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SOUTH AFRICAN INSTITUTE OF RACE RELATIONS (INC.)
SUID-AFRIKAANSE INSTITUUT VIR RASSEVERHOUDINGS (INGELYF)
P.O. Box 97 JOHANNESBURG Posbus 97

STATEMENT BY CAPE WESTERN REGION

THE TRANSFER OF COLOURED EDUCATION

In setting out to remove the control and administration of the education of Coloured children from the Cape Provincial Council to the Coloured Affairs Department, the present Government is flying in the face of the wishes of its Coloured people themselves, the Churches and educationists from all ranks of citizens of the Province.

Up to the present time no Commission has advocated the transfer of Coloured education from the Provincial Department to any other body, either central or sectional. Moreover the experiences of the Cape Education Department, its record and the devotion of its officials and professional officers have improved, albeit slowly, the education of the Coloured children in its care.

The Coloured Education Commission of 1953 to 1956 (Botha Commission) stated, significantly, at the outset, that it did not recognise the term "Coloured education" meaning a specific type of education but only the education of Coloured pupils. It recommended compulsory education, improvement of teachers' qualifications and the provision of more manual training. On the matter of transfer of Coloured education it made no recommendation.

Why, then, should the present Government set out to move Coloured education from a department of proved experience and efficiency, controlling the education of the children of 1,300,000 Coloured citizens, to a Coloured Affairs Department which cannot claim either knowledge or experience? Is it not an ineluctable inference that not education, not local "know-how" but the implementation of "apartheid" that is moving the Government to dismember the body of Cape Provincial education - one limb to remain with the Province, the other to be in the custody of the Coloured Affairs Department.

(Shortened Statement)

Albert

9-10

~~C/C/1/1~~

~~comp re. Transfer of Col'd Education
with e. w. Regional Committee.
if - memorandum attached & copy
by Mrs Marie Grant~~

Attached

RR. 20/59

183/56

104/62

105/62

C/C/1/1
See letter = file # REG/2/4 attached
d.d. 22/3/62
d.d. 10/4/62 as
Kwato.

2nd April, 1962.

The Chairman,
Cape Western Regional Committee,
S.A. Institute of Race Relations,
203-205 Bree Street,
CAPE TOWN.

(10)

Dear Mrs. Maytham,

Coloured Education

This is in reply to one part of your letter of 22nd March, 1962.

The Institute's Council commented on the Coloured Education Commission of 1953-56 in RR.20/57 dated 18th January, 1957. The Institute's attitude in regard to transfer is contained in paragraph 6. The reference is to the transfer to the Union Government but the same would hold with regard to the Department of Coloured Affairs. You might also note Mrs. Grant's digest of that Commission's report which was contained in RR.183/1956.

Yours sincerely,

Quintin Whyte,
Director.

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PROPOSED TRANSFER OF COLOURED EDUCATION
FROM THE PROVINCIAL AUTHORITIES TO THE
DEPARTMENT OF COLOURED AFFAIRS UNDER
THE CENTRAL AUTHORITY.

BY MRS. M.L. GRANT

Although no Bill has yet been published, it is obvious that preparations are being made to transfer the education of Coloured children from the Provincial authorities to the Coloured Affairs Department. Responsible ministers have pronounced the transfer imminent and it is reported that an appointment of a chief education officer has been made. Nevertheless the terms of the transfer, the financial arrangements and the time when it will take place have not been disclosed. In the recent publication of the Department of Information and the Department of Coloured Affairs entitled "THE COLOURED PEOPLE OF SOUTH AFRICA", under the heading "Positive Programme", an immediate investigation made by responsible Coloured leaders and educational authorities is promised into the desirability of placing all Coloured education under the control of the Department of Coloured Affairs. At the same time a pretty definite scheme for action is adumbrated.

It may well be asked why this transfer is considered necessary and who wants it. It has not been recommended by any of the Commissions reporting on education or on Coloured requirements. Educational bodies, Churches, the Coloured people themselves and the political opposition in the Cape Provincial Council have all stated their opposition to the move, while the Teachers Educational and Professional Association, which represents a large number of responsible Coloured teachers, is considering asking to be heard at the Bar of the House to oppose it.

