

certainly not be for the immediate interest of Native education that its administration should be absorbed into the general educational administration, but the long look into the future must visualise a time when the need for differentiation will disappear and education will be one, and not Native education on the one hand and European education on the other. If and when such time comes, the transition will be easier if both systems of education are under the same administration.

- (e) Avoidance of the dangers of over-centralisation and enforced uniformity.

The combination of the advantages of the two systems might be accomplished either:

- (a) By Union control with a set-up including
 A Director General of Native Education
 An Advisory Council consisting of the
 Provincial Directors and Chief Inspectors
 with a missionary and a Native representative of each Provincial Advisory Board
 Provincial Directors with their staffs of
 Inspectors
 Provincial Advisory Boards.

or

- (b) By Provincial control with provision for regular stated Conferences between the Directors and Chief Inspectors of the Provinces with representatives of the Advisory Boards, establishing a kind of federation of Education Departments.

If Union control is adopted, wide responsibilities for local matters should be devolved upon the Provincial Departments.

Which ever system of control is adopted, we would urge the following points as essential:-

- (a) The control of Native education should not be brought under the Native Affairs Department, but should be definitely in the hands of the Education Department, whether Union or Provincial.

The Native Affairs Department is not composed of educational experts, but of officials trained for administrative duties of quite another kind. Even if the immediate duties of educational administration were devolved upon educational experts under the control of the Native Affairs Department, the policies of Native education would inevitably be shaped, not from the standpoint of education, but from the standpoint of political administration. The fewer the departments of life that have to be differentiated on racial lines the better. Although Native education requires for the present to be dealt with as a special section of education, unnecessary and unfortunate alienation from the general educational interests of the country would result, if Native education should become merely a section of the general administration of Native affairs.

- (b) If the allocation of funds for Native education must be through the Native Affairs Department, the power of allocation should not carry with it any control over educational policies or any power to dictate the manner in which such funds are to be used.

II. RELATION BETWEEN THE STATE AND MISSIONARY BODIES

The ultimate responsibility for the financing of education rests upon the State, inasmuch as education is a necessary factor in the preparation of all its people for the responsibilities of citizenship. But the educational process includes not only the training of the mind and the development of certain skills, but also the development of character, without which increased intellectual ability and improved skills may become a liability rather than an asset to the State.

It is generally recognised that religion is a factor of supreme importance in the development of character and therefore an important factor in the educational process. Historically, the development of Native education has been due to missionary initiative. The school has had, and continues to have, a vital relation to the church in most areas. It is difficult to see how the essentials of character training could be supplied without the maintenance of close co-operation between the church and the State in Native Education.

Moreover, the State has benefited incalculably from a financial point of view by the use of buildings provided by the churches, and by the time given to the establishment and superintendence of schools by missionaries, many of whom have brought to the task abilities and devotion that could not have been purchased for money.

We believe that the present apparent demand of the Native people for state, as against church control of education, is due mainly to:-

1. A belief that the State will be driven to a more liberal policy toward Native education if it is saddled with the entire responsibility, instead of sharing that responsibility with the church, and leaning in some measure on the scanty financial resources of the church. It is a desire to bring the problem home to the State.
2. A chafing of some teachers against what is considered to be unduly strict disciplinary standards of the churches and the consequent insecurity of tenure of their posts.

We submit that these objectives can be met without wholesale transfer of Native education to the State, which we believe would lead to an undesirable secularisation.

It is the duty of the State to educate all its people, but where this is being satisfactorily done through co-operation with the churches, equal support should be given to the church-directed school as to such schools as may be

supported directly by the State. There is an advantage to the State in the existence of many schools of varying types, rather than reducing the whole system of schools to a dull and lifeless uniformity.

The recently declared policy of the Transvaal Education Department to limit the size of schools to four-hundred-and-fifty pupils argues against the amalgamation of schools which are under the management of different churches, except in the case of small schools in close proximity to one another, where it may be desirable in the interests of economy and efficiency. All talk of amalgamation of schools is suspect to those missionaries who hold definite church teaching and who feel that the school is the place where it should be given.

Wherever State schools are established, either by the taking over of mission schools or by the founding of schools in such areas as municipal locations where no schools exist or where existing schools are inadequate, religious interests should be safeguarded in the following particulars:-

- (a) By the maintenance of the right of the church to participate in the religious education of the children, within the schools. In the case of a school taken over from a missionary body, the right would be restricted to that body, but in the case of newly established schools the right should be exercised through a board of missionaries who direct religious work in that particular locality.
- (b) By provision for proper consideration to be given to the moral and spiritual qualifications of teachers as well as their professional qualifications.
- (c) By provision for participation by the church in the discipline of teachers, so that teachers of unworthy character may not vitiate the efforts of the church to build up the character of the community. It should not be necessary to establish such proof of guilt as would meet the requirements of a court of law before disciplinary action could be taken, which is the tendency in government schools. At the same time, security of tenure of posts should be secured against any arbitrary whims of superintendents.
- (d) By proper financial return on the part of the State for the use of church properties.

III. AIMS OF NATIVE EDUCATION

The aim of all education should be to fit the pupil for the development of his fullest capacities as an individual and for his fullest contribution to the life of the community. The education of the Native must not be based upon any theory of his subordination as a race to the white race, nor limited by any externally imposed restrictions as to his economic status.

Within this dominant principle there is room for practical common sense in the adaptation of training to the probable outlets of the majority, so that there shall not be a great surplus of academically trained Natives above the

5.

possible opportunities for the exercise of their acquired training. The education of the Natives should exercise a wholesome pressure against the unfair economic and other barriers, and so be a force of liberation, and should never be used merely as a means of making the Native content with the barriers set up against him. To hope to so shape an educational policy as to create any such content is vanity. Education should not be visualised as a means for creating better farm servants or better miners, but of enabling the Native people to meet their total environment with greater intelligence and better equipment.

