

A.M.C.
Cape

11th May,

3

Mr. S.P.Akena,
138, Lwana Street,
P.O. CRADOCK, C.P.

Dear Mr. Akena,

I am sending 200 tickets to your Province through Rev. Calata to whom I have written in detail about them.

I would be glad to get your report about the 50 tickets that I gave you at Naauwpoort, as I would like to arrange for the printing of more tickets if you people are able to dispose of them quickly enough and report the returns immediately.

There is no reason why if an effort is made the Cape should not have thousands of members. I am expect your province to organise every town and village.

Wishing you every success,

I am,

Yours sincerely,

PRESIDENT-GENERAL.

ABX/pd.

Social Welfare - General
ABX. 4705116

11/5/1943

JOHANNESBURG SOCIAL SECURITY ACTION COMMITTEE.

Welfare House,
168 Fox Street,
JOHANNESBURG.

11th May, 1943.

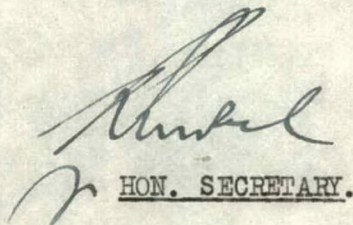
Dr. A.B. Xuma,
85 Toby Street,
Sophiatown,
JOHANNESBURG.

Dear Sir,

At a recent meeting of the Executive Committee it was decided that each member of the Executive should be asked if he would try to enrol ten members of the South African Social Security Association. I am enclosing herewith ten enrolment cards. You will notice that they must be signed on both sides and that the minimum subscription is 1/- per annum.

If you will return the completed cards together with subscriptions to the above address they will be forwarded to the National office, which will send out the membership cards. A further supply of enrolment cards is available.

Yours faithfully,


HON. SECRETARY.

VP/TAB.

11th May,

3.

Rev. James A. Calata,
 St. James' Mission,
P.O. CRADOCK, C.P.

My dear Rev. Calata,

I was ~~glad~~ glad to receive the statement of the Commissioner of Police. I was glad that they have replied fully in keeping with our demands for an apology; return of our documents and giving us an assurance that recurrence of such incidents will be prohibited.

I have not yet had an opportunity to put the statement in the press, as I feel that we must play it up. Actually, I wish that we would have sign-borads so that it would be put at your house and the mission-house and also at Rev. Skomolo's mission. If you can effect that we would have strengthened our position with the people and discredited the police action. What I mean is that the text of the letter should so appear and, if possible, at both Naauwpoort and Cradock. If the other ministers would cooperate, it is my wish that the letter be read in the different churches so that the people should know that Congress is not a prohibited organisation, that it is recognised by the Government and that whatever happened was, as the letter states, an indiscretion and tactlessness of the police.

I am sending you, under seperate cover, 200 tickets as requested and I should be glad to get full reports of the 50 tickets I gave Mr. Akena at Naauwpoort and those I gave Rev. Skomolo.

I had requests for tickets from both Mr. Duna of Korsten and Mr. Nikiwe of Port Elizabeth, asking for about 30 each. If you can afford to give them half or the full amount from this quota, kindly do it and let me know. I shall write them accordingly.

I am glad to say that I met Mr. Lepolisa on Good-Friday and he graciously agreed that there was no urgency about making any changes about the Secretaryship of the African National Congress. In fact, he expressed his sympathy with us when I told him we had been upset by the raid.

You will, perhaps, have heard by now that the O.F.S. Congress elections took place on Good Friday and that Rev. Tshabangu who did not know was elected President and Mr. Molatedi was elected Secretary.

I doubt if there will be much activity in organisation but anyway, there has been an election. I manouvered that Mapikele be made Honorary Life President of the Free State - extremely pleased and I have Mr. Lepolisa move it and he

I saw the little girl again and some slight improvement. However she still

(P.T.O.)

since this is an organic condition.

Please push the organisation as hard as you can in the Cape as we want a strong delegation from the Cape in December.

With best regards to all,

I am,

Yours very sincerely,

PRESIDENT-GENERAL.

ABX/pd.

ABX-430513a

A. M. C.
Tol

13th May, 1943.