The Coloured people in the Cape Province will be the most seriously affected. There are 1,300,000 (approx) of the total Coloured population of (approx) 1,500,000 in the Cape Province, 90 per cent of the schools, 84 per cent of the teachers and 86 per cent of the pupils. There are more Coloured than White children receiving education in the Cape Province, in spite of the absence of full compulsory Coloured education. Such handing over must be regarded as a major surgical operation removing a vital part of the body of the Provincial Council.

The deficit recently disclosed in the finances of the Province has encouraged those who base the desirability of transfer on the financial burden of Coloured education to press for shedding their responsibilities. But they should heed the warning of his Honour the Administrator who in his budget speech of June, 1960, said that transfer would not bring about the benefit to the Province which many people thought it would. He asked whether it would not be cheaper if the Government gave more generous support to the Province for it to keep Coloured education. Again this year His Honour asks for a larger contribution from the Central Government. The answer should be not the shedding of its responsibilities by the Provincial Council, but the demand for such financial provisions as will enable it to do justice to its education of the majority of its charges. This it can do by returning its educational personnel, with its wide experience

for all groups. Sufficient funds should be provided to institute immediate compulsory education for Coloured children and to cover other requirements decreed necessary to bring about the improvements recommended. This cannot be done by the dismemberment of education, and it is feared that the division into separate groups under separate authorities will lead to deterioration in the education of Coloured children.

The Botha Commission, at the outset of its deliberations, stated clearly that it meant by Coloured education not a specific type of education, but education in schools for Coloured pupils.

It is noteworthy that education under the same authority has hitherto meant that an advance for Whites has been followed by an advance for Non-Whites. Were it not to mean this, differentiation would be exposed as unjust and socially indefensible.

To reply to the question why there is need for transfer, it is an inescapable conclusion that this move is part of the overall policy of the Government in power. Educational needs must be sacrificed to political ideology. The best hope that this sacrifice will not be made is that a sufficient number of South Africans, irrespective of party affiliations, will regard the education of the children of the country as a sacred task transcending political expediency.

FINDINGS ON THE REPORT OF THE COLOURED EDUCATION
COMMISSION 1953 - 1956.

The recommendations of the Commission have given general satisfaction to those concerned with the progress of education in the Cape Province. In particular, the Institute welcomes the clear and forthright statement that there is no special differentiated education known as Coloured Education.

The Commission has analysed the present unsatisfactory condition of education for Coloured children and recommends compulsory education, the raising of the educational standards of entrants to the teaching profession, improved medical and school inspection, special classes for deviate children, an increase in the number of schools and more funds for libraries and other similar services. The Institute supports these recommendations. Compulsory education should, in the opinion of the Institute, be introduced without delay, and the recommendation of the Commission to apply it to children between the ages of 7 and 14 should be regarded as the first step towards raising the age of compulsion to the same as that for European children.

While the Institute welcomes the recommendation that the qualifications of teachers should be improved, it points out that the teaching profession will attract recruits of the best type only if the present salaries are raised.

On the subject of the erection of more schools, the Institute would suggest that, in addition to the recommendations made by the Commission, where there are new housing estates, schools should be simultaneously built in the area.

Vocational training in industrial areas for pupils of 14 years or older who have passed Standard V and in a few country towns training of mechanics in agriculture are recommended. The Institute hopes that these recommendations will be followed by the establishment of trade schools and agricultural colleges.

Although the Commission makes no recommendation with regard to the source of the greatly increased funds which will be required to finance the improvements set out in the Report, nevertheless, the Institute places on record its opposition to the removal of the education of Coloured pupils from the control of the Cape Provincial Administration to that of the Union Government.

The Institute welcomes the suggestion that the provincial authorities should progressively assume responsibility for a state-wide system of education for Coloured children, provided that there is no derogation from the right of Churches to conduct their own schools.

The Institute regrets that no Coloured educationist was appointed to the Commission, as has been done in the past.

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A SUMMARY OF THE REPORT OF THE COLOURED
EDUCATION COMMISSION, 1953-1956, PROVINCIAL
ADMINISTRATION OF THE CAPE OF GOOD HOPE.

(THE BOTHA COMMISSION).

by

Mrs. M. L. Grant.