IV. THE METHODS AND SCOPE OF NATIVE EDUCATION

Since the principles of psychology apply to all men alike, those methods which have proven sound for other races will be sound for Natives. There lies behind such a phrase as "allow the Native to develop along his own lines" a sub-conscious opposition to his developing at all, and a tendency to segregate him from those influences that would make for development.

We are heartily in favour of preserving all those elements in his own indigenous culture which may serve as a foundation for his new knowledge and may enrich in any degree the culture of the dominant race which he must inevitably acquire, if he is to live in the midst of the white race. To this end and in the interest of sound psychology the presentation to the Native of the ordinary materials of education should be in terms that connect it with his own immediate environment, but we know of no distinct body of knowledge or of subjects that can be regarded as distinctively for Native education. We are cordinally in favour of all efforts honestly directed to the relating of Native education to the environment of the child, but it must be his total environment and not any supposed environment which may be predicated for him by Government or by popular opinion. We strongly oppose the creation of any inferior standards of education in the ostensible interests of making the education truly African.

V. THE VERNACULAR IN NATIVE EDUCATION

The first gateway of approach to the knowledge to be acquired through the school is obviously the mother tongue of the child. Every child should learn to read in his mother tongue and to express his thoughts properly in writing through that tongue. He should be taught a pride of race and a pride of language.

It is however equally obvious that to limit a child, even in primary school days, to education through the vernacular is to deprive it of access to most of the materials of education. Moreover, since the child must adapt itself early to an environment in which contact with the white race is a prominent feature, it is essential that knowledge of one or both of the official languages be acquired during the limited school days. Unless the child acquires the ability to use the official languages as a medium of expression during his school days, it is unlikely that he will ever acquire such ability and he must therefore remain, so far as the prevailing standards of the country are concerned, illiterate.

Especially is it impracticable to confine education to the mother tongue up to any fixed standard under conditions such as those which prevail on the Reef. In almost every school there are children of at least three or four mother tongues, and not only in every school but in every class. Even where the staff is selected with a view to representing the different vernaculars it is impossible to secure that each child in each class is taught through the medium of the mother tongue.

It is not practicable to divide the schools into Zulu-medium Schools, Suto-medium, etc. Nor is it practicable to fix the medium of instruction in any school on the basis of the mother tongue of the majority of children in such school, for in that case some children would be required to substitute another vernacular language for its own mother tongue, thus being required to acquire two vernaculars as well as one or both of the official languages.

Under the conditions prevailing on the Reef the use of one or other of the official languages as a medium of instruction from the very beginning of the child's education, paralleled so far as possible by the use of its mother tongue, is the only practicable policy. Because of the mixture of races, the average Native child in Reef urban areas acquires a knowledge of other vernaculars than his own as well as of the official languages without as much retardation of educational progress as would take place were the child to be limited to a vernacular up to the age of ten.

VI. THE LOCAL PICTURE

The following statistics are presented with a view to showing especially the handicap under which Reef schools work, the seriousness of the problem as compared with that of rural areas of the Transvaal, and the results of the starvation of Native education during recent years through its being made dependent upon the Native Development Fund, which proved entirely inadequate to sustain the burden. The figures relating to rates of increase in particular schools which are named are taken from the Anglican schools, the largest single group on the Reef, but they reflect fairly what is taking place generally in the schools of the Reef. The other figures are taken from Government blue-books.

The Reef presents the biggest problem in all the Union as to the urbanised Native, because the Gold Mines, during nearly fifty years and especially since the Act of Union, have collected around them a vast hive of industry, drawing permanent dwellers to the Reef apart from labourers in the gold mines. There are today 154,213 men employed in other work, and if we include the large developments at Heidelberg and Vereeniging, we must add another 11,000 approximately to that number.

The education of the children of this large urban population is a great problem. It represents about twenty per cent. of the total educational task of the great Transvaal Province.

The following table shows the effect on the staffing of the Reef schools of the 'hold down' from 1929-1935 during which the number of pupils increased rapidly, but no new authorisations for increase of staff were made by the Education Department:

The ratio of teachers to pupils

December, 1930	-	1	to	55
December, 1933	-	1	"	71
December, 1934	-	1	"	75
June, 1935	-	1	"	86

(Director of Education: 150 teachers with this ratio on Reef.)

The only other part of the Transvaal which showed any increase comparable with this is Pretoria. Other districts were almost static. The enrolment in Reef schools has risen fourteen per cent. per annum for the last ten years.

The following increases in four Reef schools of the Anglican Church during the first term of 1935 show how the growth is continuing:-

Sophiatown	increased by	250	children
Springs	"	"	174
Benoni	"	"	127
Alexandra	"	"	132

Another reflection of the vastness of the problem is the fact that in Johannesburg alone 18,250 Native school children received the Jubilee medals on May 6th, 1935.

After December, 1935, when, under the new regulation of the Department, the attendance at any one school is to be limited to 450, the tide must recede and unless more class rooms are built this group of schools will show the following effect:-

Sophiatown	will shed	600	children
Springs	"	"	512
Benoni	"	"	451
Alexandra	"	"	171

To meet the situation resulting from the new regulation and from the natural increase in pupils throughout the Reef, the Director has appealed for the erection of five hundred new class rooms.

In spite of the overcrowded and under-staffed condition of the schools as outlined above, the results, as illustrated by the percentage of passes in Standard VI, compared very favourably with other schools in the Province. We consider it a great hardship that teachers who have to teach under these very abnormal conditions, so bad that the Director himself said he wondered why they did not go on strike, should yet be paid less than teachers in other Provinces and less than the Union scale for Native teachers, where the Union supplies the money.

Secondly, we deplore the fact that the Advisory Board for Native Education in the Transvaal has been so cut down in numbers that today there is not a single missionary on the Reef on that Board. The Board is largely composed of men who are more acquainted with rural Native life in the Transvaal

than with the urbanised Native.