Mr. Stephen Maloka,
C/o Dowling Mansions,
cr. Eloff and Plein Streets,
JOHANNESBURG.

Dear Mr. Maloka,

You will remember that on the 29th November, 1942, at the close of a meeting that I had called bringing together the Transvaal African Congress and the Ntsudishan Mphahlele group, I sent you to go to Pretoria with Mr. Ntsudishane to meet Mr. Mphahlele and members of his section and to report to me.

You have not reported the reply of this section as a whole which resulted from the mandate I had given you, and this has led to the inactivity of the Transvaal Province awaiting my concluding the unity efforts I had begun.

If I cannot get your report of the reply by return post, I shall have no option but to instruct the Secretary of the Transvaal African Congress - Mr. Ramohano - to cause his Executive to function as usual and I can resume personally the unity negotiations with the other section where I left them off on November 29th.

Yours sincerely,

PRESIDENT-GENERAL.

ABX/pd.

OFS

ABX. 4305136

Post Box 398

Bloemfontein

13-5-43

Dear President

I thank you very much for the kind letter you had written to me although I have taken long before replying. As it is the address on the letter was not sufficient and that is why it has delayed in reaching me. Unyhow I have conveyed your congratulations to them all. May I mention this to you that up to now I have not received anything from the ex-Secretary and I am at a loss. I have not met the new President yet; he has been out of town on Church work, but I think that he shall be here this week end and then I shall arrange with him to meet the ex-Secretary.

As it is my intention to communicate with outside Branches I hope that I shall get all particulars from the ex-Secretary. As soon as I have received all properties belonging to the Province I shall then and then inform you.

Yours truly

Yours truly
 J. P. Molatedi
 Prov. Sec. OFS

Adams College,
Adams M.S.,
May 13, 1943

Dr. K. B. Kuma,
The President General,
African National Congress,
Johannesburg.

Dear Dr. Kuma,

I am sending you one document which I have prepared for consideration in terms of your request and circular of an earlier date. I only hope that the points of high political principle which I have raised therein will stimulate thought and have us clearly our ideas, ideals and aspirations. I shall follow this document with another on economic matters.

Yours sincerely,
Selby B. Ngcobo.

ABX. 430514a

Borich No Passage,

Kroonstad, O.F.S.

May 14. 1943

Dr. A. B. Xuma,

President-General, A.N.C.

Sir

With further reference to your letter of the 22nd March re Post-War Reconstruction, I very much regret that my statement will not reach you by the stipulated time.

Due to his of a multifarious character as well as absence from home on two occasions during this month is mainly responsible for this delay.

Please keep the matter open for a few days as far as my contribution is concerned.

With the best wishes for a successful undertaking,
I am,

Yours respectfully
P. Mahabane
Senior Chaplain

CAPE TOWN SOCIAL SECURITY ACTION COMMITTEE.

City Hall, Cape Town.

MEMORANDUM ON FAMILY ALLOWANCES.

I. INTRODUCTION.

The argument in favour of family allowances may be rendered as follows: Even where comparatively high incomes are earned by the masses of the population, the size of a family may be too big for the income of its breadwinner. If one considers such cases, an adjustment of the family income will often appear desirable in order to safeguard the well-being of the whole nation. Quite apart from humanitarian motives one may thus come to recognise that not only economic merit and success should be allowed to determine the size of incomes. Need should be taken into account.

Naturally in countries with a high average of well distributed incomes only few families and households will require assistance. However, in countries with low and badly distributed incomes the need for assistance may be widespread and often begins with the first dependant or the worker himself. In many respects South Africa is such a country. The continual clamour for civilised wages among the unskilled labourers of this country is founded on the fact that many are unable to support themselves on such a standard, not to speak of a family.

In Europe and the United States a man usually advances in position and salary as he grows older, and this increase of incomes runs parallel with his increasing duties as a householder. Although modern technique has somewhat upset this general trend, it still applies to large sections of the population. In South Africa most of the non-European population never have a chance for such advancement, and while single young men and women in the early twenties manage to subsist, those in the thirties, as well as their small children, are left in dire poverty.

