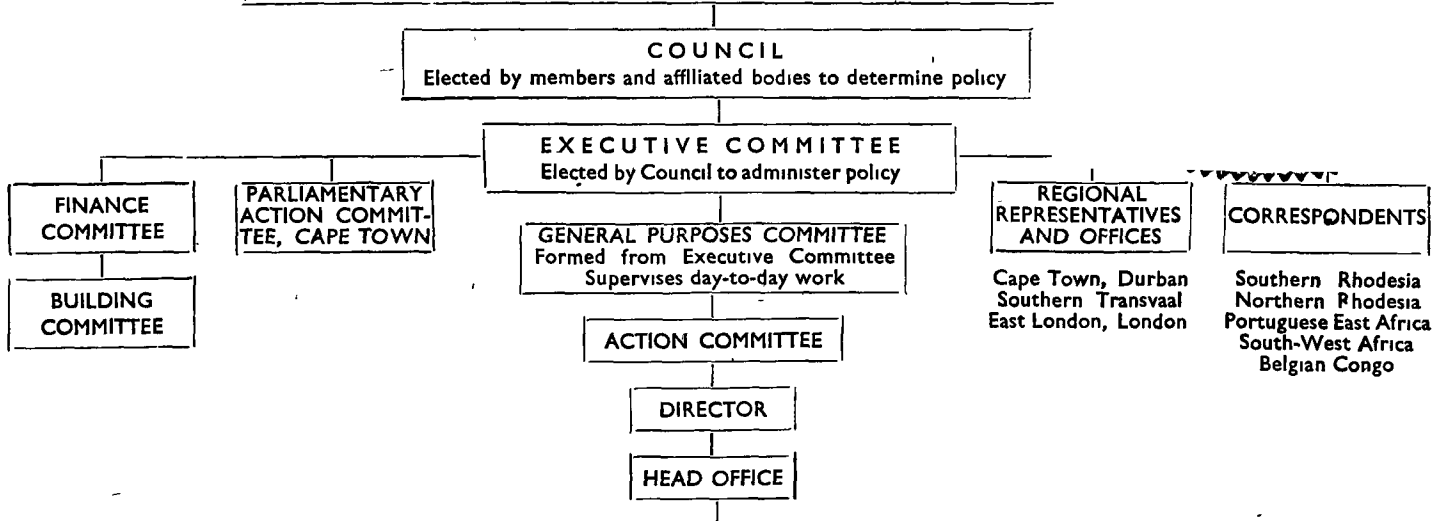


*A Survey of
Race Relations
in South Africa
1950-1951.*

TWO SHILLINGS and SIXPENCE

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*A Survey of
Race Relations
in South Africa*

OCTOBER 1950 —
— SEPTEMBER 1951



THE TWENTY - SECOND ANNUAL REPORT
SOUTH AFRICAN INSTITUTE OF RACE RELATIONS

SOUTH AFRICAN INSTITUTE OF RACE RELATIONS

(Incorporated)

W.O. 219

1950 – 1951

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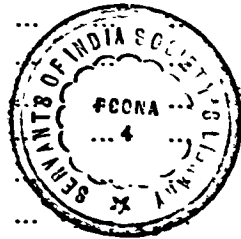
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A SURVEY OF RACE RELATIONS IN SOUTH AFRICA, 1950—1951

Institute Activities and Their Background

THE INSTITUTE AND THE PAST YEAR

At this juncture in our history it is well to recall the genesis and the purpose of the Institute.

The Institute was founded in 1929—to work for peace, goodwill and practical co-operation between the various ethnic groups in the country. It had no pre-conceived “solutions” to offer, no dogma to expound. It was founded in the faith that it is possible for men of all races to live together in amity and to work together in a common bond of loyalty to a common state.

It was founded in the belief that the highest good is the consistent endeavour to improve the quality of human lives, that is, to quote from the great book, “South African Native Policy and the Liberal Spirit” by Professor R. F. A. Hoernlé, “the spiritual, moral, cultural quality.” Further, the Institute accepted the principle that the individual has a right to the full development of his inborn capacities.

The Institute has never attached itself to any political creed: it has hoisted no slogan at the masthead of its endeavours. Its stock-in-trade has been objective facts: its technique, analysis of situations. As a voluntary organization, the Institute cannot control the course of events: what it can attempt is to show the means by which the causes of friction and difficulty which have arisen in the course of the development of this country may be eliminated. Over the years it has dealt with each situation as it arose, trying to carry with it in its work and recommendations all reasonable men of sincere views. Its work has throughout these years been characterized by an emphasis on the practical and the attainable.

The very fact of its assertion of generally accepted principles of common humanity and justice has meant that the Institute was inevitably propelled to adopt a progressive, liberal line. It has been called idealist, visionary, theorist—all terms which in South Africa carry a greater or lesser measure of reproach. Yet it is the Institute which is to-day realistically facing the facts of the real situation and attempting to deal with them.

What are these facts? Briefly—South Africa’s population consists of 8½ million Africans at various stages of development, 2 million in our cities, 3 million on our European farms and over 3 million

in our Reserves : a Cape Coloured community of one million for whom "White" civilization is mainly responsible : 350,000 Indians, 95 per cent of whom are South African born : and 2½ million Europeans of varied origin, slightly more than half of them Afrikaans-speaking. All are human beings, living in the 20th Century, and all are being swept into the vortex of Western civilization of which South Africa forms a small part. All are members of a Christian and democratic State in this "century of the common man." Economic developments, particularly since 1939 when South Africa has been undergoing what amounts to an industrial revolution, have made these different groups ever more economically inter-dependent.

Throughout these developments the Institute has adhered to the broad principles upon which it was founded. It has not changed its approach or methods. What has changed is the Government, not the Institute, and the result has been that the fundamental difference between long prevailing governmental policies and those put forward by the Institute is to-day more clearly defined than at any previous stage.

The past years have seen a deterioration in race relations, and such deterioration is due to a lack of recognition of the economic and social forces at work within South Africa and in the world beyond. It is not due to "agitators" that the African people of our land have seen greater freedoms acquired by Negroes in America and by West Africans in Nigeria and the Gold Coast. It is not the work of liberals that Non-Europeans read of the independence of India, Pakistan, Burma, Ceylon, Indonesia. It is not due to liberals that Non-Europeans in South Africa resent measures of segregation, which in the eyes of the rest of the world mean subordination. The origin of these resentments lies in the measures themselves—in the attitudes of fear which underlie them.

The Christian and democratic duty incumbent upon European and Christian people is to bring Non-Europeans within the fold of Christian democracy, not to shut them out; to exclude them is to deny the principles of our civilization; it is un-Christian and un-democratic. In a fast-growing and developing society, it is impossible, both on principle and in practice, to isolate in separate compartments the peoples of our common land.

The past year has seen a greater strain placed upon English-Afrikaans relations and the present rift, though by no means so clear-cut as many believe, is widened by apparent disagreements on Non-European policy. English and Afrikaans groups are not solid blocks taking different sides on Non-European questions. Such disagreements as exist are more apparent than real for there is what might be termed a "South African European" attitude which embraces many members of both European groups and which does not find common expression because of present political alignments and aims. This attitude, however, is not likely to provide the basis for a successful solution of our racial problems.

It cannot be doubted that the relations between Europeans and Non-Europeans have fallen on more evil days. Many things have happened which men of goodwill and sincerity cannot reconcile with their ideals of right. Measures have been introduced without consultation with Non-Europeans—measures which vitally affect them. To Non-Europeans, the Group Areas Act, rightly or wrongly, means discrimination. The Separate Representation of Voters Act is regarded as a grievous infringement of their rights by the Coloured people, and to the Africans it represents a further threat. The suggestion that Native representation in the House of Assembly should be abolished has further increased anxiety. A variety of administrative measures has made the application of *apartheid* more rigid. A further extension of these measures, particularly in the field of transport, is contemplated. A “national” conference on social welfare work was confined to Europeans. International meetings have been cancelled. A Minister of State has refused to receive a “mixed” deputation.

The Non-European peoples have reacted strongly to all these measures. A greater sense of unity has developed amongst them. Feelings of “African Nationalism” have been aroused and a surge of discontent has spread from the vocal few to the inarticulate many.

There are, however, other factors in the situation: the cost-of-living has risen and bears most hardly on the lower income groups (*see page 41*). Malnutrition is said to be increasing (*see page 41*). Housing for Non-Europeans is lagging far behind the need. There is a lack of satisfying employment for Non-European youth, and the re-introduction of the “civilized” labour policy has not helped to increase Non-European trust in European good intentions. Despite increased financial provision, schooling for Non-European children is still sadly lacking, and despite efforts on the part of the authorities, relations between Non-Europeans and the police have seen no significant improvements.

Steps have been taken to meet the social needs of the people. Cost-of-living allowances have been improved. Bigger pensions have been provided for the blind and other disabled persons. The Native education vote has shown a significant and heartening increase. The Native school-feeding grant has been raised from 1½d. to 1¼d. Land purchase has been speeded up and steps have been announced for the devolution of greater executive responsibility for local government on urban and rural Africans. Betterment schemes are proceeding in Native rural areas.

Yet this is not enough. In 1948, after declaring its opposition to the policy of *apartheid*, the Institute asked the Government to proceed with major constructive measures before attempting to embody in legislation the principles of this policy. The Institute suggested that if the latter step was taken first, race relations would deteriorate. It later presented and published a positive constructive but minimum programme, and it still feels that steps along these lines must be taken if the stability of our society is to be maintained.

This brief review is not written in any spirit of antagonism to those who sincerely feel that full segregation is possible. It is obvious that a pattern of separation in many spheres of life will endure for many years. Rather, it is written in the sincere belief that the pattern of *apartheid* as proposed must of itself break down—as indeed it is doing at the moment—and that unless this is frankly realized, the friction within the country will be greatly increased. We cannot ignore the forces at work within the country, the economic pressures which developments are creating, the human and psychological reactions to measures which injure the quality of human lives; nor can we dismiss the trend of events in the world outside.

It is more than ever necessary to-day to have faith and courage and to act in this faith and courage—without fear.

QUINTIN WHYTE.

INSTITUTE ORGANIZATION DURING 1951

Losses to the Institute

It is with the deepest regret that we record the death of Mr. O. K. Schlimmer, a generous friend of the Institute who made possible the publication of the *Handbook on Race Relations in South Africa*; of Dr. C. C. P. Anning, National Chairman of the National War Memorial Health Foundation; of the wife of one of the Institute's Vice-Presidents, Professor D. D. T. Jabavu; of Mr. Robert Shapiro, who founded the Robert Shapiro Trust for Bantu Health Training.

Thanks

The Institute extends sincere thanks to the many persons who have helped over the past year. The honorary office-bearers and members of our many committees have given tireless service. Realizing the challenge of the times and the immense task that confronts the Institute, many of our members have increased their subscriptions and have offered practical assistance. Others have responded willingly when called upon. Without all this help, the work outlined in the following pages could not have been carried out.

Willing co-operation has been received from State and Provincial departments, municipal administrations, business concerns, voluntary organizations and the Press. The Institute office-bearers and officials have met with the greatest courtesy and helpfulness.

To all these, the Institute is very grateful.

Honorary Office-bearers

The Council agreed in January that the immediate five past-presidents of the Institute be ex-officio members of the Executive Committee, retaining nevertheless the right to be elected to any honorary office.

The Institute's Articles of Association provide for ten Honorary Life Members. In January, Dr. Ellen Hellmann was elected by

existing members to fill a vacancy that had occurred through the death of Dr. J. G. van der Horst.

At the Executive Committee meeting in July, it was suggested that the post of honorary regional representative had possibly become redundant in areas where a Regional Committee had been formed, for in such areas the Regional Chairman normally becomes the Institute's local representative.

On his election to the Presidency, Mr. J. D. Rheinallt Jones resigned from the chairmanship of the Southern Transvaal Regional Committee. Mr. M. Broomberg succeeded him. For some months Dr. Ellen Hellmann kindly acted as Honorary Regional Secretary: in August, Advocate W. H. B. Schreiner was elected to this post.

In January, Dr. Alexander Kerr agreed to become the Institute's honorary representative in the Cape Eastern region. Shortly afterwards, he was appointed chairman of a Southern Rhodesian Commission on Education. Mr. C. A. Pilson is kindly acting as Regional Representative during his absence.

The Rhodesia National Affairs Association, with offices in Salisbury, have agreed to become the Institute's representatives in Southern Rhodesia: the Rev. P. Ibbotson, O.B.E., will continue as our correspondent in Matabeleland. The Rt. Rev. the Bishop of Damaraland consented to become our correspondent in South-West Africa, but shortly afterwards was elected Bishop of Bloemfontein. A new correspondent for this territory has not yet been appointed. Negotiations for representation in the United States of America, and for the re-organization of the Institute's representation in the United Kingdom, are in progress.

Staff

The Executive Committee decided in July that Mr. F. J. van Wyk, originally appointed as Assistant-to-the-Director, should be appointed Assistant Director.

At the end of March, Messrs. Stakesby Lewis and Lewis ceased doing the Institute's secretarial work. Mr. S. V. Sheasby was appointed Secretary, and offices were obtained in Transvalia House, next-door to the Institute's head office, he left at the end of July, Mr. C. R. Wynn took over for a short period, and Mrs. N. M. Wilson was appointed to the post from 1st October. The Institute's very grateful thanks are due to Messrs. Stakesby Lewis and Lewis.

Mr. G. le Sueur, Editor and Publicity Officer, resigned during March. Mr. W. Hecht was appointed Publications Officer in June. During the interval the work was carried out by the Director and Miss Patricia Elkin, a voluntary worker who has now been appointed Assistant Publications Officer on a voluntary basis.

Due to these changes, a heavy burden has been thrown on the other members of staff, who have been more than normally busy during the past year. In addition to carrying out the work summarized in the following pages, members of staff have assisted visitors from

Africa and overseas with introductions, information and material, and have been consulted on a wide variety of matters.

Accommodation

The work is made more difficult than it need be through the inadequacy of the Institute's present accommodation. Head Office is spread over four buildings; time is wasted sending messages between the various sections; the cottages in which the Institute is housed are dilapidated and in a bad state of repair, many of the offices draughty and ill-lit. It is becoming imperative for the Institute to have its own building.

The University of the Witwatersrand has most generously offered free use of a site in perpetuity, and an agreement between the University Council and the Institute has now been signed. Sketch plans of a proposed building estimated to cost, in all, about £40,000 have been prepared. A special appeal for the necessary funds will be launched towards the end of 1951.

LEGISLATION AND RACE RELATIONS

A. ACTS PASSED DURING THE 1951 SESSION OF PARLIAMENT

(a) Separate Representation of Voters Act (Act 46/51)

The agreement on the Cape Coloured franchise reached between the leaders of the Herenigde Nasionale and Afrikaner Parties in October, 1950, was summarized in our last Annual Report. After considering the terms of this agreement, the Institute's Council in January, 1951, resolved:

"In the conviction that the future of South Africa can only be built on common loyalty to the State and the Constitution, on increasing participation by all ethnic groups and communities in the rights and duties of citizenship, on confidence in the good faith of public men, the South African Institute of Race Relations records its profound disagreement with the proposals to change the Coloured franchise made by the Prime Minister, Dr. D. F. Malan, and Mr. N. C. Havenga.

"The Institute of Race Relations is of the opinion that the removal of the Coloured voters of the Cape from the common roll and their transference on to a separate roll will intensify and perpetuate racial differences instead of promoting the development of a community with common interests, common values and common aspirations. It will result in a complete loss of faith in the word, spoken and written, of the heads of the South African Government. Moreover, it is a well-known historical fact that the safeguarding of the Non-European franchise of the Cape in the South Africa Act was an essential condition of Union, and that without it, the Union of South Africa would never have come into being. The South Africa Act has always been respected as the basis of the South African constitution: in addition, to effect

the contemplated changes in the Coloured vote without securing a two-thirds majority of both Houses of Parliament sitting together, as required by the Act, would be a gross violation of constitutional proprieties.

"The framers of the proposals express their conviction 'that the arrangement will in no way constitute a reduction of the existing political rights of the Coloured people.' The Institute takes the contrary view and considers that the arrangement constitutes a crippling diminution of the existing and potential rights of the Coloured people. The Coloured people themselves, who have at no time been consulted as to their desires in respect of an 'arrangement' which affects them so intimately, have protested sharply and expressed their own conviction that the proposals constitute a grave infringement of their rights.

"It should further be borne in mind that the system of separate representation now suggested for the Cape Coloured people has been tried since 1936 in the case of the African people, and has failed to satisfy them or to persuade Parliament and the Government to have regard for their reasonable wants. In many cases it has even weakened the sense of responsibility of other Members of Parliament who strive to lay the whole burden of presenting the case of the Africans on their special representatives.

"The Institute of Race Relations believes that this attempt to reduce the democratic rights of the Coloured people is a retrograde step, totally at variance with procedure being adopted by the rest of the Western world. It considers that the proposed measures will constitute a grave injustice to a section of the community which has exercised the vote for close on one hundred years and has not abused it. It believes that these measures, if implemented, will do irreparable harm to the prestige of the Union of South Africa."

This statement was released to the Press, and received wide publicity.

The Separate Representation of Voters Bill was introduced in the House of Assembly on 8th March. Immediately after the Minister of the Interior had moved its introduction, on a question of order the Leader of the Opposition asked the Speaker whether the Bill should not be dealt with at a joint sitting of both Houses of Parliament. The same procedure was later followed by the Opposition in the Senate. In each case it was ruled that a bi-cameral sitting was unnecessary. During the debates, representatives of Coloured voters asked, but were not granted, leave to be heard at the Bar of the House in opposition to the Bill. Many protest meetings and demonstrations were organized, and a petition asking for the withdrawal of the Bill, said to have over 99,000 signatures, was read by the Clerk of the House in the Assembly. A War Veterans' Action Committee was formed and organized a "torch commando," which sent representatives from many towns to present to the Prime Minister and Mr. Havenga resolutions protesting against any violation of

the "entrenched" clauses of the S.A. Act, and calling upon the Government to resign.

In its final form, the Bill provided that the Coloured voters of the Cape (including Asiatics and Malays) be placed on a separate roll. They would elect four representatives to the Assembly and two to the Cape Provincial Council. The representatives in the Assembly must be Europeans, and would hold office for five years from the date of election, notwithstanding any dissolution of the House. Those in the Provincial Council could be Europeans or Coloured people. None of the representatives would have the right to vote for Senators. Should the total of European constituencies be legally altered at any time, the number of Coloured constituencies would be altered in such a manner that the originally determined numerical relation would be maintained. Elections would in the first place be held not less than eight days before the European polling date for a general election for the House of Assembly or Cape Provincial Council.

Registered Coloured voters in Natal (there are none in the remaining provinces) would remain on the common roll until their death but, after the Bill became law, no Coloured person would be registered as a voter in Natal.

A European Senator would be nominated by the Governor-General on the ground of his thorough acquaintance with the reasonable wants and wishes of the Coloured people of the Cape. A Board for Coloured Affairs would be set up to advise the Government on the interests of Coloured people and to carry out such statutory or administrative powers as might be assigned to it: three Non-European members would be nominated to represent Natal, the O.F.S. and the Transvaal respectively, while two members would be elected for each of the four electoral divisions of the Cape.

The Institute prepared a statement (R.R. 38/51) on the Bill, which was sent to all Senators and Members of Parliament during the debate, and in which the following criticisms were made:

- (i) The perpetuation of the ratio of representation in the Assembly to four representatives for the Cape Coloured people (numbering over a million) to 156 for the Europeans (numbering over two-and-a-half million), constituted a grave injustice. Further, the repeated threat to abolish African representation in the Assembly indicated that the Cape Coloured representation would, from the start, be insecure.
- (ii) Representatives of Coloured people were to be denied the right possessed by other Members of Parliament and Provincial Councillors to vote for Senators.
- (iii) The Coloured people of Natal were ultimately to be deprived of the right which they had hitherto enjoyed of voting for members of the Provincial Council.
- (iv) No provision was made for representation of the Coloured people of the Transvaal and O.F.S. in the national or provincial legislatures.

- (v) In terms of the Bill the franchise, which was possessed by European women, was not even envisaged for Coloured women.
- (vi) The creation of a Board for Coloured Affairs would not compensate for the loss of political rights to be suffered by the Coloured people, and, in view of the opposition of the people concerned to the proposal, this Board would have a far greater initial handicap than did the Natives' Representative Council; thus it was questionable whether it would prove a success.

During August, four Cape Coloured voters filed petitions with the Registrar of the Supreme Court, Cape Town, contesting the validity of the Act on the ground that it conflicts with provisions of the South Africa Act. At the time of writing, argument on these petitions was still in progress.

(b) Suppression of Communism Amendment Act (Act 50/51)

The liquidator appointed under the Suppression of Communism Act of 1950 to wind up the affairs of the Communist Party of South Africa, sent out numbers of letters inviting the persons concerned to show cause why they should not be "named" as communists. One of these applied to the Supreme Court, Cape Town, for an interdict restraining the liquidation of the Communist Party under the Act, and declaring the liquidator's appointment to be null and void, on the grounds that the Communist Party of South Africa went out of existence before the Act came into force. His application being refused, he lodged notice of appeal; but subsequently withdrew this on the introduction of the Suppression of Communism Amendment Act, which made his contentions academic.

The Amendment Act made it clear that the original Act applied to the Communist Party of South Africa even though it might be held that this organization was dissolved before the Act came into operation. It extended the scope of the definition of a communist by including also any person who, at any time before the commencement of the Act, professed to be a communist; whether within or outside the Union, encouraged in any way the achievement of any of the objects of communism; or had at any time been a member or active supporter of any organization which in any way furthered any of the objects of communism.

A new procedure was provided for the removal from legislative bodies of members who are communists; and it was laid down that persons listed as communists or convicted of an offence under the Act shall be ineligible for election to a legislative body except with the written consent of the Minister of Justice. The scope of the definition of those who, in prosecutions or civil proceedings under or arising from the Act, may be presumed, until the contrary is proved, to be guilty, is extended.

The original Act permitted the prohibition, among others, of publications which served *mainly* as a means for expressing views propagated by an organization deemed unlawful, or for giving views

or information calculated to further the achievement of any of the objects of communism. The new Act substituted the words *inter alia* for the word *mainly*. It contained a new clause specifying that no action for damages shall lie against anyone who describes as a communist a person whose name appears on a list in the custody of the liquidator, or who at any time professed to be a communist, or has been deemed by the Governor-General to be a communist, or to whom a notice has been issued in terms of the Act as amended, or who has been convicted of certain offences under the Act.

The Amendment Act was deemed to have come into operation on the same date as the principal Act, namely 17th July, 1950.

Again, meetings of protest against this legislation were held in many centres of the Union.

The Institute sent the following statement to Members of Parliament and Senators during the debate, and to the Press:

“When the Suppression of Communism Bill was issued, the South African Institute of Race Relations expressed its ‘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 agreed that ‘the Government must have the power to protect our society against threats to its safety.’

“But it considered that the provisions of the Bill whereby it was proposed to carry out these objectives might endanger perfectly law-abiding citizens and destroy some of the fundamental principles upon which the whole structure of our Western civilization rests.

“The Suppression of Communism Amendment Bill is an even more far-reaching violation of these principles. It makes the application of the law retrospective, and establishes the extremely dangerous precedent that an individual can be penalized for an act that was lawful at the time it was carried out.

“The Institute has operated in the spirit and framework of Western democracy. For this reason the Institute has been in the past and is to-day resolutely opposed to communism. It considers that in all the areas controlled by the Russian communists the individual is subservient to the State in all phases of his life and, through this rigid control, denied that free development of his inborn capacities which it is the aim of a liberal Democracy to promote.

“But it must be borne in mind that communism has claimed for itself the defence of certain of the fundamental principles of Western democracy. To promote the liberties of all groups within a society is the professed aim of communists. It is likewise the aim of many other groups bitterly opposed to communism. Hence to widen the definition of ‘Communist’ as the Suppression of Communism Amendment Bill does, to include any person who, at any time has ‘encouraged the achievement of any of the objects of communism’ gives the Government the unfettered power to

prevent activities upon which the progress of the Western democracies has been based.

“In the conviction that this Bill destroys the very basis on which the established rights of the individual rest, the Institute urgently requests the Government to withdraw the Suppression of Communism Amendment Bill.”

(Also see page 81.)

(c) **Bantu Authorities Act (Act 68/51)**

The Bantu Authorities Act provided for the establishment of the following bodies:

- (i) Bantu tribal authorities, with administrative and executive as well as judicial powers, to consist of a chief or headman of a tribe or community in association with tribal councillors, and to be constituted with due regard to Native law and custom. Provision is also made for a joint tribal authority for any number of tribes or communities.
- (ii) Bantu regional authorities, to exercise control over two or more areas for which tribal authorities have been established; the chairman and members to be chosen from amongst members of the tribal authorities concerned. Functions of regional authorities include establishment and maintenance of educational institutions, hospitals and clinics, construction and maintenance of roads, bridges, etc., suppression of stock diseases, improvement of farming methods, and afforestation. Their powers include the levying of rates not exceeding £1 on each male adult African in the area, and the prescribing of rates for services made available to specified classes of persons.
- (iii) Bantu territorial authorities, to exercise control over any two or more areas for which regional authorities have been established, the chairman and members to be chosen from amongst members of the regional authorities concerned. To the territorial authorities may be assigned any of the powers, duties and functions of a regional authority and also other powers relating to the administration of Native Affairs.

Treasuries are to be established for every tribal, regional and territorial authority. Provision is made for the replacement, after full consultation with the people concerned, of existing general councils by territorial authorities, or of existing local councils or reserve boards by regional authorities. The Governor-General is empowered to summon general conferences of Africans at his discretion. The Natives' Representative Council is abolished.

While in principle the Institute is in favour of an extension of African local government, it drew up a memorandum (R.R. 79/51), which was sent to Members of Parliament and Senators and to the Press, in which it pointed out:

- (i) So far as it was aware, the African people had not been consulted about the Bill.

- (ii) In the constitution of tribal authorities, provision should be made for an elective basis: without this it might in some cases be difficult to bring enlightened Africans into the administration.
- (iii) While in some areas it may be possible to retain for a time a tribal pattern for local government, the impact of Western economy and culture is fast disrupting what remains of tribal life. Where this process is far advanced, progress can best be obtained through the development of local and general councils.
- (iv) Existing general councils should not be abolished except by resolution of both Houses of Parliament.
- (v) The proposed conferences are no substitute for the Natives' Representative Council. The need will soon become apparent for a national central body through which African opinion can express itself.
- (vi) The system envisaged is for local government only and can be no substitute for the political representation of the African people.

Detailed comments on the clauses of the Bill followed, dealing mainly with the importance of consultation with the people before changes affecting them are introduced. Among amendments subsequently made to the Bill, this principle was accepted in four cases.

The Institute also pointed out that regional authorities will be unable adequately to finance educational, health, social, agricultural or other services unless allocations are made to them for the purpose by the appropriate Government and Provincial departments. Further, there was no indication of what relation the Bantu Authorities and their funds would have to the Native Trust and its work.

