

Action Committee 12/9/49

The meeting agreed with the principle of the Union Advisory Board, & considered that broad national policy should be worked out centrally. Finance also should be a national matter. Within the framework of this national policy, however, ~~the~~ Provincial control was approved; and, in fact, it was considered that even more decentralization was advisable, to allow freedom for differentiation, within the policy, to suit local conditions. For this purpose, the Union might with advantage be divided into Regions - 3 for the Cape (West, East & North).

Mr. Hartshorne (Page 36)

In favour of Union control by the Education Dept, to obtain uniformity of practice, regulations & syllabuses, also of pensions, leave privileges, school requisites, etc. There are wide discrepancies in such matters at present.

To cater for local differences in the peoples, regional rather than provincial control is advocated. Policy, etc should be determined at the highest level, & decentralisation arranged within this policy.

Union control facilitates co-ordination with other State depts. (see Question 16(8))

Two conditions should be observed: -

- a) Control must be by the UED through a Directorate of Native Education; not through the Native Affairs Dept.
- b) Union control must lead to a levelling-up - not a levelling-down.

Pretoria Joint Council (Page 76)

also in favour of Union control.

Recommend the creation of School Boards or similar bodies on which Natives & others interested would serve.

De Villiers Report (Page 83)

The Commission recommends the creation, by Act of Parliament, of a National Council for Education, (all education), to determine the broad principles of policy & co-ordinate the various educational services.

Subject to the authority of this Council, it is recommended that the control of primary & secondary (general) education should remain with the Provincial Administrations, & that all vocational education be under the control of the Union Govt.

14(1). Control by Provinces. Desirability of uniformity of regs & syllabuses

15. Organisation & administration of the various divisions of Native education

14 From "Annual Report for 1946 of the Union Advisory Board on Native Education"

(Chap 1.)

"This same act (Act No 29 of 1945) provided for the establishment

"----- By Act no 46 of 1925, the central government accepted the responsibility for the provision of grants for Native education. ----- (Act No 29 of 1945) provided for the establishment by the Minister of Education of the Union Advisory Board on Native Education, to advise the Union Government & the Administration of the Provinces on matters relating to Native education and the maintenance, extension and improvement of educational facilities for Natives.

(Chap 2) "The membership of the Board includes:

- (i) the Secretary for Native Affairs, who is chairman;
- (ii) the Secretary for Education, who is vice-chairman;
- (iii) a representative of each province, nominated by the executive committee of the province;
- (iv) two representatives of the Natives Representative Council;
- (v) three members nominated by the Minister of Education

In addition a number of Technical advisers attend the meetings of the Board."

Inter-  
From "Report of the Departmental Committee on Native Education. 1935-1936"

Chapter II (I) Administration & Control.

"(a) Provincial.

Para 170. "In all Provinces of the Union of SA the Provincial Councils are the legislative authorities in regard to Native education -----

172. "In each Province the administration of Native education is in the hands of the head of the Provincial Education Dept., who is assisted by a specialist office with the title of Chief Inspector of Native education, & in each of the Provincial

Depts of Education there is a special branch dealing with the details of Native education administration -----

173. "In each Province there exists an Advisory Board for Native Education, representative chiefly of the missions controlling schools in the Province -----

### "(B) Local

174. "The overwhelming majority of Native schools throughout the Union are aided Mission schools of varying types under the local control of a Missionary Manager. -----"

175 etc - Re school committees.

178. Functions of managers of aided Native schools.

Including provision & maintenance of school buildings (with Govt. aid)

In Natal, the OFS (except in secondary & training schools) & the Transvaal, the provision of all necessary furniture & school requisites.

### II. Supervision & Inspection

179. "In the Cape Province Inspectors of Schools are responsible, within the areas allotted to them, for the professional supervision & for the inspection of all Govt. or Aided schools (European, Coloured or Native). In the other three Provinces a special field staff of Inspectors of Native Schools is employed ----"

180, 181 - Re ~~Inst~~ Instructors of special subjects.  
Supervisors & Itinerant Headmasters.

