consultation
with municipalities must occur through a metropolitan
council elected on a territorial rather than a
municipal basis to obviate the danger of domination
by one municipality.

Processing and implimentation of the master plan
and its final proclamation are discussed.

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THE MODERN CITY, ITS PROBLEMS, CAUSES AND CURES:
THE CASE OF DALLAS, TEXAS

S. Pejovich

Most cities seem more anxious to attack some of
their problems, and much less eager to develop long-
run programmes for eliminating their causes.   This
paper analyses two major causes of most city problems,
and demonstrates how a major American city, (Dallas)
has implicitly understood them and developed its own
long-run programme for reducing their impact on city
life.   Two forms of life in every community are
distinguished - the communitarian forms of life and
the contractual forms of life - and two types of
social change in a community are ascertained.   The
quantitative change, that is improvements within the
established social order, and the qualitative change,
that is a change in the communitarian forms of life
as well.   The two types of social change satisfy the
criteria of broad applicability and identifiability,
and their full comprehension is a pre-requisite for
understanding the causes of most city problems.

The two major causes of most city problems are:
(1) the social displacement of the people who came into
the city from different social environments, and (2)
the reduction in the scope of contractual activities
via various institutional interferences coupled with
under-investment in human capital.   And the suggested

cures which would attack city problems at their very roots are: (1) the search, through a genuine dialogue, for new communitarian forms of life acceptable to all social groups, and (2) return to classical prescriptions for the organisation of economic life coupled with a greater attention to the problem of investment in human capital.

The above analysis is related to the Goals for Dallas movement, (launched by twenty-seven civic and business leaders of Dallas in December, 1965). The formulation of the Goals for Dallas and agreement on plans for their achievement have proceeded in three stages: goal-setting stage, the programming stage, and the assessment stage. Each stage is described in some detail and the following results derived (1) Instead of trying to cope with social and economic problems as they appear the city of Dallas has designed a long-run programme aimed at eliminating their causes; (2) the supply of entrepreneurs and the spirit of competition are strong in the city; (3) the banking industry in Dallas has performed a comparatively significant role in supplying its clients with easy and readily available credit; and (4) the major problem of the city which seems to be reducing its potential economic growth is a lack of locally produced human capital.

THURSDAY MORNING, 11th JULY : SECTION B

8.30 - 11.50 a.m.   :   Lecture Theatre "B"

DONDERDAGOGGEND, 11 JULIE : AFDELING B

8.30 - 11.50 vm.   :   Lesingsaal "B"

THE CITY, MAN AND RESIDENTIAL AREAS

E. Tollman

THE CITY : An historical perspective. The major
forces that have promoted the evolution of modern
cities. Socio-economic growth and change from the
time of the Industrial Revolution. Projection of
current trends in urban expansion to the year 2000 A.D.
The consequences of the population explosion. Food
production and the conservation of agricultural land.

MAN : Demands of the individual. Stability, health,
personal identity and stimulation. Demands of family
life - a space providing security, privacy and a close
relationship to private open space. Demands of the
community - Shopping, schooling, recreational and trans-
port facilities accessibly located with respect to
housing areas.

RESIDENTIAL AREAS : The relationship to the city as a
whole, to places of work and places of recreation. The
physical environment of housing areas. Density considera-
tions, the key to amenable family life on a viable
economic basis. Pedestrian and vehicular movement, car
ownership patterns. Genius loci and the man-made
environment.

PRECEDENT : A critical analysis of local and overseas
precedent tracing the forces that have led to the
character of residential development within the urban
context - (Kwa Mashu, Chatsworth, and Durban's Berea).

CONCLUSION :   A model for Residential Design in Urban
Development of the future.

(a)   A rational policy for land use at a national level.

(b)   A scientific examination of population structure,
       cultural patterns etc.

(c)   A socially advanced approach to the utilisation of
       the nation's resources to promote community welfare.