Thirdly, we protest strongly against the withdrawal of the privilege of direct representation of Natives on the Advisory Board.

Fourthly, we would point out that, while it is admitted that Mission Schools on the Reef compare very favourably with the Government Native School and with Government Coloured schools, no equipment grant has been made to Mission Schools on the Reef for over twelve years, with one exception in 1933

No year has opened with brighter prospects for Native education than this year, when the Native Development Fund was made solvent again and was in a position for liberal grants to be made to Native education, the fund having increased by twenty-three per cent. over the previous year, and prosperity being evident on every side in the life of the country. It is therefore matter for profound regret that only about ten per cent. of the increase was released for advance in Native education after five years of stagnation; and all the more when the Development Fund is known to be increasing by another ten per cent. on top of the twenty-three per cent. of this year.

(Original unfortunately
destroyed.)

69/35.

DRAFT OF EVIDENCE TO BE GIVEN ON BEHALF OF THE CAPE NATIVE
EDUCATION ADVISORY BOARD, TO THE "INTER-DEPARTMENTAL COMMITTEE
TO ENQUIRE INTO NATIVE EDUCATION".

(Please send to the Rev. A. J. Haile, P. O. Tiger Kloof, C.P.,
before August 31st., any criticisms or suggestions you have to
make.)

The Board desires in the first place to record its appreciation of the effective status that has been given to it by the Superintendent-General of Education of the Cape, and of the whole-hearted co-operation of the Chief Inspector of Native Education and other Inspectors that it has always experienced at its Board meetings.

Secondly, the Board is anxious that the term Native Education should not be given undue prominence. It holds that Education of whatever race at whatever stage of its development is one thing, and Native Education should not be regarded as a separable interest in itself, apart from special and necessary conditions of administration. It should, the Board considers, be included in the portfolio of Education and not of Native Affairs.

In the third place, in 1932, the Board took note of the following words of the Superintendent-General of Education (Professor M. C. Botha) in his letter to the Administrator covering his Report on 1931: "The four Provinces of which the Union consists are characterised by deep-seated differences in their traditions as well as in their attitude towards the social problems which have arisen through difference in race, colour and language; and any movement in the direction of greater uniformity in education must necessarily call for the serious attention of Educationists as well as of laymen, and that too, not in one Province or in one Education Department only".

The Board emphatically endorsed this judgment as summing up the Superintendent-General of Education's warning against "degeneration into a deadly and uniformity..... against a system of education forced on the Community from without or from above without consideration for the ideals of the Community".

From what has been said above, it is clear that the Cape Advisory Board is convinced that the essential variety of experience and practice in the Provinces must be fully safeguarded. Special note should be taken of the standards that have already been reached, and there should be no lowering of the highest standards that have been attained in Teacher Training, Academic and Technical Courses at present obtaining.

1. Terms of Reference - 2 (a)

While the present form of Provincial Administration is quite acceptable to the members of this Board, we recognise the anomalous position where the Union finances Native Education and the Provinces administer it. Under these circumstances, we would suggest that Union control would be acceptable under the following conditions:-

--(a)--

- (a) Native Education should be brought under the Union Minister of Education.
- (b). The Minister should appoint a Chief Executive Officer to be known as the Director-General of Native Education for the Union.
- (c) The Director-General should be assisted by a Board, appointed by the Minister, this Board to include representatives of missionaries, Teachers, Leaders of Native thought, and leaders of industry and commerce.
- (d) Inasmuch as a measure of administrative devolution is necessary, a chief Executive Officer should be appointed in each Province as Director, under the Director-General.
- (e) The Provincial Director should be assisted by a Provincial Advisory Board, whose duties shall be to advise him on any matter referred to it, or bring to his notice such matters as it may deem necessary.
- (f) With regard to the inspection of schools, as far as the Cape Province is concerned, the field offices should continue to inspect Native as well as other schools, by arrangement with the appropriate authorities.

II. Terms of Reference - 2 (b)

This Board is in favour of Missionary control, but suggests that the people should be gradually educated up to self-government through the formation of School Committees, and that as occasion arises and under favourable conditions, Schools under other management should be established.

III. Terms of Reference - 3 (a)

Aims of Native Education

The Board dealt with this matter at some length at its meeting in 1932 with special reference to the findings of the Native Economic Commission and expressed its dissent from the views expressed, and the fundamental assumptions made in paragraphs 603-644 of its report. The view expressed therein was the paramount necessity for providing Social Education in the form of hygiene and agriculture and in the abolition of superstition, as an equivalent for the cultural heritages of the European races. We recognise the honest purpose of such education, but we hold that there is no practical system of education based on these subjects alone that can precede the teaching of the three R's, and any attempt to establish schools on the lines indicated would fail in the very purpose the Commissioners (Native Economic Commission) have at heart. We are equally anxious that education should be related to the daily life of the masses, but we believe this cannot be confined within such narrow limits as are advocated. The attainment of fulness of life, through unselfish service, which is the aim

of education requires the development of the whole personality. In this task the School has a definite though limited part to play, and it must begin, in our view, with the generally accepted School subjects.

IV. Terms of Reference - 3 (b)

With regard to the methods and scope of Native education, this Board would again emphasise that the School, as such, has only a limited part to play in the whole field of Education, cultural and vocational. In its primary stage, which forms the bulk of Native Education as we know it today and as it must for a long time remain, it deals with little children. Suggestions have frequently been put forward for the framing of syllabuses to meet rural conditions, and our attention has been drawn to the necessity for instruction in agriculture and animal husbandry in these areas. We agree that emphasis should be laid on such subjects as gardening and agriculture to the extent of encouraging the pupils to deal intelligently with these matters as they grow up, but we hold that the Primary School as such must confine itself chiefly to academic and cultural subjects. We welcome the co-operation of the agricultural demonstrator with the school teacher, but beyond that we hold that the theory and practice of agriculture and animal husbandry is largely a matter of adult-education.