### Existing Provincial System of Control

The Committee recommended very strongly "that Native education be transferred from the control of the Provincial Councils to that of the Union Govt" - (Chapter III para 290).

It quoted similar opinions which had been expressed by the University Commission (1914) & the Native Economic Commission (paras 252 - 259)

Various arguments for & against Provincial Control are given (paras 260 - 289)

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The present confusing position (i.e. at 1936) is analysed: -

Para 261

"(a) Higher education, technical, trade, industrial, agricultural, housecraft & special schools for Europeans, not to mention the big field of Child Welfare, are to-day administered by the Union Education Depts, & not by the Provincial Depts. which administer Native education. Further, the institution providing higher education for Natives is administered not by the latter, but by the former Dept.

"(b) Though European & Native education have both been under the legislative & administrative care of the Provinces, 3 out of the 4 Provincial Councils have established a considerable measure of separate administration by the creation of distinct, & to some extent independent, departments for Native education, each with a separate ad hoc inspectorate - - - - -

"(c) The very considerable measure of control exercised by <sup>the</sup> Native Affairs Commission, not only in the allocation of funds, but also in the framing of policy, is another direction in which there already exists a substantial measure of differentiation" - - -

Other comments are: -

Para 264 " - - - - ~~Unfortunately~~

On the whole Native education has not been fostered by the Provincial Councils, & even where some real interest has been taken it has not always been free from political influences - - - - -"

Para 276

" - - - - The mere circumstance that Native education is Provincially controlled has not resulted in any special effort on the part of the Provincial Councils to support it out of their own funds, or to augment the Union grant as they do in the case of European & Coloured education. Their attitude seems to be that as they are precluded from levying direct taxation upon Natives, the financial support of Native education is no concern of theirs. While this frame of mind is understandable

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it is unfortunate in its effect on Native education, & the fact remains --- that the present system does not encourage interest but merely divides responsibility & stifles initiative ---"

Para 279 Retention of Provincial control would cut "across the majority report of the "Murray" Commission, quoted with whole-hearted approval by the Provincial Finance Commission (1933):-

"One of the most salutary principles for the creation of a sound system of public finance, is that any authority which is entrusted with the expenditure of public money, should also be charged with the direct liability for raising either the whole or a substantial portion of the revenue required to meet such expenditure. When funds are raised by one authority & disposed of by another, the sense of responsibility by which the latter should be guided & which constitutes a most valuable protection for the taxpayer, is almost inevitably weakened. - - - - -"

Para 283 "The report of the Phelps-Stokes Education Commission of which so distinguished an educationalist as Dr Jesse Jones was chairman, expressed its views as follows: -

"It seems clear that the limitation of the Union Govt. to the one field of higher education is especially unfortunate for the cause of Native education. The varying policies of the Provinces point to serious losses through the indifference of Provincial Councils, & contradiction of educational plans. Surely a problem of such large & vital possibilities for good or for ill in the development of S. Africa should receive the consideration of the largest & most influential unit of Government in the sub-continent. Sound statesmanship will undoubtedly require the Union Govt. sooner or later to take a much larger share in the formulation of educational policies for the development of a Native people constituting 80% of the total population of SA."

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Extracts from "Proposed National Scheme  
of Control & Administration"

Chapter III Section II.

Para 295. "The Committee ----- recommends that the administration & financing of Native Education ----- be placed with the Union Education Dept."

296 "An exception is, however, made in the case of Native agriculture ----- This should remain under the Native Affairs Dept -----"

319. "Whatever rate may ultimately be adopted, the Committee strongly feels that the principle of the per caput grant should be adopted on the lines here suggested, because it is a system of financial support under which Native education may count on a greater degree of stability & continuity of development, while at the same time State control of public expenditure will be duly safeguarded."