ENVIRONMENT AND JUVENILE BEHAVIOUR

B.E. Biermann

The problem of the behaviour of young people in
our large cities is growing.   If unchecked, it will
affect the stability of our society.   This paper proposes
one form of check: planned neighbourhoods.   The
problem of juvenile behaviour has grown with the rise
in population.   There are more young people in the
world than ever before.   Increasingly, they are bigger
and stronger than they used to be; they come to maturity
more quickly; and their wealth and influence are
greater than ever before.   The question of their
behaviour, and the problems created by their misbehaviour,
are therefore becoming more important.   This paper is
concerned with the reactions of young people to their
urban environment, where the problem is most acute.

It is easier to understand why young people mis-
behave than why they behave.   Misbehaviour, or the
assertion of individual needs in opposition to the
needs of society, is natural.   Learning to live with,
and ultimately for, society, is a process imposed on the
individual.   The physical environment is involved in
this process.   An environment that gives a child a
sense of identity, is a good environment in this respect.
This is largely a function of scale: its size should
relate to the age of the child.   Through the sense of
identity it can influence the child's behaviour.   Where

the scale is wrong, the environment can actively encourage
misbehaviour.

Wrongly scaled urban environments are "unnatural"
in the sense that they do not reflect the structure which
society regards as its ideal, and by which it sets its
standards.   Young people growing up in such environments
tend to adjust themselves to their actual surroundings,
and not to what society thinks the surroundings
represent.   A clash is therefore unavoidable.

Our society sets as its ideal an environment in
which children are born into the home of an established
family, make friends with the children of the
neighbours, play in healthy outdoor surroundings, attend
the local school and church, and prepare themselves for
useful careers.   Most urban environments do not meet
these requirements.   Proposals are put forward for
reconciling the ideal with what exists.

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SOLVING THE HOUSING SHORTAGE IN SOUTH AFRICA

J.M. Shunn

As curative medicine succeeds in keeping disease at bay, preventive medicine becomes more important. A prerequisite of preventive medicine is healthful housing.

In the field of industry, the housing of the industrial process is the first step in establishing new ventures. Almost all fields of progress and expansion commence with the provision of suitable accommodation.

To a rapidly developing country such as South Africa, the importance of the building industry cannot be overemphasised.

The housing shortage in South Africa has been estimated to be as high as 180,000 units. Faced with the problem of providing adequate housing and at the same time honouring the desire expressed by the majority of the electorate, to maintain job reservation, the government have, within these conflicting demands, tried various expedients. The importation of artisans from overseas failed to alleviate and actually aggrevated the housing shortage.

Prohibition of certain 'non-essential' types of building does not in itself direct building activity towards housing and is unacceptable as a long term policy.

The encouragement of industrialists to invest in factories, employing African operatives, to produce large prefabricated panels for assembly on site by Africans would seem, by the more productive use of Africans (apparently not in competition with the skilled artisan), to provide a solution to the housing shortage.

If prefabrication proves economically competitive, which is very unlikely, then either the artisan will be ousted from his traditional site work or alternatively site work will have to be rationalised in order to restore competitiveness. Rationalisation means more productive use of Africans, and it is my belief that the expedient of prefabrication, if successful, would increase the pressures on job reservation.

On-site mechanisation, which is limited when applied within the framework of traditional techniques, has been and is taking place but the housing shortage persists.

There would seem to be no alternative but to enhance the productivity of the African in the building industry, by, at least, fragmenting skilled work and admitting Africans to the "fragmented" jobs.

Ultimately the only solution will prove to be a full utilisation of our indigenous human resources.

CARLTON CENTRE IMPACT ON URBAN LIVING IN JOHANNESBURG

M. Simpson

This project is a microcosm of the City, and is sited slightly east of middle of the Central Business District, accessible to freeways. It consists of a 50 storey office block, a 600 bedroom International class Hotel, Parking for 2,000 cars, a comprehensive Shopping development, an Exhibition Hall, pedestrian Plazas, Gardens, Courts and Fountains. Details of these features are given.

Covering $5\frac{1}{2}$ of Johannesburg's characteristically small 200 x 200 foot blocks, the Centre represents an increase in the scale of the normal development hitherto confined to one block. Rationalisation of the Town Planning controls have made possible the creation of a Complex, which, although containing $3\frac{1}{2}$ million square foot of building, leaves 72% of the Site open areas for public amenities. This is a complete change from the normal restricted Johannesburg development. Large floor areas in the Office block, enable better spaced utilisation and more efficient office planning. Adequate parking is provided to draw additional Shoppers from outside the C.B.D. Technologically, developments in air-conditioning and building techniques made it possible to plan office and other accommodation with greater efficiency than hitherto.

