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UNION OF SOUTH AFRICA

BULLETIN

OF

EDUCATIONAL STATISTICS

FOR THE

UNION OF SOUTH AFRICA

1939

Price 5s.

ISSUED BY

THE NATIONAL BUREAU OF EDUCATIONAL AND SOCIAL RESEARCH,
UNION BUILDINGS, PRETORIA

(Ook in Afrikaans verkrybaar)

Copies obtainable from the Government Printer



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TABLE I.

SUMMARY TABLE SHOWING GROWTH OF STATE AND STATE-AIDED EDUCATION IN SOUTH AFRICA.

(a) EUROPEANS.

Year.	Population.	Total Number Receiving Education.	Percentage of Total Population Receiving Education.	Percentage of Educands in Post-Primary Classes.	State Expenditure on Education.*		
					Total.	Cost per Head of Population.	Cost per Educand.
1910.....	1,255,545	165,407	13.2	10.8 †	£ 1,596,279	£ 1.27	£ 9.65
1915.....	1,379,725	232,603	16.9	10.5 †	2,383,603	1.73	10.25
1920.....	1,499,911	313,716	20.9	13.4	6,323,090	4.22	20.16
1925.....	1,637,472	343,433	21.0	14.3	6,951,122	4.25	20.24
1930.....	1,797,900	370,278	20.6	16.0	8,369,474	4.66	22.60
1931.....	1,829,300	374,316	20.5	16.5	8,127,294	4.44	21.71
1932.....	1,859,400	376,873	20.3	17.2	7,803,948	4.20	20.71
1933.....	1,890,300	378,609	20.0	17.7	7,978,567	4.22	21.07
1934.....	1,914,700	381,800	19.9	18.0	8,450,759	4.41	22.13
1935.....	1,944,200	389,508	20.0	18.3	9,293,118	4.78	23.86
1936.....	2,008,700	391,599	19.5	19.8	9,228,227	4.59	23.56
1937.....	2,043,700	398,130	19.5	20.3	9,819,804	4.80	24.66
1938.....	2,081,400	403,800†	19.4†	21.1†	10,373,064†	4.98†	25.69†

For years 1910-11, 1915-16, 1920-21 Non-European education expenditure not specified for Cape Province.

* Includes expenditure from (1) Union Education Vote (Higher and Vocational Education).
 (2) Agricultural Education Vote.
 (3) Forestry School (Forestry Vote).
 (4) Miners' Training School (Mines Vote).
 (5) Industrial Schools (Child Welfare Vote).
 (6) Provincial Education Votes.
 (7) Provincial Interest and Redemption Vote.

Excludes expenditure on Sea Training, Military College, and Mental Defectives.

For 1936-37, expenditure on Sea Training amounted to £12,000, on Mental Defectives, amounted to £5,000 (estimated).

† Estimate.

(b) NATIVES.

Year.	Population. §	Total Number Receiving Education.	Percentage of Total Population Receiving Education.	Number in Post-Primary Classes. ¶	Percentage of Educands in Post-Primary Classes.	State Expenditure on Education.		
						Total.	Cost per Head of Population.	Cost per Educand.
1905.....	3,510,000*	73,815	2.1	—	—	£ 49,702	s. d. 0 3	£ s. d. 0 13 6
1910.....	3,953,209	86,286	2.2	—	—	106,730	0 6	1 4 9
1915.....	4,355,756	117,353	2.7	—	—	201,755	0 11	1 14 5
1920.....	4,630,463	185,399	4.0	2,752†	1.48	340,000	1 6	1 16 8
1925.....	5,034,563	211,831	4.2	2,797†	1.79	427,901	1 8	2 0 5
1930.....	5,438,700	286,957	5.3	4,364	1.52	611,805	1 3	2 2 8
1931.....	5,519,500	296,421	5.4	5,564	1.88	612,293	2 3	2 1 4
1932.....	5,600,300	298,523	5.3	4,555	1.53	584,058	2 0	1 19 2
1933.....	5,681,100	317,928	5.6	5,291	1.66	586,029	2 1	1 16 10
1834.....	5,761,900	327,875	5.7	5,470	1.67	624,458	2 2	1 18 1
1935.....	5,842,700	355,415	6.1	6,498	1.83	684,232	2 4	1 18 6
1936.....	6,617,700	362,506	5.5	7,363	2.03	744,400	2 3	2 1 1
1937.....	6,744,300	398,612	5.9	8,614	2.16	835,883	2 6	2 1 11
1938.....	6,870,900	422,438*	6.1*	9,339*	2.21*	938,052*	2 9	2 4 5

(c) OTHER NON-EUROPEAN (INDIAN AND COLOURED).

Year.	Population.	Total Number Receiving Education.	Percentage of Total Population Receiving Education.	Number in Post-Primary Classes. ¶	Percentage of Educands in Post-Primary Classes.	State Expenditure on Education.		
						Total.	Cost per Head of Population.	Cost per Educand.
1905.....	—	—	—	—	—	£ —	s. d. —	£ s. d. —
1915.....	700,538	—	—	—	—	—	—	—
1920.....	706,800	55,490	7.9	—	—	—	—	—
1925.....	735,897	64,000	8.7	—	—	—	—	—
1930.....	776,400	99,549	12.7	1,430†	1.44	287,976	7 10	4 10 0
1931.....	783,800	106,132	13.4	2,139	2.02	457,289	11 9	4 12 3
1932.....	791,200	109,003	13.6	2,399	2.20	517,306	13 2	4 17 6
1933.....	798,600	115,930	14.3	2,879	2.48	517,871	13 1	4 15 0
1934.....	806,000	123,335	15.1	3,027	2.45	566,187	14 2	4 17 8
1935.....	813,400	131,561	16.0	3,165	2.41	635,782	15 9	5 3 1
1936.....	990,800	140,069	14.1	3,472	2.48	684,597	16 10	5 4 1
1937.....	1,009,600	148,199	14.6	3,716	2.51	746,994	15 1	5 6 6
1938.....	1,027,600	157,893	15.4	5,085	3.22	812,325	16 1	5 9 7
						933,108*	18 2*	5 18 2*

* Estimate.

