IMPEDEMENTS IN THE ACTUALIZATION OF EFFECTIVE EDUCATION FOR COLOURED DURING THE PERIOD 1910 – 1989

by

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PROMOTER: DR T.G. SMITH

JUNE 1992
DECLARATION

"I declare that Impediments in the actualization of effective education for Coloureds during the period 1910 - 1989 is my own work and that all the sources that are used or quoted have been indicated and acknowledged by means of complete references."

W.J. FILANDER
DEDICATION

Dedicated to Wyeth, Ferny and Monique Filander
SUMMARY

During the period 1910 – 1963 when Coloured Education resorted under the Provincial Administrations, the unequal per-capita expenditure between Coloured and White Education led to a shortage of Coloured teachers and adequate school accommodation.

Compulsory school attendance could not be enforced because of the lack of adequate Coloured school accommodation. A high drop-out rate amongst school pupils ensued.

When, in 1964, the Department of Coloured Affairs took over the education of the Coloured people, it inherited most of the problems experienced by the Provincial Administrations.

Possible solutions to problems of inadequate school accommodation were, inter alia, the introduction of double-shift classes in primary schools. The per-capita expenditure on White and Coloured Education was still unequal; the shortage of Coloured teachers persisted.

Bitterness and resentment finally led to the school boycotts of 1976: there was a demand for one non-racial educational system. In 1980 the Government accepted that there were legitimate grievances. It pledged itself to a goal of equal education for all population groups.

However, the problem of adequate school accommodation persisted. The latter had been outpaced, since the Coloured school population had more than doubled during 1964 to 1986. By 1989 this position had not changed.

Furthermore, by 1986, figures indicated an alarming drop-out rate. Even at the present moment (1992) the problem persists.

Various commissions appointed stressed that vast disparities still remained in the per-capita expenditure, pupil ratios, teachers' qualifications and classroom shortages. In 1986 it had become clear that the Government had retreated from its commitment to racial parity in education spending. It
would appear that alternative sources would have to be tapped in order to eradicate this problem.

Means of attaining parity in per-capita expenditure must be explored. This ought to be done with a view to eliminating the acute shortage of school accommodation; the compulsory school attendance regulation would have to be applied more stringently and more teacher training centres would have to be made available.

Finally, it is believed that only major political change would help to keep at bay the simmering tensions and frustrations in Coloured circles.
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As die Here die huis nie bou nie,
tevergeefs werk die wat daaraan bou;
as die Here die stad nie bewaar nie,
tevergeefs waak die wagter.

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CHAPTER 1

SELECTION OF THE PROBLEM, DESCRIPTION OF TERMS AND THE DELIMITATION OF THE FIELD OF RESEARCH

1.1 INTRODUCTION

During the 19th century the education of the Coloured people was provided by the churches and missionary societies. It was only at the beginning of the 20th century that State schools, which provided exclusively for Coloured pupils, were established. Separate schools for Coloureds and Whites developed because of the fact that these two groups tended to reside separately. Unfortunately this separation of schools for Whites and Coloureds also led to discrimination as far as the allocation of resources for education was concerned. The provision of education for Whites received priority.

The rapid increase in the number of Coloured pupils during 1930 - 1963 created a vicious circle in Coloured education that proved difficult to break. For many years many Coloured pupils did not reach Standard VI with the result that very few obtained matriculation exemption for university. This gave rise to a shortage of adequately qualified teachers, which in turn resulted in inferior standards of education and poorly educated pupils from whose ranks the teachers of the future had to be drawn. This situation led to frustration in the Coloured community which in turn resulted in school boycotts and the politicisation of Coloured education.

For many years the clarion call of the Coloured people was for justice in educational opportunities. They implored the authorities to see to it that every pupil be accorded an equal allocation of the resources available for education. The Coloured people were convinced that it was the unequal distribution of resources between White and Coloured pupils which led to
poor standards of education, backlogs and shortages in, for example, school accommodation and the supply of adequately trained teachers in Coloured education.

Because of the inequalities between the education of Whites and Coloureds and the resultant poor educational standards in Coloured education, the education of the latter group has become highly politicised. The Coloured people are convinced that only when they are accorded equal political rights with the White population group can they hope to get an equal educational dispensation to that of the Whites. The call is, therefore, for a unified, non-racial South Africa, where all population groups can enjoy equal political rights. Furthermore, the demand is for a unified, non-racial education system where equal educational opportunities will be accorded to all South Africa's children.

This thesis will, therefore, concern itself with the education of the Coloured population group of South Africa. It will deal with certain problems in Coloured education which impede the actualization of effective education for this population group. The purpose is to highlight the negative influence of various impediments on Coloured education, and finally, in Chapter 6, to make certain recommendations for the actualization of an effective education for the Coloured people.