It is not proposed here to go further into the details of wage arrangements, the incomes of poor whites etc. An effective system of family allowances for the whole population of South Africa will be attained only when there are sufficient incomes from which satisfactory allowances can be taken by way of taxes or contributions. As long as the majority of the workers, instead of giving aid, must ask for aid in the interests of first or second dependants, or perhaps themselves, the sums required are likely to exceed what people with higher incomes could spare - even under dictatorial compulsion.

Pondering this problem, the writer has arrived at the conclusion that satisfactory family allowances might be introduced gradually when and where arrangements have been made to pay fair wages (or secure sufficient independent incomes) to the bulk of the population. In the meantime, the payment of percentage additions to the wages of workers with many children might bring some relief but would often fail to aid the children materially, as destitute adults would be driven to use the allowances for themselves.

A special social service organisation, lending assistance for children in kind, might thus be more effective and economical where minimum wages have not yet been reached. This organisation might provide food, clothing and shelter on similar lines to those followed by existing welfare societies and could be superseded by family allowances as soon as the average income of workers exceeds a certain minimum level.

In any event, the authorities should not delay the extension of such services for children until the adults have secured better incomes - which may still take many years. The children of today represent the future of South Africa.

In principle, schemes like that for the distribution of milk and, under the new Budget, the feeding of school children point in the right direction. But it will be noticed that the majority of destitute and poor children cannot be found at schools. There are several other motives which occasionally lead to a demand for family allowances but these are usually of a political nature, which may be ignored here. Of importance, however, is the eventual influence on the fertility of the population. France adopted in 1939 a 'Code de Famille' providing for, comparatively, high children's allowances in order to stop the decline of her population, and similar ideas with regard to England will now be found in Sir William Beveridge's report. As to South Africa, it may be suggested that the decline of the European birth rate has not attained proportions which would call for interference, while a reduction of the non-European birth and child mortality rates might be helpful in promoting the well-being of the population.

II. CONTRIBUTIONS FROM EMPLOYERS.

Family allowances have, in the past, been paid to employees in a number of occupations. The military and civil services are prominent in this respect, owing largely to the low payment for unmarried soldiers or junior officials, which made such allowances inevitable. Certain groups of private employers also grant family allowances, largely in order to retain the services of loyal employees, or under the influence of social considerations. Except for countries with dictated wage rates and conditions of employment such as Italy, the remuneration of workers has, however, retained its relationship to the "value" of a worker as such. Family allowances as part of money wages and salaries cannot be substantial under conditions of free competition, or married workers would be at a disadvantage in the labour market.

There is, however, one aspect under which the employer's contribution to the income of workers' families can be substantial. His undertaking may be so placed as to necessitate the importation of labour; the retention of a loyal staff for reasons of efficiency and secrecy, or the education of apprentices whom he can retain for their working lives. In such cases he will be inclined to offer accommodation and other advantages which the employee might not be able to purchase from the corresponding money wages.

However, many of the factory settlements in Europe and America have been bad from the beginning, others have deteriorated under the crises and depression of the last 20 years, and yet schemes resembling that in Bernard Shaw's "Major Barbara" can also be found. Henry Ford's combination of farming and manufacturing as seasonal activities commends itself for countries with wide open spaces and is based on the experience that the wages of millions of European workers have been supplemented by gardening on the plots offered by their employers or municipalities. This side of effective assistance has been neglected in South Africa, owing probably to bad soil, inexperience and water shortage, which can now be overcome in many areas. One may think of the billions of gallons pumped continually from the mines on the Witwatersrand, the sewerage of big cities, etc.

Though more hygienic perhaps than open locations, the mining compounds on the Witwatersrand, as well as workers' homesteads generally, are unsatisfactory from the viewpoint of supplementary income. In the construction of new big factories and the establishment of trading estates, or even in housing generally, more attention should be paid to this aspect. (It is stated that Iscor has taken a few steps in that direction).

On farms owned by Europeans a huge population of Bantu and Coloured workers will be found in the Union. Here the conditions vary from area to area, if not from farm to farm. While some farmers should not be discouraged by State interference to give labourers and their children patriarchal protection, one would like to see that farmers elsewhere were given economic assistance only if they permitted their labourers to share in such benefits.

