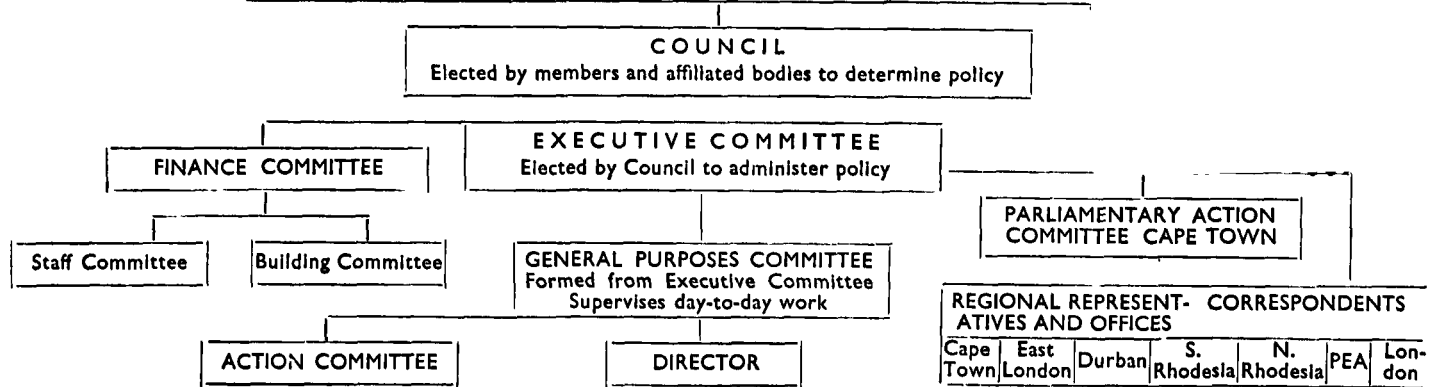


*A Survey of
Race Relations
1949-1950*

PRICE: ONE SHILLING

INSTITUTE ORGANIZATION

MEMBERSHIP OF THE INSTITUTE



Secretarial	Library	Adult - Education	Editorial & Publicity	Technical	European Field Officer	African Field Officer	Typing, Roneo Filing, etc.	Research	Financial Organizer
Membership Publications sales; Book-keeping and accounts; Trust accounts. Work done by Stakesby Lewis & Lewis, Chartered Accountants.	Free service to members of staff and public by telephone, post, visits, Library Bulletin	Literacy work and other adult education. Some welfare work.	Race Relations News; Race Relations; New Africa Pamphlets; other publications; Press Bulletin; Leader Digest; Donaldson Blueprint series; Publicity and Publicity material.	Legislation; evidence to Commissions; Welfare work. Industrial Welfare Investigations Health Housing. Trust Secretarial work, etc.	Liaison with other Organizations; Youth work; Conferences; Joint Councils; Education in race relations.	Not yet appointed.	Office routine.	Not yet established.	Maintenance of membership; New members; additional funds; Functions.

*A Survey of
Race Relations
1949-1950*

[Being the twenty-first Annual Report of the
South African Institute of Race Relations]





PRINTED BY TWINBRO PRESS (PTY) LTD, JOHANNESBURG

**SOUTH AFRICAN INSTITUTE OF
RACE RELATIONS**

(Incorporated)

1949-50

COUNCIL

HONORARY OFFICE BEARERS

President

Dr A. W. Hoernle

Vice-Presidents

Professor D. D. T. Jabavu

Advocate D. B. Molteno

Senator Dr the Hon. E. H. Brookes

Hon. Treasurer

P. R. B. Lewis

Hon. Legal Adviser

H. A. Damant

Honorary Regional Representatives

Cape Western: Adv. D. B. Molteno and Mrs M. L. Grant. Cape Eastern: Vacant. Natal: Maurice Webb. Southern Transvaal: J. D. Rheinalt Jones. England: Col. the Hon. C. M. Hore-Ruthven.

EXECUTIVE COMMITTEE

The above-mentioned Honorary Office-Bearers and the Director, together with twenty-six members elected by the Council.

Cape Western: Adv. D. M. Buchanan, K.C., Mr W. G. Hoal, Bishop S. W. Lavis, Mr Leo Marquard, Sir Herbert Stanley, Dr Sheila van der Horst. Cape Eastern: Mr R. H. Godlo, Professor D. Hobart Houghton, Dr Alexander Kerr, Professor Z. K. Matthews. Natal: Dr E. G. Malherbe, Mr D. G. S. M'Timkulu, Mrs E. E. M. Russell. Orange Free State: Professor C. J. Uys. Southern Transvaal: Dr the Hon. H. Gluckman, M.P., Dr Ellen Hellmann, The Rev. Fr. Trevor Huddleston, Professor I. D. MacCrone, The Rev. E. E. Mahabane, Mrs Helen Suzman. Northern Transvaal: The Rt. Rev. Bishop of Pretoria, The Rev. H. P. Junod, Ds. J. Reyneke. Southern Rhodesia: The Rev. P. Ibbotson, Northern Rhodesia: Sir Stewart Gore-Browne. Other African Territories: Chief Tshekedi Khama. Co-opted to Executive Committee: Mr A. M. Moolla, Mr J. R. Rathebe, Professor H. M. Robertson, The Rev. B. L. E. Sigamoney, The Rev. S. S. Tema, Dr O. D. Wollheim. Co-opted to General Purposes Committee: The Rev. G. Mabile, Mr F. W. C. Bultendag, Mr E. J. Motau.

OFFICIALS

1949-1950

Director
Quintin Whyte

Assistant to the Director
F. J. van Wyk

Adult Education Officer
Maida Whyte

Financial Organizer
Ruth M. Neale

Technical Assistant
Muriel Horrell

Editor and Publicity Officer
Oliver Walker until April 1950
Glanville le Sueur since May 1950

Field Officer
Basi Holt

Acting African Field Officer
W. B. Ngakane

Secretaries
Messrs Stakesby Lewis and Lewis

Auditor
H. L. Collins

Head Office
at 19 Stiemens Street, Braamfontein,
P.O. Box 97, Johannesburg.
Tel. Address "Ubuntu", Johannesburg
Telephones: 44-4368/9 and 44-4360

Regional Offices

Cape Western: 18 Orange Street (P.O. Box 1998), Cape Town. *Natal*: 11 and 12 Colonization Chambers, 355 West Street (P.O. Box 2612), Durban. *Cape Eastern*: Vacant. *Southern Transvaal*: 14 Asher's Buildings, Joubert Street (P.O. Box 97), Johannesburg.

Correspondents

South-West Africa: Mr J. D. Lardner-Burke.
Southern Rhodesia: Vacant.
Northern Rhodesia: Sir Stewart Gore Brown, M.L.C.
Belgian Congo: Mr L. Ballegeer.
Portuguese East Africa: Rev. Ira Gillet and M. Andre Clerc.

CONTENTS

PART I	“Rights and Duties of Liberals in South Africa”	
	Presidential Address	1
PART II	Institute Activities and their Background	—
	1. General	13
	2. Policy	14
	3. Meeting of the Institute’s Council	14
	4. The Background—Inter-group attitudes and tensions	18
	Non-European Policies	18
	Unrest among Non-Europeans	19
	Coloured Advisory Council	20
	Action taken by the Institute	20
	Supreme Court Judgments on the Rights of Criticism	22
	5. Legislative Measures affecting Race Relations	24
	Population Registration Act	24
	Prohibition of Mixed Marriages Act	25
	Immorality Amendment Act	25
	Group Areas Act	26
	Suppression of Communism Act	28
	Right of Appeal to the Privy Council	32
	Senate Debates	32
	6. Government Administrative Matters affecting Race Relations	32
	Native Affairs Commission	32
	Natives’ Representative Council	33
	Cape Coloured Franchise	33
	Tripartite Talks on the Indian Question	34
	Apartheid in Transport Services	35
	Apartheid in The Nursing Council and Association	35
	Military Service	36
	Passports and Immigration Permits	36
	Influx control	37
	Registration of Service Contracts for Women	38
	Exemption Certificates	39
	African Rural Areas	40
	Agricultural Training for Africans	41
	South-West Africa	41
	7. The Administration of Justice	43
	8. Health and Nutrition	46
	9. Housing	50
	10. Social Welfare	55

11. Employment	59
12. School Education	63
13. Professional, Technical and Vocational Training ..	68
14. Evidence to Commissions	70
Native Education Commission	70
School Feeding Commission	70
Reef Riots Commission	71
Committee of Enquiry on the abuse of Dagga ..	72
Committee on Production and Sale of Margarine	72
Broadcasting and Re-diffusion	72
Asiatic Land Tenure	73
Committee of Enquiry into the Training and Em- ployment of Social Workers	73
Committee on Non-European Deviate Children	73
Commission of Enquiry into Training of Medical Students and other related matters	74
15. Research and Investigation	75
16. Institute Organization	77
17. Adult Education	79
18. Publications and Publicity	82
19. Report on Reference Library	85
20. Field Officers' Reports	86
21. Regional Reports	88
Western Cape	88
Natal	93
Southern Transvaal	95
South-West Africa	98
Southern Rhodesia	99
Northern Rhodesia	101
22. Joint Councils	102
23. Study Circles	103
24. Representation on Other Bodies	104

PART III Institute Finance and Administration

Honorary Treasurer's Report	105
Financial Organizer's Report	105
Membership	108
Council	109
Staff	109
Secretarial Services	109
Accommodation	110
Committees	110
Balance Sheet and Accounts	112-117
Members of Council	118

PART I

A Survey of Race Relations in 1950

Presidential Address Delivered in Cape Town,
January, 1951

BY

MRS A. W. HOERNLÉ, LL.D.

RIGHTS AND DUTIES OF LIBERALS IN SOUTH AFRICA

IN 1936 Professor Hoernlé and I spent several months in Nazi Germany. We kept our eyes and ears wide open and observed all we were allowed to observe. We also met and talked to every type of person we could contact. In those days much was being done of which we could approve but even at that time very much of which we strongly disapproved. Whenever we mentioned the unjust things we saw or the bitter things of which we heard the reply was always the same: "es thut mir Leid-aber." That is, "I am very sorry but"—This phrase we heard day after day from many different kinds of people, and it was very significant. It meant that the Nazi theory of the Herrenvolk, of the privileged group in the country, had been very widely accepted, and that whatever pains and sorrows and tragedies this might entail for others, who had been excluded, had been discounted; it was at most a pity, but it just could not be helped. They were in the way and must be thrust aside, and the determination to thrust them aside had been taken and was being implemented.

I have often thought of the difference between this experience and the experience in our own country. We have no such hard and fast decisions guiding actions of those in control of public policy. On the contrary they reiterate time and time again their adherence to the admonitions of the Christian religion and the fundamental principles of Western Democracy. I do not think we can overestimate the enormous difference that this makes to the whole attitude of mind and to the rights and duties of those who try to keep outside the range of party politics entirely while applying their reason to working out the implications of these principles to life in our multi-racial society.

On the one hand those in power who seek to entrench the privileges of our social life for minority groups within our society have always an uneasy conscience; they have pressing on their minds the great principles of our religion and of our gradually built up civil liberties, which stress the right of all men not to some empty "equality" but to equal opportunities. On the other hand, for those who like the members of the Institute are pledged to seek harmony within our cultural life, with justice and fair play to all, there is always the strengthening knowledge that there is a

sound basis of doctrine and belief, repudiated by none, to which appeal can be made and by the criterion of which all legislation can be tested and all plans judged.

Were these standards repudiated as they were by Germany, and as they have been by Russia, the task would be infinitely harder, but so long as we base our actions on a common foundation we have the right and the duty to press and press home again the discrepancies between belief and action, convinced as we are that there is a solution to our difficulties and that men can live in harmony by living according to these principles.

Last year when we met in council we were faced with a situation in which we thought a policy was being put before the country for the largest section of our population—the Africans—which ostensibly complied with the demands of our civilization but which we considered quite unworkable. It has been accepted that it is perfectly justifiable and consistent with our system of beliefs and principles that groups of men who cannot live in harmony within one state should agree to separate and to live in equal independent states, and we thought an attempt was to be made to create such separate independent states.

Since then it has been categorically denied by responsible Ministers of State that there is any policy of complete *Apartheid* (*afgehele Apartheid*) before the country. The honourable the Prime Minister, Dr Malan, speaking of the congress on Native Policy which was held by the Dutch Reformed Churches in Bloemfontein, said, according to Hansard of the 12th of April, 1950, "What they (the Churches) resolved was that we should have total or complete territorial *apartheid*. Well, if one could attain total territorial *apartheid*, if it were practicable, everybody would admit that it would be an ideal state of affairs. It would be an ideal state, but that is not the policy of our party" . . . "It is not the policy of our party and it is nowhere to be found in our official declaration of policy. On the contrary, when I was asked in this House on previous occasions whether that was what we were aiming at, when we were accused of aiming at total territorial segregation, I clearly stated and I said it clearly on platforms, that total territorial segregation was impracticable under present conditions in South Africa, where our whole economic structure is, to a large extent, based on Native labour. It is not practicable and it does not pay any party to endeavour to achieve the impossible. One must found one's policy on what is possible of achievement."

What then is the policy now? This was best expressed by Dr Jansen during the last session of Parliament. As reported in Hansard of the 20th April, 1950, Dr Jansen said, "The Government intended to appoint a commission of experts to inquire and make recommendations, among other things, to determine what can be done to restore tribal life as far as possible by seeing to it that the chiefs and the whole tribal government adapt themselves to the exigencies of our times and thereby automatically regain the position of authority which they forfeited to a large extent through their backwardness.

"We are of the opinion," he said, "that the solidarity of the tribes should develop along the lines of their own national character and tradition. For that purpose we want to rehabilitate the deserving tribal chiefs as far

as possible and we would like to see their authority maintained over the members of their tribes. . . . Where a tribal chief has shown that he is competent he will be granted certain powers. He will be assisted by a council the members of which will have to be approved of . . . The tribal chief with his council, will then in many respects be performing the same function as the local council in the Transkei and the Ciskei. (As far as the Transkei and the Ciskei are concerned it is not the idea to effect any change.) If a sufficient number of such councils have been appointed in certain areas, where each tribal chief can be represented, a general council can be called into being for such an area. The idea is that in each area headed by a Native Commissioner with the exception of the Witwatersrand, local councils and a general council should as far as possible be established on ethnical lines . . . When these councils have been adequately developed the desirability of establishing a central body consisting of representatives of all the general councils can be considered. The idea is that local and general councils should gradually be given the power eventually to control their own affairs as far as possible with the retention of White trusteeship."

"The biggest problem in connection with Native administration to-day is the situation in the urban areas . . . It is admitted that Natives should remain in urban areas, but it is explicitly stated that they should have no political or equal social or other rights with Europeans. They may live in European areas, where they cannot have such rights and cannot be regarded as permanent inhabitants. In their own separate residential areas, however, the intention is that they should gradually be given the opportunity of serving their own people. Everything will naturally take place under proper supervisors and the local authorities will naturally remain in control. Ultimately, it is intended that for every location or Native township there should be a council or councils of Natives, under the guidance of the local authorities or the Department of Native Affairs, who can manage the affairs of the location or of such Native township" . . .

"We shall see to it that the tribal chiefs in the Reserves have contact with and exercise discipline over their fellow tribesmen in the urban areas" . . . "As far as possible members of the same race or tribe should be housed together so that the tribal relationship can be restored and maintained". "On the farms," Dr Jansen said in the House (Hansard No. 12, 1950) "there is no question of equality. The relationship of master and servant is maintained on the farms and there is no danger that conditions on the farms will develop in the same way as in the cities, where they are working with the Europeans on an equal footing—which gives rise to all kinds of undesirable conditions."

The most recent statement of this point of view is that of Dr Verwoerd, the new Minister of Native Affairs, as quoted in *Die Transvaler* of the 6.11.50. "In my soul I believe," he is reported to have said, "that the *apartheid* policy is the only policy which can bring freedom because it has the interests of both groups (white and black) at heart. As his guardian, we must see that the Native is kept by means of *apartheid*, to the greatest extent, and if possible to an increased extent, in territories where he can live his own life. We would also like to see him anchored in the language

and customs of his own people so that he cannot become an imitation White. The Afrikaner is looking for a way by which a person can live and let live. To the Native we say: let your ambitions lie in the building up of your own people. We desire for them ideals and a future such as those we want for ourselves, but their future and ours are separate."

There we have at one and the same time an acknowledgement of the fundamental principles of our civilization which are acknowledged to be the rights of all men, and the denial that these can be allowed to develop in a common homeland. "Their future and ours are separate—*die toekomst van hulle en van ons is apart.*"—"We do not wish to smother the ambitions of the Native, self government, education and health must be directed on to his own people. He must serve his own people."

I have thought a great deal about these declarations of policy and especially the injunction to the Africans "to be anchored in the language and customs of his own people." Our African people have very fine languages. They have been reduced to writing, they are developing a literature and there is no reason why they should not grow as the culture of the people speaking them grows.

The customs of the African people are changing and must change, largely because, by our mere presence here, we have forced the African people out of the old rhythm into which their lives had been set over large parts of Africa, but chiefly because the Africans now wish their customs to change and no one has the right to say them nay in this wish.

We have long since told the African that his old established hoe cultivation is no longer to be tolerated in this country, in his country. His shifting cultivation, his failure to manure the ground, his failure to practise a proper rotation of crops, his failure to contour his lands properly, and many other failures are destroying the soil of South Africa and destroying it for us all, not only for him. He must learn new methods, those of modern science. That is to say we acknowledge that science is one, knowledge is one, and that in whatever brain the discoveries may first have been formulated they must be used by all sections of mankind if the best use of land is to be obtained.

So, too, in regard to health, housing and sanitation, we have decided that we cannot stand by and see insidious diseases undermine the health of thousands of Africans. Even from the most selfish motives we cannot see the spread of diseases which are just as likely to spread to us as to sections of African people who may up to the present have escaped. Vermin by the thousand have been found infesting the homes of Africans, and our health advisers warn us that we cannot allow this to continue.

We certainly cannot deny Africans full participation in the message of Christianity. The Founder of the Christian religion Himself gave the injunction to His disciples to go forth into all the world and preach the Gospel.

In other words it is quite obvious that the whole basis of life of the African people of this country has been profoundly changed and rightly changed. To all men belong science and Christianity, and all the languages that have been discovered by man, the languages of sound, of the written word and symbols, of mathematics, of music, of science, they all belong to all and the knowledge and messages they convey can be denied to none.

No one really denies these truths. What then is "his own life" and what are the customs he is to retain? The social organization of a people is to a very large extent independent of the cultural content of his society; that is to say the social organization can remain fundamentally the same though the cultural content alters. The social organization is elastic and can support great changes in culture. Now it so happens that the Africans have a very strong social organization based on some of the deepest emotions and interests which bind human beings to one another through life. They have a social structure based on behaviour patterns learned in early childhood in the family and founded on human needs within the family. In their social system kinship bonds have been used to hold human beings together almost as widely and as systematically as anywhere else in the world. Their political system, too, was largely based on this kinship system but not entirely, for conquest and individual leadership have played their part, kingdoms have been founded and power has been wrested from the conquered, quite apart from the hereditary principle which, however, tends ever to reassert itself and to play its part in the succession of chieftainships in African societies.

I have come to the conclusion that what is really meant, though this is never clearly stated, when it is said that the African must develop along his own lines, or that he must "live his own life" is that he should keep his own social structure, and above all that he should keep his old type of government.

There are parts of the world where the economic system very largely developed on a kinship basis, as for example in China and India and even in Yugoslavia and pre-revolutionary Russia, but it is quite impossible that this should be the case in South Africa to-day, to any significant extent, for the Africans are integrated into the economic structure developed by the Europeans and this economic organization has proceeded on quite other lines. It is most improbable that even such industries as may be established in the Reserves themselves will develop on a kinship basis, for the impetus gained by Western European methods has proceeded too far to make this feasible.

So far as social life itself is concerned, strong kinship bonds are valuable in any society and it is fitting that everything should be done to re-establish a stable and secure family life, where alone kinship bonds can be forged. Family life should be regarded as sacrosanct, and any steps which may be taken to restore it in town or country will be wholeheartedly welcomed by all. A fundamental step in this direction will be the reduction of migrant labour to an irreducible minimum. The Fagan report has shown in the clearest possible way the disastrous effects of migrant labour on the well-being of the African people. To a large extent this type of labour has to be accepted for the mines largely because, to an increasing degree, the mines have to depend on extra-Union labour which naturally does not come to the Union on a family basis. Any attempt, however, to build up our permanent secondary industries on a compound system of single men or women should be resisted to the uttermost. It is often not realized that to an increasing extent African women are being employed in factories: the work is healthy and more and more skilled and it forms a very useful

sphere of employment for the families who have become urbanized and belong to the towns. I repeat once more that migratory labour has been condemned as inconsistent with our fundamental principles, and we must resist any attempt to herd the working population of our country into compounds. What they need is homes.

If we turn from economic life to government it can be most definitely stated that there is no modern state which is organized on a kinship basis. Neither in China nor in India is this the case to-day. It is quite clear, however, that our Government wishes to attempt to build up a separate subordinate system of government for the Africans on the basis of their old social system. That this system of government will be subordinate is corroborated by the statement recently made by the Minister of Transport, the Hon. Mr Paul Sauer, at de Aar, in which he is reported to have said, "The aim of the Nationalist Party is to ensure that the control of South Africa remains in the hands of the White man."

For political purposes then, for self-government purposes, the Reserves are to be the homeland of the Africans, as Scotland is the homeland for the Scotch, for example, or Israel for the Jews. There is this vital difference, that the Scotchman and Jew can, if they wish, become naturalized in South Africa, and obtain full political rights in a new homeland even if they were not born here. This is not to be possible for the African even though he be born in the heart of Pretoria or Cape Town. He is to exercise political rights solely in the areas specially set apart for him. Whether he is to have any representation whatever in the House of Assembly is not clear. That is to say it is not clear whether the present representation by three elected European members to the House of Assembly by the Africans of the Cape Colony is to remain or not. Were this representation removed, participation in the central government of the Union would be solely through a certain number of European Senators.

The Institute has urged repeatedly that the Reserves should be developed in every way possible, through mining, afforestation, modern farming, and through the establishment of secondary industries; it has urged the establishment of more and more self government for these areas, and we welcome the steps the Government is at present taking to initiate such developments; but if we ask ourselves whether a policy such as that outlined above is a well-rounded policy which a self respecting people can accept, we have to say no. It offers at most a controlled system of local government and perhaps of provincial government, but there is no real participation in the government of the country as a whole, nor is there control of policy even in the local and provincial system, only delegated authority with the real control resting in the Union Parliament and in the hands of officials of the Union or local governments. Such a system can never be accepted as a permanent solution for fully developed human beings who aspire to take a responsible part in shaping not only their own individual lives but that of the country to which they wish to be proud to belong.

The Institute has devoted much time to the Cape Coloured community this year. I do not want in this address to recapitulate our anxieties in regard to this section of our citizens. I must confess, however, that I

find it hard to understand how it can be argued that the status of this community is not in danger of being diminished by the proposal to remove the Coloured voters on to a separate roll, empowered to return four European members to the House of Assembly and one Senator to the Senate. At present there is nothing to prevent an increasing number of Coloured voters from registering on the common roll and exerting an increasing influence in whatever constituency they may be registered. If the proposed Bill becomes law, additional names can indeed be added to the separate voters' roll, but it will make no difference whatever to the number of constituencies in which their influence can be felt or to the strength that can be exercised in the House of Assembly. The ratio of four members for one million people to one hundred and fifty members for two-and-a-half million people can never be accepted as a permanent solution on a democratic basis. Further, no provision is made for representation of the two northern provinces, and what the situation is to be in regard to Natal is not stated. All Coloured women are permanently disfranchised on the proposed basis. The Institute has rightly expressed itself in total disagreement with this policy.

So far as the Indians are concerned, though they are South African citizens, they have no voice in the government at any level except in the Cape Colony where they share the four constituencies with the Cape Coloured. Further, if the Group Areas Act is rigidly administered it is difficult to see how a large section of Indians, namely the traders, can earn a living at all in South Africa. They cannot live within their own community entirely. If they are squeezed out of the European areas their means of livelihood will be taken from them. As I see it they are the most insecure section of the population in this country at the present time.

Any legitimate residential segregation that is desired can be obtained by providing townships where the Indians or other sections can acquire land to build homes for themselves or be provided with dwelling houses to rent. At present the Indians, especially, are being pushed out of areas they have lived in for many years because houses are being pulled down to make place for factories and no other areas are indicated to which these families can go. The position is becoming extremely acute and entirely undesirable.

If we turn to the actual working of trusteeship in our country, we find that recently some of our public men have been making comparisons between the situation in South Africa and that in the British Colonies to the north of us. Dr Geyer, our High Commissioner in London, speaking recently at the annual dinner of the Linen Trade Association, stated that "official figures show that Annual State expenditure per head of the Black population on educational, medical and social services is nearly fourteen times as high in the Union of South Africa as in the British African Colonies." So, too, the Prime Minister of the Union and Mr Sauer, the Minister of Railways, recently quoted figures showing the enormous discrepancy between the expenditure on services rendered to Africans by the State in South Africa and those rendered to Africans in British territories in Africa. These statements have all been made on the basis of figures supplied to them by the State Information Office. In documents entitled Statistics No. 3 and No. 4 the actual information relied on by our public men has been supplied to us, and this information has been

submitted to close examination. For the Union, figures for expenditure on Native education, medical and social services and on agricultural development have been given. For the other territories, more or less information on Native education and on medical and social services has been given but none for agricultural expenditure. Official records from other African territories were obtained, but not sufficient care was taken to see that complete records for the purpose in hand were assembled. Thus for Southern Rhodesia the sources consulted did not specify the amount spent on medical and social services, or the amount spent on agricultural services. In the document from our Information Office, the expenditure is not mentioned at all in the case of agriculture and is noted as not specified in the case of medical and social services, so that the amount spent on education alone is noted as the total amount for services for Africans! The amount spent per head of the African population of 1,650,000 is then calculated to be 3/9; Southern Rhodesia has promptly replied that the true figure is 32/7! Similarly for Nyasaland and Kenya, figures for education alone are given but compared with the whole range of services in the Union! For Basutoland the figure quoted for medical and social services is £13,818 whereas the figure obtained by the Institute from the Resident Commissioner's office for 1948/49 is £86,486. Agricultural figures were not stated. It was forgotten or not realized that in these territories much of the expenditure is controlled by the African authorities through the tribal treasuries and that, to get the total expenditure, figures from this source must be added to the government figures. So, too, for Swaziland the education figures given are £24,150 whereas the correct figures for 1949 are £72,921; for medical and social services the figures given are £36,087 whereas the correct figures are £60,904, and no agricultural figures are quoted in either case. Another serious error was made by adding to the Union figures the total cost of the Native Affairs Department to the extent of over £3,000,000! When all the figures are corrected and the accurate figures for the population are used the comparative expenditure per head of the African population can be obtained. There has not been time to get figures direct from Uganda, the Gold Coast, Nigeria and Northern Rhodesia, but comparing Southern Rhodesia, Kenya and the three High Commission Territories, Basutoland, Swaziland and Bechuanaland Protectorate, with the Union we find that the average figure for the five British administered territories is 18/3 and for the Union it is 37/8 instead of an average of 3/- per head compared with 41/6 per head as is stated in the documents from the Information Office. Thus the average amount expended in the Union per head of the Native population is about twice that expended in these territories, not fourteen times as much.

But is this a fair method of comparison at all? We all know the story of the widow's mite. She gave all she had and was praised for her giving. Would it not be fairer to compare the percentage the expenditure on these services forms of the total revenue available in these different lands? If we make this comparison the picture revealed is quite a different one. The Union is spending a much smaller percentage of her total revenue on African services than is the case in the territories to the north. She is of course spending a high percentage on European services.

PER CAPITA EXPENDITURE ON SERVICES FOR AFRICANS
(Excluding general Native Administration)

N.B.—Expenditure from Government revenue, from revenue of Native Councils, etc., and from other sources, has been included.

Country	Financial period	Estimated African population during this financial period	Education	Health Services	Social Services	Agricultural and Allied Services	These Services Combined	Per capita
			£	£	£	£	£	£
Union of South Africa	1950/51 (Estimates)	8,347,000	6,039,344	5,615,858	2,376,687	1,924,274	15,956,163 15,740,700	1 18 3
Southern Rhodesia	1950/51 (Estimates)	1,957,000	741,926	894,016	53,001	1,152,836	2,841,149	1 9 0*
Kenya	1950 (Estimates)	5,409,689	955,152	630,852	70,958	1,272,788	2,929,750	10/10
Basutoland	1948/49	561,738	168,157	86,486	5,915 (1949/50)	105,184	365,742	13/-
Bechuanaland Protectorate	1948/49	300,074	61,175		2,175 (1949/50)			
Swaziland	1949/50	191,221	72,921	60,904	1,788	70,002	205,615	£1 1 6

* Excluding expenditure by the Beit Trust.

PERCENTAGE OF REVENUE SPENT ON SERVICES FOR AFRICANS
(Excluding general Native Administration)

N.B.—Expenditure from Government revenue, from revenue of Native Councils, etc., and from other sources, has been included.

<i>Country</i>	<i>Percentage of Africans in total population</i>	<i>Financial Period</i>	<i>Education</i>	<i>Health Services</i>	<i>Social Services</i>	<i>Agricultural and Allied Services</i>	<i>These services combined</i>
Union of South Africa	% 67·8 (1950)	1950/51 (Estimates)	% 3·3	% 3·1	% 1·3	% 1·1	% 8·8
Southern Rhodesia	94·3 (1948)	1950/51 (Estimates)	4·3	5·2	0·3	6·7	16·5*
Kenya	97·1 (1948)	1950 (Estimates)	8·0	5·3	0·6	10·7	24·6
Basutoland	99·5 (1946)	1948/49	16·0	8·2	0·6	10·0	35·0
Bechuanaland Protectorate	98·8 (1946)	1948/49	9·7				
Swaziland	97·9 (1946)	1949/50	12·2	10·2	0·3	11·7	34·4

* Excluding expenditure by the Beit Trust.

In comparing the total revenue of the countries to the north with that of the Union we are immediately struck by the vastly greater sums of money available in the Union for all purposes. It may be said that the territories to the north are backward, they have failed to develop the resources that are there. Such criticism would be to some extent justified and it is a matter for satisfaction that active steps are being taken by the British Government to stimulate development in every way and especially by contributing considerable sums of money for such development. Undoubtedly much has been done to develop the resources of our country, though far more remains to be done, and there is especially need of a similar plan of development for our African areas. It is a well-known fact in sociology that when two cultures are in contact with one another, the greater the impact of the one culture on the other, the higher is the rate of absorption of cultural traits from one to the other.

In the Union the White man has brought a very considerable part of the appurtenances of his civilization into the country. He has brought them primarily for his own use, it is true, and largely in order to live the life of Western civilization himself and to use the resources of the country for that purpose. In order to do so he has needed the labour and the skill of the Africans and he has therefore in very large measure taught the Africans the use of his instruments and his institutions and he is more and more needing increased knowledge and skill on the part of the Africans. He also wants the Africans to buy his products, and the Africans on the whole like what they see of Western civilization and they want its products. It is obvious therefore that there is far more incentive and far more urgency in the Union to educate the African and to integrate him into the economy of Western civilization than there is in other parts of Africa where until very recently the ancient rhythm of life in Africa held sway.

What we have really to ask ourselves in South Africa is not how our expenditure compares with that of others, but whether we are spending enough for our own purposes and whether we can afford to leave so many of our children without any education at all, and the rest with such a low standard of education. At any one time it is estimated that seventeen per cent. of Coloured children, forty-two per cent. of Asiatic children and sixty-six per cent. of African children of school-going age are not in school.

We should ask ourselves whether we are satisfied with the health of our people, and we shall have to reply no. Surely it will be wise if we exert all our energies to improving the health of our population as we know it can be and should be improved. Then if we allow this energy and skill to be used in industry and trade we shall increase our revenue and be refunded for the expenditure we have incurred.

Finally if we ask ourselves whether present plans for the different sections of our population can satisfy our conscience we must say no. The development of our country needs courageous big-hearted plans: those we see are small and slow moving. We pride ourselves we are doing more than territories to the north of us, but we must judge by our needs and the desired speed of our development.