1.2 SELECTION OF THE PROBLEM

Every year after the matriculation results have been published comparisons are drawn, with monotonous regularity, between the results of Coloured and White matriculants. And every year, again with monotonous regularity, the White matriculation pass rate is higher than that of their Coloured counterparts.¹

Every year speculation is rife in the Coloured community as to the causes of the poor Coloured matriculation results. Accusations are made left and right, and they vary from the sound to the unsound. Accusations such

¹ See Chapter 5 par. 5.3.2.
as "the authorities fix Coloured matriculation results" and "the authorities will only allow a certain percentage of Coloured matriculation passes per year" abound.

The "suspicions" of the Coloured community were further encouraged when the findings of an extensive, independent commission of inquiry into the poor Coloured matriculation results in 1980, were not made public by Coloured education authorities.²

The question as to whether the poor Coloured matriculation results were the result of the Coloured education system per se or whether they could be ascribed to political or economic factors led to the formulation of the problem that: There are factors in their education system that impede the actualization of effective education for Coloureds.

1.3 AIM OF RESEARCH

The evaluation of an education system and comparisons between different education systems are simplified when use is made of well-defined educational indicators. These indicators can be used as a yardstick with which, for example, the standard of education of a group can be measured or the education system of one group can be compared with the education system of another group. There are many indicators that can be defined, but in this thesis only those indicators³ which can be precisely measured and which are generally accepted will be used to indicate the standard of Coloured education.

It is, therefore, the aim of this thesis to establish objectively and scientifically the inter-relationship between the following indicators (i) the shortage of school accommodation; (ii) the high dropout rate; (iii) the shortage of Coloured school teachers, and especially, adequately qualified secondary school teachers; (iv) the low per-capita expenditure on Coloured education; and (v) school boycotts as impediments in the actualization of effective education for Coloureds. It is also the aim of

³ See par. 1.5.1.1 to 1.5.1.4.
this thesis to ascertain to what extent these impediments influence the quality (standard) of education for Coloureds, which in turn affects the pass rate, and especially the matriculation pass rate of Coloured pupils.

1.4 TOPICALITY

At this stage in time (1992) Black education has all but collapsed. In June 1991 the Department of Education and Training (the Department responsible for Black education) acknowledged that they had lost control of Black education in some schools. By August 1991 the Black education authorities called for help from outside the Department to salvage the Black education system.

The same problems, by and large, which beset Black education can also, to a lesser extent but no less serious, be found in Coloured education. It becomes clear that to prevent Coloured education from following the same path as Black education the impediments in the actualization of effective education for Coloureds should be addressed immediately.

The problem, viz., Impediments in the actualization of effective education for Coloureds during the period 1910 - 1989, was selected because of its topicality. As a Coloured educationist for the past 30 years and as the principal of a large Coloured secondary school the researcher is aware of the detrimental effects these impediments have on Coloured education. Thus it is further also the aim to focus attention on these impediments and to offer possible solutions to these problems in Coloured education.

1.5 TITLE ANALYSIS AND DESCRIPTION OF TERMS

1.5.1 Title analysis

In the title of this thesis: Impediments in the actualization of effective education for Coloureds, the following need clarification:

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4 *Saturday Star*, 8 June 1991.
6 See Chapter 6 par. 6.2.
1.5.1.1 Impediments

The Oxford English Dictionary explains an impediment as something that obstructs or hinders.\(^7\) It is therefore, an obstruction or hindrance in the achievement of an aim or goal. In this thesis impediments will be used to denote obstructions, hindrances, problems or even factors that prevent something (the actualization of effective education for Coloureds) from being realized.

1.5.1.2 Actualization

The word actualization means: a making actual; a realization in action or fact. Thus it means to make actual; to convert into an actual fact or to realize in action.\(^8\)

1.5.1.3 Effective education

Effective means adequate or efficient. S.S. Barnard uses the term effective as a synonym of educative.\(^9\) Effective education will be used in this thesis as a synonym of educative teaching.\(^10\) The title: *Impediments in the actualization of effective education for Coloureds* therefore means Problems (obstacles or hindrances) in Coloured education which prevent educative or authentic education to take place or to be realized in Coloured educational institutions.

1.5.2 Description of terms

1.5.2.1 The *per-capita* expenditure on education

The concept of *per-capita* expenditure is a simple and popular way of expressing how much money is spent on each child's education in the

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\(^10\) See par. 1.9.
various population groups. The differences in the *per-capita* expenditure on the different population groups are often exploited to show that the Government is favouring a particular population group as well as to indicate the unequal educational opportunities which are provided to the different race groups. The *per-capita* expenditure can be used as an educational indicator to measure the standard of education of a particular group.

1.5.2.2 The pupil:teacher ratio

The number of pupils per teacher is an accepted educational indicator of the individual educational opportunities that are available to each pupil or student. It can also be used to measure the standard of a group's education. It is generally accepted that when the pupil:teacher ratio is too high then the effectiveness of the education which is being provided decreases and *vice-versa*.

1.5.2.3 The shortage of adequately qualified teachers

Very few pupils at secondary school level enrol for subjects like Physical Science and Mathematics. The academic achievement of pupils in these subjects is, generally speaking, unacceptably poor. One of the most important reasons for this lack of interest and the poor achievement of pupils in these subjects, is the fact that there are not enough adequately qualified teachers in these subjects. The shortage of adequately qualified teachers is another educational indicator which can be used to measure the standard of a group's education.