In 1953 the Honourable P.J. Olivier, Administrator of the Cape Province, appointed a Commission " to enquire into and make recommendations on matters concerning Coloured education " and the report was presented early in 1956. The terms of reference were " to enquire into and make recommendations on :

- (a) The financial implications for the Cape Province over the next ten years if effect is given to the views expressed and the recommendations made in the de Villiers report in regard to Coloured education ;
- (b) the question whether the re-organization of the school system as recommended by the de Villiers Commission can and should be applied to Coloured education, and, if so, to what extent;
- (c) the question whether the nature and direction of the present educational system fulfil the needs of the Coloured population, or whether the system with its emphasis on the academic side does not lead to a feeling of frustration;
- (d) the aim and function and the effectiveness of the education in all types of Coloured schools under present policy, regard being had to the disquieting retardation of pupils as evidenced by age distribution tables and examination results;
- (e) the Coloured teacher and his training, his professional conduct and the uses he makes of facilities provided by the State;

/ and

and

- (f) such other aspects of Coloured education as may be related to the foregoing and may appear necessary for a thorough and searching enquiry into all aspects of Coloured education.

The first step taken by the Commission was to define what is understood by "Coloured education." It discarded the view that it meant a "specific type" of education as commonly understood. A point of view which made such a differentiation, in the words of the report, "could hardly be defended in a country which is democratically governed and under a government which has adopted as its policy the ideal of the parallel development of all its population groups. The Commission is of the opinion that by Coloured education no more and no less must be understood than the education provided for those children whose parents belong to a certain population group, namely the Coloured people". At the same time, the Commission does not depart from the status quo regarding segregated education as between White and Coloured children. Coloured education, then, for the Commission means the same kind of education as for White children, but in separate schools for Coloured pupils.

THE PRESENT POSITION AS REGARDS
COLOURED EDUCATION IN THE CAPE PROVINCE.

The report contains a useful analysis of the conditions prevailing and describes many unsatisfactory features of Coloured education, of which retardation and early school-leaving are of prime importance. It notes that, of the pupils who entered Sub-standard A in 1947, only 17 per cent were in Standard VI in 1954; of the pupils in the secondary school in 1954, 53.4 per cent were in Standard VII and only 5.8 per cent in Standard X, while in the same year, 1954, 3.6 per cent of all pupils in all standards, Sub A to X, were in Standard VII or above. (N.B. For the purpose of these calculations, Standard VI is included in the primary school.) But these figures, unsatisfactory as they are, nevertheless show an improvement over the years. The number of Coloured pupils in the Cape Province attending school has increased from 60,561 in 1930 to 208,775 in 1954, while in 1930 only .8 per cent of the pupils were in Standard VII and above.

Shortage of school buildings, resulting in overcrowded classrooms, no provision for mentally retarded children, inadequate medical inspection, all defects noted in previous reports, are reiterated in this report. The Commission finds that the poor socio-economic condition of many of the Coloured people accounts for a good deal of their retardation, and it proceeds to make recommendations for improvement, the most obvious being compulsory

/school

school attendance.

SCHOOL ORGANIZATION
and
THE DE VILLIERS REPORT.

Very little change is recommended by the Commission in the present primary school course, which is the same for European as for Coloured children. The Departmental Primary-Course is considered to be effective, but it is suggested that some differentiation might be introduced into the syllabus to suit differing environments. Stress is laid on reading, writing and arithmetic as the basis of all primary education but more facilities for hand-work are recommended, provision for it being considered inadequate in Coloured schools at present. The provision of adjustment classes for mentally retarded children, as an experiment in a few selected schools, is recommended, their number being increased if improvement justifies it.

Reorganization in the schools along the lines of the de Villiers Report has already taken place, more fully in the European schools but to a certain extent in the Coloured schools as well. The Botha Commission recommends that this reorganization should be applied in the Coloured schools where possible. The main features of reorganization which the Cape Education Department has instituted, based on the de Villiers Report, are (1) Standard VI has been taken out of the primary school and is the lowest form of the secondary school; (2) the secondary school is divided into the Junior Secondary Department, comprising Standards VI, VII and VIII and the Senior Secondary Department, comprising Standards IX and X. The Junior Secondary course is a general course while the Senior course leads to the Senior Certificate examination, with or without matriculation exemption. In the case of Coloured pupils, the Botha Commission recommends that Standard VI be transferred to the Secondary school, as it has been for European children. There must, however, be some exceptions, particularly in rural districts, where there are not enough pupils to justify secondary schools. In these cases, Standard VI should remain in the primary school, the retention of this standard being necessary because it is the minimum educational qualification for certain classes of employment.