† All Non-European teachers in training.

‡ Cape pupils presented for inspection in 1930.

§ Estimated for intercensal years.

|| See page 24 for discussion of population figures.

¶ Unclassified and industrial included.

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BULLETIN OF EDUCATIONAL STATISTICS.

INTRODUCTION.

IN TERMS of a resolution of the Inter-Provincial Consultative Committee the National Bureau of Educational and Social Research was entrusted with the task of preparing and publishing an Annual Bulletin of Educational Statistics for the Union of South Africa.

The need for a Bulletin which not merely collects the most urgently needed statistics, but which also supplies a certain amount of interpretation and historical perspective is obvious to all interested in South African education.

When the statistics of all the various departments dealing with education are brought into juxtaposition, it is possible not only to compare the provinces *inter alia*, but also to gain a more precise sense of the significance of these statistics from a national point of view than when, as hitherto, they are dealt with in separate publications.

The problems of education in one province are not very different from those in another. Nor are the interests of the provincial education departments and of the various Union departments dealing with education wholly unrelated to each other. But unless the data concerning these problems are presented and discussed as integral parts of wider national problems (e.g. of population and of national expenditure) their real significance is all too apt to be obscured.

THREE OBJECTIVES.

Three main principles were, therefore, followed in presenting educational data in this Bulletin.

(a) In the first place an attempt has been made to analyse the figures as far as possible under useful heads, but at the same time to preserve the *national perspective* in presenting them. In this way overseas people, not necessarily interested in the rather arbitrary administrative sub-divisions of education between Union and provincial authorities, may be enabled at a glance to get an idea of the educational situation in South Africa as a whole.

Another reason for giving particular attention to this national presentation of our educational data is the steadily increasing emphasis in South Africa on a Union outlook in matters pertaining to education. As evidence of this one may point not only to the extended activities of the Union Department of Education, particularly in those fields of education the national significance of which tend to be overlooked, but also to the increased attention which education, other than higher, has of recent years received in discussions in the Union Parliament.

This growth of a national, as against the more limited provincial point of view, is no doubt the result of the increasing momentum of centripetal forces since the formation of Union in 1910. It is probably also due to the fact that the Union exchequer to-day subsidises the provinces (which administer education—other-than-higher) to the extent that every European in the Union is guaranteed at least a sound elementary education.

The picture of the educational situation in the Union would, however, not be complete if we did not also include statistics pertaining to non-European education. This is done here more fully than in any blue book published before. In fact, the juxtaposition

of statistics concerning European, Coloured, Asiatic and Native education contributes much to seeing our national system in true perspective, particularly if one compares the unit costs and the educational attainments of these respective groups.

Hitherto this overview has been incomplete and difficult to obtain in South Africa because of the multiplicity of independent State departments responsible for education, each reporting independently on its particular activities. Besides the five education departments (i.e. the Union Department of Education and the education departments of the Cape, Natal, Transvaal and Orange Free State) there are the departments of Agriculture, Interior, Defence, Labour, Mines, and Native Affairs, each of which is responsible for education in some form or other—aspects of education which in various countries overseas usually fall under the education departments.

The result of having such a multiplicity of authorities dealing with education is that it has hitherto been very difficult, if not impossible, for us in South Africa to find an answer to simple yet fundamental questions like the following:—

- (1) How many Europeans, Coloureds, Asiatics, Natives, respectively are receiving education?
- (2) What proportions do they constitute of their total population groups respectively?
- (3) How many leave school every year and at what levels of education?
- (4) What does the State spend in total on the various forms of education in South Africa?

These are some of the questions which the Bulletin has endeavoured to deal with more or less fully by combining data from the various departments concerned and subjecting them to various forms of statistical treatment, e.g. in Chapter V. (a) (6). Some data, however, were not available in published reports and had to be gathered specially for the purpose of this Bulletin.

One perfectly new set of facts which the Bulletin is publishing concerns the *content of education*. That is, the frequency with which different subjects are studied in post-primary schools and the language medium through which they are taught. In the absence of published sources the Bureau now collects these facts direct from the schools. These figures will be published every year, and will enable one to see, for example, whether the proportion of pupils studying a subject, e.g. mathematics or German, is waxing or waning over a period of years.

(b) This brings us to the second objective of the Bulletin, viz., the presentation of cumulative statistics over a period of years in order to indicate rate of growth and development in the various phases of education. Such data are essential for maintaining *historical perspective* and for comparing the relative rates of growth in number of pupils, population, expenditure, etc., respectively. Though in some cases earlier figures are given, the Bulletin has confined itself mostly to developments during the last quarter of a century.

(c) Lastly, the Bulletin represents a genuine attempt to achieve *uniformity in recording fundamental statistics* so as to render comparison possible between the different provinces in the same year and also from one year to another.

This is a much more difficult task than would superficially appear to be the case. Still, uniformity is absolutely essential where one combines the figures of different departments so as to get a total figure for the Union. Such simple facts as the number of pupils at school or the expenditure on education in a given year are of fundamental importance where one wants to work out, e.g., comparative unit costs.

The following are some of the bases used for calculating enrolment by different departments and sometimes by the same department in different years: (1) the number of pupils enrolled on a particular date; (2) the number enrolled at the end of the year, usually December, or alternatively at the end of the third quarter; (3) the average of four quarters' enrolment; (4) the average of two half-yearly figures; (5) the average daily enrolment; (6) the gross daily enrolment. These bases all give different figures for what purports to be the same single fact. Then, too, certain provinces include certain types of schools (e.g. farm schools) which others exclude from their total figures.