1.5.2.4 The drop-out rate

An important indicator of the standard of education is the school attendance figure. The ideal situation is one where all children of a school-going age attend school regularly. When children who are of a school-going age no longer attend school then they are referred to as early school leavers or drop-outs. The actual number of children of school-going age who attend school is an indicator of the value a group
attaches to education as well as the availability of educational facilities for that particular group. Thus the higher the drop-out rate the lower will be that group's standard of education.

1.5.2.5 Coloured education

Education is universal and indivisible. There is, therefore, no such thing as Coloured, White, Indian or Black education. Because education in South Africa is provided to the different population groups separately and by their own education departments, Coloured education can be considered as an ontic fact. When, in this thesis, there is referred to Coloured education it is meant the education which is provided for the Coloured population in South Africa. This also applies to the other race groups.

1.5.2.6 Teachers' organisations

The Teachers' League of South Africa, the Teachers' Educational and Professional Organisation, the Cape Teachers' Professional Association (Kaaplandse Professionele Onderwysunie), the Transvaal Association of Teachers, the Progressive Teachers' Union are Coloured teachers' organisations. The Teachers' League and the Teachers' Educational and Professional Organisation no longer exist. The Union of Teachers' Associations of South Africa consisted of all the Coloured teachers' Associations in the Republic of South Africa and South West Africa.

1.5.2.7 Alpha

An educational journal which was published by the Department of Coloured Affairs since 1964 and later by the Administration of Coloured Affairs. This journal is no longer published.

1.5.2.8 Double-shift classes

According to this system the same classroom is used during morning and afternoon school sessions.
1.5.2.9 High schools

Prior to 1980 the term high school was used to denote a school which catered for pupils from Standard VI to Standard X. From 1980 onwards high schools became known as senior secondary schools.

1.5.2.10 Secondary schools

Secondary schools were primary schools with Standards VI to VIII classes attached to them. From 1980 these schools became known as junior secondary schools. From 1 July 1982 the Department of Internal Affairs used the terms secondary schools (Standards VI - X) and primary schools (Sub-standards A - Standard V).

1.5.2.11 Report of the Education Council for Coloured Persons

In terms of the Coloured Persons Education Act, Act No. 47 of 1963, an Education Council for Coloured Persons was established.

The functions of this body were, inter alia, to advise the Minister of Coloured Affairs on any matter in connection with education for Coloured persons which the Minister referred to it or which the Council wished to bring to the notice of the Minister or wanted to investigate with the approval of the Minister.11

As a result of the establishment of the Education Council for Coloured persons the Coloured people not only served on this Council, but Coloured educationists could air their views and in so doing influence policy-making decisions as far as their education was concerned.

1.5.2.12 U.E.D.

U.E.D. stands for University Education Diploma.

1.5.2.13 L.S.T.D.

1.5.2.14 Grassroots
Grassroots is a community newspaper in the Western Cape.

1.5.2.15 Labour Party
The Labour Party of South Africa is a Coloured political party and it was the majority party in the House of Representatives (1991).

1.5.2.16 Democratic Party
The Democratic Party is a White political party in South Africa left of the Government.

1.5.2.17 The Ministers' Council
The Constitution of 1983 resulted in the tricameral Parliament for Whites, Coloureds and Indians. The Constitution made provision for a White Ministers' Council, a Coloured Ministers' Council and an Indian Ministers' Council. Each Ministers' Council made provision for, inter alia, the following Ministries:

i) Department of Education and Culture;
ii) Department of Local Government, Housing and Agriculture; and
iii) Department of Health and Welfare.

1.6 THE PROBLEM - HISTORICAL APPROACH
To realise the aims of this research use was made of the problem - historical approach. This approach was chosen because of its success rate in research into the History of Education. History of Education is concerned with the three time modes, viz., the past, the present and the future. History of Education is also concerned with educational problems and the solving of these problems.
When using the problem-historical approach the following steps are followed:

i) The point of departure will be to identify a current educational problem (the present).

ii) The next step will be to research the educational problem concerning its history (the past).

iii) The third step in this approach is when the researcher returns to the present to offer certain possible solutions to the problem as well as certain guidelines whereby the problem can be avoided in future (the future).

1.7 THE AIMS OF EDUCATION

According to Dekker and Van Schalkwyk there is a distinction between the authentic educational aims and the particular educational aims.\textsuperscript{12}

1.7.1 The authentic educational aims

The authentic, generally valid, true and universal educational aims are the ideal educational aims to which all communities ought to strive.\textsuperscript{13} This authentic or general educational aim is thus universally similar. Regardless of where or by whom a child is educated, the education act will primarily concern the advancement of the life of the pupil: his existence, way of life and life-form. Put differently: the goal of education is adulthood. Education is the assistance an adult gives to a child on his way to becoming a proper adult. The task of the adult is to accompany the not yet adult so that he can perform his life task in a creative and not in a destructive way. By accompanying the not yet adult, the adult intervenes consciously and purposefully in the life of the not yet adult so that he can become a proper adult.