From the above, it is clear that the Board is of opinion that vocational training in skills related to either rural or urban areas should not be brought within the scope of primary education. After the primary stage, opportunities for teacher-training, industrial-training, agricultural-training, and progress to other professional courses should be facilitated.

V. Terms of Reference - 3 (c)

The following is the Board's view regarding the use of the vernacular in primary education -

"With regard to the medium of instruction in Native Primary Schools, this Board considers it is educationally sound that, especially in the earliest stages, the mother tongue should be the medium, with an official language introduced at first orally even in the lowest classes. On this principle, it feels that the provisions of the Cape Code are well adapted to the ideal it has in view. The Board at the same time sees no objection to a stiffening up of the rule that the vernacular should be more uniformly used as a medium up to and including Standard II."

VI. On one further point, the Board would like to express an opinion, namely the question of Discipline of Teachers which has been very fully considered by the Cape Education Department.

- (a) This Board recommends that other words be substituted for "teacher's services be dispensed with" in paragraph 353 (a) of Ordinance No. 5 of 1921.

--(b)--

- (b) This Board recommends that when it is considered necessary by any Manager to take disciplinary action against a teacher, the Superintendent-General of Education may direct that a formal Enquiry into the case be held by the Manager.
- (c) This Board recommends that when an Enquiry is held by the Department, such Enquiry should be held by a Board consisting of three members - a Departmental official, a nominee of the Department (who shall not be the Manager who lays the charge), and a nominee of the accused (who shall not be a lawyer).
- (d) That the Superintendent-General of Education be empowered to authorise the transfer to another school of a teacher against whom action has been taken under any disciplinary provisions of the law, and failing the teacher's agreement to such transfer, to call upon him to resign his post.
- (e) The Board recommends that Managers should continue to have the right to suspend any teacher against whom a charge of a serious nature has been brought, but that such suspension should be for a period not exceeding one month, the extension of the period of suspension thereafter to be at the discretion of the Superintendent-General of Education.

(Note. The above is a brief outline of Evidence to be given, sufficient perhaps for your representatives to be interrogated on many points that will arise therefrom).

August 9, 1935.

/ML.

SOUTH AFRICAN GENERAL MISSIONARY CONFERENCE

Memorandum
on
NATIVE EDUCATION

Submitted to the Honourable the Minister of Native Affairs on
October 26th, 1932

I. The South African General Missionary Conference represents all the Missionary organisations in Southern Africa - except those of the Roman Catholic Church. All its affiliated Missions conduct schools and in most cases these schools are run

- (a) By Government grants for teachers' salaries
- (b) By Mission funds for buildings and equipment
- (c) By School fees.

The Native Economic Commission estimates that the cash contribution of Missions to Native Education runs into millions (see Paragraph 578).

The Conference therefore feels that it is entitled to ask the Honourable the Minister of Native Affairs to discuss with its representatives the present grave situation in Native Education and to obtain from the Minister a full statement of the Government's policy and programme in Native Education. The Conference respectfully requests that Missions be regarded by the Government as co-workers in a stupendous task to carry on which requires the fullest co-operation and consultation between those engaged in it.

II. The Conference recognises that considerable expansion has taken place in Native Education during the past ten years; but it begs to point out that, while the Union Government in 1926 took over the existing financial obligations of the Provinces for Native Education, the whole burden of the expansion in Native Education has been borne

- (a) By the Natives through taxation, school fees and the building of new schools
- (b) By the Missions through the provision of new buildings and equipment; supply of European teachers and supervisors; and the payment of teachers' salaries where the Government grants were not available through lack of funds.

The national exchequer has thus added nothing to the development of Native Education since 1921 (the year on which the grant of £340,000 is based).

III. That the expansion has not kept pace with the demand for Education among the Native people is shown by the following facts:-

- (a) The Native Affairs Department some time ago reported that 649 schools had unsuccessfully applied for registration for grant purposes.
- (b) Missionary organisations have at least another 800 schools that would be eligible for grants were these available.
- (c) There are many schools financed by Natives themselves which have a considerable enrolment but no financial aid.
- (d) School inspectors, teachers and missionaries all report that existing schools are overflowing and cannot take in all who apply. One inspector reports that in his district he needs a hundred more schools to meet the demand.

- (e) The Education Departments are not able to recognise any additional number of teachers for grant purposes. Where additional teachers have been engaged the Missions have had to undertake the financial responsibility. The Transvaal Director of Education quotes several instances of schools with numbers varying from 84 pupils per teacher to 112 pupils per teacher. Later figures show considerable increase: one case shows nearly 140 pupils to one teacher. Some of these are in urban areas with as many as eight languages and dialects represented in the classes.

IV. The burden that has been thrown on Missions by the breakdown of the Native Development Fund has become too great for them to bear. As most Missions are dependent upon funds drawn from overseas their losses on the exchange are also colossal. Thus they are being hit in two ways: by the breakdown of the finance of Native Education and by their losses on monies received from Europe.

V. The Conference feels that the country has not yet realised the comparatively insignificant extent of its contribution to Native Education, which is being supported mainly by the Natives themselves and by the generosity of Christian peoples in Europe and America, and, to a certain extent, South Africa. The Conference recognises that until public opinion has been awakened on this matter anything like adequate financial support for the education of the Native will not be forthcoming. It recognises too that, however desirous the Honourable the Minister of Native Affairs is to see further sums made available he is seriously handicapped by prevailing prejudice and lack of knowledge among the European peoples of the Union. Nevertheless, the Conference believes that the responsibilities laid at the door of a Minister of Native Affairs require that he should make strenuous efforts to lead public opinion on the matter and to take every opportunity of securing fair treatment for the people under his charge. As he is "father" to the Native people they must be able to hear and know what he is doing on their behalf.

VI. The educational needs of the Native people can be considered in two divisions

- (a) Pressing needs of the moment.
- (b) The reasonable requirements of a policy of development.