320 "----- The Committee recommends :-----"

NOTE - The underlying idea of this scheme is :  
'Central determination of policy with decentralisation of administration'.

" A. Union

- (i) that the Union Parliament becomes the ultimate legislative authority & the Minister of Education the Chief Executive authority for Native education;
- (ii) that, in order to maintain a close link with European education, the Union Education Dept under the Minister of Education be responsible for the general administration of Native education;
- (iii) that, in order to ensure the necessary amount of ad hoc attention to Native education, there be created in connection with the Union Education Dept. a special Dept. of Native Education under a Union Director of Native Education.
- (iv) that a Union or National Board of Native Education be created -----

" B. Provincial

- (i) that ----- the (Provincial) sub-departments (as regards the administrative officials in the office &

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"the inspectors in the field) will continue to operate within the provincial boundaries much as they have done before.

There will, therefore, be in each Province a sub-department of the Union office for Native Education with its own staff, (including an accounting section) & inspectors & supervisors, etc, independent of the Provincial (European) Education Dept. of that Province.

- (ii) that at the head of each of these Native Education Offices there be appointed a Union official to be styled the Superintendent of Native Education for that Province - - - - -
- (iii) - - - - - while, as regards the bigger matters affecting policy, he ~~is~~ (the Provincial Chief Inspector of Native Education) is to-day responsible to the Provincial Education Director (or Superintendent) & ultimately responsible to the Provincial Executive Committee & Council, he will in the proposed scheme be under the Union Director of Native Education & ultimately responsible to the Minister of Education. As regards matters of detailed administration he will be allowed a fairly free hand within the powers to be vested in him - - - - -
- (iv) that in order to ensure (a) adequate interest in Native education within the Province, (b) a sensitivity of the administration to the peculiar needs of the province, there should be a Provincial Advisory Board to advise the Provincial Superintendent on all matters pertaining to Native education within that Province; - - - - - (constitution, functions, etc).

With reference to the establishment of a Union Advisory Board, suggested by some witnesses, the Committee said: -

Para 329

"Whom is it to advise? If it is to advise one single executive authority, as in the Committee's proposed scheme, it can & will, the Committee feels, perform a very useful function, because it can bring together varying national issues to one focal point where they can be dealt with executive. If it is, however, to advise for different authorities, each autonomous legislatively and



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executively, & each free to accept or refuse the advice offered, there is little chance of this Advisory Board being a co-ordinating body in any real sense of the word - - - - while regular conferences between heads of Provincial Depts have proved interesting & in a few minor instances even useful in the past, & while these Directors and Superintendents may feel in perfect agreement about certain important matters, there is no guarantee that their respective Provincial Executive Committees & Councils will take the same view about these matters or will consider themselves bound in any way to act on the advice given.

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- - - - - But in any case, whether a National Advisory Board is attached to it or not, a system under which the Provincial Councils are retained as autonomous bodies in control of Native education, while the Union Govt. bears all the financial responsibility, is fundamentally unsound & will sooner or later break down."

Summary of advantages of proposed scheme.  
Para 331.

### Missions

Chapter IV of the Report discusses the relationship of the State & Missionary Bodies.

Para 341 - " - - - there are weighty considerations in favour of retaining the direct influence of the missionaries in a S. African system of Native education."

The pros & cons are considered -

Para 335 - Emphasis tends to be placed on denominational aspect of religious teaching.  
Interests of a particular denomination tend to obtain more attention than educational needs.

336 - Multiplicity of denominations & sects.

337 - How co-operation is possible.

Para 338 " - - - In consideration of financial aid granted to the missions for the maintenance of their schools, the Govt. prescribes courses of instruction, conducts examinations, determines the conditions of service of teachers, exercises general supervision & control,

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and lays down minimum requirements with regard to buildings & equipment. The missions on their part are expected to provide & maintain suitable buildings, provide a minimum of equipment, & to nominate a manager (superintendent / grantee) to exercise local control & to nominate & appoint teachers subject to approval by the Education Dept."