\textsuperscript{12} E. Dekker en O.J. van Schalkwyk, \textit{Moderne Onderwysstelsels}, Durban/Pretoria: Butterworths Professionele Uitgewers (Edms.) Bpk., 1989, p. 11.

\textsuperscript{13} \textit{Ibid.}, p. 11.
1.7.2 Particular educational aims

The particular aims of a specific individual or community in a specific situation, is the actual educational aims which are operative in a community. Particular educational aims depend on the educator's interpretation and emphasis regarding the above-mentioned aspects of life. Between separate communities especially, there exist profound differences concerning their outlook on life or philosophy of life. A certain life-form is embodied by the sum total of a community's views concerning the nature, being, origin, and ultimate destiny of the human being, the purpose and sense of his earthly life, and, flowing from it, norms of life as well as values. These views thus determine the finer details of the community's aims. Even within a particular community, however, there exist differences amongst the various members of that community on their outlook on life. These differences are generally much smaller than the differences between communities. Relatively substantial unanimity regarding most life concerns, however, exists amongst members of a particular community. It is because of this reason that they can establish schools and permit trustworthy and respected members of the community, jointly, to educate their children as surrogate educators.

The actual particular educational aims towards which a community strives, determine the validity of the nature, character and content, form and methods of its education and the management (planning, policy, organisation, administration, control, etc.) of these aims. Every facet of education is organised in such a manner (planning, ordering and controlling) that the educational aims are realised.

1.8 ADULTHOOD

Adulthood should not be understood to only mean physical adulthood. The development of the adolescent to adulthood should not be seen as mere physical maturation.

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14 See also Chapter 2 par. 2.3.
15 E. Dekker en O.J. van Schalkwyk, Moderne Onderwysstelsels, p. 11.
Often physical adulthood coupled with a chronological age is used as the only criteria for adulthood. Adulthood in the pedagogical sense is the authentic aim of education. Education again is the assistance given to a child by an adult with regard to certain values and norms so as to enable the child to become a proper adult. According to Jordaan there are thirteen "essences of properly being an adult". Thus if the child wants to become a proper adult his education, which is presented by adults, should conform to these thirteen essences. Only after the child has been educated in conformity with these thirteen essences can he be considered to be a proper adult.

1.9 THE "ESSENCES" OF EDUCATIVE TEACHING

As already stated in par. 1.7.1 education is the assistance an adult gives to a child on his way to becoming a proper adult. "Becoming a proper adult", "educative (effective) teaching" and "authentic teaching" are terms which basically mean the same thing. The terms "effective education", "becoming a proper adult", "educative teaching" and "authentic teaching" will be used synonymously in this thesis.

The child can only become a proper adult if he complies with the "essences" of becoming a proper adult. From what has been said above it is clear that the "essences" of becoming a proper adult and the "essences" of educative teaching are terms which also mean the same thing.

In Chapter 5 par. 5.4 and 5.5 a scientific and objective assessment will be made to establish whether the education of the Coloured people provides for the not yet adult to become a proper adult or whether "effective", "educative" or "authentic" education takes place in Coloured schools. It will, therefore, be necessary to look at the "essences" of educative teaching. These "essences" are:

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16 J.H. Jordaan, 'n Metableties-eksamplariese deurskouing van die opvoedingsdoelleer. 'n Studie in die temporaliteitspedagogiek, pp. 25-38.
1.9.1 'Religiousness'

Religiousness refers to a person's God or idol and his religion. An individual's respect for God and his religion is usually taught to the child by way of religious instruction in schools. It is, however, important to note that religiousness does not only refer to the Christian religion and the Christian God, but it also includes any acknowledged religion capable of providing direction and guidance to its adherents. Religiousness is considered to be the most important essence of educative teaching.

1.9.2 The 'ethical'

The ethical implies that the individual is able to choose between right and wrong in accordance with his accepted norms and values. It does not only entail norms and values, but also character and conscience. Thus when a person usually chooses the good above the bad he is considered to have a good character, or if he regularly chooses the bad he is considered to be characterless. The ethical is considered to be the second most important essence of educative teaching. The ethical in education and teaching is represented by character education and ethics.

1.9.3 'Affectiveness'

Affectiveness is a synonym for the emotional aspect, which is a very important aspect of adulthood. In the child's education towards becoming a proper adult (effective adulthood) the love of the educator (mother, teacher) plays an important part. Affectiveness includes human emotions such as love, compassion, disapproval, gratitude etc. Love is the most fertile ground for affectiveness which in turn brings the essential feeling of security and being accepted.

1.9.4 'Bodiliness'

This refers to people being aware of their bodies. The respect an individual has for his body and the care he takes to keep his body healthy is what is meant by bodiliness. This awareness of his body is
inculcated at school by subjects such as Physical Education and extra­
mural activities such as sport.

1.9.5 'Nationality'

Nationality entails appreciating and being proud of one's heritage. Nationality can be divided into three sub-divisions, viz., culturality (traditions, language and religion), historicity (a person's past history which serves the dual purpose of serving as an anchor and giving direction to his life) and the political (concerns the individual's responsibility for orderliness of State and community). This essence is provided for in school by cultural affairs, history, youth preparedness etc.