(d) Native Building Workers' Act (Act 27/51)

The Native Building Workers' Bill of 1950 was summarized in our last Annual Report, as was the Institute's commentary on it (R.R. 32/50). The Bill was postponed until the 1951 Session of Parliament, and then re-introduced with several changes, for example:

- (i) A Native area, for the purposes of the Act, now includes any area which in the opinion of the Minister is predominantly occupied by Natives.
- (ii) Thatching is excluded from the list of skilled work Natives will not be allowed to do outside their own areas.
- (iii) The total prohibition against anyone employing Natives in building in urban areas has been modified, so that the prohibition can be applied to part of the urban area only, and so that Natives can work outside their own areas on buildings owned or occupied by them. Europeans will, however, not be able to place a contract with a Native builder.
- (iv) An official has been appointed to the Native Building Workers' Advisory Board to advise on matters affecting Native interests.

- (v) Fine for failure to produce a certificate is reduced from £50 to £15.

The Act was brought into operation from October 1st. This meant that building employers were no longer permitted to employ Native building workers on skilled work in an urban area unless it fell within the definition of a Native area. Private employers are not affected unless and until a further proclamation is issued prohibiting the performance of skilled building work by Natives in the area concerned.

The Institute's attitude, as expressed in the memorandum R.R. 32/50, is unaffected by the amendments to the original Bill; but now that it has been passed, the Institute is anxious that positive steps be taken to implement its constructive aspects, for example:

- (i) the creation without delay of machinery for trade testing and registration of existing African building workers;
- (ii) the determination of their conditions of employment;
- (iii) the provision of adequate training facilities (particularly in urban areas) for skilled African building workers;
- (iv) the employment of building trainees, during the practical part of their training, on actual housing schemes for Africans;
- (v) the expedition of the provision of housing as a result of the Act

(e) Prevention of Illegal Squatting Act (Act 52/51)

The main provisions of the Prevention of Illegal Squatting Act are as follows:

- (i) No one is allowed to enter upon any land or building, or any Native location or village, without permission.
- (ii) Any person contravening this provision is liable to severe penalties, as is anyone collecting fees in connection with organizing illegal occupation of land, or exercising any authority or control in relation to it.
- (iii) Anyone who has illegally occupied any land or building or illegally entered any Native location or village, or anyone who is remaining on land despite warning to depart, may be ordered by the magistrate to demolish any buildings erected and to move, together with his dependants, to such other place as may be determined.
- (iv) If the magistrate to whose district the persons have been removed is satisfied that no suitable accommodation is available for them in his area or that they have no proper employment within reasonable distance, he may take steps to transfer them to some other suitable place inside or outside his district.
- (v) Any local authority may establish an emergency camp for homeless persons and issue regulations for its control.
- (vi) The Act will be in force only in such areas as are defined from time to time by the Governor-General in the *Gazette*.

The Institute's attitude, expressed in a memorandum R.R. 62/51, was that while it could not take exception to the prohibition of squatting without permission or the organizing of such squatting,

consideration should be given by Parliament to two possible effects of the legislative measure, as follows:

- (i) While the present grave shortage of housing continues, it may be essential for local authorities to establish emergency camps; but there is always the danger that temporary camps will become permanent slums. The Institute therefore urged that, before any emergency camp is established, the Government should satisfy itself that the local authority concerned has effective plans for housing to be built within a limited period, so that the emergency camp may be eliminated.
- (ii) Concern was expressed about the sections dealing with the transfer of illegal squatters; for it was conceivable that if the letter of the law was strictly enforced, African families could be passed on from district to district, with no place in which to settle down.

(f) Births and Deaths Registration Amendment Act (Act 35/51)

The Births and Deaths Registration Amendment Act is a progressive measure designed to facilitate the collection of vital statistics by enabling Chiefs to act as registering officers in rural African areas.

(g) Natural Oil Amendment Act (Act 6/51)

Because oil is unlike other base minerals in that it flows, and a land-owner tapping it on his property might be able to drain supplies from land under other ownership, the Government took power, in the Natural Oil Act of 1942, to control the output of any oil-well which might be sunk other than in Native areas. The Amendment Act of 1951 was designed to include scheduled Native areas and lands belonging to the Trust or to individual Africans within the scope of the 1942 Act.

(h) Merchant Shipping Act (Act 57/51)

The Merchant Shipping Act, designed to control the administration of merchant shipping, the safety of life and property at sea, the standards of crew accommodation, etc., contained a clause specifying that separate crew accommodation is to be provided for European and Non-European seamen.

B. BILLS POSTPONED TO THE 1952 SESSION OF PARLIAMENT

Native Laws Amendment Bill. Institute commentary—R.R. 71/51.

Native Trust and Land Amendment Bill. Institute commentary—R.R. 66/51.

Liquor Law Amendment Bill. Institute commentary—R.R. 104/51.

Transportation Act Amendment Bill.

Nursing Amendment Bill.

Criminal Procedure and Evidence Amendment Bill.

C. BILLS THAT WERE DROPPED

Native Housing and Transport Levy Bill.

Bill providing for the prohibition of gatherings or processions likely to lead to the serious dislocation of trade or industry.

GENERAL MATTERS AFFECTING RACE RELATIONS**A. INTERNATIONAL AFFAIRS****Human Rights**

The Union Government informed the United Nations that the majority of the rights and freedoms described in the draft Covenant of Human Rights are in principle, and subject to details of drafting, acceptable to it. It asked, however, that the most earnest consideration be given to an arrangement whereby it would be possible for member-States to accede to the Covenant with reservations as to particular articles; for otherwise many States would in practice have to reject the whole.

In the Assembly on 16th May, the Prime Minister said that the substantive human rights which the Union Government accepted in principle were:

Everyone has the right to live, and to be protected by law.

No one shall be subjected to torture, or cruel, inhuman or degrading treatment, especially against his own will for medical and scientific purposes.

No one shall, in future, be kept in a condition of slavery. Slave trade in all its forms must be prohibited.

Nobody is to be arbitrarily arrested or detained. Nobody is to be placed under arrest unless it is done in a proper manner. Anyone who is arrested is to be brought before a judicial officer for trial in the proper manner. Nobody is to be imprisoned purely on account of inability to carry out a contract obligation.

No foreigner who has been lawfully admitted into another country is to be expelled from that country, except in terms of provisions of the law.

Everyone is entitled to have a fair and public hearing in criminal cases and civil cases.

In criminal cases the presumption must favour the innocence of the accused. (The Prime Minister remarked, "I believe that there have been certain exceptions, and I shall look into that later to see what they were.")

Everyone punished as the result of a judicial error is entitled to compensation.

Everyone has the right to be recognized as a corporate body.

The right of peaceful meeting is to be recognized.

Others of the proposed rights, the Prime Minister said, were acceptable with reservations. They were:

Nobody is to be required to do compulsory labour.

There is compulsory labour in South Africa for people who have been sentenced by the courts. There is military service which, in certain circumstances is compulsory, or can be made compulsory, for the security of the State.

Nobody can be prosecuted for an action which was not punishable at the time it was committed.

An exception has to be made in very specific cases, the Prime Minister said, such as in regard to communists; but generally this provision was acceptable.

Two of the draft rights were unacceptable:

All those who are lawfully in the State must have freedom of movement, and choice of domicile within the State.

A number of Union Acts are in conflict with this, the Prime Minister pointed out, such as the Group Areas Act, the Natives (Urban Areas) Act, the Natives' Trust and Lands Act, and the Pass Laws. Freedom of movement in a country with a population such as South Africa's was impossible without creating all kinds of undesirable conditions.

Everyone is to have freedom of thought, conscience and religion, as well as the right to proclaim it in public. Freedom of speech and of opinion will be enjoyed by all.

These rights, the Prime Minister said, are in conflict with the provisions of the law dealing with the Suppression of Communism, and with the Native Administration Act.

The High Commission Territories

In February, at a State banquet in honour of the British Secretary of State for Commonwealth Relations, the Prime Minister made reference to the expressed intention contained in the South Africa Act to transfer the High Commission Territories to the Union, and to the fact that, in spite of the lapse of forty-one years and the earnest attempts of every successive Prime Minister since Union, supported by all political parties, no progress had been made to implement that intention. During the same month, in the Assembly, the Minister of Finance said that no formal request had been made to the British Government in the matter: before making any such request the Prime Minister would await a suitable opportunity and the formation of a more stable Government.

The Prime Minister made further reference to the matter in the Assembly on 19th June. It was an anomaly, he said, that within or on South Africa's borders were territories ruled by another country. On 5th September, at the Cape Provincial Congress of the Herenigde Nasionale Party held in East London, he is reported to have remarked that the future of the territories would be made an election issue at the next general election in the Union.

According to Press reports, the British Secretary of State for Commonwealth Relations said in Salisbury on 11th September, that there was no obligation on the British Government under the South Africa Act to hand the territories over to the Union. All the Act did was

to provide machinery whereby both Southern Rhodesia and the Protectorates could be transferred to the Union if all the parties concerned agreed to the transfer. The British Government would be ready to talk over the matter of the Protectorates if ever the Government of the Union wanted to raise it; but it would not agree to their transfer without consulting the local population, European and African, or without the consent of the British Parliament.

South-West Africa

During December, the United Nations Trusteeship Committee recommended to the General Assembly that a Commission for South-West Africa be set up to examine reports and petitions from the territory. This proposal was rejected by the General Assembly: instead, a five-nation committee was set up to confer with South Africa concerning the procedural measures necessary for implementing the advisory opinion of the International Court (outlined in last year's Report). As an interim measure pending the completion of negotiations with the Union Government, the committee was authorized to examine and report on the administration of the territory since the Union ceased submitting reports to U.N. The General Assembly also adopted a resolution once again inviting South Africa to place South-West Africa under United Nations trusteeship.

In the House of Assembly on 16th May, the Prime Minister reported the Government's attitude to be that, without yielding on principles, they were ready to consult with the United Nations committee (having already made contact with it) to see if there was perhaps not another way, hitherto not thought of, of reaching a solution. The result of that should be that South-West Africa and its affairs would be taken out of the jurisdiction of U.N. and dealt with separately under the terms of the mandate. "The previous Government said they would administer South-West Africa in the spirit of the mandate. We have set the seal of our approval on that." It was reported on October 18th, however, that the United Nations committee and the South African Government had failed to reach agreement.

A recent report on South-West Africa, by the President of the Institute, is outlined on page 89.

Passports

The normal validity of five years for South African passports has been restored, after a short period during which they were valid for a year only; but they are now formally declared to be the property of the Government and can thus be cancelled or withdrawn at the Minister's discretion.

International Conferences

Because no assurance could be given by the Government that all delegates would be free to enter the country, plans for holding the following international conferences in South Africa were abandoned:

International Student Service.

International Pre-History Congress.
 International Conference of Trigonometrical Surveyors.
 Joint meeting of the British Medical Association and the Medical
 Association of South Africa.
 Fourth International Congress of African Touring

B. MATTERS AFFECTING NON-EUROPEANS GENERALLY

Application of the Group Areas Act

In January, 1951, the Institute's Council resolved:

- “(a) Having heard a detailed exposition of the Group Areas Act, Council is impressed by its complexity and its probable far-reaching effects upon the lives of large numbers of the South African people. Council regrets that so important a piece of legislation was not published sufficiently in advance of its presentation to Parliament to allow of full consideration of its provisions and implications.
- “(b) Having regard to the fact that the provisions of the Act have not yet been proclaimed in any area, Council suggests that it would be desirable to postpone proclamation of the Act to allow further time for its consideration and for any consultations or conferences likely to be helpful to our inter-racial and international relations to take place.
- “(c) Council asks the Executive to arrange for the publication of a simple explanation of the contents of the Act and its probable effects.
- “(d) Council further asks the Executive either itself or through its Regional Committees or through interested organizations, to do its utmost to secure:—
- “(i) that where the demarcation of Group Areas is being considered, the groups concerned be consulted;
- “(ii) that no area be proclaimed until administrative steps have been taken to ensure that adequate and suitable alternative accommodation, including land and houses, is first provided. The urgent need for Indian housing in Johannesburg is specially noted in this connection. As the financial burden of providing land and houses is likely to be too great for many local authorities, the Government should be advised of the need for special financial provision for this purpose.
- “(e) The enforced movement of sections of the population cannot be effected without individual hardship and interference with property rights, even amounting to loss of livelihood. Council trusts that all authorities concerned will have particular regard to the human needs and feelings that will be involved in any changes to be effected by the implementation of the Act.”

The explanation of the contents of the Act and its probable effects, requested by Council, was written by Mr. Kenneth Kirkwood and

published by the Institute in September under the title *The Group Areas Act*.

The Government has now taken the following steps:

- (a) Local authorities have been asked to study how the Act can be applied in their areas.
 - (b) The first provisions of the Act to become operative, those relating to the Land Tenure Advisory Board and to the inspectors appointed by the Minister, were introduced by Proclamation 242 of 1950.
 - (c) The Northern districts of Natal have been deemed to be included in the Transvaal for purposes of the Act.
 - (d) In Proclamation No. 73 of 1951, Indian and Chinese ethnic groups are defined in respect of the Cape, Transvaal and Natal, and the Malay group in respect of certain districts of the Cape.
 - (e) Proclamation 71 brought the whole of the Act into operation in the Cape, Natal and the Transvaal with effect from 30th March, Proclamation 72 excluding the Cape Province from the operation of Sub-Section 10 (1) of the Act for a period of two years. Proclamation 74 made the Transvaal and Natal "specified" areas. Subsequently, Proclamation 72 was repealed and the Cape, too, was made a "specified" area.
- This means that in the three provinces concerned, inter-racial property transactions, or inter-racial changes in occupation of property, are subject to permit. Control is exercised also over occupation of buildings erected, completed or altered after 30th March, and over buildings and lands which were unoccupied, or unlawfully occupied, at that date.
- (f) In Proclamation 75, certain municipal areas (including almost the whole of Durban) and portions of certain districts in Natal and the Transvaal were "defined." These areas await the Minister's determination of the occupiers of property as at 30th March, and until the Minister acts, properties are deemed to have been unoccupied.

At the request of the leaders of the Herenigde Nasionale and Afrikaner Parties, the Suid-Afrikaanse Beskermingsbeweging decided not to proceed with its proposal that all Indians in the Transvaal should be settled in one group area.

Further effects of the Act are described on pages 24 and 32.

Application of the Immorality Act

The Minister of Justice has requested public prosecutors not to institute proceedings under the Immorality Act against aged Europeans and Non-Europeans who have lived together for long periods as man and wife.

Mixed Deputations

In February, the Institute asked the Minister of Native Affairs to allow its representatives to discuss with him its minimum constructive programme for African development (see page 21). One

of the representatives selected by the Executive Committee was an African, the rest being Europeans. The Minister indicated that he was not prepared to meet a mixed deputation chosen on the basis of a policy of equality: he would prefer to receive separately the European and Non-European members. Plans for the discussion of this programme with the Minister were abandoned.

Discussions Held by Dutch Reformed Church .

It was mentioned in our last Annual Report that during 1950 the Congress of Federated Dutch Reformed Churches of South Africa met to discuss Native policies. It advocated a gradual total separation of the white and the non-white groups, and pressed for the development of health, educational, social and other services for the African people. It was announced that representatives would hold discussions thereafter with leading Africans of all shades of opinion.

During June, 1951, representatives of the Congress met members of the Sotho congregations of the Dutch Reformed Churches. At the Africans' request political matters were omitted from the findings, which dealt with social and allied problems.

Johannesburg Society of Advocates

In the course of framing a new constitution, in October, 1950, the Johannesburg Bar decided that every person who is admitted as an advocate by the Supreme Court shall be eligible for membership of the local Society of Advocates. The previous constitution provided for European membership only. Johannesburg thus falls into line with Cape Town in this regard.

Non-European Attitudes

Noteworthy during 1951 have been the increased growth of nationalist sentiments amongst each of the main Non-European groups, and a greater collaboration between these groups than obtained formerly.

The introduction of the Separate Representation of Voters Bill was the main factor leading to closer co-operation between Non-European organizations. During February, the S.A. Indian Congress, the African National Congress and the African People's Organization (with predominantly Coloured membership) called a meeting in Cape Town which was attended by representatives of some 32 organizations, and at which a Franchise Action Committee was elected. A second Coloured group, the Coloured People's National Union, at first worked separately to try to secure the abandonment of the proposed legislation; but following an interview in March with the Minister of the Interior who rejected this request, this body and the Franchise Action Committee issued a joint manifesto pledging themselves to resist constitutionally and jointly and with all the power at their command, racial policies which they considered to be oppressive.

They called a one-day "political strike" for May 7th, observed by many workers particularly in the Cape Province. On the same day, in Durban, a mass meeting of protest against *apartheid* policies and legislation was convened by the African People's Organization, the Coloured People's National Union, the African National Congress and the Natal Indian Congress. In July, in Johannesburg, the National Executive Committees of the African National Congress and the S.A. Indian Congress decided at a joint meeting to set up a planning committee for a campaign by Africans, Indians and Coloured people against "oppressive measures."

General Action Taken by the Institute in Regard to Inter-Group Tensions

Afrikaans-English Relations

Before the widening gulf between Europeans and Non-Europeans can successfully be bridged, it is essential that there should be greater harmony between the Afrikaans-speaking and English-speaking sections. The Non-European peoples are thus vitally concerned in the matter. The Institute's Assistant Director has already done much work in this field, attending English and Afrikaans conferences to plead for increased understanding, giving lectures, attending discussion groups, making personal contacts, and serving on the race relations sub-committee of the Federal Mission Council of the Dutch Reformed Churches. With the aid of a generous donation from the Abe Bailey Trust, it is hoped that this work may be extended during the coming year: a few influential Afrikaans-speaking and English-speaking people are shortly to be called together to examine those factors which keep the two sections apart and to suggest steps that may be taken to promote mutual respect and understanding.

Minimum Constructive Programme for African Development

A digest (R.R. 161/50) was issued to the Press of the Institute's minimum constructive programme for African development which, towards the end of last year, had been discussed with the Secretary for Native Affairs, and which was summarized in our last Annual Report.

Courtesy Campaign

Inadequate resources made it impossible for the Institute itself to organize a nation-wide courtesy campaign, reference to which was made in our last Report. Rotary Clubs in all the main towns of the Union, however, held a courtesy week during March.

Mayors' Committees on Race Relations

During his visit last year to the United States, the Institute's Director made further study of the Mayors' Inter-Racial Committees which have been formed in many towns there to educate all groups in better race relations, to thrash out day-to-day difficulties,

and to point out where tensions exist and suggest possible solutions. These Committees, generally composed of prominent Negro and White citizens together with heads of municipal departments, have small staffs to carry out their work, but they interfere in no way with the work of official departments.

The Institute has suggested that this idea, modified to suit local conditions, should be adopted in the towns of the Union.

Institute of Administrators of Non-European Affairs

At the Institute's Council meeting in January the establishment of an Institute of Administrators of Non-European Affairs was again urged. Shortly afterwards, the Managers of Non-European Affairs formed such a body. The aim is to raise efficiency by consolidating and improving the technical and professional knowledge of Non-European administration. Examinations will be held to test the competence of prospective administrators and to grade the officials in accordance with capabilities; a bureau of information will be established, and reports published.

Simple Pamphlets on Laws Affecting Africans

If financially possible, the Institute intends publishing simply written digests of the complex laws affecting Africans.

Relations With S.A.B.R.A.

The Institute was represented at the conference of the South African Bureau of Racial Affairs held in December, 1950, and was pleased to welcome representatives of S.A.B.R.A. to its Council meeting in January. Publications are exchanged.

At the Institute's request, S.A.B.R.A. supported its representations to the Government that the Crown land in Northern Zululand be retained for African occupation and that as soon as possible a development scheme for Africans be launched there.

C GENERAL MATTERS AFFECTING CAPE COLOURED PEOPLE

Separate Representation of Voters Act

See page 6.

Establishment of Sub-Department of Coloured Affairs

It was mentioned in our last Annual Report that, in January, 1950, a large majority of members of the Coloured Advisory Council decided to resign in protest against the *apartheid* policy and the threatened removal of Cape Coloured voters from the common roll.

The Government decided not to continue with this Council: instead a Board for Coloured Affairs is to be set up (*see page 50*), and a sub-department of Coloured Affairs established. The Director, Dr. I. D. du Plessis, has said that the sub-department will attend to the needs of the Cape Coloured community, among which employ-

ment and housing must rank first, and will encourage the appointment of Cape Coloured people to the public service and of Cape Coloured officials in other spheres. The sub-department will be a link between the Cape Coloured community and the various Government Departments and will maintain close contact with Cape Coloured communities in various centres and with the responsible local authorities. On page 50, reference is made to the new posts created for Cape Coloured research officers and other officials within the sub-department.

D. GENERAL MATTERS AFFECTING ASIATIC PEOPLE

Relations Between the Union and India and Pakistan

As was mentioned in our last Annual Report, following tripartite talks between representatives from India, Pakistan and the Union in February, 1950, the delegates agreed to recommend to their Governments that a round-table conference, involving no prejudice to their standpoints on the question of domestic jurisdiction, be convened. In June, however, India announced that in view of the introduction of the Group Areas Bill, it saw no point in taking part in the proposed conference.

During November, the United Nations General Assembly passed a resolution asking the three Governments to proceed with the conference on the basis of their agreed agenda and bearing in mind the provisions of the Charter of the United Nations and the Declaration of Human Rights; calling on them, pending the conclusion of such negotiations, to take no step (such as the implementation of the Group Areas Act) which would prejudice the success of the conference; and providing that, if a conference was not held before 1st April, 1951, a three-member commission should be appointed to negotiate.

Early in 1951, the Indian Government enquired whether the Union was willing to proceed with a conference on the basis of this resolution, which seemed best designed to secure discussion of the dispute in an unprejudiced atmosphere. The South African Government replied that it was unable to accept the United Nations' resolution—the terms of which constituted intervention in the Union's domestic jurisdiction—as providing a basis for a conference. It reiterated its willingness, however, to proceed with negotiations on the basis agreed upon at the tripartite talks in February, 1950. The Indian Government then intimated that it had no option but to bring the matter to the notice of the United Nations.

Meanwhile, Pakistan had indicated to the Union that it was willing to participate in a conference on the basis of the February formula, but had expressed regret at the Union's decision to bring the Group Areas Act into operation while negotiations for a conference were still in progress.

At its 1951 session, the General Assembly of United Nations will again consider this whole matter.

Expatriation of Indians

The bonus for Indians accepting voluntary expatriation has been increased to £40 for an adult and £20 for each child.

199 Indians accepted voluntary expatriation during 1950, 215 in 1949, and 27 in 1948. The cost was £11,121 in 1950, £10,813 in 1949 and £1,174 in 1948. Indians deported numbered 26 in 1950, 12 in 1949, and 4 in 1948.

Action Taken by the Institute

In a Press Bulletin issued during the year, the Director of the Institute pointed out that the Indians, particularly in Durban, act as a buffer between the downward pressure of the European and the upsurge of the African. Where the former resists the economic expansion of the Indian community the latter is making demands which seek to limit outlets for that expansion. The history of the Indian community shows that the effect of legislation such as the Group Areas Act will be limitation—not only delimitation—and the Indian now fears that while he is already squeezed from above and below, the Group Areas Act will squeeze him from both sides.

During a visit to Durban, in May, the Director met the Mayor, and emphasized that any just solution must involve giving full facilities and opportunities for development to all the various economic groups among the Indian people. He had discussions with representatives of the Indian community, and, during April, opened a conference of the S.A. Indian Organization held in Johannesburg. The speech he made on this occasion was published in *Race Relations News* for May, 1951.

E. GENERAL MATTERS AFFECTING AFRICANS

Proposed Increase in Self-governing Rights

In the Assembly on May 16th, the Prime Minister said that slowly and gradually, when they achieve the ability for it and have the necessary sense of responsibility, the Government would grant increasing rights of self-government to Natives in their own areas. Even in these areas, however, they would remain under European guardianship.

Natives' Representative Council

What proved to be the final session of the Natives' Representative Council was opened in Pretoria on 5th December by the Minister of Native Affairs. In accordance with a previous request from Council members, he defined the Government's *apartheid* policy, closing his speech by asking Councillors to confine themselves to the prepared agenda and to avoid discussion of political matters during the meeting. Afterwards he would meet them, if they wished, for a discussion of his statement.

After the Minister had left, African Councillors insisted that it was essential to discuss Government policy before considering details of the clauses of the Bills to be tabled. The following day, the Chairman

read a message from the Minister to the effect that he did not wish the Council to spend its time on profitless discussion of party political differences, or of principles of higher politics. He therefore had insisted that the agenda should be systematically dealt with.

Again Councillors insisted that they wished to discuss points from the Minister's statement before proceeding with the agenda. The Chairman ruled that a motion asking for such a discussion should be submitted in writing: Councillors would then be informed what place such discussion had been given on the order paper. A motion was then accepted that the Council should stand adjourned *sine die* to enable it to move the Courts of Law to obtain a *mandamus* or declaration of rights on the question of discussion of the Minister's speech.

The Institute was anxious that a way should be kept open for African co-operation in schemes which should be carried out, and when it appeared likely that deadlock would be reached, the Institute's President and Director held discussions with Councillors. They came to the conclusion that unless some discussion of the Minister's speech were allowed before the agenda was dealt with, or unless some compromise could be found by a delegation meeting the Minister, deadlock was unavoidable. They put this conclusion to the Chairman, who passed it to the Minister. Thereafter, the Chairman announced that the Minister was prepared to see a deputation of the Council at any time, provided that the Council was in session; the Councillors, however, rejected this proposal and refused to resume meetings.

An application by twelve Councillors for a declaration that the Council was entitled to discuss and consider the Government's *apartheid* policy and general principles of higher politics was heard in the Supreme Court, Pretoria, during September, and was refused.

Meanwhile, in terms of section *eighteen* of the Bantu Authorities Act, the Council had been abolished.

Bantu Authorities Act

See page 11.

Representation of Africans in the House of Assembly

In the Senate on May 1st, the Minister of Native Affairs said that while he was in favour of the continued representation of Natives in the Senate, it was his party's policy that it should be discontinued in the Assembly. However, in the Assembly on 28th May, and in the Senate on 23rd June, the Minister of Finance and Leader of the Afrikaner Party said that he would not agree to the abolition of the Natives' Representatives in the Assembly. No indication has been given since the recent merger of the Herenigde Nasionale and Afrikaner Parties of what the attitude of the new Nasionale Party will be in this matter.

Native Affairs Commission

The Minister of Native Affairs said in January that members of the Native Affairs Commission must belong to the governing party.

In August he re-organized this Commission, establishing it on a full-time basis. The existing members were Mr. M. C. de Wet Nel, M.P., Mr. J. J. Serfontein, M.P., and Senator A. T. Spies: on May 1st, Mr. P. J. Olivier, M.P., was made an additional member, but later resigned to become Administrator of the Cape and was replaced by Mr. F. E. Mentz, M.P.

Mr. Mentz is to assist the Minister with urban affairs, Mr. de Wet Nel with the administration of the Reserves, and Mr. Serfontein with European farming areas. Senator Spies will attend to the Commission's general duties

Pass Laws

At the Free State H.N.P. Congress held during September, the Minister of Native Affairs said that he had instituted an inquiry into the intricate pass laws.

It was mentioned in our last Annual Report that the requirements for the issue of exemption certificates had again been raised. As a result, fewer Africans are able to qualify for exemption. The Minister of Native Affairs supplied the following figures during March:

	<i>Number of Applications</i>	<i>Number of Exemption Passes Granted</i>
1948	18,543	12,094
1949	6,981	3,340
1950	7,977	3,270

Because the Native Laws Amendment Bill was postponed to the next Session of Parliament, Africans holding exemption passes are still technically required to comply with the curfew regulations, although it is understood that the police have been asked to exercise discretion in this matter and that amending legislation will be introduced next session.