Ethnic or cultural groups which exist in our land, we must insist, have a full right to live according to their own conceptions of life but not

at the expense of other groups. We have to urge once more that the solutions so far sought are inadequate and do not measure up to our principles. When these facts are realized I am sure they will be taken into account. We shall not simply be told "es thut mir Leid—aber." It is thus our duty without fear or favour to say honestly what we think is wrong or inadequate and to hammer away at what we are fully convinced is right and necessary, remembering always that though the outlook is dark at times, liberty is not lost, is not irretrievable, until the desire for it is lost. So long as men have the will to be free and to grow mentally and spiritually, no man-made laws can prevent them from striving until they reach their goal.

PART II

Twenty-first Annual Report of the Institute, 1949-1950

INSTITUTE ACTIVITIES

1. GENERAL

Losses to the Institute

It is with the deepest regret that we record the death of Field Marshal the Rt. Hon. J. C. Smuts, O.M., P.C., C.H., D.T.D., who had abiding faith in man and in the future of his country, and who believed that what is highest in us is deepest in the nature of things; of Dr Neil MacVicar, one-time member of the Institute's Council and Executive Committee; of Lady Stanley, friend of the Institute and of all people in need; of Dr T. Jesse Jones, Director Emeritus of the Phelps-Stokes Fund; and of Dr J. G. van der Horst, Hon. Life Member of the Institute.

Thanks

The Director left for Europe and America at the end of May, 1950, and was joined by Mrs Whyte during July. During his absence, Mr F. J. van Wyk has been Acting Director. He wishes to acknowledge the invaluable help given over this period by all members of the Action Committee, including especially the President, Dr A. W. Hoernlé, Dr Ellen Hellmann and Mr J. D. Rheinallt Jones. He also wishes to express his sincere thanks to members of staff for their co-operation. A special word of thanks is due to the Institute's Technical Assistant, Miss Muriel Horrell, who, in addition to her numerous other duties, was almost entirely responsible for the preparation of this Annual Report.

The Institute also extends sincere thanks to the many other persons who have helped over the past year. The honorary office-bearers and members of our many committees have given tireless service. Realizing the immense task that confronts the Institute at the present time, many of our members have increased their subscriptions and have offered assistance in our work. Others have responded willingly when called upon. Without all this help, the Institute could not have carried out the work outlined in the following pages. To all these, in whatever capacity they have served, the Institute is very grateful.

Willing co-operation has been received from State and Provincial departments, municipal administrations, business concerns, voluntary organisations, and individuals. In all cases the Institute officials and office-bearers have met with the greatest courtesy and helpfulness. Particular thanks are due to the Carnegie Corporation and Phelps-Stokes fund for enabling the Institute's Director and his wife (the Adult Education Officer) to take study leave in Britain and the United States.

2. INSTITUTE POLICY

A record of decisions and recommendations made by the Institute over the past ten years has been compiled (R.R. 84/50) and is available at Head Office. Policy in current affairs is outlined in the Presidential address and in the following pages.

3. MEETING OF THE INSTITUTE'S COUNCIL IN JANUARY, 1950

There was a very full and representative attendance at the Institute's Annual Council Meeting in January, 1950. It was very encouraging that so many African members came to take their full share in discussions. The Indian community was represented too, but unfortunately, in spite of the warmest invitations, the Coloured section was not. It is not easy for Non-Europeans to meet together with Europeans at present, even within the Institute which makes no racial distinctions; for certain vocal sections of their own communities speak too easily of "collaborationists." It is perhaps not fully appreciated amongst all our Non-European members that participation in Institute meetings does not bind an individual to express only Institute views. What is asked is that members should contribute of their knowledge and experience, thus helping the Institute to decide what next steps it should take. Speakers express their own views: the Institute's views are expressed through its findings.

The meeting was opened by the Minister of Native Affairs, who said he understood that the purpose of the Institute was to deal with race relationships in a scientific and not a party-political manner. He emphasized that the Government would always be prepared to give sympathetic consideration to any representations made by a scientific, fact-finding body, and urged the Institute to remain such a body, and not to enter the political arena.

In her Presidential address, Dr A. W. Hoernlé dealt with the Institute's position *vis-a-vis* the Government. The Institute has continued to adhere to its declaration of policy of 1943, and has remained entirely non-party-political. It has disagreed with past Governments on many points. If there is now a fundamental difference of opinion with the present Government on its policy of greater entrenchment of the control of State by the white group, and on other allied matters, this does not mean that the Institute is aligning itself with the Opposition. The Institute has not changed, but the Government of the day has. Despite such fundamental differences of opinion, however, there is a wide field in which practical co-operation is possible—*e.g.*, in the development of a diversified economy within the Reserves, housing, education, health, nutrition, social security and so on. Recognizing this, the Prime Minister and his Ministers and officials, including particularly the Secretary for Native Affairs, have at all times been prepared to receive representations from the Institute and have shown its representatives every courtesy.

As in previous years, the papers delivered at the Council meeting were of a very high standard. The Institute is indeed fortunate in being able to

call on the services of so many persons of outstanding ability and expert knowledge. The main topics discussed were the Reserves, the industrial future of South Africa, political representation of Non-Europeans, and pending legislation.

The Secretary for Native Affairs, Dr W. W. M. Eiselen, gave an informative address on the Reserves. The Institute's findings on this subject were as follows:

"The Institute records its appreciation of the work which the Department of Native Affairs has been attempting to do over many years with inadequate resources and in the face of a lack of understanding on the part of the people in whose interests the work is being done. The Institute, however, is impressed by the urgent need for a wide policy and programme that would integrate the development of the Reserves into regional and national development since it believes that much that is now being attempted in the Reserves has no real significance for the future. The development of the Reserves must involve a reconsideration of the resources in men and money (now so utterly inadequate in relation to the nature and magnitude of the task) to be made available for this purpose, and also the realization that the work requires the co-operation of several departments of State and is a task far beyond the Native Affairs Department alone.

"The Council appreciates the difficulties of securing the co-operation of the people of the Reserves. This is in part due to the lack of a scheme which is intelligible to the people and impressive enough to command their support, and also to the time lag between the time when the people's interests have been aroused and the execution of the project. It is also due to the fact that a large part of the people is illiterate and does not appreciate the nature of the changes taking place in their world which involve a new way of life. Attention is drawn to the success which is being achieved in other countries through methods of fundamental education designed to awaken the intelligence of the people, to help them to correlate the various phases of their life, and to take an active part in development schemes. Fundamental education is a prime necessity in our situation.

"The Institute also draws attention to the need for careful selection and suitable training of the personnel, European as well as African, engaged in development work. It is essential that the personnel should understand fully the policy and programme in their widest aspects and that they should also be actively identified in the provision of fundamental education. The Institute also wishes to emphasize the great importance of placing senior responsibility upon trained Africans so that Africans may be made to feel that they have a major part to play in the development work.

"An important factor in the attitude of people towards the development of the Native areas is the sense of insecurity which is prevalent both among Africans in the Reserves and in urban areas. This is partly due to the fact that much of the traditional authority over land is not compatible with progressive agriculture and also to the absence of facilities for Africans to acquire land on individual tenure. It is urgently

necessary that a special study be made of ways in which land, on a secure and individual tenure, can be made readily available to Africans, and of means for the provision of financial and other assistance to progressive African farmers. Moreover, the fact that a large part of the working population is absent at work in urban areas for long periods increases the difficulties of rehabilitation."

Mr Harry Oppenheimer, M.P., gave an excellent paper entitled "The Industrial Future of South Africa," which, at the Council's request, was subsequently published by the Institute as a pamphlet. The Council entirely endorsed Mr Oppenheimer's contention that the progress of South African industry requires a measure of flexibility which, so far as the labour force is concerned, is gravely prejudiced by the rigidity of the existing colour bars.

Papers on political representation of Non-Europeans were given by Mrs M. L. Grant and Mr Leo Marquard (Coloured representation), Mr J. D. Rheinallt Jones and Dr S. M. Molema (African representation), and the Rev. B. L. E. Sigamoney (Indian representation). During discussion on these subjects and on pending legislation, members spoke more forthrightly and with greater warmth than they have done at previous Council meetings, and the emotional content was perhaps greater. This atmosphere was a reflection of the growing tension in the country. The constructive and wise paper of Dr Molema was a plea for European and Non-European statesmanship, which is particularly needed at a time like the present, when among young Non-European groups in particular there is a growing feeling of bitterness and rebellion.

The Institute's findings on political representation were as follows:

Cape Coloured Franchise

"This meeting of the Council of the S.A. Institute of Race Relations places on record its conviction that the proposed removal of the Cape Coloured voter from the common voters' roll would be a retrograde step, would do an injustice to a section of the community which has exercised the vote for nearly a hundred years and has never abused it, and would do irreparable harm to the prestige of the Union of South Africa.

"The Institute would emphasize that this is the first time that legislation to tamper with the Cape Coloured franchise has been contemplated.

"The Institute recommends that the franchise should be extended to the Cape Coloured in the other Provinces of the Union of South Africa, as has been suggested by the Wilcocks Commission in 1937 and by responsible statesmen from time to time."

Political Rights and Duties for Africans

"The Council is mindful of the wide differences in outlook and conviction which exist in the Union regarding the principles upon which racial relations should develop. It therefore expresses its view that unilateral actions on the part of any section of the population to force decisions on racial issues are bound in all circumstances to cause serious harm to the best interests of the country and that the time has come to acknowledge the necessity for all governing authorities to consult

with and seek the co-operation of the Non-European public on any matters affecting them.

"The Council feels that it is its duty to bring to the attention of the Government the recent development in the thinking and attitude of Non-European leaders which indicates the likelihood that within a period—short rather than long—the country may be faced with the catastrophic situation of the refusal of the Non-European population to co-operate in any way with the European community. The Council urges the Government to accept now the necessity for securing the willing co-operation of the Non-European peoples for the Union's progress.

"The Institute is convinced that the aim of statesmanship in the Union should be to find the basis for the development in all sections of a common attitude towards the ideals of Western civilization expressed in a common loyalty to the State and in a standard of public and private life consonant with those ideals. For this reason the Council believes that the goal of racial policy should be the attainment in due course of common citizenship by individuals of all races.

"While adopting common citizenship as the goal of racial policy, the Council recognizes that this cannot be reached at once because of the differences in conviction already mentioned and because of the wide range of difference in adjustment to Western civilization, and that it is necessary in consequence to consider what attitude should be adopted towards measures which fall short of the goal. It believes that any measure which will take the Union along the road to the goal of common citizenship should be supported, and any measure which takes the Union in a different direction must be opposed. The Council must, therefore, express its emphatic dissent from any measure which withdraws the common franchise from those who now possess it and takes away from Africans the principle of the individual vote and the principle of representation in the House of Assembly."

The Council requested the Executive Committee to submit to it in January 1951 a draft programme of political rights and duties in accordance with the policy set out above. This draft programme has been prepared (R.R. 138/50).

The Indians

"The Council is convinced that the situation with regard to Indians in South Africa is dangerously tense and requires the exercise of patient constructive statesmanship on the part of all sections of the community.

"Whatever schemes of expatriation may be tried, it is evident that the vast majority of the Indians now in South Africa will remain as permanent South African citizens. In this connection we feel that we must refer to the fact that the indentured Indians came originally with the guarantee from the Government of Natal that they would be free to remain as free persons if they wished.

"The Council welcomes the considerable advances in education made by the Natal Provincial Administration. It asks the Union Government to be no less progressive in respect of Health and Social Welfare. Particularly the Council calls the attention of the Government to the hardship

caused to poorer Indians by the total withdrawal of family allowances and by cutting down mothers' grants made in terms of the Children's Act.

"The Council assumes that apart from voluntary emigration, South African Indians can confidently regard South Africa as their permanent home. It trusts that in accordance with the Cape Town agreement of 1927, they will be assisted increasingly to conform to Western standards of life, leading to the granting of franchise."

As the topics dealt with by the Council in 1950 were not of direct concern to the affiliated municipalities represented at the meeting, it was subsequently decided that the main subject for discussion at the 1951 meeting should be race relations as affecting local authorities.

4. THE BACKGROUND

INTER-GROUP ATTITUDES AND TENSIONS

Non-European Policies

In 1949, the Christian Council of South Africa held a conference in Johannesburg to discuss "The Christian Citizen in a Multi-Racial Society." Its findings dealt with a variety of subjects, for example, education, migratory labour, the colour bar in industry, African farm labour, etc. The meeting was of opinion that man's common humanity is of greater significance than the admitted diversities among men. False conceptions of nationalism, by which any one section of the community, European or Non-European, claimed the exclusive right to control national affairs, were deprecated. True nationalism, it was stated, would find its expression in the service of the community as a whole. The Conference found that in principle, adults of all racial groups should share in the responsibility of the government of the country. It recognized, however, that many people in South Africa were not yet ready for this responsibility, and therefore recommended a qualified franchise for the time being.

The Congress of Federated Dutch Reformed Churches of South Africa met in Bloemfontein in April 1950, to discuss Native policies. It was of opinion that in a European-dominated society, Non-Europeans would always be at a disadvantage and would never be given a fair opportunity of developing to the utmost of their capabilities. It therefore advocated a gradual total separation of the white and the non-white groups. This policy would require the complete re-organization of the existing economic structure so that eventually all industries would be wholly manned by Europeans. The implementation of this policy would call for great sacrifice. Congress pressed for the development of the Reserves, and for the extension of local self-government in these areas. It also pressed for the development of health, educational and other services for the Bantu peoples. It announced that its representatives would hold discussions with leading Bantu of all shades of opinion.

Shortly afterwards, the Prime Minister announced that his Government did not consider that total territorial separation was a practical policy in the present circumstances in South Africa, where the whole economic structure was based to a great extent on Native labour. His

party held that, in European areas, Natives and Europeans must continue to live together for a time. The first aim of the Government's policy was to see that the flow of Natives from their tribal areas was checked, and, if possible, stopped, without harming the demand for labour in European areas. The Government also aimed at returning as many Natives as possible from the towns to their tribal homes. To do this, however, a great increase in the Native areas would be necessary, and the destruction of the Reserves by the Natives themselves would have to be prevented. The system of local and general councils would be developed.

The Institute's findings on these matters are dealt with earlier in this report, under the proceedings of its Council (page 14).

Unrest Among Non-Europeans

Since the publication of our last Annual Report, there have been a number of riots and disturbances amongst Non-Europeans, and the attitude of non-co-operation with Europeans is spreading, particularly among the younger people. In November 1949, serious rioting occurred along the Reef at Krugersdorp, Randfontein and Newlands, and there was further serious rioting at Newclare in January. A Commission was appointed by the Government to enquire into these disturbances. The Institute's evidence, and the Commission's report, are discussed on page 71.

Following attempts by the police to make arrests, there were disturbances at Benoni in January and at Durban in January and February. Serious rioting again broke out at Newclare in February and the trouble spread to Sophiatown. Stray shots were fired by both rioters and members of the European public who interfered with the work of the police. The police used tear-gas for the purpose of dispersing the crowds and putting a stop to stoning. Eventually they opened fire with sten-guns. There were casualties on both sides.

Periodic faction fights have taken place at Benoni. In February, the police intervened in a serious fight and eventually opened fire. One European policeman and three African civilians were killed. In March, the police were stoned as they were making mass arrests during a liquor raid near the Bantu Sports Ground in Johannesburg. Again the police opened fire. One African was shot and there were injuries on both sides.

There have been periodic disturbances at Witzieshoek, in the Orange Free State, where the people have opposed the Native Affairs Department's plans for culling of cattle. The Government has appointed a Commission to enquire into disorders.

All Non-Europeans along the Reef were urged by certain organizations to observe May 1st, 1950, as "Freedom Day" and to stay away from work on that day. There was a disturbance at Germiston during a preliminary meeting at the end of April. On May 1st trouble broke out at Orlando, Sophiatown, Alexandra, Moroka, Benoni and Brakpan when people who had gone to work were being escorted home by the police in the evening. Eighteen Africans were killed and over thirty wounded or injured. Again the police opened fire, the firing accounting for some of the deaths and injuries.

On June 14th there was a demonstration outside the House of Assembly in Cape Town, when numbers of Non-Europeans organized a protest against the Suppression of Communism Bill. Various organizations called for a day of mourning and protest against recent legislation and restrictive measures generally on June 26th. The response was only moderate; but it is noteworthy that organizations of all three Non-European groups had come together to organize this day of mourning, and that urban areas in every province of the Union were affected.

Coloured Advisory Council

By eleven votes to four the Coloured Advisory Council in January 1950, decided to resign as a protest against the attitude of Government on the questions of *apartheid* and the threatened removal of Coloured voters from the common roll.

Action Taken by the Institute

Immediately after the Reef riots in November, representatives of the Institute discussed the causes of the riots with representative Africans from the areas concerned. The Institute then drew up a statement which formed the basis of its evidence before the Reef Riots Commission. (R.R. 23/50—two sections). Copies of the statement were sent to the Commissioner of the S.A. Police, the municipalities concerned, and the Secretary for Native Affairs. The latter was requested to call a meeting of these officials or bodies, together with representatives of the Advisory Boards concerned and the Institute, in order that causes of the riots and action necessary to prevent further outbreaks might be discussed. This suggestion was considered by the Association of Administrators of Native Affairs, and it was agreed that there would be no point in holding a conference until the findings of the Riots Commission had been published, particularly in view of a promise made by the Minister of Native Affairs to convene a meeting with Reef Africans. The Secretary for Native Affairs replied that he would be pleased to discuss the Institute's statement with members of its Executive Committee.

Meanwhile news of the proposed May Day Demonstration was received. The Institute sent a telegram to the Secretary for Native Affairs reading:—

“Very concerned about possible rioting, May 1st. Suggest Minister or Prime Minister make public re-assuring statement by radio and press. Suggest very careful handling by police. Suggest mayors of large cities and responsible African leaders be asked to co-operate.”

The Institute also published a press statement, appealing to all African leaders, to those who were organizing the demonstration and to those Africans opposed to it, to urge their followers to exercise the greatest restraint and moderation. Appeals were also made to the European public to refrain from irresponsible interference which might endanger the maintenance of law and order; and to those in authority to act with a moderation consistent with the maintenance of law and order.

After the May Day Riots, the Parliamentary Representatives of Natives urged the Prime Minister to convene a national convention on Non-Euro-

pean policy. The Institute wrote to the Prime Minister in June, supporting this suggestion provided leaders of Non-European opinion participated in the discussion and provided there were no prior conditions. In this letter the Institute drew attention to the rising tide of bitterness and resentment, pointing out that whereas formerly such feelings were confined to the literate Non-European, to-day they were spreading to the mass of the illiterate Non-European population whether in town or country. The Institute pleaded for the declaration and implementation of measures for Non-European advancement.

In reply, the Prime Minister said that similar representations had recently been made by Mr Rheinallt Jones (who had written in his personal capacity), and the reply which had been sent to him dealt appropriately also with points raised by the Institute. A copy of this reply was enclosed. It stated that the deterioration in racial relations must be admitted. While the ideal of holding a fully representative conference was an impressive one, it could have no satisfactory outcome, for the divergence between the communistic and liberalistic standpoint, on the one hand, demanding as it did the removal of all colour bars, and the policy on the other hand of those seeking to solve the problem by way of differentiation based on just and fair treatment for each group in its own province, was too wide to be reconciled in this way. The Prime Minister agreed that an earnest endeavour should be made through the proper contacts to win the co-operation and support of the Non-Europeans for policies concerning them; but the establishment of such contacts was difficult since the machinery created for that purpose by the legislation of 1936 had failed during the time the previous Government was in power. The Government was exploring new means of establishing the necessary contacts, and was deeply conscious of its responsibility to promote the interests of all sections of the population.

After considering the reply, the Institute came to the conclusion that it was its duty to make a further effort to be of assistance in the situation which prevailed. It therefore drew up a programme of constructive proposals for immediate African development (R.R. 129/50), which, if speedily implemented by the Government would, the Institute considered, assist in easing tensions. This programme dealt only with matters upon which common agreement might prove possible—*e.g.*, the speedy purchase of remaining land promised under the 1936 Act, the development of Native rural areas by the creation of a diversified economy, the gradual development of a class of full-time wage-paid African agricultural labourers in European farming areas, the improvement of housing and transport for Africans and the establishment of freehold townships in urban areas, progressive elimination of the pass laws, establishment of urban Village Boards with executive powers, police patrolling of townships instead of indiscriminate raiding, and improvement of educational, health, nutritional and social facilities. In this memorandum issues on which there is profound divergence of opinion between the Institute and the Government were not raised. It was made clear that the programme did not purport to solve the complex problems facing the country, but was designed merely to serve as a short-term policy which would create an atmosphere of increased confidence,

thus providing time for the consideration of more far-reaching measures.

This programme was discussed with the Secretary for Native Affairs. The Institute's delegation particularly stressed the need to place a constructive programme before the Natives' Representative Council at its forthcoming meeting. The programme was also sent to members of the Natives' Representative Council for information and comment.

An interview with the Prime Minister, to discuss the programme, was then sought. He asked the Institute's representatives first to meet the new Minister of Native Affairs, Dr H. F. Verwoerd, who has agreed to grant them an interview shortly after the commencement of the 1951 Session of Parliament.

The Institute considers that among the causes of present deterioration in race relations in South Africa is resentment on the part of Non-Europeans of the lack of normal courtesy shown by many European officials. In September 1949, it addressed a letter to the Prime Minister, requesting him to urge officials of the public service to show more courtesy to members of the public, especially Non-Europeans. The Prime Minister replied that the Institute was always at liberty to report individual cases of discourtesy to the Ministers concerned and, if necessary, steps would be taken to prevent a recurrence. A further letter was sent, pointing out that the majority of the complaints were not sufficiently serious to warrant departmental action being taken against the officials concerned. They were more of a nature which showed that ordinary good manners were lacking. The Prime Minister was requested to investigate this general complaint and then, if he found it necessary, to make a public statement or to direct a circular to heads of departments, urging that all civil servants should endeavour to be courteous at all times to the European and Non-European public. The Prime Minister's Private Secretary replied that these requests were receiving attention.

The Institute also sent letters during September 1949, to the four Administrators, making suggestions for the improvement of race relations through the schools. It has been considering the possibilities of organizing a nation-wide courtesy campaign.

Supreme Court Judgments on the Right of Criticism

In March 1950, the Minister of Justice invoked powers granted under the Riotous Assemblies Act and, by notice in the Government Gazette, prohibited the publication of a pamphlet entitled *Malanazi Menace*. The reason subsequently given by the Minister was that the purpose of the pamphlet was to stir up hostility between Europeans and Non-Europeans. An appeal against the Government's prohibition of the pamphlet was lodged, and was upheld. (*Du Plessis vs. Minister of Justice*. 1950 (3) S.A.L.R. 579 (W.O.D.).)

The Judge was of opinion that the Riotous Assemblies Act made serious inroads on the rights of the people, the freedom of the subject, and the personal freedom of the individual, and that the freedom of the people was the corner-stone of the Constitution. The relevant section should, therefore, be interpreted very carefully and precisely, not widely and loosely. Those who took the responsibility of government on their

shoulders must expect criticism, perhaps even very sharp criticism, of their policy and their legislation. Generally speaking, it was free to anyone to make such criticism. Although certain sections in the pamphlet were evidently aimed at encouraging resistance to the police and to the administration of the pass laws and other laws, and other sections were aimed at bringing the Government into disfavour with both Europeans and Non-Europeans and even at bringing about enmity towards the Government and its legislation, this was not enough to warrant suppression of the pamphlet. It did not mean that the pamphlet was calculated to awaken feelings of enmity between the European community on the one side and the other sections of the population, or one of them, on the other.

A similar case came before the Supreme Court in August 1950, when the manager, editor and cartoonist of a newspaper had appealed against convictions and sentences by a magistrate. (Rex vs. Sutherland and others. 1950 (4) S.A.L.R. 66 (T.P.D.)) The offence charged was contravention of Section 29(1) of the Native Administration Act of 1927 in that a cartoon which appeared in the newspaper concerned in October 1949 was published with intent to promote a feeling of hostility between Natives and Europeans. The appeal was upheld, the Judge finding that the Crown had failed to prove beyond reasonable doubt that the appellant's purpose had been to promote such hostility. He pointed out that the cartoon, two of the figures in which were a European assaulting a Native, was sent out to a reading public overwhelmingly European by race, thus any feeling of hostility aroused would be directed, not against the oppressed Native, but against such Europeans as committed or sanctioned acts of oppression. Admittedly a proportionately small body of Native readers may have purchased the paper and noticed the cartoon, though there was no evidence that this had occurred. What the Legislature had in mind in enacting Section 29 (1) was the avoidance of promotion of racial antagonism, not as between individuals of different races, nor as between small groups of individuals each of a different race, but on the part of the Native race as a whole against the European race as a whole, or of course *vice versa*. In his judgment, the Judge said:—

“An individual who *bona fide* believes that a certain state of affairs constitutes a social disease requiring drastic reform might well use language which was likely to inflame feelings of hostility on the part of the victims against the persons responsible for that state of affairs. Nevertheless, if there was a reasonable possibility (not necessarily a probability) that his object was in truth the amelioration of conditions and the eradication of what he honestly considered to be an evil, he would clearly not have been shown to have had as his purpose the promotion of hostility . . . Criticism, and even strong criticism, provided it be kept within legitimate bounds, of a Government and its policy is permissible in a country where freedom of speech prevails . . . even when such policy is attacked in relation to Native Administration.”

5. LEGISLATIVE MEASURES AFFECTING RACE RELATIONS

Legislative measures affecting social welfare, health and housing, and education are dealt with in the appropriate sections of this report. The following general measures affecting race relations were enacted during the year, the attitude of the Institute, where applicable, being given briefly after each:

Population Registration Act

The Population Registration Act (No. 30 of 1950), introduced in the Assembly by the Minister of the Interior in February 1950, provides for the compilation of a register of the population of the Union as soon as possible after the 1951 census. The population will be classified into three main groups, Europeans, Coloured people and Natives, and the Coloured people and Natives will also be classified according to their ethnological group. The racial group of an individual is to be determined by his appearance and by general acceptance and repute in regard to his grouping.

Particulars to be recorded, in the case of an adult European or Coloured South African citizen, are group classification, identity number, names, sex, place of residence, date and place of birth, nationality, marital condition, electoral division and polling district in which registered, date of arrival in the Union, and recent photograph. There are slight differences in the case of African citizens of South Africa, for example, marital condition is not included and the tribe and district of domicile as well as district of residence are to be recorded. Lists made from the population register are to be open for public inspection. Persons objecting to the group classification of themselves or any other person may lodge an objection.

Identity cards will be issued to all those over the age of sixteen whose names appear in the register. Should a person fail to produce his identity card on demand by an authorized person (including a member of the police force) he will be given seven days in which to produce it at a police station selected by himself.

After the Second Reading debate, the Bill was sent to a Select Committee and certain changes were made, *e.g.*, a clause that excluded Native females and Native males under eighteen years from the scope of the register was deleted, and so was one which provided that the State would pay the cost of identity card photographs for the poor.

In its evidence to the Native Laws Commission, submitted in 1947 (R.R. 26/47), the Institute had analysed the pass laws and their administration, and had recommended that identity cards should be issued as a substitute for all "passes" and to assist in the administration of social security and other benefits. The carrying of such a card should not be compulsory, and it should therefore not be producible on demand. The Institute favoured the extension of this identification card system to all citizens of South Africa. Although it had not yet had the opportunity of studying the Bill, the Institute's Council at its meeting in January 1950 considered the principle of population registration. It was agreed that the Institute would be in favour of a system of identity cards introduced

in order to improve existing conditions—*e.g.*, to facilitate the administration of social security benefits, simplify pass laws, etc.—but would strongly oppose such a system if the cards served in any way to determine or record the “race” of the holder, were produceable on demand, or were merely an addition to instead of a substitute for the “passes” Africans at present have to carry.

In March 1950, the Institute submitted a memorandum (R.R. 45/50) to the Select Committee on the Bill. It offered, but was not invited, to give supporting verbal evidence. In its memorandum it emphasized the point of view expressed above, and also pointed out that:

- (a) The Institute was utterly opposed to the main object of the Bill, which was to divide and identify on racial grounds.
- (b) The legislation would make no very serious inroads into the liberty of the Europeans, since it was unlikely that they would be harried by the police to produce identity cards. But Coloured people might be so harried, and they would bitterly resent a virtual extension of the pass laws to them.
- (c) In practice the Director of Census and Statistics would probably have to depend on the decisions of census enumerators for the determination of the “race” of individuals. This method might cause much hardship and would be open to abuse. Further, the provision for the lodging of objections, too, might lead to abuse.

In a press interview given in August 1950, the Minister of the Interior said that the Government’s intention was that the identity cards issued to Natives would replace as many as possible of the passes which Natives now have to carry.

Prohibition of Mixed Marriages Act

The Prohibition of Mixed Marriages Act (No. 55/1949) and the Institute’s attitude to it, were dealt with in our last Annual Report.

The Act had a significant sequel in August 1950. A priest had been convicted by a magistrate of marrying a European to a woman described in the evidence as “slightly coloured.” He appealed against his conviction and sentence, and these were set aside by a full Bench of three Judges. One of the Judges, in giving the reasons for the judgment, pointed out that if entries in marriage and birth registers were challenged, unless the persons who supplied the information on which the entries were based could be called to give evidence, the probative value of the entries became so little as to make them almost worthless.

He said, too, that if marriage officers were to stand in fear of prosecution in cases in which such information as they had on the racial group of an individual wishing to marry merely left them in doubt and did not carry a conviction, people who were on the borderline—and it was common knowledge that there many—would not be able to marry at all, for a doubt one way in such cases must mean a doubt the other way as well.

Immorality Amendment Act

The Prohibition of Mixed Marriages Act was followed, during the year now under review, by a logical extension of its provisions. The Immorality

Amendment Act (No. 21/50) extended to Non-Europeans generally the provisions of the 1927 Act which prohibit illicit carnal intercourse between Natives and Europeans. The definitions of Europeans and Non-Europeans are similar to those contained in the Population Registration Act, general acceptance and repute as well as appearance being taken into account; but differ from the definitions given in the Mixed Marriages Act where appearance only is mentioned.

During the Parliamentary debate, Opposition members pointed out that miscegenation cannot be prevented by legislation, but by adequate moral, social and religious sanctions only. The 1927 Act had given rise to a large number of cases of blackmail. It was likely that the amending Act would give rise to even more. It encouraged common informers. Natives' Representatives said that the Bill was a direct insult to Non-Europeans and a gross reflection on European morals. The Police were being given greater and greater powers of interference in the private lives of the people.

In August 1950, the Coloured Peoples' National Union complained to the Minister of Justice that there had been certain discriminatory sentences imposed by magistrates on Coloured people who were charged with Europeans under the Act. The Minister replied that it appeared these difficulties had arisen because the two parties concerned had been tried by different magistrates. Steps were being taken to alter this practice. It was never the intention that there should be any discrimination.

It should be noted that the order in which these Acts were introduced has had the effect of completely breaking up stable unions, and that no provision for the children of such unions has been made. First, couples concerned were prevented from marrying, and later they were prevented from continuing to live together.

Group Areas Act

The Group Areas Bill was introduced in the Assembly by the Minister of the Interior in April 1950, and became law on 12th July (Act 41 of 1950). It was largely based on the joint report of the Asiatic Land Tenure Laws Amendment Committees. The guillotine was applied to the discussion in both Houses of Parliament, and this was bitterly resented by the Opposition because the Bill was so complex and its measures so far-reaching. Government members described the legislation as a cornerstone of their *apartheid* policy.

In terms of the Act, the whole of the Union, with the exception of reserves, urban locations, and mission stations, will become an area in which inter-racial transfers of land and immovable property are controlled. The right of occupancy may be similarly restricted.

From this controlled area, group areas will gradually be carved out in which either occupation or ownership or both will be restricted to persons belonging to a specified racial group. Three groups are provided for: White, Native and Coloured, but the last two groups may be further sub-divided according to ethnic, linguistic or cultural criteria. The "Coloured" group includes everyone who is not White or Native. In areas reserved for occupation by a particular group, members of disqualified

groups will have to move out before the date specified in the relevant proclamation, which will be at least one year after the date of this proclamation. These restrictions will not apply to employees resident on an employer's premises, to visitors, or to inmates of certain institutions.

In areas reserved for ownership, property owners who are members of disqualified groups can continue for life to own the properties but may not occupy them. They can bequeath them to other disqualified persons, but such an heir would be given one year in which to dispose of the property to a member of a qualified group. No disqualified persons will be permitted to purchase property in the area.