1.9.6 The 'aesthetical'

The aesthetical refers to the appreciation of that which is beautiful, pure and admirable such as nature, art, architecture, music etc. A person who has no appreciation for that which is pure and beautiful is indeed poor of soul. A person does not need to be able to create beauty, but he should at least be able to appreciate beauty in its manifold forms. School subjects such as Music, Ballet, and Art make provision for this essence.

1.9.7 'Individuality and sociality'

Because man is born into society he is both an individual as well as part of a community and, therefore, a social being. No man is an island. He is part of the society into which he is born. He, therefore, needs his fellow human beings to be able to fulfil his own destiny. Man is also a creation of God. Every human being is an individual creation of God, and in that respect every individual is unique. Even though every human being is unique, the individual should be able to display love, kindness and compassion towards his fellow-man as well as fulfilling his responsibilities towards his community and society. These two essences are inseparable and in school provision should be made for individual as well as group work.
1.9.8 The 'economic'

The economic is also referred to as the "utility" or "efficiency" facet. The economic facet is concerned with the manner in which people utilise their environmental resources. Our very survival and existence depend upon the intelligent use of our environmental resources. Thus sensible use of these resources is important so that it can be of benefit to man as well as his fellow human beings. School subjects such as Economics, Arithmetic etc. provide for this essence.

1.9.9 'Freedom and authority'

Freedom and authority cannot be considered separate essences. Human beings are only entitled to the same amount of freedom for which they are prepared to accept responsibility and authority. There must, therefore, always be a balance between freedom and authority. The not yet adult is unable to accept the responsibility brought by freedom of choice. When either freedom or authority is absolutised it leads to tyranny or coercion. A denial of authority results in lawlessness. Authority is not alien to man's nature. "Indeed it is characteristic of man that to secure his own position, he is eagerly looking for a guiding authority to place demands on him, expects things from him, lays claims on his loyalty and service, exact obedience from him and control his life."17 The freedom of the not yet adult lies in his privilege to choose his obligations and responsibilities. In the education situation the proper adults (the school, the teacher or the parent) who represent authority and independent freedom, find themselves facing the not yet adult, representing becoming-freedom.

1.9.10 'Language'

People communicate with one another by means of language. They convey their thoughts, feelings, ideas etc. to their fellow-man by using language in written or spoken form. This essence is reflected in teaching by, inter alia, language as a subject, writing etc.

1.9.11 'Rationality'

Rationality involves knowledge, thoughts, intelligence and logic. People are thinking and argumentative beings. Knowledge is one of the most important requirements to be an educated person. Education must teach the not yet adult to be able to think correctly and precisely. Knowledge as such cannot transform the not yet adult into a proper adult. Only knowledge that brings wisdom can result in a proper adult. Subjects such as History, Geography, the Natural Sciences and Mathematics are relevant in this respect.

The above-mentioned essences are of crucial importance in educative teaching. It is important to remember that these essences can never be viewed in isolation of one another. They are closely related and one must always be viewed as inter-related with all the others.

Each one of these essences can be emphasised, over-emphasised (absolutised) or neglected. If one essence is absolutised or neglected all the other essences will then also be affected. Thus the more certain essences are neglected or absolutised the more the other essences are affected which can lead to unbalanced or one-sided teaching. Unbalanced or one-sided teaching is considered to be the opposite of educative teaching. Educative teaching (as already stated in par. 1.9) is synonymous with authentic education.

From what has been said above it becomes evident that for education to be effective, educative or authentic all the essences need to be emphasised and none should be neglected or absolutised.

Because education is provided by an education system it is also necessary to ascertain whether the education system of the Coloured people complies with the requirements of an education system in general. It is, therefore, necessary to also look at the central components of an education system at this stage. In Chapter 2 par. 2.6 the central components of the education system for Coloureds will be discussed and in Chapter 5 par. 5.5 an evaluation will be made of whether the Coloured education system provides for authentic education to take place in Coloured schools.
1.10 CENTRAL COMPONENTS OF AN EDUCATION SYSTEM

An education system is a social structure. Each social structure in a community, for example, the Church, the family, an organisation etc. was specifically created to provide for a certain need. In the same way an education system was created by the community, the State or the Church to provide education for its members according to specific educational aims. The main task of the education system is to provide and implement educative teaching.

In modern, developed countries formal education is provided by national education systems. In South Africa, which is still a developing country, formal education is also provided by national education systems. Because of the racial composition of the South African population and because of political reasons each race group's education is provided by its own education system. All education systems are, because of their general nature, comprised of the same components and each component again has a specific function to perform in that particular system.

If for one or other reason the various components do not perform their functions effectively, or one or more of these components are either neglected or absolutised, then it stands to reason that the education system cannot function effectively and authentic education cannot take place in such a system.

The central components of an education system will now be dealt with.