Taxes Paid by Africans

An inter-departmental committee is at present enquiring into the question of taxes paid by Africans.

Separatist Churches

The Department of Native Affairs has referred to the Christian Council of South Africa and to the Dutch Reformed Churches the question of possible revision of conditions for recognition by the Government of African Separatist Churches. The Department stated that 73 Separatist Churches and 8 purely African churches are at present recognized, while to the Department's knowledge there are 1,258 African Churches that have not been recognized.

Recognition means that Ministers of the Church concerned become official marriage officers, can claim concessions on the railways for official business, and can buy sacramental wine.

African Insurance Company

South Africa's first all-African insurance company was registered in August. The head office is to be in East London: the capital, all subscribed by Africans, is £100,000.

Urban Affairs

(a) *Urban African Administration*

The Institute's Council resolved in January 1951:

"The Institute of Race Relations is concerned at the protracted delays which take place in bringing the proposals of local authorities to final termination. It is appreciated that reference must be made to the several bodies concerned with most proposals. Nevertheless, the Institute requests the Government to give serious consideration to expediting decisions in order to eliminate delay.

"To this end, the Institute suggests that steps be taken in the following directions:—

- e.g. (a) conferring upon larger local authorities possessing the necessary staff (engineering, medical, legal) greater autonomy and responsibility;
- (b) the delegation of authority by the Minister of Native Affairs, Minister of Health and the Provincial Administrators to responsible officials.

"The effect of the accelerated migration of Africans to the towns as a result of the demands of industry and commerce, of the deteriorating conditions in the Reserves, and the inadequacy of the land available under present conditions even for the natural increase of the Reserve population, has placed an intolerable burden on local authorities. The attempt to deal with this situation by means of control of migration, has given rise to most undesirable conditions: *inter alia*, it excludes African families from towns, forces the African worker to remain in the urban area for fear that, if he returns to the Reserves, he will not be able to come back to the towns, and creates housing, health and other problems on the borders of urban areas. The Institute considers that these problems are a result of causes national in their scope, and that they must be reconsidered with a view to finding more positive and constructive remedies.

"While the aim must be that African traders shall ultimately conform to the same high standards as are demanded of European trading establishments in major local authority areas, the particular circumstances of the evolving African trader call for special treatment, i.e. some relaxation of standards (though not below the minimum necessary for maintenance of public health) appears to be necessary. (Possibly this might be achieved by a system of having different classes of each sort of trading establishment, graded according to the standards of building, equipment, etc.)

"In order to co-ordinate efforts and to make known the operation and effects of novel local methods of handling problems, the interchange of information on urban Native administration should be

facilitated and encouraged. The Institute of Race Relations, by encouraging and assisting local officers to put their experience and views on record for publication, could render a valuable national service. The formation of an Institute of Urban Native Administrators may in due course take over much of this responsibility."

(b) *Advisory Boards*

In January, 1951, the Institute's Council resolved:

"Since the present system of Native Advisory Boards in urban areas has existed in its present form for the past quarter of a century and generally has proved ineffective, the time is now ripe for a review of the whole system.

"This review should embrace the following points:—

"(i) *Functions and Duties*

The Advisory Board should be encouraged to make recommendations both for the amendment of existing regulations and for the making of new regulations relating to the African inhabitants and for the provision of necessary amenities, in terms of their existing powers under the Act. The Advisory Boards should now be given some executive powers:

As a start, they should be given the right to allocate and spend, through the estimates of the Native Revenue Account, a portion of the total income of that account, this right to be additional to the existing right of an Advisory Board to consider and comment upon the estimates of the Native Revenue Account and the Kaffir Beer Account.

The Advisory Board should be given much greater responsibility for the preservation of law and order in its area. In the matter of the allocation of accommodation, the Advisory Board should at least be consulted

"(ii) *Constitution*

The members of the Board should be as far as possible elected by the African inhabitants.

The block or ward system is recommended.

The period of office of the Board should be three years, one-third of the members retiring each year.

The Chairman of the Board should be the Chairman or Vice-chairman of the Non-European Affairs Committee of the Municipal Council *ex-officio*. In exceptional cases where more than one Advisory Board falls under a municipality, other members of the Municipal Council may have to be called on to act in this capacity.

The Secretary of the Board should be a full-time African official paid from the Native Revenue Account.

The name of the Advisory Board should be suitably changed to accord with the improved status hereinbefore enumerated."

A little later, the Minister of Native Affairs announced his intention to introduce a Bill next Session in which provision will be made for increased functions and powers for Advisory Boards.

(c) *The Urban African Youth Problem*

Another of the Institute's Council's resolutions in January, 1951, was as follows:

"The problem of urban African juvenile delinquency is fundamentally the same as that encountered among the youth of many other countries. It has been accentuated in South Africa by the rapid urbanization of the African people and by the necessity of their quick adaptation to an environment and way of living foreign to them. In this connection the Council draws attention to the following:—

- "(i) Delinquents form a minority in the African urban youth population.
- "(ii) Lack of housing, the inadequacy of education, and absence of provision for recreational and other leisure time activities results in an anti-social behaviour.
- "(iii) Low wages, which necessitate the absence of the mother from home, and the long journey to work have tended to break down the African family unit and weaken parental control.
- "(iv) The severely restricted avenues of employment especially for educated African youths caused a sense of frustration and an anti-social reaction.
- "(v) The disproportion of men to women in the African population and the prevalence of loose unions owing to the migratory labour system aggravates the position.
- "(vi) The indignities which African adults suffer often in the presence of their children as a result of the administration of the pass laws and the close management to which adults are subjected are considerable factors in the development of an attitude of disrespect of parents.
- "(vii) The solution of the problem must be found in eliminating as many of the primary factors as possible and in particular the following:—

"The speedy solution of the housing shortage.

"Compulsory free education between the ages of six and sixteen for urban African children.

"Respect for the personality and individuality of the African.

"The opening up of new avenues of employment commensurate with standards of education and with reasonable wages.

“An intensification of youth work as performed by the Youth Club movement, Y.M.C.A., Pathfinder Scouts, etc.

“An attempt to canalize energies by the provision of vocational training by means of organizations like the S.S.B., or the Institute’s African Vocational Training service scheme.

“A revision of the system of treatment of juvenile delinquents along lines suggested by the Penal Reform Commission.”

The question of Non-European juvenile delinquency is dealt with on page 63, and the Institute’s evidence to the Committee on African Juvenile Unemployment on page 65.

African Rural Areas

(a) *Commission on the Socio-Economic Development of Native Areas within the Union of South Africa*
See page 63.

(b) *Agricultural Branch of the Native Affairs Department*

It was announced in November that, in order to speed up the rehabilitation of the Union’s Native Reserves and generally to improve the living conditions of rural Africans, the agricultural branch of the Native Affairs Department had been re-organized, several additional posts having been created including that of a second Deputy Director of Native Agriculture. Each Deputy Director is to have two Principal Agricultural Officers as assistants.

(c) *Chairmen of Councils in the Transkei*

At the 21st Session of the United Transkeian Territories’ General Council (Bunga), held in April, the Chairman announced that Africans were gradually to replace European magistrates as chairmen of the twenty-six district councils in the Transkei, and that eventually an African would be appointed as chairman of the Bunga itself. The election of an African chairman would be permitted when the Governor-General was satisfied that in any particular district an entirely African membership was capable of directing the activities of the council, and that all the duties, administrative, professional and technical, now performed by Europeans could be efficiently carried out by Africans. The question of training the present African staff to take over these duties was receiving special attention.

(d) *African Chiefs and Headmen*

Acting chiefs and headmen (as well as chiefs and headmen as here-to-fore) are in future to be granted pensions on retirement after five or more years of continuous good service.

Money has been made available to assist selected sons of chiefs to obtain secondary education.

(e) Land Purchase

In the Senate on 30th April, the Minister of Native Affairs gave the following information relating to purchase of land for African occupation, in terms of the Native Trust and Land Act of 1936:

	<i>Land purchased during 1950</i>		<i>Total acquired by the Trust 1936-31.12.50</i>	<i>Areas which may still be acquired under the 1936 quotas</i>
	<i>Morgen</i>	<i>Cost £</i>	<i>Morgen</i>	<i>Morgen</i>
Cape . . .	9,061	51,553	629,928	986,072
Natal	27,315	235,595	160,470	365,530
Transvaal ...	34,465	210,047	3,415,826	1,612,174
O.F.S. ...	—	—	79,947	53
	70,841	£497,195	4,286,171	2,963,829

(f) Development of the Reserves

In the *Industrial Review* of August, 1951, it was reported that a deputation from the Federated Chamber of Industries had met the Minister and Secretary for Native Affairs to discuss the African in industry. The Minister, who authorized publication of the report of the interview, had said that, although it was not contemplated that future development in existing industrial areas would be restricted by artificial means, it was necessary to control the influx of Africans to the towns and, towards this end, to induce all surplus labour in the towns to migrate back to the Reserves. Three complementary methods were envisaged:

- (i) to improve the Reserves agriculturally;
- (ii) to induce the establishment of European industries on the borders of the Reserves;
- (iii) to increase labour opportunities in the Reserves by the establishment of industries there

An *ad hoc* committee had been appointed to investigate all aspects of the matter.

Another Departmental committee has been set up to investigate the present system of culling livestock, the carrying capacity of the various Native areas, the complaints of the Africans, and ways and means by which the scheme can be improved.

The Chief Native Commissioner for Natal announced in May that a big scheme for African development is planned for the Dundee area.

A four-day experimental course, attended by fifty chiefs each accompanied by his induna, was held at Vuma Farm, Zululand, during February. The main emphasis was on agriculture and animal husbandry, but talks were given, too, on law and administration,

health, and the co-operative movement. Eight Departmental officials have been given a month's course on the curing of hides: the intention is for these men to teach Africans to adopt improved methods.

The Jan H. Hofmeyr School of Social Work has started community work amongst rural African populations at Mapumulo on the border of Zululand, and in the isolated Mcora valley in the Transkei, the projects being subsidized by the American Board Mission and the Chamber of Mines, respectively. Final-year students who intend working in rural areas are sent for part of the year to assist with one or other of these projects.

(g) *Mamahlola Tribe*

The Department of Native Affairs proposes to move the Mamahlola tribe from its present location on an eroded hillside in the Northern Transvaal to an alternative site nearby. The tribe objected to the new site originally proposed, and at their request, and with the approval of the Secretary for Native Affairs and the Chief Native Commissioner, Pietersburg, the President, Assistant Director and African Field Officer of the Institute visited the tribe during August. After a full investigation, they suggested a possible compromise which is being considered by the Department and the tribe.

HOUSING

While welcoming the foundations for a more adequate housing programme that have been laid during the last twelve months and are described below, the Institute points out that determined and energetic action is now necessary to carry out these plans.

Housing projects undertaken during 1950-51, valuable as they are, are totally inadequate to cover even the shortfall that existed at the beginning of the period (estimated by Senator Dr. E. H. Brookes at 250,000 houses for Non-Europeans alone). Consequently overcrowding and squatting continue to increase: according to the Minister of Native Affairs (Senate, 23/4/51), the number of African squatters in urban and peri-urban areas has probably reached the formidable total of 200,000. The general situation continues to be complicated by uncertainty in regard to the areas which the various racial groups will be permitted to occupy under the Group Areas Act: this affects particularly the Indians.

The position in Johannesburg, particularly, has been giving increasing cause for concern. The Citizens Housing Committee and other organizations and individuals have continued their efforts to mobilize public opinion, and have emphasized that no contracts for housing for Africans have been placed by the Municipality since 1949.

It is encouraging to note that in Durban, where inadequate housing was considered to be one of the factors leading to the 1949 riots, the City Council has obtained Government authority to expropriate the shack lands at Cato Manor, which will be converted into a temporary municipal African Township.

Measures Taken to Relieve the Position**1. *Speeding up of official machinery***

At its meeting in January, 1951, the Institute's Council discussed means of overcoming the inordinate delay which has been caused in the past by the necessity for African housing plans to be submitted in turn to several different authorities. It recommended that greater latitude should be given the larger local authorities in the planning and carrying out of housing schemes.

A Government representative present considered that supervision was still necessary, even in the case of the larger local authorities; but announced that, in order to reduce delays, closer collaboration had been instituted between the Native Affairs Department and the National Housing and Planning Commission, a joint liaison committee having been formed to consider schemes submitted by local authorities. Sets of standard plans for African houses were being prepared, and in so far as these were adopted by local authorities, the necessity for scrutiny of their schemes would be reduced or eliminated.

2. *Possibilities of reducing building costs*

The National Building Research Institute of the Council for Scientific and Industrial Research has conducted a series of experiments to determine in how far it is possible to reduce the cost of African housing by effecting savings in materials and labour and through improved town planning and design.

3. *Regional Planning*

The State Information Office announces (Newsletter No. 616) that, following a conference with members of the Johannesburg City Council on 3rd October, 1951, the Minister of Native Affairs revealed that the need was discussed for legislation under which regional councils with certain statutory powers should be created with a view to collective regional planning and thereafter co-operation in African housing amongst the various local authorities in such related areas as the Witwatersrand.

4. *Emergency Camps*

The Prevention of Illegal Squatting Act, dealt with on page 13 of this report, prohibits illegal squatting and provides for emergency camps to be established by local authorities for homeless persons. While recognizing that this step is necessary, the Institute urged that before authorizing the establishment of an emergency camp, the Government should satisfy itself that the local authority concerned has effective plans for permanent housing to be built within a limited period; for otherwise emergency camps are likely to become permanent slums.

5. *Training of African Building Workers*

The Native Building Workers' Bill, dealt with fully in our last

Annual Report and mentioned on page 12 of this report, became law as Act 27 of 1951.

Now that this legislation has been passed, the Institute urges that energetic steps be taken to implement its constructive aspects. (See page 13.)

6. *Adoption of the economic principle*

In common with other organizations and individuals, the Institute has for long pointed out that local authorities could be relieved of a large part of the task of housing Non-Europeans were those wishing to do so assisted to build their own homes. In 1951, its Council pressed for:

- (a) Economic loans to Non-Europeans who can afford to have homes built for them in the ordinary way.
- (b) Loans of materials, supplied at cost by local authorities to Non-Europeans who can build their own homes or arrange for other Non-Europeans to build them.
- (c) Building schemes by local authorities for renting or sale by hire purchase at economic rents or prices.
- (d) Building schemes by local authorities under National Housing sub-economic loans for renting to poorer sections of the people.

It appears that the Government has now accepted these principles. the Minister of Native Affairs announced in the Senate during May that in view of the possibility of economic housing schemes for the majority of Africans, the Government had decided not to proceed with the Native Housing and Transport Levy Bill. During the same month, the Minister of Health said in the Senate that home ownership must be encouraged. "It is my intention," he said, "that actual sub-economic houses shall be limited to only the most urgent cases, but that the houses shall be so simple in all cases that the economic principle, if possible, can later apply. . . . Then we can reasonably ask the State to snow-ball the amount of money expended on housing every year, because all the money will come back to the State almost without loss."

The Housing Commission has announced that it is prepared to make money available to local authorities from which loans may be granted to Africans, to a maximum of £100 on a 10-year basis for the purchase of building materials, or to a maximum of £400 on a fully economic basis for the erection of better-type houses. With the assistance of these loans, Africans will be permitted to build their own homes, under municipal supervision, on stands made available on long-term leasehold.

The Institute has for long urged—and its Council reiterated in 1951—that land be made available for freehold purchase by Africans, also that long leases be provided with the right of conversion to freehold tenure when the purchaser can afford this. Africans consider that existing schemes provide insufficient security. These principles have not yet been accepted by the Government: the Secretary for Native Affairs said in January that the Government's policy for

Africans in group areas was to encourage home ownership but not land ownership, which in places like Alexandra had led to inflated land values and consequently to over-crowding.

"Losses" on Housing Schemes

While welcoming the new home-ownership schemes, the Institute nevertheless points out that the majority of the Non-Europeans will not be able to take advantage of these if charges made for lease of the stands are to include costs of roads, administrative and health and other social services. As was advocated by the Institute's Council in 1951, these costs should be charged against the relative votes in the loan and revenue and expenditure accounts of the local authority, Non-Europeans in economic houses contributing towards them, as Europeans do, by paying rates.

National Housing and Planning Commission

For the financial year 1951-52 (as was also the case during 1950-51) a sum of £8,500,000, plus repayments on previous loans, has been allocated to the National Housing and Planning Commission. It is to be expended as follows:

<i>Item</i>	<i>Proposed Expenditure 1951/52</i>	<i>Comparison with previous year</i>
Commission's own housing schemes ...	£1,500,000	More
Direct individual loans	£1,325,000	More
Joint Housing Commission — Building Societies loan scheme	£200,000	More
Allocated to local authorities for economic schemes	£2,275,000	Less
Allocated to local authorities for sub-economic schemes:		
Cape ...	£1,000,000	
Transvaal ...	£1,250,000	
O.F.S. ...	£350,000	
Natal ...	£400,000	
	£3,000,000	Less
Housing schemes for the aged and/or poor	£200,000	More

Because local authorities are assisted by the Commission to provide houses for them, few Non-Europeans receive direct individual loans—only eighteen such loans were made during 1950/51. The following sums were made available in loans by the Commission for economic Non-European housing schemes:

Cape .. £18,430 for 34 houses for Cape Coloured people in Beaufort West.
£5,751 for 24 houses for Cape Coloured people at Koeberg Road, Cape Town.
£27,339 for 50 houses for Cape Coloured people in Port Elizabeth.
£159,440 for 280 houses for Africans in Paarl.

	£51,300 for hostels for Africans in Stellenbosch.
O.F.S. ..	£1,745 for 7 houses for Cape Coloured people in Bloemfontein.
	£19,385 for 79 houses for Africans in Bloemfontein.
	£20,000 for 24 houses for Africans in Kroonstad.
	£28,300 for 52 houses for Africans in Welkom.
Transvaal	£490,000 for 1,270 houses for Africans in Benoni.
	£30,000 for 2 hostels for Africans in Krugersdorp.
	£29,134 for 20 houses for Africans in Klerksdorp.
	£4,300 for 1 hostel for Africans in Roodepoort.
	£47,000 for 105 houses for Africans in Vanderbijl Park.
	£31,953 for 50 houses for Africans in Vereeniging.

It is the local authorities who decide (subject to the Commission's approval) whether the funds for sub-economic housing should be allocated to European or to Non-European schemes: no statistical information can therefore at present be furnished by the Commission, but the majority of the sub-economic schemes are for Non-Europeans. During 1950-51, total funds taken up in loans by local authorities for African housing were £2,868,528, according to the State Information Office (Newsletter 617).

The Commission proposed to spend the £1,500,000 allocated for its own schemes during 1951-52 on building 1,144 houses, distributed as follows:

- 208 houses for Europeans on the Witwatersrand;
 - 12 houses for Cape Coloured people at Protea Township, Johannesburg;
- 332 houses for Europeans in the Orange Free State;
 - 34 houses for Europeans in the Northern Cape;
- 415 houses for Europeans in the Eastern Province;
 - 85 houses for Europeans in the Border area;
 - 58 houses for Europeans in the Western Cape.

Further Government Housing Schemes

The S.A. Native Trust is to take full responsibility for the Umlazi Mission Reserve housing scheme, the Durban City Council co-operating where possible, and the Natal Housing Board acting as agents for the Trust. A key plan for the whole Reserve has been prepared. There will be six villages in the area: the first, an experimental one, will contain 2,000 houses for letting, 1,000 for sale, and 300 sites on which Africans can build their own homes. The Minister of Labour has waived the minimum wage clause of the Industrial Conciliation Act to allow African building workers to erect houses in these villages.

When addressing the Ciskeian Bunga on 17th October, the Secretary for Native Affairs said that the African builders' training scheme at Zwelitsha had suffered a serious setback because of the apathy of the trainees. An attempt to stimulate their interest with incentives led to a strike and the consequent dismissal of the youths concerned

The Native Affairs Department has been responsible for several housing schemes for Africans. Up to March, 1951, 467 houses had been built and occupied at Zwelitsha. According to the Minister of Native Affairs (Senate, 30/4/51), 238 houses had then been built at Temba Village, Hamanskraal. Further villages were planned for Bischopsheuz (Pietersburg), Dalmeny (Durban), Valtyn's Location (Potgietersrust), and Thaba 'Nchu.

Economic Home-ownership Schemes

Some of the recent home-ownership schemes are as follows:

Dube Township, Johannesburg. 99-years' lease of plot with option of renewal. Building loans up to 80 per cent of cost. Repayment over 30 years at $3\frac{1}{2}$ per cent interest. Composite charge of £1 . 12 . 6 per month for rental and municipal services.

Natalspruit, Germiston. Lease of site for nine years and eleven months. Loans up to the value of £75 advanced in the form of building materials. Repayable over 10 years at $3\frac{1}{2}$ per cent interest.

Proposed schemes are:

Pretoria. Scheme for Africans to build own houses under supervision. Proposed that austere houses be built, with loans up to 100 per cent of building costs, repayable over 30 years.

Cape Town. 30-years' lease of plot with option of renewal. Loans up to 95 per cent of building cost. Scheme limited to Africans earning £30 per month or more.

Vukuzenzele, Johannesburg. Scheme under consideration.

Pietersburg. Loans of up to £160. Lease of plot 10/- per month. Loans repayable at $4\frac{1}{2}$ per cent interest over 5 to 10 years.

Economic Municipally-owned Schemes

Several local authorities, for example, Port Elizabeth and East London, and more recently, Springs and Benoni, have found it possible to provide houses which can be leased on an ordinary economic basis while yet at a rental within the means of the majority of the Non-Europeans. In the Port Elizabeth scheme the only loss is borne by the State in providing sub-economic loans at $\frac{3}{4}$ per cent interest; while in a scheme in Benoni there is no loss whatever, economic State loans being utilized.

Town Planning

The Council of the Institute recommended in January that, in order to improve the planning of existing towns, each should evolve a master plan into which future development can be satisfactorily integrated. Buffer strips between European and Non-European areas, if necessary created from the location land itself, were advocated by the Native Affairs Department in a recent directive to local authorities that are considering extending their African townships.

Regional Planning Associations, Mining Companies in the Orange Free State and other bodies are trying to ensure that, as new urban areas develop, they will be properly planned at the start. The

scheme recommended by Mr. A. J. Cutten of the Institute's Southern Transvaal Regional Committee is that at least two wedge-shaped zones radiating from the centre of the town should be earmarked for African townships.

Western Areas, Johannesburg

See page 87

Future Institute Action

The Institute's Executive Committee, in July, 1951, directed that a memorandum on housing be prepared for the Council's consideration. Future Institute action will be determined by the Council at its meeting in January, 1952.

HEALTH

Provision of Health Services

In two speeches, in the Senate on May 14th and in the Assembly on June 12th, the Minister of Health outlined the changes he wished to see introduced; he announced his intention of seeking agreement between the provincial and local authorities and the central Government for the control of health services which would lead to each body finding its real place in the health scheme. Central financial control of all health services was desirable, the provinces and local authorities acting as agents for the Government in carrying out certain of these services. On August 1st, he expressed the hope that it would be possible to introduce an interim plan whereby the Government would finance personal health services, carried out by local authorities, at a uniform rate of 87½ per cent of the approved cost. At present, the rate varies considerably for different types of services.

The Minister considers that the population can be divided into three groups: firstly, persons who are capable of paying, and willing to pay, for all curative services; secondly, the large middle class, members of which should contribute monthly amounts to a medical aid fund out of which all expenses should be paid; and thirdly, the even larger indigent group, who should make a very small contribution to the cost of treatment received.

Health Centres and District Surgeons

There are 29 health centres operating at present, 67 full-time and 379 part-time District Surgeons. The Minister said in the Assembly during June that he did not intend to increase the number of health centres in the near future, although he regarded them as an extremely valuable factor in the whole system of preventing disease. Much of the work would have to be done on a far wider basis.

Vital Statistics

Health services cannot be properly planned until accurate vital statistics for all sections of the population are available. So far,

statistics relating to Africans are unreliable: there are several reasons for this, such as reluctance of many urban Africans to register births, and the difficulty of obtaining information from rural areas. A progressive step was taken by the Government in Act 35 of 1951, chiefs being authorized to act as registering officers in rural African areas.

The *Monthly Bulletin of Statistics* for June, 1951, gives the following figures:

	Per 1,000 of Estimated Population			Infantile death rate per 1,000 live births 1949
	Birth rate 1950	Death rate 1950	Natural increase rate 1950	
Europeans	25.7	9.1	16.6	40.1
Coloureds	48.5	21.6	26.9	147.9
Asiatics ...	43.6	14.2	29.4	68.8

The expectancy of life for European and Coloured people, as given in *S.A. Life Tables*, is:

	1935/37	1945/47
European males ...	58.95	63.78
European females ...	63.06	68.31
Coloured males ...	40.18	41.70
Coloured females ...	40.86	44.00

Because of the incomplete registration of African births, official figures for infantile deaths are probably a little too high. Nevertheless the infantile mortality rate for Africans is undoubtedly far in excess of that for any other section of the population. According to the 1936 census, only 14 per cent of the total African population was 45 years of age or over, whereas for Europeans the percentage was 21—half as many again. The following figures, obtained from Annual Reports of certain Medical Officers of Health for the year ended 30th June, 1950, show clearly how much ill-health there is amongst the Africans:

	Death rate (per 1,000 of population)	Infantile death rate (per 1,000 live births)
Europeans (as given above)	9.1	40.1
Africans. Durban ..	22.82	330.02
Africans. Benoni ...	22.41	312.25
Africans. Pietermaritzburg	12.9	273.8
Africans. Kimberley ...	18.61	165.51
Africans. Pretoria ..	10.71	181.97
Africans. Port Elizabeth ...	34.56	417.29
Africans. Edendale ..	50.90	582.63

Tuberculosis

Dealing with the incidence of tuberculosis, the Medical Officer of Health for Benoni says, "It seems incomprehensible that so much public interest can be directed to means and ways of combating other diseases, particularly poliomyelitis, whereas so little sympathy and interest is shown in the fight against the ravages of tuberculosis, which after all is largely preventable. In Benoni alone during the year only one sporadic case of poliomyelitis occurred, whilst there were no fewer than 129 cases of tuberculosis of all forms, with . . . 96 deaths. . . The causes of tuberculosis are poverty, malnutrition and bad housing—all preventable causes."

During the year, two new tuberculosis hospitals have been opened, at Umtata for Africans, and at Westlake, Cape, for Cape Coloured women and children. New rehabilitation settlements are planned at Botha's Hill, Natal, for Africans, at Port Elizabeth for Europeans, and in Johannesburg for Non-Europeans. The S.A. National Tuberculosis Association is hoping, with Government assistance, to establish a total of 40 new settlements in all parts of the Union during the next few years. It has set up a technical sub-committee to plan the construction and design of these, and has received approval in principle from the National Housing Commission of a suggestion that $\frac{3}{4}$ per cent loans, redeemable over 40 years, be made available for building homes at the settlements.

At present, according to the Secretary for Health, there are 1,035 beds for European tuberculosis cases, and 3,761 for Non-Europeans. Three tuberculosis settlements are in operation, for Europeans, Cape Coloureds and Asiatics respectively.