Companies are to be given a group character according to the "race" of the persons holding the controlling interest. A disqualified company will not be debarred from occupying property in a group area proclaimed for occupation, but if the area is proclaimed for ownership a disqualified company holding property there will have to dispose of it within ten years. Banks are excluded from this provision, also mines and factories with plant in which over £5,000 has been invested. Licences to carry on any business, trade or occupation will not be issued in future unless the applicant is lawfully entitled to occupy the premises concerned.

Special permits are provided for to cover exemptions from the clauses in respect of occupation, ownership or the issue of trading licences. These permits will be issued in the Minister's discretion for an indefinite or specified period or until withdrawn.

A Land Tenure Advisory Board is to be instituted to collect information and to advise the Minister on the proclamation of areas and the issue of permits. It will have up to seven members, all appointed by the Minister. Before advising the Minister as to the establishment of a group area the Board will invite interested persons to make representations, but is not bound to grant a hearing to such persons. The Minister must consult the Board in certain instances but is not bound to follow its recommendations. A board of inspectors with very wide powers is to be set up. Severe penalties are laid down for offences against the Act.

The Minister has to obtain Parliamentary sanction before proclaiming a group area; except that during the first five years of the Act's operation, group areas can be proclaimed in the Cape and Natal without reference to Parliament. The Act makes possible but not obligatory a certain degree of self-government in Non-European group areas.

This Act led to a feeling of grave insecurity, particularly among the Coloured and Indian communities. It is the first time that discrimination in respect of ownership or occupation of property has been introduced in the Cape Province, hence the resentment on the part of the Cape Coloured people. Indian traders fear that their livelihood will be taken away. In June 1950, on behalf of the South African Indian Organization, Mrs M. L. Ballinger, M.P. presented to the House of Assembly a petition requesting the House to reject the Group Areas Bill, or failing which, to allow representatives of the Organization to appear at the Bar of the House to plead their cause. This request was not granted. On the same day it was announced that because of the introduction of this legislation, the Indian Government saw no point in taking part in the proposed round

table conference to discuss the Indian question in South Africa, and had informed the Union Government accordingly. The Minister of the Interior maintained that delegates from India and Pakistan to the preliminary tripartite talks held in February 1950 had been told that this legislation was contemplated; but the Indian Government replied that no impression was gained that a measure like the Group Areas Act was to be introduced.

In May 1950, the Institute made a press statement on the Bill, pointing out that it contained no provisions to ensure that adequate areas will be provided for the various groups; nor to correlate residential restrictions with a positive housing programme so that people forced to move will have somewhere to move to; nor to provide compensation to those who must incur the expense of transferring their businesses and homes. Property values in certain areas will inevitably decline. The Institute protested too against the inquisitorial powers to be conferred on officials. Finally it stated: "As in all measures of this kind, the way in which discretionary powers would be exercised would depend largely on the nature and efficacy of the pressure brought to bear on the administration. Excluded from the franchise or without effective Parliamentary representation, the Non-European peoples cannot but view the Bill with grave misgivings as to its effects on their future prospects."

The Institute later issued two analyses of the Bill (R.R. 67/50 and 99/50), the first of which was widely distributed to Members of Parliament during the debate and to others. Additional criticisms made in these analyses were:

- (a) The Bill offered no security of tenure particularly to the Non-European groups. It would be possible for the Minister to proclaim a group area for occupation, then later for ownership too; or to designate an area for ownership by one group, then after a lapse of some time, during which qualified property-owners had developed the area, to re-allocate it to another group.
- (b) As Building Societies in which the controlling interest was held by Europeans would not be able to acquire property in an area proclaimed for Non-European ownership, Non-Europeans would find it almost impossible to obtain loans.

Suppression of Communism Act

The Unlawful Organizations Bill was introduced in the Assembly in May 1950, but during the Second Reading debate was withdrawn and referred to a Select Committee. This committee was given some ten days only in which to draft a new Bill. The new draft was entitled the Suppression of Communism Bill, and after some amendment became law from 17th July, 1950. (Act 44 of 1950).

The Act defines communism as follows:

"Communism" means the doctrine of Marxian socialism as expounded by Lenin or Trotsky, the Third Communist International (the Comintern) or the Communist Information Bureau (the Cominform) or any related form of that doctrine expounded or advocated in the Union for the promotion of the fundamental principles of that doctrine and includes, in particular, any doctrine or scheme—

- (a) which aims at the establishment of a despotic system of government based on the dictatorship of the proletariat under which one political organization only is recognized and all other political organizations are suppressed or eliminated; or
- (b) which aims at bringing about any political, industrial, social or economic change within the Union by the promotion of disturbance or disorder, by unlawful acts or omissions or by means which include the promotion of disturbance or disorder, or such acts or omissions or threat; or
- (c) which aims at bringing about any political, industrial, social or economic change within the Union in accordance with the directions or under the guidance of or in co-operation with any foreign government or any foreign or international institution whose purpose or one of whose purposes (professed or otherwise) is to promote the establishment within the Union of any political, industrial, social or economic system identical with or similar to any system in operation in any country which has adopted a system of government such as is described in paragraph (a); or
- (d) which aims at the encouragement of feelings of hostility between the European and the Non-European races of the Union the consequences of which are calculated to further the achievement of any object referred to in paragraph (a) or (b)."

In terms of the Act, the Communist Party is declared unlawful; and any other organization may without notice be declared unlawful if the Governor-General is satisfied that it is furthering the achievement of any of the aims of communism. When an organization is declared unlawful its activities will have to cease and its property will be liquidated. If directed by the Minister of Justice to do so the liquidator will compile a list of the members of the organization, but names will not be included in such a list unless the persons concerned have been afforded reasonable opportunity of showing that their names should be omitted. Persons so listed, those deemed communists, or those found guilty of furthering the objects of communism may be prohibited from holding public office or from being within defined areas or, if not South African citizens, may be deported. The Minister is given the power to ban publications and to prohibit gatherings if he considers that these are such as to further the aims of communism. The only recourse open to organizations, publications or people affected is to petition the Court to set aside the proclamation on one of three grounds—that the Government acted in bad faith, *ultra vires* or without applying their minds to the issue.

The activities of any organization may be investigated if it is suspected that these are such as to further the objects of communism. The investigator may without notice enter any premises whatsoever at any time, may question any person concerned, and may require the production of any document. Heavy penalties are laid down for offences against the Act, and in the trials of persons accused they will be presumed guilty until the contrary is proved. Action taken under the Act must be reported to both Houses of Parliament.

Alterations to the Bill made after debate were that persons being

questioned concerning suspected organizations or publications will be entitled to all the privileges of witnesses in the Supreme Court; also that legal strikes will not fall under the definition of communist activities. However, it has been pointed out that as Non-European trade unions are not registered, any efforts made by them to organize strikes may be deemed illegal. Natives' Representatives considered that this Act is connected with other racial legislation in that it is designed primarily to stop the spread of communism amongst Non-Europeans.

The Communist Party member in the House of Assembly announced that this party had been dissolved as from the 20th June, 1950, *i.e.*, before the Act became law.

The Institute wrote to every member of the Select Committee, asking them to take into consideration the following views:

- (a) It is only when there is discontent with existing conditions that the type of propaganda used by the Communist Party has effect. Positive, constructive measures designed to lead to peaceful and contented community life are the best safeguard against the success of such propaganda, and should be taken as a matter of urgency.
- (b) The Institute considers that in time of peace, while it behoves the State to be watchful and alert, until an unlawful deed is actually committed the State should not interfere with the established rights of the individual, such as freedom of opinion, expression and assembly, upon which the whole structure of democracy rests.
- (c) The Institute recognizes that in time of war, if a fifth column affiliated to a foreign state is constituting a threat to the country's security, the State would be justified in taking any action necessary to suppress the fifth column concerned.

Later, when the revised draft of the Bill was issued, the Institute issued the following statement:

"The South African Institute of Race Relations is in full accord with the Government's decision to take powers against communist organizations which are dictated to in their policy and tactics by a foreign Government, and agrees that the Government must have the power to protect our society against threats to its safety.

"But the Institute considers that in making provision to enable the Minister to do these things the Government has, in the Suppression of Communism Bill, given to individuals powers which may endanger perfectly law-abiding citizens and destroy some of the fundamental principles upon which the whole structure of our Western civilization rests.

"In seeking to sidestep the ordinary judicial processes of our civilization the Government is weakening one of the bulwarks of our system. In giving extremely wide powers to administrative officers to proceed against so-called 'active supporters' for whom no clear description is provided, and in permitting such officers without warrant, without official witnesses, without publicity, and without the clear intervention of the Courts, to intrude on the privacy of the home (which in our system has always been sacred) the Institute considers that the Government is asking citizens to sacrifice values which should at all costs be preserved."

In the August 1950 number of *Race Relations News*, the Institute's President, Dr A. W. Hoernlé, defined the differences between liberalism and communism, as follows:

"Communism, according to the text-books, is simply the term used loosely to cover 'all forms and theories of social ownership of wealth' but more specifically it denotes the type of revolutionary socialism first expounded in *The Communist Manifesto* by Marx and Engels, which openly declared that 'social ownership of wealth can be attained by the forcible overthrow of all existing social conditions'. It was first published in 1848.

"In our day we have seen Russia develop first into a communist state, with the relatively small Communist Party holding power for the whole 'proletariat.' From that it has developed into a police state not only dominating the people of Russia but over-running neighbouring states and threatening other states by fifth column activities. Though the manifesto claims that the ultimate aim is an association in which 'the free development of each is the condition for the free development of all' there exists to-day a rigid control by a small minority of the lives of countless millions. Man in all the areas controlled by the Russian Communists is subservient to the State in all the phases of his life.

"On the other hand the aim of Liberalism is 'to free human beings from whatever stands in the way of their realizing the best that their nature is capable of.' It is ever concerned with the quality of human lives and every social system is judged by this standard—that is, the degree to which it provides the conditions for the development of the inborn capacities of man and the institutions which will enable him to live a full life in satisfying the wide range of potentialities in his nature. The lives of the individual members are the test for any society.

"Liberals have always found themselves compelled to criticise and challenge all inter-group relations in which one group, in its own interests, disintegrates other groups without offering opportunities for new integration, or imposes rigid limits to the progress and self development of other groups. They have always stood up both for the liberties of oppressed or restricted individuals and for the liberties of oppressed groups, whether economic classes, churches, nations or races.' Communism is prepared not only to deny satisfactory lives to millions of human beings but even to destroy millions of human beings in the professed search for 'free development for all.'

"Liberals are convinced that it is possible to share advantages and privileges and to communicate them to others without in the process denying to generations of men any worthwhile life at all. They are satisfied that it is possible, without violent revolution, to give open access to the culture values of humanity to all. Never resting, never tiring, it is the duty of liberals to devote their initiative and their energy to the achievement of 'free minds in free societies' in which the quality of human lives is no longer a reproach to any but maybe some individual selves.

"Liberals must be prepared to make great sacrifices to prove that

material benefits can be won without crushing the freedom of the spirit. "The state was made for man, not man for the state'."

The aims of Liberalism are the aims of the Institute.

Right of Appeal to the Privy Council

The Privy Council Appeals Act (No. 16 of 1950) introduced in the Assembly in February 1950, abolished the right of appeal to the Privy Council from both inside and outside Parliament. The Minister of Justice, in introducing the Bill, said that the Privy Council could not be as competent as was the South African Appeal Court to make decisions in terms of Roman Dutch Law. Altogether, since Union, there had been only ten appeals, one of which had been allowed. The United Party did not oppose the Bill, on the grounds that it would help to achieve a spirit of greater co-operation between the two white groups. The Natives' Representatives did oppose the Bill, however: they considered that the right of approach to the King was regarded by Non-Europeans as a safeguard and had psychological and sentimental significance for them.

Senate Debates

In May and June 1950, motions were carried by very small majorities in the Senate making it possible, when the Minister in charge describes a measure as urgent:

- (a) for the closure to be applied and the debate on all stages of a Bill to be limited to eleven-and-a-half hours;
- (b) for a time-limit to be imposed on Senators' speeches of forty-five minutes in second and third reading debates and thirty minutes (divided if desired into three ten-minute speeches) on any one question during the committee stage.

Native Building Workers' Bill

See page 53.

Dairy Industry Control Amendment Act

See page 48.

6. GOVERNMENT ADMINISTRATIVE MEASURES AFFECTING RACE RELATIONS

Native Affairs Commission

The Native Affairs Commission must by Statute consist of not fewer than three and not more than five members, elected for five years. Last year this Commission consisted of two members of the Nationalist Party, one of the Afrikaner Party, one of the United Party, and one Natives' Representative in the Senate. When the terms of office of the last two expired, in March and July of 1950 respectively, they were not re-appointed; nor at the time of writing had they been replaced.

Natives' Representative Council

Following the meeting of the Natives' Representative Council in January 1949, at which the then Secretary for Native Affairs announced that the Government intended abolishing this Council and developing the local and general system council instead, no further meeting was called for over eighteen months. However, the Secretary for Native Affairs invited Council members to meet him informally on 31st August, 1950, prior to a formal meeting to be convened later. At this informal meeting the Council members reaffirmed their desire to meet the Minister of Native Affairs, and invited him to present, at the next meeting of the Council, a statement on the Government's Native policy.

Cape Coloured Franchise

During December 1949, Dr Malan, the Prime Minister, and Mr N. C. Havenga, leader of the Afrikaner Party and Minister of Finance, issued a joint statement indicating that the Government's proposed legislation to remove the Cape Coloured voters from the common roll would not be pursued in the 1950 session as the Government, without Mr Havenga's support, did not possess the necessary majority in the House. In July 1950, Mr Havenga repeated that he would support no proposals which implied permanent pegging of the number of parliamentary representatives of the Coloured people and which amounted to the diminution of their existing political rights. He was, however, prepared to assist the Prime Minister to place the enfranchised Coloured people on a separate roll.

In October 1950, it was announced that Dr Malan and Mr Havenga had reached agreement. They announced that legislation would be introduced during the 1951 Session of Parliament to remove Coloured voters from the common roll and to place them on a separate roll. The quota per Coloured constituency would as far as possible be the same as it is for Europeans, taking into consideration in each case the provisions of the South Africa Act as regards the loading and unloading of constituencies at delimitations.

Coloured voters would be granted four representatives in the House of Assembly, one in the Senate, and two in the Cape Provincial Council. As long as the total number of European constituencies remained at 150, the number of Coloured constituencies would remain unaltered, irrespective of any change in the numbers of registered European and Coloured voters. Should the total of European constituencies be legally altered at any time, the number of Coloured constituencies would be altered accordingly, but always in such a manner that the originally determined relation between the number of European and Coloured constituencies would be maintained.

The statement re-affirmed the Government's intention of introducing an elected Coloured Representative Council, on which representatives from the northern provinces would also serve; and of creating a special Government Sub-Department of Coloured Affairs.

On November 13th, a deputation led by Mr G. J. Golding and representing the Coloured People's National Union, was received by Mr

Havenga (then Acting Prime Minister) and the Ministers of Agriculture and Defence. The deputation protested against the proposed changes and expressed its emphatic view that separate representation of the Coloured people constituted a diminution of their rights. Up to the time of writing, no official information had been released as to the Government's reply to the deputation.

Tripartite Talks on the Indian Question

In February 1950, tripartite talks between delegates from India, Pakistan and the Union were held in Cape Town to consider the possibility of convening a round-table conference on the Indian question in South Africa. The delegates agreed to recommend to their respective Governments that such a conference be held. It was further agreed "that neither the discussions under this formula nor the holding of the round-table conference itself would involve any departure from, or prejudice to, the standpoints of the respective Governments in regard to the question of domestic jurisdiction."

However, as is reported in discussion of the Group Areas Act (page 26), in June 1950, the Indian Government informed the South African Government that because the latter was proceeding with the Group Areas Bill, India saw no point in taking part in the proposed round-table conference. The Indian Government requested the Secretary-General of the United Nations to place the matter on the agenda of the next session of the General Assembly.

The Special Political Committee of the General Assembly considered the matter during November 1950, and approved a resolution which was subsequently adopted by the General Assembly, as follows:

"The General Assembly, recalling its Resolutions 44(1) and 265(3) relating to the treatment of people of Indian origin in the Union of South Africa;

"Having considered a communication by the permanent representative of India to the Secretary-General of the United Nations, dated July 10, 1950;

"Having in mind its Resolution 103(1) of November 19, 1946, against racial persecution and discrimination, and its Resolution 217(2) dated December 10, 1948, relating to the Universal Declaration of Human Rights;

"Considering that a policy of racial segregation (apartheid) is necessarily based on doctrines of racial segregation;

"Recommends:

"(1) That the Governments of India, Pakistan and the Union of South Africa proceed in accordance with Resolution 265(2) with the holding of a round-table conference on the basis of their agreed agenda, and bearing in mind the provisions of the Charter of the United Nations and the Universal Declaration of Human Rights;

"(2) That, in the event of failure of the Governments concerned to hold a round-table conference before April 1, 1951, there shall be established, for the purpose of assisting the parties in carrying through the appropriate negotiations, a commission of three members, one to be

nominated by the Government of the Union of South Africa, another to be nominated by the Governments of India and Pakistan, and a third nominated by the two parties, or, in default of agreement between these two in a reasonable time, by the Secretary-General of the United Nations;

“(3) Calls upon the Governments concerned to refrain from taking any steps which would prejudice the success of their negotiations, in particular, the implementation or enforcement of the provisions of the Group Areas Act, pending the conclusion of such negotiations; and

“(4) Decides to include this item in the agenda of the next regular session of the General Assembly.”

Apartheid in Transport Services

In October 1949, it was announced that the Minister of Transport had instructed the National Transport Commission to investigate urban road passenger services throughout the Union, examining, *inter alia*, how separation of European and Non-European passengers is to be secured where it is not already in force.

It was mentioned in last year's Annual Report that the Government had decided to reserve certain first-class coaches on the Cape suburban trains for Europeans only. A Train Apartheid Resistance Committee was formed at Cape Town to resist *apartheid* on trains. A member of this committee was subsequently convicted of contravening section 36 of Act 22/1916 read with Regulation 20 of the general Railway Regulations in that he had induced certain Coloured people, Indians and Africans to enter one of the coaches reserved for Europeans. He appealed against his conviction. The appeal was dismissed by the Cape Provincial Division of the Supreme Court, but, in May 1950, was allowed by the Appellate Division. The Appeal Court ruled that as the regulations in the present case made a reservation in favour of Europeans only, they resulted in a partial, or unequal, treatment as between different races, since Europeans were given the right to use every portion of the train, whereas Non-Europeans could not and it was only the latter who could be punished criminally. It was the duty of the Court to hold the scales evenly between the different classes of the community and to declare invalid any practice which, in the absence of the authority of an Act of Parliament, resulted in partial or unequal treatment between different sections of the community.

The Minister of Transport, however, announced that this decision would not affect the position on the Cape Suburban Railways. The Railway Regulations with which the judgment was concerned had been published in 1946, but following the promulgation of the Railways and Harbours Acts Amendments Act (49/1949) new Railway Regulations had been published in September 1949. This Act empowered the Government to reserve train accommodation for the exclusive use of persons belonging to a particular race or class.

Apartheid in the Nursing Council and Association

A Nursing Amendment Bill, embodying various provisions thought necessary by the profession, was drawn up and submitted to the Minister of Health towards the end of 1949. One of the clauses in this Bill provided

for fifteen instead of ten members on the Board of the South African Nursing Association. The Minister added a proviso that all the fifteen members should be European, and also inserted a clause stipulating that representatives of the nurses on the Nursing Council should be Europeans.

The Institute was very distressed to hear of this proposed colour-bar in the nursing profession, and discussions were held with representatives of the S.A. Nursing Council and S.A. Nursing Association. However, as the Government was anxious to proceed with its major *apartheid* legislation, this Bill was not proceeded with during the 1950 session of Parliament.

Military Service

In June 1948, the Minister of Defence said in the Senate that in future Non-Europeans would be utilized in the Defence Department as un-attested labourers only. They would serve under a non-military discipline code, be employed in a non-combatant capacity, and would not receive military pay or military uniforms. In consequence of this decision, the Cape Corps and Native Military Corps were disbanded.

In August 1950, the establishment under the Defence Act of an auxiliary service for the Union Defence Forces was gazetted. The service will consist of a European Auxiliary Service, members to be employed as guards, drivers of mechanical transport, etc.; also of a Cape Corps Auxiliary Service and a Bantu Labour Service, members to be employed as guards, watchmen, drivers of mechanical transport, fire pickets, fire-fighters, etc.

Persons who served in the Union Defence Force, Police Force or Essential Services Protection Corps and who subsequently attest in the Auxiliary Service may be credited with their previous period of service for pay purposes.

Passports and Immigration Permits

It was reported in last year's Annual Report that the Institute was endeavouring to ascertain whether it was the general policy to refuse passports to Non-Europeans, or whether there were specific reasons for refusal in particular cases which had come to notice. The Minister of the Interior replied that each application was considered on its merits.

In September 1949, the Minister of the Interior refused to renew the immigration permit of an African from Portuguese East Africa, thus forcing him to end his social science studies at the University of the Witwatersrand. The Institute, N.U.S.A.S. and other bodies made representations to the Minister of the Interior, but without success.

Since August 1949, four African students who had been offered bursaries to study in India were refused passports. Again the Institute made representations in the matter but was informed that the decision could not be rescinded. On the other hand an African and an Indian were granted passports to attend the World Pacifist Conference in India.

In March 1950, there were successful appeals against the Minister of the Interior's efforts to prevent two persons (a European and an Indian) from retaining and using their passports. Thereafter it was announced

by the Minister that in future passports would be issued subject to a condition that they could be revoked by executive authority. They would be endorsed to the effect that they were the property of the Government, and would normally be valid for one year only.

Two Indians from Natal, enrolled as students of Witwatersrand University, were in May 1950 refused permits to live in the Transvaal.

Influx Control

In terms of Section 10 of the Natives (Urban Areas) Consolidation Act of 1945 and earlier Acts, restrictions on the entry of Africans into proclaimed urban areas were made possible. At first, this power rested with the Government, but a proclamation issued later vested the power in the local authorities concerned. In August 1949, a certain African who had employment waiting for him was prevented by municipal officials from entering the Johannesburg area, his pass being endorsed to the effect that he must leave the area and seek work elsewhere. He successfully petitioned the Supreme Court in the matter: the Judge held that Africans from outside the urban area who had employment awaiting them had the right to enter the area.

Following this, a proclamation was published in November 1949, at the request of twenty-one local authorities, closing the urban areas concerned to the entry of Africans except for mine employees, those able to prove they are temporary visitors, those whom the local authority is prepared to allow to take up employment for which they have been engaged, and those whom the local authority, in view of existing labour conditions, is prepared to allow entrance to seek work. The twenty-one local authorities granted this power are Johannesburg, Pretoria, Vereeniging and sixteen other towns in the Transvaal, Hobhouse in the Free State and Moorreesburg in the Cape. Later, on 1st April 1950, regulations governing influx control, originally published in Government Notice 1032 of 1st May, 1949, were made applicable to all the ninety-five proclaimed areas in the Union—*i.e.*, to all cities except Port Elizabeth and to almost all towns.

The position at present in the proclaimed urban areas is that the local authority concerned may grant or refuse permission to enter the area. In the event of refusal by a municipal official, the African may appeal to the local authority itself and thence to the Minister of Native Affairs. Power to order Africans out of a proclaimed area is vested in the Government and is exercised by Magistrates or Native Commissioners sitting in open court.

The Government was originally responsible for the registration of service contracts in the Transvaal (not in the other three provinces); but in September 1945 it offered to transfer the administration to any local authorities wishing to undertake the work. The resulting revenue would then accrue to the local authority concerned. A fair number of municipalities (not including Johannesburg) have accepted the offer. In Krugersdorp, where the implications were not fully explained to the Africans concerned, they opposed the move, and a riot resulted. Previous regulations governing the registration of service contracts were in March 1950

consolidated and made applicable to all ninety-five proclaimed areas and to any further areas that may be proclaimed by the Governor General.

In recent months more intensive efforts have been made to control the influx of Africans. According to the Report of the Department of Native Affairs for 1948/49 (U.G. 51/50), during the period 1st July 1948 to 30th June 1949, Johannesburg Municipality refused entry to 14,587 Africans, who were then given travelling passes to leave the area. In the same period 10,439 Africans who were unable to find work were endorsed out of the Johannesburg area.

The Economist/Statistician of the Native Affairs Department reports that it appears that some 350,000 Africans moved into the cities between 1936 and 1946 and that, unless conditions change to any considerable extent, approximately 38,000 will find their way into the cities each year in the near future.

The Social and Economic Planning Council, in its recently issued 13th Report, shows (pages 21-22) that, whereas between 1936 and 1946 the total African population of the Union increased by 18·3 per cent., the African population of the nine principal towns increased by 51·6 per cent. during the same period. The increase was especially marked in towns in the Western Cape. In 1936, Africans formed 4·1 per cent. of the total population of Cape Town. By 1946 this figure had risen to 7·3.

The Council points out (pages 22 and 51) that this townward drift is a response to an economic stimulus. Attempts to stem the drift by legal means are not only extremely difficult to enforce, but retard economic development. The problem should be tackled positively by developing the economic life of the Reserves and by providing adequate housing facilities and social services in the towns.

The Institute's recommendations in this respect are outlined on pages 21 and 70.

Registration of Service Contracts for Women

It was reported in the press in March 1950 that, following representations by the Natal Municipal Association, the Natives (Urban Areas) Act Amendment Bill which would shortly come before Parliament would contain a provision enabling local authorities, with the approval of the Governor-General, to apply the system of service contract registration to African women servants as well as to men. Another provision forecast by the press was that the wife of an African in an urban area (not herself being employed) would not be allowed to join him until he had worked for five years (instead of two as heretofore) in the urban area concerned.

Many bodies and prominent individuals expressed their strong opposition to these proposals. The Institute sent telegrams to the Minister and Secretary for Native Affairs and released a press statement pointing out that African men had a deep-rooted and unanimous objection to their women being forced to carry documents of the nature of a pass and thus becoming subject to control and interference by the police. To make such provision would be to invite the most serious trouble. The proposal that five years' residence be required before a man could bring his wife to town would, if implemented, extend the migratory labour

system with all its attendant evils. Christian family life must be built up among our African people, and not further broken down. The solution lay in building more houses.

In April, the Minister of Native Affairs informed a deputation of the Location Advisory Boards' Congress that passes for African women would not be introduced; and a statement issued by his department announced that the period recognized for permanent residence in urban areas would not be extended.

Exemption Certificates

The requirements for the issue of exemption certificates have again been raised. As a rule exemption is now granted to an applicant only if:

- (a) he has had no serious conviction over a period of ten years immediately preceding the date of his application;
- (b) his taxes are paid up to date;
- (c) the Native Commissioner is satisfied that:
 - (i) the applicant is of good character and repute;
 - (ii) his circumstances, or general intelligence and range of experience, are such that he no longer requires the protection of the pass system;
 - (iii) he is sufficiently well-known in the community not to require a pass for purposes of identification;
 - (iv) his character, loyalty and respect for law and order are well established;
- (d) being a farm labour tenant, the owner of the farm has no objection to the granting of exemption; and
either
- (e) he is at least twenty-five years of age and possesses a standard eight or equivalent or higher certificate (a standard six certificate and two years' training for a profession for which such training is prescribed or a standard seven certificate and one year's training being regarded as equivalent to standard eight);
or
- (f) he is at least twenty-one years of age and has passed the Matriculation or equivalent examination;
or
- (g) he is at least twenty-five years of age and can establish a record of faithful and continuous service with not more than two employers over a period of not less than seven years immediately preceding the date of his application, provided he has not had more than 210 days' leave during that period.

Automatic exemption is granted to teachers, Ministers of recognized Churches, certain classes of clerks and holders of other incumbencies in the Government service, medical practitioners, attorneys, and certain other professional men.

A certificate of exemption serves as exemption from:

- (a) the necessity to take out a pass to enter, travel within, or leave a pass area as defined in Proclamation No. 150 of 1934;
- (b) the pass laws in force in every Province;

(c) the regulations for registration and control promulgated under section 23 of the Natives (Urban Areas) Consolidation Act, 1945.

It does not serve as exemption from any restriction or prohibition on the entry of Africans into urban areas, nor—apparently due to an oversight in the drafting of Act 42 of 1946—from the curfew regulations. It is understood that the Government intends adjusting the position in regard to exemption from curfew regulations, and that in the meantime the police have been asked not to take steps against holders of Exemption Certificates for contraventions of these regulations.

African Rural Areas

By 1936, approximately twelve million morgen of land had been reserved for Africans. The Native Trust and Land Act of that year authorized the Native Trust to acquire up to 7,250,000 morgen more, in released areas, for use by Africans. According to the Department of Native Affairs, up to September 30, 1950, 4,282,580 morgen had been acquired. 1,781,608 morgen of Crown Land had been transferred to the Trust, Africans had purchased 281,955 morgen in released areas, and the Trust had bought 2,219,017 morgen at a cost of £7,566,798. Confirmation of sale was awaited on another 47,533 morgen.

The total area of the Union is approximately 143 million morgen. At present, national parks, urban areas, crown lands and mining grounds take up about thirty million morgen, about ninety-six-and-a-half million morgen are farmed by Europeans, and about sixteen-and-a-half million morgen are set aside as Native Reserves.

In the speech referred to above, the Minister said that the entire quota in the Free State had already been purchased. In each of the other provinces the quota which might still be acquired by the Trust was greater than the released areas where ground was available for the purpose. The Government's future policy would be influenced by the use to which Natives put their present land. Further, the drift to the towns and the millions of pounds required for Native housing might have to be taken into account.

According to the Native Affairs Department, the money spent on rehabilitation services in the Reserves has been as follows during recent years:

1947/48—£571,076

1948/49—£656,462

1949/50—£672,600

*1950/51—£950,000 (including £100,000 for Umlazi Reserve).

* Provision. Actual expenditure usually higher. Additional estimates always considered.

The 1948/49 Departmental Report stated that of approximately 1,200 Native locations, the residents of 441 had asked for the application of the Betterment Area Proclamation, seventy-one of these betterment areas had been assessed as to their carrying capacity, and culling had been carried out in fourteen of the assessed areas. Of approximately 2,216 Trust farms and lots (which since 1944 are automatically betterment areas), assessments had been made and culling carried out on 1,074 farms and lots.

The same report stated that there was overstocking to the probable extent of two million cattle units in Native Areas (five head of small stock equal one cattle unit). In these areas there were approximately 3.6 million Native-owned cattle, 3.7 million sheep, and 2.8 million goats. Europeans in the Union owned about 5.8 million cattle, 26.4 million sheep, and 1.3 million goats.

In May 1950, the Natural Resources Development Council commenced an extensive tour of the Transkei and the Ciskei to study the whole question of the development of these areas. Discussions are now being held with the Department of Native Affairs.

Agricultural Training for Africans

The enrolment at agricultural schools for Africans continues to be low. One of the two schools in the Transkei has been closed; and at Fort Cox in the Ciskei, the enrolment was forty-five out of a possible 120 in 1949, and only one of the thirty-nine available bursaries was taken up. The reasons for this state of affairs have been closely investigated. One reason for lower enrolment in 1949 was that the entrance qualification had been raised to the Junior Certificate. Another was a discrepancy, which has now been corrected, between the academic years at Fort Cox and at secondary schools. The most important reason, however, has been the fact that, in spite of a recent increase in salaries for agricultural demonstrators, the prospects in the teaching and other professions remain more favourable. The Secretary for Native Affairs has been urging the Public Service Commission and the Treasury again to raise the salary scales for agricultural demonstrators. A recommendation to this effect made during 1950 was turned down, but the matter is being pursued.

In the past, a two-year agricultural diploma course has been conducted at Fort Cox. Successful trainees can enter Government employment as agricultural demonstrators on a salary scale £84 x 12—£156, plus cost of living allowance; or can accept one of the many posts offered on European farms, where salaries ranging between £7 10s. and £15 per month are paid, and free quarters and often free milk and vegetables supplied.

A one-year post-diploma veterinary assistants' course was introduced at Fort Cox in 1949. Ten students were trained during the first year. Of these, one is to be retained as an instructor and the rest absorbed by the Division of Veterinary Services on a salary scale £135—£300 plus cost of living allowance. The Department is considering merging the agricultural and veterinary courses into a three-year diploma course.

A two-year course for engineering assistants, with Junior Certificate as the entrance qualification, is to be started at Fort Cox in 1951, with ten students. It was intended also to start a two-year course to train matriculants as surveying assistants, but no applications were received.