1.10.1 Administration and control of education

Education administration and control are in reality facets of education management. Education management is an organised (i.e. deliberately planned) means of attaining the educational objectives of a community as effectively as possible.\(^{16}\) The implementation of all the measures that are necessary to ensure that all activities connected with educative teaching

function effectively is the responsibility of education management. Education management entails activities such as policy-making, financing, control and administration. Through these managerial activities, the formal structures such as schools, supporting services and managerial and administrative structures come into being and all the activities (whether functional; managerial or supportive) necessary for the realization of the educational goal take place. Activities such as guidance, administration, decision-making, planning, co-ordinating, delegating and so forth are therefore all part of management. Management, in fact, is the sum of all activities necessary for an institution to function effectively.19

1.10.2 The education structure

The Main Committee of the Human Sciences Research Council's investigation into education defined the educational structure as the framework within which different types of teaching and learning situations are arranged, including also their mutual relationships.20 The education structure makes provision for various educational possibilities as well as for the possibility of both the vertical and horizontal flow of pupils through the system. The educational structure not only creates and organises teaching and learning situations that will provide, as far as possible, for the different capabilities and preferences of the learners but also for the demands posed by society.

The actual implementation of educative teaching takes place in and is carried out by the educational institutions such as schools, colleges, universities, etc. Educational institutions only occur at the local or implementation level of the education system. They are the structures responsible for carrying out the function of the education system, i.e., educative teaching. Learners enter these institutions in accordance with their educational requirements and in so doing develop their latent potential.21

1.10.3 Financing of education

No undertaking can be run without money. This holds good for education as well. The effective functioning of an education system is only possible if financial means are made available to remunerate the office-bearers (personnel, teachers, subject advisors, inspectors of education etc.) for their services, to create the necessary infra-structure and to provide all the requisite means.

Society is responsible for the provision of education to its learners. Society must, therefore, provide the schools in which the learners will be educated and also the teachers who will teach or educate them. Society is thus responsible for the financing of education. Society has assigned the task of financing education to the State. The State is, therefore, responsible for the financing of education on behalf of society.

In the absence of sufficient funds from the State, communities can suffer as far as their education is concerned. These communities can then demand that the authorities be replaced. Equally, if the State does not distribute funds equitably and justly, the authorities may experience serious problems by those who feel that they have not been treated justly and equitably as far as their education is concerned. Thus the authorities can - by financing education - guide and control education and stimulate or doom certain facets.

1.10.4 Supporting services

It is in the school, college, university etc. where the educant and the educator encounter one another in a pedagogical-didactical situation. The fact that the teacher, his pupils and the subject matter are brought together in a classroom situation does not ensure that effective teaching will take place. Because the aim of the educational structure is to organise the diversity and progression of teaching and learning situations\textsuperscript{22} and because no educational institution is self-sufficient,

support from outside the educational institution is needed. This support can take on the form of, for example, the supply of stationery, books, medical and dental services, school bus transport services etc. This organised help from outside, without which no educational institution can function effectively, is known as supporting services.

Supporting services may be divided into two categories, viz., those that render service to the educant such as hostel service, school, bus and transport service etc. and those that render service to the educator such as curriculum service, the subject advisory service and, according to Van Schalkwyk, teacher training.

Supporting services must operate at a level where they can support, enrich and promote the educational undertaking. Effective teaching and learning rest to a large extent on supporting services. If these services are lacking or found wanting, especially when the quality differs between communities, then all kinds of obstacles are placed on effective teaching and learning.

The central components of an education system do not function in watertight compartments. These components are inter-related and interaction takes place between them. It is, therefore, essential that all of these components are present in an education system and that each of these components functions effectively if the education system is to provide educative education.

1.11 THE FIELD OF STUDY

This research deals with impediments in the actualization of effective education for Coloureds. It was necessary to delimit the field of study. In this thesis the following needs to be stressed:

23 O.J. van Schalkwyk, op. cit., p. 141.
1.11.1 The impediments researched

There are many impediments in the actualization of effective education for Coloureds, but in this thesis research was limited to the following:

(a) The shortage of school accommodation;\textsuperscript{24}
(b) the high drop-out rate;\textsuperscript{25}
(c) the shortage of Coloured school teachers, and especially qualified secondary school teachers;\textsuperscript{26}
(d) the low \textit{per-capita} expenditure on Coloured education;\textsuperscript{27} and
(e) school boycotts.\textsuperscript{28}

It is the researcher's considered opinion that the above-mentioned impediments are the most important obstacles in realizing an effective education for Coloureds. If those impediments can be removed from Coloured education then the authentic aim of education, which is adulthood, can be realized in Coloured education.