Special Services Provided or Subsidized by the Government

The Secretary for Health informs the Institute that there are:

433 full-time venereal disease clinics.

7,953 beds in mental hospitals for Europeans, 2,910 for Cape Coloured people and Asiatics, and 6,641 for Africans.

166 beds in leper asylums for Europeans, 233 for Cape Coloured people and Asiatics, and 2,328 for Africans.

Besides providing beds for Non-Europeans in Provincial hospitals, the Provincial Administrations also subsidize a large number of mission hospitals.

Employers' Liability for Africans' Medical Bills

The misunderstanding between the Transvaal Province and employers, when the latter found themselves charged with hospital accounts for their labourers whether the latter were injured on duty or not, was referred to in our last Annual Report. In August a conference was held of public and private employers of Non-European labour, and it is understood that as a result a Bill is being drafted to clarify the responsibility of employers for hospital treatment, medical care and sick and holiday leave of their Non-European employees.

NUTRITION

Malnutrition in South Africa

In their recently-published book *Perspectives in Human Nutrition*, Drs. J. and T. Gillman emphasize that pellagra, a disease of malnutrition, is increasing at an alarming rate in the Union. "Present trends seem to indicate," they say, "that South Africa, in spite of the lessons of Italy, France, Mexico and the United States, is in turn to confront a stupendous human problem of chronic disease and malnutrition for the next two generations. . . . While, at the moment, the disease is not virulent, the history of pellagra in other countries has shown that the mortality rate can become very great, claiming as much as sixty per cent of the afflicted. . . . Conditions in South Africa are gradually becoming propitious for virulent forms of . . . chronic malnutrition which, having first undermined the vitality of the first generation, is now beginning to gather momentum in the second."

Experiences in France and Italy are quoted which "demonstrate unequivocally that pellagra can be eliminated by raising the standard of living of the people. . . . Where good food is unevenly distributed among the various sections of the population, so that one section lives in plenty and the other in want, malnutrition becomes a social disgrace and casts a reflection on the integrity and social conscience of a nation."

(Also see page 68—"School Feeding Commission.")

Food Production

In its evidence before the School Feeding Commission, the National Nutrition Council calculated what South Africa's food requirements would be if the diet of Non-Europeans, although not furnishing the recommended nutrient intake, was nevertheless raised to a "preliminary target." On this basis, South Africa's production of meat, fish and eggs (taken together), cereals and sugar would be adequate (although of course these are not equally distributed between the people); but the country would be short each year of 65 million gallons of milk, 1,642 million lbs. of fruit and vegetables, 34 million lbs. of fat and butter, and 642 million lbs. of legumes.

The Cost of Living

An experiment recently conducted by a Johannesburg newspaper proved how difficult it is for a European family to live on £50 a month in the city. Little imagination is required to picture the plight of African families trying to manage on £12. 16. 6 a month (the average figure computed by Miss Ethel Wix in her survey of income and essential minimum expenditure of African families on the Reef and in Pretoria, described on page 69).

Miss Wix found that, if the diet of the Africans was in accordance with one laid down in 1940 by the Housecraft Organizer of the Johannesburg Municipal Non-European Affairs Department, which "goes

some way towards meeting essential requirements, with due regard to Native custom and taste," a family's average monthly deficit was likely to be £4. 17. 10 in Johannesburg, £4. 15. 3 in Pretoria, and £3. 11. 9 in Reef towns. Africans are therefore forced to cut down expenditure by such means as economizing on food, or to supplement their incomes by illicit means.

Since Miss Wix completed her survey, the price of food, particularly, has again risen. Maize, the Africans' staple food, has been increased in price by 2/6 to 26/6 a bag: this affects the cost of producing dairy produce, eggs, bacon and pork, in addition to its direct effect on the cost of living of maize-consumers.

Margarine

The free sale of margarine from retail shops was permitted as from 1st December, 1950, provided the product was white in colour. At the time of writing the prices of margarine and second-grade butter are 1/11 and 2/7 per lb., respectively, in retail shops, and 1/5 and 2/- per lb. when purchased from mobile markets and State-aided food depots.

In view of the fact that, for psychological reasons, sales of margarine have decreased since it has been white, and in view of the shortage of edible fats in a country where malnutrition is rife, the Institute is anxious that manufacturers should again be permitted to produce yellow margarine

Protein Fortification of Foods

During the year the Minister of Health has referred to the possibility that either margarine, or else mealie-meal or bread, designed for the sub-economic groups, may be used as a base for carrying protein fortification. It appears, from enquiries made by the Institute, that long-term tests will be necessary before such schemes can safely be embarked upon. Manufacturers consider that were protein to be included in margarine in the proportions required by the people concerned, the mixture would be neither palatable nor acceptable in appearance. Moreover, in their book referred to above, Drs. J. and T. Gillman state positively that there is no known cheap substitute for a good mixed diet.

Industrial Feeding

The survey of industrial feeding, being conducted by Miss Ethel Wix for the Institute, is mentioned on page 70.

According to an article by Mr. Keith Fleming in *The Forum* of 24th November, 1950: of 224 Johannesburg firms he circularized, 166 provided no feeding facilities at all for their African employees, many of whom leave home before 4 a.m. and do not return until after 7 p.m. Of the remaining firms, five provided soup (free in four cases) and five a meal (free in one case), six had compounds, and the rest gave tea or coffee, free or for a small charge.

School Feeding

The Report of the School Feeding Commission is dealt with on page 68.

It will be remembered that in 1949, the Government decided to restrict the Native School Feeding Scheme to children in primary schools other than those on European farms who, in the opinion of the organizer, were over 6 and under 14 years of age, and to reduce the *per caput* grants to 60 per cent of the sum at first provided—that is, 1½d. instead of 2d. Recently, the allowance was increased to 1¼d. per child per school day. (In the case of children of other racial groups the Government grant is 2d., and is supplemented by the Provinces by 1d., or if a “sit-down” meal is provided, by 4d.) In 1950/51, a sum of £555,977 was provided for Native school feeding. Total expenditure on the feeding of school children of other racial groups was as follows for the years mentioned:

	<i>Financial Year</i>	<i>European Children</i>	<i>Cape Coloured and Indian Children</i>
		£	£
Cape ...	1950/51	212,920	292,071
Natal ...	1949/50	47,103	106,817
Transvaal ...	1949/50	520,644	73,783
O.F.S. ...	1950/51	74,000	4,000 (Cape Coloured only)
Approximate total annual expenditure		<u>£854,667</u>	<u>£476,671</u>

(Information from Provincial Education Departments.)

Soil Conservation

From 11th October, 1946, when the Soil Conservation Act came into operation, to 30th June, 1950, 371 districts, covering 45,444,000 morgen, were proclaimed in terms of the Act. This is little short of half the total area of private European farmlands in the Union. District committees were functioning in 250 of the districts, 204 of them having prepared conservation schemes. In 107 districts the schemes, as finally approved, had been served on the land-owners, enabling farmers to proceed with the actual work. Works to the value of £1,411,000 had been completed by farmers, the State having made subsidies and rebates totalling £529,000: the State had itself completed works worth £679,000.

Production of Phosphate

South Africa imports large quantities of phosphate rock: should she at any time be cut off from sources of supply, agricultural yields would decrease rapidly. For this reason, the State has decided to develop phosphate deposits at Palabora, in the Transvaal lowveld.

SOCIAL WELFARE

Conferences and Committees of Enquiry

A National Conference on Social Work, convened by the Department of Social Welfare, was held in Cape Town from September 24th

to 28th, 1951, the general theme being "Modern trends in social work, and the future." All welfare agencies were invited to send delegates, but representation was limited to Europeans. While the Institute objected in principle, after much debate it was agreed to send delegates to the conference who would make the Institute's position clear and at the same time would not allow Non-European interests to go by default. It has been announced that a similar conference for Non-Europeans will be held.

Committees have been set up by the Minister of Social Welfare to enquire into the financing of voluntary welfare organizations, and into the welfare of the aged.

Increases in Pensions or Grants

In his 1951 Budget speech, the Minister of Finance announced that, because pensioners were exceptionally heavily burdened as a result of the higher cost of living, certain pensions and grants paid by the State would be increased. Old age, blind and disability pensions (applicable to all racial groups), oudstryders' pensions (Europeans only), family allowances (paid to Europeans and Cape Coloureds only) and maintenance grants (Africans with homes in rural areas ineligible) would be increased at the rate of £1 a month for Europeans, 10/- a month for Cape Coloureds and Asiatics, and 5/- a month for Africans. A bonus of 25 per cent would be paid on military pensions, and the existing bonus for civil pensioners would be increased by 50 per cent. "I am of opinion," the Minister said, "that the total cost of the concessions to the three groups of pensioners will amount to approximately £3,750,000."

In the past, while temporarily disabled persons of other racial groups were eligible for disability grants or pensions, Africans have had to be certified as permanently disabled. Recently it was decided that, provided an African is certified as disabled for a period of not less than twelve months, his eligibility for a disability grant is established.

The Blind Persons' Amendment Act (No. 17 of 1951) provides for subsidies towards the salaries of privately-employed teachers for blind and partly blind persons, also for grants-in-aid towards the board and lodging of registered blind persons employed in districts where there are no hostels for them.

Expenditure on Social Services

In its report for the year ended 31st October, 1950 (U.G. 31/51), the Welfare Organizations Board states that a total of about £14,000,000 is spent annually by the State on old age, disability, blind and war-veterans' pensions and on pensions and grants administered by the Department of Social Welfare and Native Affairs. This total represents approximately 9.2 per cent of the estimated State expenditure. At a very rough estimate, £1.3.4 per head is being spent on the provision of social services: for the total population: if the

services for Europeans only are considered, the amount spent per head of the European population is roughly £5.8.0.

The list of pensions and grants included for the purpose of these calculations is, of course, not exhaustive. One of the items excluded is workmen's compensation. The Workmen's Compensation Commissioner, in a report on the 1949 accident statistics, says that the total cost of compensation paid during that year was £2,982,918. The hidden cost of industrial accidents, he continues, is generally accepted as being four times the cost of compensation; and on this basis the hidden costs for 1949 were in the region of £12,000,000.

Certain State grants or pensions are paid directly to individuals in need of assistance; in other cases assistance is provided by voluntary organizations which receive State subsidies, or by social insurance funds to which the State contributes. The latest available figures are as follows:

<i>Item</i>	<i>Year</i>	<i>Europeans</i>	<i>Coloureds</i>	<i>Asiatics</i>	<i>Africans</i>	<i>Responsible Department</i>
Children's maintenance grants and parents' allowances	1948/49	£ 656,738	£ 330,864	£ 138,721	£ 43,816	Social Welfare
Family allowances	1947/48	18,622	5,197	17,812	—	Social Welfare
Maternity allowances	1950/51	13,852	40,381	2,338	4,901	Labour
Old age pensions	1950/51	4,343,000	1,045,000		1,199,000	Pensions and Native Affairs
War Veterans' pensions	1950/51	1,900,000	15,000		?	Pensions
Grants to needy ex-members of the N.M.C.	1949/50	—	—	—	24,364	Native Affairs
Unemployment relief	1949	Europeans, Coloureds, Asiatics and African women — £887,272 African men — £122,600				Unemployment Insurance Commissioner
Workmen's Compensation	1949	2,233,079			749,839	Workmen's Compensation Commissioner
Blind persons' pensions	1950/51	78,000	54,000		170,000	Pensions and Native Affairs
Disability grants	1950/51	981,000			188,000	Social Welfare and Native Affairs
Grants to families of leper patients and to arrested cases	1950/51	4,374	1,836	204	27,532	Health

Item	Year	Europeans	Coloureds	Asiatics	Africans	Responsible Department
		£	£	£	£	
Silicosis benefits (sufferers and dependants)	1948/49	669,764			244,655	Silicosis Medical Bureau
Wage subsidization of aged or semi-fit persons employed by public bodies	1950/51	173,725	16,235	150	—	Labour
Medical expenses in respect of injured State employees	1950/51	16,800			7,175	Labour
Re-adjustment and sheltered employment services	1950/51	476,950			—	Social Welfare
Schools for handicapped children	1950/51	97,380	45,597			Education
Settlements for the aged and physically disabled	1946/47	142,000	4,000	—	1,500	Social Welfare
Poor relief	1950/51	153,690			25,000	Social Welfare and Native Affairs
Rations, transport and other assistance in connection with squatters	1950/51	—	—	—	4,500	Native Affairs
Work centres for needy women	1946/47	4,000	—	—	—	Social Welfare
Relief works in distressed areas	1950/51	—	—	—	37,000	Native Affairs
School feeding	1950/51	854,667 approx.	476,671 approx.		555,977	Education and Provinces
Pre-school feeding in distressed areas	1948/49	—	—	—	27,423	Native Affairs

Items not included as no recent information is available:

Subsidized houses for the aged.

Hostels for low-paid workers.

Grants-in-aid to societies for the blind.

Grants-in-aid to societies for the deaf.

Grants-in-aid on behalf of non-certifiable epileptics.

Grants-in-aid on behalf of discharged prisoners.

Subsidies on creches.

- Subsidies on boys' and girls' clubs.
- Subsidies on social centres.
- Subsidies on children's convalescent homes.
- Subsidies on soup kitchens.
- Subsidies on institutions for inebriates.
- Subsidies on salaries and travelling allowances for social workers.

Available information as to the numbers of beneficiaries is as follows:

<i>Item</i>	<i>Year</i>	<i>European</i>	<i>Coloured</i>	<i>Asiatic</i>	<i>African</i>
Maternity allowances	1950/51	975	2,696	156	330
Old age pensions	1949/50	68,635	40,304		—
Old age pensions	1950/51	—	—	—	197,000
War Veterans' pensions	1950/51	19,069	532		—
Grants to needy ex-members of the N.M.C.	1949/50	—	—	—	1,952
Unemployment relief	1950	22,600	20,684	6,870	13,829
Workmen's Compensation	1949	54,549	13,785	1,835	81,604
Blind persons' pensions	1949/50	1,153	1,733		—
Blind persons' pensions	1950/51	—	—	—	23,500
Disability grants	1950/51	?	?	?	32,000
Grants to families of leper patients and to arrested cases	1950/51	51	64	5	2,206
Silicosis benefits (sufferers and dependants)	1948/49	11,872	250		1,470
Wage - subsidization of aged or semi-fit persons employed by public bodies	1950/51	1,706	216	6	—

Welfare of the Blind and Deaf

Dr. Helen Keller's visit, during 1951, stimulated public interest in the welfare of the blind and deaf.

The Nederduits Gereformeerde Kerk has made a loan of £100,000 to a committee formed to establish an Afrikaans-medium school for the deaf, in Pretoria.

Organizations to which the Institute acts as Secretariat

The head office of the Institute undertakes the administration of the Bantu Welfare Trust, Robert Shapiro Trust, Auden Race Relations Trust, Johannesburg Joint Council of Africans and Europeans, Witwatersrand Council of Education, and Johannesburg Indian Social Welfare Association.

The Robert Shapiro Trust confined its grants for 1951 to African girls who wished to continue their general education to J.C. or Matriculation stage before training as nurses in rural hospitals. Three bursaries, worth £20 a year each, were awarded for the Matriculation course, and ten, worth £10 a year each, for the J.C. course.

EMPLOYMENT

Development of Secondary Industry

In his 1951 Hoernlé Memorial Lecture, "Some Aspects of the South African Industrial Revolution," Dr. H. J. van Eck pointed out that during recent years, a much greater diversification of our national economy had been achieved. Gold mining contributed only 8 per cent, and all other mining about 2.7 per cent, to the 1948/49 national income; whereas manufacturing industry contributed 22.5 per cent (these being pre-devaluation figures). "We hear little these days," he said, "about the protection of industry or of infant industries; the emphasis now is on improvement in efficiency, on reduction in costs, and on higher productivity with concomitant higher wages." He gave the following figures:

<i>Secondary Industry</i>	1927/28	1937/38	1947/48
Europeans employed	85,000	143,000	210,000
Non-Europeans employed	123,000	204,000	401,000
Gross value of output	£106 million	£187 million	£583 million
Average wages*—Europeans ..	—	£234 9 "	£436.6 "
Cape Coloured	—	£85.8 "	£176.7 "
Asiatic	—	£63.1 "	£172.6 "
African ..	—	£45.4 "	£103 3 "

* Including cost-of-living allowance.

Employment Statistics

Indices of employment for May, 1951, as given by the Office of Census and Statistics are as follows (in each case the base of 100 representing the 1935 average):

	<i>European</i>	<i>Asiatic and Cape Coloured</i>	<i>African</i>	<i>Total Non- Europeans</i>	<i>Total all Racial Groups</i>
Secondary Industrial Establishments (average calculated by sampling) ...	154.8	235.0	264.2	256.2	—
Railway construction ...	481.8	83.0	2,270.8	1,234.6	—
Railway transportation ...	176.5	168.2	212.2	205.2	—
Other transportation ...	205.8	31.4	225.0	51.3	—
All Mines and Metallurgical Works ...	146.3	103.5	129.8	129.7	—
General index of employment	161.2	—	—	169.2	167.1

The Wage Board, in its Report for the year 1948 (U.G. 50/50), classifies employees in industries, trades or undertakings regulated by wage determinations made during the years 1937-48 (excluding determinations in respect of general unskilled employment in certain trades), as follows:

Of the skilled workers, 83·8% were European, 4·8% Cape Coloured, 5·6% Asiatic, and 5·8% African.

Of the semi-skilled workers, 33·8% were Europeans, 20·8% Cape Coloured, 11·2% Asiatic, and 34·2% African.

Of the unskilled workers, 1·5% were European, 13·2% Cape Coloured, 4·5% Asiatic, and 80·8% African.

Of the Europeans, 81·8% were skilled, 16·1% semi-skilled, and 2·1% unskilled.

Of the Cape Coloured workers, 14·5% were skilled, 30·2% semi-skilled, and 55·3% unskilled.

Of the Asiatics, 32·5% were skilled, 31·7% semi-skilled, and 35·8% unskilled.

Of the Africans, 4·2% were skilled, 12·3% semi-skilled, and 83·5% unskilled.

In February, 1951, the Department of Labour undertook a survey of South Africa's skilled manpower requirements, which showed the following position:

Trade	Shortage as at 24/2/51	Estimated additional requirements for the next 3 years	
		(a) If materials are fully available	(b) If the present re- stricted supply of material is available
Aviation ...	220	201	36
Building ...	4,763	9,285	5,461
Engineering ...	3,415	6,522	3,279
Motor ...	1,194	603	217
Printing ..	654	853	444
Miscellaneous ...	110	115	67
Total ...	10,356	17,579	9,504

By the beginning of 1954, then, South Africa will need a minimum of 19,860 and a maximum of 27,935 more skilled artisans than she had in February, 1951.

The Need for Greater Productivity of Labour

As a step towards training labour to greater productivity, the Minister of Labour has advocated the introduction of wage incentive schemes. In September he announced that no industrial agreement prohibiting the introduction of incentives would in future be published; also that he would insist on the removal of the closed-shop provision from any agreement if there was unjustified opposition to

the introduction of an incentive scheme which, in his opinion, was reasonable and contained adequate safeguards against exploitation.

The Institute's Council in 1951 recommended that the value of scientific selection procedures for training and occupational allocation of Africans in industry should be brought to the notice of employers of African labour in the Union, and more particularly of employers in secondary industry and of municipalities. Council was of opinion that such a system of selection could with advantage be incorporated in the organization and administration of labour bureaux.

Several local authorities, including Germiston, Springs and Benoni, are now utilizing aptitude tests in the placement of Africans through municipal employment bureaux.

Social and Economic Planning Council

In the Assembly on May 18th, the Prime Minister said he considered that the Social and Economic Planning Council did not altogether meet the needs of the country, but that if it continued to exist, it should be transferred from his Department to the Department of Economic Affairs. His own views tended in the direction of a Central Economic Council.

"Civilized Labour" Policy

In the Senate on 5th March, the Minister of Labour said that since March, 1949, when the "civilized labour" policy had been re-introduced, 1,696 Africans in Government or Provincial service had been replaced by 1,290 Europeans and 406 Cape Coloured men. This had involved an additional expenditure of approximately £226,000.

New Posts or Responsibilities for Non-Europeans in the Public Service

The Criminal Investigation Department has during the past year permitted certain African and Indian detectives to take full responsibility for investigations in which the complainants were members of their own racial groups. An African Sergeant has been placed in charge of the police post at Zwelitsha.

Nine Cape Coloured post office workers, in the Cape, are being trained to take over duties as post masters in Cape Coloured areas.

Several senior posts for Cape Coloured men have been created in the newly-formed sub-department of Coloured Affairs. The initial headquarters staff is to consist of the Commissioner for Coloured Affairs, four Europeans and eight Cape Coloured persons, four of the latter being research officers whose salary scales will commence at £540 a year, and in the case of the senior of them will rise to £720 a year after six years' service. A first-grade Cape Coloured clerk will earn up to £440 a year.

Farm Labour

In the Senate on April 23rd, the Minister of Native Affairs said that the use of non-resident recruited labour is becoming yearly a

more important feature of our farming. Act No. 56 of 1949, amending the Native Labour Regulation Act of 1911, had enabled agricultural employers to form themselves into registered groups for the recruitment and distribution of farm labour. By June, 1950, eleven such groups had been established. The farm labour scheme, whereby it was hoped to divert "foreign" Africans who illegally entered the Union to farm employment, had proved a failure.

The Institute is collecting information on farm labour conditions.

Juvenile Unemployment

The inter-departmental committee appointed by the Minister of Labour to investigate the question of African juvenile unemployment on the Witwatersrand and in Pretoria, and the Institute's evidence to this committee, are dealt with on page 65.

Spreading of Industry

The Natural Resources Development Council considers that there are a number of centres in the Union where industrial development on an economic basis would be possible. It is collecting information on South Africa's water supplies, railways, harbours, electricity, coal and other minerals, population, etc., and for the benefit of prospective industrialists is plotting this on a series of maps. It will be possible to project three or more of these maps on to one screen, to show any combination that may be required of the facts collected.

Cost-of-Living Allowances

This year's Budget provided for increases in cost-of-living allowances for public servants, the allowances being raised to meet the official index figure of 164 points and re-pegged at that level for a year. European public servants received their increases at the end of April. It was decided in August that the allowances for Non-Europeans would be increased on a similar basis with retrospective effect to April 1st.

Labour Bureaux

The establishment of labour bureaux throughout the country has still not been undertaken.

African Trade Unions

In July, the South African Trades and Labour Council reversed the decision, mentioned in our last Annual Report, to provide for the parallel organization of African trade unions within the framework of the Council. These will consequently remain members of the Council on the same basis as European unions.

Careers for Africans

The survey of careers for Africans, conducted by Miss Shirley Rostovsky for the Institute, is described on page 70.

SCHOOL EDUCATION

Educational Statistics

The Director of the National Bureau of Educational and Social Research has kindly supplied the following statistics, the figures (the latest available) being for the year 1949 except where otherwise indicated:

(a) Number of primary and secondary schools

	<i>Province</i>	<i>Europeans</i>	<i>Coloureds</i>	<i>Asiatics</i>	<i>Africans</i>	<i>Mixed Non-Europeans</i>
State and State-aided Schools	Cape	1,300	1,125	—	2,254	—
	Natal	190	34	162	1,105	—
	Transvaal	779	47	27	1,369	17
	O.F.S.	388	29	—	566	—
Schools not in receipt of State aid	Cape	118	11	2	120	29
	Natal	37	1	29	244	7
	Transvaal	120	1	3	178	—
	O.F.S.	3	—	—	22	2
<i>Totals</i>		2,935	1,248	223	5,858	55

(b) Number of pupils attending primary or secondary schools

	<i>Province</i>	<i>Europeans</i>	<i>Coloureds</i>	<i>Asiatics</i>	<i>Africans</i>
State and State-aided schools	Cape	162,760	178,361 ¹	—	289,694
	Natal	38,873	6,291	42,185	146,778
	Transvaal	203,451	12,140	9,600	247,373
	O.F.S.	43,850	2,531	—	75,292
Schools not in receipt of State aid	Cape	14,490	1,472	80	6,457
	Natal	4,036	107	3,068	8,858
	Transvaal	18,231	42	524	9,717
	O.F.S.	606	3	—	2,809
<i>Totals</i>		486,297	200,947 ²	55,457	786,978

¹ Coloureds and Asiatics.² Includes some Asiatics.³ Information probably incomplete.

(c) *Of the children in State and State-aided schools in 1948, percentage who were in secondary school classes*

Europeans	...	...	15.89
Coloureds	...	...	2.34
Asiatics	...	...	3.44
Africans	...	...	2.51

(d) *Total number of teachers at State and State-aided schools*

Schools	Number of Teachers		Notes
	Qualified	Unqualified	
European	17,810	570	1948 figures
Coloured	5,436	231	Includes European, Coloured & Asiatic teachers
Asiatic	1,311	231	
African	15,392	2,584	
Mixed	59	9	Mixed schools in the Transvaal

(e) *Total Provincial expenditure on education (Estimates 1949-50)*

European	...	...	£18,852,966
Coloured and Asiatic	...	...	£4,154,688
African	...	...	£4,863,870 (actual was £4,894,101)

(f) *Cost per pupil*

European	...	...	...	£41.99
Coloured and Asiatic	...	...	...	£16.55
African	...	...	...	£6.41

(g) *Statistics in regard to African education*

The recently-published Annual Report for 1948 of the Union Advisory Board on Native Education (U.G. 15/51) gives figures comparing the growth of the African population with that of African school enrolment from 1936 to 1946. Figures taken from the tables concerned show the following position:

	1936	1946	Rate of annual growth (compound interest) Percentage
African population	6,596,689	7,831,915	1.73
Number in 7-16 age group	1,614,763	1,912,756	1.70
Total school enrolment	358,642	640,638	5.98
Estimated number of 7-16 age group at school	333,537	588,094	—
Estimated percentage of 7-16 age group at school	20.66	30.75	4.06
Percentage of population enrolled in schools	5.44	8.18	—

It is evident that there was a considerable increase in school enrolment over the years concerned, but, as the report points out, it is

clear that there is scope for much greater expansion. The Board calculates that, if the rates of growth of the population and of the educational facilities remain constant, by 1956 some 53 per cent of the 7-16 age group should be in school. To make this possible, however, and to permit of an average teacher-pupil ratio of 1 in 40 by that time, an annual financial provision, additional to the financial provision of the period 1946-47, of £1,546,619 would be necessary. Valuable tables are given showing the annual financial provision that would be necessary during the period 1947 to 1956.

Working from tables given on page 14 of the Report, the Institute calculates that in 1948, of the African children attending State or State-aided schools,

- 50.2 per cent were in the sub-standards;
- 25.2 per cent were in Stds. 1 and 2;
- 14.3 per cent were in Stds. 3 and 4;
- 7.7 per cent were in Stds. 5 and 6;
- 2.3 per cent were in Stds. 7 and 8;
- 0.2 per cent were in Stds. 9 and 10;
- 0.1 per cent were unclassified.

European Education

The following are now the age-limits for compulsory education of European children:

			<i>Age-limits for compulsory education</i>	<i>Exemption granted on passing Std. 8</i>
Cape	...	...	7-16	Std. 8 (as from 1.1.52)
Natal	...	...	7-15	Std. 8
Transvaal	...	...	7-16	Std. 8
O.F.S.	...	...	7-16	No standard set

The Transvaal Education Department has appointed a committee to investigate the shortage of teachers. In an endeavour to make the teaching profession more attractive, Natal has introduced a system under which students who receive loan bursaries for their training can redeem their debts by satisfactory service instead of monetary payments. For every completed year of satisfactory service, an amount of £50 of the debt will be regarded as having been repaid.