(a) Pressing needs. To relieve the present urgent situation an additional portion of the Native Tax might be allocated to the Native Development Fund. For this the Conference presses very earnestly. Unless some relief is given the educational system must break down completely and the combined labour of Government departments, Missions and the Native people over a series of years to build up a sound educational organisation be destroyed.

The Conference has learnt with dismay that in a letter addressed to the Potchefstroom Joint Council dated June 18th, 1932, the following paragraph appears:-

"In conclusion I am to intimate that no hope can be held out that any increased grants will be made, or that the basis upon which Native education is financed will be altered until the Government has considered in detail the Report of the Native Economic Commission and the legislature has dealt with the proposals which have been before both Houses of Parliament for the last few years."

The Conference sincerely hopes that this paragraph does not represent the final decision of the Government. It finds it impossible to understand how the Land Bill or the Franchise Bill can possibly affect the financial aspects of the present crisis in Native Education. To postpone relief until the problematical passage of measures that show no signs of emerging successfully from Select Committee and which have every chance of sharing the fate of all similar measures since the passing of the Land Act of 1913 is to bring despair to the hearts of all concerned with Native Education. It defers hope to the Greek Kalends. Is Native Education also to be thrown into the cockpit of political strife? If so educational workers may see the fruits of their labours fall rotted to the ground.

The Conference pleads earnestly with the Minister of Native Affairs that he press urgently upon his colleagues in the Cabinet that question of early relief must be considered quite independently of the measures that have been before Parliament "for the last few years", i.e. for six years. /the

(b). The reasonable requirements of a policy of development will have to be considered when the immediate crisis shall have been negotiated successfully by the relief asked for. The funds now available and the immediate relief sought will not permit provision for the future. But the Conference feels that it is its duty to draw the Minister's attention to the fact that there are reasonable needs which must be considered even if they cannot be provided for immediately. These needs may be put very briefly as follows:-

- (a) Over-taking gradually the 80% of Native children at present not in school.
- (b) Meeting the natural increase in the Native population, say 1.6% per annum.
- (c) Lengthening of the school life to make education more effective for the masses, most of whom have to leave school while still in the lowest standards.
- (d) Improving the quality of education now given, especially in respect of equipment.
- (e) Making secondary education more effective.
- (f) Employing trained teachers and training more and better teachers.
- (g) Bringing of teachers' salary scales to standard.
- (h) Meeting the calls for capital expenditure hitherto provided by Missions.

The Conference realises that in the present financial crisis there is no chance whatever of these needs being met, but it urges the Minister of Native Affairs to view even the present critical position of Native Education in the light of the ultimate needs, to ensure that no set-back is given to the existing facilities that will make educational progress more difficult later.

VII. The Native Economic Commission emphasises again and again in its Report that the economic advancement of the Union is bound up with the liberation of the Native from the shackles of ignorance and superstition.

But the national exchequer only spends on Native education a trifle more than one-tenth of what it spends on police, prisons and magistrates. And we have only 302,000 Native children in the schools, while in 1930 there were 372,613 convictions of Natives in our courts. It is respectfully submitted that from every point of view the education of the Native is the soundest prophylactic against ignorance, superstition and crime.

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- (d) School inspectors, teachers and missionaries all report that existing schools are overflowing and cannot take in all who apply. One inspector reports that in his district he needs a hundred more schools to meet the demand.

(e) The Education Departments are not able to recognise any additional number of teachers for grant purposes. Where additional teachers have been engaged the Missions have had to undertake the financial responsibility. The Transvaal Director of Education quotes several instances of schools with numbers varying from 84 pupils per teacher to 112 pupils per teacher. Later figures show considerable increase: one case shows nearly 140 pupils to one teacher. Some of these are in urban areas with as many as eight languages and dialects represented in the classes.

IV. The burden that has been thrown on Missions by the breakdown of the Native Development Fund has become too great for them to bear. As most Missions are dependent upon funds drawn from overseas their losses on the exchange are also colossal. Thus they are being hit in two ways: by the breakdown of the finance of Native Education and by their losses on monies received from Europe.

V. The Conference feels that the country has not yet realised the comparatively insignificant extent of its contribution to Native Education, which is being supported mainly by the Natives themselves and by the generosity of Christian peoples in Europe and America, and, to a certain extent, South Africa. The Conference recognises that until public opinion has been awakened on this matter anything like adequate financial support for the education of the Native will not be forthcoming. It recognises too that, however desirous the Honourable the Minister of Native Affairs is to see further sums made available he is seriously handicapped by prevailing prejudice and lack of knowledge among the European peoples of the Union. Nevertheless, the Conference believes that the responsibilities laid at the door of a Minister of Native Affairs require that he should make strenuous efforts to lead public opinion on the matter and to take every opportunity of securing fair treatment for the people under his charge. As he is "father" to the Native people they must be able to hear and know what he is doing on their behalf.

VI. The educational needs of the Native people can be considered in two divisions

- (a) Pressing needs of the moment.
- (b) The reasonable requirements of a policy of development.

(a) Pressing needs. To relieve the present urgent situation an additional portion of the Native Tax might be allocated to the Native Development Fund. For this the Conference presses very earnestly. Unless some relief is given the educational system must break down completely and the combined labour of Government departments, Missions and the Native people over a series of years to build up a sound educational organisation be destroyed.

The Conference has learnt with dismay that in a letter addressed to the Potchefstroom Joint Council dated June 18th, 1932, the following paragraph appears:-

"In conclusion I am to intimate that no hope can be held out that any increased grants will be made, or that the basis upon which Native education is financed will be altered until the Government has considered in detail the Report of the Native Economic Commission and the legislature has dealt with the proposals which have been before both Houses of Parliament for the last few years."