1.11.2 The period

This research covers the period 1910 - 1989 and includes the following two stages:

(a) Impediments in the actualization of effective education for Coloureds during the period 1910 - 1963. During this period the control of Coloured education was in the hands of the Provincial Administrations.\textsuperscript{29}

(b) Impediments in the actualization of effective education for Coloureds during the period 1964 - 1989. During this period the control of education for Coloureds was in the hands of a Central Government department.\textsuperscript{30}

\textsuperscript{24} See Chapter 3 par. 3.4.1, Chapter 4 par. 4.4.1 and Chapter 5 par. 5.2.1.
\textsuperscript{25} See Chapter 3 par. 3.4.2, Chapter 4 par. 4.4.2 and Chapter 5 par. 5.2.2.
\textsuperscript{26} See Chapter 3 par. 3.4.3, Chapter 4 par. 4.4.3 and Chapter 5 par. 5.2.3.
\textsuperscript{27} See Chapter 3 par. 3.4.4, Chapter 4 par. 4.4.4 and Chapter 5 par. 5.2.4.
\textsuperscript{28} See Chapter 4 par. 4.4.5 and Chapter 5 par. 5.2.5.
\textsuperscript{29} See Chapter 4.
\textsuperscript{30} See Chapter 3.
1.11.3 Change of name of controlling body

During the period 1964 - 1989 the controlling body of Coloured education underwent many name changes, viz,

(a) 1964 - 1968 the controlling body of Coloured education was known as the Department of Coloured Affairs.

(b) From 1969 it became known as the Administration of Coloured Affairs.

(c) From 1980 Coloured education was controlled by the Department of Internal Affairs.

(d) From 1984 it became known as the Department of Education and Culture (House of Representatives).

1.12 SEQUENCE OF THESIS

This thesis is concerned with the impediments in Coloured education that prevent authentic education from taking place in Coloured schools. The information obtained by research is presented in detail so that it can be of value to educationists.

Chapter 1 begins with an introduction concerning the thesis which is followed by the selection of the problem, the title analysis and the description of terms. This is followed by a discussion of the "essences" of educative teaching and the central components of an education system which will serve as criteria to evaluate the Coloured education system.

Chapter 2 deals with the Coloured people as a separate population group. It is concerned with the origins of the Coloured people; their socio-economic position; their religion; their political development; the influence of the policy of apartheid on them and the central components of their education system.
Chapter 3 covers the period 1910 – 1963 and deals with the following impediments in Coloured education:

(a) The shortage of school accommodation;
(b) the high drop-out rate;
(c) the shortage of Coloured school teachers; and
(d) the low per-capita expenditure on Coloured education.

Chapter 4 covers the period 1964 – 1989 and also deals with the above-mentioned impediments, but also includes school boycotts as an impediment in Coloured education.

Chapter 5 is concerned with the effects these impediments have on the standard (quality) of Coloured education with special reference to the Matric results. In this Chapter the impediments in Coloured education are evaluated according to the criteria set in Chapters 1 and 2. In Chapter 6 certain recommendations are made with the aim of removing these impediments so that authentic education can take place in Coloured schools.

1.13 CONCLUSION

Since the field of study has now been delimited, the problem identified and the methodological approach discussed, a study can now be made of the Coloured people as a separate population group in the Republic of South Africa.

This is done with a view to determining to what extent, inter alia, the origin of the Coloured people, their socio-economic perspective as well as their political and educational development, contributed to the problems encountered in Coloured education during the period under review, viz. 1910 – 1989.
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CHAPTER 2
THE COLOURED PEOPLE OF SOUTH AFRICA: A HISTORICAL SURVEY

2.1 INTRODUCTION

South Africa is a country that is inhabited by different cultural and racial groups. These groups have historically been regarded as separate units because of their racial origins and are commonly known as Whites, Blacks, Coloureds and Indians. In order to make a proper assessment of some of the serious impediments in the actualization of effective education for Coloureds during 1910 - 1989, cognisance must be taken of their socio-economic and political status in the Republic of South Africa.

It must be stated from the outset that since the establishment of the refreshment station at the Cape in 1652 the White man has always wielded the political power in South Africa. He has also been backed, since 1652, by the military might of the country and thereby ensuring the political subordination of the Black, Coloured and Indian components of the South African population.

Viewed then against the background of the origins of the Coloured people, their socio-economic and political status, the boycotts of the seventies and eighties are more readily understood; the unequal per-capita expenditure on Coloured education - the backbone of most if not all, problems in Coloured education - can be seen more poignantly as being unfair and unjustifiable.

Thus, a historical survey of the Coloured people is an attempt to facilitate a better understanding of the Coloureds' inability to determine, for example, their own political development, their socio-economic advancement and to ensure an adequate, effective education for their children.

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1 See Chapter 4 par. 4.4.5 and Chapter 5 par. 5.4.3.
2 See Chapter 3 par. 3.4.4, Chapter 4 par. 4.4.4 and Chapter 5 par. 5.4.5.
2.2 THE ORIGINS OF THE COLOURED PEOPLE

Biological mixing of the Hottentots, the slaves and the Europeans during the second half of the seventeenth century gave birth to a totally new population group in South Africa, namely, the Coloureds.