On the other hand, it will be seen that the payment of cash allowances to workers who depend on individual employers to such an extent as the rural labourers may exercise a depressing influence on their wages and thus defeat its own ends. In Great Britain regulations for minimum wages extend to rural labour so that family allowances will scarcely influence the attitude of the farmer.

It is the writer's opinion that much can be done by South African employers to improve the living conditions of their workers, without burdening themselves or the taxpayers, and that a planned policy in this direction should be paramount in rural districts. There are, moreover, several other possibilities to improve the lot of children, which will be discussed in the following section.

III. SOCIAL SERVICES.

Having regard to family life, the introduction of communal feeding and housing should not be pursued to extremes if there is a chance of adequate provision in a private household. To date, however, South Africa's achievements in this direction are not yet equal to those of countries with higher national incomes. It is not intended to discuss social services in detail, since these will be dealt with elsewhere, but in view of the probably limited extent to which family allowances can be granted in the beginning, social services should be brought to maximum efficiency. Free maternity homes, crèches,

schools, health services for children (regardless of social insurance) and free funerals can substantially reduce the costs of family life, without depriving it of individuality. The problem of family allowances would then be substantially reduced. School education should, naturally be free and general, but adjusted in its scope to the economic requirements of the country. In other words, higher education might be limited to gifted children, while primary and technical education should be extended.

IV. PRICE ADJUSTMENTS AND TAXATION.

A further, indirect, method of reducing the cost of large families lies in a planned attack on the cost of food which forms the principal expenditure of wage-earners near the bread line. The next item is housing, the cost of which has already been attacked in various ways. Transport and plain clothing are other important factors. The items in question can be cheapened to the poor families in the following manner, apart from providing for communal feeding, shelter, etc:

(1) Abolition of charges, taxes, railage costs etc. connected with the distribution of essential foodstuffs, which could become a kind of public service, the retailer receiving a commission.

(2) Food subsidies (now given for bread only) on a broad basis, in conjunction with the promotion of efficiency in agriculture. Disposal of surpluses by the distribution of food stamps to big families, the stamps entitling holders to purchase selected commodities at reduced prices.

(3) The introduction of a turnover tax on all subsidised goods and distribution of coupons according to the size of a family, which would entitle holders to buy certain quantities at reduced prices.

Proposal No. (2) would be an emulation of the British scheme, embodying a stamp system applied in America. Proposal No. (3) is on Russian lines.

On the whole, essential goods - which the war has taught us to classify - should be offered plentifully and free of duties or levies, while unessentials are capable of bearing much higher taxation than at the present time. It is interesting to note that some countries (e.g. Costa Rica) have decided to devote the duties on alcohol and tobacco, or speculation in property, to the strengthening of their social services.

Regarding normal income-tax, the minimum incomes liable for taxation are, in the Union far beyond the level of average earnings. Taking the rebates for children into account, one cannot expect much relief by an extension of this rebate system. The penalising of marriage in the lower income brackets should, however, be noted. While a man earning £1,500 or more and marrying a girl earning £200 will effect a saving in taxation, a man earning £350 and marrying such a girl will make himself liable for higher taxation. In Great Britain the direct taxation of average incomes is so high that the proposed children's allowances will, in many cases, have the effect of tax rebates.

V. SAVING AS AN AID.

In social surveys it is often stated that the inefficient use of incomes has forced consumers under the bread line. In other words, the calculated Poverty Datum Line gives too favourable a picture of the situation. This is undoubtedly true, as far as the use of incomes is concerned, but there are sometimes compensating factors which have not been disclosed to the investigators. At any rate, from the viewpoint of a poor family, expenditure of wages on liquor and cigarettes is mostly indefensible, whatever one's general attitude to this form of consumption may be.

On the other hand, housewives are largely ignorant of the nutritive value of food and of the best markets in which to buy. Consumers' advice in the matter of diet and shopping generally, which is now given by individual social workers, should become a public service available to all. All methods of saving household costs require close study.

Another point to be impressed upon the public is saving in cash. Owing to certain political and economic factors the Governments of the British Commonwealth and of America have been able to pursue a "cheap money" policy. Whatever may be said in favour of this practice as a means to finance the war and other public expenditure, it is not an inducement to individual saving.