Unlike previous developments, Carlton Centre, contains diverse elements and will, therefore, become a City within a City.   It will stimulate night life in an area previously lacking this.

Because the scale of development is larger than normal and because of the greater sophistication of the services, utilities have had to be augmented and stand-by emergency equipment incorporated.

Convention facilities have been carefully planned for the advent of the "JUMBO JET AGE".   Existing transport systems are adequate, but if rapid transit systems are introduced a Station within Carlton Centre is foreseen.

THURSDAY MORNING, 11th JULY : PLENARY SESSION

12.00 - 1.00 p.m. : Lecture Theatre "A"

DONDERDAGOGGEND, 11 JULIE : GESAMENTLIKE SITTING

12.00 - 1.00 nm. : Lesingsaal "A"

THE NATURE OF URBAN PARTICIPATION :
A CASE STUDY OF AN AFRICAN COMMUNITY

J. Beinart

The first section of this paper discusses some of the characteristics of the sponsors of physical change in the city.   Distinctions between sponsorships in the public and private domains are examined in terms of investment, location, land utilisation and mode of effectuation in order to determine the relative significance of each as promoters of the physical form of cities.   A further catergorisation distinguishes between the contribution of the professional and the non-professional, the role of the latter being evaluated as an important example of urban participation.

The second section considers in depth the nature of non-professional participation in an urban African community.   The system which individuals have invented over a period of half-a-century to change the physical environment imposed on them from outside is described and analysed.   These physical changes are related to the characteristics of the community itself and its evolving position in a multi-racial city.   Special attention is given to the apparent conflict between individuation and emulation as factors in the creation of physical environment.   From the results of this study observations are made on the process of partici-pation in general and in particular relation to slum

cultures, the physical form and layout of housing, and the role of the designer in an open-ended and permissive design process.

THURSDAY AFTERNOON, 11th JULY : GROUP DISCUSSIONS

2.00 - 5.00 p.m. : See Notice-board for Venues.

DONDERDAGMIDDAG, 11 JULIE : GROEPBESPREKINGS

2.00 - 5.00 nm. : Die lesingsale sal op die
Kennissgewingbord aangedui
word.

FRIDAY MORNING, 12th JULY : PLENARY SESSION

8.30 a.m. - 1.00 p.m. : Lecture Theatre "A"

VRYDAGOGGEND, 12 JULIE : GESAMENTLIKE SITTING

8.30 vm. - 1.00 nm. : Lesingsaal "A"

SOME ECONOMIC ASPECTS OF CITY SIZE

L. McCrystal

An article in the "Economist" about a year ago stated:

> "It has become commonplace to describe New York
> City as unmanageable and the mayor's job as
> impossible. What is actually meant is that
> the city is so vast and its problems so
> complex that solutions are beyond anyone's
> reach."

These problems occur in various fields including the
economic. Economic problems occurring at the public
level must be clearly distinguished from those which
occur at a private level. There is a conflict between
these two aspects, which complicates attempts to
alleviate the economic problems produced by urbanisation.

On the public side, the somewhat neglected problem
of the management of cities merits close attention.
It is suggested that the co-ordination aspect of city
management is likely to introduce, at some stage, a
condition of rising public costs per head of population
with increasing size of city. This condition may
begin to operate when a city reaches a population of
about 300,000. An important aspect is that there
appears to be a critical size of city beyond which it
grows on its own momentum, without ever slipping back
by losing population, (whilst below this level an
absolute decline in population is possible).

Traffic congestion is a further social economic problem since the costs of alleviating it tend to increase the larger the city grows.

On the private side, firms tend to be favoured by the growth of cities. Markets, availability of materials and specialised skills, customer and supplier contact, and the costs of bridging space, all favour a city location. Likewise, it can be postulated that the cities are the nurseries of both new firms and new products.

People as workers favour the cities because of the range and depth of opportunities available, whilst as consumers they tend, in South Africa at least, to be better off the larger the city.