- 339 - Some missionaries consider govt. control out of proportion to assistance given.
- 341 - many Africans want emancipation from paternal control exercised by missionaries.
- 343 - Change in traditions & habits of bulk of Bantu is superficial. Guidance & devoted services of missionaries still needed. — as active partners of govt.
- 345 - "As long as the missionary shares the financial responsibility for the schools with the Government & is required to undertake their local administration, it is reasonable that he should have a voice in the direction of policy of Native education. In all the Provinces a measure of co-operation between missions & the Education Departments has been secured by the formation of Advisory Boards on which the missions are strongly represented. . . . they have consequently been given a definite status in the new system of administration of Native education which is recommended in this report."

14  
The place of the Govt. School.

Para 358 et seq.

Para 363. "It is recognised that for a long time to come the system of aided mission schools must continue, especially must this apply in the field of teacher-training. It is through the teacher-training institutions that the missions exert their greatest influence upon the present educational systems, & the Committee is of opinion that in a very special sense teacher-training is & should remain a function of the missions

"Nevertheless the Committee recommends that alongside the aided system, facilities should also be provided by means of which a system of Govt. schools, such as is described above, might grow up."

e.g. in cases ~~where~~ :-

- Para 364
- (a) where a mission desires to hand over its schools;
  - (b) where denominational rivalry makes it desirable for the Administration to intervene;
  - (c) where the Native people desire a Govt. school & mission provision is inadequate."

365 "The Committee therefore recommends - that steps be taken by the Govt. to provide for capital expenditure on Govt. school buildings, either to replace unsuitable mission buildings, or to establish new schools in localities where missions are no longer able to bear the financial burden involved."

Licensing of Schools

Para 366 et seq.

necessity for avoiding overlapping in the establishment of schools, & controlling teaching in private schools.

THE CHRISTIAN COUNCIL OF SOUTH AFRICA.

Dr Nkomo  
An Association of Churches and Missionary Societies of South Africa  
for the Extension of the Kingdom of God.

14. (i) Prefer Union control in order  
to ensure uniformity of practice

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14(2).

geographic & ethnic distribution of people.  
Provincial Control?

Dr Nkomo

(ii) Ethnic and other considerations would not necessarily go against Union control of education.

Ethnic & geographical considerations come into the teaching of local geography & history in an effort to proceed from the known to the unknown.

14(3) Provincial control?

Differences in pensions, leave privileges,  
school requisites, etc.

School requisites

OFS Primary School Code

All books & materials required by the pupils  
may be purchased in accordance with the  
departmental book scheme.

Dr Nkomo

(iii) These would be eliminated  
by a Union administration.

Pensions  
Leave privileges.

Union Advisory Board on Native. Ed. 1947

3 II a) Pensions for Native Teachers

A committee appointed to investigate & report on pensions for Native Teachers has submitted its report, & the financial implications of such a scheme are at present being investigated by the Dept of Pensions.

b) Leave Regulations

The 4 Chief Inspectors of Native Education were asked to frame uniform regulations governing leave privileges for Native Teachers, on the lines of those which already exist for European & Coloured Teachers. They recommended as follows: -

"In view of the fact that leave regulations in the various provinces are not uniform, either for Europeans or Non-Europeans, & that in the Cape & Natal provinces the leave regulations for European Teachers already apply to certain categories of Native Teachers, it is felt to be impracticable at the present time to frame leave regulations which shall be uniform throughout the Union; in view also of the disadvantages at present experienced by those categories of Native Teachers to whom such leave conditions do not apply, the Chief Inspectors of Native Education recommend that the Union Advisory Board on Native Education pass a resolution to the effect that each Province be approached with a view to promulgating for all Native Teachers the same Leave Regulations as at present apply to European Teachers in that Province".

The above recommendation was accepted by the Board & representations made to the Provincial Administrations.

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