Regarding the publication of financial statistics in the annual reports of the provincial education departments, one also finds divergent practices which are apt to confuse the uninitiated. For example in the Cape reports the figures are given for the *financial* year which runs from 1st April to 31st March, while the Transvaal and Natal use the *calendar* year for their figures. The Orange Free State reports usually contain no financial data. Obviously it is inaccurate to combine these figures in order to obtain the Union figure showing the total expenditure for a given year. Then, too, the financial figures published in the annual reports of the directors of education do not always tally with those found in the provincial auditors' reports or with those published in the *Official Yearbooks*. The result is a confusion which is most distracting to the student who wishes to obtain comparative statistics.

As far as possible in this Bulletin the necessary adjustments were made before combining figures so as to arrive at Union figures. During some of the earlier years this was not possible, because of the difficulty of gaining access to original sources. Anomalies are therefore bound to occur here and there.

It is hoped that as a result of mutual consultation between the departments concerned these anomalies will be eliminated and uniformity of recording achieved at least with regard to fundamental statistics pertaining to pupils (enrolment and attendance) and costs. Useful steps in this direction have already been taken, e.g. the ages of all pupils and students in all the types of educational institutions in the country, primary, secondary, and vocational schools, reformatories, technical colleges and universities, are now reckoned as on the same school day in June every year.

RECENCY AND ACCURACY OF STATISTICS.

A difficulty in the publication of statistics on any large scale is that by the time they appear in print the latest figures are a couple of years old and out of date. This is unavoidable where one has to deal with a multiplicity of departmental reports.

Here too, it is the slowest horse that sets the pace. And delay in furnishing the necessary figures in one department prevents the tabulation of Union figures which are based on the data from different departments.

Another difficulty is the irregularity of publication of annual reports by departments. For example, the latest published annual report of the Natal Education Department is for 1935 while the latest reports of the other provincial departments are for 1937. The statistics in this Bulletin are practically complete for 1937, and

on some phases those for 1938 are also given. Financial returns cause most delay, as they usually have to stand over until the publication of the auditors' reports. In order, therefore, to give some indication of the financial situation during the current year in education, we had to resort to estimates as the next best thing.

It is hoped, however, that with subsequent issues more up to date figures will be available than in the present issue, because many of the inevitable difficulties and delays associated with a first venture will then be eliminated.

While particular care has been taken to obtain accuracy in the statistics presented, errors are inevitable, particularly in the first issue. Users of the Bulletin are therefore requested kindly to report all inaccuracies they may discover so that these may be eliminated from subsequent issues.

The sources from which the statistics published in this Bulletin are derived, are indicated in each case. Valuable criticism, advice and assistance have been received from the education departments of the provinces as well as from the Department of Census and Statistics, and their invaluable support is gratefully acknowledged.

It is perhaps superfluous to point out that this Bulletin is in no way a competitor with or a supplanter of other official publications such as the annual reports of the provincial education departments or the *Official Yearbook* issued by the Department of Census and Statistics. Its aim is simply to complement them and, in particular, to present statistics with a Union-wide perspective. Moreover, the data are also interpreted in such a way as to draw attention to important trends in education.

GENERAL ARRANGEMENT.

The general arrangement of the Bulletin is as follows:—

Part I contains a description of the South African educational system preceded by a brief historical introduction. This is essential for the understanding of the statistics which follow.

Part II contains *special articles* which will deal with different phases of education each year. This year there are two articles written by Dr. P. A. W. Cook, the Educational Research Officer. The one deals with the proportion of each age-group (7-18 years) to be found in various types of educational institutions. This article throws significant light on the extent to which the present laws of compulsory education are effective and shows how many adolescents at each age level escape the meshes of the educational net. The second article is a study of the rate of growth of certain features of South African education in relation to the population and financial resources of the country.

Part III constitutes really the main body of the Bulletin and gives tables of cumulative statistics about different phases of education over a number of years, some going back as far as 1904.

Part IV contains a selected bibliography on South African education, a list of unpublished theses on educational and related subjects, most of which are to be found in the Library of the National Bureau of Educational and Social Research, and a brief directory of educational associations.

E. G. MALHERBE,

*Director of the National Bureau
of Educational and Social Research.*

8th June, 1939.

SOURCES AND ABBREVIATIONS.

Below each table on the right hand will be found in brackets certain abbreviations to indicate the source or sources from which data for each table were obtained. In those cases where original data have been recast or used as a basis for the calculation of new tables the words "based on" precede the letters indicating the original source.

Tables which combine data for the four provinces have been labelled as "Union" tables. In interpreting such tables care should be taken to consult the footnotes appended to the provincial tables which were used to produce the combined table.

In drawing up the tables dealing with schools falling under the four provincial education departments data were obtained from the annual reports of the departments concerned up to the year 1935. For information concerning provincial schools subsequent to that year recourse has been had either to annual reports (when these have been available) or to the unpublished tabulations made for the provinces by the Department of Census and Statistics. But in indicating the sources from which data have been derived reference has been made solely to the annual departmental reports since in due course these tabulations will be published.

The following abbreviations have been used :—

C.E.D.....	Cape Education Department Annual Report.
N.E.D.....	Natal Education Department Annual Report.
T.E.D.....	Transvaal Education Department Annual Report.
O.E.D.....	O.F.S. Education Department Annual Report.
P.E.D.....	Provincial Education Departments' Annual Reports (4).
U.E.D.....	Union Education Department Annual Report.
O.Y.B.....	Official Yearbook of the Union of South Africa.
C.P.A.....	Cape Provincial Auditor's Report.
N.P.A.....	Natal Provincial Auditor's Report.
T.P.A.....	Transvaal Provincial Auditor's Report.
O.P.A.....	O.F.S. Provincial Auditor's Report.
P.A.R.....	Provincial Auditor's Reports (4).
U.A.G.....	Union Auditor General's Report.
C.D.....	Census Department.
N.B.Q.....	National Bureau Questionnaire.