South-West Africa

The status of South-West Africa has been the subject of international discussion ever since the United Nations came into being. The Union Government has claimed that its international function of administration was exercised on behalf of the League of Nations. As the League had

ceased to exist, the mandate had lapsed. The mandatory agreement had stipulated that the territory, which was a "C" mandate, was to be administered as an integral part of the Union. By now, South-West Africa was thoroughly integrated with the Union and should be formally incorporated. The vast majority of both the Europeans and Non-Europeans of the territory were, it was stated, in favour of this.

Various members of the United Nations were strongly opposed to this proposed incorporation. The General Assembly of United Nations recommended in 1946 that the territory be placed under the international trusteeship system, and invited the Union Government to submit a trusteeship agreement. This the Union did not do. In December 1946 its representative told the General Assembly that the Union Government reserved its position as the administering authority and in the meantime would continue to act in the spirit of the mandate. In 1947, the Union Parliament decided that the territory should be represented in the Parliament of the Union as an integral portion thereof. It was also announced that, as a voluntary concession to the position of United Nations as the spiritual heir of the League, the Union would submit to it annual reports similar to those which had previously been submitted to the Mandates Commission. In July 1949, however, it was announced that the Government would submit no further reports. The South-West Africa Act, providing for representation in the Union Parliament, was discussed in the Institute's Annual Report for 1948/1949.

The United Nations referred the question of South-West Africa to the International Court of Justice, requesting advisory opinions on specific points. The Court's opinions were given in July 1950. In brief, these were:

- (a) The Court upheld South Africa's claim that the Union Government was not legally obliged to place the territory under United Nations' trusteeship. It maintained that the Union was not competent to alter the status of South-West Africa unless with the consent of the United Nations.
- (b) It considered that South-West Africa retained the international status it was given by the League of Nations. The General Assembly of the United Nations was legally qualified to exercise supervisory functions over the administration of the territory, and the Union Government was under an obligation to submit to this supervision, to render reports to the United Nations, and to transmit petitions of the inhabitants of the territory.

These advisory opinions have still to be considered by the General Assembly of the United Nations; but meanwhile, on 7th August, 1950, the Union's Prime Minister announced that he was not prepared to submit reports on the administration of the territory.

The Institute is anxious that people in the Union and overseas should know more about conditions in the territory, for—whatever the outcome of the debates at United Nations may be—they have a responsibility for the welfare of its peoples. An article will be published shortly in the Institute's journal dealing with socio-economic conditions in South-West Africa. There is also an informative chapter on the territory in the Insti-

tute's Handbook, and a useful article by Mr Maurice Webb which was published in the November 1950 issue of *The World To-day*, and reprints of which are being distributed by the Commission on International Affairs of the World Council of Churches.

7. THE ADMINISTRATION OF JUSTICE

Convictions

The total numbers of convictions for the last two years, as given by the Office of Census and Statistics, were:—

				1948	1949
Europeans	..	..	..	134,540	137,975
Africans	..	..	..	680,278	752,352
Asiatics	..	..	..	22,468	22,224
Coloureds	..	..	..	97,635	99,329
				Total	Total
				934,921	1,011,880

Figures given by the Police differ slightly. According to the Annual Report of the Commissioner of the South African Police for the year 1949 (U.G. 52/50), there were 1,170,502 persons prosecuted and 1,032,670 convicted during 1949. The figures for 1948 were 1,091,696 and 950,717 respectively. Cases sent for trial are classified in this report and compared with the 1948 figures. The categories in which the greatest increase took place in 1949 were offences against road vehicle and traffic regulations, illegal possession of Native liquor, registration and production of documents by Natives, Native pass laws, and curfew regulations.

Of the 1,032,670 convictions recorded by the Police during 1949, 64,322 were for serious crimes. Breaking down this figure, there were 9,530 Europeans convicted of serious crimes, representing 0·4 per cent. of the total European population. There were 54,792 Non-Europeans so convicted, representing 0·6 per cent. of the total Non-European population.

Omitting liquor offences (which are dealt with below), the predominant offences for which persons were prosecuted in 1949, according to the Police Report, were:

	<i>No. of Prosecutions</i>
Road Vehicle and Traffic Regulations	134,966
Registration and production of documents by Natives	72,041
Trespass or intrusion by persons	60,506
Municipal Offences	57,512
Native Pass Laws	52,525
Native Taxation and Development Act	49,048
Common Assault	47,934
Common Theft. Value stolen under £50	47,888
Curfew Regulations	46,918
Location, Mission Station and Native Reserve Rules and Regulations	35,599
Assault with intent to do grievous bodily harm	25,656

Master and Servants Act	..	..	..	25,452
Dagga Law	..	..	..	18,165
Dog Tax	..	..	..	15,033
Natives Urban Areas Consolidation Act	..	..	..	13,225
Native Labour Regulation Act	..	..	..	12,097

Figures given in the Police Report for convictions for liquor offences have been classified by the Institute. 12,590 Europeans and 72,147 Non-Europeans were convicted under laws or regulations applying to all racial groups (drunkenness, sales without licence, supplying black-listed persons, etc.). A further 893 Europeans and 164,219 Non-Europeans were convicted of offences which arise because of restrictions in regard to the supply of liquor to Non-Europeans (illegal possession of Native or other liquor, unauthorized beer gatherings, illegal sales to Natives, etc.).

The figures given above show clearly that a very large proportion of convictions, particularly so far as Non-Europeans are concerned, are for offences against the pass laws and liquor laws, which are technical rather than moral offences. In its recently-issued 13th Report, the Social and Economic Planning Council wrote (page 37): "The high percentage of recidivism—in 1945 over one-third of sentenced prisoners had been in prison for a period of at least one month within the previous ten years—seems to indicate that this system is largely ineffective, and as it is both wasteful of manpower and costly to the State, some drastic reform seems called for." The Council drew attention to the 1948 Hoernlé Memorial Lecture "Penal Reform and Race Relations," given by Dr A. W. Hoernlé (the Institute's President), and supported recommendations made and quoted in this lecture.

In the twelve months preceding 30th September, 1949, the daily average of people in prisons in the Union was 26,151, of whom 1,256 were Europeans, 247 Asiatics, and 24,648 Africans and Coloured people. The estimated expenditure in 1950-51 on prisons, gaols, administration and stores is £1,710,000.

During 1948, of the 934,921 persons convicted, only six per cent. were convicted on serious charges. The percentage was the same in 1949. Some sixty-five per cent. of those in gaol during 1948 were there because they were unable to pay their fines. Section 25 of the Criminal Procedure and Evidence Amendment Bill, published early in 1950, was designed to remedy this state of affairs by allowing time for the payment of fines. Owing to pressure of other legislation the Bill was, however, shelved during the 1950 Session of Parliament.

Illegal African Immigrants

In 1947, the Government instituted a scheme whereby illegal African immigrants from the north, when apprehended, were given the choice of employment on farms or mines or of repatriation. This scheme has not succeeded in helping farmers to obtain greater supplies of labour. According to the Department of Native Affairs, of the 3,474 illegal immigrants detained during the period 1st July 1948 to 30th June 1949, only ninety-

five (or about three per cent.) accepted work on farms, 1,234 attested for the coal and manganese mines, and 1,566 were repatriated.

A conference in Salisbury to discuss African migratory labour in Southern Africa was convened for October 1950, by the Central African Council. Delegates from the Union attended.

Use of Prison Labour

Prisoners who are under sentence of hard labour are as far as possible employed on public works, but it has proved difficult to find suitable work for large numbers of unskilled Non-European male labourers. The practice was therefore introduced of hiring such labourers out to private employers. The usual charge is 2s. per man per day (or 2s. 6d. on the Witwatersrand and in certain other areas); but reductions may be made in cases where the employers supply junior guards who are sworn in as temporary warders, or where they provide private accommodation and food to an approved scale. Resulting revenue accrues to the State.

Generally the prisoners are hired by the day. Numbers of long-term prisoners are employed by certain gold mining companies for surface work. Short-term prisoners, serving sentences of six months to two years, may be hired out to private employers. It is not always convenient, however, for the prisoners to return to the main gaol each night. In such cases prison out-stations may be established. Certain prisoners hired out to Provincial authorities for road-making, for example, are housed in road-camps. Short-term prisoners only are sent to such camps, and in this way are kept from contact with confirmed criminals in the main gaols. Other employers (*e.g.*, groups of farmers) may be permitted to erect gaols upon their own premises. They bear all capital costs, but the Prisons Department administers the gaols and supplies the staff. There are at present seven prisons upon private premises, three in the Bethal district, two in the Middelburg (Transvaal) district, and one each in the Witbank and Belleville districts. Six of these existed before the present Government came into power, but committals to the gaols on private premises have increased in number during recent years.

First offenders amongst the Non-European male prisoners who are serving short sentences may be released on probation, with the prisoner's own consent, to serve under contract on European-owned farms for the unexpired portions of their sentences. Wages at locally prevailing rates but not less than ninepence a day are payable, and are handed to the prisoner on satisfactory completion of his service. Food, housing, blankets and reasonable medical attention must be provided by the employer.

Unemployed Petty Offenders

In 1947, the Native Commissioner, Johannesburg, devised a scheme for offering employment to unemployed petty offenders brought before him for contravention of the "pass laws." According to the Department of Native Affairs, during the year ended 30th June 1949, 3,636 Africans accepted work on farms under this scheme, and 178 accepted work on various mines and works.

8. HEALTH AND NUTRITION

General

With the exception of the Dairy Industry Control Amendment Act (see page 48) and the introduction of Bills to amend the Medical, Dental and Pharmacy Act of 1928 and the Nursing Act of 1944, there has been no Government legislation on health or nutrition during the past year.

The health of the Non-Europeans continues to be a matter of most serious import. Detailed vital statistics for all sections of the population are not available; but in a speech made during August 1949, the Secretary for Health said that the Bantu death-rate was usually about twenty per 1,000, which was double the European rate. He doubted whether the death-rate in rural areas was lower than in the towns. According to the 1936 census only fourteen per cent. of the total Bantu population was forty-five years of age or over, whereas for Europeans the percentage was twenty-one-half as many again.

The Bantu infantile mortality rate was rarely, if ever, less than three times the European rate of fifty or under (per 1,000 live births registered). It was often five or six times as high. These figures were mainly urban, but sample surveys in rural areas suggested that the figures were about the same there. The Monthly Bulletin of Statistics (Office of Census and Statistics) for July 1950 gives the average rate during 1949 for Europeans as 40·1, for Asiatics as 68·8, and for the Coloured section as 147·9. According to Municipal health reports the Johannesburg figures for 1948/49 were 31·4 for Europeans and 264·1 for Africans. Durban figures were 26·75 and 359·03 respectively.

Death rates from tuberculosis in 1945, according to the Department of Health's report, were (per 1,000); 0·3 for Europeans, 2·2 for Asiatics, 5·2 for Coloured people and 7·7 for Africans.

The Secretary for Health said, in the speech referred to above, that the Bantu rate of increase at the present time was less than the European rate of only ten years previously. Both rates had declined, but the decline in the Bantu rate had been one-quarter, against a decline in the European rate of only one-ninth.

The 13th Report of the Social and Economic Planning Council points out (page 17) that in considering rates of natural increase in population, many factors such as birth and death rates, age and sex composition of the population, migration, current racial intermingling, etc. have to be taken into account. One of the best measures of the reproductive capacity of a population is the net reproduction rate, defined as the average number of female children who will be born to every newly-born girl at the prevailing rates of fertility and mortality. If the net reproduction rate remains at unity, the population will eventually reach a stage where it exactly reproduces itself each generation; if the rate remains at 2·0, the population will eventually double itself in each generation. The net reproduction rate for the European population was calculated to be 1·3 in 1936; "that is to say, the European population was in 1936 tending towards a stage when, neglecting migration, it would increase by thirty per cent. per generation." Owing to the absence of full statistics it was impossible to

work out net reproduction rates for the Non-European sections, but comparable rates were "replacement ratios" which were estimated to be 1.7 for the Coloured section, 1.6 for Africans, and between 2.0 and 2.7 for Asiatics.

The serious degree of malnutrition and under-nutrition which exists among all racial groups in South Africa was surveyed in the Institute's evidence to the School Feeding Commission (R.R. 78/50).

Health Centres

Because of the lack of adequate numbers of private medical practitioners in particularly the rural areas of South Africa, and because preventable diseases such as tuberculosis, venereal diseases, trachoma and bilharzia are so wide-spread, the National Health Services Commission recommended that health centres should be widely established as the foundation of an organized national health service. While not accepting the Commission's major recommendation that all personal health services should be integrated into a national health service, the previous Government nevertheless proposed to erect some 400 health centres. The main stumbling block was lack of necessary finance; but when the new Government took over, some thirty centres had been established.

There has been very little expansion of this service. Thirty-three centres are functioning at present. In February 1950, the Minister of Health said in the Assembly that it was not the policy of the Government to close centres where they were of important service, but merely to centralize them in areas where they would be of maximum use. In May, the Minister said he did not think that there was any disagreement on the value of health centres, but experience overseas seemed to show that their results might not fully justify their cost.

Personal Health Services

It was announced in December 1949 that a committee headed by the Secretary for Health had been appointed to investigate the question of personal health services rendered by local authorities and the financial responsibility for them.

The Committee reported in September 1950, and recommended a division of responsibility between local authorities, the provinces and the Government. The Government should accept financial responsibility for such services as infant and child welfare clinics, maternity services other than hospitalization, district nursing services, infectious diseases, etc. It should be prepared also to take over administrative responsibility for these services in cases where the local authorities concerned desire this.

Hospitalization of Africans

From July to August 1950 a special delegation of the Transvaal, Cape and Natal Provincial Councils made an extensive tour of other African territories to study hospital facilities for Africans.

Provincial hospital boards in the Transvaal have decided to charge employers for hospital services rendered or supplied to their African

employees who are Native labourers as defined in the Native Labour Regulations Act of 1911. According to the Deputy Administrator, hospital boards have since the promulgation of this Act been entitled to make such charges, but owing to an oversight did not do so prior to 1950.

Margarine

The Institute's evidence to the Departmental Committee set up to study the production and sale of margarine was summarized in the last Annual Report. This memorandum (R.R. 230/49) was distributed very widely to the Minister of Agriculture, Members of Parliament of all parties, the Dairy Industry Control Board, all official, semi-official and voluntary bodies interested in health and nutrition, etc. It received wide publicity.

Many organizations besides the Institute had been pressing for increased production and free sale of margarine, and in March 1950 the Minister of Agriculture introduced in the Assembly the Dairy Industry Control Amendment Bill. This subsequently became law as Act No. 38 of 1950. It provided for the free distribution of margarine through normal trade channels, but stipulated that this margarine must not be coloured yellow. The Minister was empowered to prohibit the registration of any margarine factory not already in existence, and after consultation with the Dairy Industry Control Board to limit the amount any factory may produce in any given period. In June, the Minister announced in the Senate that subsidized margarine would continue to be sold from food vans.

Prior to the Parliamentary debate on the Bill, the Institute sent copies of its memorandum (R.R. 230/49) to various Members of Parliament, with a covering letter requesting them to oppose strongly the restrictive clauses of the Bill.

In his Budget Speech, in March, the Minister of Finance said that over £1,000,000 a year was being spent on butter subsidies, and most of the butter went to the middle and higher income groups. When arrangements for making margarine available were complete, customers would have to pay a higher price for butter, for the continuance of the subsidy on the present scale could not be justified.

Food Subsidies

The Minister of Agriculture said in the Assembly on 6th March 1950, that among the essential foods which are subsidized by the State are butter, mealies and mealie meal, wheat and wheaten products, margarine, and oil cake (sunflower seed and groundnuts). The subsidy paid in 1948/1949 was £7,524,376; and the estimated subsidy for 1949/1950 was £9,564,520.

According to the Secretary for Agriculture, the amount of the subsidy paid on each commodity was as follows:

	1948/49 (Actual)	1949/50 (Estimate)
Butter	£593,390	£1,060,000
Mealies and Mealie meal . .	£1,298,687	£2,551,000
Wheat and Wheaten products	£5,464,092	£5,771,000
Margarine	£90,418	£70,243*
Oilcake	£77,789	£112,278

* From 1/4/49 to 31/12/49.

Amounts by which the price to the consumer is reduced through the payment of subsidies are as follows:

Butter: 4·98d. per lb. (based on estimated ratio of summer to winter production).

Mealies and Mealimeal: 4s. per bag of mealies of 200 lb.; 4s. 3·3d. per bag of mealimeal of 180 lb.

	<i>Per 200 lb. bag of meal</i>	<i>Per 2 lb. loaf</i>
Wheat and Wheaten Products:		
Unsifted meal		
(100% extraction) ..	21s. 8·4d.	1·89d.
Sifted meal		
(90% extraction) ..	24s. 8·7d.	2·15d.
Bread meal		
(80% extraction) ..	16s. 2·3d.	1·45d.

Margarine: Approximately 2½d. per lb. subsidy is paid on margarine at present, *i.e.*, about 2d. less than during the latter half of 1948.

Oil Cake: Approximately £6 per ton.

Price of Maize

During April 1950, the price of maize was increased by 2s. to 24s. a bag. On 13th May 1950, the Minister of Agriculture said in the Assembly that the Marketing Council had made a majority recommendation of 23s. a bag, but the control board had recommended 24s. The difference of opinion arose on the question of yields per morgen; but in order to encourage production the Government had decided to authorize the higher price. Greater production was essential, for in the last twelve years the average production was 22,500,000 bags, while the consumption during 1949 was 26,500,000.

The increased price of maize is naturally a matter of great concern to Africans, whose staple food it is. The Institute is therefore making an analysis of production costs (see page 77).

African School-Feeding

In 1948/1949, the Government voted £870,000 for African school feeding. The same amount was voted in 1949/1950, but it is estimated that some £280,700 of this was saved owing to the limitation of the scheme and greater centralization of control. The provision on the main estimates for 1950/1951 was £560,000. (Also see page 70).

Cost of Living

The Bulletin of Statistics for July 1950 gives detailed weighted average retail price index numbers of the nine principal urban areas. Figures extracted are as follows:

	1938	<i>January 1948</i>	<i>May 1950</i>
Food	100·0	154·4	172·7
Fuel and Light	100·0	114·8	122·8
Rent and Water	100·0	119·6	123·2
Clothing	100·0	188·1	257·0
Other Sundries	100·0	132·4	142·3

These statistics reflect rises in prices of items which appeared on the budgets of average middle-class European families in 1938, when a survey was conducted.

It was announced during September 1950 that the minimum compulsory cost-of-living allowances were to be raised.

The Institute's investigation of the present cost of living for Africans is mentioned on page 75.

9. HOUSING

General Position

The year under review has been remarkable for much discussion of the Union's grave housing problem with, so far, very little practical result. The long-debated question of financial responsibility has not been settled; and the general situation has been complicated by uncertainty in regard to the areas which the various racial groups will be permitted to occupy.

Efforts to deal with the housing problem are not even keeping up with the natural increase in the population. In his 1950 Hoernlé Memorial Lecture, *We Come of Age*, Senator Dr E. H. Brookes said that some 250,000 houses are now needed for Non-Europeans in the Union. The shortfall for Africans alone in Johannesburg has been variously estimated at between 40,000 and 50,000 houses. While the plight of the urban Non-European people generally in respect of housing is deplorable, that of Indians on the Witwatersrand and in Pretoria should especially be mentioned. The particular areas to which they were restricted by special legislation are gradually being absorbed by industrial and other concerns controlled by Europeans, while European opposition has prevented their being allotted other areas.

Finance

In October 1949, it was announced that the National Housing and Planning Commission, with the aid of local authorities, was preparing a five-year housing plan for the whole of the Union. If such a plan is to be carried out, however, the funds voted will have to be increased very considerably. The total voted for housing loan schemes in 1950/51 was £8,500,000, the same as last year. In addition, certain capital repayments may be re-issued, making the total amount available approximately £9,000,000. Of this, £6,150,000 plus all repayments re-issued, is for use by local authorities. Of the remainder, £1,250,000 is for the National Housing and Planning Commission's own housing schemes, £1,000,000 for direct individual loans, and £100,000 for the joint Housing Commission-Building Societies' Loan Scheme.

Of the amount set aside for use by local authorities, £2,750,000 plus repayments re-issued is for economic schemes, of which Natal is to receive £650,000. The balance is for various assisted (sub-economic) schemes. It is the local authorities who decide whether the funds should be allocated to European or to Non-European housing. Each local authority plans its own economic and sub-economic schemes for various racial groups, then submits applications for the necessary loan funds. The majority of the sub-economic schemes are for Non-Europeans.

The National Housing and Planning Commission has been mainly concerned with housing schemes for Europeans, but is carrying out a few pilot economic schemes for Coloured people, *e.g.*, at Paarl and at Protea Township in Johannesburg. Members of all racial groups are free to apply to the Commission for direct individual loans, but few Non-Europeans are able to comply with the financial conditions.

Employers' Responsibility

It was announced in October 1949 that the Government had decided that employers would have to contribute towards the cost of housing their African employees. A committee was appointed during November to advise the Government on how best to implement this policy. Representatives of Government departments, the provinces, local authorities, commerce and industry were invited to serve on this committee. Several organizations representative of private interests refused the invitation as they disagreed with the principle that employers should contribute.

The committee recommended that employers should pay assessments not exceeding 2s. 6d. a week for each adult male African employee not housed by them and receiving a salary not exceeding £3 5s. a week. Africans earning over this amount should, it was considered, be able to pay economic rents. Contributions would be collected by local authorities. 3d of each 2s. 6d. would be used to subsidize transport services for Africans, and the remainder would help to offset losses incurred by local authorities on approved housing schemes.

These recommendations were further discussed at a representative conference held in Cape Town during March 1950, but so far no decision has been announced.

The Institute's views on employers' responsibility were expressed in the memorandum (R.R. 182/49) handed by a deputation to the Ministers of Health and Native Affairs in October 1949 and mentioned in the last Annual Report. The Institute considers that employers should not be called upon to contribute, since they pay their share of the taxation of the country and also contribute to revenue through the service contract fee. Their further responsibility should be assessed through the ordinary wage regulation machinery which provides means for fixing the wages which should be paid to workers in relation to the industry's capacity to pay.

Economic Housing

The deputation from the Institute which met the Ministers of Health and Native Affairs was given a memorandum on the Government's housing policy. In this memorandum it was indicated that the Government was encouraging more local authorities to follow the example of Bloemfontein, Kroonstad and other towns in putting the housing of that portion of the African working population that can afford it on an economic basis. The Municipalities are permitted to borrow moneys at economic rates wherewith to purchase building materials in bulk. The material is then retailed on a non-profit basis to approved Africans who pay for it by instalments and are permitted to build their own houses under supervision.

During the year under review, Germiston Municipality has decided to adopt this principle in respect of 1,000 houses.

In common with other organizations and individuals, the Institute has for long pointed out that a large part of the burden of housing Africans could be removed from the shoulders of the Government and the local authorities. The problem should be broken up, as follows:

- (a) Townships on the lines of an ordinary European suburb should be set aside for the Africans with capital, who can afford to build their own houses. Plots should be made available for purchase by Africans on a freehold basis, or for rental on a long lease tenure basis. Where freehold tenure is permitted, provision should be made for the sale of plots on the instalment system or through low interest-bearing loans. Africans living in such a township would be subject to rating on the normal economic basis.
- (b) Other Africans could build their own houses if they were given building loans. For them the so-called Bloemfontein system could be applied, and areas should be set aside in which plots would be made available on long lease tenure. In these areas minimum building standards would have to be laid down and enforced by rigorous supervision. The prevention of slum-landlordism, over-crowding, etc., would obviously be necessary and could well be attained by the application of existing laws and regulations.
- (c) A group would remain for whom sub-economic housing is necessary. In providing housing for this group, building costs could be reduced by efficient planning of the lay-out of the housing scheme, use of cheaper but satisfactory alternative materials, introduction of multiple housing in the larger urban areas where land in reasonable proximity to the town has been exhausted, and use of skilled African building labour.

Experiments in Economic Housing

Early in 1950, the Johannesburg Rotary Club conducted a successful experiment in economic housing. An African was lent £50 worth of building materials with which he built his own house. The money will be recovered at the rate of £1 per month, interest being calculated at four per cent.

In March, the Johannesburg Chamber of Commerce put forward a short-term plan to provide economic housing for the 15,000 African families who were registered applicants for houses. It proposed that these families be allowed to build their own houses, under supervision, with materials supplied from the proceeds of a specially-raised economic loan. The Municipality should provide plots on a monthly tenancy basis and essential services. A representative Citizens' Native Housing Committee was constituted to further the acceptance of the scheme, with a sub-committee formed to discuss the plan with representative Africans. The Institute assisted in convening meetings with Africans. Questions raised, principally dealing with security of tenure and provision of social and health services, were discussed with the City Council's Special Housing Committee.

In July, the proposals of the Special Housing Committee of the City Council were put forward. They were to divide the 4,640 stands in Vukuzenzele, an area already surveyed, into three schemes, all economic:

- (a) a leasehold scheme of 1,348 stands, where the Council would furnish land, essential services and foundations on which tenants would erect their own houses. A monthly charge of 21s. 8d. would be made;
- (b) an austerity building scheme for 1,787 stands, consisting of three-roomed houses at a rental of 30s. 6d. per month;
- (c) 1,505 stands which would be set aside for development by the Chamber of Commerce, the Council's responsibility being limited to the provision of land and essential services, for which the monthly charge would be 22s. 3d.

It was assumed that the Chamber of Commerce would be in control of this last scheme and would raise the requisite funds to enable loans for building materials to be made. Deadlock arose on these points, and the Citizen's Native Housing Committee rejected the scheme on various grounds, chief of which were the excessive land and service charge in relation to the services offered and the inadequacy of the size of the proposed stands (33 x 37½ feet). The Committee renewed its demands for an economic home ownership scheme on stands 40 x 60 feet, for which the City Council would advance loans for home building. It emphasized that monthly land and service charges should not be burdened with unnecessarily high administrative charges.

While the regulations appertaining to Dube Township in Johannesburg have been finalized, no stands have yet been allocated to applicants. No progress has been made with the proposed Zuurbekom freehold scheme for Africans.

Government Action in Durban

It was announced in November 1949 that the Government would assist the Durban Corporation to solve its African housing problem by establishing a township of some 3,300 houses in part of the Umlazi Mission Reserve. The Corporation had agreed to provide essential services. The township is to be administered by the Department of Native Affairs, working in close co-operation with the Corporation and the Natal Housing Board, and advised by a Planning Council representative of Government and Provincial departments, the Durban Corporation, local industrial and commercial interests, the Africans themselves and the mission at work in the area. So far as possible African labour will be used for the building operations.

African Building Workers

The Native Building Workers' Bill was published in October 1949 and introduced in the Assembly during February. It provided for the training and registration of Africans as skilled building workers to work in Native areas, and for the establishment of a Native Building Workers' Advisory Board to advise the Minister of Labour on such matters as standards of training, conditions of employment, etc. The Bill was an

obvious attempt to steer a middle course between the interests and the fears of European building workers and the needs and aspirations of Africans; and as a result it contained far more restrictive than permissive measures.

The Institute studied the Bill carefully, and in an interview in February 1950 put its views before the Minister of Labour. A memorandum (R.R. 32, 50) sets out the result of the interview and the Institute's views which are briefly as follows:

- (a) The Institute is anxious that larger numbers of Africans should be trained as skilled building workers; but this can be done, and so can the legitimate interests of European building workers be protected, in terms of existing legislation.

The Minister pointed out that many municipalities, fearing possible opposition from European trade unions, have not used African labour in building urban locations, although they have the legal right to do so. The Bill, he said, will do much to strengthen the hand of such bodies as well as to meet the shortage in housing for Africans.

- (b) Large numbers of African handymen, at present able to undertake work in European and Non-European areas, will be thrown out of work if the Bill becomes law. The Minister said that any of these who can pass a trade test will be registered. The Institute nevertheless is concerned lest the Act be promulgated before the necessary machinery for trade-testing is established and, further, fears that there will be no outlet for semi-skilled workers who at present perform a useful function.
- (c) The Institute does not consider that the proposed Native Building Workers' Advisory Board will be representative enough. No provision is made for representation of local government bodies, or employers using African building workers, or of the workers themselves.
- (d) The Institute urged that the standard of training, which the Minister is to be empowered to set, should be high enough to fit Africans to undertake the erection of public buildings in African areas, and that they should be permitted to undertake such work as well as the erection of buildings "for use by Natives."
- (e) In terms of the Bill, the Minister is given compulsory powers to direct labour to wherever it may be required. The Institute upheld the principle of individual freedom of choice, and the Minister promised to give further consideration to this clause.
- (f) The Institute urged that the onus should not be placed on an employee to produce on demand his certificate of registration, but on the employer to prove he is employing only Africans who are registered. Further, it is undesirable that police officers should be given powers of inspection. The Minister promised to give these matters further consideration.
- (g) The Institute opposed *in toto* the restrictive measures contained in Section 15 of the Bill, which gives the Governor-General the right to prohibit Africans from performing "any specified class of skilled

work within any area specified in the proclamation in which any wage-regulating measure applies.”

- (h) It pointed out that the position of missionary institutions training Africans for building work will have to be safeguarded in respect of the provisions regarding the training of such workers set out in Section 10.

Copies of the Institute's memorandum were made available to Members of Parliament.

Owing to pressure of other legislation this Bill was not proceeded with during the 1950 Session of Parliament.

10. SOCIAL WELFARE

General

There was no legislation on social welfare, other than the Silicosis Amendment Act mentioned below, during the year under review. The report of the Committee of Enquiry into the Training and Employment of Social Workers (see page 73) drew attention to the acute shortage of trained social workers and the need for an expanded programme of social work especially in rural European and Non-European areas.

The latest report of the Department of Social Welfare, for the period 1st October, 1937, to 31st March, 1949 (U.G. 36/50) gives interesting information about the work of the Department, the assistance given to voluntary organizations, and social security, social welfare and re-adjustment services in South Africa.

The Social Welfare Department controls several Coloured mission stations and reserves, and in welfare matters it acts as liaison between the Coloured people and Government departments and public bodies.

African Social Workers

The status of African social workers has been improved in that, on application, they may be granted *de jure* exemption from the pass laws.

Legal Aid Bureaux

Legal Aid Bureaux which were initiated by the Institute, now receive Government subsidies and function in Cape Town, Durban, Port Elizabeth, Pretoria and Johannesburg. The Johannesburg Bureau has worked under grave financial difficulties during the past year.

Workshop for Civilian Blind

In August 1950, the Minister of Social Welfare authorized the payment of increased State assistance to societies administering workshops for the civilian blind of all racial groups. The Department's contribution to the augmentation pay of blind workers has been increased; and salary scales for the administrative staff, and the rate of Government contribution to these salaries, have been improved.

Grants for Sufferers from Tuberculosis

In January 1950, the Minister of Health announced that when an organized industry or anti-tuberculosis association was prepared to

contribute towards the maintenance of persons suffering from tuberculosis, such contributions would, for a trial period of two years, be disregarded when assessing grants for the tuberculosics under the Disability Grants Act of 1946 and grants for their dependants under the Children's Act of 1937.

Unemployment Insurance

In January 1950, the Institute issued a summary of the Unemployment Insurance Acts (53/1946 and 41/1949), written for the guidance of Africans. (R.R. 18/50).

Silicosis Amendment Act

The Silicosis Amendment Act (42/1950) increased the rates of grants and pensions payable to European mine-workers who contract silicosis or tuberculosis. No mention was made of improved rates of benefits for Africans.

Pensions for Africans

The Institute has for long urged that Africans who become entitled to Workmen's Compensation should receive pensions instead of lump sums which are administered on their behalf by the Native Affairs Department; also that machinery should as soon as possible be created for payment of pensions instead of lump sums to African mine-workers contracting silicosis or tuberculosis.

State Expenditure on Social Assistance Measures and Social Insurance

Certain State grants or pensions are payable direct to individuals in need of assistance. In other cases assistance is provided by voluntary societies which receive State subsidies.

Although rates of the monetary benefits vary according to the racial group of the beneficiary, most of the social assistance schemes apply to all racial groups. Exceptions are family allowances, paid from the third child onwards (Africans were never included and since December 1948 Indians too have been excluded), and children's maintenance grants (Africans in rural areas are ineligible, and so are those in urban areas if the children can be sent to relatives in the Reserves).

The State contributes to various social insurance funds, such as Unemployment Insurance, Miners' Silicosis, and Workmen's Compensation. Certain occupational groups amongst the Africans were never included in the unemployment insurance scheme, and in 1949 other groups of Africans (including all those earning under £182 a year exclusive of cost-of-living allowance) were debarred from membership.