With two exceptions, members of the Free State Education Commission, which reported recently, recommended that Christian National principles should become the accepted policy of the O.F.S. Administration.

The Transvaal Language Ordinance of 1950 was mentioned in our last Annual Report, as was the Supreme Court judgement that the Ordinance, in so far as it purported to apply to private schools in the Transvaal, was *ultra vires* the Provincial Council. Appeals against this judgement, lodged by the Minister of Justice and the Administrator of the Transvaal, were allowed. In May, the Natal Provincial Council rejected a proposal that the home language should be made the compulsory medium of instruction for Natal school

children, considering that the parent, rather than an outside authority, should have the power to decide in what medium his child shall be educated.

According to 1946 census figures, published during the year under review, the home languages of the Union's European and Coloured people are:

<i>Home language</i>	<i>Europeans</i>	<i>Coloured people</i>
English and Afrikaans	1.3 per cent	0.6 per cent
English	39.4 " "	9.4 " "
Afrikaans	57.3 " "	89.2 " "
Other	2.0 " "	0.8 " "

Pupils in primary schools in the Transvaal who reach the age of 14 are, at the principal's discretion, now being transferred to secondary schools at the commencement of the following year, whether they have passed Std. V or not. When necessary, such children are put into special "adaptation" classes.

Non-European Education

Developments in African education have been held up pending the report of the Native Education Commission. The Institute's evidence to this Commission was summarized in our 1948/49 Report. As soon as possible after the Commission's Report has been released, the Institute will convene a widely representative conference to study it. The Minister of Education, Arts and Science said in the Senate on April 19th that the Commission considered Native education should be controlled by the Native Affairs Department. (*See page 68.*)

It is encouraging to note that although new developments have been postponed, for the first time in some years the expansion of existing services has been possible, if to a very limited extent. It is estimated that during 1950/51, the Provinces spent £5,158,297 on African education. Included in this amount was:

£343,020 for normal growth of existing services;
£159,070 for expansion of services.

Great enterprise continues to be shown by Non-European communities in raising funds towards the cost of building new schools: the Government contributes to these building costs on a £1 for £1 basis. There are now over 600 tribal schools in the Transvaal built in this way. In an attempt to stem the growth of "tsotsism" by making it possible for more children to attend school, urban African communities are raising money to employ teachers additional to those the Education Department can afford to pay. The National Council of African women is collecting funds to build new classrooms at existing schools.

Despite the shortage of funds, educational facilities are being expanded. For example, in the Cape during the first six months of this year, ten new secondary schools and 85 new primary schools for Africans were opened, 300 additional teachers appointed, a new

teacher training college built, and a college providing refresher courses established. Twenty new schools for Coloured pupils were opened, and 130 more teachers engaged.¹

During 1949, besides loan bursaries for teachers, medical bursaries and research grants, the following educational bursaries were granted to Africans:²

<i>Purpose</i>	<i>Number</i>	<i>Amount</i>
Secondary education	.. 179	£4,126
Teacher training	. 410	£6,850
Industrial training	.. .. 20	£160
Bursaries at Fore Hare	... 32	£1,140
<i>Totals</i>	.. 641	£12,276

¹ State Information Office Newsletter 610 of 24th August, 1951.

² State Information Office Native Affairs Fact Paper XV.

In spite of these advances, the majority of the African people are illiterate. The 1946 Census revealed the following position:

<i>Literacy of Africans aged 10 years and over</i>	<i>African language %</i>	<i>English %</i>	<i>Afrikaans %</i>
Read only	.. .. 1.9	1.4	0.9
Read and write	.. .. 27.0	10.5	4.6
Neither	.. .. 69.0	86.5	92.5
Unspecified	... .. 2.1	1.6	2.0

In November, 1950, it was announced that the Government had decided to admit no further African students from territories outside the Union to educational institutions in South Africa. The Institute commenced collecting information on the number of students likely to be affected, how their education in the Union was financed, etc.; but in February the Government decided to suspend the ban for three years, and at the end of this period to review the position. If necessary, the Institute will then continue its investigation.

Human Relations in Schools

The Institute has set up a committee to study history text-books used in schools in order to determine whether the treatment of inter-group contacts in any of these is liable to give unnecessary hurt to any racial or religious group.

A course in social studies is included in the curriculum for the new Junior Secondary Course in schools in the Cape. The study of geography, history and civics is combined, the subjects being given a wide human interpretation: the course is thus an integrated study of man and his social, economic, political and geographical environment, with the ultimate aim of achieving wholesome human relationships and the fullest development of each pupil as a social being.

PROFESSIONAL, TECHNICAL AND VOCATIONAL EDUCATION

Universities

In 1949, according to the National Bureau of Educational and Social Research, the number of full-time and part-time students at Universities was:

Europeans	...	...	...	18,315
Cape Coloureds	...	...	...	149
Asiatics	...	...	...	289
Africans	...	...	...	421
Others	...	...	...	25

Medical Training

At the beginning of 1951, a start was made with the pre-medical course at Wentworth College, Durban, 12 African, 2 Cape Coloured and 20 Indian students having enrolled. After two years of pre-medical training, students will progress to the 5-year medical course. Fees are £60 a year for the first two years and thereafter £70 a year, plus £40 for hostel accommodation.

The Government is making available each year 15 bursaries of £150 a year for the first two years and thereafter of £200 a year. A private bursary has been contributed for an Indian student. Half of the amount of the Government bursaries is repayable on completion of the course, interest at 4 per cent being levied as from the date repayments fall due; and holders of bursaries must undertake to accept employment in the public service for a specified period. A student who does not complete the course will have to repay the full amount together with interest at 4 per cent.

Three Government bursaries were provided for African students starting the second year of the medical course at Witwatersrand University in 1951. Besides this, the African Medical Scholarships Trust Fund, sponsored by the University students, was able to provide two new bursaries. Johannesburg Municipality and the Niven Trust each made one available, and the Swaziland and Southern Rhodesian Governments enabled a student from each territory to take the course.

A year's post-graduate experience as an interne is necessary before a graduate can be registered as a medical practitioner. Because Non-European doctors are generally barred from hospitals at which European nurses would have to take instructions from them, there are already too few house posts for the Non-Europeans in training. Three Indian graduates were recently unable to secure such appointments. This position, as also the general shortage of nurses, will be eased as more Non-Europeans are able to take over from European nursing sisters; but to become a nursing sister, a woman needs a good educational background, which Non-European nurses often do not possess. Here the Robert Shapiro Trust (*see page 48*) is doing excellent work in providing general educational bursaries for African girls intending later to train as nurses.

Pharmacists

While there is no legal reason why Non-Europeans should not train as pharmacists, and while most Technical Colleges are willing to give the training provided a minimum of eight students can be found to make up a class, there has in the past been a practical difficulty, for most European pharmacists have been unwilling to accept Non-Europeans as apprentices. Some years ago, at the Institute's request, three agreed to do so; but the Pharmacy Board objected on the grounds that the areas served by the pharmacists concerned were unsuitable for the purpose. The Natal Regional Committee of the Institute then raised the possibility of Non-Europeans serving their apprenticeships in hospital dispensaries: the Pharmacy Board replied that this would involve amendments to existing legislation, also it was doubtful whether institutional training would provide satisfactory experience of the forensic and ethical aspects of the work.

Recently, the Institute approached municipalities affiliated to it, asking whether it was a practicable or a desirable suggestion that monopolies of trade in defined Non-European areas should be granted for a specified period to European pharmacists who were willing to train Non-European apprentices. Three of the municipalities—Port Elizabeth, East London and Pretoria—decided that the suggestion was practicable and are proceeding to implement it.

Accountants

The Natal Regional Committee of the Institute has been exploring the possibilities of Non-Europeans training as accountants. Again the difficulty is a practical one: as part of their training articled clerks have to visit large numbers of offices to assist with audits, and accountants consider that European firms would be unwilling for Non-Europeans to do this work. As yet there are no accountants with a sufficiently large practice amongst Non-European firms to provide the variety of experience required by articled clerks.

Agricultural Training

The academic year at Fort Cox has now been changed to conform with the calendar year, and as a result the enrolment has increased considerably and the bursaries offered by the Government have been taken up. Forty-four bursaries are offered annually—fourteen for training agricultural demonstrators, ten for stock inspectors, and twenty for teachers—all of £12 a year.

The proposed course in surveying has not yet been started, as there have been insufficient matriculated applicants to make up a class. The following courses are provided for Africans who have passed J.C.:

2-year diploma course in agriculture to train Agricultural Demonstrators.

1-year post-diploma course in veterinary science for Assistant Stock Inspectors.

1-year agricultural course for trained teachers.

3-year advanced diploma course (run in conjunction with Fort

Hare) for senior Agricultural Demonstrators.

2-year course in engineering to train Assistants to Engineers in Native areas.

Holders of the agricultural diploma may proceed to an advanced course in forestry at the Zwartkop Forestry Station, Natal. The demand for holders of the agricultural diploma as foremen on European farms continues.

The agricultural school at Tsolo, financed jointly by the Native Affairs Department and the Transkeian General Council, provides a post-Standard VI diploma course in agriculture, lasting two years.

Technical and Vocational Training

According to the National Bureau of Educational and Social Research, the average number of students at technical colleges in June, 1950, was:

Full-time	...	...	10,269
Part-time	...	...	44,010

In October, 1950, the number of Non-European students attending segregated classes at the technical colleges was:

Technical College	African	Number of Students		Total
		Coloured	Asiatic	
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
Pietermaritzburg	—	34	—	34
Pretoria	201	—	—	201
Northern Cape, Kimberley ...	7	20	3 Chinese	30
Witwatersrand	864	—	—	864
	<u>2,037</u>	<u>1,090</u>	<u>1,679</u>	<u>4,806</u>

† Including one Chinese.

The number of pupils at trades or vocational schools in 1949 was:

State Institutions	Number of Pupils	
	European	Non-European
Agricultural schools	472 ⁽¹⁾	—
Industrial schools and departments ⁽²⁾ ...	2,111	1,872 ⁽³⁾
Technical and Commercial High Schools ⁽⁴⁾	2,764	—
Zwelitsha Vocational School ⁽⁵⁾	—	94
Housecraft High Schools ⁽⁶⁾	800	—
State-aided Trade, Industrial, Agricultural or Housecraft Schools	457	—
State-aided Vocational Schools	—	1,385 ⁽⁷⁾

⁽¹⁾ 1948 figure.

⁽²⁾ Schools of industries under the Children's Act, No. 31 of 1937, included.

⁽³⁾ Includes 1,866 pupils from industrial schools and departments under the Provincial Education Departments.

⁽⁴⁾ Includes pupils from the Physical Training Brigade, Kimberley

⁽⁵⁾, ⁽⁶⁾, ⁽⁷⁾ Under Department of Education, Arts and Science.

The State runs several industrial schools or centres for Africans in the Transvaal; Johannesburg City Council has an African vocational training centre at Orlando; and besides these; there are various State-aided institutions run by missions or other bodies. The full number in 1949 (State Information Office Native Affairs Fact Paper XV) was:

Industrial Schools for Africans

	<i>Industrial schools</i>	<i>Industrial departments at other institutions</i>	<i>Other industrial or vocational centres or schools</i>
Cape ...	18	6	5
Natal ...	8	—	5
Transvaal ...	1	7	8
O.F.S. ...	—	3	—
	—	—	—
	27	16	18
	==	==	==

Adult Education

A National Advisory Council for Adult Education was formed in April, replacing both the National Council for Adult Education and the National Council for Physical Education. It has four standing committees, dealing with Adult Education, Physical Education and Recreation, the Advancement of Arts, and the Advancement of Science.

The National Council for Adult Education included a member representing Non-European interests. Mr. J. D. Rheinallt Jones, the President of the Institute, served in this capacity until the dissolution of the Council. No provision for the representation of Non-Europeans has been made in the new organization.

It has been decided that grants will be paid by the Department of Adult Education only to bodies that do not permit mixed audiences at their educational functions.

According to the National Bureau of Educational and Social Research, in 1949, 2,065 Europeans and 7,388 Non-Europeans were attending continuation classes.

The re-diffusion broadcasting service for Africans, to be established first at Orlando, Johannesburg, has not yet been started; but preparatory work is progressing well, and all the necessary powers and consents have been granted. (Information from Director-General of South African Broadcasting Corporation.)

African Vocational Training Service

See page 66.

THE ADMINISTRATION OF JUSTICE

Legal Aid

Legal Aid Bureaux, which were initiated by the Institute, now receive Government subsidies. Bureaux are functioning in Cape

Town, Johannesburg, Durban, Pretoria, Port Elizabeth and Bloemfontein.

It is to-day only the poorest of the poor who are able to appeal *in forma pauperis*, for, in the case of Supreme Court cases, a man with assets worth more than £25 (excluding housing, clothes and tools of trade) is ineligible. (This ceiling, which was fixed in 1902, should undoubtedly now be raised very considerably.) For those who cannot be termed paupers, it becomes increasingly difficult as the cost-of-living rises, to afford legal fees. The assistance given by the legal aid bureaux thus becomes more and more necessary.

Judicial Statistics

In order to provide a clear picture of crime in South Africa amongst the various racial groups, the Institute has made the following calculations from judicial statistics for 1950 issued by the Bureau of Census and Statistics and the Bureau's estimates of the mid-year population that year.

The percentages of each racial group convicted during 1950 were:

				<i>All Offences</i>	<i>Serious crime only</i>
Europeans	...	...	...	5.5	0.4
Coloureds	...	...	...	10.5	1.0
Asiatics	...	...	...	7.2	0.3
Africans	...	...	...	9.2	0.5

Predominant offences, expressed as percentages of the total number of convictions for each racial group in turn, were:

<i>Offence</i>		<i>Europeans</i>	<i>Coloureds</i>	<i>Asiatics</i>	<i>Africans</i>
Liquor Laws	...	10	36	9	24
Traffic, road vehicle and municipal offences	...	55	13	43	7
Native Control (Pass Laws, etc.)	...	3	—	3	22
Trespass, Assault, Theft	...	7	24	10	22
All other offences	...	25	27	35	25

For Europeans and Asiatics, then, the largest percentage of convictions was in respect of traffic, road vehicle and municipal offences. Predominant in the case of Cape Coloured people were offences against the liquor laws, followed by trespass, assault and theft. For Africans, too, the majority of convictions were for offences against the liquor laws, while approximately the same numbers were convicted for Native Control offences as for trespass, assault and theft.

It is interesting to analyse the liquor offences in greater detail, separating convictions for drunkenness from those for offences such as illegal possession of liquor, illegal sales, etc. The figures again represent percentages of the total number of convictions for the racial group concerned:

<i>Offence</i>		<i>Europeans</i>	<i>Coloureds</i>	<i>Asiatics</i>	<i>Africans</i>
Drunkenness	...	8	27	6	5
Other liquor offences	...	2	9	3	19

Twenty-seven per cent of all convictions of Cape Coloured people, then, were for drunkenness; while 19 per cent of all convictions of Africans were for such offences as illegal possession of liquor, unauthorized beer gatherings, etc., only 5 per cent being for drunkenness.

The large number of restrictions have certainly not been effective in preventing illicit brewing, the sale of European liquor and other liquor offences, as the following figures prove :

*Total convictions for offences against the liquor laws
(excluding drunkenness)*

				<i>Europeans</i>	<i>Non-Europeans</i>
1939	...	...	...	1,111	91,216
1942	...	...	...	1,008	108,110
1945	...	...	...	901	116,882
1948	...	...	...	1,393	140,040
1950	...	...	...	2,838	157,383

Imprisonment

The Institute is informed by the Director of Prisons that during 1950, the daily average of persons in prison, and the percentage of recidivism, were :

			<i>Daily average of persons in prison</i>	<i>Percentage of recidivism</i>
Europeans	...	...	1,390·6	56·9
Asiatics	...	...	234·3	56·4
Coloureds	...	...	} 26,641·5	56·2
Africans	...	...		32·1

Addressing the National Welfare Conference in Cape Town during September, the Director of Welfare and Probation Services said that of the Europeans sent to prison, approximately 40 per cent are first offenders, and of these more than 80 per cent are given prison sentences for periods of less than six months.

There were at present eight prison outposts on farms, the Minister of Justice said recently, two in the Cape and six in the Transvaal, housing between them 1,200 African convicts. The establishment of two more, to be situated at Paarl and at Holfontein in the Orange Free State, had been approved.

Unemployed Petty Offenders

In the Senate on 23rd April, the Minister of Native Affairs said that the scheme inaugurated by the Native Commissioner in Johannesburg, under which unemployed Africans charged with petty offences were given the option of accepting employment on farms instead of appearing in Court, was working satisfactorily: from July, 1949, to June, 1950, 2,874 Africans accepted such employment.

Assaults by the Police

The Minister of Justice, replying to a question in the Senate on 22nd June, said that between 1st January, 1949, and 30th April, 1951, 347 members of the police force had been found guilty by the Courts of assault, and 52 had been found guilty departmentally.

The assaults concerned were 54 on Europeans and 345 on Non-Europeans. Of the policemen concerned, 89 had been subjected to disciplinary action by his department, and 51 had been dismissed from the force.

Crime in Urban Townships

A grave state of insecurity exists in urban African townships, particularly along the Reef. Because the police force is understaffed, adequate police patrolling is impossible: instead the Flying Squad tours the townships, but the cars drive through too quickly for useful results to be achieved. African policemen, armed with batons only, are little feared by well-armed "tsotsis." Crime within the African townships being seldom reported in the European Press, a false impression is given that Non-European crime is usually directed against Europeans. In fact, gangs of youths impose a reign of terror in the townships, and law-abiding people (who form the vast majority) are afraid to venture out after dark.

Early in 1951, the Joint Location Advisory Boards of Johannesburg sent a deputation to a meeting of senior Government officials to urge that, as the police force was unable to deal adequately with the position, African civilians be enrolled as civic guards or special constables to assist the police. The Institute supported this suggestion in a letter to the Commissioner of Police and in its evidence to the Native Juvenile Unemployment Committee (*see page 65*).

In this evidence it again urged, too, the establishment of an African Vocational Training Service to provide training for youths who are not at school and cannot find employment. The Press took up this suggestion, but advocated labour conscription for vagrant youths; the Director of the Institute made a Press statement in reply, opposing any suggestion that the Vocational Training Service be made compulsory, and pointing out that the Children's Act provided machinery for dealing with juvenile delinquents. The Institute then asked the Minister of Labour to request the Native Juvenile Unemployment Committee to submit an interim report on the advisability of establishing training camps, so that action recommended and approved by the Government could be taken on this matter without delay. The Minister replied that an interim report was unnecessary, for the complete report would be ready very shortly.

In September, a special conference of officials of the Department of Justice was called to consider measures necessary to combat increasing crime.

EVIDENCE TO COMMISSIONS

A. EVIDENCE PRESENTED BY THE INSTITUTE DURING 1951

Commission on the Socio-Economic Development of Native Areas within the Union of South Africa

The Institute has yet to give oral evidence. Its written evidence was presented in two sections: R.R. 82/51, the first section, was a

factual survey of Zululand, and R.R. 130/51, which followed, contained recommendations for the development of the Reserves. In brief, these recommendations were :

- (a) As soon as possible, a Development Corporation for the Reserves should be set up.
- (b) Regional Committees should be formed in each of the main Native areas to draw up comprehensive and integrated development programmes. Where necessary, detailed surveys of the resources of the areas should be made.
- (c) Adequate financial provision will be essential.
- (d) A considerable increase in the numbers of trained staff will be required.
- (e) It was pointed out that the understanding and the active and willing co-operation of the African people concerned is a fundamental requirement for the success of any development programme. Suggested methods of gaining co-operation were outlined.
- (f) A wide programme of fundamental education should be instituted in the Reserves, educational and health facilities expanded, and communications, transport and power and water supplies improved.
- (g) The economy of the Reserves will have to be diversified, the people being re-distributed between various occupations in closer relation to their desires and relative productivity. Those wishing to become full-time farmers and willing to adopt improved methods should be granted individual tenure of plots of adequate size. Landless families should be collected into village settlements, which must have an economic basis. The consequence of these recommendations would be that Africans who have migrated to the towns will have to become divorced from the land. If a sense of insecurity is not to result, they will have to be given the opportunity of investing in property in residential areas near industrial centres.
- (h) Detailed suggestions were made for the improvement of farming techniques throughout the Reserves, for the development of small secondary industries to utilize the produce of African farms, and for larger-scale agricultural and industrial projects.
- (i) It was suggested that a resettlement scheme in the form of an experimental profit-sharing agricultural project be established in Northern Zululand. The construction of a dam at the point where the Pongola River cuts through the Lebombo Mountains would make it possible to irrigate some 50,000 acres of land in the Pongola valley. Most of this is Crown land occupied by Africans: the rest is Native Reserve. Sugar, or some other crop the country requires (e.g., cotton, jute, rice, etc.) could be produced under irrigation; possibly also food-crops to cater for workers in the pine plantations and saw-mills which it has been suggested should be established on the sandy coastal plain. A million or more Africans might

be resettled in the area in consequence. Transport facilities would be required; but should Kosi Bay be developed as a harbour for the defence of the eastern coast (this has been under consideration), the construction of roads and a railway crossing the Pongola valley would in any case become essential.

On hearing rumours that certain surveyed farms on Crown land in the irrigable area east of Pongola Poort were to be disposed of to Europeans, the Institute made representations to the Prime Minister, to the Ministers of Land and Native Affairs and to the Commission that the Crown land in Northern Zululand be earmarked for a development scheme for Africans, even if such a scheme cannot be implemented at present.

Inter-departmental Committee to investigate the steps that should be taken to expand employment in industry for Native Juveniles on the Witwatersrand and in Pretoria.

In the memorandum presented to this Committee (R.R. 106/51) the Institute quoted an estimate by the Johannesburg Native Youth Board that there were, in 1950, some 20,000 unemployed African youths in the Johannesburg area.

Reasons for this, the Institute considered, were the extreme instability of African home life in urban areas, the lack of adequate educational facilities for African children, and the difficulties involved in finding suitable employment. Existing schools cannot accommodate more than perhaps half of the children in urban African Townships. The Union Advisory Board on Native Education calculated in 1947 that of those who do go to school, some 72 per cent are there for 4 years or less. The main difficulties involved in obtaining employment are :

- (a) Owing to the industrial colour bar and to the implicit colour bar in the application of the Apprenticeship Act, to a very large extent only "blind" occupations are open to African juveniles. The main occupational outlets are domestic service, in which urban youths are generally uninterested, and labouring work, for which they are usually not sufficiently strong.
- (b) Existing conditions in African townships have resulted in many youths becoming undisciplined. This has led to a belief amongst employers that *all* African juveniles are unreliable.
- (c) Because in many occupations there are no differential wages for juveniles, employers usually prefer to engage adults. The absence of graduated wage scales influences the attitude of juveniles in that no stimulus towards perseverance is offered.
- (d) Many employers show a preference for experience and testimonials rather than for willingness and education.
- (e) There is inadequate liaison between schools and employers.
- (f) Africans are insufficiently aware that youths under 18 years of age require the written permission of their parents or guardians to seek work, also some proof of domicile in the urban area concerned, before they can be issued with a pass. Employers

state that this causes difficulties and delays, and discourages executives from taking on juveniles.

After surveying the occupational outlets now available to African juveniles, the Institute went on to suggest steps that might be taken to overcome present difficulties, as follows :

- (i) Introduction of compulsory education for African children until at least the age of 16; and expansion of technical and vocational training facilities.
- (ii) Aptitude testing in schools.
- (iii) Provision of school records for children leaving school.
- (iv) Establishment of Native Juvenile Affairs Boards.
- (v) Institution of an African Vocational Training Service to cater for those who at present fall through the meshes of formal education.

Such a service was first proposed by the Institute in 1945, and the idea has since been endorsed by the Social and Economic Planning Council and the Commission on Technical and Vocational Training. The scheme (described fully in memoranda R.R. 168/45 and 89/47) would be a voluntary one; health, educational, recreational and religious facilities would be provided for the youths admitted; they would be paid on a progressive basis in accordance with work done by them, and would be assisted into employment afterwards. In its evidence, the Institute suggested that an experimental pilot scheme should be established on the Reef. (*Also see page 63.*)

- (vi) The need was stressed for further registered organizations to which African children in need of care can be committed under the Children's Act.
- (vii) An imperative necessity, if the problem of juvenile unemployment is to be dealt with in more than a patch-work fashion, is a reclassification of jobs and the grading of skills.
- (viii) Incentives should be provided by establishing different categories of work on an ascending ladder and by offering tangible rewards for increased skills and permanency of employment.

When the Institute gave oral evidence, in July, the Commission showed particular interest in the proposed African Vocational Training Service.

B. COMMISSIONS THAT HAVE REPORTED DURING 1951

Commission of Enquiry into the Disturbances in the Witzieshoek Native Reserve

This report (U.G. 26/51) was summarized by the Institute in a memorandum R.R. 78/51.* After analysing conditions in the Reserve, causes of unrest and the disturbances which had taken place, the Commission submitted its recommendations, which, in brief, were as follows :—

- (a) The Native Commissioner in Witzieshoek should not exercise any criminal jurisdiction whatsoever.

- (b) The powers which the Chief formerly exercised should be restored. A local council should be substituted for the Reserve Board.
- (c) Because Africans believe that, when the word "consultation" is used, their concurrence must be obtained for any measure, the word "discuss" might with advantage be used instead of "consult."
- (d) All proclamations, etc., applicable to the Reserve should be reviewed, and the investigating committee should discuss its proposals with responsible Africans before making its final recommendations.
- (e) In urban areas, especially in large industrial centres, certain areas should be proclaimed in terms of the Group Areas Act as Native areas. They should be under the supervision of statutory regional councils rather than the municipalities. In these areas, detribalized and urbanized Africans should be permitted to have a certain measure of say in their own affairs, and to invest in property or business.
- (f) Those who have left the Reserve for two years or more should be regarded as having permanently left. If they desire to return, they should make application *de novo* to do so.
- (g) Africans who for some reason are ordered out of an urban area should be removed to a special Reserve, as, for example, Hammanskraal, and should not automatically be sent back to the Reserve of their birth.
- (h) The arable land of Witzieshoek should be supplemented by a further 5,000 morgen. (Recommendations dealing with the reclamation of the Reserve follow.)
- (i) Africans should be given the right to purchase or hire residential lots and agricultural holdings with the right to communal grazing for a fixed number of cattle. Neglect or inadequate use of land should involve expropriation with compensation for improvements.
- (j) The establishment of a Land and Agricultural Bank for Africans is recommended.
- (k) In investigating the possibility of irrigation schemes, the feasibility must be borne in mind of harnessing water power for the development of electric current which could be laid on to the kraals but more particularly for power supply to light industries. The economic possibilities and the question of the supply of capital should be investigated.
- (l) The time had now arrived for the State to start expropriating the trading rights of European traders in the Reserve. A separate Licensing Board should be set up, and long-term loans on first mortgage bond be made available to Africans who wish to purchase business sites.

School Feeding Commission

The Institute's memorandum to this Commission (R.R. 78/50) was summarized in our last Annual Report. In the Senate on 19th April, the Minister of Education, Arts and Science outlined the Commission's recommendations.