The conflict between firms and persons in their economic activities, on the one hand, and the public authorities which have the task of managing cities on the other, is fairly clear. What is not clear at all is how to resolve this. It is essential that a practical answer be found as soon as possible.

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SOME LOCATIONAL ASPECTS OF PROPERTY

P. Penny

In this paper the location of office, retail and industrial land usages, with particular reference to South Africa, will be considered. The trends in the demand for each of these three types of land usage will be considered. Office and shop location in relation to the Central Business District will be examined. The paper will contain a brief discussion of the prediction of demand for offices, and a somewhat more detailed examination of the analysis of retail demand and of retail location requirements. With regard to industrial property, the more important factors in the selection of an industrial location will be set out and the implications of South African government policy will be weighed.

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FACTORS DETERMINING THE NATURE AND SIZE OF A
SUBURBAN SHOPPING CENTRE

Dr. L.T. Badenhorst and R.R. du Plessis

Although the need for adequate and conveniently
situated business premises is fully taken into account
in modern city and suburban planning, the development
of such facilities and thus the nature and size of the
services made available to the community, is the function
of the business entrepeneur.   It is true that the
investor in a shopping centre is interested mainly in
the long-term profit possibilities of the investment.
Maximum profits can, however, only be achieved if in
the planning stage due consideration is given to, inter
alia. the present and future needs and purchasing power
of the population.

In this paper the different factors that should be
taken into account in planning a shopping centre on a
particular suburban site, will be outlined.   First, the
probable trade area of the present and possible future
physical environmental factors (off-site factors) such
as for example distances, accessibility, natural and
artificial barriers, quality and availability of possible
tenants, competitive complexes in the central business
district and other suburban areas, etc.   Secondly, the
potential demand for various categories of goods within
the demarcated trade area must be estimated on the basis
of the size, characteristics and purchasing power,

expenditure patterns and buying behaviour of the
present and future population.   Another important step
in determining the size and composition of a successful
shopping centre is forecasting on certain assumptions,
the current and future share of potential demand that
will be available to the centre.   This will largely
depend on the nature of competition in the trade area
and elsewhere, now and in the foreseeable future.

TENANT AND LANDLORD - THE JUSTIFICATION
FOR BULK CONTROL ON FLATS

M.J. Rosenberg

It is socially and physically necessary to
regulate the relative size of flat-buildings and thus
the density of population.   A variety of regulations,
laws and rules governing conduct, buildings and human
activity are essential if people are to live together
in cities in harmony and safety.

Man needs more than material adequacy in his
surroundings - pleasantness, convenience, amenity and
beauty are also important.   Social and physical adequacy
and environmental quality grow in importance because an
increasing proportion of people live in groups in flat-
buildings rather than in individual houses.

Most building of this sort in a free enterprise
society is undertaken by entrepreneurs for profit and
thus any controls, however desirable, must be so devised
that it will be possible for an investor to obtain a
reasonable and acceptable return on his outlay.   A
method of calculating the economic effects of building
bulk control is derived, its purpose being to achieve a
sliding scale of maximum permissible but economically
viable bulk values related to plot size.   The good
conditions created by wisely imposed bulk control are
important for preserving property and investment values.

That it is possible to pre-determine the effects

of bulk control on the book-keeping of development
projects shows that bulk control of flats can be
justified not only for social reasons but also on
economic grounds.

THE CITY-CENTRED PLANNING REGION

Hans Carol

Regional planning may be considered as an attempt
by public and private agencies to minimize the undesir-
able effects of technological change and to maximize
the desirable effects of economic growth throughout a
given area.   It is argued that the idea of concentrating
economic development in suitable growth poles creates a
more desirable regional pattern than random scatteration
on the one hand or extreme concentration on the other.
The city's central functions, it is maintained, constitute
a unifying bond between the people of the city and its
hinterland.   The city forms the socio-economic hub for
the whole population of a city-centred region, for
farmers and non-farmers, for housewives and children.
This interdependence establishes, it is assumed, a comm-
unity of interest among the people of a city-region.
Regional consciousness and interest should mobilize the
local initiative for economic development, supplemented
and directed from provincial or national governments.

The paper deals mainly - on examples from Switzer-
land, Canada, and Africa - with problems of identifying
the hierarchical order of cities and their hinterlands.
Such hierarchies of central places, as they had evolved
in the past, are considered to form a suitable basis for
the establishment of planning regions.