The Conference sincerely hopes that this paragraph does not represent the final decision of the Government. It finds it impossible to understand how the Land Bill or the Franchise Bill can possibly affect the financial aspects of the present crisis in Native Education. To postpone relief until the problematical passage of measures that show no signs of emerging successfully from Select Committee and which have every chance of sharing the fate of all similar measures since the passing of the Land Act of 1913 is to bring despair to the hearts of all concerned with Native Education. It defers hope to the Greek Kalends. Is Native Education also to be thrown into the cockpit of political strife? If so educational workers may see the fruits of their labours fall rotted to the ground.

The Conference pleads earnestly with the Minister of Native Affairs that he press urgently upon his colleagues in the Cabinet that/question of early relief must be considered quite independently of the measures that have been before Parliament /the "for the last few years", i.e. for six years.

b). The reasonable requirements of a policy of development will have to be considered when the immediate crisis shall have been negotiated successfully by the relief asked for. The funds now available and the immediate relief sought will not permit provision for the future. But the Conference feels that it is its duty to draw the Minister's attention to the fact that there are reasonable needs which must be considered even if they cannot be provided for immediately. These needs may be put very briefly as follows:-

- (a) Over-taking gradually the 80% of Native children at present not in school.
- (b) Meeting the natural increase in the Native population, say 1.6% per annum.
- (c) Lengthening of the school life to make education more effective for the masses, most of whom have to leave school while still in the lowest standards.
- (d) Improving the quality of education now given, especially in respect of equipment.
- (e) Making secondary education more effective.
- (f) Employing trained teachers and training more and better teachers.
- (g) Bringing of teachers' salary scales to standard.
- (h) Meeting the calls for capital expenditure hitherto provided by Missions.

The Conference realises that in the present financial crisis there is no chance whatever of these needs being met, but it urges the Minister of Native Affairs to view even the present critical position of Native Education in the light of the ultimate needs, to ensure that no set-back is given to the existing facilities that will make educational progress more difficult later.

VII. The Native Economic Commission emphasises again and again in its Report that the economic advancement of the Union is bound up with the liberation of the Native from the shackles of ignorance and superstition.

But the national exchequer only spends on Native education a trifle more than one-tenth of what it spends on police, prisons and magistrates. And we have only 302,000 Native children in the schools, while in 1930 there were 372,613 convictions of Natives in our courts. It is respectfully submitted that from every point of view the education of the Native is the soundest prophylactic against ignorance, superstition and crime.

HIGHER EDUCATION.

R.R.73/39

INTER-UNIVERSITY COMMITTEE FOR AFRICAN STUDIES
INTER-UNIVERSITERE KOMITEE VIR AFRIKANISTEIK

P.O. Box 97,
 JOHANNESBURG.
 August 9th, 1939.

TO MEMBERS OF THE INTER-UNIVERSITY COMMITTEE FOR AFRICAN STUDIES

1. Research in African Studies:

I enclose copy of a circular I have addressed to the Universities.

Conveners of the Standing Committee on Research were asked at the last meeting of the Committee to accept responsibility for the preparation of material for discussion at the Conference.

2. Dates of Meetings:

Will members inform me if the following dates will be inconvenient for them:-

November 1st: Conference on Research in African Studies at Cape Town.

November 2nd: Meeting of the Inter-University Committee at Cape Town.

3. Standing Committee on Research in Native Law & Administration:

Professor Schapera has asked to be relieved of the Convenership on this Committee and has suggested that Dr. H.J.Simons and Mr.Julius Lewin (Lecturers in Native Law and Administration at the Universities of Cape Town and Witwatersrand respectively) be asked to act as Joint Conveners. In the absence of any objection by August 31st, I will ask these gentlemen to serve in this way.

4. Diploma in Native Education:

I enclose a copy of a memorandum received from Dr. P.A.W. Cook.

In this connection Dr. Cook states that Section 13 (b) page 7 of the Minutes of the last Meeting, reading as follows:-

"...Africans should be encouraged to specialise in these directions. The contrary opinion expressed in the memorandum was not supported,"

is incorrect and that no such opinion was expressed in the memorandum.

5. Applications for Research Grants:

Applications for grants in aid of research should reach me not later than September 30th, 1939.

6. Matters for inclusion on the Agenda of the next Meeting of the Committee should be communicated to me by October 15th next.

/MMcP

Enclosure: Memo. from Dr. Cook
 : Circular to Universities

J.D. Rheinalt Jones
HONORARY SECRETARY

INTER-UNIVERSITY COMMITTEE FOR AFRICAN STUDIES
INTER-UNIVERSITÊRE KOMITEE VIR AFRIKANISTIEK

Pos Bus 97,
JOHANNESBURG,
Augustus 9 1939.

AAN DIE LEDE VAN DIE INTER-UNIVERSITÊRE KOMITEE VIR AFRIKANISTIEK

1. Navorsings in Afrikanstiek:

Ek sluit hierby in 'n kopie van 'n sirkulêre wat ek aan die Universiteite gestuur het.

Die Oproepers van die Staande Komitee vir Navorsing was op die laaste vergadering van die Komitee versoek om verantwoordelik te wees vir die gereedmaak van besprekingsstof vir die Konferensie.

2. Datums vir die Vergaderings:

Sal die lede my asseblief laat weet of die volgende datums hulle sal pas:-

November 1ste: Konferensie oor Navorsing in Afrikanistiek in Kaapstad.

November 2de : Vergadering van die Inter-Universitêre Komitee in Kaapstad.

3. Staande Komitee vir Navorsing in Inboorlingwette en Administrasie

Professor Schapera het versoek om onthewe te word van die Oproeperskap van hierdie Komitee en het voorgestel dat Dr. H.J. Simons en Mnr. Julius Lewin (Dosente in Inboorlingwette en Administrasie aan die Universiteite van Kaapstad en Witwatersrand respektiewelik) versoek sal word om as Gesamentlike Oproepers op te tree. Indien op 31 Augustus geen teëwerpings ingekom het nie, sal ek hierdie Here versoek om hierdie diens op hulle te wil neem.