All the information available to the Commission, he said, indicated that the extent of malnutrition among all races in the Union was such that expensive and effective efforts should be made to improve the nutritional standards of the population. The main causes of undernourishment were ascribed by the experts to poverty, a lack of the necessary knowledge of food values, and wrong food habits, for which the victims were not always responsible. Insufficient and wrong nutrition was the most important single factor which caused disease and physical defects, which in turn carried with them high hospital and medical expenses, loss of wages by the wage-earner, the loss of labour by industries, and above all, vocational inefficiency in the worker.

It was generally accepted, the Commission said, that the undernourished child did worse at school than the well-fed child, and that an increase in the nutritional standard brought with it an improvement in achievements at school. Food habits which were encouraged at school were brought back into the home. School-feeding could, therefore, have considerable educational value; and the school-feeding schemes for all racial groups in the Union should continue.

The Commission considered that parents should themselves make a contribution to the feeding. It recommended that the department which was to be responsible for Native education should also be responsible for the Native school-feeding scheme.

Native Education Commission (Institute evidence—R.R. 185/49)

The Report of the Native Education Commission has not yet been released to the public. In the Senate on 19th April, however, the Minister of Education, Arts and Science said that there is a majority report, and on certain points a minority report submitted by one member of the Commission.

The chief recommendations of the majority were that a general plan of development for the Bantu peoples should be worked out, and their education be so planned as to assist in the most effective way in the achievement of the envisaged goal. This would only be possible if Native education throughout the country was placed under the control of a single Union department: the Department of Native Affairs was considered to be the most suitable department to undertake this control. The majority report recommended that in order to obtain the active participation of the Bantu communities in the system of community schools which the Commission favoured, local government be handed over as soon as possible to the Bantu authorities.

As their industrial productivity increased, the Bantu people should make a proportionately greater contribution to the costs of education. Taking into consideration the fact that only 40 per cent of Bantu

children between the ages of 7 and 14 attended school, the Commission foresaw that the expenditure of the Government during the next few years would still rise considerably, but after that would reach a measure of stability.

The present school course should be abolished and replaced by a series of short complete courses which would prepare the people to play an effective part in a progressive national advance. In the first place, a four years' elementary course should be provided, and in the course of time be made compulsory for all. Then there should be three further categories, a four-years' lower school course, a higher or technical school course, and university education. Available places within all the categories except the first should be determined by the requirements of the general development scheme.

As is mentioned on page 55, the Institute intends convening a widely representative conference to consider the report of this Commission.

RESEARCH AND INVESTIGATION

Immersed in the day-to-day needs of the rapidly changing racial situation in South Africa and limited by lack of adequate funds, the Institute has not been able to set up a separate department to undertake fundamental research work on inter-group relations. Over the years, however, it has carried out a wide variety of investigations directed towards social action. These have had useful results. They have involved collation of existing material and enquiries to fill in gaps. The possibility is now being explored of obtaining funds to extend this work and to set up a fact-finding and information-giving section to undertake it. At present it is done by members of staff who are pre-occupied with many other duties, or through the voluntary services of a number of willing helpers.

Work undertaken during 1951 has been as follows :

Urbanization of Africans

Mr. G. S. Budaza, M.A., hopes by the end of 1951 to have completed his research work on the accommodation and resistance of urban Africans to urbanization. He was awarded a 2-year research fellowship generously made available to the Institute by the Rhodes Trust, and has been working in Port Elizabeth under the direction of Professor J. Irving of Rhodes University. His work will be submitted as a thesis for the Ph.D. degree.

Literacy

For this year's work see page 71.

Cost of Living for Africans

Miss Ethel Wix, B.A. (Hons.) London, who has given the Institute most generous voluntary assistance, completed her survey of the present cost of living for Africans in Johannesburg, Pretoria and the Reef towns, bringing up to date the estimates which were made by the Institute for the Non-European Bus Services Commission in 1944. Her survey was published by the Institute during the year.

The general conclusions were that in Johannesburg the average family income of unskilled workers in three major industries increased by 29·5 per cent over the six years 1944–1950 (mainly due to increase in cost-of-living allowances), while the essential minimum expenditure rose by 37 per cent. If a diet, which “goes some way towards meeting essential requirements, with due regard to Native custom and taste” was purchased, the essential minimum expenditure in 1950 was £4·17·10 per month greater than the family income. Total family income represented only about 75 per cent of what was needed for mere existence, without any allowance for semi-necessities like medical attention, school books, church dues, or replacement of furniture, bedding or kitchen utensils. The only ways in which a family could remain solvent were either to spend even less than the minimum deemed essential on food, clothing, rent or fuel; or alternatively to earn additional money by taking in lodgers, by illicit brewing or some other means.

Industrial Feeding

Miss Wix is now conducting an investigation of the feeding facilities provided by industrial firms in the Union for their employees—European and Non-European.

Careers for Africans

Another willing voluntary worker, Miss Shirley Rostowsky, B.A. (Hons.) Rand, has completed a survey of training facilities available and careers open to Africans in professions and skilled and semi-skilled trades. This is being presented in serial form by an African magazine and leading African newspapers.

Development Schemes in other African Territories

Mr. Douglas Pott is a third voluntary worker who has given the Institute much assistance. This year he undertook preliminary work on a summary the Institute hopes later to complete of information on development schemes in other African territories.

Indian Life and Labour in Natal

In 1943 the Institute published *Indian Life and Labour in Natal*, which was edited by Professor H. R. Burrows of Natal University. During 1951, Professor Burrows generously agreed that his Department would be responsible for bringing this pamphlet up to date. The Institute hopes shortly to publish the revised edition.

Tongaland and Zululand

The Institute's factual surveys of Tongaland and Zululand were mentioned in our last Annual Report. Detailed recommendations for the development of these and other African rural areas have now been drawn up by the Institute's head office staff (*see page 63*).

Kaffir Beer and the Tot System

A detailed memorandum (R.R. 83/51) on the nature, production

and systems of distribution of kaffir beer has been prepared by the Head Office staff, and a survey of the tot system conducted by the Cape Town office. After considering these at its meeting in July, the Executive Committee drew up recommendations which will be submitted to the Council in January, 1952.

Non-European Housing Schemes

The staff is also preparing a survey of housing schemes for Non-Europeans for the Council's consideration.

Ban on Extra-Union Students

See page 56.

Race Relations in School Text-books

See page 56.

ADULT EDUCATION OFFICER'S REPORT

During the first three months under review, when the Adult Education Officer was on study leave, Miss Muriel Horrell assumed administrative responsibility for this section and Mrs. N. Fainsinger maintained the secretarial work. This made it possible for the two African assistants to consolidate field work on the mines where they trained over 100 lay teachers and where they initiated classes in 12 compounds.

Since January further field work has been done but the emphasis has been on the preparation of follow-up material and on working on a new system for literacy primers.

Vernacular Follow-up Material

The Institute considers that it is important to provide special follow-up material to carry the new literate (who has just completed a literacy primer) over to full reading. To this end we are drafting 60-80 page stories. The stories in themselves are slight. Language, construction and layout are designed to make easy reading. Three books are complete in manuscript form and others are in preparation. Our intention was to convey some of the subtler values by having each story illustrated or decorated in an experimental fashion. It is a great disappointment to those who have worked on these books that this is no longer possible.

Further entertaining and informative follow-up material will be prepared during 1952.

Follow-up Material in English and Afrikaans

For some time we have felt that we need something to take the place of the A.B. Adult Reader Book I. We have drafted, in a 25-chapter book, an account of a week in the life of a stable African family. The vocabulary is based on that of our primers which also cover the Easy English vocabulary up to the stage of A.B. Adult Reader Book II. This reader develops progressive reading and gives further practice in comprehension and in relating reading to practice; it also stimulates reading for information. The book was planned and partly written by the Adult Education Officer after contacts with workers of the U.S. Federal (Education and Indian

Affairs) Offices, of Columbia University, of Harvard University, of Unesco, and of the World Literacy Committee. Mrs. Margaret Black moderated the first 17 chapters and wrote the last seven, Mrs. Noelline van Wyk prepared the Afrikaans version and Mrs. Barbara Loxton executed the pictures.

If this little book is a success we hope to follow it with another, more advanced and more informative. Chapters already planned cover all the information required about the Post Office, the Police, the Magistrate, the Bank, travelling. . . .

The Third "R" and Health

The first Arithmetic course has been redrafted, this time with motivation, and we have drafted and motivated a Health Course. When these have been moderated and approved they can be translated into any of our languages. Moderation is a slow task for it involves submitting manuscripts to several authorities. Mr. Norman Fletcher has been extremely generous in his co-operation with us in this work : not only did he revise the first courses (which he drafted), but he added the motivation which we felt would bring them into line with the most advanced systems. The motivation of these courses was stimulated by the examples seen in the United States official civilian and army work and in the work sponsored by Kellogg's Foundation.

The New System for Primers

About fifteen months ago it became clear that our primers would be made much more valuable if we shifted our ground somewhat in our approach to the teaching of reading and writing. We planned a new system which required a switch over to a "syncretic/global" approach but which retained the most useful elements of our own system. It was decided to leave redrafting until the Adult Education Officer had seen what was being done elsewhere.

Work has now begun on two vernaculars which will provide patterns for the others. In these vernacular courses, instead of build-up from syllables, we have break-down of new words after they have been introduced in meaningful sentences and after they have been mastered in writing. The sentences are the basis of the reading passages which link to make continuous stories. Each lesson is followed by comprehension questions. These used to be dictated by the teacher. Now they provide extra reading practice. Learners are still getting "spelling" practice in dictation drill and in answering questions in writing. This new system still allows for mastering words whilst writing them. We hope to have drafts of all vernaculars ready by the end of 1952 but it will be at least two years before we can discard the primers now in use.

Concerning the Afrikaans and English Primers

The new approach has been embodied in the courses which are being completed. As before, progression is by "vowel" sounds instead

of by consonants, as in the case of the vernaculars. Mrs. Margaret Black very kindly undertook the drafting of the English course on the new system. She was assisted by Miss Jill Friedman who had drafted the earlier course. On Mrs. Black's suggestion we decided to do what we had done in all other courses, namely to end each lesson with comprehension questions. Mrs. Noëlline van Wyk is completing the new Afrikaans primer which is based on the same system and on the experimental course drafted by Professor J. Rousseau.

African Writers

Another activity has been the development of a system of helping inexperienced African writers to improve their manuscripts. Our staff has worked out a system which appears to meet with response from Africans and to yield some distinct results.

In addition Mr. Jonathan Friedman gave valuable help to our two African assistants. This has resulted in rough drafts of two little books which we hope will prove useful as first vernacular readers.

Functional Course

We have drafted a preliminary set of functional lessons to fit in with a training scheme on a mine. It will be some time before the courses can be tried out, so the new techniques involved have not yet been tested.

Vernaculars for Europeans

Through the generosity of the Abe Bailey Trust we are working out a system which will enable Europeans to cope easily with ten first lessons in any vernacular—without the tears of grammar and rules!

Literates

Our records show that over the last year 7,000 adult Africans have been made literate on our system. As no campaign can yet be inaugurated, classes are still confined to sponsored centres. These are in 22 industrial compounds, in 10 controlled night schools and under 10 organizations and private sponsors. The credit for this goes to the interested sponsors and keen teachers and above all to our literacy trainers, Mr. D. Caswell and Mr. M. Ntsala.

Printing

The printing of primers still remains a problem. It is inadvisable to print large editions of experimental material which cannot be sold on the open market, and which therefore cannot be published or distributed in the ordinary way.

The Institute financed the printing of the Zulu primer which is used entirely within the experimental scheme. It would ease our task enormously if we could have similar short editions of all the other primers to last until we can prepare new ones or until such time as the inauguration of a campaign would require larger supplies.

The printing of follow-up material does not present so great a problem as most books can be sold on the open market and can be carried either at the publishers' risk or on guarantee.

Thanks

- To the Union Education Department for a generous grant and for technical assistance;
- To the Special Government Sub-Committee (under the chairmanship of Dr. P. A. W. Cook) which supervises the work
- To the Abe Bailey Trust for a grant for special work;
- To Professor C. M. Doke and his staff for technical help and advice;
- To Mr. Maurice Webb and Mr. S. B. Theunissen for help in connection with the Zulu Primer;
- To Mrs. A. W. Hoernlé; Ds. J. Reyneke, Mr. J. D. Rheinallt Jones and Mr. M. Broomberg for special interest;
- To Mrs. N. Fainsinger whose valued voluntary secretarial services we continue to enjoy;
- To Miss Muriel Horrell who generously shouldered the additional burden of administration of this section for 4½ months;
- To the Carnegie Corporation and the Phelps Stokes Fund whose generosity made it possible for the Adult Education Officer to gain so much from Unesco, Britain and the United States;
- To Professor J. Rousseau, Mr. N. Fletcher, Mrs. Margaret Black, Miss J. Friedman, Mr. J. Friedman, Mrs. B. Loxton, Mr. E. Ullman, Mrs. N. van Wyk, Mrs. B. Hume, Mr. C. Bester, Mr. J. Sikakane, Miss D. Neuman, Rev. J. Ratau, Mr. C. Phatudi, Rev. H. Mabile, Mr. J. Ngakane, Mr. S. Mofokeng, Mr. D. Cole, Mrs. R. Kerbel, Miss P. Elkin, Mrs. C. Mbata and colleagues in the Institute for their contribution to the work;
- To officials of the Provincial Education Departments for advice.

PUBLICATIONS OFFICER'S REPORT

During the year under review the work of this department suffered a serious set-back when the Publications Officer resigned in March, 1951, leaving the post vacant until the middle of June, but notwithstanding a handicap as serious as this, the work carried out during the year—with the possible exception of irregular publication—has been considerable. Publicity, as measured by newspaper coverage, has been exceptionally good.

Irregular Publications

During the year the Institute published the following irregular publications: the 1951 Hoernlé Memorial Lecture, *Some Aspects of the Industrial Revolution in South Africa*, by Dr. H. J. van Eck, which has sold well; *The Cost of Living* by Ethel Wix; and two editions of *The Group Areas Act* by Kenneth Kirkwood: both these last received excellent Press publicity and have met with a popular demand.

A survey, *Careers for Africans*, by Shirley Rostowsky, was completed and released in serial form to nine leading African language newspapers as well as to a magazine for Africans. By this means the survey received the widest possible publicity, and, it is felt, has been brought to the attention of the largest possible number of Africans. The Institute granted the reproduction rights free to all interested publications.

The demand for existing publications maintained a steady level throughout the year.

Regular Publications

Race Relations News: In spite of the staff difficulties during the year this monthly publication appeared regularly. The Transvaal Printing and Photolithographers (Pty.) Ltd. undertook the printing from the June, 1951, issue and this company has shown itself co-operative beyond even reasonable expectations, prompt, reliable and resourceful.

"Race Relations Journal"

The final issue of the *Journal* in 1950 was a double edition. Three editions appeared during 1951, and the *Annual Report* will take the place of the fourth. The type of the *Journal* has been reduced, which will decrease printing costs without affecting readability.

The printing of the Journals (as well as the pamphlet *The Cost of Living*) was done at the Morija Printing Works, Basutoland.

Press Bulletins

Almost without fail a Press Bulletin, designed to appeal to the widest possible range of newspapers, was released weekly throughout the year. These Bulletins were extensively used throughout the country's Press, and, in some instances, in overseas publications. The Institute wishes to record its thanks to the newspapers for their extensive co-operation in using such bulletins.

Press Statements

During the year several Press statements were issued by the Director and these were widely used by the Press. On numerous occasions individual newspapers approached the Institute for statements on specific issues, and in every instance gave wide publicity to the information so received.

Publicity

Several articles for newspapers and magazines were prepared and received good placing in the papers to which they were offered. A few invitations to contribute articles had to be declined owing to the pressure of work, but in some instances it was possible to refer the newspaper concerned to a member of the Institute who, in his private and specialized capacity, supplied an article on the Institute's behalf.

Circulation and Distribution

Circulation and distribution remain a problem and the limited staff is unable at present to undertake means of improving either. For this reason the pamphlet *The Group Areas Act* was given to the Central News Agency for Union-wide circulation. Advertising was used to attract the attention of non-Institute members to the publications which it was felt would have a wide appeal.

MEMORANDA

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

- 150/50 "Native Housing—Our Duty and Opportunity" by Cr. A. Schauder, J.P.
- 153/50 Study Circles. Suggested subjects and material for study.
- 158/50 Analysis of Reef Riots Commission's Report.
- 161/50 Immediate Constructive Programme for Africans. Press Digest.
- 165/50 Press statement on the Cape Coloured Franchise.
- 167/50 "Native Advisory Boards to Urban Local Authorities. Their Scope, Functions, Position and Development" by J. R. Brent.
- 2/51A "The Planning of a Native Township" by A. J. Cutten.
- 2/51 "Native Housing in Urban Areas with special consideration of its Social Aspects" by J. D. Rheinallt Jones.
- 3/51 "The Selection of African Workers in Industry" by W. Hudson.
- 6/51 The Cape Coloured Franchise. Commentary on the agreement between the Prime Minister and Mr. N. C. Havenga.
- 9/51 "Principles Underlying Urban Native Administration in the Union" by E. A. E. Havemann.
- 12/51 "The Urban African Problem" by J. R. Rathebe.
- 26/51 "Human Relations in the United States" by the Director.
- 29/51 Summary of Representation of Non-Europeans Bill.
- 30/51 Summary of Suppression of Communism Amendment Bill.
- 37/51 Suppression of Communism Amendment Bill—Institute Statement.
- 38/51 Representation of Non-Europeans Bill—Institute Statement.
- 62/51 Prevention of Illegal Squatting Bill—Institute Statement.
- 66/51 Native Trust and Land Amendment Bill—Institute Statement.
- 71/51 Native Laws Amendment Bill—Institute Statement.
- 78/51 Summary of the Report of the Commission of Enquiry into the Disturbances in the Witzieshoek Native Reserve (U.G. 26/51).
- 79/51 Bantu Authorities Bill—Institute Statement.
- 81A/51 "Administration of South-West Africa and Welfare of the Indigenous Population" by J. D. Rheinallt Jones.
- 82/51 Evidence for Commission on the Socio-Economic Development of Native Areas, Part I. Notes on Zululand.
- 83/51 The Production and Distribution of Kaffir Beer.
- 86/51 Review of Legislation and Government Administrative Action, October, 1950, to June, 1951.
- 106/51 Memorandum in Answer to the Questionnaire of the Native Juvenile Unemployment Committee.
- 130/51 Evidence for the Commission on the Socio-Economic Development of Native Areas, Part II. Suggestions for Development of the Native Reserves, with particular reference to Zululand.

FIELD OFFICER'S REPORT

General

In the main, our field work has this year been concerned with the consolidation of past achievements and the maintenance of the Institute's contact with African organizations in order to keep *au fait* with trends of thought. The Field Officer attended the annual conferences of the African National Congress and the Union Location Advisory Boards Congress, as well as several meetings convened by the Advisory Boards of the Reef and Pretoria, including Alexandra Township, to consider the crime situation in the African townships, acting as Secretary to the latter. The Advisory Boards Congress has welcomed the Institute's close association with it, and has been appreciative of the assistance given.

Contact has been maintained with leaders of African thought and the Field Officer has attended several meetings with them, including meetings between them and officials of the Institute as well as meetings with overseas visitors which have been arranged. It has also been his duty, while their Supreme Court case was in progress (*see page 24*), to maintain contact with the members of the Natives' Representative Council.

When the President, together with the Assistant Director, visited the Northern Transvaal in response to an invitation by Chief Mamathola, the Field Officer accompanied them, and all three addressed a meeting which the Zoutpansberg Joint Council had arranged at Elim. An encouraging feature of this meeting was the long distances that some of the Council members had travelled in order to attend the meeting.

Investigations

Besides the contact with African organizations and African leaders already mentioned, much time was occupied in making *ad hoc* investigations which included the following: the conditions under which coffee carts are operating; the complaints about high assessment rates which the residents of Newclare and Sophiatown are paying; the provision of shelters and sanitary accommodation at the termini of the bus routes between Johannesburg and the African townships; non-payment of pensions to African teachers; the frequency of police raids in the townships; illegal squatting at Grasmere; and the provision of adequate entrances and exits to and from the Orlando railway station. A few more investigations have still to be completed and these include the conditions under which farm labourers are working, and the type of cinema entertainment shown to Africans and its influence on juvenile delinquency.

Case Work

Although this aspect of the work has been deliberately limited by the decision not to advertise it, it has shown a tendency to increase in volume. Much of it is done by correspondence and involves enquiries about a very wide range of subjects; but still more is done

by personal interviews dealing, in the main, with cases arising from pass laws and influx control regulations. While making investigations in connection with this aspect of our work, we discovered a network of organizations which exploit the African people by taking advantage of their ignorance. These organizations charge exorbitant fees for services which ordinarily entail merely the giving of advice or the writing of letters about one or other of the many pass-law regulations. The Institute has accepted in principle that an office should be opened at a strategic point in the centre of Johannesburg from which more case work could be undertaken, and which should be widely publicized.

Study Circles

There are at present active African study circles at Benoni, K ugersdorp and Roodepoort. The others have either ceased to function or become dormant owing to a lack of local leadership or sustained interest. In some centres the circles have suffered because the persons organizing them have moved to other towns. Where the circles are functioning, however, they have become popular, and are doing very useful work.

Joint Councils

See page 94.

REPORT ON THE REFERENCE LIBRARY

During the year under review the Institute's Reference Library continued to provide information and literature on a wide variety of subjects to various organizations, Government Departments, students, professional people, industrialists, research workers and other individuals. Publications borrowed during the year numbered 1,600. The regional distribution of this material was as follows: Transvaal 1,458, Cape Province 50, Natal 25, Orange Free State 12, Extra-Union African Territories 35 and overseas 30. These figures do not include the considerable number of publications consulted by visitors to the library, or the constant every-day use of material by the Institute's staff.

Routine

Accessions to the library are catalogued and indexed, and information of permanent interest to the Institute is extracted from correspondence and other documents, and recorded. A monthly Library Bulletin, which lists selected accessions to the library, is supplied to those requesting it. During 1951, copies of this bulletin were sent to 114 libraries, organizations and individuals in Africa, England and America. The Press cuttings collection from the main daily newspapers of the Union is still maintained.

Compilation of bibliographies for people wishing to study specific aspects of South African affairs has been a marked feature of the work during the year.

Accessions

Regular journals have continued to form the bulk of our accessions. Some valuable periodicals which the Institute now receives are *Bibliographie Courante* (Extrait de Zaire), *International Social Science Bulletin* (Unesco), *Journal of Racial Affairs* (S.A.B.R.A.), and *Industry and Labour* (I.L.O.). Although the material of the reference library is unique, there are a number of standard works on race relations which the Institute has so far not been able to afford to buy.

Donations

Sincere thanks are due to those who have donated literature to the library. Mr. D. G. Bettison kindly sent a copy of his M.A. thesis, "A socio-economic study of East London, Cape Province, with special reference to the Non-European peoples." Mr. A. F. Friedgut generously contributed a number of valuable books on education in South Africa, including Reports of the Board of Education, England, publications of the Council for Educational and Social Research and a large collection of Penguin books. Mr. Julius Lewin presented the "East Africa and Rhodesia Journal."

Staff Changes

The Library Assistant resigned at the end of 1950 and the vacancy was not filled until the second week in February, 1951. During the interval it proved difficult to keep the work up to date.

Co-operation

The Institute extends sincere thanks to the Principal of the University, of the Witwatersrand, Dr. H. R. Raikes, for the accommodation the University has placed at our disposal and to the staff of the University Library for their courtesy and assistance. We are grateful also to the South African Information Office, the United Kingdom Information Office, the United States Information Office, the South African Institute of Medical Research and the Johannesburg Public Library for their co-operation.

REGIONAL REPORTS

A. CAPE WESTERN REGION

Committee and Staff

During the year Mrs. W. F. Grant was re-elected Chairman of the Regional Committee and thus, without interruption, the Committee has functioned under her leadership.

Mr. Cleaton Jones, who for a long time occupied the position of Honorary Treasurer with great zeal and with advantage to the Institute, relinquished his appointment on the eve of a holiday trip overseas. As a mark of appreciation of his excellent and unremitting services, the Executive Committee has recommended that he be made an Honorary Life Member of the Institute. In his stead Mr. Santilhano, a retired banker, who has since been elected to the Cape Town City Council, took up the duties of Honorary Treasurer.

The vacant position of Secretary of this Region was filled by the appointment of Dr. Gordon Mears. Mrs. Greshoff, who had ably filled the post in the meantime, was thereafter asked to do the "case work" in a part-time capacity as she had done before. Mrs. Berman, a voluntary worker, rendered valuable assistance during a few months of the year. We were regretful when she left.

Meetings

Monthly committee meetings were held regularly: attendances were satisfactory and the business was well handled. Following past practice, quarterly meetings also were held. On 18th April, Dr. Louis Herrmann spoke on the subject of "Race," basing his talk on the Unesco statement of experts on the subject appearing in *Race Relations News* for January, 1951. On 29th May, Sir Evelyn Baring, High Commissioner for the High Commission Territories, addressed a meeting on "Some Aspects of Native Administration and of Development in the High Commission Territories." On 26th September, Dr. Mears, Regional Secretary, spoke on "Native Councils in Native Administration," touching *inter alia* on the Natives' Representative Council and the Bantu Authorities Bill. From time to time the Secretary addressed groups of people on the broad subject of Race Relations.

The Committee had the privilege of meeting Mr. and Mrs. Russell Brayshaw at the home of Mrs. Grant. Mr. Brayshaw is a keen student of Native policy in this country and on this, as on previous occasions, he was delegated by the Quakers in England to come to the country and obtain knowledge first hand.

There has been a steady demand for the literature of the Institute throughout the year, and in addition, many personal enquiries have been made to the office for information of a general character.

Case Work

Good work continues to be done in assisting Africans who seek guidance and help in their many difficulties. It is felt that this practical work is of direct value not only to the complainant, but also to the staff: the opportunity of meeting those they are endeavouring to serve and hearing from their own lips the many difficulties, makes staff duties more interesting and even more worthwhile than when these are dealt with in the abstract. In this way a good knowledge of the harsher aspects of urban administration is acquired.

It is pleasing to record the co-operation enjoyed by the staff with officials of the Municipal and Government departments. It is also interesting to note that many Europeans refer Africans to this office for the handling of their difficulties. In the eyes of the Africans, the office enjoys a reputation beyond its means as the solver of all difficulties.

Legislation

Considerable attention has been given to the legislative programme of this Parliamentary session. The Separate Representation of

Voters Act overshadowed much else in interest and importance. Other important measures were: Native Building Workers Act; National Oil Amendment Act; Births Registration Amendment Act; The Prevention of Illegal Squatting Act; The Native Trust and Land Amendment Bill; The Native Laws Amendment Bill; The Bantu Authorities Act; The Merchant Shipping Act; The Liquor Law Amendment Act; The Native Housing and Transport Levy Bill; The Liquor Bill; The Suppression of Communism Amendment Act.