Europeans benefit far more than do Non-Europeans from facilities provided with the aid of State subsidies by voluntary bodies.

The approximate State expenditure was as follows for the years mentioned:

(a) Children's Maintenance Grants, Parents' Allowances, etc.

<i>Item</i>	<i>Year</i>	<i>European £</i>	<i>Coloured £</i>	<i>Asiatic £</i>	<i>African £</i>
Childrens' Maintenance Grants and Parents' Allowances	1948-49	656,738	330,864	138,721	43,816
Family Allowances	1947-48	18,622	5,197	17,812	—
Maternity Allowances	1947-48	7,287	26,037	1,584	2,897
Other Expenditure on Child Welfare	1946-47	305,000	52,000	10,000	—

(b) Other Pensions or Grants Paid to Individuals

<i>Item</i>	<i>Year</i>	<i>European £</i>	<i>Coloured £</i>	<i>Asiatic £</i>	<i>African £</i>
Old Age Pensions	1948-49	4,186,526	966,700		1,160,637
War Veterans' Pensions	1947-48				35,000
— do. —	1948-49	1,659,057	13,011		
Blind Persons' Pensions	1948-49	73,371	50,753		158,943
Disability grants	1948-49	757,678	126,403	37,525	171,869
Grants to families of leper patients and "arrested" cases	1947-48	3,159	1,945	165	26,940
Poor Relief (excluding expenditure by Natal Provincial Administration of about £50,000)	1946-47	69,000	17,000	1,000	
Poor Relief	1948-49				14,464
Unemployment Relief	1947-48	139,000	1,000	—	—
Grants to needy ex-members of the N.M.C.	1948-49				24,048

(c) Further State Expenditure

<i>Item</i>	<i>Year</i>	<i>European £</i>	<i>Coloured £</i>	<i>Asiatic £</i>	<i>African £</i>
Social Welfare Settlements for the aged and physically disabled	1946-47	142,000	4,000	—	1,500
School meals and State-aided butter	1947	703,000	429,000		866,000
Work centres for needy women	1946-47	4,000	—	—	—
Silicosis benefits	1947-48	1,050,000	—	—	310,000
— do. —	1948-49	?	—	—	201,430
Workmen's Compensation	1943	1,086,000			353,000
— do. —	1948	?	?	?	419,469
Subsidized houses for the aged	1946-47	10,500	—	—	—
Grants-in-aid to societies for the blind	1946-47	16,000	4,000	—	7,000
Grants-in-aid to societies for the deaf	1946-47	200	—	—	—
Grants-in-aid on behalf of non-certifiable epileptics	1946-47	6,000	—	—	—
Hostels for low-paid workers	1946-47	12,000	—	—	—
Pre-school feeding in distressed African areas	1948-49	—	—	—	27,423
Relief works in distressed African areas	1948-49	—	—	—	1,780
Grants-in-aid on behalf of discharged prisoners, etc.	1946-47	6,000	—	—	—

Sources of information: 13th Report of Social and Economic Planning Council (U.G. 53/1948), Report of Native Affairs Department for 1948/49 (U.G. 51/1950) Report of the Department of Social Welfare for 1937/1939 (U.G. 36/50), Commissioner of Pensions.

In Johannesburg, from 1st July 1948 to 30th June 1949, £20,001 was paid to African contributors to the unemployment insurance fund.

The total expenditure on welfare grants to Africans during recent years has been:—

1946/1947	£1,117,584
1947/1948	£1,477,823
1948/1949	£1,539,960
1949/1950	£1,593,093
1950/1951	£1,607,000*

* Provision. Actual expenditure usually higher. Additional estimates always considered.

Bantu Welfare Trust

The Institute continues to act as secretariat to the Bantu Welfare Trust.

Robert Shapiro Trust

The Institute also continues to act as secretariat to the Robert Shapiro Trust, founded by Mr Shapiro to assist African girls wishing to become nurses to obtain the necessary general educational background. Many bursaries have been given. The Institute is very grateful to Mr Faith for acting as Secretary.

Medical Aid

The Natal Chamber of Industries intends establishing a medical aid society for all European, Coloured and Asiatic industrial employees in Natal. A separate scheme for Africans, who already receive free treatment and hospital services, is being prepared.

Benefit Fund for Africans

Three associated companies on the East Rand have established a benefit fund for African employees with more than ten years' service. Employees do not contribute to the fund. When an African retires the benefits due will be handed to the Native Affairs Department for payment to him or for administration on his behalf.

11. EMPLOYMENT

The Monthly Bulletin of Statistics for July 1950 gives indices of employment for the month April 1950. In each case the base of 100 represents the 1935 average. Figures extracted are as follows:

	<i>European</i>	<i>African</i>	<i>Asiatic and Coloured</i>	<i>Total Non- European</i>	<i>Total all racial groups</i>
Secondary Industrial establishments (average calculated by sampling) ..	149.3	243.1	222.6	237.5	
Railway construction ..	478.6	2,106.9	34.6	1,125.3	
Railway transportation ..	182.5	202.0	170.0	196.9	
Other transportation	203.4	225.0	34.3	53.8	
All Mines and Metallurgical Works	141.3	132.4	109.0	132.2	
General index of employment	159.2			165.4	163.8

On page 30 of the 13th Report of the Social and Economic Planning Council is a chart which compares wage rates in South Africa with those in Canada, Australia, New Zealand, Great Britain, the United States, Germany, Italy, France (Paris) and Sweden.

In 1938, South Africa had the lowest nominal unskilled wage rate, but the second highest skilled rate (Canada had the highest) of any of these countries. After analysing the historical, legal and customary reasons for this, the report goes on to deal with the educational and health aspects, and states (page 37): "The principle of the 'vicious circle', used so skillfully by Professor Myrdal in his analysis of the Negro problem in the United States, is equally applicable to South Africa. Broadly speaking, the Non-European is poor largely because he is uneducated, unhealthy and hence inefficient, and he is uneducated and unhealthy largely because he is too poor to pay for educational and health services . . . In South Africa the 'vicious circle' shows itself in the argument that salaries and wages should be based on the 'standard of living' of the group concerned, whereas it is clear from past experience that the 'standard of living' is not static, but advances with the advance of remuneration."

Civilized Labour Policy

The report outlines the "civilized labour" policy of 1924 (page 35) and shows that a variety of methods was used. "In Government undertakings, where cost is not the decisive factor in policy, the direct substitution of 'civilized labour' (principally European, though Coloured and Asiatics may be included) for Native labour, at higher rates of pay, took place to a considerable extent . . . Various official expedients have been used to implement the policy in private industry. In some industries (*e.g.*, the

motor and building industries) the Industrial Councils have been used by the Department of Labour to promote the substitution of European for Non-European workers in certain semi-skilled grades of work, *e.g.*, by creating special grades of employees at intermediate wage rates, it being understood that such posts should be reserved for Europeans. The Customs Act contains a clause authorizing the levying of the minimum duty on any article if the protected industry concerned does not maintain 'satisfactory labour conditions'; this has been used to enforce the employment of a high ratio of Europeans. Finally, the regulations of the Union Tender and Supplies Board provide for an approved list of Government tenderers and for the exclusion from the approved list of South African firms which do not maintain 'satisfactory labour conditions, including the employment of a reasonable proportion of civilized workers'."

It was mentioned in our last Annual Report that the Government had re-affirmed the "civilized labour" policy of 1924. On 30th May, 1950, the Minister of Labour said in the House of Assembly that so far 461 Natives in the Government service had been replaced by 422 Europeans and 39 Coloured people. It was impossible at that stage to estimate the full additional cost to the State since wage rates differed in different departments and different centres. In the case of cleaners in the Department of Public Works, the additional cost of European labour was estimated at £164 and £101 per annum for married and single men respectively.

Since the Minister made this statement several departments found that the experiment of employing European unskilled labour was unsatisfactory, and Africans were re-engaged.

Employment of Africans in the Native Affairs Department

The "civilized labour" policy has not been applied in the Native Affairs Department. The policy of this Department is "to employ Natives on duties for which they are qualified, in their own areas and also in other areas where large numbers of the Native public require to be attended to in connection with the administration of Native Affairs." At present the Department has permanent posts for 2,067 Africans other than unskilled labourers, salaries ranging from £72 x 6—96 plus cost-of-living allowance for men in the posts requiring least skill and ability to £420 x 20—540 plus cost-of-living allowance for the head Native translator. In addition, numbers of temporary workmen and lorry drivers are employed, also a number of building trainees.

Recruitment and Direction of African Labour

The Native Laws Amendment Act (No. 56/49) contained measures to prevent abuses in the recruitment of Africans. This was followed, in February 1950, by the gazetting of regulations aimed at placing the recruitment of African labour by farmers' groups on a sounder basis.

The establishment of labour bureaux throughout the country has yet not been undertaken. The principal measure covering the establishment of these bureaux is to be contained in the Natives (Urban Areas) Amendment Bill, and this Bill was not introduced in the 1950 session as had been expected.

Employment of Africans and Coloured People in Johannesburg

In an address given to the Institute's Executive Committee in July 1950 (R.R. 114/50), Mr Walter Cohen (Employment Officer, Non-European Affairs Department, Johannesburg City Council) said that over the years Africans in Johannesburg had graduated from menial tasks to a great variety of types of work. As result of the variety now available, fewer and fewer men were prepared to enter domestic service. Unfortunately employers very seldom asked for educated men. In commerce and industry particularly, they preferred testimonials indicating that the employee was trustworthy. This led to great frustration amongst Africans who had made considerable sacrifice to obtain a Junior Certificate or Matriculation Certificate. Employers seemed to be of opinion that Africans lacked career ambition; if this was true it was very largely the fault of the employers themselves, since they offered few inducements to loyalty or to the development of a responsible outlook. Another common attitude amongst employers was that the "raw" African was a more satisfactory employee than an urbanized man. This had been conclusively disproved by the experiment recently carried out at the Dunlop Factory in Durban, where it was shown that increased stabilization of labour led to greater efficiency. There were many arguments against influx control; nevertheless, it must be admitted that in Johannesburg this was gradually bringing about a reduction in the number of migratory labourers, increased opportunity of employment for urbanized Africans, and greater stability of labour.

There was considerable prejudice against Coloured men as employees. Their wives were considered more employable and were often the breadwinners. Conditions for the Coloured were particularly bad in the furniture and leather industries. Wage scales were laid down, but frequently when a man reached the top of his scale he was discharged, and was unable to re-enter the same trade at the wage he had been earning. His place was taken by a worker on a lower notch of the wage-scale.

Many employers showed the same cynical attitude to juveniles as they did to Coloured men. The wages payable to a youth under eighteen years of age were less than those payable to adults, consequently many lads were dismissed when they turned eighteen, the employer taking on other juveniles in their places. Employers still tended to value a reference from a school-master more highly than they did a J.C. certificate. Youths under eighteen often had difficulty at the pass office because it was not widely known that they required the written permission of parent or guardian to seek work, also some proof of domicile in Johannesburg, before a pass could be issued.

In July 1950, the Johannesburg Native Youth Board conducted a survey in certain townships and came to the conclusion that nearly 21,000 African youths in Johannesburg were unemployed.

Employment of Indians in Johannesburg

Indian youths leaving school are finding employment difficult to secure. Their field of employment is limited, since in practice they are not accepted as apprentices. A few, principally Hindus, become tailors and run their own businesses. The main outlets, however, are in factories,

in commerce and in hotels. Hotels employ large numbers of Indian waiters, but fewer Indian bar-stewards than formerly as special permits are now necessary.

Numbers of Indians, principally Tamils, are employed in factories, *e g.*, mattress factories. Moslem and Hindu parents are reluctant to allow their daughters to work, but there is not the same tradition amongst the Tamil people, and many Tamil girls have in the past been employed in clothing factories. Lately, due to difficulty in obtaining materials there has been slackness in this trade, and many Indian girls have consequently been discharged. They are reluctant to enter domestic service owing to accommodation difficulties, other openings are lacking, and great distress has ensued.

In the past many Indians, principally Moslems, have become shop assistants. However, because of slackness in trade at present, also as a result of the Group Areas Act, employment opportunities in commerce have become very limited and numbers of employees have been discharged. Existing Indian concerns are unwilling to expand and take on new employees until their position under the Group Areas Act has been clarified, and Indians are finding difficulty in obtaining trading licences to set up new businesses.

Like the Africans, most Indians have to travel long distances to reach their places of employment.

African Trade Unions

Following the annual conference of the South African Trades and Labour Council in April 1950, it was announced that provision for parallel organization of African trade unions was to be made within the framework of the Council. This decision altered a policy of about twenty years' standing whereunder African unions became members of the Council on an equal footing with European unions.

12. SCHOOL EDUCATION

General

A report dealing with "the myth of race," drawn up and revised by eminent scientists from nine countries, was issued by U.N.E.S.C.O. in July 1950. Some of the points made were:

- (a) The myth of race has created an enormous amount of human and social damage. It still prevents the normal development of millions of human beings and deprives civilization of the effective co-operation of productive minds . . . It would be better to drop the term "race" altogether and speak of ethnic groups.
- (b) Such differences as exist between different groups of mankind are due to factors such as isolation, drift and random fixation of the particles which control heredity (genes), and natural selection.
- (c) There are three principal ethnic divisions—Mongoloid, Negroid and Caucasoid. Given similar degrees of opportunity to realize their potentialities, the average achievement of the members of each group is about the same.

- (d) Intelligence tests do not make reliable differentiation possible between what is due to innate capacity and what is the result of environmental influences, training and education. Personality and character are "raceless." There is no reason for believing that any human group is richer than any other in these respects.
- (e) There is no definite evidence that there exist inborn differences in temperament between the human groups. Obviously individuals in all ethnic groups vary greatly among themselves in endowment.

This bears out fully the evidence on the same points given by the Institute to the Native Education Commission (R.R. 185/49).

Numbers at School

According to the article by Dr Peter Cook in the Institute's Handbook, and the 13th Report of the Social and Economic Planning Council, the position in 1946 was:

<i>Racial Group</i>	<i>Numbers attending State and State-aided Schools</i>	<i>Percentage of children of school-going age attending such schools at any one time</i>	<i>Percentage of pupils receiving post-primary education</i>
European	414,884	Approx. 100	17.5
Coloured	183,020	83	2.2
Asiatic	40,752	58	3.2
African	640,638	34	2.4

The number of schools (excluding private schools) for Non-Europeans in 1946 was:

	<i>Government schools</i>	<i>State-aided schools</i>
Coloured	186	977
Asiatic	46	123
African	232	4,335

Later information than this in respect of European, Coloured and Asiatic education is not available.

According to the Union Education Department, the number of Africans attending State and State-aided schools in 1949 was:

(a) Primary Schools

<i>Cape</i>	289,694
<i>Natal</i>	146,778
<i>Transvaal</i>	247,373
<i>O.F.S.</i>	47,967

TOTAL .. 758,812

(b) Secondary Schools

	<i>Cape</i>	<i>Natal</i>	<i>Tol.</i>	<i>O.F.S.</i>
Std. VII	4,841	4,354	4,153	476
Std. VIII	1,946	832	1,606	318
Std. IX	342	183	297	82
Std. X	201	107	121	42
TOTAL ..	7,330	5,476	6,177	918

COMBINED TOTAL .. 19,901

During March 1950, the Minister of Education, Arts and Science said in the Assembly that approximately sixty-six per cent. of Native children between the ages of seven and sixteen years did not attend school. Some 125,000 children who had applied for admission to primary schools in 1949 could not be admitted because of lack of accommodation.

Expenditure on Education of European, Coloured and Asiatic Children

The Director of the National Bureau of Educational and Social Research states that expenditure by the provincial administrations on education has been as follows for the years stated:

	1947/48	1948/49
European education	15,931,963	17,436,787
Coloured and Asiatic education ..	3,156,668	3,727,383

Expenditure on African Education

According to the Department of Native Affairs, the expenditure on African education during recent years has been as follows:

	<i>Grants to Provinces for general educa- tion</i>	<i>For School buildings</i>	<i>Other (Including School-Feeding)</i>	<i>Total</i>
1945/46	£2,213,924	£76,000	£589,640	£2,803,564
1946/47	£2,608,630	Nil†	£974,464	£3,583,094
1947/48	£3,633,611	£69,606	£986,055	£4,689,272
1948/49	£4,338,434	£207,447	£906,871	£5,452,752
1949/50	£4,887,689	£160,061	£640,181	£5,688,931
*1950/51	£5,041,910	£228,950	£738,590	£6,009,450

* Provision. Actual expenditure usually higher. Additional estimates considered.

† Money voted for previous years not spent owing to shortage of building materials and other difficulties. No new moneys voted.

There has thus been a steady increase; nevertheless, from many sources comes the complaint that the allocation is insufficient to provide even for normal expansion. The Department subsidizes classes run in premises which are deemed suitable; but many classes which have been approved

cannot yet be subsidized from available funds. The Minister said in the Assembly during March 1950 that provision for the salaries of 600 additional teachers would be necessary to meet the requirements of all approved classes. In many cases mission and other bodies or the Africans themselves pay the salaries of teachers and meet other expenses which are normally covered by the Department.

The Report of the Native Affairs Department for the year 1948/49 mentions the keen demand amongst Africans for all grades of education. The Chief Native Commissioners for the Northern Areas and the Cape Province pay tribute to Africans for the enterprise they have shown in themselves financing and opening schools in cases where the authorities and mission societies are unable to undertake further commitments.

According to the Social and Economic Planning Council, the cost per pupil in 1946 was £41 0s. 7d. for Europeans, £11 4s. 9d. for Coloured and Asiatic pupils, and £4 2s. 4d. for Africans. In the speech mentioned above the Minister said that the estimated cost per African pupil had risen to £5 10s. 4d. by 1948.

Education of Asiatic Children in Natal

Free secondary education for Asiatic children in Natal (in which province 80·7 per cent. of the Asiatic people of South Africa live) is being introduced progressively. The provincial authorities hope that by 1955 it will be possible to provide free education up to standard ten. At the beginning of 1950 education was free up to standard seven. There is still a shortage of schools and staff, however, thus not all those wishing to proceed to secondary schools can as yet be accommodated.

The Chief Inspector of Indian Education said in August 1950, that the Natal Provincial Administration was devoting £640,000 to Indian education, which meant that £15 a year was being spent on each of the province's 43,000 Indian school-children. When a Government-aided school was established, the Administration paid up to fifty per cent. of the building costs. He had been amazed at the sacrifice made by the poorer section of the Indian community to raise the remaining fifty per cent.

Education of Coloured Children in the Cape

As 89·9 per cent. of the Coloured people of South Africa live in the Cape (1946 census figure), information about the educational facilities provided for them in that province is of interest.

Education for children of all racial groups is free in the Cape up to the calendar year in which the pupil attains the age of fifteen. (In the other provinces education for Coloured children is free until the end of Std. X.)

At the end of 1948 there 1,108 educational institutions for Coloured students in the Cape, as follows:

9 teacher training schools	965 Mission primary schools
9 high schools	14 farm schools
8 secondary schools	33 part-time schools
65 Government primary schools	5 special schools

The average number on the rolls of these institutions during 1948 was 168,263 (about eighty-three per cent. of the children of school-going age). This represented an increase of 5,250 pupils over the previous year. 1,791 of the pupils were boarders. There were 4,900 teachers (all but 191 certificated), 210 of them being Europeans, 4,667 Coloured people, and the rest Africans.

Mother-tongue Education for European Children in the Transvaal

The Transvaal Language Ordinance of 1945 attempted to foster bilingualism by providing for the progressive introduction of the second official language as a medium of instruction in subjects other than that language. This principle was reversed by the Transvaal Education Act (Language) Amendment Ordinance of 1950. As a general rule, in future, the principal of the first school to which a pupil is admitted will decide in which language the child is more proficient. That language will be the medium of all instruction he receives throughout his school career (except for instruction in the second language itself). The principal's decision will be checked by an inspector, and the parents have the right to appeal to the Director of Education. Only when a child is found to be equally proficient in both languages will the parents have the right to choose the medium of instruction. If at any time a pupil becomes more proficient in the other language, the Director may decide that this has become his home language and accordingly should be his medium of instruction.

The second official language will be introduced as a subject of instruction in every class as soon as the Director considers this to be educationally sound. At first the home language will be used as the medium of instruction in the second language, but as soon as possible and in all secondary schools the second language will be used as the medium of instruction in that language. Pupils who obtain high enough marks in both languages in their final school examinations will be eligible for bursaries for further education.

Although schools will be divided on a language basis, there will still be provision for parallel-medium schools to cater for minority groups.

Teacher training colleges are to be bilingual. No unilingual teacher entering the service for the first time after the promulgation of the ordinance will be eligible for promotion or for salary increments until he has passed a test of proficiency in the second language. A special bonus will be paid to teachers on taking up permanent appointments if they are proficient in both languages.

Soon after this Language Amendment Ordinance was promulgated, certain of its provisions relating to private schools were challenged. Two groups of petitioners asked the Supreme Court for a declaration that it was lawful for a child whose home language was either English or Afrikaans, or neither English nor Afrikaans, to be educated at any Roman Catholic school in the Transvaal through the medium of English. In a majority judgment given during September 1950, the Ordinance, in so far as it purported to apply to private schools in the Transvaal, was declared *ultra vires* the Provincial Council. It was established that a Provincial Council cannot legislate to restrict or regulate the methods

employed in a private school, except in matters such as sanitation or public health which are unconnected with the Ordinance, nor can it limit the right of a parent to send his child to such a school, irrespective of its language medium.

The Judge who delivered the main judgment said that it was a grave interference with the normal rights a parent possessed to decide how his child was to be educated. So long as the parent provided the child with efficient instruction, there was no ground to imply the necessity for departmental intervention. The parent might share the views on the desirability of bilingualism set out in the preamble to the Ordinance, and yet legitimately hope to secure the same result for his child by a different method.

The Judge considered that it was unnecessary to express any opinion as to whether, on the above view, the Ordinance was still valid in regard to public schools in the Transvaal.

It is understood that the Transvaal Provincial Administration intends to appeal against this judgment.

School Feeding

School feeding is dealt with on pages 49 and 70.

13. PROFESSIONAL, TECHNICAL AND VOCATIONAL TRAINING

There have been few developments during the year.

Agricultural Training

The courses provided at Fort Cox are dealt with on page 41.

Pharmacists

The Institute continues to press for training of Non-Europeans as pharmacists. The position remains that the Pharmacy Board does not recognize apprenticeship training provided in hospital dispensaries or with wholesale chemists, and very few retail pharmacists are willing to accept Non-Europeans as apprentices.

Medical Practitioners

Four more Africans qualified as medical practitioners at the University of the Witwatersrand in 1950, making a total of some twenty-five since 1945.

Three new Government medical bursaries were made available to African students at this University in 1950, and it has been announced that three more will be available for those starting the second year of the course in 1951. It will be recalled that prior to 1949, five Government bursaries were provided each year. The African Medical Scholarships Trust Fund, sponsored by the students of the Witwatersrand University, was able to provide two bursaries during 1950, and the Ciskeian General Council and Johannesburg Municipality each made one available.

It is anticipated that instruction in the first year's work of the course will be provided by the Durban Medical School at Wentworth in 1951.

Dentists

No progress has been made with the establishment of training facilities for Non-European dentists. The Institute's recommendations to the Commission which investigated the training of medical students and other related matters are set out in memorandum R.R. 70/49.

The only institution in South Africa which at present provides a dental course is the University of the Witwatersrand. In April 1950, the Convocation of this University affirmed its support for the University's refusal to discriminate in the academic sphere against any individual on the grounds of race, creed or sex, and urged the Council and Senate of the University to uphold this principle in providing dental training in the new Dental Hospital then being built. Thereafter, the Council recorded, with reference to the provision of dental training for Non-European students, that up to the present there had not been any effective demand from Non-Europeans (*e.g.*, from candidates for the Government scholarships for African students, which are available for medical or dental studies) and the nature and amount of the dental services called for by Non-European patients had not provided the full range of experience required for the training of students on Non-European cases exclusively. In the new Dental Hospital building, provision had been made for every kind of dental treatment for Non-Europeans; and, if the number of attendances for each kind were to become adequate for training, and suitable trainees were to offer themselves in reasonable number, there would be no difficulty in principle, in so far as the Council itself was concerned.

Non-European Students at Technical Colleges

The Director of the National Bureau of Educational and Social Research has informed the Institute that in 1950 the following numbers of Non-European students were attending segregated classes:

<i>Technical College</i>	<i>Number of Students</i>			<i>Total</i>
	<i>African</i>	<i>Coloured</i>	<i>Asiatic</i>	
Cape, Cape Town	47	1,030	4	1,081
East London	433	—	—	433
Free State, Bloemfontein ..	220	—	—	220
M.L. Sultan, Durban	265	6	1,672	1,943
Natal, Durban	—	—	—	—
Pietermaritzburg	—	34	—	34
Port Elizabeth	—	—	—	—
Pretoria	201	—	—	201
Northern Cape, Kimberly ..	7	20	3	30
Witwatersrand	864	—	—	864
	2,037	1,090	1,679	4,806

Grants from National Advisory Council for Adult Education

Adult cultural organizations, whether European or Non-European, receiving grants from the National Advisory Council for Adult Education have, since May 1950, been obliged to undertake that they will not perform nor exhibit before mixed audiences of Europeans and Non-Europeans.

14. EVIDENCE TO COMMISSIONS

A. The Institute presented evidence to the following Commissions (the memoranda can be obtained from the Institute):

Native Education Commission

The Institute's representatives appeared before the Native Education Commission in December 1949 to give verbal evidence in support of the memorandum R.R. 185/49 which had been submitted earlier and which was summarized in our last Annual Report.

School Feeding Commission

The Government's decision to restrict the Native School Feeding scheme was mentioned in our last Annual Report, as was the Institute's rough calculation that as a result some 285,023 African children would probably be excluded from the scheme, whereas some 457,977 would continue to benefit. The Institute was very perturbed, and in September 1949 asked the Minister of Education, Arts and Science to receive a deputation. He replied that no useful purpose would be served by holding discussions at that stage, as a Commission of Enquiry was to be appointed to study the feeding of school children of all racial groups.

The appointment of the Commission was gazetted in January 1950. Shortly afterwards the Institute asked the Minister to include at least one woman in its personnel. He replied that it would have been impracticable to have included representatives of all interested departments and bodies. However, the desirability of obtaining evidence from women was fully realized by the Commission.

The Institute's memorandum (R.R. 78/50) was submitted in May, and its representatives appeared before the Commission in November. The Institute drew attention to the very serious degree of undernourishment and malnutrition which exists among children of all racial groups in South Africa and which must adversely affect education. It concluded that feeding schemes are necessary as a short-term measure side-by-side with a long-term policy designed to enable all parents to feed their children adequately. The most practicable first step in the institution of feeding schemes, in present circumstances, would appear to be the maintenance and expansion of the school feeding scheme, which should be a function of the education authorities. Suggestions were made for more effective feeding and financial control; and throughout its memorandum the Institute urged that the financing and administration of the scheme should be the same for all racial groups.

Reef Riots Commission

After the rioting which occurred along the Reef in February 1950, a Commission was appointed to investigate the causes. Representatives of the Institute attended all the sittings. The Institute urged, without success, that the personnel of the Commission should include at least one African.

The Institute submitted a memorandum (R.R. 23/50—2 sections) and presented verbal evidence. It pointed out that the African people generally are no longer willing to tolerate passively the administration of laws which are considered obnoxious. While condemning the use of violence, the Institute drew attention to the fact that the riots were symptomatic of a grave social situation. The chief causes, in the Institute's opinion, were:

- (a) Changes in administration without consultation with the Africans concerned or adequate explanation. The Institute drew attention to a constructive method of dealing with a situation of discontent, recently applied in a Reef town. The Advisory Board concerned had had various complaints against the Municipal Labour Exchange, and the Institute's Director was asked to investigate. He convened a meeting of representatives of the Municipality and the Africans, and after the complaints had been fully discussed, agreement on the steps to be taken was reached and the discontent was overcome.
- (b) The existence of the pass laws (recently more stringently applied) and the administration of them.
- (c) The liquor problem, of which kaffir beer brewing is only one aspect.
- (d) The attitude to Africans of junior officials and particularly of junior members of the police. Neither the police nor officials are responsible for the laws they have to administer, but they *are* responsible for the way in which they are administered.
- (e) Lack of a sense of security in the towns.
- (f) Bad and inadequate housing, which prevents the development of a stable family life and has its effect on the discipline of youth.
- (g) Poverty in the face of rising costs.
- (h) The lack of education facilities and employment opportunities for African youth.

The Institute drew attention to the frustration which exists among Advisory Board members. Not only have they no executive powers, but even their advice often goes unheeded. Men elected to the Boards naturally voice the resentment of the electorate of conditions deemed unsatisfactory; hence they tend to be dubbed agitators. While there are criminal elements in the African townships, a distinction must be drawn between such persons and the normal law-abiding African citizen.

The Commission's report was published at the end of June (U.G. 47/1950). The Commission agreed with most of the points in the Institute's evidence, for example that there is a widespread feeling of resentment against the police, that a cause of much resentment is indiscriminate raiding for passes and liquor, that adequate social, educational, and recreational facilities and housing are lacking, and that the administration of some African townships leaves much to be desired.

Points of disagreement were the degree to which communist propaganda was to blame for the riots, and the assumption that "tsotsism" can in part be accounted for by an unrealistic approach to education in the schools. The Institute considers that it is far more likely that juvenile delinquents come from the ranks of those who lack the opportunity of receiving education. It has often pointed out that it is a common fallacy to regard all those who plead for better opportunities for restricted or oppressed groups as propagandists of communism. (For definition of the difference between liberalism and communism see page 31).

The Commission was not in a position to mention an important fact in connection with the February Newclare riot—that is, that the man whose arrest precipitated the trouble was afterwards discharged by the Magistrate who tried his case.

The Institute is preparing a commentary on the Commission's report.

Inter-Departmental Committee of Enquiry on the Abuse of Dagga as a Habit-forming Drug

As the Institute had made no serious study of the dagga problem it decided not to present evidence to this Committee. At least one of the Joint Councils did so, however, and pointed out in its evidence that economic reforms, rather than legislative action, will help to counteract the evil.

B. The following Commissions and Committees have now reported:

Inter-departmental Committee on Production and Sale of Margarine

After receiving the Inter-departmental Committee's recommendations and the representations of interested individuals and bodies (including the Institute), the Minister introduced the Dairy Industry Control Amendment Bill, dealt with on page 48.

Broadcasting and Re-diffusion

It was stated in last year's report that the S.A.B.C. had asked the Department of Native Affairs to investigate the possibility of a rediffusion service for Africans, and that the Institute had submitted detailed memoranda on the subject to the Department. A special committee was set up to consider the matter, and finally tenders were invited. A tender was accepted in August, and (subject to the approval of Johannesburg Municipality) an experimental service will be started in Orlando Township during 1951.

Programmes will be supplied by the S.A.B.C. to a central amplification station, from where they will be distributed along wires to loudspeakers in the homes of listeners. These loudspeakers will be leased at 5s. per month, and can be plugged in to the circuit when the listener so desires.

If the Orlando experiment is successful and the demand reaches expectations, the service will be extended to other African townships, subject to the approval of the municipalities concerned.

Asiatic Land Tenure

Extracts from the Joint Report of the Asiatic Land Tenure Laws Amendment Committee and the Land Tenure Act Amendments Committee were published as U.G. 49/1950. The report was very largely adopted as the basis of the Group Areas Act. As was mentioned in our last Annual Report, the Institute did not give evidence as it appeared that the Committees were concerned merely with the tightening up of laws against Indians, and not with measures for dealing adequately with the present position.

Departmental Committee of Enquiry into the Training and Employment of Social Workers

This Committee's report was published as U.G. 13/50. The Institute's evidence to the Committee was issued as R.R. 133/48. The Committee drew attention to the acute shortage of trained social workers, more especially European men and Non-Europeans. The two main reasons for this shortage, it was considered, were the fact that salaries (especially for Non-Europeans) are inadequate, and secondly the absence of a recognized professional status for social work. Prerequisites for the latter are the organization of social workers on a national basis and the institution, initially on a voluntary basis, of registers of trained social workers and of experienced but unqualified workers. Bursary schemes are needed to assist trainees.

The Committee considered that social work in rural European and Non-European farming areas, should be intensified. Heads of institutions and subordinate staff members whose work brings them into daily contact with inmates should be qualified.