Direct participation in business enterprise is seldom a thing for the small wage-earners, but there should still be means for them to participate in the economic progress of their country. This could be effected by the introduction of a different system of savings institutions which would not operate primarily for security such as pension and insurance funds, but for high returns. Young people might be induced to save part of their incomes in such institutions, and if things go well, this might place them on a favourable basis when their family obligations increase. A special form of bank, making its investments on the unit trust principle, might be formed for this purpose, making it a rule that savings are not repaid before such obligations arise. This policy might establish some relation between economic prosperity and the foundation of families.

This concludes my survey of methods which might be combined with family allowances or used independently, before family allowances can be introduced. The prescribed measures might help a great deal to reduce the magnitude of the problem, which will be described in the subsequent sections.

VI. THE BEVERIDGE REPORT.

It is understandable that the publication of the Beveridge report has led to the suggestion that something similar might be done in South Africa. Children's allowances form the third largest item in the Social Security Budget proposed by Sir William Beveridge (see page 199 of his report). For the year 1945, health and rehabilitation services figure at £170,000,000, retirement pensions at £126,000,000 and allowances for children at £113,000,000, to be followed by unemployment benefit at £110,000,000. The expenditure represents 8/- weekly for each of

approximately /

approximately 4,600,000 children out of 9,573,000 children under 15 (in 1941), or 20.6% of a population of 46,565,000. All second and subsequent children, but also the first children of unemployed, pensioners, etc. are to benefit.

Sir William's argument and calculations should be read verbatim (pp. 154 to 158 and 88 to 89). It is interesting to note that he emphasises equal benefits in respect of employed and unemployed households and rejects means tests, datum lines, etc., as it is the "simplest plan to make allowances universal". Supporting the argument that the allowances form an adjustment of incomes, he asks for payment from general taxation, and not from social insurance funds or pools. However, he is against an amalgamation of the allowance system with the assessments for income-tax, in view of "different considerations"; - in other words, the allowances are not to become a sort of reversed taxation. The allowances should continue until children earn but then cease immediately, as they are not meant to encourage the underpayment of apprentices and young workers. Children at school should benefit until they are 16 years old.

No provision for rent is included in the allowances, rent being an uncertain and varying item. But the allowances for subsequent children are not to be fixed on a decreasing scale, although there might be, proportionately, less expenditure on food. It is recognised that additional children will add to the cost of housing or rent.

The following table represents the calculated minimum cost of children (food and clothing only), which forms the basis of the proposed allowances:

<u>Years.</u>	<u>Years.</u>
0 - 5 5/4	10 - 14 8/3
5 - 10 7/1	14 - 15 9/-

at 1938 prices, to which 30% must be added to arrive at present costs.

The average works out at 7/- plus 30% for the increased cost of living, or 9/- from which 1/- weekly is deducted in respect of free milk distributed by schools.

Similarly, other benefits in kind would have to be deducted where they are given. A striking resemblance will be found of the above figures to those of the Social Survey, conducted in Cape Town by Professor F. Batson in 1938-39, which are expressly stated to present a bare minimum:

<u>Years.</u>	<u>Weekly Allowance.</u>	<u>Monthly Allowance.</u>
0 - 4	4/4	18/9
5 - 9	5/5	23/6
10 - 15	7/8	33/3

at 1938 prices.

If a similar scheme of allowances should be considered in Cape Town the average basis would, therefore, be almost the same as that of Sir William, - at the best 1/- less than his 9/- weekly. However, in the rural districts of the Union different scales would have to be taken.

For /

For purposes of comparison the following military rates of allowances may be borne in mind:

The South African Army grants an allowance of 1/- daily for every child of a European private, or 7/- weekly. In Great Britain the first child is entitled to 1/4, the second to 1/2, and subsequent children to 1/1 daily. While these allowances appear to be calculated on bare subsistence costs, Australia with payments of 3/- for the first, 2/6 for the second and 1/6 for subsequent children (all in Australian currency) is a little more generous.

It is interesting to note, however, that even under the new South African system (cf. Report of the Select Committee on Soldiers' Pay and Allowances, March, 1943) the marriage allowances of Coloured and Indian soldiers (3/6 daily) are increased only by a flat rate of 1/- daily if there are children, regardless of their number. In the case of native volunteers the family allowance for wife and children does not exceed 9d. a day, regardless of the size of the family.