In Junior Secondary classes the claims of handwork and commercial subjects should receive more attention, according to the report, for Coloured schools are particularly inadequately served in the matter of these subjects.

/ The Senior

The Senior Secondary course is considered suitable for Coloured schools.

COMPULSORY EDUCATION.

Compulsory school attendance between the ages of 7 and 14 is once more recommended. The present position follows from Ordinance 11 of 1945, according to which a Coloured School board or education committee may introduce compulsory education for children between the ages of 7 and 14 who live within three miles of an undenominational school. There must be sufficient satisfactory accommodation in the schools for the increase in the number of children; pupils who have not attained the age of 14 may leave if they have passed Standard IV and are engaged in regular occupation. Mission schools, which educate the largest part of the Coloured school population, are excluded from the compulsory provision. By 1953 compulsory education for Coloured children had been proclaimed in only six centres in the Cape Province.

The Commission goes further. It recommends that school attendance should be compulsory between the ages of 7 and 14, but pupils who have passed Standard V and have not yet reached the age of 14 should be allowed to leave school. The Commission also recommends that church schools should come under the compulsory regulations. To quote recommendation (2) Chapter IV, "Compulsory school attendance should be applicable at centres where there is no undenominational school, provided that there is adequate, satisfactory accommodation in church schools, and provided that satisfactory arrangements in regard to control can be made with the church or churches." It recommends that Ordinance No. 11 of 1945 be amended as soon as possible, to allow of compulsory attendance being applied to church schools, but states that "compulsory school attendance should be introduced gradually wherever circumstances permit."

TRAINING OF TEACHERS.

With a view to improving the standard of teaching, the report recommends raising the qualifications necessary for male entrants to the profession. Whereas now Coloured teachers must have passed Standard VIII before training, it is recommended that from the beginning of 1960, or as soon thereafter as possible, the minimum qualification should be the Senior Certificate. Teachers of academic subjects in high schools should hold a university degree and receive at least one year's professional training. One year courses in practical subjects and in commercial subjects and a course of training for teachers of mentally retarded children

/ are recommended

are recommended. There is at present no training for Coloured teachers in commercial subjects, nor is there training for teachers of retarded children.

The position with regard to Coloured women teachers is very unsatisfactory. There is such a shortage of them, and so few of them are coming forward to enter the profession, that men have to be employed in the Grades and lower classes, although educational opinion favours women teachers for young children. The Commission therefore feels that it cannot recommend the raising of the entrance qualifications for women to what they should be because of this shortage and so it suggests that women who have passed Standard VIII should continue to be accepted. Even although there are so few entrants to the third-year course of training in Infant School Method, the Commission considers that it should be continued and that for this course the qualification should, as soon as possible, be the Senior Certificate and two years general training.

The main features of the report may be summed up as a number of recommendations for all-round improvement of Coloured education. These include compulsory school attendance, better training of teachers, more boarding bursaries and transport allowances for student teachers and secondary school pupils, provision of more schools, enlarging the teaching personnel, more money for the purchase of library books, special education for retarded children and more medical inspection of schools.

In a chapter on financing these improvements, the report states: "If the recommendations of your Commission are given effect to, be it ever so gradually, the Province will be involved in enormous additional expenditure."

The financial implications are given as (1) a total capital expenditure for the ten years 1955 to 1965 of £8,563,000 and (2) a current expenditure for the year 1965 of £ 7,354,000. No recommendation was made by the Commission regarding the source of the additional funds.

To the questions put in the terms of reference; viz., whether the present type of education is too academic and whether it leads to a feeling of frustration, the Commission replies by recommending the same type of education as is being given now to both European and Coloured, but with greater emphasis on practical subjects to meet the requirements of the courses provided for all pupils. There is, however, a recommendation that some form of vocational training should be provided for pupils of 14 years of age and over who have passed at least Standard V. The Commission was not prepared to accept the view that Coloured youths who had had a junior

/secondary

secondary education were frustrated because they could not find suitable employment "provided they are not over-selective", and it did not consider that it could go into the question of obstacles being placed in the way of equality of opportunity as between Coloured and White seekers of employment. To quote again from the report; "The conclusion at which the Commission has arrived is that the solution of the problem of retardation in the scholastic progress of the pupils does not lie in a lowering of such standards as are set for the promotion of pupils from one class to the next, but in the gradual elimination of the factors which cause retardation. "

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