The Committee pointed out that only about forty Non-European workers are being trained per year, some seven of these at universities. University facilities should continue to be made available. In addition, further training institutions of a non-university standard are required. The authorities of the Jan Hofmeyr School of Social Work should be asked to expand the training facilities provided there, a larger subsidy being paid for the purpose. A second training centre should be established, preferably at Fort Hare. The extension to other predominantly Native areas of the principle of the Mears' School for the training of home welfare officers was recommended.

Inter-Departmental Committee on Non-European Deviate Children

The report of this Committee, before which the Institute had given evidence (R.R. 127/47), was published in roneoed form in June 1950. The Committee drew attention to the extreme inadequacy of statistics in regard to Non-European deviate children. It was deeply impressed by the necessity of an investigation into the factors which lie at the root of deviance among Non-European children, with a view to applying preventive measures.

Facilities for Non-European deviate children were highly inadequate, and provision for some types of deviates—*e.g.*, mental defectives—was totally lacking. A child must satisfy medical men that he is actually blind,

deaf, or suffering from some other physical defect, before attempts are made to do something for him. If no facilities can be found for the treatment and care of such a child, he must wait until he passes the age limit in order to qualify as an adult and lay claim to State support. Behavioural deviates must come into conflict with society before they can be sent to an institution where it is possible to give them vocational training.

Because of the lack of adequate educational facilities, including school medical services, for normal Non-European children, the Committee considered that at this stage it was not in a position to recommend a comprehensive programme of special education. As facilities are provided, however, priority should be granted to deviates who are totally incompetent to fend for themselves, also those who are a danger to society through misbehaviour. In view of differences in culture, the different racial groups should be accommodated in separate institutions. The mother-tongue should be the medium for all special education.

Other deviates will for the present have to be educated in the best manner possible in ordinary schools. Therefore, Non-European teachers' training colleges should provide short, intensive vacation courses in the methods used in the education of deviates, successful candidates receiving recognition for this additional qualification.

The African group does not yet fully realize the gravity of deviation among their children, consequently the initiative in the education and rehabilitation of African deviates still rests mainly with Europeans. Africans should be integrated into the educational scheme and the control of institutions for their own deviates, and in this way a sound public opinion could be built-up.

Commission of Enquiry into the Training of Medical Students and Other Related Matters

The Institute submitted evidence to this Commission during 1949 (R.R. 70/49). The Commission's report was issued in roneoed form. It did not touch on the need for increased numbers of Non-European doctors and for the establishment of training facilities for Non-European dentists—points which the Institute had stressed in its evidence—but confined itself to the technical aspects of training doctors, dentists, and auxiliary medical personnel (See also page 68).

C. The reports of the following Commissions have not yet been published:

Industrial Legislation Commission (See R.R. 32/49).

Native Education Commission (See R. R. 185/49).

School Feeding Commission (See R. R. 78/50).

Commission on Conditions of Employment in the Gold Mining Industry (See R.R. 117/49).

15. RESEARCH AND INVESTIGATION

Before dealing with research and investigation conducted by the Institute during the year, attention must be drawn to the 13th Report of the Social and Economic Planning Council (U.G. 53/1948), which was released to the public recently, and to which reference has several times been made in the foregoing pages. This significant report deals very comprehensively with the economic and social conditions of the racial groups in South Africa.

General Remarks

It was mentioned in our last Annual Report that the Institute was anxious that a large-scale survey of racial patterns in the Union, on the lines of Professor Gunnar Myrdal's survey in America published as *An American Dilemma*, should be undertaken. For this, the co-operation of the Government and its departments would be necessary. An outline scheme was therefore submitted to the Minister of Native Affairs. Unfortunately, the Government was not prepared for the time being to approve such a scheme, on the grounds that a new policy with regard to Non-Europeans had been announced which had become the subject of considerable controversy, and under these circumstances it would be better to wait until there had been an opportunity of objectively judging of the effects of the new policy.

It is still hoped to set up a study department of the Institute, which would initially concentrate on problems in industry. The possibilities of obtaining financial assistance from overseas sources are being explored.

Research Fellowship

The Research Fellowship generously made available to the Institute by the Rhodes Trust has been awarded to Mr Gilbert S. Budaza, M.A., for a period of two years. He is working in Port Elizabeth, under the direction of Professor J. Irving of Rhodes University, collecting data on adaptation and resistance to urbanization of urban Africans.

Cost of Living for Africans

Figures showing the average family income and estimated essential minimum expenditure of African families on the Reef and in Vereeniging and Pretoria, produced by the Institute in 1944 for the Bus Services Commission, have been extensively used. Although they are out of date, no such large-scale survey has since been conducted. The Department of Census and Statistics issues monthly weighted average figures covering food, fuel, light, rent and sundries for the nine major urban areas (see page 49) but these figures are of little use in calculating the rise in the cost of living for Africans, firstly because the items included in the budget apply to middle-class European families, and secondly because Africans, earning less, are forced to spend a larger proportion of their income on the essentials of living. As the highest rises in prices during recent years have been in respect of food, clothing and footwear, it is likely that the essential minimum expenditure of African families has risen proportionately more than it has for European families.

The Institute has been very anxious to obtain up-to-date information in this matter, and Miss Ethel Wix, B.A. (Hons.) London, has kindly undertaken to conduct the investigation on the Institute's behalf.

Careers for Africans

Under the direction of the Institute, Miss Shirley Rostowsky, B.A. (Hons.) Rand, is making a complete survey of training facilities available and careers open to Africans in professions and skilled and semi-skilled trades.

Literacy

For this year's work see page 79.

Tongaland

As was mentioned in last year's report, Dr Ernst Jokl put forward the suggestion that the Institute should promote a scheme for the regional development of some area in the Native territories. He considered that the Institute should and could take the initiative in investigating the feasibility of such a project.

The Institute decided to make a preliminary survey of the human and material resources of Tongaland in order to ascertain whether a development scheme would be feasible there. During the year this preliminary survey was completed and information was collected on similar projects in other parts of the world. Copies of the survey were sent to the Secretary for Native Affairs and the Natural Resources Development Council. The Secretary of this Council asked for additional copies so that each member might have one. He sent us memoranda from which it is apparent that the Council, having itself made a preliminary survey of the area, was impressed with the possibilities of sugar-growing under irrigation in Tongaland, but considered that, although full data should be collected, the similar scheme (for European settlers) at Pongola in the south-east corner of the Transvaal should be developed first so that experience might be gained. The Council stressed the need for a port in Northern Zululand. Not all of Tongaland has been set aside for the exclusive use of Africans: there are relatively small European farming areas along the Pongola River, also large tracts of Crown land. In its reply to the Council the Institute pointed out its anxiety that any development scheme in Tongaland should be established primarily for the benefit of Africans.

High Commission Territories

In view of present interest in the High Commission Territories, the Institute decided to collect up-to-date information on present conditions in these territories, how far they and the Union are inter-dependent, the status of African residents, and plans for development. A series of three articles, incorporating this information, will shortly be published in the Institute's Journal. Mr Douglas Pott prepared one of the articles and Mr Bruce Couperthwaite and Mr L. Malamet gave valuable assistance with the others.

Zululand

For purposes of comparison, the Institute is also collecting as much information as possible about specific Native rural areas in the Union. A survey of conditions in Zululand is being made for a start.

Non-European Consumer Co-operatives

The Institute's head office is frequently consulted by students who are anxious to conduct investigations during University vacations. At the Institute's suggestion two students, Mr A. B. Dickman and Mr C. H. Feinstein, made a survey of Non-European Consumer Co-operatives in the Witwatersrand and Pretoria.

Mission Hospital Services

It was mentioned in last year's report that a group of students was making a survey of mission hospital services in the Transvaal. They subsequently decided to broaden the scope of their enquiries to include the other Provinces too. The survey is now practically complete.

Price of Maize

The recent increase in the price of maize has naturally been of much concern to Africans, leading, as it has, to a considerable rise in their cost of living. On behalf of the Institute, Mr P. D. Santilano is making an analysis of the cost of maize production.

Further Items

Work on other projects which were mentioned in last year's report is still in progress.

16. INSTITUTE ORGANIZATION

Owing to the very great demands which have been made on Institute officials and staff in dealing with current events and situations, and also due to the Director's absence overseas for part of the period under review, further specialization has proved impossible. Funds have not been available for research; although a number of *ad hoc* investigations have been undertaken.

The Director has spent six months touring Britain and the United States, visiting bodies with aims similar to those of the Institute, and studying inter-racial patterns. During his absence, Mr F. J. van Wyk has been Acting Director.

Before proceeding overseas, Mrs Whyte, the Institute's Adult Education Officer, completed the work which is outlined on page 79. While overseas studying the work of U.N.E.S.C.O. in promoting fundamental on in other countries. During her absence her staff have been chiefly in field work—training teachers in the Institute's literacy classes, helping them to start experimental classes to test out courses, and continuing existing experimental classes.

Oliver Walker, the Institute's Editor and Publicity Officer, accepted a new post with *The Star* during March. Mr Glanville de Sueur, pre-

vously of the State Information Office, was appointed Editor and Publicity Officer as from 1st May, 1950.

In 1948, the United Christian Missionary Society of America seconded Mr Basil Holt for a time to the Institute, and he has done very valuable work as Field Officer. The Society now wishes him to resume work on their behalf, and his secondment is thus being terminated. The Institute is most grateful to the Missionary Society and to Mr Holt.

Through the generosity of the Bantu Welfare Trust their Assistant Secretary, Mr W. B. Ngakane, carries out the duties of the Institute's African Field Officer and has been of very great assistance.

Senior members of staff, as well as the typing staff, continue to be kept extremely busy in dealing with an ever-growing volume of correspondence. But for the assistance of numerous voluntary workers, head office staff would have had to be increased substantially. In addition, senior members of staff have been consulted on a wide variety of matters, and have assisted visitors from overseas with introductions and information and material.

Owing to the expansion of University activities, the Institute Adult Education Section has had to move from the Witwatersrand University premises to temporary accommodation at 10a Ameshoff Street, Braamfontein, Johannesburg. The University has very kindly made accommodation available for the Institute library in the basement of its library block. The Institute is considering erecting its own building, either on a site the University has offered, or on a site near the University which belongs to the Auden Race Relations Trust.

Slight alterations have been made to the procedure for Institute Council and Executive Committee elections. In future, a notice inviting nominations for election to the Council, together with a nomination paper, will be placed in *Race Relations News*. A later number of the *News* will contain a list of those nominated and a voting paper. The Executive Committee will in future be made up of seven members from the Southern Transvaal, three from the Northern Transvaal, six from the Cape Western region, three from the Eastern Cape, four from Natal, one from the Orange Free State, one from the Rhodesias, and one representing other African territories and overseas countries. Nomination and election of members of the Executive Committee is carried out by Council members resident in the region concerned.

Regional Committees are formed in areas in which Regional Representatives have been appointed. The nucleus of such a committee is composed of the Regional Representative and members of the Council and Executive Committee resident in the area.

The regional office in Cape Town continues at 18 Orange Street. Mrs N. Greshoff is at present acting as Regional Secretary. The Durban office is at 11 and 12 Colonization Chambers, West Street. The Southern Transvaal region for a time occupied offices provided rent-free by the S.A. Corps of Signals, but has now moved to rent-free premises offered by the United Building Society at 14 Asher's Buildings, Joubert Street, Johannesburg. Our sincere thanks go to these bodies for their generosity. Arrangements in regard to the appointment of a Regional Organizer in

the Cape Eastern Region have not yet been finalized. The Institute has for the time being abandoned the idea of opening regional offices in Southern Rhodesia. Full liaison is being maintained with the Southern Rhodesian Federation of African Welfare Societies, and Mr P. Ibbotson, Organizing Secretary of the Federation, is a member of the Institute's Executive Committee. The appointment of an Institute correspondent in Southern Rhodesia is under consideration. Mr J. D. Lardner Burke agreed to become the Institute's correspondent in South-West Africa, and Mr Alan Neville will shortly become our correspondent in Tanganyika.

Thirty-three Joint Councils are at present functioning in different parts of South Africa. A Joint Council Conference was held during July 1950. Reports on the work of Joint Councils and Study Circles appear on pages 102 and 103. The Institution has appointed a standing committee to assist Joint Councils and to help co-ordinate their work.

The Institute was represented at the first Annual Conference of the South African Bureau of Racial Affairs, and free exchange of publications is being made.

17. ADULT EDUCATION

A lengthy report (R.R. Literacy Report 50/50) for the period April 1949 to March 1950, which is the financial year for this section, is available for those wishing detailed information. It gives a full picture of the principles underlying the approach, teaching methods, organization of classes, etc.

Literacy Courses

The seven vernacular literacy courses, Xhosa, Zulu, Sotho, Tswana, Pedi, Tsonga and Venda, have been tested and finally revised. Special pictures to accompany the revised versions have been prepared, and text and pictures have been roneoed for immediate use and are now ready for printing. The English literacy course has been re-drafted and tested, and the draft is now ready for final editing before being printed. The English and Afrikaans vocabulary courses are being tested in draft form, but some of the pictures are not yet satisfactory. The Afrikaans literacy course requires further re-drafting and re-illustration under expert guidance.

Other Courses

Four draft courses in arithmetic have been roneoed, and are now being tested. It will take some considerable time to subject these courses to the rigorous testing they require.

Two courses in Fanakalo have been prepared for use with tropical mineworkers. The one is functional, consisting of twenty-two pictures, and teaches Fanakalo in terms of the actual work the men do. The other is a literacy course which enables illiterate "tropicals" to learn to read notices in Fanakalo and takes them half-way to literacy in the extra-Union vernaculars. Outline plans for other courses in geography, hygiene and citizenship have been drafted but cannot be proceeded with until all the literacy courses have been finalized and printed.

Printing

The Zulu literacy course is, at the time of writing, in the Press. A loan was obtained to finance publication, which is on a non-profit basis. Negotiations for the printing of the other six vernacular courses are taking place with publishers. It is hoped that the publishers will agree to subsidize teacher-training as part of the total scheme.

Follow-up Material

It has been clear from the very conception of our literacy work, that making a person literate is not enough. Mastering the mechanics of reading and writing is only the initial step in a total process which should lead to the incorporation of reading and writing as part of living. The provision of follow-up material for those who have completed the literacy courses is accordingly a pressing need if the full benefits of literacy are to be achieved. Follow-up material must, by its entertaining and exciting nature, be such as to encourage and stimulate the desire to read. Only later should attempts be made to introduce what is generally known as "educational" reading.

Collections of short stories, each one illustrated, to make up about twenty-five pages of clear type are being made for each vernacular. Brief notes for teachers so that each story will be supported by an oral and written comprehension lesson are being completed.

The A.B. Adult Readers, Books I and II (E. R. Roux and L. D. Lerner) are being used as follow-up material for the English courses, supplemented by teachers' instructions and homework schedules drawn up by this Section. In general, existing material in English and Afrikaans is, as far as possible, being used but it is clear that here, as also in the case of the vernaculars, there is need for material to be specially written. It is hoped that there will be a response to this need and that, in especial, African authors will feel encouraged to write and that folklore will be preserved.

Teaching and Teacher-Training

Both methods of teaching and of training teachers have now been fully tested and well-established. Work over the period under review has again demonstrated that success is assured if these methods are scrupulously followed. The only units where the system has not been successful were those where our material was incorrectly used and where our trainers did not revisit.

Materials and methods do not lend themselves to uncontrolled conditions, that is, they are not generally suitable for "each one, teach one." They can be integrated into any departmental education scheme for adults: they can be used by voluntary bodies: they can be used by institutions. But the role of the teacher, while not dominant, is essential.

To train an individual fully, which means that he is then a trainer and capable of training others, require three months at head office. Individuals can be trained at head office over six two-hour sessions to teach specific courses. It has, however, been found most satisfactory to conduct these training sessions on the teacher's home ground by the Institute's staff

trainers. The trainers see them started on teaching classes and revisit to ensure that the required standard is obtained. This method has been generally followed.

A large number of teachers have been trained for work, *inter alia*, in Pietersburg, Queenstown, Zwelitsha, Evaton, Graaff Reinet, De Beers' Compounds, Frankfort, Balgowan, Durban, Germiston, Retreat, Ohlanga, Inanda, Polela and a number of mine compounds on the Witwatersrand.

Classes

There has been a great increase in the number of literacy classes initiated, either directly or indirectly, by this Section. With existing staff it is quite impossible to keep in contact with all the classes, once they have been satisfactorily established.

Literacy classes are now functioning in more than twenty different centres, with multiple classes in a number of centres. More than twenty requests for training have had to be refused either because of transport difficulties or because it was not possible for the two trainers on the staff to take on more work.

It must be stressed that the Institute itself does not sponsor classes. The funds at its disposal, earmarked for research or special projects, do not permit of the Institute's accepting this responsibility. What the Institute does is to help sponsors train teachers and initiate classes on funds provided by the sponsors, who, on their part, accept responsibility for organizing, administering and financing classes.

The experimental classes started at Daggafontein mines and in three compounds at De Beers' mines in Kimberley proved very successful. Recently work has been started and is proceeding well at Crown Mines. Some thirty mabalans at various mines have been trained, as also workers at De Beers. In all cases the understanding and co-operation of the mine managements have been of vital assistance.

Thanks

As in the past, so this year again, the Institute finds it impossible individually to name all those who have so generously given their support, time and interest to the courses and to initiate and conduct classes. Europeans and Africans, experts and laymen have put in many hours of exacting work. In the roneod report we record our thanks individually. Here we are only able to express our thanks in general.

For financial support we thank, in the first place, the Union Education Department for a grant of £2,000, which was earmarked for research. A grant from the Anglo-American Corporation made special projects possible. Grants from De Beers' and the Anglo-American Corporation have been made for further projects in the current year. The bursaries again made available by the National War Memorial Health Foundation enabled the staff trainers to train teachers and revisit classes in all parts of the Union. Witwatersrand N.U.S.A.S. has sponsored the running of classes at the Evaton Health Centre under the enthusiastic supervision of the Superintendent. Without this financial support the work could not have been carried out.

The Institute records its appreciation to the African trainers, whose role is crucial in the work, and to Miss Naomi Elkin for continuing to give untiring voluntary secretarial services.

18. PUBLICATIONS AND PUBLICITY

General

The general policy, inaugurated in the previous year, of producing fewer pamphlets but gauging market demand and topical interest more accurately has been followed during the year under review. Sales of pamphlets have remained constant.

Our hopes for improving distribution by sales effected through the S.A.R. and H. bookstalls have not materialized, the Institute publications not having enjoyed good sales through this medium.

Publications

Handbook: Over 2,000 copies of the *Handbook on Race Relations in South Africa* have been sold, and the Handbook has been enthusiastically reviewed both in this country and overseas.

New Africa Pamphlets: "The Cape Coloured Franchise" by L. M. Thompson appeared during the year, and found a good response in view of public interest in the question.

Other Pamphlets: "Native School Feeding" by Quintin Whyte has had a good reception, as also "The Future of Industry in South Africa" by Harry Oppenheimer. "The Durban Riots and After" by Maurice Webb and Kenneth Kirkwood was reprinted from the Journal, and is practically sold out. An abbreviated version of Dr Lewis Hertslet's pamphlet "To Guide Those in Towns," has been translated into seven vernaculars by the Native Affairs Department and will be published shortly.

The 1950 Hoernlé Lecture "We Come of Age," delivered by Senator Dr the Hon. Edgar H. Brookes, has sold very well.

Hand-out publicity material included a four-page leaflet "Let Them Play" on the same lines as "Let Them Read and Write" and "Let Them Work," and three other two-page leaflets, one in colour.

The Afrikaans pamphlets have not sold readily, perhaps because of delay in translation.

Regular Publications

Race Relations News: A new cover design was drawn, free of charge, by a professional lay-out man, and a printing consultant gave advice with regard to the choice of a more pleasing type-face. The Leader Digest, hitherto issued in ronoed form, was incorporated in the *News*, so that it is now available to a greater number of readers. For the sake of greater coherence the material is sub-divided according to subjects, and arranged to correspond with news items and Institute action and statements. The general response to these changes seems to be favourable, though it is realized that the better-informed member has probably read this same material in its original form. Many members, however, are not

able to read the Afrikaans press, so that they may appreciate the digest of Afrikaans comment.

The *News* now consists of sixteen pages. Printing is at present being done by Messrs Grocott and Tapp, of Johannesburg, and this makes close supervision possible. The desirability of this close contact is a point which deserves emphasis.

Race Relations Journal: Numbers 1 and 2 of 1950 were combined and appeared in June. In order to appeal to a larger public, it was decided by the Executive Committee that the Journal should in future contain short specially-written articles; that items such as book reviews, instead of appearing in the *News*, should be published in the Journal; that the Journal should be expanded to contain some of the material hitherto published in pamphlet form, and that it should be given a distinctive name. However, no suitable title has yet been evolved, so the old one is still being used, with the simple addition of the word "Journal". These changes, it was thought, would give greater appeal and interest to the Journal, which it is felt should be the main organ of the Institute and its chief contact with the membership. An experimental publication with a new format, which goes part of the way towards such a journal, is being issued. The technical advice of experts will be available to the Institute. Printing is still being done by Moriya Printing Works, in Basutoland.

Press Bulletin: The Press Bulletin, which is sent to a number of country newspapers all over Southern Africa and abroad, consists of reprints of Institute statements and other news items appearing in the *News*.

Publicity

In order to have an accurate evaluation of the effectiveness or otherwise of the Institute's publicity work, the services of a cutting office were obtained. This office sent cuttings from all newspapers served, so that it could be seen at a glance which papers were making use of the Institute's services.

The meetings of the Council in January 1950 received very extensive Press coverage, both in English and Afrikaans newspapers. The Institute records its appreciation to the Press.

Further publicity was given to the Institute by the production in Johannesburg of "King Oedipus," which was produced by Taubie Kushlick in aid of Institute funds, in the University Great Hall. Madame Lili Kraus gave a concert in Cape Town which, apart from being a great financial success, brought the Institute's name before the public. The Press has given prominence to statements issued by the Institute on such topical matters as riots.

Articles on current topics have been written from time to time and sent to the Press in Southern Africa and overseas.

Photographs: To secure illustrations economically, and to be able to supply the Press and foreign visitors with interesting pictures, for which the Institute could expect acknowledgement, it was thought we should have our own collection of pictures. Photographs by professional photographers are usually copyrighted by them, and the use to which their

pictures may be put is considerably restricted. Arrangements have accordingly been made with two photographers to take pictures for sale to the Institute, including negative and copyright. An appeal has also been made to members to supply their own pictures to enrich the Institute's collection. The importance of photographic publicity to-day needs no emphasis.

Addresses: Talks on the work of the Institute have been given to various groups.

Advertising: Advertising is becoming more difficult. Business firms are less inclined to donate advertisements, and various attempts are being made in order to encourage advertisers.

Memoranda

The following memoranda were issued during the year, and are obtainable from the Institute:

- 207/49 Union Government's Native Housing Policy.
- 230/49 Production and Sale of Margarine.
- 234/49 Legal Position of the Cape Coloured People.
 - 4/50 National Registration.
 - 6/50 Indians—Past and Present.
 - 8/50 National Registration in other Countries.
 - 12/50 History of the Cape Coloured Franchise.
 - 16/50 Present and Future of Coloured Political Franchise.
 - 17/50 Africans: Present and Future Political Representation.
 - 20/50 Findings of Council Meeting, January 1949.
 - 21/50 Future of Industry in South Africa.
 - 23/50 Evidence to the Commission of Enquiry into Violence by Natives at Newlands, Krugersdorp and Randfontein.
- 32/50 Comments on Native Buildings Workers' Bill.
- 36/50 Record of Interview with the Minister of Labour on the Native Building Workers' Bill.
- 45/50 Population Registration Bill.
- 67/50 Analysis of the Group Areas Bill.
- 78/50 Evidence submitted to Commission of Enquiry into Feeding of School Children.
- 84/50 Decisions and Recommendations made by the Institute over the past ten years.
 - 91/50 Native African Housing.
 - 92/50 Local Aspects of Joint Council Policy.
 - 95/50 Status of the African Township Resident.
 - 98/50 Employment of Africans in Administrative Posts.
- 100/50 Financing of Social Services.
- 103/50 Correspondence with the Prime Minister on the deterioration of race relations.
- 109/50 Duty of the European towards the Non-European.
- 114/50 Employment of Non-Europeans in Johannesburg.
- 119/50 Labour Conditions in Johannesburg.
- 129/50 Minimum Constructive Programme for African Development.

The Institute continues to enjoy the voluntary services of Miss Pat Elkin, which are much appreciated.

19. REPORT ON THE REFERENCE LIBRARY

Accessions

Regular journals have continued to form the bulk of our accessions. Most of these are received by arrangement for exchange with either the *Race Relations Journal* or *The Race Relations News*. No addition to the collection of regular journals has been made.

The library has collected occasional pamphlets, reports and other literature of interest during the year under review. An accession to the library of particular interest is the complete verbatim evidence submitted to the Native Laws Commission of 1947. This valuable material was received through the kindness of Mr H. S. Welsh, a member of the Commission. Pamphlets, surveys and reports of the Colonial Office are still received from the United Kingdom Information Office.

Routine

Routine work has continued normally, except for a regrettable, but unavoidable, irregularity in the issuing of the library bulletin. Cataloguing and classification of material still occupy most of the librarian's time. The press cuttings collection from the main Union daily newspapers is still maintained. It is of great use to persons requiring information and varying opinions on controversial subjects. These cuttings are helpful to the library in its work as an Information Bureau.

Use of Library

Loans during the year have numbered 1,615. The majority of our borrowers are students of the University of the Witwatersrand. The next biggest number of borrowers is of people who ask for material for information by post. The majority of these are Africans. There is also a large group of borrowers who do not take material out but consult it in the library. Most of these are again University students.

The library, as an Information Bureau, receives requests for information, statistics or literature which will be helpful in the study of a particular subject. Bibliographies have had to be compiled for some of these requests. One such bibliography was made at the request of the Head of the Department of Social Science, United Nations Organization, Lake Success, and this was said to have been very helpful indeed.

Many such requests are received daily and any one of these may mean a day or so of searching and inquiry for information from various sources.

Accommodation

The library has moved from the east-wing basement of the Main Block of the University, a room it had occupied since November 1945. Since the end of August 1950, through the kindness of Dr H. R. Raikes, the Principal of the University of the Witwatersrand, the library has been housed in Room 75 in the basement of the Main Library of the University. This is a much bigger room, and it will now be possible for a number of borrowers to sit down and consult reference material which cannot be

lent out. This arrangement is particularly favourable because it will ensure intimate and continual contact between the Institute Library and the University Library.

Books

Although the material of the reference library is unique, the library does not completely satisfy the requirements of research workers or students as it has a negligible number of books. It is therefore essential that a select collection of books on race relations, labour, economic subjects, etc., be included within the scope of the library.

Co-operation

Helpful co-operation between the Institute Library and the University of the Witwatersrand Library, South African Institute of Medical Research Library, Johannesburg Public Library, United Kingdom Information Office, United States Information Office, the *Star* and the *Rand Daily Mail* has been maintained and appreciated.

Thanks

Thanks are due to Miss. C. Hartmann, Acting Librarian of the University Library and to the University Library staff for their help and co-operation during the transfer of the Institute Library from the Main Block to the Main Library of the University, to Mr Julius Lewin for the Trusteeship Council Reports and other valuable literature, and to the Director of the United Kingdom Information Office for literature on the colonies.

20. FIELD OFFICERS' REPORTS

1 The Rev. B. Holt.

It is reported on page 78 that the Rev. B. Holt, who for the past two years has been seconded to the Institute as Field Officer, has now been recalled to resume work for the United Christian Missionary Society. The Institute is extremely grateful to Mr Holt for the very useful work he has done, and to his Society for seconding him to us.

International Club, Johannesburg

It will be recalled that, early in 1949, Mr Holt and Mr Darrell Randall (who for a time was seconded to the Institute by the American Methodist Episcopal Church) took the initiative, on the Institute's behalf, in starting an International Club in Johannesburg. The club soon became independent of the Institute, but Mr Holt continued as Chairman until October 1950.

The Club has been much used during the past year, especially by Africans, for lunches and teas. Evening events have not been as well patronized. Europeans have given financial help but not as much active support as had been hoped. Unfortunately the Club is now working under grave financial difficulties, and its position is being reconsidered.

Summer School

The Field Officer ran a most successful Summer School on race relations from the 23rd to 28th January, 1950, in Cape Town. The University of Cape Town very generously provided accommodation.

Special addresses were given by Dr A. W. Hoernlé, Mr J. D. Rheinallt Jones, Dr Thelma Gutsche, Prof. G. B. A. Gerdner, the Most Rev. G. H. Clayton, Archbishop of Cape Town, Dr I. D. du Plessis and Mr Leo Marquard. Study groups were led by the Rev. C. Savage, Mr G. J. Golding, Dr O. D. Wollheim, Dr H. Gluckman, M.P., Professor W. H. Hutt, Miss J. Ernstzen, Mr O. P. F. Horwood, Dr Aitken, Miss E. C. Rowland, Mr J. R. Rathebe, Mr R. E. van der Ross, Mrs B. Helm, and representatives of the Native Affairs Department and South African Railways.

The Institute is very grateful to the University of Cape Town and the Municipality for the generous assistance given, to the Mayor of Cape Town and other prominent people who took the chair at various sessions of the School, and to the Eoan Group and the Malay Choir for providing evening entertainments.

2. Mr W. B. Ngakane.

Mr Ngakane reports as follows:

The year under review has taxed our resourcefulness and ingenuity. In the field of race relations, the situation has been anything but reassuring. The Non-European leaders have largely followed a policy of non-co-operation and there has been less of the reciprocity that has marked the relations of the Institute and the Non-European organizations in the past. The stalemate between the Government and the members of the Native Representative Council has not been resolved. A series of clashes have occurred between the police and the African residents of Randfontein location, Krugersdorp, Western Native Township, and Newclare. Great tact has thus become extremely necessary in meeting the new situation generally and the need for liaison has been emphasized more than ever before.

It is encouraging, however, to be able to report that, notwithstanding the increasing racial tension, it has been possible to assist a number of African organizations with advice, and that our services have been welcomed. It is necessary, however, to point out that with the increasing hold of nationalism on the imagination of African youth, it is bound to become increasingly difficult to secure their co-operation.

Contact with African leaders and African organizations has been maintained and it has thus been possible to keep the Institute informed about the trends of African thought. This, however, cannot be said of the Coloured and Indian organizations with whom it has been impossible to find points of contact partly because of differences amongst themselves, and partly because of a general disinclination to co-operate with bodies which include European members. It seems that the possibility of appointing representatives of these two racial groups to the staff of the Institute might well be considered.

During the sittings of the Government Commission appointed to investigate the causes of the riots, the Institute assisted the Advisory Boards of the Townships concerned by helping them to obtain the services of lawyers who could cross-question witnesses and in this way bring out the long-standing grievances and underlying causes of the riots. It also arranged meetings of the African leaders with the Institute officials and made it possible for their grievances and views to be incorporated in the Institute's memorandum presented to the Commission.

We also carried out investigations into the families that were involved in the May Day shootings and made representations on behalf of the thirty-three clerks who were discharged from the finger-print section of the Native Affairs Department.

In addition to the field work done during the year, much time was taken up by case work, involving personal interviews and correspondence on various matters from persons seeking advice and assistance.

The Institute has continued to take an interest in the formation of African study circles, but, as is the case with Joint Councils, the main difficulty has been to keep alive those which have been started. As new study circles are started, there is a tendency for old ones to languish and die through lack of leadership and a sustaining activity. There are at present five African study circles at Krugersdorp, Roodepoort, Western Native Township, Orlando and Evaton.

(See page 102 for the work of Joint Councils.)

21. REGIONAL REPORTS

Western Cape

1. Mrs W. F. Grant has been Chairman of the Cape Regional Committee this year. His Grace, the Archbishop of Cape Town, Dr G. H. Clayton and Professor B. Beinart have joined the Regional Committee; resignations were received from Sir de Villiers Graaff, M.P. and Mr A. Balsillie who found that their duties prevented them from attending meetings, and from Father Runge who has left Cape Town.

2. During the Session Regional members gave much of their time to studying and drawing up memoranda on various Bills before Parliament.

Group Areas Bill

A statement on the Group Areas Bill, drawn up by the Director and members of the Cape Western Regional Committee, was released to the Press. The Institute criticized the fact that people most affected by this Bill had been given no opportunity of making known their attitude. It was felt that no attempt had been made to ensure equitable division of residential areas and that should the Bill become law, the present disproportionate distribution of land and housing between the areas would become stabilized.