PART I

**THE SOUTH AFRICAN EDUCATIONAL
SYSTEM**

PART I.

THE SOUTH AFRICAN EDUCATIONAL SYSTEM.

Chapter I.

HISTORICAL INTRODUCTION.

IN order to facilitate the interpretation of the statistical tables which are published in this Bulletin a description of the educational system seems to be necessary.

To a very large extent the present system is the resultant of successive superimpositions of systems and bits of systems from without, largely on account of South Africa's rather chequered political career during the nearly three centuries of its existence as a European settlement. It will be difficult to understand education in South Africa without some historical introduction* showing in broad lines the genesis of the present system.

CAPE COLONY.

Up to the British Occupation.

Education at the Cape dates from the time of Jan van Riebeeck, who came to the Cape in 1652, in order to found a refreshment station for the ships of the Dutch East India Company on their way to and from the East. Education in the three northern provinces (Natal, Orange Free State, and Transvaal) did not start in an organised way till about two centuries later. What we shall say here at the beginning applies, therefore, only to the mother-province, the Cape.

Starting as a mere tavern of the ocean, the settlement in course of time spread towards the inland and there grew up within a century and a half a people of independent farmers with a cultural development similar to, though quite distinct from, that of Holland and with economic needs and prospects entirely different from that envisaged originally by the Dutch East India Company.

For about 150 years the settlement had a spell of seventeenth-century Dutch religious education derived, or rather transplanted from, the Netherlands. The content of education was essentially religious. Preparation for Church membership (confirmation) was the sole aim. It was administered on the one hand by teachers of the clerical or "sieckentrooster" type, and on the other hand by the less desirable vagabond type of schoolmaster, which was common also in European countries at the time. The control of the Protestant Church was more or less supreme. Its doctrine of salvation by faith brought with it the personal obligation that every individual must be able to read the Bible in order to meet his personal religious duty. Though this type of education often deteriorated to mere formalism, it had this advantage for posterity, that nearly everybody learnt at least to read and write. In spite of the fact that we had a pioneer people living under the most primitive conditions, surrounded by barbarous tribes, and isolated by the interminable bushveld and the arid wastes of the Karoo, cases of illiteracy were hardly known. With the gun in the one hand, to protect themselves physically, and the Bible in the other, to protect themselves spiritually and culturally, they brought up their young in the hard school of life. And this type of training, while it did not produce erudition, suited their needs (in a way that

our modern education hardly suits our needs to-day), and produced pioneers—people who not only broke the country in, but handed on the torch of European civilisation undimmed from generation to generation.

At the end of this period of independent adaptation, and also under the guidance of that able administrator, J. A. de Mist† (who in 1804 devised a secular national system for the country, with secondary education having a most modern curriculum for boys and girls, professional training of teachers, mother-tongue instruction, a system of indirect compulsion, etc.), the people were on the point of working out a system of their own, when the Cape was taken over by the English in 1806. Everything was swept away and an English system was introduced.

1806–1865.

The governors at the Cape, and Lord Charles Somerset in particular, conceived it as their honest duty to anglicise the colonists as soon as possible. "Import English teachers and the next generation will be Englishmen"; "All schools in the Colony ought to be conducted by English masters", etc.; the official letters of this period abound with injunctions such as these. Why, after all, the English authorities argued, should such a small body of people (a little over 30,000 in number in 1800) be permitted to perpetuate ideas and customs that were not English in a country that had become part of the British Empire? Including the 5,000 English immigrants that arrived in 1820, not one in eight of the inhabitants could speak English, yet the authorities in England considered it advisable that Dutch be suppressed as the language in South Africa.

English masters were introduced. With them they brought English methods of instruction—the Monitorial systems of Bell and Lancaster; and the English language became the medium of instruction in the schools. No wonder the people afterwards came to look upon schooling as something exotic, something imposed upon them from above and totally divorced from their needs, their language, and their everyday lives.

These facts are mentioned here because, owing to the total disregard of the language of the majority of the people and to the injudicious tamperings with local institutions and ways by a tactless and unsympathetic Government, this period saw the unfortunate beginning of an antagonism towards English rule and the English language which has retarded the progress in general, and the educational progress in particular, of the two white races in South Africa up to very recent times; and many of the educational problems that emerged subsequently can be traced to this very period. Luckily, in 1910, when the four provinces united, the Union Constitution laid down equal rights for the languages of both sections, English and Afrikaans, and consequently did much to remove what was for a hundred years a very fruitful source of discord and dissatisfaction in our political life as well as in our education.

* In connection with this historical introduction, I wish to acknowledge the kindness of the Editor of the *Year Book of Education* (Evans Bros., London) in allowing me to reproduce here with slight modifications, certain portions of an article on Education in South Africa which I wrote for the *Year Book* issue of 1932.—E.G.M.

† De Montmorency in his *State Intervention in English Education*, page 149, refers to De Mist as "one of the soundest educationists of either the eighteenth or the nineteenth century". In 1804 he found it possible to place upon the Statute Book all those principles regarding elementary education of the masses which Mr. Robert Lowe in 1863 in England, after a long and bitter struggle, incorporated in his *Revised Code*.

Largely through the instrumentality of that eminent astronomer, Sir John Herschel, who happened to be at the Cape at the time, an Education Department was established in 1839 with a superintendent as its head. The latter drew up a curriculum which was a replica of what prevailed in England at that time. This department in subsequent years did much to systematise the rather haphazard educational efforts throughout the country.