It is not proposed here to go into the matter of soldiers' marriage allowances as these represent partly a contribution to the maintenance of households as such, while the head of the household is absent on active service. The bare subsistence needs of adults are on a different scale.

Other dependants, apart from children, should not come under a system of family allowances but become the object of social services or social insurance, whatever the case may be.

VII. OTHER FOREIGN SCHEMES.

Several schemes are described in Miss J. Edna Parlo's thesis on Family Allowances (a work which deals in particular with conditions in Cape Town and was completed in November, 1941). In New South Wales, Australia, weekly allowances up to a maximum of 5/- for every third and subsequent child are paid to supplement a wage which does not exceed a "fair" standard, as calculated for the needs of man, wife, two children, plus 5/- for every additional child. The age limit is 14 years, and in exceptional cases 16 years. In New Zealand the maximum allowance is 4/- per child for third and subsequent children up to the age of 16 years, but payable only until the family income reaches £5 per week.

An all inclusive scheme, replacing previous arrangements for civil servants, municipal employees, workers in factories with family "pools" etc., was introduced in France in 1939 (Code de Famille). No allowance was made for the first child, but, if born within two years of the marriage, a cash premium was payable. All subsequent children in the family were to benefit under this scheme, and allowances were also payable

to /

to young brothers and sisters of the workers. The maximum age limit was fixed at 14 years, but at 17 years for children at school, apprenticed or incapacitated. For the second child at least 10% of the average earnings of adult male workers in the area would be paid, and for each subsequent child 20%. An additional grant of 10% of the basic wage was to be paid to urban families with only one breadwinner, in order to encourage mothers to remain at home. The allowance was to be uniform irrespective of the ages of the children.

In the Italian scheme of 1937 it is of interest to note that there are different sets of allowances for labourers and salaried employees, with differentiation in regard to urban and rural areas, but without differentiation in regard to the age of the children.

VIII. EXISTING SCHEMES AND THE UNION.

All the European schemes are designed partly to increase the fertility of the population. The percentage of children under 15 is low - only 20.6% in Great Britain, and many adults can, therefore, be expected to make small contributions to the few large families. Under the Beveridge Plan, the second and subsequent children would benefit, although a social survey conducted in Bristol (described in Miss Parlo's thesis) has shown that as much as 80% of the existing poverty could be eliminated if only the third and subsequent children were given allowances. There are, nevertheless, only 4,600,000 children, or 10% of the population, who would receive assistance at a cost of £113,000,000, or 2% of the estimated national income before the war.

The corresponding figures for the Union are as follows:

	Population		Children under		Under 15 in % of population
	1941 (Estimates)	1936 (Census)	12 years	15 years (all in 1936)	
European	2,188,200	2,003,512	503,810	624,405	31.2
Coloured	844,400	767,984	270,731	324,667	40.5
Asiatic	238,400	219,928	83,180	99,789	45
Native	<u>7,250,700</u>	<u>6,597,241</u>	<u>2,184,531</u>	<u>2,674,839</u>	<u>42.2</u>
TOTAL	<u>10,521,700</u>	<u>9,588,665</u>	<u>3,042,252</u>	<u>3,723,700</u>	<u>38.8</u>

(increase about 10% 1936 to 1941).

Even if one-half of the children under 15 could be regarded as first children - which is a very favourable assumption, and one-third is probably nearer the mark - there would be over 1,850,000 children or 19% of the population, who would be entitled to allowances under the Beveridge scheme. The required sum would be about £40,000,000, or about 11% of the national

income /

income before the war. Clearly this is a matter different from the Beveridge scheme. In view of poverty conditions in this country, provision for the second and subsequent children would not be enough, however, and assistance to most, except perhaps 500,000 European and 150,000 other children, might be considered necessary from the civilised point of view. There are, then, 3,000,000 children who require aid under a Social Security scheme, but anything like the flat rates of the Beveridge Plan, or even one-half of these allowances could not be raised from taxation, allowing for the probable Budget commitments under other headings of Social Security.