Study of the legislative programme is one of the major duties of this office during the parliamentary session. Bills of an important character were this year introduced at such a rapid rate that it became very difficult to cope with the spate. One of the contributory difficulties is that Bills are seldom published for general information before they are read for the first time and frequently there is delay before copies are available. As it is the practice for memoranda to be issued by Head Office, the Local Secretary forwards, as rapidly as he can, his views and criticisms on the Bills. It is of course important that the Institute's memoranda be in the hands of Members of Parliament and released to the Press not later than the Second Reading and Committee stages. The Secretary sometimes discusses the provisions of the Bill with Government departmental officers in charge of the Bills. Interviews with Senators and Members of Parliament also take place and at each Committee meeting the Secretary reports what has transpired since the last meeting in the way of pending legislation.

When time permits, the Committee considers Head Office memoranda prior to their issue, and, as in the case of the Separate Representation of Voters Bill, any suggested amendments are considered by Head Office before the release of the statement. Similarly, any disagreements with memoranda already issued are taken up with Head Office, as in the case of the Suppression of Communism Amendment Act.

In cases of urgency, as with the Native Trust and Land Amendment Bill, a memorandum is prepared and released to the Press by the Regional Committee. In the case of the Bantu Authorities Act, a memorandum prepared on behalf of the local Committee was distributed to selected members of Parliament. In several instances Committee members have been instrumental in supplying the Press with information or memoranda which were effectively used.

Arising from the Liquor Bill, this local office spent considerable time tracing the history of the tot system and studying the reports of Government Commissions on the effects of this practice and the recommendations for their improvement.

Non-European Students' Fund

The Regional Committee sponsored a public appeal for funds to assist an African, Mr. Nomvete, in paying his travelling expenses to England for study purposes. He had been awarded a scholarship to study Economics at Manchester University. The sum of £103.2.0

was contributed, which was £25 in excess of actual requirements. This latter sum was transferred to the "Non-European Students' Fund" (successor to the Loan Fund, reported in para. 12, page 92, *A Survey of Race Relations*, 1949/50) which was managed by the Hon. Treasurer and Mrs. Greshoff until a special committee was appointed to function independently of the Institute. The Non-European Students' Fund is serving a useful purpose. Several members of the Institute are members of the committee, and the Honorary Treasurer of the Cape Regional Committee is the treasurer of the fund. This office also acted as treasurer in respect of a public appeal made to assist a Malay ballet student, Johaar Mosaval, to continue his studies overseas. The response to the appeal was generous, the sum of £366.17.6 being contributed. Mr. Mosaval is now studying at Sadler's Wells.

Elsies River School

Although satisfactory buildings have not yet been completed, the Cape Provincial Educational Department has provided the salaries of two female African teachers employed at the Elsie's River School in which this Committee has taken an interest. Furniture and books have also been provided in terms of school regulations. Officially the school caters for children up to Std. II only at present. As result of a sale which the local staff sponsored, concerts and appeals, there is in hand just over £200 in a fund opened to meet the cost of the erection of a school building which will meet the requirements of the Education Department. The estimated cost is £500/£600. We are living in faith that the required financial support will be forthcoming. The Parents' Committee has undertaken to carry out a good deal of the building programme.

Recreation for Non-Europeans

With the assistance of a voluntary part-time worker, considerable progress was made in the collection of data regarding the existence within the Peninsula of facilities for the enjoyment of recreation of all kinds by the Non-European population. Unfortunately, the worker was not able to bring the survey to completion as she took up studies which left no time for this work. Thereafter, a similar investigation was instituted by NUSAS, with whom this office has since been collaborating.

Hospital Beds

A survey of the number of beds available for Non-Europeans in hospitals in the Cape Peninsula has just been completed. The survey became necessary as no official figures were available.

B. NATAL .

Regional Committee

There are 29 members of the Institute Council and Executive resident in Durban and district. These compose the Durban Regional

Committee which meets regularly and deals with many subjects, some of which are noted below. As 19 of the members of the Regional Committee are the representatives of local affiliated bodies on the Institute Council, the Regional Committee includes representatives of Durban Municipality, University of Natal, Durban Chamber of Commerce, Natal Teachers' Society, Brandon Bantu Hostel, Joint Council of European and Bantu, Indo-European Council, Social Services Association of South Africa, American Board Mission, American Board Mission (Medical Work), Bantu Social Centre.

Office

The Durban office at 11-12 Colonization Chambers, 355 West Street, is very central. As the same building accommodates Social Services of South Africa, the Mental Health Society and one of the leading Indian trade unions, it is well known to Europeans and Non-Europeans alike.

In addition to accommodating staff, the offices house a very large and growing amount of reference material, a stock of Institute publications, the files and records of the Brandon Bantu Hostel, and also the African and Negro Library. The office is used for meetings of the Regional Committee and by a number of other committees such as the Mnini Holiday Camp Committee, several David Landau Community Centre Committees, the Brandon Bantu Hostel Committee, the African and Negro Library Committee, and the Natal Native Welfare Society.

The Durban office provides secretarial services to the following :

The Brandon Bantu Hostel

A registered hostel for delinquent African boys. This hostel is full to capacity. New hostels at Lamontville Native Location are being planned.

African and Negro Library

A collection of books by Africans or writers of African origin (including Negroes). This collection, financed by the Carnegie Corporation, is being built up to be eventually handed over to a suitable authority for use. Considerable additions have been made to the Library during the year.

Natal Native Welfare Society

A trust for African benefit of which Dr. E. H. Brookes; the Administrator, Mr. D. G. Shepstone; and Maurice Webb are the trustees. This trust has secured a site on the Natal Coast to be used for an African holiday camp.

Mnini Holiday Camp Committee

This Committee was set up to administer the land on the Natal Coast secured by the Natal Native Welfare Society. The office undertakes all the secretarial work for this Committee. The site is being fenced and a water supply installed. It is hoped that it will soon be available for use as a camp by interested organizations.

David Landau Community Centre

This is a community welfare activity covering Indian, African

and Coloured people living in the area served by the Springfield Health Centre. The office undertakes part, but not all, of the secretarial work of the Centre.

Literature

All available Institute publications are displayed for sale; and, when opportunity offers, literature stalls are arranged at appropriate meetings. Literature sales have totalled £35 . 8 . 0 during the year.

Reference Material

The reference material in the office is added to almost daily and indexed. The use made of the material is not yet as large as was hoped. The Natal Provincial Administration and the Durban Municipality have both placed the Durban office on their mailing lists to receive all memoranda and reports appropriate to the office collection.

Visitors

The office is used considerably by visitors from other centres or from overseas anxious to secure authentic information regarding the South African inter-racial situation, and more particularly, the position regarding Indians in South Africa. These visitors are supplied with literature, often taken to places or institutions of special interest to them and suitable contacts made for them.

In addition, information is given on enquiry to correspondents overseas, notably to the World Council of Churches.

Durban Municipality

The Durban Municipality is one of the eleven local bodies affiliated to the Institute. Contact is maintained between the office and the successive Mayors of Durban, and particularly with the Native Administration Department of the Municipality. From time to time the Municipality requests the assistance of the Institute, for example, in preliminary discussions regarding the implementation of the Group Areas Act and in respect of serious difficulties being encountered by African bus owners. In the latter case, through the help of the Native Welfare Committee of the Durban Rotary Club, an Advisory Panel was established to advise African bus owners on request.

Group Areas Act

As soon as this Act was passed a number of enquiries were made at the Durban office by Non-European property owners who wished to be advised as to how they would be affected by the Act. With the outstanding assistance of Mr. E. S. Henochsberg, K.C., a study of the Act was made, small groups meeting in the Durban office to discuss it. A well-attended and notably successful public meeting was held to explain the Act at which Mr. Kenneth Kirkwood was the principal speaker, Mr. Selby Ngcobo contributed an illustrative case, and Mr. Henochsberg presided. The address given by Mr. Kenneth Kirkwood on this occasion has been produced as a pamphlet

by the Institute. The office was also responsible for the Durban Rotary Club inviting Mr. Henochsberg to explain the Act at one of its luncheon meetings and also arranged for him to address a largely attended meeting of the Indo-European Council on the Act.

Liquor Bill, 1951

This Bill has been considered and its contents summarized for the convenience of the Durban Joint Council of European and Bantu, the National Council for Mental Health, and Social Services of South Africa. An explanation of the main contents of the Bill was given to a special meeting of the Joint Council of European and Bantu and assistance given to this body as well as to the other two named in the preparation of evidence for submission to the Select Committee.

Publications

The Durban office handled throughout the production of the Zulu primer *Uvukufunde*.

The production of a revised edition of *Indian Life and Labour in Natal* has been given considerable attention. It is now hoped that the text of the revised publication will be available for press by the end of the year.

An important informative pamphlet by Bishop Ferguson-Davie containing his researches into the early history of Indians in Natal has been prepared for press and is in production.

Personal Problems

The office does not undertake social case work as it is not a social welfare agency. A considerable number of personal problems are, however, brought to the office from time to time. Whenever these can be dealt with by existing agencies such as the Durban Legal Aid Bureau, the Prisoners' Friend, Social Services, the Bantu or Indian Child Welfare Societies, they are passed on. A number of matters, however, remain with which the office attempts to deal. These include such matters as finding employment in particular cases, enquiries on the Group Areas Act and enquiries as to educational facilities in South Africa or overseas.

Enquiry made by a Coloured book-keeper as to the possibility of qualifying in accountancy and by a group of African graduates as to the possibility of securing training as pharmacists, led to extensive investigations being made by the Regional Committee, but so far these professions remain closed to Non-Europeans.

Bantu Music Festival

A new notably successful venture under the leadership of Mr. Edward Dunn, the Bantu Music Festival, which drew two packed audiences to the Durban City Hall, was launched during the year. The Durban office was associated with this venture and is assisting actively with the arrangements for the next Festival.

Lectures

Requests are made to the Institute for lectures and these are arranged whenever possible.

Y.M.C.A.

The office has been closely associated with the Natal Regional Council of the Y.M.C.A. in its plans for the expansion of its work into the Non-European field. Assistance has been given in a large number of ways.

National War Memorial Health Foundation

The office has been associated with the Regional Committee of the Foundation in its drive for funds and in its plans for the expanded work which the funds secured will make possible. The first project of the Foundation locally is a Community Centre at Lamontville (for Africans); to this has been added a Community Centre for low-income Europeans. The office presented a case for a project for the Indian community in view of the fact that 42% of all Indians in South Africa are resident in Durban, a very large number of them extremely poor. These representations failed, but assistance is likely to be given to the David Landau Community Centre which serves a large Indian population as well as Africans and Coloured people in the area which it covers.

Subscriptions and Donations

During the year new subscriptions and donations have been secured amounting to £70.17.0, in addition to the recovery of lapsed subscriptions amounting to £47.5.0.

C SOUTHERN TRANSVAAL

General

The Southern Transvaal Regional Committee has had an active year, dealing with a great variety of matters. It will be possible only to give in brief outline a summary of the work of the Committee on certain of the more important of numerous matters dealt with.

Housing

The housing of Africans in Johannesburg and the Reef took up more of the time of the Committee than any other subject. It is clear that with every year that passes the problem becomes more acute. At Roodepoort the purchase of further land for a location has been decided upon but the particular area has not yet been chosen. The introduction of the Group Areas Act and the setting up of the Land Tenure Advisory Board has further held up the decision, which the Committee feels is a matter of great urgency.

The Committee has urged the establishment of a location at Grasmere to accommodate African families living there who are threatened with eviction. It appears, however, that the Peri-Urban Areas Health Board is not empowered to set up such a location until

the Natives (Urban Areas) Consolidation Act; 1945, is amended. The Committee has submitted that until the Act is amended and a location established no steps should be taken to eject the families in the area, some of whom have lived there for many years.

The whole question of the establishment of locations in areas of new development has been taken up by the Committee. The amount of 2.5 per cent of the value of the properties in each new township has to be paid to the Peri-Urban Areas Health Board for the provision of certain amenities and toward the purchase of land for locations. The defects in the scheme are that there is no definite amount which must be set aside specifically for locations, the amount is not sufficient, and there is no reason to believe that, when the Board wishes to buy land for a location to serve a particular area, there will be suitable land available.

A deputation from the Committee has recently been received by the Administrator-in-Executive and has urged that the endowment levy be raised to 5 per cent and that certain other measures be taken, which would have the effect of making land available for locations to serve new townships.

In spite of the large numbers of Africans who are waiting for accommodation, it appears that the plan for the removal of Non-Europeans from Sophiatown, Martindale, Vrededorp and Newclare is going ahead. The total number of people affected is more than sixty thousand and the task of their removal would be a very large one. The Government has provided £500,000 in the current estimates for the purpose, and has announced that another £5 million will be provided in loans during the next few years. Spokesmen of the City Council have mentioned the figures of £15 million and £18 million as the total cost. The Committee is particularly concerned that African landowners in the Western Areas, which are the only parts of the Johannesburg municipal area where Africans can own land in freehold, shall not lose their right to freehold title; that residents of the Western Areas shall not be given any overriding priority in housing over the thousands of families requiring homes; and that the Western Areas scheme shall not jeopardise the institution of other schemes, so urgently required. As the City Council and the Minister of Native Affairs have not yet finally reached an agreement on the way in which the removal is to be effected, the Committee has not been able to take any active steps; but when the attitude of the City Council becomes clear, it will again discuss this matter and do all it can to minimize the hardship which will inevitably result.

Coffee and Food Vendors

The proposal by the City Council to remove completely from the streets the sellers of coffee and food to African workers was opposed by the Committee. These vendors supply an important need and, while admittedly the conditions under which they sell food leaves much to be desired, their removal would further aggravate the existing widespread undernourishment among Africans. A deputation from

the Committee met the Deputy Medical Officer of Health and argued that, instead of abolishing the "coffee cart" entirely, a system of licensing, supervision, and control should be introduced. The Committee also chose a representative to act on a sub-committee set up to consider the provision of alternative feeding facilities for African workers in the City. There was an undertaking that until alternative feeding arrangements had been made, no further prosecutions of vendors of coffee would take place. The recent decision by the Courts that the bye-laws under which the vendors of coffee had been prosecuted was *ultra vires* has held up further action, but the Committee will continue to watch developments.

Influx Control

A deputation from the Committee met the Manager of Non-European Affairs and discussed problems arising from influx control and, in particular, brought to his notice the difficulties arising from the fact that for purposes of influx control Alexandra Township and Kliptown were treated as rural areas. The result was that Africans who lost their employment and did not immediately apply for a permit to seek work were "endorsed out" of Johannesburg though they had worked there all their lives. The only undertaking that could be obtained was that all cases of hardship brought to the notice of the authorities would be investigated and treated sympathetically.

Advisory Boards on Native Education

The Committee has viewed with concern the proposal by the Department of Education to establish separate Advisory Boards for Mission Schools. The effect of this would be that the valuable influence of the Missions, with their long experience, would be removed from general African education. The Committee is doing its best to see that this influence shall not be lost.

Wages of African Workers

Arising out of the proposal by the Johannesburg City Council to increase the rents at Municipal hostels by approximately 80 per cent, the Committee reached the conclusion that the time had come for a general revision of the wages of unskilled African workers in industry. It is proposed that, with the co-operation of interested bodies, a request be made to the Wage Board to institute a new enquiry into general unskilled wages: at the moment steps are being taken to that end.

Other Matters

There have been many others. Sewerage rates in the Sophiatown area, shelters at Non-European bus termini, recreation space for Africans in the City, the banning of African meetings, police protection in African and Coloured areas, and markets in Non-European townships have all received attention. Matters in hand include representations on the re-organization of the Johannesburg Non-European Affairs Department and pensions for African school teachers.

Quarterly Meetings

A few months ago, the Committee started a system of quarterly meetings to which all local members of the Institute and others are invited and at which an address of some interest and importance is given, and a report on the activities of the Committee made. Two meetings have so far been held. At the first the Institute's President, Mr. J. D. Rheinallt Jones, gave an interesting talk on "Economic Developments in Central Africa." The address given by Dr. A. Keppel Jones at the second meeting, on "Race or Civilization?" was published by the Institute in English and Afrikaans.

D. EASTERN CAPE

During the absence of Dr. Alexander Kerr, who has been appointed chairman of a Southern Rhodesian Commission on Education, Mr. C. A. Pilson has acted as Honorary Regional Representative in the Eastern Cape. The Institute is indeed grateful to him for his really excellent work.

It has been decided that local committees of the Institute will be formed in all the main towns within the region, each sending representatives to a quarterly Regional Council meeting. After much correspondence with local Executive Committee and other members of the Institute, Mr. Pilson has succeeded in forming nucleus committees in Port Elizabeth, East London, Grahamstown and Alice, and has the names of people willing to serve at Somerset East, Middledrift and Healdtown.

E. SOUTH-WEST AFRICA

Following a visit to South-West Africa, the Institute's President, Mr. J. D. Rheinallt Jones, prepared a memorandum (R.R. 81A/51) on conditions in the territory. Comments on this have been invited from the Administration and from knowledgeable individuals in South-West Africa.

The purpose of the memorandum was to draw attention to practical measures that can and should be taken for the more effective carrying out of the trust which the Union has assumed. The more important matters on which action is needed were considered to be as follows:

- (i) A just apportionment of the land as between Europeans and Non-Europeans is a fundamental necessity both for the economic development of the territory and for inter-racial peace. At present 35 per cent of the land has been allocated or leased to Europeans and 33 per cent allocated to Non-Europeans, the remainder being set aside for game reserves, mining, urban areas, etc. In several European and Non-European areas saturation point is in sight in respect of both human and livestock populations.

Not only the Herero but also other tribes and communities claim restoration of land. There is every possibility that the Administration will be pressed to open up new land for European settlement. All these claims should receive just

- consideration. The possibility and desirability of the restoration of the Herero tribal unity should also be examined.
- (ii) While it appeared that the rural Africans are less pressed economically than are the inhabitants of the Union's Reserves, there is nevertheless urgent need for their advancement. Serious attention must be given to the question of what part the Non-Europeans are to play in the general economic development of the territory.
 - (iii) The planning and putting into effect of a comprehensive programme of health and medical services, and the extension of educational facilities, are prime necessities.
 - (iv) The contract period for immigrant African labourers should not exceed one year. At present it is 18 months on farms and 2 years on the mines.
 - (v) The Native Labour Commission recommended new wage scales for African labourers on farms, laid down a basic ration scale for them, and suggested that it be made a penal offence to employ Africans on farms without providing satisfactory housing. An investigation should be made of how far these recommendations are being carried out.
 - (vi) Living conditions of urban African workers, which in many cases are deplorable, call for drastic action.
 - (vii) A careful study of the cost of living for Africans in urban areas should be undertaken in order to ascertain how adequate the minimum wage scales are.

F. SOUTHERN RHODESIA

The Rhodesia National Affairs Association, Salisbury, reports as follows :

Race relationships between some Africans and some Europeans are still good; but there can be little doubt that, generally speaking, the gradual deterioration of recent years continues. This does not mean that the Africans are only to blame, for regrettably it must be stated that the attitude of some Europeans is directly contributory to the retrogression. We have to realize that our White population is now very mixed both culturally and in its own ideals of conduct. There is, for example—perhaps chiefly among newcomers—often a deplorable lack of dignity in the housewife-houseboy situation.

The approach towards federation of the three territories of so-called Central Africa has given a tremendous fillip to the European type of political thought. Not only African leaders, but also the tribal Africans discuss the situation, or what they imagine it to be; and, generally speaking, the result has been the consolidation of African opposition either to federation or amalgamation. The educated Africans, especially those connected with the Native Welfare Societies, have furnished weighty reasons for their opposition; but among others the more preposterous demands of some of the Northern Africans have stimulated unreal illusions and other unfortunate results. A new approach is needed.

Prior to the publicity given to the federation proposals, the Africans were probably most concerned about the provisions of the Native Land Husbandry Bill, a measure aimed chiefly at soil conservation in the Native Reserves. There was much opposition to provisions such as that enforcing African labour necessary for the preservation of soil fertility, and that for the allocation of land by individual permits. In consequence, the Bill was referred to a Select Parliamentary Committee and will be redrafted.

Again in connection with the land, the movement of Africans from European farms to Native areas has been opposed by many of the Africans concerned. Most could enter into labour agreements with European farmers—though not all farmers want them—but many are not willing to do so.

Less contentious will be the implementation of the Government's intention to commence the establishment of African towns (not kraals) in the Native areas.

Turning to social matters, the Native Marriages Amendment Act has not been favourably received by all Africans. Its main object is to reduce the evils—including the break-up of marriages—which often follow demands for excessive "lobolo." When it was attempted to improve this situation by enacting a law, some 40 odd years ago, one consequence was a crop of punishable lies. But the present enactment is on a more ingenious footing, and may succeed in this attempt to remedy a situation which the Africans themselves ought to adjust.

The Christian Churches continue to make progress; and there is less tendency here than in the Union for converts to break away and to form their own independent and often ill-regulated bodies.

The rise in the cost of living is affecting all Africans, but especially those whose earnings do not include food and accommodation. Many now have wives and children living with them in the centres of employment; and, as demonstrated by African speakers at "National Affairs" meetings, find themselves in real difficulties. A Government Notice of 25th May provides (with retrospective effect from 1st March) that the ration allowance paid to Africans in terms of G.N. 144/1949 (as amended) shall be increased by the sum of eight shillings *per mensem* and the fuel allowance by two shillings.

The Rev. P. Ibbotson, O.B.E., has sent the following supplementary report:

The Race Relations Committee of the Joint National Council continues to do useful work and its sphere of influence is widening. It has proved useful to bring together for discussions on race relations representatives of industry, commerce, farming, mining, regional development associations, the Christian Council, Women's Institutes, the National Council of Women, African Welfare Societies and others. Important memoranda have been issued dealing with African housing, wages and feeding, with Africans in urban and industrial areas, migrant labour, employment of African women in industry and African education.

The Federation of African Welfare Societies continues to deal with a wide range of important matters and is entering more fully into the sphere of race relations. An important investigation on Native Councils and Native Courts is being conducted. A trained African Welfare Worker is now on the staff of the Federation. The number of African Welfare Societies in the Colony is increasing.

There has been considerable dissatisfaction with the increased qualifications now required for admission to the Parliamentary Voters' Roll. The income qualification has been amended from £100 per annum to £240 and the alternative property qualification from £150 to £500. The Federation of African Welfare Societies has made strong recommendations that an alternative educational qualification should be introduced and this is under consideration by Government. The maintenance of the franchise on a non-racial basis is appreciated by Africans.

The preliminary census return of May, 1951, reveals that the number of Africans in employment in the Colony has increased by 41% between 1946 and 1951, while the increase in the number of Africans in employment in the six main municipal areas has increased by over 60% in the five years. This rapid increase in the number of Africans employed in urban areas has created many problems particularly those associated with housing and social amenities. The shortage of African housing is being tackled vigorously by local authorities and in at least two areas the accommodation available equals the demand. Certain other local authorities are confident that the shortage of accommodation in their areas will be overcome during the next 12 months, though in one or two areas the existing shortage is serious and there will have to be considerable speeding up in the erection of accommodation if the serious shortage is not to continue for a long time. Shortage of building materials has been one of the major difficulties in meeting requirements, though finance is a serious feature.

The Kaffir Beer Act is to be amended and a Bill has already been published. A representative Conference was arranged by Government to discuss possible amendments before the Bill was introduced and four Africans attended this Conference.

The Inter-Racial Club in Bulawayo is going through a difficult time and it is probable that in the near future this Club will be re-organized.

The visit of the President of the Institute during the year was greatly appreciated. During his visit to Rhodesia the President addressed numerous meetings and established very valuable contacts.

G. NORTHERN RHODESIA

Sir Stewart Gore Browne reports :

It is extremely difficult to write on race relations in Northern Rhodesia at a time when the federation issue, which has dominated the political and racial outlook in the Protectorate ever since the

beginning of the year, is still unresolved. The question of the federation of Northern and Southern Rhodesia and Nyasaland, a development the economic and strategic advantages of which can hardly be questioned, seems at present to depend almost entirely on the African reaction to the proposals, since the British Government has made it clear that African opinion will be given full weight in any decision which may be reached, and African opinion appears to be almost unanimously against the suggestions in the Report on Closer Union which is now under consideration. The result of the General Election in the United Kingdom will also have its bearing on this very controversial subject.

As far as it is possible to generalize, the attitude of the Europeans, as indicated by letters to the newspapers and such public utterances as have been made, has been tolerant of the African claims which have often been expressed with considerable heat during the controversy, especially by bodies like the African Congress. What the result would be of a decision to reject, or postpone for a long period, the idea of federation on account of African opposition to the idea, it is impossible to say; but the probabilities are that it would mean a serious worsening of relations between white and black.

At the beginning of the year two fresh African members of Legislative Council were nominated by the Governor on the recommendation of the African Representative Council, the two sitting members having completed the term of two-and-a-half years for which they had been appointed. As one of the new members is the Vice-President of the African Congress the point of view of "advanced" Africans does not lack representation. It is often said that African opinion is dominated by a handful of politicians who do not really speak for the mass of the people. This is only partially true. It is only necessary to travel round the rural areas and to meet villagers as well as Chiefs to realize how much a feeling of African nationalism has grown up and spread of recent years, and what a profound effect this is bound to have on race relations as a whole. The African of Northern Rhodesia is still friendly enough to Europeans but blind confidence in the white race and in the Government is largely a thing of the past. It is distressing that this should be so, especially at a time when infinitely more is being done by Europeans for the advance of the African. But it is probably inevitable in the world of to-day.

H. PORTUGUESE EAST AFRICA

The declared policy of the Portuguese Government in respect of the assimilation of the Bantu is well known. Those Africans who have ceased to follow Native custom and have adopted the Portuguese language and way of life may be granted the rights, duties and privileges of full citizenship. Many colonists attribute to this policy the comparatively low rates of African crime in Mocambique as compared with rates in the Union. This assumption may be justified: or is the greater degree of industrial development and urbanization

of the African in South Africa an important factor? It is too early to judge.

The policy is supported to varying degrees even by those who uphold it. One hears the view expressed that the adoption by Africans of the Portuguese way of life is often but a veneer and that assimilation should therefore be made extremely difficult to obtain. The facts that many of lowly tribal birth have grasped the opportunity of rising to positions of influence and respect in the clerical profession or to some material wealth in industry while continuing as Natives, and that others who enjoy the civil status gained by birth or by assimilation live in poverty or are engaged in menial occupations, pose a difficult problem for those interested.

In general it can be said that the tendency among the Portuguese is to treat people as people rather than as representatives of a particular racial or national group. But the proximity of the Colony to the Union is not without its effect. The growing habit among colonists of sending their children to South Africa or to Rhodesia for secondary or even primary education is influencing the attitudes of each successive generation of educated Mocambique youth. Some adopt the outlook they find outside the Colony, while others react against it. Theatres, restaurants and shops have to reckon with the attitudes of the visiting public, especially those from South Africa. Managers who would not otherwise discriminate against African patrons feel obliged to do so in the face of critical remarks of tourists and commercial people who assume the right to say in a Colony not their own what is correct or what they will tolerate. It is easier for the Portuguese proprietors to acquiesce than to defend or to protest.

Even with the constant immigration of young Portuguese from Lisbon there appears at present to be work for all at a level of livelihood to which many of the immigrants have not been accustomed in the home land. But should a period of serious unemployment occur, one wonders how economic pressure would affect race relations.

JOINT COUNCILS

The Field Officer reports as follows :

There is nothing spectacular to report about the Joint Councils. They have continued, unobtrusively, to do useful work, and, in some towns, remain the only bodies that do welfare work among Non-Europeans, acting as liaison between the township residents and local authorities. Very often it is the same small group of men and women who go on from year to year acting as shock-absorbers and tempering race relations which are becoming increasingly bitter.