The Act of 1865.

Under the influence of the Newcastle Commission's Report in England, South Africa received its first really comprehensive piece of educational legislation [barring that of de Mist (1804), which never materialised] in 1865. This Act introduced the £-for-£ system of grants-in-aid to undenominational schools, by which the State contributed £1 for every £1 raised by the locality for education. This system, largely owing to the generous support which the Dutch Reformed Church gave to state schools, stimulated education throughout the country—but, of course, mostly in the more progressive parts. It brought in its train, however, that insidious system of individual inspection, which has persisted until this day, a modified system of payment-by-results, and of course also the English "standards". The "syllabus" studied in the primary school was identical with that in use in English schools. The school "readers" for the standards were all imported. Out of these the little Boer boy would learn "lessons" about primroses, lighthouses, and nightingales—all, however, for "dictation" purposes. History was the history of England and started at 1066. Its most exciting parts were the Guy Fawkes incident and Henry VIII's matrimonial affairs. Only very much later something called "Cape History" in the form of an anaemic-looking little book was, as it were, thrown in. The geography of England, Scotland, and Ireland was studied in great detail before that of their own country was touched upon. As a result of much agitation the Dutch language was later introduced as a subject in the schools.

Secondary education was dominated by the matriculation examination, which was modelled on the London matriculation. It was conducted by the University of the Cape of Good Hope, established in 1874, which was a purely examining university also modelled on the pattern of London University. An indispensable qualification of the examiners under this examining and degree-granting university was that they should know nothing about the candidates beyond their powers of assimilation. The students who sat for these examinations were taught in various colleges which had been started in several centres—the South African College, later the University of Cape Town (established in 1829), being the oldest institution for higher education in the country. In 1918 the whole system of higher education was re-organised and extended, as we shall see below.

Teachers were trained in the most approved English fashion on the pupil-teacher system which was introduced in 1859. In 1878 the first normal college was established through the instrumentality of the Dutch Reformed Church. In the 'nineties several training colleges were added and their number considerably increased during the last two decades. In 1920 the pupil-teacher system was abolished entirely and subsequent to that date all training was done at training institutions.

The Act of 1905.

In 1905 in the Cape Colony the Education Act of 1865 with its grants-in-aid system was superseded by the School Board Act. By this Act the country was divided into districts, and over each was a school board with certain supervisory powers, and financial responsibility. One of its chief functions was to introduce and enforce a system of compulsory education which in course of time applied to all children between the ages of 7 and 16. Those living outside a three-mile radius from a school, and those having passed Standard VI, were exempted. The school boards, however, proved in course of time to be too weak financially to make ends meet and had to fall back on the state to meet their large deficits. The result was that they were relieved of all financial responsibility, and gradually also all control was placed in the hands of provincial education departments which became highly centralised bureaucracies.

So much for pre-Union education in the old Cape Colony. We come now to education in the three northern provinces.

TRANSVAAL.

When the Voortrekkers moved farther inland in the later 'thirties, largely on account of the unsympathetic English rule, but also to satisfy their land-hunger, they took with them the traditional education (described above) to which they had grown accustomed during the 150 years before the English occupation in 1806.

When they established their republic in the Transvaal there existed every chance for them to evolve an educational system of their own—experimentally at the start, of course, but somewhat more adapted to their needs than the one from which they had fled, just as they evolved a form of civil government, original yet efficient and satisfactory. That was, however, not to be. In the 'seventies a president with predilections for the system of education in Holland instituted a system on those lines. He and the succeeding superintendents of education imported a regular army of Hollander teachers. This Hollander régime lasted with slight changes till the time of the Boer War (1899–1902). During the war and after, all this was swept away so that not even a vestige remained, and an English system was imposed. Just as conscientiously as Lord Charles Somerset tried to anglicise the inhabitants of the Cape in 1822, so eighty years afterwards Lord Milner adopted a most uncompromising attitude towards the mother-tongue of the Boers and introduced hundreds of English teachers to put the English system into effect. The resultant hardships and signs of dissatisfaction were many. Luckily responsible government was granted a few years later, and by the Smuts Education Act of 1907 a compromise was effected. It was a synthesis of the old régime and the new, and placed the language rights of both English and Dutch upon an equitable basis. This Act, which copied the school-board idea of the Cape Act of 1905, still forms the basis of the Transvaal system to-day.

THE ORANGE FREE STATE.

After passing through a relatively short period of random activity and of trial and error in education—during which the one-teacher school existed as a discrete unit—the Free State came under the superintendence of a Scotsman. Under his continuous administration for nearly a quarter of a century this little Boer republic developed an educational system not unlike that of Scotland, with respect to content, method, and organisation. (Let it be mentioned, by the way, that English as a subject of instruction generally had a prominent place in the curriculum of both the Boer republics. The Boers were never averse to the English language, as such, but they objected to an English system which meant the exclusion of their own language as a medium or subject of instruction. Here is also the reason why bilingualism is much more prevalent amongst the Afrikaans-speaking than the English-speaking section of the population.) The Boer War, and the ensuing English régime which put the Orange Free State and the Transvaal under the same administration, broke that continuity and contributed to a slightly different system. The present system has also, as a result of successive adaptations, taken the road of compromise and combined the new and the old.

NATAL.

This province is unique in that it alone has had a relatively uninterrupted English system from the time of its inception till the present day. This was due to the fact that it was settled predominantly by English people who brought with them English educational traditions. Schools modelled after the English public schools flourished in Natal. The system of payment by results, with all its concomitant evils, prevailed in the state and state-aided schools for more than a quarter of a century after that system had been abolished in England. Strangely, however, and in contrast with the usual English practice, Natal has developed the most centralised system of the four provinces, having no form of local control of education.