City-centred regions of a lower or middle order, it

is advocated, may form the basic framework for local government, thus obliterating the 19th century dichotomy of rural and urban municipalities.

In less developed areas, regional planning should foster growth poles capable of serving as nodes of city-centred regions.   Only in significant urban settlements, functionally connected with the surrounding rural areas, can an adequate labour market be created for the needs of industry, can a reasonable variety of jobs be supplied for the employees, can the social services be offered for the urban and rural population.

FRIDAY AFTERNOON, 12th JULY : PLENARY SESSION

2.00 - 4.30 p.m.   :   Lecture Theatre "A"

VRYDAGMIDDAG, 12 JULIE : GESAMENTLIKE SITTING

2.00 - 4.30 nm.   :   Lesingsaal "A"

URBANISM AND THE BANTU - FOCUS ON TOWN
PLANNING AND DEVELOPMENT IN SOWETO

W.R.P. de Swardt

The Soweto (South Western Townships) Urban Bantu
residential complex which covers some 26 square miles
of land and is situated between 7 and 15 miles to the
south-west of the Johannesburg Central Area is the
home of over 500,000 Bantu persons who, as a result
of their growth and socio-economic structure, present
an extremely challenging problem to the
Town Planner.   Basically, one is dealing here with
a resident society which, although largely 'urbanised',
is heterogeneous in its composition due to the
cultural differences between the various tribal groups
and is still steeped in tribal beliefs, values and
customs.

Soweto is possibly unique in town development in
South Africa in that a residential complex of 'city'
proportions has been created over a period of 16 years
with approximately 85% of its adult residents of rural
origin and displaying varying degrees of adaptation
to urban conditions.   The degree of urban stability
of the resident Bantu society, their attitudes to urban
life and cultural patterns and tribal customs still
practised within the urban environment, will be discussed
together with the population structure, growth and
economic activity.

There are a number of social and economic 'forces' at work within the urban Bantu residential area, which have an important bearing on planning decisions. What are these forces?   To what extent and at what rate are they changing?   What new forces are being generated by an economically and socially developing society within a metropolitan framework?   In the formulation of a planning policy which will guide and control the use and development of land and ensure the maximum social and economic benefits for the resident population, it is essential that these 'forces' form the bases for future planning policy decisions.

During the last 20 years we have gradually evolved a technique of planning for the Bantu beginning mainly with regulations; we are now reaching an era of a more flexible interpretation based on performance values.   Planning standards will therefore be re-examined in the light of present day developments together with the question of high-density single-and multi-storey housing for the various income groups.

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THE CITY AS A SOCIAL AND PHYSICAL ENVIRONMENT - THE NEED FOR PLANNING RESEARCH

C. Tod Welch

Cities are for people - an obvious point often ignored. The city is so familiar and yet we have so little understanding of the way it functions. There has been a considerable amount of confused thinking, leading to fruitless arguments about "non-problems", and to a pre-occupation with superficialities in terms of the physical paraphanalia that surround man rather than studying man as he exists in his urban environment. The city must be considered a Social and Physical environment in an interacting combination.

The significance and function of planning is therefore to be found in the attempt to direct the interaction between man and his environment. Planning is a dynamic process, where "live issues" are dealt with and where decisions and action are inseperable.

In order to make rational decisions resulting in effective and meaningful action, we need more precise and deeper insight into the urban processes. The responsibility of providing, interpreting and presenting information pertaining to man in a form that can be used by planners is largely that of the human scientists. Whilst we have made dynamic strides in the advancement of the physical sciences and technology, we are by comparison abysmally ignorant of how our cities function

<u>vis a vis</u> the human sciences.   Together with this, the
ever increasing complexity of urban life compels us to
adopt a rational, methodical approach to our studies -
an approach that takes cognisance of the "real" problems,
and thereby attempts to develop a systematic, co-ordinated
and comprehensive view of the urban environment as a
totality.

     Planning research directed towards gaining insight
into these problems, through careful examination based
on empirical studies, is therefore essential.   Only
on this basis can one ensure that what is given physical
form will in fact be socially significant.

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