It was pointed out that the Bill placed no obligation on public bodies to provide housing for people evicted from their homes. No provision was made for compensation for those who would suffer financial loss should the Bill become law. The Bill concentrated almost exclusively on the

restrictive aspects of segregation and could not but have a deteriorating effect on race relations.

A more detailed analysis of the Bill, made by a member of the Cape Western Regional Committee and approved by the Committee and the General Purposes Committee, was sent to M.P.s, selected Senators and to interested individuals or organizations. The results were very gratifying in that several individuals and organizations asked for the analysis and made good use of it.

Population Registration Bill

A memorandum on the Population Registration Bill was sent to M.P.s and to certain Senators. It was pointed out that the main purpose of the Bill was to assist the Government in putting *apartheid* into effect; that it would provide expensive machinery which would merely result in an infringement of personal rights and liberties.

Native Building Workers' Bill

The Institute drew up a detailed memorandum on this Bill which was submitted to M.P.s and others directly concerned. A further statement, bringing the matter up to date, was issued by this Regional Committee to the Press and to selected M.P.s.

Nurses' Registration Act

The Chairman took up the matter of the Amending Bill to the Nurses' Registration Act, whereby a colour bar was introduced and Non-European nurses were barred from serving on either the Board of the S.A. Nursing Association or the S.A. Nursing Council. It was pointed out that this was the first time that a colour bar had been introduced in a professional organization.

3. *Housing*

(a) *Phillippi*: Last year we reported the formation of a sub-committee to examine and make recommendations regarding the plans for a controlled squatter's camp which the Divisional Council proposed to open at Phillippi. The camp is not yet in existence. There has been delay in obtaining authority to purchase land. Although this has now been granted, the Divisional Council has modified its original plans, and has decided to put up the buildings rather than to leave this to the Africans themselves. The Council is at present deliberating on what type of house to build. The original intention was to provide accommodation for about 10,000 Africans, and 2,000 hut sites were to be made available.

(b) *Langa Extension*: In February, the City Council was considering putting up a thousand houses of prefabricated corrugated asbestos, costing £100 each, to be rented at 5s. per week. The huts were to be built at Langa and priority of occupation was to be given to Africans from squatters' areas. Committee members inspected specimen huts and the Committee expressed itself in favour of the provision of this type since permanent housing could not at present be provided. The scheme has, however, fallen through due to financial considerations, and the City Council is still considering what type of houses to build.

(c) The Institute has organized various tours of areas in which Africans are living in the Peninsula. In the first instance, the Committee made a trip out to Retreat and saw the squatters' camps, such as Blaauwvllei and Cook's Bush, in that area. Secondly, a conducted tour for Institute members was organized. About 120 people went out to Windermere, Langa and Nyanga. Many visitors as well as Cape Town residents have since been taken out to these areas.

4. Education

(a) Dr Sheila van der Horst, who had been asked in her private capacity to submit evidence to the Native Education Commission, asked for information on education facilities for Africans in the urban and peri-urban areas of the Cape Peninsula. A study was made of the African schools existing in the Cape Peninsula. It was found that not only was accommodation so inadequate that children in the immediate area of the schools had to be refused admittance, but also that there were many areas with large African populations where no recognized schools existed; e.g., Elsie's River. Recommendations were made to the authorities concerned on the basis of this report.

(b) *Elsie's River*: There are about 4,500 Africans living as squatters. Since there is no Government or church school, the parents started a private school for their children. There are about 250 children on the register, one teacher, an inadequate shack as school and no equipment. The Institute approached the authorities in an attempt to have this school recognized and subsidized by the Department, and when this failed, the Municipal authorities were requested to authorize the construction of a satisfactory temporary building, so that the school could be organized on a more satisfactory basis. So far, this authorization has not been obtained.

(c) *Literacy*: The Regional Committee was anxious to start a literacy campaign in the Peninsula, but felt that this could be done best through the already existing African night schools. An instructor was sent from Johannesburg to teach the voluntary teachers of these schools the use of the Institute's literacy courses, and several of the schools are now using Institute material for literacy work

5. Summer School

A Summer School on race relations was held in Cape Town in January 1950. The preliminary arrangements were made by Mr Holt and the University of Cape Town kindly lent its lecture halls and residences.

6. Members' Meetings

Three members' meetings have been held this year. At the first Miss Stella Jacobs, M.Sc., B.Ed., who had returned to Cape Town after a period of study in the U.S.A., addressed the meeting on her experiences in America. In April, Mrs Greshoff, Case Worker at the Regional Office, spoke of her work, dealing mainly with difficulties experienced by Africans in the Peninsula. In September, Mr S. A. Rogers, Manager of Native Administration for the City of Cape Town, addressed members on Native Housing in the Cape Peninsula.

7. *Indian and Pakistan Delegations to the Union*

The Regional Committee greatly appreciated the hospitality of Lady Beit who, on behalf of the Institute of Race Relations, gave a cocktail party to enable members to meet the representatives from India and Pakistan.

8. *Powers of Arrest for Langa Inspectors*

Last year we reported efforts made by the Regional Committee to dissuade the City Council from applying for powers of arrest to be granted to officers of the City Council Native Affairs Department. The City Council finally decided against asking for these powers of arrest to be granted to its officers. In February 1950, however, the Secretary for Native Affairs asked the City Council to reopen the question. The Committee circulated a memorandum on the subject to all City Councillors and sent a deputation to the City Council; the Town Clerk later reported that the matter was to stand over for another six months.

9. *Labia Theatre*

In September 1949, it was announced that admission to the Labia Theatre would be reserved for Europeans only. The Committee protested strongly against this to the Secretary of the K.A.T., the Secretary of the Cape Town Repertory Society, the Secretary of the Board of Trustees of the Labia Theatre, and a statement was also issued to the Press. It was pointed out that the Cape Town Municipality imposed no colour bar in its halls; that the denial of cultural facilities to Non-Europeans who were sufficiently educated and interested to pay for them was a new and retrogressive step. The Committee stressed that the intention had been to set up a people's theatre and appealed to the two societies controlling the Labia Theatre to reconsider the denial of the right of admission to Non-Europeans. Other organizations also took the matter up and the Repertory Theatre Society at a general meeting of members successfully opposed the imposition of a colour bar, with the result that the right of admission to its performances is no longer reserved.* For all performances other than those of the Repertory Theatre Society, the colour bar remains.

10. *Board of Aid*

In October 1949, it was reported that the Department of Social Welfare had proposed that the Board of Aid should be disbanded and its functions divided between the Department of Social Welfare and the City Council. The Regional Committee made representations against the disbanding of the Board without other social welfare organizations in the Peninsula having first been given the opportunity of expressing their opinions. The matter was taken up by the Cape Co-ordinating Council of Social Welfare Organizations.

11. *Concert by Madame Lili Kraus*

On 17th June, Madame Lili Kraus generously gave a most successful concert in the City Hall in aid of the Institute, which resulted in £800 for Institute Funds. Arrangements for publicity and sale of tickets were

* The position has since altered.

in the hands of Lady Beit and her committee of helpers, ably assisted by Dr Mandl. The Institute is greatly indebted to Madame Kraus, Dr Mandl, and to Lady Beit for their generosity and hard work on its behalf.

12. *Loan Fund*

The Regional Committee has sponsored a fund to be founded to assist Non-European students financially at the University of Cape Town. Several members of the staff of the University are interested in this fund and it is proposed that a special committee manage the fund, but that the Institute should act as secretaries and treasurers.

13. *Case Work Report*

(a) *Registration Regulations*: During the year there was an average of about 170 interviews per month in the case work department. Once more the majority of Africans came for information in connection with pass laws, registration as voters, obtaining certificates of exemption from the pass laws, information about unemployment, etc. The new regulations, which were applied to the Proclaimed Area of the Cape Peninsula as from 1st April, 1950, are definitely harsher than those previously in force here and are causing much hardship to the Africans and difficulty to the administering officials.

These regulations are contained in Government Notice No. 1032 of 1st May, 1949, and since April 1950 have been applied to all Proclaimed Areas in the country. Municipalities are not required, in terms of the Natives (Urban Areas) Act, to make known these regulations, framed under Section 23. Consequently the vast majority of Africans know nothing of either their rights or obligations under these new regulations.

The main innovation here is that a permit to seek work is valid for fourteen days only; upon termination of this period the African, unless born in the area, is obliged to report to the Registration Officer. The Registration Officer is in turn obliged to order the African to leave the area and not to return within the next twelve months. In many cases Africans have been established here for years with their wives and children and are completely urbanized. When the African is forced to leave, he has nowhere to take his wife and children. The family is broken up, the wife and children remaining in the urban area and becoming a burden on the municipality. Frequently such Africans are eligible for Unemployment Insurance benefits, but naturally can not continue to report for benefits after they have been ordered to leave.

(b) *Unemployment Insurance*: It was found that many employers are under the impression that Africans earning less than £182 p.a., since they were excluded from contributing to the fund after 1st January 1950, could no longer draw benefits under the Unemployment Insurance Act. Those who, prior to that date, made the required contributions, can, in fact benefit under the Act up to the end of 1952. In consequence of this misconception, employers fail to issue contributors' cards to employees who had been with them prior to 1st January 1950, and who had until then contributed to the Fund. African contributors are thus unable to prove that they did in fact contribute.

To make matters worse, the Department no longer issues employers with contributors' record cards for Africans earning less than £182 per annum. (Stocks seem to have been exhausted and none to have been reprinted). So even if the employer wishes to issue the official record card, he cannot do so. Labour Department Officials suggest that employers issue certificates giving the necessary information. This is, of course, most unsatisfactory and representations have been made to the Department.

(c) *Recreational Facilities:* The Institute is endeavouring to organize film shows in African and other Non-European areas where recreational facilities are limited. At the request of the Regional Committee, the Toc. H. has agreed to give a monthly show at Langa.

(d) *Voluntary Workers:* Mrs Berman, who worked in the mornings as voluntary case worker during May and June, has joined the Institute's staff in a temporary capacity.

Mrs Harrison and Mrs de Witt have helped prepare information sheets for Africans on postal facilities, local health services, etc. These have been roneoed at the office and are distributed free. Information sheets are also available on other topics such as registration as voters, unemployment insurance, exemption from the pass laws, etc.

We should like to express our thanks for the help given us by these voluntary workers.

Natal

The Durban office undertakes secretarial work on behalf of:

The Brandon Bantu Hostel

Registered under the Children's Act. For delinquent Native boys. The office handles all correspondence, accounts, case records and accommodates Committee meetings.

Natal Native Welfare Society

A small registered trust of which Senator E. H. Brookes, the Hon. Mr D. G. Shepstone and Mr Maurice Webb are the Trustees, makes grants from time to time for the benefit of Natives, particularly directed towards the prevention of delinquency.

African and Negro Library

The office houses, catalogues and keeps available for reference a special collection of books written by Africans and persons of African origin, building up the collection with funds provided by the Carnegie Corporation.

Umnini Holiday Camp

The office has been responsible for protracted negotiations with the Chief Native Commissioner, the Chief and Councillors of the Umnini Tribe and members of the Umnini Trust which eventually led to a strip of land on the Natal South Coast between Umgababa and Umkomaas being secured for use as a holiday camp for Natives. A special Committee has been set up to administer the project.

David Landau Community Centre

This Centre which has now completed two years of work serves an area in which 30,000 persons, African, Coloured and Indian, live. The Centre undertakes feeding schemes, club work, group work, and adult education. Over the two formative years the office has given considerable secretarial assistance. As the Centre has now appointed a full-time Social Worker and has secured the services of competent Secretary and Treasurer, the demands on this office are likely to diminish.

Of the foregoing, the first three make contributions sufficient to cover the cost of the services they receive.

Reference

A considerable amount of reference material has been accumulated. It is made up chiefly of Commission reports, Assembly and Senate Hansards, and much mimeographed material. The material is indexed and is available for the use of students and interested persons. The amount of use made of the material is not yet large.

Visitors

The office is used considerably by specially interested visitors anxious to obtain information on the South African inter-racial situation generally and particularly the Indian situation. In many cases considerable time is devoted to these visitors, contacts are made for them and they are taken to see institutions, housing schemes, slum areas, etc.

Literacy

The Durban office has been responsible for arranging visits by Mr Mgqweto of the Institute's literacy staff to night schools, hospitals, and to educational institutions in and around the city. The production of the Zulu literacy primer is being handled in the Durban office. When this primer is ready considerable advance in literacy work in Natal is likely to take place.

Legislation

Attention has been given to recent legislation, more particularly to the Group Areas Act. Discussions on the Act have been held in the Durban office. Addresses on the Act to interested bodies have been arranged.

Regional Committee

Thirty-three members of the Institute's Council and Executive resident in the Durban area form the Durban Regional Committee which meets regularly every month.

Joint Councils

The office keeps constantly in touch with the work of the Joint Council of European and Bantu and the Indo-European Council. The Joint Council of European and Coloured is, unfortunately, quiescent. Efforts, so far unsuccessful, have been made to revive it.

Local Societies

In addition to Joint Councils many local Societies and organizations receive assistance.

Personal Assistance

The help of the office is sought from time to time by many individuals, mainly Non-European, in respect of their personal needs or difficulties. Every effort is made to assist them.

Literature

Institute literature is kept for sale. During the year October 1949/September 1950, sales have totalled £63 1s. 1d.

Subscriptions and Donations

The Durban office endeavours to recover subscriptions from its area reported by the Head Office as lapsed. It also secures new subscriptions and donations which have, so far, covered much of the cost of the Durban office.

Southern Transvaal

The Southern Transvaal Regional Committee has met seven times during the year and covered a wide field of activities as follows:

Indian Housing

The two subjects to which the Committee gave most attention have been the urgent need for Indian housing and the inadequate travelling facilities for Africans on the Reef. With regard to the former, a number of meetings both at the Institute and at the International Club were called to which representatives of Indian organizations were invited. Despite disagreement by the Transvaal Indian National Congress, there seemed to be an overwhelming demand for an Indian Housing Estate fairly close to Johannesburg, and the Committee decided to ask the Non-European Affairs Committee of the City Council to receive a deputation on this subject. A strong deputation of Europeans and Indians, headed by Mr J. D. Rheinallt Jones, Chairman of the Regional Committee, was very favourably received by the Non-European Affairs Committee on April 6th and they promised to do all in their power to make available land for Indian housing. Further Indian housing difficulties in Boksburg have been taken up by the Institute, and negotiations in this connection are still proceeding. The passing of the Group Areas Act has paralyzed all municipal action and profoundly affected private enterprise in housing. Meanwhile the deplorable conditions are worsening.

Travelling Facilities

With regard to Railway matters a number of points have been under discussion during the past year, and as a result two members of the Railway Public Relations staff attended a meeting of the Regional Committee.

Such matters as lack of shelter accommodation for the Coloured group; overcrowding on trains with lack of both 3rd class and reserved accommodation; the fact that Africans were not allowed to enter train enquiry offices; complaints that guards signal trains to move whilst passengers are getting in; delays by booking clerks; the need to broadcast in the vernaculars and for lectures by Railway officials at Non-European schools were all discussed.

The Railway officials were very helpful and promised to look into our complaints. Furthermore they informed us that the introduction of the

barrier system on the Reef and the new Johannesburg station facilities would help to overcome many of the Africans' difficulties.

The Exclusion of Africans from Urban Areas

In this connection the Hon. Secretary is waiting to go on deputation with the Native Commissioner to the Manager of Municipal Native Affairs in regard to the difficulties which Native residents of Alexandra, Klipspruit, and other peri-urban areas experience in getting employment in Johannesburg.

African Housing

This is constantly before us and the Chairman is the Chairman of the Non-European Consultative Sub-Committee of the Johannesburg Citizens Native Housing Committee, sponsored by the Johannesburg Chamber of Commerce.

Feeding of African Industrial Workers

The Committee has investigated the scheme proposed by Messrs Stakesby Lewis and Lewis and also the need for this feeding and has asked Messrs Stakesby Lewis and Lewis to do all in their power to proceed with their scheme.

The Removal of Sophiatown, Newclare, etc.

This matter has been discussed by the Committee and the counter-proposal by Mr A. J. Cutten to industrialize the neighbouring European areas has been strongly supported.

Industrial Legislation Commission

At the request of Mr Buitendag the Chairman added two points to his personal evidence to the above Commission; one on the employment of Non-European juveniles and one on the appointment of semi-fit Non-Europeans.

Riots on the Reef

This is constantly before the Committee in co-operation with Mr Ngakane of Head Office. He is investigating for the Committee the activities of a body known as "The Supreme Council."

Caustic Soda

The matter of caustic soda burns among Non-European children has been investigated and letters written to the Public Health authorities concerning it.

Circulars to Churches

Circulars have been sent to all Churches on the Reef of all denominations asking them to interest their congregations in inter-racial matters and to form Study Circles where possible. Unfortunately the response has been meagre. Circulars have also been sent to all the sports clubs on the Reef asking for sports equipment for the African children.

Home for Inebriate Women

The Hon. Secretary serves on the Committee called by Toc H. to support the efforts of the Rand Aid Association and the National Council

of Women to build a home and a shelter for inebriate women. She has kept the Regional Committee informed of progress and has, so far without success, stressed the Regional Committee's view that a home for inebriate women should not be sited so near Alexandra as is proposed by the Rand Aid.

Siting of a Location in Roodepoort

This matter is being studied by Mr A. J. Cutten and Mr T. Mills, who is also a councillor of Roodepoort-Maraisburg Municipality.

Native Education

The Committee has made representations to the Provincial authorities for more school facilities. Despite a generous grant of £10,000 by the Bantu Welfare Trust and concentration of funds in the Reef by the Administration, the situation is still deplorable.

Land for Non-Europeans in Peri-Urban Areas

Correspondence is being continued with the Peri-Urban Areas Board on this matter, especially in connection with the planning of new townships to ensure that adequate land is made available for the needs of African housing.

The Location of Industry in Relation to the Homes of Non-European Workers

Information on this matter is being collected by the Committee.

Assaults by the Police

Cases of Non-Europeans being assaulted by the Police are being collected by the Regional Committee and four cases were recently sent to the Minister of Justice. In one case the European concerned was fined £15, but in the others no action could be taken. -

Office Accommodation

During the last three months of the year a Fund Raising Auxiliary to the Alexandra Anti-Tuberculosis Association has been formed with Mrs Rheinallt Jones as Chairman. The United Building Society kindly gave the Fund Raising Auxiliary offices at 14 Asher's Buildings, Joubert Street, Tel. 33-0438, and when the S.A. Corps of Signals wished to have their offices back, permission was given for the Regional Office of the Institute and the Society of Friends to share these offices. The numerous voluntary workers for the Alexandra Anti-T.B. Association are learning something of the activities of the Regional Committee, whilst the enormous amount of voluntary work required by the Alexandra Association gives members of the Institute an opportunity to help in a very practical way.

The Members of the Regional Committee who Represent the Institute on Other Bodies are as follows:

Southern Transvaal T.B. Association			
(Executive)	..	..	Mrs Clare Rheinallt Jones
Native Youth Board	..	..	Mr H. W. S. Marshall
Johannesburg Road Safety Association			Mr A. J. Cutten and Mrs W. G. Moir

Orlando Vocational Training Centre ..	Mr H. W. S. Marshall
Rand Cape Coloured Children's Health Fund	Mrs S. Alexander
Johannesburg Council for Adult Education	Dr Thelma Gutsche and Mrs Clare Rheinallt Jones.
Y.M.C.A. Tvl. Regional Council ..	Rev. I. Winterburn
Johannesburg Central Committee for Non-European Continuation Classes..	Rev. L. D. Bergsman
Southern Transvaal Tuberculosis Association	Mrs Clare Rheinallt Jones
Johannesburg Council for Non-European Adult Education	Mr W. Kirkwood
Johannesburg Child Welfare Society ..	Mrs Clare Rheinallt Jones
Non-European Committee Cripple Care Association of the Transvaal	Mrs M. King
Legal Aid Bureau	Mrs S. Alexander
Deaf and Dumb Association	Mrs Clare Rheinallt Jones

South-West Africa

Mr J. D. Lardner-Burke reports as follows:

A further stage in tribal government is being initiated on the 29th November, when the first meeting of the Herero Tribal Council will be held in Windhoek.

Under Proclamation 23 of 1939, provision was made for the establishment of tribal councils. The intervention of the war delayed the putting into effect of the scheme, but in 1946 a beginning was made. A meeting of the Herero leaders was summoned for the discussion of tribal affairs and each year since then a similar meeting has been called. This year, for the first time, a tribal council meeting will be held. It will be attended by delegates nominated by the Administrator in terms of the Proclamation and by other delegates nominated by the various Reserve Advisory Boards and the Advisory Boards of the urban locations.

The Council will discuss conditions in the Reserves and locations and will probably make suggestions to the Administrator. It is possible that it will also make recommendations for expenditure from the Tribal Fund, though, at the moment, the Fund is still in its infancy and there is not much scope for anything like large-scale expenditure. Actually, the primary aim of Proclamation 23 of 1939 was the establishment of various Tribal Funds, though it is in this same Proclamation that provision was made for the inauguration of tribal councils.

It is the policy of the Administration to establish tribal councils for all the main African and Hottentot tribes. So far, in addition to the annual meetings of the Herero leaders, there have been two meetings of the headmen of the Damara Tribe.

When the whole scheme is in operation, it is the intention to bring into being a Supreme Tribal Council embracing representatives from all the various tribes.

Southern Rhodesia

The Rev. Percy Ibbotson reports:

There are signs of closer collaboration between members of the various racial groups through the medium of the Bulawayo Inter-racial Club, the Y.M.C.A. Committee and other channels. Welfare schemes for the Coloured and African communities receive general support from Europeans. Interest of the European section of the community is increasing in the well-being and development of other racial groups.

A Central Social Welfare Advisory Council has been appointed by Government to advise on all social welfare measures for the Non-African community. African interests have not been included in the scope of this Council but there are two observers of African interests, of which the Rev. Percy Ibbotson is one. Government has undertaken to appoint a separate Advisory Committee on African Social Welfare and Government is being pressed to establish this Committee without delay. Attempts to have African social welfare matters included in the scope of the Central Advisory Council met with no success.

There has been very little labour unrest during the year, but it is evident that African workers, particularly in the urban areas, are feeling the burden of the increased cost of living.

Urbanization

The rapidly increasing African urban population has created serious difficulties regarding housing accommodation and there is a serious shortage in most urban areas. The National Housing and Building Board is now responsible for a number of large contracts for the erection of housing in urban areas. The movement of Africans under the Land Apportionment Act will tax, still further, the available accommodation. Housing schemes already on hand in various parts of the Colony will go a long way towards meeting existing demands.

Important Statement on the Franchise

At the United Party Congress in August 1950, Sir Godfrey Huggins, Prime Minister of Southern Rhodesia, stated that he was now in favour of continuing the present provisions whereby Africans were allowed on the common voters' roll. The Prime Minister indicated that he was not in favour of restricting the franchise to non-Africans and providing for special representatives of African interests in Parliament. The maintenance of the franchise on a non-racial basis was preferable and would avoid the danger of antagonizing Africans. It would, however, be necessary to increase the existing means qualification which was low, namely income of £100 per annum or occupation of property to the value of £150. These qualifications, it was suggested, should be raised to income of £240 a year or occupation of property to the value of £300. Voters should also have sufficient education and knowledge of the English language to exercise the important functions of a voter. The United Party Congress endorsed, by a large majority, the views of the Prime Minister.

This statement has been welcomed by Africans who had previously registered opposition to the proposal to have European representatives of

African interests in Parliament in compensation for the future exclusion of Africans from the common voters' roll.

Additional Land for Africans

The need for additional land for African occupation has been apparent for some time. The Danziger Committee of 1949 recommended, after full investigation of the position, that approximately 9,000,000 acres of additional land were required for African occupation.

The Amendment to the Land Apportionment Act, which has now passed through Parliament, provides for adjustments between the European, the Native and the Unassigned Areas. The result is that the European Area remains at over 48,000,000 acres, while the Native Reserves, Native Purchase Area and Special Native Area have been increased to over 32,000,000 acres—an increase of over 3,000,000 acres in the land allocated for African communal occupation.

A Select Committee of Parliament has been appointed to make recommendations regarding the assignment of the remainder of the Unassigned Area (over 11,000,000 acres) to the European Area, the Native Area, the Special Native Area and the Forest Area. It is anticipated that the Select Committee will take about two years to complete its work.

A New Step in the Study of Race Relations

A Joint National Council was established recently in Southern Rhodesia to give consideration to questions connected with the economic welfare and development of Southern Rhodesia, and other questions of general and national importance. The importance of race relations has already been recognized by the Joint National Council and a special sub-committee has already been appointed to examine the many aspects of this question, including general policy, health, education, housing, urbanization, migrant labour, African citizenship, cultural and human relationships and legislation affecting Africans.

The Committee includes representatives of the following organizations:

- Chamber of Mines of Rhodesia.
- Federation of Regional Development Associations of Southern Rhodesia
- Federation of Rhodesian Industries.
- Federation of Women's Institutes of Southern Rhodesia.
- National Council of Women of Southern Rhodesia.
- Rhodesia Federated Chambers of Commerce.
- Rhodesian Mining Federation.
- Rhodesia National Farmers' Union.
- Christian Council of Southern Rhodesia.
- Red Cross Society.
- Federation of African Welfare Societies in Southern Rhodesia
- Government Native Affairs Department.
- Rhodesian Railways,

and certain individual members. The Chairman of this Race Relations Committee is Dr E. M. B. West and the Secretary Mr Percy Ibbotson, Box 740, Bulawayo.

The formation of this sub-committee to study race relations represents an important step and demonstrates the increasing recognition of the need for knowledge of and interest in this important subject. The work of the Committee will be followed with interest in Southern Rhodesia and elsewhere.

Federation of African Welfare Societies

The Federation of African Welfare Societies continues to play an important part in the sphere of race relations. The movement, which is organized on a national basis with twelve constituent societies in the Colony, has progressed beyond the original sphere of welfare activities and has entered more fully into the sphere of race relations. The Federation continues to carry out important social investigations and during the year has issued reports dealing with identification certificates, pass laws and security of tenure in urban areas.

Regional Office in Southern Rhodesia

It was hoped to open a regional office in Bulawayo and appoint a regional representative. The Federation of African Welfare Societies agreed to assist in this development. Unfortunately, the Federation has found it necessary to withdraw their offer owing to the pressure of work and the desirability of extending, still further, the work of the Federation immediately the necessary staff is available. The Federation has assured the Institute of full co-operation in the furnishing of information, reports and literature. The Rev. P. Ibbotson will continue as a member of the Institute Executive.

In view of the above the Institute has decided not to open a regional office in Bulawayo, at any rate for the time being.

Northern Rhodesia

Sir Stewart Gore-Browne, M.L.C., reports:

In common with many other parts of Africa, Northern Rhodesia has not found 1950 easy as regards race relations. There has been no actual outburst, but in the first six months there were many indications of the general worsening of relations between white and black, and a flood of intemperate letters in the Press (from both sides) did nothing to mend matters. The June meeting of Legislative Council was, in some quarters, expected to be the occasion of an open breach between the European and African representatives. However, largely thanks to the conciliatory attitude adopted by all members, and to a temperate speech by Mr Welensky urging moderation, what might have been a serious situation was avoided, and judging by the tone of various public meetings held recently, race relations may be said to have improved, for the present anyhow.

There are, however, many outstanding questions to be settled. Europeans are asking for constitutional advance in the direction of self-government. Africans are asking for increased representation in Council, and are also expressing their fears that the State-aided Immigration scheme which is now engaging the attention of a Select Committee of the Legislature may result in the "swamping" of their own people, in spite of the fact

that it was made perfectly clear that the scheme would only apply to Crown Land areas which represent no more than five per cent. of the total land of Northern Rhodesia. The Federation issue is dormant, and no concrete scheme has yet been produced. African opinion has long ago decided that Federation means absorption by Southern Rhodesia, and will have none of it on any terms whatever. The shortage of labour, and one must add, the inefficiency of a great deal of such labour as there is, does not make for good relations between employers and employees. But in spite of all the difficulties due to post-war conditions everywhere, there is, to quote a recent speech in Legislative Council "a vast reservoir of goodwill between races," and it will be worse than a tragedy if this goodwill is dissipated by the words and actions of what is only a small number of extremists on both sides.

22. JOINT COUNCILS

The African Field Officer reports as follows

The promotion of the Joint Council movement has continued to be one of the functions of the Institute, and it has been my duty to maintain contact with existing Joint Councils and to establish new ones. While we have not met with success in our attempt to extend the movement to other centres, we have succeeded to some extent, in establishing more effective contact with the existing Joint Councils. Joint Councils can play a vital role in tempering present racial antagonisms and in initiating social services in the African Townships. There is a tendency, however, for the membership, especially on the Non-European side, to fall off. This is, no doubt, due to the sense of frustration resulting from increasing race friction on the one hand, and to the nationalism which is growing daily on the other.

Those Joint Councils which have concerned themselves chiefly with representations to and negotiations with the different authorities to-day find themselves, in view of the extremely meagre results they have been able to obtain, in a difficult position. Attendances at their meetings are dwindling, and confidence in their ability to achieve any results is diminishing. Those Councils which have engaged in some practical activity—usually of a philanthropic nature—appear to be less subject to disintegrating influences. One is, however, anxious to preserve the original functions of the Joint Councils—to prevent their transformation into purely philanthropic institutions. The need of the human element in the Joint Councils cannot be over-emphasized. There is a fund of goodwill which must be preserved and built up and any contacts between Europeans and Non-Europeans must be encouraged. In this connection it is interesting to report the formation recently of a Joint Committee of farmers and Non-Europeans in Cradock. The interest of this Committee derives from the fact that its basis is entirely utilitarian in contradistinction to the older Councils whose basis is humanitarian. Whatever the basis, however, every Joint Council which is formed must be welcomed as a point of contact between members of the different racial groups.

There are about thirty-three Joint Councils in the country, some of

them indirectly linked by their affiliation to the Institute, but, in the main, operating in complete isolation from one another.

During the year an attempt was made to bring them together and a national conference was convened. While in other respects this conference was successful, from the point of view of the purpose we had in mind—bringing the Joint Councils closer together—it was not. It was poorly attended, possibly because the Councils lack funds. One thing stood out very clearly, however, from this conference: it was the desire of the delegates present, that a national co-ordinating body, capable of taking political action whenever the occasion demands it, should be formed. A standing committee has been appointed to co-operate with the Institute and evolve a workable formula.

In view of the difficulty of the Joint Councils in sending delegates to conferences held at distant places, it seems that the possibilities of organizing conferences on a regional basis will have to be examined.

The Joint Council *Courier* which was started last year has continued to appear periodically, but it suffers from lack of material supplied by the Joint Councils.

23. STUDY CIRCLES

Mrs. Clare Rheinallt Jones reports as follows:

Throughout the year most of the study circles have been very active, and one new study circle has been formed in Rosettenville. There are now eight European study circles in Johannesburg, as well as one each in Roodepoort, Pretoria, Bryanston, Germiston and Bloemfontein.

Some are more active than others and several are doing practical work as well. For example, Mrs Richter and Mrs Murray of Sydenham both run night schools, Parktown North conducts nights schools, cookery classes and other activities, Mrs Normand in Bryanston has organized a most useful clinic at Ferndale, whilst the Germiston Circle is trying to start a legal aid bureau.

Enquiries have been received about the possibility of starting study circles in Newcastle and Port Elizabeth.

The full list of European study circles at present functioning is as follows:

HILLBROW and PARKVIEW	Mr H. W. S. MARSHALL, 51 Constantia, Cnr. Koch and King George Sts, Johannesburg. Phone: Daytime 33-7111. Evenings: 44-8897.
KENSINGTON	Miss M. McLARTY, 25, Burlington Court, Hospital Hill, Johannesburg.
OAKLANDS	Mrs M. KING, 36 African Street, Oaklands, Johannesburg. Phone: 45-6024.
SYDENHAM	Mrs O. RICHTER, "Muckleneuk," Boundary Road, Silvamonte, P.O. Raedene. Phone: 45-6076.