CONCLUSION.

Such in broad outline has been the nature of the growth of the four provincial systems which grew up from different roots. Though remaining distinct units administratively, they have since Union (1910) gradually come to conform to a single type as regards the methods, content, and organisation of their education. These we shall describe presently.

In looking over the various systems that have prevailed in different parts of South Africa, one may conclude that, taking South Africa as a whole, whenever a particular system did not recognise the people's ingrained love of liberty, their deep religious sense, and their desire for self-government, it was doomed to failure.

Yet many of the educational anomalies which arose and were tolerated for many years may be ascribed to the fact that the desire for education of some sort was generally so keen that the people accepted almost any system which did not violate the above principles—whether it was educationally sound or not.

EDUCATION EXPANSION SINCE FORMATION OF UNION, 1910.

With the formation of the Union the provinces on the whole participated in much larger financial resources than before and this resulted in a greatly heightened activity in education, as will be seen from the following table giving figures at five-year intervals:—

TABLE II.

EXPANSION OF EDUCATION IN SOUTH AFRICA SINCE FORMATION OF UNION (1910).

A.—STATE EXPENDITURE ON EDUCATION (European and Non-European).

	1910-11.	1915-16.	1920-21.	1925-26.	1930-31.	1935-36.
1. Total State Expenditure on Education (Union and Provincial)*.....	£1,634,123	£2,643,603	£6,861,090	£7,666,999	£9,348,568	£10,661,947
2. Percentage which (1) constitutes of Total National Expenditure.....	12·36	15·15	20·17	25·16	20·05	18·51
3. State Expenditure on Non-European Education only...	—	£240,000†	£538,000	£715,877	£1,069,094	£1,368,829

B.—ENROLMENT.

(i) *European.*

4. No. of European Pupils and Students receiving Education (Union and Provincial).....	165,407	232,603	313,716	343,433	370,278	389,508
5. Percentage which (4) constitutes of whole European Population.....	13·2	16·9	20·9	21·0	20·6	20·0
6. Percentage of European Pupils and Students, receiving Full-time Post-primary Education.....	10·8†	10·5†	13·4	14·3	16·0	18·3

(ii) *Non-European* (Native, Indian and Coloured).

7. Number of Non-European Pupils and Students.....	—	—	238,137	273,049	382,797	482,316
8. Percentage which (7) constitutes of whole Non-European Population.....	—	—	4·5	4·7	6·2	7·2
9. Percentage of Non-European Pupils and Students, receiving Full-time Post-primary Education.....	—	—	—	—	·54	1·03

(iii) *Total* (European and Non-European) (4) + (7).

10. Total Number of Pupils and Students.....	—	—	551,853	616,482	753,075	871,824
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* For items included, see Table I.

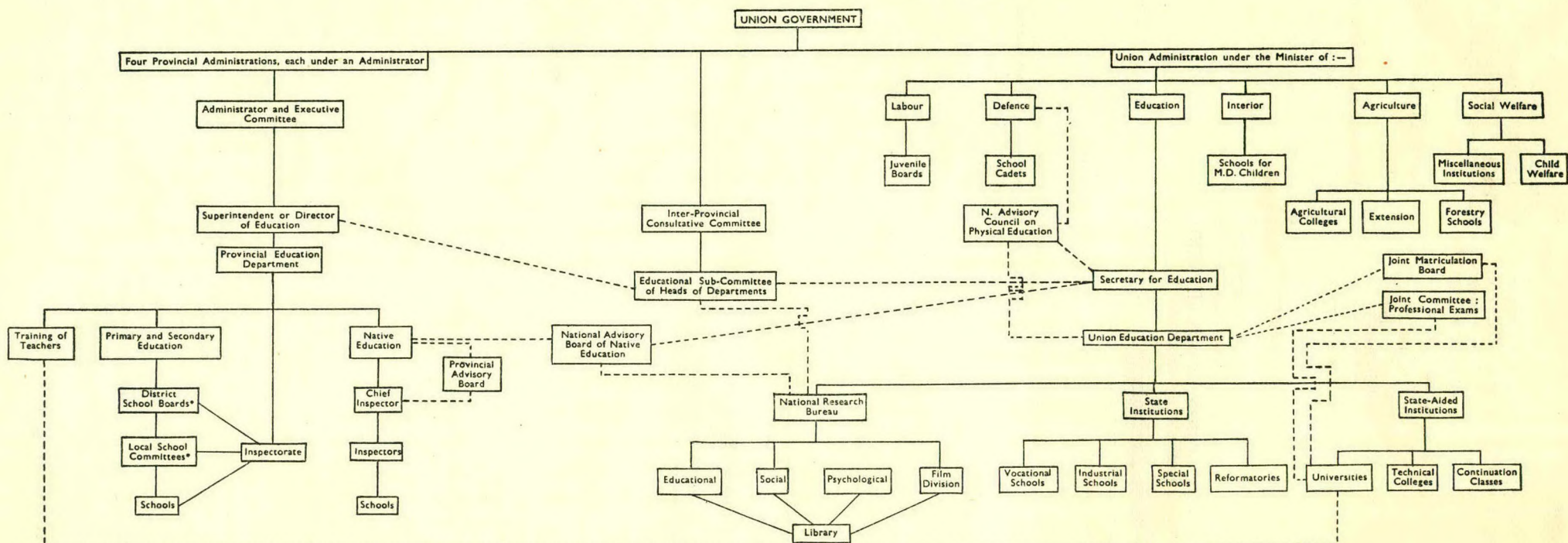
† Estimate.

The above table shows clearly the great absolute as well as relative increase in expenditure on all types of education since Union (viz. from under £2,000,000 to over £10,000,000 p.a.). Only current expenditure apart from capital expenditure is given here. In calculating the proportion of national expenditure, we excluded expenditure on railways and national-debt charges.