4. Diploma in Inboorlingopvoeding:

Ek sluit hierby 'n kopie in van 'n memorandum wat ek van Dr. P.A.W. Cook ontvang het.

In hierdie verband verklaar Dr. Cook, dat Seksie 13 (b) bladsy 7 van die Notule van die laaste Vergadering, waar staan as volg:-

" Afrikane moet aangemoedig word om in hierdie rigtings te spesialiseer. Die teenoorgestelde opinie, bevat in die memorandum, is nie ondersteun nie".

inkorrekt is, en dat 'n dergelike opinie nie in die memorandum staan nie.

5. Applikasies vir Navorsings-toelae:

Applikasies vir toelae tot hulp by navorsingswerk behoort in my hande te wees nie later as 30 September, 1939 nie.

6. Punte vir die Agenda van die volgende Vergadering van die Komitee moet my voor of op die 15de Oktober a.s. bereik.

J.D. RHEINALLT JONES
ERE-SEKRETARIS

/PBC

Bylae: Sirkulêre aan die Universiteite
: Memo. van Dr. Cook.

INTER-UNIVERSITY COMMITTEE FOR AFRICAN STUDIES
INTER-UNIVERSITERE KOMITEE VIR AFRIKANISTIEK

THE DESIRABILITY OF A SPECIAL DIPLOMA
IN NATIVE EDUCATION FOR EUROPEAN STUDENTS

By. Dr. P. A. W. Cook

At a meeting of the Inter-University Committee for African Studies on November 24th, 1937, it was decided to refer the question of the desirability of the institution of a special diploma course in Native Education to the National Bureau of Educational and Social Research for consideration and report.

Letters were addressed to universities and the four Provincial Education Departments asking for information and opinions concerning:

- (a) the desirability of the institution of a special diploma in Native Education;
- (b) the recognition given to courses in Bantu languages, Social Anthropology, Ethnic History or allied subjects as counting as part of the requirements for M.Ed., B.Ed., Higher Education or other teacher diplomas;
- (c) the extent to which the problems of Native Education are, or should be, included in degree or diploma courses.

The replies of the Provincial Education Departments

No reply was received from the Free State and what follows summarises the written replies of the Cape and Natal, and a verbal communication from the Transvaal.

The departments are not in favour of the institution of a special ad hoc diploma in Native Education to supplant the present teacher diplomas; but they would not be opposed to such a diploma in addition to those at present granted. That they would accord any measure of financial recognition to the possession of such an additional diploma is extremely unlikely.

The Chief Inspector of Native Education in the Cape remarked: "it is not considered desirable to establish a one-year course at the Universities specially for the training of European teachers for work in Native schools. The provision, however, of a special 'ad hoc' course of one year's duration, following on the usual one year post graduate teaching diploma course, would, it is considered, merit attention.

Natal replied that, "Under present conditions there would not be a great demand for holders of the Diploma in Native Education. Zulu is not a subject on the curriculum of Natal European Secondary Schools and very few candidates in Natal take it for their Junior Certificate and Matriculation Examinations. In Native Government Schools there are at present very few European Head teachers, and the numbers will probably decrease as more Natives become qualified to hold such posts. The posts at present held by Europeans in Native Schools are in Native Training Colleges and Industrial and High Schools, which are Government-aided Institutions; and as no pensions are paid to such teachers on retirement they usually do not remain in such posts for more than three or four years. When these disabilities are removed the position will improve but at present the demand for such teachers is very small, although it may increase".

The Transvaal was opposed to the introduction of a special diploma and even the recognition of any subjects not usually included in the ordinary teacher training courses, for the following reasons:

- (a) Specialist teaching in Bantu languages is given by Native teachers or by missionaries with a life-long knowledge of these languages. Thus the European teacher employed in Transvaal Native Training Colleges is expected to teach the usual school subjects, and the ordinary teacher diplomas prepare him to do this with the maximum efficiency. Any substitution of courses, such as Bantu Languages or Social Anthropology, would thus appear to have the effect of reducing the preparation the teacher receives for the task he is to undertake. The Department is naturally not opposed to the inclusion of such subjects as minor subjects, useful as a background.
- (b) A special allowance is payable to European teachers in Training Colleges, three years after appointment, if they can speak the language of the students under their charge. It is considered that three years provide ample opportunity for all teachers to learn a Bantu language sufficient to bring them into close contact with and understanding of their students. A practical rather than a theoretical knowledge of a Bantu language is the objective. The multiplicity of linguistic groups in the Transvaal is a further consideration which makes it desirable that teachers should study Bantu languages when they have actually taken up a post in a particular institution.

On the question of whether Bantu languages and Social Anthropology should be recognised as fulfilling part of the requirements for degrees or diplomas in education the provincial departments differ considerably. The Cape is in favour of such recognition but Natal adds the qualification, "provided that not more than two or three such courses are included

in the curriculum". The Transvaal is entirely opposed to any such recognition on the general grounds that teachers should receive the maximum amount of training for teaching those subjects they are actually going to teach. Social Anthropology is not taught in the training Colleges and there is no call for specialist teachers of Bantu languages.

Turning now to the replies to the third question, concerning the extent to which the problems of Native Education should be included in degree or diploma courses in education, there is considerable difference of opinion.

The Cape replied, "The inclusion of a course in the problems of Native Education as a full course for a degree or a diploma in Bantu Studies is not favoured. "It is felt that in the ordinary one-year teacher training course there is insufficient time to allow of the inclusion of an additional course of study of the nature proposed".

Natal replied that, "Problems of Native Education should preferably be included in the degree or diploma courses in Bantu studies; in the ordinary teacher training courses the emphasis should be on school subjects, teaching methods and organisation".

The attitude of the Transvaal was that a consideration of the problems of Native Education had a rightful place in any course on the history or philosophy of education. Every teacher, as the trainer of future citizens, should have a knowledge of the education of the Bantu. But no special course was called for.