From the viewpoint of a worker's family receiving allowances, the proposed payments in Great Britain virtually represent adjustments of taxable incomes in the neighbourhood of 10% per child, while they would rise as high as 80% to 100% for each child, in the case of rural workers in the Union. A householder with three children might, indeed, think that it is foolish to work for a farmer who pays him as a wage only one-third of the amount which he could draw as allowances.

Schemes providing for equal and universal allowances of the Beveridge type cannot, therefore, be applied to the Union.

The Australian and New Zealand schemes are based on the payment of fair minimum wages, which have not been attained in the Union.

There remains, then, the possibility of dividing South Africa's population into sections or devising a scheme like that of France on a percentage basis, while it is realised that increases of 10% or 20% in the incomes of unskilled workers would only mitigate, but not eliminate, the existing conditions of extreme poverty.

The French figure of 20% seems a fair average, when comparing the costs of a child and of a childless household (see Table X, p. 88 of the Beveridge Report). The figures proposed by Beveridge or the Social Survey in Cape Town might, however, be retained as maxima to prevent exploitation of the percentage system by people with higher incomes.

In the matter of sectional discrimination the colour-bar is still preferred by many people in the Union. Mrs. Solomon, M.P., and Miss Parlo (see her article in "Blue Stocking" August, 1942) have discussed a scheme of allowances with racial discrimination. But in the opinion of the writer it would be against the policy of the Cape Town Action Committee to institute racial distinctions in its proposals. It would also be unfair to the coloured or native householder who has attained a civilised standard of living and thus contributed to the very desirable development of markets in the Union. Moreover, the physical needs of children of all races differ only little.

A discrimination between town and country is, however, another matter. The costs of living vary to a great extent, not only on account of lower food prices in the producing areas, but also as a result of differences of climate and soil, which constitute important factors in the life of rural workers. Owing to the confinement of these workers to crowded locations, many potential advantages of rural life are, however, lost to them. Similarly, overcrowding and overgrazing have deteriorated the native reserves,

some of which can scarcely be regarded as self-sufficient.

Greater uniformity exists in the urban costs of living, except for the difficulty that strict border lines between town and country cannot be drawn, especially in the smaller communities.

If it should be decided to introduce certain advantages for the wage-earners in towns and cities, the migration from the land is liable to increase and create difficulties of maintaining either wages or employment. This danger should always be borne in mind, and if it is found that family allowances or social insurance can be introduced only in towns, the Government should see to it that other commensurate advantages are procured for the inhabitants of the land.

IX. ALLOWANCES FOR THE TOWNS.

In the towns the problem is represented by the following Census figures:

	All Inhabitants (1936)	Under 12	Under 15	Under 15 in % of total	Under 16
European	1,307,285	301,792	384,221	29.4	413,362
Coloured	414,112	139,203	167,955	42.6	176,877
Asiatic	145,699	53,824	64,734	44.6	68,044
Native	<u>1,149,228</u>	<u>179,191</u>	<u>226,924</u>	<u>19.9</u>	<u>244,518</u>
TOTAL	3,016,324	674,010	843,884	28.0	902,801

Except for the natives, the percentages of children do not differ materially from those for the whole country. In the case of Europeans this may be ascribed to the education of farmers' children in town although more children are born to European parents on the land. The discrepancy under "natives" results from the fact that many single male workers are employed by the mines (including 157,000 "imported" in 1936) and from the custom of native women to send children above baby age for education to their tribes. Actually in 1936, 791,945 out of 1,149,228 natives in urban areas were males. To judge from various other figures, about 25% of native children in rural areas may be allocated to parents working in towns. This would increase the number of native children under 12, for which urban workers are responsible, by 500,000, those under 15 by 600,000 and those under 16 by 650,000. At this stage the employment of young natives in the cities is already reflected in the figures.

If all native children residing in the towns were to be granted allowances, an inducement would be created to bring absent children to the already overcrowded towns. If all native children belonging to town workers received allowances, regardless of their place of residence, this might lead to great difficulties in the rural areas as assistance might be claimed for children not belonging to these workers. Including first

children /

children under 15, allowances would have to be provided for up to 1,500,000 children, and excluding first children, for 800,000 children or less. In the circumstances it is suggested that absent children should not be entitled to allowances, provided adequate arrangements are made for rural districts and native reserves. The number of participating children would then be reduced to between 380,000 (to 15 years) and 450,000 (to 16 years) if the first child should be exempted. If all urban children were to participate, their number would be between 840,000 and 900,000, and expenditure at Beveridge rates reach almost £20,000,000. To this would have to be added the costs of special children's services in rural areas.