The most significant figures are in the *sixth line of the above table* showing that the number receiving post-primary education increased about three times as fast as the total school population. Under post-primary education we counted all students in technical colleges, vocational schools, normal colleges and universities as well as pupils in secondary classes of the high and secondary schools.

Diagram I.

THE ADMINISTRATION OF EDUCATION IN SOUTH AFRICA



* Natal excepted

Chapter II.

DESCRIPTIVE OUTLINE OF THE PRESENT SYSTEM.

A BRIEF description of the educational system as it functions to-day in South Africa is given here with a view to facilitating the interpretation of statistical data presented in subsequent chapters.

1. Relationship between Union and Provincial Authorities.

The accompanying diagram illustrates schematically the relationship between the various authorities administering education in South Africa.

The first feature that attracts one's attention in studying this diagram is the dualistic nature of the administrative system. On the left one finds an outline of the *provincial* system which administers primary and secondary education for Europeans and non-Europeans and the training of primary teachers. On the right are the various educational activities of the *Union* government acting through various state departments—the chief of these being the Union Department of Education. As links between the provincial system on the one hand and the Union on the other, there have in course of time been established organisations such as the Inter-provincial Consultative Committee and the National Bureau of Educational and Social Research, the nature and functions of which will be presently described.

The second important point that needs stressing is the essential difference between the administrative system of South Africa and that of the other Dominions, like Canada and Australia, or that of the United States of America.

In the first place, the powers of the legislative bodies in the four provinces, called Provincial Councils in South Africa, are distinctly limited. They are constituted parts of a Union and *not of a Federation*, and they are always subject to the "overriding power" of the Union Parliament. While certain definite powers and functions (the chief of these being primary and secondary education) were allocated to the provincial authorities by the Act of Union in 1910, they retain these powers at the pleasure of the Union Government, which may even abolish the provincial councils altogether if it finds such a measure expedient. Yet while there is nothing in the S.A. Constitution like, e.g. Section 93 of the Canadian Constitution which stipulates that the provincial legislature "may exclusively make laws in relation to education in and for each province", the South African provincial authorities are in actual fact free from interference by the Union Government in dealing with those functions, e.g. primary and secondary education, etc., allocated to them by Article 85 of the Union Constitution.

In the second place, the provinces are subsidised to the extent of about 70 per cent. of the cost of education by the Union. The basis on which this is done will be explained later.

The important point to note is that when the four provinces united in 1910 the Act of Union reserved for the Union Government only "higher education" (i.e. the universities), while "education other than higher" was relegated to the provincial authorities. Since 1910, however, the Union Government has from time to time stepped in and taken over certain educational functions which it considered should, in the interests of the nation, fall under national control. Besides, certain types of education were expensive and the provinces were financially too weak to run them properly. Thus *industrial education, child welfare, agricultural education,* vocational and technical education, special education, etc.*, were by successive acts of legislation declared by the Minister to fall under "higher education", and so under the Union. The effect was that, where originally the term applied solely to institutions of university rank, it now covers education from the kindergarten to the highest post-graduate classes of the university.

The anomalous situation has its counterpart also in the provincial domain, where, besides administering primary and secondary

education, the provincial departments also train teachers whose two- and three-year courses are all of a post-matriculation nature and therefore strictly "higher education".

2. The Financing of Education.

(a) Provincial.

The provinces are responsible for the financing of primary and secondary education from revenue obtained from provincial taxation and from Union subsidy. This subsidy while calculated largely on an educational basis is not earmarked for education. The provinces can use it for whatever they like. Originally, i.e. in 1925, when the present subsidy basis was devised, it was supposed to cover the "reasonable" cost of education which was the provinces' major service. In actual fact, however, the provincial expenditure on education is considerably greater than the Union subsidy. While the provinces obtain about £15 per pupil in subsidy they actually spend about £21 per pupil p.a. on European primary and secondary education.

The provincial subsidy is calculated on the following bases. The amounts so earned by all provinces in 1937-38 are indicated in brackets so as to indicate the relative importance of the different bases:—

- (i) £16. 7s. 6d. per pupil for the first 30,000 pupils in average attendance in Government schools. (*Note.*—Natal has *in toto* only 24,000 pupils in average attendance. The other provinces all have more.) (£1,871,777.)
- (ii) £14 per pupil in excess of 30,000 in average attendance in Government† schools. (£3,210,508.)
- (iii) £5 per pupil in average attendance in aided private schools. (£27,240.)
- (iv) £60 per student-teacher in training beyond matriculation standard. (£112,519.)
- (v) £5. 5s. 0d. per non-European pupil (other than Native) in average attendance. (£636,778.)
- (vi) £2 per 100 pupil-hours attendance at part-time education. (£2,793.)
- (vii) Grant for Native Education. (£340,000.)
- (viii) Special grants, £125,000 for Natal and £275,000 for the Orange Free State. (£400,000.)
- (ix) Additional grant for the O.F.S.—£4,637.
- (x) See paragraph 9 below for additional grants in respect of special facilities for deviate children.

Total subsidy [excluding (x)] = £6,607,252.

The total expenditure on education by the provinces was over £9,000,000.

The important point to note in connection with the Union's role in financing education is that these grants do not have conditions attached to them. That is, the Union does not control the expenditure of these monies in any way.

(b) Union.

Education under the Union is financed as follows:—

Universities and technical colleges are state-aided institutions receiving grants from the Union Government calculated on a formula in which the amounts raised by institutions themselves from fees and other sources respectively are factors. The state grant amounts to about half the cost of maintaining these institutions.

The vocational, housecraft, agricultural *and industrial schools are state institutions in which the Union Education Department bears all the cost.

Then there are aided institutions of various types which receive grants in aid from the Union Education Department.