The general attitude of the Education Departments is that they do not deem the institution of a special diploma in Native Education as either necessary or desirable. On the other matters they showed no unanimity.

The replies of the Universities

Special diplomas in Native Education have been instituted by the Universities of Cape Town, Stellenbosch and Pretoria. The entrance requirement in all cases is the possession of a teacher's certificate of approved standing. Both the Universities of Witwatersrand and South Africa expressed themselves as favourably inclined to the institution of a special diploma.

Native administration, Social Anthropology and Bantu languages may be recognised as fulfilling part of the requirements of the course leading to a teacher's certificate which is a necessary preliminary to entering the diploma course in Native Education.

Problems of Native Education are considered rather incidentally in the courses on Native Administration and Social Anthropology II.

The views of the universities and of the education departments on the necessity for a special

diploma seem to be absolutely opposed.* The opinion of the latter seems to be that the period of university training can be most usefully employed in making the student a master of what he is actually to teach. In his daily experience he will acquire a deeper insight into his work and acquire such skills e.g. a knowledge of Bantu languages, as he may require. The universities seem to incline to the view that the future teacher should be given a wider orientation in the problems and nature of a specialised field.

Some relevant facts

1. The number of Europeans employed in Native training colleges and secondary schools is approximately 200. If European teachers in mission schools (i.e. primary) are included the number is approximately 300. These figures are estimates based on all available statistics.
2. The policy of the provincial departments is to employ Natives to an increasing extent in secondary schools, and the probability is that in the future an increasing percentage of Natives will be employed in training colleges.
3. According to a questionnaire answered by 193 European teachers in Native training and secondary institutions,
 - (a) only 95 held degrees i.e. 49%
 - (b) only 11 University certificates of efficiency in Bantu languages were held by four individuals, i.e. 2%;
 - (c) only 39 used a Bantu language as a medium of instruction i.e. 20%;
 - (d) only 13 taught a Bantu language as a subject, i.e. 6.7%

- Conclusions -

* The following communication has been received since this memorandum was written:-

University of South Africa
May 5th, 1939.

"With further reference to your letter E.23/25 of May 27th, and my reply of August 19th, 1938, regarding the question of a Special Diploma in Native Education, I have to state that the matter was discussed by the Faculty of Education at its recent meeting. I quote the decisions of the Faculty (which were confirmed by the Senate):-

- "1. Op Vraag (a): Die Fakulteit van Opvoedkunde is nie ten gunste daarvan om 'n spesiale diploma in te stel vir onderwysers wat hulle op die Naturelle-onderwys wil toelê nie;
 2. maar is ten gunste daarvan dat spesiale aandag aan die vraagstukke van die Naturelle-inderwys in die loop van die gewone U.O.D. - kursusse gewy word;
 3. en beveel aan dat Kolleges wat spesiale aandag aan dergelyke vraagstukke wil wy, hulle kursusse ter goedkeuring aan die Dekaan sal voorlê".
-

Conclusions:

It would seem that there is very little need for a specialised diploma in Native Education for European students.

The situation reveals:

(a) a growing need for the study of Native Education by a small number of Europeans,

(b) a growing need for the study of Native Education by an increasing number of Native Students, and

(c) the need for adequate provision of facilities for European and Native teachers in service to study the problems of Native Education.

It is suggested that the needs of the situation could best be met in the following ways:

(a) Increased attention could be given to a study of Native Education in the usual courses on Social Anthropology, Native Administration and History of Education. European students interested in Native Education can choose theses in that field.

(b) The best place for more intensive study of Native Education required by Native students is undoubtedly Fort Hare. But provision should be made for study in this field by correspondence courses as well, conducted from Fort Hare.

(c) European and Native teachers in service should be provided with facilities for private study and external examination. The Natives could be provided for by Fort Hare, the Europeans by the University of South Africa.

(d) Encouragement should be given to Native teachers to specialise in Bantu languages and recognition should be given to those who are specially qualified to teach a Native language as a school subject.

At the meeting held in Johannesburg a certain confusion of thought arose from the fact that the writer of the memorandum assumed that the students who were to be considered in connection with any university diploma in Native education would be Europeans only, except in the case of Fort Hare. Certain members of the Inter-University Committee assumed that African students were also included in the scope of the memorandum. It may be pointed out that Native students are excluded from most South African universities, and the University of Witwatersrand, where a number of African students might be obtained for linguistic courses, has no faculty of education. In any case it may be argued that for any university to set up a special diploma in Native education for African students would be a retrograde step, offering unfair competition to Fort Hare. For these reasons in drawing up the first memorandum the writer assumed that the discussion was to be limited to European students.

R.R.72/39

INTER-UNIVERSITY COMMITTEE FOR AFRICAN STUDIES
INTER-UNIVERSITERE KOMITEE VIR AFRIKANISTEIK

P.O. Box 97,
JOHANNESBURG.
August 9th, 1939.

Copy of Letter Sent to Universities

Dear Sir,

Research in African Studies

In view of the re-constitution of the Research Grant Board as the National Research Council and Board to administer funds for scientific research, the Inter-University Committee for African Studies, at its last meeting, decided to investigate the position of research in the subjects with which this Committee is concerned and to hold a conference of representatives of the Universities and other scientific organisations which are engaged in such research. This Conference will be held at Cape Town in November 1939, and your University will be asked to send representatives to the meeting.

In the meantime I have to ask for the co-operation of your University in obtaining information on the following points:-

1. What research work is, at present, in hand under the auspices of your University in the fields of:-

- (a) Social Anthropology
- (b) Linguistics - Bantu, Hottentot or Bushman
- (c) Native Law
- (d) Native Administration
- (e) Archaeology

2. What research projects in these fields your University considers should be undertaken.

The Inter-University Committee for African Studies will be grateful for all the help your University will give in this matter.

I beg to remain, Sir,

Yours faithfully,

(Signed) J.D. RHEINALLT JONES

HONORARY SECRETARY

JDRJ/MMcP

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