Accurate figures for the numbers of children dependent on individual householders are not available. The above estimates have been made on the basis of the following figures:

Females, married, divorced, or widowed, less those of 55 years and over

		Estimated	
		Urban	Rural
European	363,184	240,000	123,000
Coloured	114,761	65,000	49,000
Asiatic	37,819	24,800	13,000
Native	<u>1,170,934</u>	<u>129,000</u>	<u>1,072,000</u>
Total	1,686,698	458,800	1,257,000

It has been assumed that the number of women over 55 with children below 15 years of age will balance the number of childless women included in the table. Allowing, however, for the number of married native males in the towns the foregoing figures must be adjusted to find the number of parents who might claim children's allowances. We thus have a total of 1,125,642 married natives, of whom 383,000 reside in towns and 763,000 in rural areas. This gives us a total of 1,641,406 householders, of whom some 693,000 live in the towns.

After deducting the figures of the last table from the corresponding numbers of children the following estimate for second and subsequent children is obtained:

Children below certain ages in excess of one.

	Below 12		Below 15		Below 16	
	Urban	Rural	Urban	Rural	Urban	Rural
European	62,000	79,000	144,000	117,000	173,000	128,000
Coloured	74,000	82,000	102,000	107,000	112,000	115,000
Asiatic	29,000	16,000	40,000	22,000	43,200	23,500
Native	50,000	953,000	98,000	1,395,000	115,000	1,512,000
adjusted	<u>335,000</u>	<u>735,000</u>	<u>485,000</u>	<u>1,040,000</u>	<u>535,000</u>	<u>1,140,000</u>
Totals	215,000	1,130,000	384,000	1,641,000	443,200	1,778,500
adjusted	<u>500,000</u>	<u>912,000</u>	<u>771,000</u>	<u>1,286,000</u>	<u>863,000</u>	<u>1,407,000</u>
	1,412,000		2,057,000		2,270,000	

In other words, the following percentages would be second and subsequent children under the age of 15:

	Urban %	Rural %
European	37.8	48.7
Coloured	60.7	68.3
Asiatic	62	63
Native	43	57
do adjusted to residence of parents	57	57

The figures of the Cape Town Social Survey are rather higher, especially among Europeans, where the samples have been taken from manual workers.

The totals are 45.6% and about 60% before, and 53.4% and 57.6% after adjustment, for urban and rural children respectively.

X. OCCUPATIONAL DISCRIMINATION.

A more appropriate discrimination than between "town" and "country" can perhaps be found by occupational classification. In 1936 29.64% of all European males were engaged in agriculture, which probably means that at least one-third of all European children belong to parents with agricultural jobs. Among the coloured the ratio was 44.6%, among Asiatics 27.9% and among native women 70%. This calculation gives a somewhat lower percentage than that for "rural" parents in the preceding tables, especially among natives, if one ignores the work of the fathers. Consequently, if allowances were to be granted to the children of all parents not in agricultural jobs, the expenditure would be 10 or 20% greater than under the conditions assumed in the preceding chapter.

In the 1936 Census 2,962,396 out of 6,596,689 natives were allocated to native reserves, and 2,195,735 to European-owned farms. The exclusion of the former would, therefore, cut the rural native population by 57%.

To judge from Census figures, about 640,000 native children between 10 and 15 years can be regarded as occupied, compared with a total of 170,000 scholars between 10 and 19. Most of these native children were classified as peasants and herdsmen. The occupations of non-native children under 15 were ignored by the statistician, who gives only several thousand for the age from 15 to 16, which cannot be regarded as a true picture, as far as Coloured and Asiatic children are concerned. To put all these children to school certainly requires a more comprehensive effort than the payment of family allowances. For qualification in the matter of allowances the occupation of the children should, of course, be ignored as long as there are not sufficient schools for their education. Later on, the payment of allowances might be made dependent on attendance at school. The exclusion of children of agricultural workers from a scheme of allowances reduces the problem of occupied children

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