- FOREST HILL Ds R. J. J. VAN VUUREN, 56 Stamford Street, Forest Hill, Johannesburg.
Phone: 32-3283.
- HOUGHTON Mrs LURIE, 111 San Francisco, Louis Botha Ave., Johannesburg.
Phone: 44-4808.
- GERMISTON Mr F. MILLER, 21 Piercy Avenue, Parkhill Gardens, Germiston.
Phone: Office 51-2116.
Evenings: 51-3258.
- WEST RAND Mr G. JOHNSON, Margaret Ballinger Home, P.O. Box 233, Roodepoort.
Phone: 61-1690.
- PARKTOWN NORTH Mrs MOON, 45 10th Avenue, Parktown North, Johannesburg.
Phone: 42-4773.
- PRETORIA Dr E. HALLIDAY, 184 Thomson Street, Colbyn, Pretoria.
Phone: 4-3276.
- BRYANSTON Mrs P. NORMAND, P.O. Bryanston.
Phone: (47) 128.
- ROSETTENVILLE Mrs H. HAMILTON, 15 Third Avenue, Hill Extension, Johannesburg.
Phone: 26-3724.
- BLOEMFONTEIN Miss D. G. HOPEWELL, 12a Colonial Mutual Buildings, Bloemfontein.

Non-European study circles are dealt with in the report of the African Field Officer, on page 87.

24. REPRESENTATION ON OTHER NATIONAL BODIES

The Institute is represented on certain overseas bodies such as the International African Institute which has its head office in London, also on a large number of national and provincial organizations, amongst these being the National Marketing Council (Consumers' Advisory Committee), the National Council for Child Welfare, the National Council for Mental Hygiene, the National Council for Care of Cripples, the Penal Reform League of South Africa, the National War Memorial Health Foundation, the National Advisory Council for Adult Education, the Inter-Universities Committee on Social Studies, the Transvaal Council for Cripple Care, the Transvaal Deaf and Dumb Association, the Poliomyelitis Research Committee, the Natal Road Safety Organization of South Africa, and others.

It is also represented on very many local bodies in Johannesburg, Pretoria, Cape Town, Durban and East London. Members of the Institute Council, Executive Committee and staff serve in personal capacities on a wide variety of organizations.

PART III

INSTITUTE FINANCE AND ADMINISTRATION

HONORARY TREASURER'S REPORT

The Honorary Treasurer Reports:

The Revenue and Expenditure Account for the year ended 30th September 1950, reflects an excess of expenditure over revenue of £1,328; the expenditure for the year being £15,472 while the income was £14,144.

The corresponding figures for last year were expenditure £15,830 and income £13,398, resulting in an excess of expenditure over income of £2,432.

It is gratifying to note that while the expenditure has decreased slightly, the income has increased.

The membership has increased during the year, and the income from each class of member has improved by comparison with the previous year. The grants and donations have also increased: this is to some extent due to the fact that the Institute has been the beneficiary in a number of estates.

The Financial Organizer's report contains a reference to functions organized during the year. These have now become a feature of the Institute's life and have proved a very valuable source of income.

Since the close of the financial year Madame Lili Kraus has given a further recital in Johannesburg resulting in a profit in the region of £1,300.

It is wished to here record the thanks of the Institute to the producer and players of "King Oedipus," and also to Madame Kraus and to the committees who so ably helped with these functions.

The Endowment Fund of the Institute now stands at £5,909 5s. 9d. after deducting this year's excess of expenditure over income.

I wish to pay tribute to members of the Finance Committee for their assistance during the past year, and also to thank the Financial Organizer and her department for their efforts. In this connection Miss Neale reports:

FINANCIAL ORGANIZER'S REPORT

Miss R. M. Neale, the Financial Organizer, reports as follows for the period 1st October 1949 to 30th September 1950:—

Membership and Contributions

The systems previously built-up and tested for the maintenance and increase of membership have now become standardized and continue to prove effective, a new record of 592 new members and contributors having been enrolled by the Department during the year under review.

Cash Analysis

The cash raised by this Department falls under the following heads and, in spite of the economic conditions which prevailed, shows a slight advance over last year:—

1. <i>Special Functions:</i>		
(a) Street Collection, net ..	£371 19 5	
(b) Pro Arte Studio Concert, net ..	42 17 0	
(c) "King Oedipus," net ..	1,013 19 11	
(d) Lili Kraus—Capetown, net ..	800 0 0	
	<hr/>	£2,228 16 4
2. <i>Canvassing Tours:</i>		
(a) Durban and Pietermaritzburg	146 16 6	
(b) Port Elizabeth and East London	207 7 0	
	<hr/>	354 3 6
3. <i>Postal Appeals</i>		344 8 6
4. <i>Membership, Donations, Contributions*</i> (excluding items (2) & (3)) —new and renewals		3,981 12 11
		<hr/>
		<u>£6,909 1 3</u>

* NOTE—Part of the routine collection of contributions, grants, donations, and subscriptions is allocated to this department, and sums received under these heads are included in the above figure.

Staff

The present staff consists of Mrs Lederman, full time assistant, Mrs E. Campbell Brown, part-time canvasser, and Mrs Rice, full-time typing and clerical work. Mrs K. Hall carried out canvassing and regional visits until March.

Voluntary Workers

The Department has continued to receive very welcome and valuable assistance in its various undertakings from a large number of workers and the Institute is glad to have this opportunity of placing on record its most grateful thanks to them.

The Institute expresses its warm appreciation to Mr J. A. Faith for regular voluntary assistance, particularly in the organization of its street collection.

Port Elizabeth and East London

The Financial Organizer spent three-and-a-half weeks in Port Elizabeth and East London and enrolled fifty members and contributors and found much interest and good-will.

Durban and Pietermaritzburg

Mrs Hall visited Natal for six-and-a-half weeks for the purpose of fund-raising and general propaganda.

FUNCTIONS

This year the Department increased the number of fund-raising functions to four; these were:—

“King Oedipus”

This was the second large-scale function to be organized and proved an unqualified theatrical success, with an outstanding performance in the lead by Johann Nel. The play was presented in the University Great Hall from May 15th to 20th and was produced by Mrs Taubie Kushlick. A new Functions Committee under the Chairmanship of the President of the Institute, Dr A. W. Hoernlé, undertook the business organization of a Repertory Season, the first play of which was “A Midsummer Night’s Dream” presented by the University Players in aid of the African Medical Scholarship Trust Fund, the second play being “King Oedipus”. The net profit from “King Oedipus” was £1,013 19s. 11d. in aid of Institute funds.

Pro Arte Studio Concert

On January 13th the Pro Arte Studio Concert Group gave a chamber music concert in the Selbourne Hall in aid of Institute funds. The members of the Group gave their services free; the Department undertook the organization and the evening received considerable publicity.

Lili Kraus

This well-known pianist generously gave a recital in the Cape Town City Hall on June 17th in aid of Institute funds. Lady Beit was convener and chairman of an organizing committee, assisted by the Financial Organizer who helped with the initial preparations and later went to Cape Town for a short stay. The net sum of £800 was raised.

Johannesburg Street Collection

The Institute’s fourth Street Collection was held on August 3rd and produced a net amount of £371 19s. 5d. The decrease, as compared with the previous year, was due to various factors, one of them being that two street collections in aid of very popular causes took place during the same week.

Bantu Welfare Trust

In addition to the foregoing, the Department supervised the organization of the European premiere of the film “Jim comes to Jo’burg” for the Bantu Welfare Trust; the net profit was £464 9s. 7d. in aid of the Moroka School.

The Future

Plans are under discussion for a number of fund-raising projects, in addition to the usual routine membership work, these include: a recital in Johannesburg by Lili Kraus, a play and a street collection, as well as visits by the Financial Organizer to other centres in the Union.

MEMBERSHIP

1. *Life*: There is a vacancy in this category of membership due to the death of Dr J. G. van der Horst. Ds J. Reyneke was appointed a Life member in place of the Rt Hon. Mr J. H. Hofmeyr.

2. *Affiliated*: While eight more bodies affiliated with the Institute, only one discounted their affiliation. There are now sixty-nine affiliated bodies.

3. *Donor*: During the year twenty new donor members joined the Institute and fourteen discontinued. Several donor members have become ordinary members.

4. *Ordinary*: The increase in ordinary membership for the year is two-hundred-and-nineteen. Some of these members were previously donor members and a number of discontinued members rejoined.

5. *Associate*: There was a decrease of one in this class of member. Several Associate members increased to Ordinary membership.

Classification

Members at 30th September in each of the past five years:—

	1946	1947	1948	1949	1950
Life	10	10	10	9	9
Life Donor and Donor	228	216	206	198	192
Affiliated	66	62	60	62	69
Ordinary	1,785	1,872	2,160	2,557	2,776
Associate	516	389	423	420	419
TOTALS	2,605	2,549	2,859	3,246	3,465

Distribution of Membership

	1946	1947	1948	1949	1950
Cape Western	483	487	533	607	636
Cape Eastern	330	301	314	378	432
Natal	313	317	353	442	508
Southern Transvaal	747	745	913	1,046	1,057
Northern Transvaal	295	263	255	297	320
Orange Free State	82	68	72	83	81
Rhodesia (Northern and Southern)	142	126	138	179	183
Other African Territories	113	109	111	133	150
Overseas	100	133	170	81	98
TOTALS	2,605	2,549	2,859	3,246	3,465

COUNCIL

The membership of the Council during the past five years has been as follows:—

	1946	1947	1948	1949	1950
Life Members	10	10	10	9	9
Representatives of Affiliated Bodies	125	111	114	124	138
Representatives of Donor Members	5	5	5	4	4
Representatives of Ordinary Members	69	69	69	77	78
Regional Representatives	5	4	4	3	3
Other Members	—	—	—	—	7
Other Honorary Office-Bearers	2	2	5	5	4
Director	1	1	1	1	1
TOTALS	217	202	208	223	244

The Council met in January, 1950 at Cape Town, when Dr A. W. Hoernlé was re-elected President and Senator Dr the Hon. E. H. Brookes, Professor D. D. T. Jabavu and Advocate D. B. Molteno were elected Vice-Presidents.

STAFF

The Institute had again been able to call on numbers of supporters for assistance in various capacities.

At the end of September the Reverend Basil Holt was recalled by the United Christian Missionary Society to do full-time work for his Church. During the many years that the Reverend Holt was connected with the Institute, he gave very valuable assistance, and the Institute's thanks are due to him and to the Society which so kindly seconded him.

After many years service with the Institute as Editor, Mr Oliver Walker left at the end of March 1950, and his place was taken by Mr Glanville le Sueur.

SECRETARIAL SERVICES

The Institute Offices in Johannesburg provided secretarial services for the following organizations, and most of these contributed towards the cost of the services rendered:—

- Auden Race Relations Trust
- Bantu Welfare Trust
- Johannesburg Indian Social Welfare Association
- Johannesburg Joint Council for Europeans and Africans
- Robert Shapiro Trust
- Witwatersrand Council of Education.

A SURVEY OF RACE RELATIONS: 1949-50

ACCOMMODATION

During the year the Institute activities were carried out from four sets of offices. The principal office is still the property in Stiemens Street, Johannesburg, purchased by the Auden Race Relations Trust to accommodate the Institute. The literacy work being done by Mrs Whyte was for part of the year housed in the basement provided by the University of the Witwatersrand; however, it was necessary for Mrs Whyte to move her department which is now housed in a property at 10a Ameshoff Street. The Library continues to occupy premises at the University of the Witwatersrand. The Secretarial department is situated in the office of Messrs Stakesby Lewis and Lewis, Queensland Insurance Building, Loveday Street, Johannesburg.

The problem of providing adequate accommodation so that all the activities of the Institute can be together is one which is exercising the Finance Committee; and it is hoped to be able to put forward a scheme before long whereby it will be possible to erect a building on property owned by the Auden Race Relations Trust which will house all sections of the Institute.

COMMITTEES

Finance Committee

The Finance Committee consists of the Honorary Treasurer, Mr P. R. B. Lewis; the Honorary Legal Adviser, Mr H. A. Damant; Mr D. M. Crawford, Mr R. N. Harvey, Dr Ellen Hellmann, Dr A. W. Hoernlé, Mr J. D. Rheinallt Jones and the Director. Regular monthly meetings were held during the year.

Executive Committee

The Executive Committee is elected by the Council each year and consists of the Honorary Office-bearers, the Director and twenty-six members. In addition, six members are co-opted by the Executive Committee. This year the Executive Committee met before and after the Council meetings in January 1950, and for three days in July of 1950.

General Purposes Committee

The General Purpose Committee consists of the Reef and Transvaal members of the Executive Committee, together with any other members of the Executive who happen to be in Johannesburg at the time of the meetings. Ds J. Reyneke continued to occupy the position of Chairman, and the Institute is most grateful to him for his gracious leadership during the year.

A. W. HOERNLÉ,
President.

QUINTIN WHYTE,
Director.

BALANCE SHEET AS AT

LIABILITIES

Endowment Fund		£5,909	5	9
Balance as at 30th September, 1949	£7,237	10	0	
Deduct Excess Expenditure over Income for the year ended 30th September, 1950	1,328	4	3	
Membership Reserve		75	0	0
Donaldson Blueprint Series Suspense Account		227	15	4
Income Received in Advance		370	3	6
Sundry Creditors		2,007	13	11
<i>Note: There is a contingent liability of £90 in respect of calls unpaid on Centre Syndicate Ltd. Shares.</i>				

£8,589 18 6

SOUTH AFRICAN INSTITUTE OF
TRUST FUND BALANCE SHEET

(a) Sundry Trust Funds	£4,267	19	10
(b) Milburn Trust with Interest Ac- crued	568	6	11
(c) Auden Race Relations Trust Current Account		5	15 1

£4,842 1 10

I have examined the Books, Accounts and Vouchers of the *South African Institute of Race Relations* and have obtained all the information and explanations I have required. I have satisfied myself of the existence of the Securities. Proper books and accounts have been kept, and in my opinion the Balance Sheet is properly drawn up so as to exhibit a true and correct view of the Institute's affairs according to the best of my knowledge and explanations given to me and as shown by the books of the Institute at 30th September, 1950.

H. L. COLLINS, *Auditor.*

AS AT 30th SEPTEMBER, 1950

(a) Sundry Trust Fund Investment		£888	4	6
<i>Rand Provident Building Society</i>				
14 Fully paid 4% Shares £25 each	£350	0	0	
Fixed Deposits	113	1	7	
Savings	55	11	9	
<i>United Building Society</i>				
6 Fully paid 4% Shares £50 each	300	0	0	
Fixed Deposits	56	10	8	
Interest Accrued on above Investments	13	0	6	
(b) Milburn Trust		507	16	3
£500 3½% E.S.C. 1954/64 at cost	500	0	0	
Add: Interest Accrued	7	16	3	
Barclays Bank (D.C. & O.)		3,446	1	1
Current Account				
		<u>£4,842</u>	<u>1</u>	<u>10</u>

STATEMENT IN ACCORDANCE WITH SECTION 90 (QUIN)
OF THE COMPANIES ACT, 1926, AS AMENDED

The Institute's interest in the ascertained profits of its Subsidiary Company for the twelve months ended 30th September, 1949 was £84 18s. 7d. The profits for the twelve months ended 30th September, 1950 have not been ascertained as the audit of the Accounts has not been completed.

QUINTIN WHYTE, *Director.*

PATRICK LEWIS, C.A. (S.A.), *Honorary Treasurer.*

Johannesburg,
24th November, 1950.

REVENUE AND EXPENDITURE ACCOUNT

To Administrative Charges				£12,455	3	3
Salaries and Pension and Medical Funds	6,212	4	3			
Secretarial Fees	1,500	0	0			
Travelling and Subsistence	289	11	0			
Bank Charges	50	17	7			
Audit Fees	52	10	0			
Stationery	397	18	8			
Subscriptions to Newspapers	59	1	0			
Insurance	39	0	1			
Postages, Telephones and Telegrams	584	4	1			
Council and Executive Expenses	378	19	5			
General and Office Expenses	319	4	7			
Repairs and Alterations	70	10	0			
Car Allowances	139	0	0			
Entertainment Allowances	119	0	0			
Rent, Light and Water	388	19	10			
Financial Organiser—						
Salaries	1,693	1	11			
Travelling and Sundry Expenses	124	17	7			
Typewriter Maintenance	36	2	6			
Regional Expenses				1,863	5	0
Cape Town	1,380	13	8			
Durban	378	8	8			
Southern Transvaal	104	2	8			
Publicity Department				101	3	6
Contribution to Joint Penal Reform League				50	0	0
Publications				1,003	4	3
Cost of publications purchased for sale	341	6	2			
Cost of free publications	1,121	13	6			
	1,462	19	8			
Less: Sales during year	362	11	6			
Contribution to cost of publications	97	3	11			
	459	15	5			
				£15,472	16	0

RACE RELATIONS (INCORPORATED)

117

FOR THE YEAR ENDED 30th SEPTEMBER, 1950

By Membership				7,208	5	8
Affiliated	£880	6	0			
Donor	1,814	18	6			
Ordinary	4,360	3	2			
Associate	152	18	0			
Grants and Donations				4,012	19	6
Contributions to Administration				645	10	0
Interest on Investments				48	19	9
Street Collection Proceeds				371	19	5
Functions Income				1,856	17	5
King Oedipus	1,013	19	11			
Lili Kraus Cape Town Recital	800	0	0			
Pro Arte Concert	42	17	6			
Excess of expenditure over Income						
For the year ended 30th September, 1950, transferred to Endowment Fund				1,328	4	3

£15,472 16 0

QUINTIN WHYTE, *Director.*

I have to report that, to the best of my knowledge and belief, and on the information supplied to me, the above Account reflects a true statement of the Revenue and Expenditure of the *South African Institute of Race Relations* for the year ended 30th September, 1950.

H. L. COLLINS, *Auditor.*

Johannesburg,
24th November, 1950.

COUNCIL

Hon. Life Members

Senator Dr the Hon. E. H. Brookes, Major Senator the Hon. Lewis Byron, Dr A. W. Hoernle, Professor D. D. T. Jabavu, Mr J. D. Rheinallt Jones, Mr L. Marquard, Ds J. Reyneke, Mrs N. B. Spilhaus, Mr Maurice Webb.

Representatives of Donor and Life Donor Members

Lady Beit, Adv. D. B. Molteno, Sir Ernest Oppenheimer, Mrs Maurice Webb.

Representatives of Affiliated Bodies

African Methodist Episcopal Church:

Dr. J. M. Nhlapo, P.O. Box 61, Ventersdorp, Transvaal.
Dr Francis H. Gow, P.O. Box 1889, Cape Town.

African Welfare Societies in Southern Rhodesia:

Rev. Percy Ibbotson, P.O. Box 740, Bulawayo.

American Board Mission (Medical Work):

Dr A. B. Taylor, 28 McCord Road, Durban.
Dr Norman Mills, 28 McCord Road, Durban.

American Board Mission in South Africa:

Dr Ray E. Phillips, 17 Priscilla Street, Belgravia, Johannesburg.
Mr D. Rubenstein, Adams College, Adams Mission Station, Natal.

Bantu Social Centre (Durban):

Mr K. E. Masinga, c/o P.O. Box 1588, Durban.
Mr F. M. Hallows, 1271 Sarnia Road, Bellair.

Brandon Bantu Hostel:

Mr M. G. Marwick, P.O. Box 1525, Durban.
Rev. A. H. Zulu, St Faith's Mission, 8 Carlisle Street, Durban.

Baptist Union of South Africa and Baptist Missionary Society.

Mr A. T. Babbs, 117 St George's Street, Cape Town.
Rev. J. L. Green, 28a Cradock Avenue, Rosebank, Johannesburg.

Benoni Municipality:

Representatives to be appointed.

Brakpan Municipality:

Representatives to be appointed

Cape Divisional Council:

Cr. J. Dreyer, "Tresco," Cornwall Place, Wynberg, Cape.
Cr. A. Miller, P.O. Box 2503, Cape Town.

Cape Town Municipality:

Mr A. A. Balsillie, M.P.C., 49 St George's Street, Cape Town.
Mr S. Kahn, M.P., Room 410, 4th Floor, Empire House, Cape Town.
Cr. A. Ismail, 1 Tyne Street, Cape Town (Alternate).

Church of Sweden Mission:

Rev. T. Franzen, P.O. Box 59, Roodepoort.
Rt Rev. Bishop E. Sundgren, P.O. Box 88, Dundee.

Church of the Province (Diocese of Natal):

The Very Rev. J. Scogings, 163 Loop Street, Pietermaritzburg.
The Rev. H. W. Badham, 420 Prince Alfred Street, Pietermaritzburg.

Church of the Province (Diocese of Johannesburg and Pretoria):

The Rt Rev. Bishop of Pretoria, P.O. Box 1032, Pretoria.
The Ven. Archdeacon R. P. Y. Rouse, P.O. Box 1131, Johannesburg.

Church of the Province (Diocese of Rhodesia):

The Rev. R. H. Baker, C.R., St Augustine's, Penhalonga, Southern Rhodesia.

Community of the Resurrection:

Rev. C. E. Goodall, C.R., The Priory, Rosettenville, Johannesburg
Rev. S. Carter, C.R., The Priory, Rosettenville, Johannesburg.

Congregational Union of South Africa:

Rev. V. E. Miller, 34 Palmyra Road, Claremont, Cape.

Diocese of Cape Town:

The Most Rev. G. H. Clayton, Bishop's Court, Claremont, Cape.

The Coadjutor Bishop of Cape Town, the Rt Rev. S. W. Lavis, 18 Burnside Road, Cape Town.

Durban and District Joint Council of Europeans and Bantu:

Mr Ian Allan, P.O. Box 1525, Durban.

Mr J. R. Kumalo, P.O. Box 3, Mayville, Durban.

Durban Municipality:

Mr E. E. Havemann, Manager, Native Affairs Administration Department, P.O. Box 154, Durban.

Cr A. S. Robinson, J.P., 8 Robinson Place Durban.

Dundee Municipality:

Representatives still to be appointed.

East London Municipality:

Cr T. B. King, P.O. Box 700, East London.

East London Joint Council of Europeans and Africans:

Mr R. H. Godlo, 68 St Paul's Road, East London.

Germiston Non-Europeans Affairs Department:

Representatives still to be appointed.

Germiston Joint Council of Europeans and Non-Europeans.

Rev. T. J. Kelly, 44 Parkhill Road, Germiston.

Mr A. J. Phoofofo, 49 Thirteenth Street, Germiston.

Grahamstown Joint Council of Europeans and Africans:

Rev. F. Fane, St Phillip's Mission, Grahamstown.

Prof. D. Hobart-Houghton, Rhodes University College, Grahamstown.

Healdtown Institution:

Rev. S. M. Mokitimi, Healdtown, via Fort Beaufort, C.P.

Harrismith Municipality:

Representatives still to be appointed.

Indo-European Joint Council of Pietermaritzburg:

Rt Rev. Bishop Ferguson Davie, 96 Royston Road, Mountain Rise, Pietermaritzburg.

Mr S. R. Naidoo, P.O. Box 272, Pietermaritzburg.

Johannesburg Joint Council of Europeans and Africans:

Mrs J. M. Train, 34 12th Avenue, Parktown, Johannesburg.

Rev. S. S. Tema, c/o D.R.C. Mission Church, Atteridgeville, Pretoria.

Johannesburg Municipality:

Cr M. E. Bothner, P.O. Box 2880, Johannesburg

Cr L. V. Hurd, P.O. Box 23, Johannesburg.

Kimberley Municipality:

Cr L. J. van Zyl, 13 Miller Street, Kimberley.

Cr N. G. Meyer, Native Affairs Department, Kimberley.

Kingwilliamstown Municipality:

Representatives to be appointed

London Missionary Society:

Rev. A. J. Haile, P.O. Hope Fountain, Bulawayo.

Rev. F. J. Shaw, P.O. Kanye, Lobatsi, B.P.

Lovedale Missionary Institution:

Mr C. D. Zulu, Lovedale Missionary Institution, Lovedale.

Mr B. B. Mdledle, Lovedale, C.P.

Methodist Church of South Africa:

Rev. E. E. Mahabane, P.O. Box 43, Vereeniging, Transvaal.

Rev. W. T. Whalley, Methodist Parsonage, 289 Main Road, Seepoint, C.P.

National Union of S.A. Students (Cape):

Mr L. C. V. Walker, 148 St George's Street, Cape Town.

Natal Teachers' Society:

Mr A. Levine, 7 Essenwood Road, Durban.

Prof. A. H. Allsop, Natal Training College, Pietermaritzburg.

Paris Evangelical Missionary Society:

Rev. E. Benzencon, Likhoele, P.O. Mafeteng, Basutoland.

Pietermaritzburg Municipality:

Cr E. L. Flanders, P.O. Box 34, Pietermaritzburg.

Cr G. C. Joliffe, Gloucester Road, Pietermaritzburg.

Pietermaritzburg Society for the Welfare of Natives:

Miss D. E. Mellor, Wykham School, Pietermaritzburg.

Port Elizabeth Municipality.

Cr Mrs F. H. Holland, 10 Forbes Avenue, Port Elizabeth.

Cr Hugh Parker, 10 Kemp Street, Port Elizabeth.

Presbyterian Church of South Africa:

Rev. H. M. Agnew, P.O. Box 823, Cape Town.

Rev. P. B. Hawkrige, 9 Belvedere Avenue, Oranjezicht, Cape Town.

Pretoria Municipality:

Mr J. R. Brent, Manager, Native and Asiatic Administration Department, P.O. Box 440, Pretoria.

The Chairman, Native and Asiatic Administration Department, P.O. Box 440, Pretoria.

Pretoria Joint Council of Europeans and Non-Europeans:

Mr J. R. Cheue, T.E.D. (Natife Section), P.O. Box 564, Pretoria.

Mr K. B. Hartshorne, Kilnerton Institution, P/B 26, Pretoria.

Rhodes University College:

Professor (Mrs) Monica Wilson, 7 Constitution Street, Grahamstown.

Professor C. D. Herrison, Rhodes University College.

Roodepoort-Maraisburg Municipality:

Cr R. D. Corlett, 9 First Avenue, Maraisburg.

Manager, Non-European Affairs Dept., Box 217, Roodepoort.

Rustenburg Municipality:

Representatives still to be appointed.

Rustenburg Joint Council of Europeans and Africans.

Mr L. G. Sima, P.O. Box 104, Rustenburg.

Students' Representative Council—Rhodes University College:

Representatives still to be appointed.

Society of Friends:

Clerk to the Transvaal Monthly Meeting, P.O. Box 7205, Johannesburg.

Social Services Association of South Africa:

Mr A. J. Drage, P.O. Box 943, Durban.

Mr I. Geshen, I. H. Isaacs and Geshen, Smith Street, Durban.

South African Federated Chamber of Industries:

Mr A. A. Menkin, P.O. Box 1887, Johannesburg.

Mr J. M. Burger, P.O. Box 3531, Johannesburg.

South African Native College:

Dr Alexander Kerr, Fort Hare, Alice, C.P.

Professor Z. K. Matthews, Fort Hare, Alice, C.P.

Salisbury Municipality:

Representatives still to be appointed.

S.A. Province of the Society of the Sacred Mission:

Rev. Fr P. Stroud, P.O. Box 17, Mafeteng, Basutoland.

Rev. Fr M. Knight, St Patrick's Priory, Bloemfontein, O.F.S.

- S.A. Province of the Society of St John the Evangelist:**
Rev. Fr Savage, Mission House, Chapel Street, Cape Town.
- The S.A. Union of the Seventh Day Adventists:**
Pastor E. D. Hanson, P.O. Box 468, Bloemfontein.
Pastor R. E. Ansley, 11 Albert Buildings, 9 Fraser Street, Johannesburg.
- Springs Municipality:**
Mr E. J. Baker, Manager, Non-European Affairs Department, Springs.
Chairman, Public Health and Non-Europeans Affairs Committee, Springs
- Springs Joint Council of Europeans and Africans:**
Mr L. Mothlabi, 719 Round 10, Payneville, Springs.
Rev. O. Clark, Derby Avenue, Springs.
- Swiss Mission in South Africa:**
Rev. H. P. Junod, 25 Victoria Road, Waterkloof, Pretoria.
Rev. R. Bill, 61 Ruse Street, Pretoria.
- Service Group of Theosophical Society in Southern Africa:**
The Secretary, P.O. Box 47, Pretoria.
- Union of Jewish Women of South Africa (Headquarters):**
Miss S. Kussel, P.O. Box 4500, Cape Town.
- Union of Jewish Women of South Africa (Cape Town):**
Secretary, P.O. Box 2357, Cape Town.
- United Christian Missionary Society, Disciples of Christ:**
Rev. Basil Holt, 35 6th Avenue, Linden, Johannesburg.
Pastor J. Duvenage, 16 Aerodrome Drive, Northmead, Benoni.
- University of Cape Town:**
Dr H. J. Simons, P.O. Box 594, Cape Town.
Professor Edward Batson, P.O. Box 594, Cape Town.
Professor I. Schapera, P.O. Box 594, Cape Town (Alternate).
- University of Natal:**
Prof. J. D. Krige, P.O. Box 1525, Durban.
Prof. H. R. Burrows, P.O. Box 1525, Durban.
- University of South Africa:**
Prof. D. Hobart-Houghton, Rhodes University College, Grahamstown.
Prof. A. J. H. van der Walt, P.O. Box 392, Pretoria.
- University of Witwatersrand:**
Prof. I. D. MacCrone, University of Witwatersrand, Johannesburg.
Mr Julius Lewin, University of Witwatersrand, Johannesburg.
- Umtali Municipality:**
Representatives still to be appointed.
- Vanderbijlpark Health Committee:**
Mr E. R. Burnett, Vanderbijlpark, Vereeniging.
- Vereeniging Municipality:**
Chairman, Non-European Affairs Committee, P.O. Box 35, Vereeniging.
Manager, Non-European Affairs Committee, P.O. Box 35, Vereeniging.
- Witbank Municipality:**
Representative still to be appointed.

Representatives of Ordinary Members on Council

Cape Western

Abrahams, Prof. Rabbi Israel.
 Batson, Prof. Edward.
 Brooke, Very Rev. Dean J. C. H.
 Buchanan, Adv. D. M.
 de Villiers Graaff, Sir.
 Grant, Mrs M. L.
 Hawkins, Miss E.
 Hutt, Prof. W. H.
 Lavis, Rt Rev. Bishop S. W.
 McCausland, Mr D. E.
 National Union of Students.
 Runge, Rev. C. H. S.
 Sacks, Mrs Betty.
 Stanley, Sir Herbert.
 van der Horst, Dr Sheila.

Cape Eastern

National Council of African Women
 (Miss M. T. Soga).
 Pagden, Mr H. E.
 Paterson, Dr R. L.
 Students Representative Council
 (Rhodes), The Secretary.
 Rousseau, Prof. H. J.
 St Andrews' College
 Thurlbeck, Mrs. E.
 Toc. H. East London.
 Schauder, Mr A.

Natal:

Ferguson Davie, Rt Rev. Bishop C.
 Feetham, Hon. Mr R.
 Friends of the Sick, Mr Paul Sykes.
 Henochsberg, Mr E. S.
 Hopewell, Mr A.
 Malcolm, Mr D.Mck.
 M'Timkulu, Mr D. G. S.
 Ngcobo, Mr Selby.
 Russell, Mrs E. E. M.
 Snell, Mr F. R.

Orange Free State:

Fourie, Prof. F. C. van N.
 Marquard, Mr D.

Southern Transvaal:

Ballinger, Mrs Margaret, M.P.

Biesheuvel, Dr S.
 Friedman, Dr B., M.P.
 Gluckman, Dr H., M.P.
 Gutsche, Dr Thelma.
 Hellmann, Dr Ellen.
 Huddleston, Rev. Fr Trevor.
 Rheinallt Jones, Mrs C.
 Stakesby Lewis, Mr J.
 MacCrone, Prof. I. D.
 Mahabane, Rev. E. E.
 McLarty, Miss M.
 Moroka, Mr G. A. R.
 Mosaka, Cr Paul.
 Non-European Library.
 Rouse, Ven. Archdeacon R. P. Y.
 Roux, Dr E. R.
 Salvation Army, Native Department.
 Schreiner, Mrs O. D.
 Solomon, Mrs Bertha, M.P.
 Sonnabend, Dr H.
 Suzman, Mrs Helen.
 Tema, Rev. S. S.
 Webb, Rev. J. B.
 Rev. A. W. Blaxall.

Northern Transvaal:

Eiselen, Prof. W. W. M.
 Findlay, Adv. George.
 Hartshorne, Mr K. B.
 Junod, Rev. H. P.
 Reyneke, Ds J.
 Woodfield, Ven. Archdeacon S.P.

Rhodesia—N. & S.

Godlonton, Mr W. A.
 Gore-Browne, Sir Stewart.
 Howman, Mr R.
 West, Dr E. M. Bainbridge.

Other African Territories:

Dyke, Dr Hamilton.
 Khama, Chief Tshekedi.

Overseas:

Prof. S. H. Frankel.
 Dr Max Gluckman.
 Prof. W. Murray.
 Dr Audrey Richards.