The very wide range and variety of subjects with which Joint Councils deal shows how much scope for welfare work there is and how much can be achieved by real devotion to this work. Joint Council activities range from the organization of music and sports competitions to the making of representations about conditions at railway stations, bus services for workers, various forms of welfare services, and such national problems as education and housing.

In the larger centres where there has been a growing awareness of the need of welfare services, many organizations have sprung up, very often doing the same work. The result has been to narrow the scope of the Joint Councils concerned. In some cases very little has been left for the Councils to do, with the result that they are feeling uncertain about the future. As the Joint Councils have played such an important role in the development of welfare work among the Non-Europeans it would be extremely regrettable if they were to close down. In consequence, the suggestion was made that conferences of the organizations concerned, at which there would be a re-apportionment of fields of operation in order to avoid overlapping and unnecessary competition, might be arranged with profitable results to all concerned.

We have continued to supply Joint Councils with Institute literature and with copies of the "Courier," which is issued periodically, but we have had to face the difficulty that some Councils will not supply us with information nor send us annual reports. This is a weakness which perhaps arises from the loose association of the Joint Councils with the Institute.

There are altogether 35 Joint Councils, in the following centres in the Union and the High Commission Territories:

Aliwal North	Kimberley
Bloemfontein	Lady Brand
Bremersdorp	Lydenburg
Cape Town	Mafeking
Dundee	Mapumulo
Durban (African)	Mbabane
Durban (Coloured)	Middleburg
Durban (Indian)	Pietermaritzburg
East London (African)	Pietersburg
East London (Coloured)	Potchefstroom
Evaton	Pretoria
Francistown	Rustenburg
George	Salisbury
Germiston	Springs
Grahamstown	Vryburg
Hermanus	Witbank
Johannesburg (Africans)	Zeerust
	Zoutpansburg

STUDY CIRCLES

Miss M. McLarty, M.P.C., Organizer of Study Circles, reports as follows:

The highlight of the year has been the success of the Germiston Study Circle. Members attribute this to the fact that it is a mixed group, including Africans and Indians. The group invites stimulating speakers, the Non-European members express themselves frankly and a most friendly spirit prevails. There is a regular attendance of between thirty and forty at meetings. A feature of the Circle is

that members have made warm friendships with each other according to their common interests. They have undertaken much practical welfare work at Dukatole, the Germiston location, where they help at a crèche, organize after-care for the sick and are sponsors of a market scheme. They also provide clothing and books for Joint Council Bursars.

The Parkview Circle continues to study and a high level of research and discussion is being maintained. The most recent investigation has been the problem of Native Housing.

The Sydenham Circle has dispersed into two groups who are running night schools for Africans. These schools meet three times a week. The Y.M.C.A. pay the wages of two African teachers, and tea and meals are provided for the teachers. The Parktown North Circle, too, runs night classes for Africans.

The Kensington Circle has not met since April. Its last enquiry was into the reliability of intelligence tests for Africans. Most of its original young members have left owing to marriage taking them away from the district, while others have become absorbed into the work of the night schools for Africans.

The Oaklands Circle has again become active and the Hillbrow Circle, which went into recess during the illness of its secretary, Mr. W. S. Marshall, recently began regular meetings once more. Mr. Marshall now represents the Institute on the Johannesburg Advisory Council for Adult Education.

The Study Circles have, this year, missed the guiding hand of Mrs. Rheinallt Jones, but, in so far as they have spread wider a desire to enquire into the varied problems of race relations, they have achieved a measure of success. They have also been a means of bringing to the Southern Transvaal Regional Committee a number of members who are now doing useful work for the Institute.

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

- | | | |
|--------------|-----|--|
| Hillbrow | ... | c/o Mrs. Malt, 54 Warrington Hall, Pietersen Street, Hillbrow, Johannesburg. |
| Parkview | ... | Mr. N. Hodgson, c/o Cape Times Ltd., 332 Loveday Street, Johannesburg. Phone: 33-9176. |
| Oaklands | ... | Mr. W. E. Kirkwood, 32 African Street, Oaklands, Johannesburg. Phone: 45-4517. |
| Sydenham | ... | Mrs. O. Richter, "Muckleneuk," Boundary Road, Silvamonte, P.O. Raedene, Johannesburg. Phone: 45-6076. |
| Orange Grove | ... | Mrs. S. E. Murray, 21 Hope Road, Orange Grove, Johannesburg. Phone: 45-3804. |
| Bryanston | ... | Mrs. P. Normand, P.O., Bryanston, Johannesburg. Phone: (47) 128. |
| Germiston | ... | Mr. F. Miller, 21 Piercy Avenue, Parkhill Gardens, Germiston. Phone: 51-2116 (day) and 51-3258 (evenings). |

West Rand ... Mr. G. Johnson, 11 Rose Street, Florida.
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 77.

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 S.A. National Council for Child Welfare, the S.A. National Council for Mental Health, the National Council for Care of Cripples in S.A., the Penal Reform League of South Africa, the National War Memorial Health Foundation, the Social Services Association of S.A., the National and several Provincial Road Safety Organizations, the Transvaal Council for Cripple Care, the Transvaal Deaf and Dumb Association, and Legal Aid Bureaux in several centres.

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

HONORARY TREASURER'S REPORT

The Revenue and Expenditure Account for the year ended 30th September, 1951, reflects an excess of expenditure over revenue of £3,897.3.8d., the expenditure being £17,855.0.2d., while the income was £13,957.16.6d.

The corresponding figures for last year were expenditure £15,472, and income £14,144, resulting in an excess of expenditure over income of £1,328.

This now means that the Endowment Fund of the Institute has been reduced to the sum of £2,012.2.1d., which is a very serious position, as the Institute has now virtually no reserves.

The income from Membership was slightly less than last year, but the big drop in income was in Grants and Donations which amounted to £4,013 for 1950, while for this year they amounted to £2,483.16.0d.

The one item of income which showed a considerable increase was the "Functions Income" which contributed £3,088.17.7d., against the previous year's figure of £1,857. It was largely due to the success of the concert given by Madame Lili Kraus and the theatrical season. These items are dealt with more fully in the Financial Organizer's Report.

The expenditure had increased during the year partly because of the additional cost of living allowances payable to members of the staff, and to the increased cost of publications.

I wish to thank all those persons who have assisted in the finances of the Institute during the year, and to especially thank the Members of the Finance Committee and those persons who so willingly helped with the functions.

FINANCIAL ORGANIZER'S REPORT

Miss R. M. Neale, the Financial Organizer, reports as follows for the period 1st October, 1950, to 30th September, 1951 :

Membership and Contributions

There were a number of new affiliations during the year under review, including several Municipalities. A total of 262 enrolments were achieved by the Department. This figure is considerably below that of the previous year. For this decrease the following factors are chiefly responsible; instead of one main fund-raising function in Johannesburg there were two—one of a double season—constituting an additional drain on the limited personnel resources of the Department; considerable staff changes also had an adverse effect on routine membership work; postal appeals in the previous year together with

a canvassing tour in the Eastern Province accounted for nearly 200 enrolments, whereas this year only one small postal appeal was undertaken; finally, the steady rise in cost of living is reflected in the increasing reluctance of the general public to give outright subscriptions, for they prefer, for example to purchase tickets for a theatrical show: in other words a *quid pro quo* basis in fund-raising seems to be the best method of producing financial results today.

Canvassing

Both canvassers successfully proved the value of personal visiting for membership, but even on a part-time basis they found it impossible to continue indefinitely this most exacting form of fund-raising. Mrs. L. Wedgwood, who succeeded Mrs. E. Campbell Brown, convened this year's street collection under the guidance of the Financial Organizer.

Thanks

The Institute wishes to record its deep gratitude to the Chairman and members of the various Committees who assisted in the organization of functions during the past twelve months. Many of these have become permanent friends of the Institute and their services are readily given when called upon.

Functions

Lili Kraus: Following her generous gesture in Cape Town earlier in the year (City Hall recital), this world-famous pianist offered her farewell recital in South Africa in aid of the Institute. This took place in the Johannesburg City Hall on November 1st before a capacity audience. The Organizing Committee was under the Chairmanship of Mrs. Corrie van den Bos, and the net sum raised was £1,329.0.11d.

Johannesburg Street Collection: The fifth annual street collection was held on July 31st, and a net amount of £433.2.0d. was raised, this was an increase of £61 on the amount raised last year.

Theatrical Season—Johannesburg: This year the Library Theatre was used for the first time and a two weeks' season produced the gratifying net total of £1,759.16.8d. Dr. Ellen Hellmann took the Chair of the Organizing Committee, and the Institute is greatly indebted to a theatrical group who gave their services without fee. Mrs. Taubie Kushlick produced "Playbill" for the first week (May 21-26) in which Miss Margaret Inglis and Mr. Simon Swindell played the leads; and Miss Inglis produced "Black Chiffon" for the week (May 28-June 2) with Mrs. Kushlick and Mr. Bruce Anderson in the leads. Once again the Institute had an extraordinary theatrical and box-office success.

Cash Analysis1. *Special Functions*

(a) Lili Kraus' recital (Johannesburg), net . . .	£1,329	0	11	
(b) Street Collection, net . . .	433	2	0	
(c) "Playbill" and "Black Chiffon," net . . .	1,759	16	8	
	<hr/>			£3,521 19 7

2. *Membership, Donations, Contributions, etc.*—new and renewals . . .

4,474 6 10

 £7,996 6 5

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 Department lost the valuable services of Mrs. S. Lederman. Mrs. E. Campbell Brown also resigned as she felt unable to continue canvassing after a concentrated twelve months. The present staff consists of Miss S. Forbes, full-time assistant; Mrs. L. Wedgwood, part-time canvasser; and two part-time typists; Mr. J. A. Faith, who had been a voluntary worker in this Department for nearly three years, also left and has not been replaced. The Institute is glad to record its warm thanks to Mr. Faith for his good work.

The Future

Fund-raising projects at present under negotiation include the world premiere of the film "Cry, the Beloved Country"; a major theatrical season; a street collection; a piano recital by Lili Kraus and one or two small functions.

MEMBERSHIP

1. *Life:* The vacancy in this category of Membership was filled by the appointment of Dr. Ellen Hellmann as a Life Member in January, 1951.

2. *Affiliated:* While 7 more bodies affiliated with the Institute, one discontinued membership. There are now 75 affiliated bodies.

3. *Donor:* During the year six new Donor Members joined the Institute and sixteen discontinued. Several Donor Members have become Ordinary Members.

4. *Ordinary:* There is a decrease of ten in the Ordinary Membership for the year. While some Donor Members became Ordinary Members, a small number of Ordinary Members became Associate Members.

5. *Associate:* There is a decrease of four in the Associate Membership.

Classification

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

	1947	1948	1949	1950	1951
Life	10	10	9	9	10
Life Donor and Donor	216	206	198	192	182
Affiliated	62	60	62	69	75
Ordinary	1,872	2,160	2,557	2,776	2766
Associate	389	423	420	419	415
<i>Totals</i>	<u>2,549</u>	<u>2,859</u>	<u>3,246</u>	<u>3,465</u>	<u>3,448</u>

Distribution of Membership

	1947	1948	1949	1950	1951
Cape Western	487	533	607	636	602
Cape Eastern	301	314	378	432	399
Natal	317	353	442	508	454
Southern Transvaal ...	745	913	1,046	1,057	1,047
Northern Transvaal ...	263	255	297	320	316
Orange Free State ...	68	72	83	81	93
Rhodesia (Northern and Southern)	126	138	179	183	189
Other African Territories	109	111	133	150	139
Overseas	133	170	81	98	209
<i>Totals</i>	<u>2,549</u>	<u>2,859</u>	<u>3,246</u>	<u>3,465</u>	<u>3,448</u>

COUNCIL

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

	1947	1948	1949	1950	1951
Life Members	10	10	9	9	10
Representatives of Affiliated Bodies ...	111	114	124	138	124
Representatives of Donor Members ...	5	5	4	4	4
Representatives of Ordinary Members ...	69	69	77	78	77
Regional Representatives	4	4	3	3	6
Other Members	—	—	—	7	6
Other Honorary Office-Bearers	2	5	5	4	6
Director	1	1	1	1	1
<i>Totals</i>	<u>202</u>	<u>208</u>	<u>223</u>	<u>244</u>	<u>234</u>

STAFF

The Institute has again been able to call on numbers of subscribers for assistance in various capacities. The number of voluntary workers who assist in many ways is most gratifying.

Mr. Glanville le Sueur resigned as Editor and his place has been filled by Mr. W. Hecht who has been appointed Publications Officer. Miss P. Elkin was appointed Assistant Publications Officer. She acts on a voluntary basis, and the thanks of the Institute are due to her.

At the end of March, 1951, Messrs. Stakesby Lewis and Lewis asked to be relieved of their responsibilities as Secretaries of the Institute, and Mr. S. V. Sheasby was appointed Secretary. Unfortunately, Mr. Sheasby left after four months to take another appointment, and Mrs. N. M. Wilson was appointed in his place.

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.

ACCOMMODATION

During the year the Institute continued to carry out its activities from four different buildings. The principal office is still situated at 19, Stiemens Street; the literacy work being done by Mrs. Whyte is conducted from an old cottage at 10a Ameshoff Street; the library is housed at the University of the Witwatersrand, and the Secretarial Department rents offices in a building adjoining 19, Stiemens Street.

The Institute is pleased to report, however, that the University of the Witwatersrand have granted it, in perpetuity, a site in the University grounds for the purpose of erecting a building. Plans for the building have been prepared, and a Committee has been set up to raise the necessary funds. It is hoped, therefore, that it will be possible to commence building operations in the new year, so that for the first time the Institute will be adequately housed. This should make a big difference to the working conditions of the staff employed by 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, Mr. Quintin Whyte. 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.

J. D. RHEINALLT JONES,
President.

QUINTIN WHYTE,
Director.

		BALANCE SHEET AS AT	
LIABILITIES			
Endowment Fund			£2,012 2 1
Balance as at 30th September, 1950	... ..	£5,909 5 9	
Deduct Excess Expenditure over Income for the year ended 30th September, 1951	... ..	3,897 3 8	
Membership Reserve	... ..		75 0 0
Donaldson Blue Print Series Suspense Account			231 0 4
South African Melting Pot—Suspense Account			4 2 10
Sundry Creditors	.. ..		1,006 9 11
Southern Transvaal Regional Office	... ..		28 19 1
Special Donation from Institute of Citizenship.			

Note: 1. There is a contingent liability of £90 in respect of calls unpaid on Centre Syndicate Ltd. Shares.

2. There is a contingent liability in respect of Mr. J. D. Rheinalt Jones' pension.

£3,357 14 3

I have to report that I have satisfied myself of the existence of the securities and have examined the books, accounts and vouchers of the SOUTH AFRICAN INSTITUTE OF RACE RELATIONS.

Proper books and accounts have been kept and I have obtained all the information and explanations I have required.

In my opinion the above Balance Sheet and the accompanying Trust Fund Balance Sheet are 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 the explanations given to me and as shown by the books of the Institute as at 30th September, 1951.

H. L. COLLINS, Auditor.

Johannesburg.

10th December, 1951.

30th SEPTEMBER, 1951

		ASSETS			
Investments	... ..	...	...	...	£1,729 2 2
Centre Syndicate Limited (Subsidiary Company):					
	100 Shares of £1 each, 2/- paid up (at valuation)	£1,000	0	0	
Rand Provident Building Society:					
	2 Shares at 4% of £25 each	50	0	0	
United Building Society:					
	2 Shares at 4% of £50 each	100	0	0	
Building Society Savings Accounts:					
	Rand Provident Building Society	275	11	5	
	Perseverance Building Society	45	19	5	
	St. Andrews Building Society	257	11	4	
<hr/>					
Furniture and Fittings	... ..	...	...	...	1 0 0
	At Cost	1,756	16	0	
	Less Reserve	1,755	16	0	
<hr/>					
Deposits	... ..	...	...	...	16 0 0
Stocks on Hand	... ..	...	...	...	1 0 0
	At Cost	848	18	8	
	Less Reserve	847	18	8	
<hr/>					
Interest Accrued	... ..	...	...	...	64 3 4
Sundry Debtors	... ..	...	...	...	905 6 5
	Sales of Publications	493	19	1	
	Trust Account	411	7	4	
<hr/>					
Cash	... ..	...	...	...	641 2 4
	On Hand	7	6	1	
	In Bank	633	16	3	
<hr/>					
					<u>£3,357 14 3</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, Centre Syndicate Limited, for the year ended 30th September, 1950, was £77.13.9 and that for the year ended 30th September, 1951, was £82.6.7.

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

Johannesburg.
10th December, 1951.

TRUST FUND BALANCE SHEET

(a) Sundry Trust Funds	...	...	...	...		£3,352 19 9
(b) Milburn Trust with Interest Accrued	...					589 12 0
(c) Auden Race Relations Trust Current Account.	...	...	...			63 5 4
(d) Sundry Creditors	...	...	...	...		428 12 8
Adult Education Accounts	...	...	...	...	£17 5 4	
S.A.I.R.R. Ordinary Account	...	...	...	...	411 7 4	
					<u> </u>	

£4,434 9 9

AS AT 30th SEPTEMBER, 1951

(a) Sundry Trust Investments	... ..	£828 12 8
<i>Rand Provident Building Society:</i>		
14 Fully-paid 4% Shares, £25 each	... ..	£350 0 0
Fixed Deposits	... ..	117 0 8
<i>United Building Society:</i>		
6 Fully-paid 4% Shares, £50 each	... ..	300 0 0
Fixed Deposit	... ..	58 10 2
Interest accrued on above Investments	... ..	3 1 10
		<hr/>
<i>Perseverance Building Society</i>	... ..	2,000 0 0
Fixed Deposit.		
(b) Milburn Trust	... ..	507 16 3
£500 3½% E.S.C., 1954/64, at cost	... ..	500 0 0
Add Interest Accrued	... ..	7 16 3
		<hr/>
(c) Sundry Debtor	... ..	831 18 8
Amount Advanced to Adult Education Department.		
<i>Barclays Bank (D.C. & O.)</i>	... ..	266 2 2
Current Account.		
		<hr/>
		£4,434 9 9

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

I have referred to the above Balance Sheet in my report on the main Balance Sheet of the Institute.

H. L. COLLINS, *Auditor.*

Johannesburg.
 10th December, 1951.

INCOME AND EXPENDITURE ACCOUNT

30.9.50	To Administration Charges		£13,483	4	3
	Salaries, Pension and Medical Funds—				
£6,212	Head Office	£6,570	0	7	
	Secretarial Office (including Secretarial Fees to 31st March, 1951) ...	1,708	16	5	
1,500	Financial Organizer	1,753	14	4	
1,693	Council and Executive Expenses	424	11	11	
379	Entertainment Allowances	150	1	6	
119	Motor Car Allowances	100	0	0	
139	Travelling and Subsistence	268	6	5	
415	Audit Fees	73	10	0	
53	Rent, Light and Water	596	1	5	
389	Stationery	828	14	8	
398	Postages, Telephones and Telegrams ...	568	9	10	
584	Bank Charges	49	16	7	
51	Typewriter Maintenance	55	16	6	
36	Subscriptions to Newspapers	47	18	10	
59	Repairs and Alterations	87	5	5	
71	Insurance	77	12	0	
39	General Expenses	122	7	10	
319					
	Regional Expenses				2,138 4 4
1,381	Cape Town	1,713	1	1	
378	Durban	396	18	8	
104	Southern Transvaal	28	4	7	
	Publicity				66 18 3
101	Contributions to Joint Penal Reform League				50 0 0
50	Publications				1,975 10 10
1,003	Cost of Publications purchased for sale	367	16	2	
	Cost of free publications	1,884	19	8	
	Annual Report ... £305 18 0				
	Race Relations News 896 5 4				
	Race Relations Journal 682 16 4				
		2,252	15	10	
	Less Sales during year	277	5	0	
	Bad Debts				11 3 0
	Transfer to Furniture and Fittings Reserve				129 19 6
<u>£15,473</u>					<u>£17,855 0 2</u>

FOR THE YEAR ENDED 30th SEPTEMBER, 1951

30.9.50	By Membership	...	...	...	...	£7,036	19	11
£880	Affiliated	...	...	...	...	£964	0	0
1,815	Donor	...	...	...	...	1,753	9	6
4,360	Ordinary	...	...	...	...	4,155	1	2
153	Associate	...	...	...	...	164	9	3
						<hr/>		
4,013	Grants and Donations	...	...	...	...	2,483	16	0
646	Contributions to Administration	...	...	...	...	606	0	0
372	Street Collection Proceeds	...	...	...	...	433	2	0
1,857	Function Income	...	...	...	...	3,088	17	7
	Lili Kraus Recital—Johannesburg	...	...	...	...	1,329	0	11
	Theatrical Season	...	...	...	...	1,759	16	8
						<hr/>		
	Advertising in Race Relations News	...	...	...	...	94	8	6
49	Interest on Investments	...	...	...	...	214	12	6
1,328	Excess of Expenditure over Income	...	...	...	...	3,897	3	8

£15,473

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

£17,855 0 2

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 Income and Expenditure of the SOUTH AFRICAN INSTITUTE OF RACE RELATIONS for the year ended 30th September, 1951.

H. L. COLLINS, *Auditor.*

Johannesburg.
10th December, 1951.

S.A. INSTITUTE OF RACE RELATIONS**Executive Committee**

The President, Vice-Presidents, Hon. Treasurer, Hon. Legal Adviser, Chairman of Regional Committees, and Director, together with the following twenty-six members elected by the Council:

Cape Western: Mr. W. G. Hoal, Bishop S. W. Lavis, Mr. L. Marquard, Sir Herbert Stanley, Dr. Sheila van der Horst, Dr. O. D. Wollheim.

Cape Eastern: Mr. R. H. Godlo, Prof. D. Hobart Houghton, Prof. Z. K. Matthews.

Natal: Mr. K. Kirkwood, Dr. E. G. Malherbe, Mr. D. G. S. M'Timkulu, Mrs. E. E. M. Russell.

Northern Transvaal: Mr. K. B. Hartshorne, Rev. H. P. Junod, Ds. J. Reyneke.

Southern Transvaal: Rev. A. W. Blaxall, Mr. F. W. C. Buitendag, Dr. Eilen Hellmann, Dr. E. Harris, Dr. A. Keppel Jones, Prof. I. D. MacCrone, Mr. J. R. Rathebe.

Orange Free State: Prof. F. C. van F. Fourie.

Rhodesias: Rev. P. Ibbotson.

Other African Territories: Chief Tshekedi Khama

Also the following co-opted members:

Mr. D. M. Buchanan

Mr. J. R. Chueu

Rev. G. Mabile

Cr. P. R. Mosaka

Mr. Jack Naidoo

Prof. H. M. Robertson

General Purposes Committee

Chairman. Ds. J. Reyneke.

Members: Members of the Executive Committee.

Co-opted Members. Dr. I. G. Halliday, Mr. H. Mehloimakulu, Rev. B. L. E. Sigamoney.

Action Committee

The President, Dr. Ellen Hellmann, Dr. A. W. Hoernlé, Prof. I. D. MacCrone, the Director.

Council

The President, Vice-Presidents, Past Presidents, Hon. Treasurer, Hon. Legal Adviser, Chairmen of Regional Committees, and the Director, together with

Hon. Life Members:

Senator Dr. the Hon. E. H. Brookes, Senator the Hon. Lewis Byron, Dr. Ellen Hellmann, Dr. A. W. Hoernlé, 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 Donor Life Members:

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

Representatives of the following Affiliated Bodies:

African Methodist Episcopal Church

African Welfare Societies in Southern Rhodesia

American Board Mission in South Africa

American Board Mission (Medical Work)

Bantu Social Centre, Durban

Baptist Union of South Africa

Baptist Missionary Society

Benoni Municipality

Boksburg Municipality

Brakpan Municipality

Brandon Bantu Hostel, Durban

Cape Divisional Council

Cape Town Municipality

Church of Sweden Mission

Church of the Province of South Africa

Diocese of Cape Town

Johannesburg

Natal

Pretoria

Diocese of Rhodesia
 Community of the Resurrection
 Congregational Union of South Africa
 Dundee Municipality
 Durban Chamber of Commerce
 Durban and District Joint Council of Europeans and Bantu
 Durban Municipality
 East London Joint Council of Europeans and Africans
 East London Municipality
 Gatooma Municipality
 Germiston Joint Council of Europeans and Non-Europeans
 Germiston Non-European Affairs Department
 Grahamstown Joint Council of Europeans and Africans
 Healdtown Missionary Institution
 Johannesburg Joint Council of Europeans and Africans
 Johannesburg Municipality
 Kimberley Municipality
 King William's Town Municipality
 Ladybrand Municipality
 London Missionary Society
 Lovedale Missionary Institution
 Methodist Church of South Africa
 National Union of S.A. Students
 Natal Teachers' Society
 Paris Evangelical Missionary Society
 Pietermaritzburg Indo-European Joint Council
 Pietermaritzburg Municipality
 Pietermaritzburg Society for the Welfare of Natives
 Port Elizabeth Municipality
 Presbyterian Church of South Africa
 Pretoria Joint Council of Europeans and Non-Europeans
 Rhodes University
 Rhodes University (Students' Representative Council)
 Roodepoort-Maraiburg Municipality
 Rustenburg Joint Council of Europeans and Africans
 Rustenburg Municipality
 Salisbury Municipality
 Service Group of the Theosophical Society in Southern Africa
 Simonstown Municipality
 Social Services Association of South Africa
 Society of Friends
 South African Federated Chamber of Industries
 South African Native College, Fort Hare
 South African Province of the Society of the Sacred Mission
 South African Province of the Society of St. John the Evangelist
 South African Union of the Seventh Day Adventists
 Springs Joint Council of Europeans and Africans
 Springs Municipality
 Swiss Mission in South Africa
 Umhali Municipality
 Union of Jewish Women of South Africa (Headquarters)
 Union of Jewish Women of South Africa (Cape Town)
 United Christian Missionary Society, Disciples of Christ
 University of Cape Town
 University of Natal
 University of South Africa
 University of the Witwatersrand
 Vanderbijl Park Health Committee
 Vereeniging Municipality
 Welkom Village Board of Management
 Witbank Municipality

Representatives of Ordinary Members:

Cape Western:

Abrahams, Prof. Rabbi Israel
 Batson, Prof. Edward
 Brooke, Very Rev. Dean J. C. H.
 Buchanan, Adv. D. M.
 de Villiers Graff, 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.
 Schauder, Mr. A.
 St. Andrews College
 Thurlbeck, Mrs. E.
 Toc H, East London

Natal-

Feetham, Hon. Mr. R.
 Ferguson Davie, Rt. Rev. Bishop C.
 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.
 Blaxall, Rev. A. W.
 Friedman, Dr. B., M.P.
 Gluckman, Dr. H., M.P.
 Gutsche, Dr. Thelma
 Hellmann, Dr. Ellen
 Huddleston, Rev. Fr. Trevor
 Rhernalt 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
 Schriener, Mrs. O. D.
 Solomon, Mrs. Bertha, M.P.
 Sonnabend, Dr. H.
 Suzman, Mrs. Helen
 Tema, Rev. S. S.
 Webb, Rev. J. B.

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, Northern and Southern:

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