*Since handed back to the provinces, with the exception of agricultural colleges and extension services under the Union Dept. of Agric. See p. 13.

† Under Act No. 46 of 1925 state-aided Church primary schools in the Cape Province rank for subsidy at the full rate (£14). These pupils number roughly 5,000.

c) *Local.*

One important aspect in which the financing of education in South Africa differs radically from that of Great Britain, U.S.A., Canada and most European countries is that its local authorities have no taxing power in respect of education, and with the exception of sporadic grants made by large urban municipalities to universities and technical colleges, they raise no money for education.

3. The Inter-Provincial Consultative Committee.

The rather artificial division of educational control between the Union Government on the one hand and the provincial authorities on the other has led to overlapping of functions and to several serious anomalies in the administration of education. In order to remedy the situation an *Inter-Provincial Consultative Committee* was constituted in 1935 consisting of the administrators of the four provinces with the Minister of Interior as chairman and the Minister of Education as deputy chairman. At these meetings, which take place quarterly, the four administrators are assisted by members of their respective executive committees and by the heads of the four provincial education departments who, together with the Union's Secretary for Education and the Director of the National Bureau of Educational and Social Research, form an education sub-committee. The chief function of this Consultative Committee is to co-ordinate the various activities of the Union and the provincial administrations with a view to eliminating anomalies and unnecessary overlapping. While it has already achieved co-operation between the various departments of education in certain respects, e.g. the institution of the National Film Division for instructional films in the schools, the facilitation of interchange of teachers between provinces by mutual recognition of certain conditions of service, the education of (physically and mentally) deviate children, uniformity in reporting certain fundamental educational statistics, etc., it must be remembered that this body is purely advisory and has *no statutory power* to see that its resolutions, even though they be unanimous, are carried out. The members merely advise one another and each is free to disregard the advice—which they often do—particularly if it involves expenditure on the part of a province.

4. The National Bureau of Educational and Social Research.

As will be seen from Diagram I, another link between the five (i.e. 4 Provincial and Union) education departments is the National Bureau of Educational and Social Research which was established under the Union Education Department in 1929. The Bureau has 5 divisions or sections :—

- (a) The Educational Research Division.
- (b) The Social Research Division.
- (c) The Psychological Research Division.
- (d) The National Library on Educational and Social Science.
- (e) The Film Division.

Its *functions* can be summarised briefly as follows :—

- (1) It is a central clearing house for information on education and social work all over the Union. It acts as the secretariat of the Inter-Provincial Consultative Committee in regard to matters affecting education.
- (2) It keeps in touch with movements and developments in educational and social fields in other countries and acts as South Africa's representative in connection with the work of the Committee on Intellectual Co-operation of the League of Nations, the Bureau International d'Education at Geneva, and international conferences on educational and social matters overseas.
- (3) The Bureau conducts surveys and research work in problems of an educational or social nature, and acts as the secretariat to the South African Council for Educational and Social Research which administers a grant of £2,500 per annum made by the Carnegie Corporation of New York.

- (4) It acts as a service bureau, when called upon, to state departments, social welfare and other organisations. The Psychological Research Division serves the schools of the Union and the provincial education departments with the psychological classification of pupils, the selection of subnormals, etc.
- (5) The Bureau has instituted a Film Division and a central film library for providing schools with suitable films on a loan system; principals are advised with regard to the purchase of projection apparatus.
- (6) Lastly, while the Bureau is not a co-ordinating body in the administrative sense, it draws together either through informal consultation or through conferences, individual persons and state and other organisations engaged in kindred activities.

The offices of the Bureau are at the Union Buildings, Pretoria.

5. European and Non-European Education Absolutely Separate.

For the sake of convenience we shall in our descriptive account and in the statistical tables deal separately with European and non-European education, since questions of policy and administration affecting the European and non-European sections of the population differ in a number of ways. The chief difference lies in respect of control and finance. European education is mainly *public* or *state* education, i.e. administered and financed by the state—private or local enterprise playing a very diminutive role—while non-European education is mainly *state-aided* education. That is, it is partly supported and controlled by mission enterprise. The relative contribution of the state, therefore, for non-European education is very small in comparison with that for European education.

Then too, European and non-European children do not attend the same schools. While segregation is difficult in other respects, in education it is complete.

The description which follows here will deal exclusively with European education. In a later section non-European education will be dealt with.

6. Public vs. Private Schools.

Another important point which distinguishes education in South Africa from that in most other countries is that 94 per cent. of the children attend public schools. The South African people, coming from Dutch, French, German and English stock—from countries where the cultural level was of the highest in Europe, profoundly believe in education. They believe in *state* education. The state or public school is the school which everybody attends whatever may be his rank or economic position. The private schools which are attended by the small minority of the country's children are in organisation and curriculum not very different from those of the state schools, since their pupils generally sit for the state schools' examinations. In between the state school and the private school there are the *state-aided* schools. These constitute, however, such a small group* that we shall in all the tables which follow (unless otherwise indicated) count them in with the state schools under the one head, *Public Schools*. An analysis of the statistics for private schools will, however, be given separately.

7. Primary and Secondary Education.

(a) *Administration.*

In each province, as will be seen from Diagram I, the Provincial Council with its Administrator and Executive Committee constitutes the legislative and executive authority in respect of primary and secondary education (including also training institutions for primary teachers). The Director (or Superintendent) of Education as head of the Department of Education is the chief responsible officer.

* In 1936, for example, only 6.5 per cent. of the European school population (primary and secondary) were in private schools and only 2.4 per cent. in state-aided schools.

Collection Number: AD1715

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

PUBLISHER:

Collection Funder:- Atlantic Philanthropies Foundation

Publisher:- Historical Papers Research Archive

Location:- Johannesburg

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