On 6 April 1652 the Dutch East India Company established a refreshment station, which later grew to a settlement, at the Cape Peninsula. This refreshment station was established under the command of Jan van Riebeeck. Van Riebeeck soon found that the surrounding country was inhabited by nomadic Hottentots and Bushmen.³

2.2.1 The Hottentots

The Hottentot tribes were the first indigenous people with whom Van Riebeeck came into contact when he landed at the Cape. The Hottentots were stock-farmers. They were nomads who preferred to wander about with their cattle and fat-tailed sheep.⁴

They practised no agriculture, lived in portable huts and depended for their sustenance on the milk of their herds, edible roots and berries and their livestock which they could slaughter if the need arose.⁵

The Hottentots were of medium height and had small hands and feet. They were light-brown in colour and had prominent cheekbones.⁶ They were divided into several independent tribes, between which, generally, the bitterest hostility prevailed.⁷

⁴ Al.J. Venter, Coloured: A profile of two million South Africans, Cape Town/Pretoria: Human and Rousseau, 1974, p. 15.
⁵ H.P. Cruse, Die opheffing van die Kleurlingbevolking (Deel 1), Aanvangsjaare 1652-1795, Stellenbosch: Christen-Studentevereniging, 1947, p. 33.
⁶ Ibid., pp. 33-34.
They made contact with the Whites firstly through trade and later when they were employed by the Whites as labourers. As labourers they also came into contact with slaves who were owned by the Whites.

The Dutch, sons of an economically developed and commercially advanced nation, displayed the greatest racial tolerance of any of the colonising people of their period. It mattered little to the majority of them that the aborigines were totally removed from their own culture or customs. Although there were difficulties at first, there was a degree of assimilation from the start. As early as 1666, only 14 years after the first Western settlers had arrived, 80 Hottentots were part of the settlement, all accepted on equal footing with the Whites.\(^8\)

The Hottentots reacted in various ways to the arrival of the White man. Some made an attempt to preserve their tribal identity and trekked away in disillusionment after they had been relieved of their land by the White man. Others, chiefly in the remotest regions, chose to follow suit a few decades later. On the other hand, there were many Hottentots who were prepared to throw their lot in with the Whites. They became labourers and vagrants on the lands of their ancestors.\(^9\)

Those who remained behind became totally disintegrated. The factors that led to their disintegration were, *inter alia*, the loss of their livestock which they traded to the Whites, wars which they waged against the Whites and amongst themselves, the loss of their grazing land\(^10\) and the smallpox epidemic in 1713. This epidemic nearly wiped out the entire Hottentot race.\(^11\)

The second indigenous group with whom the Europeans came into contact was the Bushman.

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\(^9\) Al.J. Venter, *op. cit.*, p. 17.
\(^10\) H.P. Cruse, *Die opheffing van die Kleurlingbevolking*, p. 62.
2.2.2 The Bushman

The Bushman's contribution to the origins of the Coloured people is negligible. According to Behr it can be assumed that some of the blood of Bushmen who were in service of Europeans became intermingled with that of other non-Europeans and in this way contributed to the origins of the Coloured people.\(^{12}\)

At the time of the establishment of the refreshment station at the Cape few Hottentots and Bushmen were willing to become labourers in European employment. Slaves, therefore, had to be imported to the Cape Colony.

2.2.3 The slaves

Almost from the time he landed Jan van Riebeeck had difficulty in finding manual labour. However, the labour position at the Cape was eased when in 1658 the Dutch captured a shipload of 250 slaves, originating from the west coast of Africa. Of the 250 slaves captured 80 had died before reaching Table Bay.\(^{13}\)

In that same year (1658) more than 400 slaves came to South Africa as a result of a decision taken by the Dutch East India Company the previous year to import slaves.\(^{14}\)

Less than a month after the arrival of the first batch of slaves a school was opened for them and the sick-comforter, Pieter van der Stael, was appointed as teacher.\(^{15}\)

The slaves were brought to the Cape to perform agricultural and other work in the growing colony, for which the backward, easy-going, pastoral Hottentots had been found unsuitable.

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\(^{13}\) H.P. Cruse, *op. cit.*, p. 33.


The slaves were not only employed by the authorities at the Cape, but were also sold to the colonists, who used them as labourers.

For more than a century slaves were imported into the Cape Colony either from East Africa or from the Dutch East India Company's sphere of influence in the East.

The main foodstuffs supplied to the slaves in Cape Town and its agricultural hinterland were meat, coarse bread and salted fish, to which sometimes might be added rice imported from the East.\(^{16}\)

Wine was regularly supplied to slaves in the agricultural districts to "encourage" them in their work, as well as to Hottentot labourers. The "tot" system of the Western Province can boast a long if not venerable ancestry. Both slaves and Hottentots readily took to liquor and the slaves frequently over-indulged. The habit of drinking to excess, implanted from generation to generation, is still one of the besetting sins of the Coloured people.\(^{17}\)

This excessive drinking by a large percentage of the Coloured population is a contributing factor to why almost 40% of the Coloured people are found, from a socio-economic point of view, in the lower group.\(^{18}\)

2.2.4 The European group

The final group which has made a major contribution to the composition of the Coloured group, and without which there would indeed have been no Cape Coloured people, was the European group. The majority of officials and colonists in the Cape Colony were Protestants by religion and North-West European by origin.\(^{19}\)

Most of the original colonists were farmers or artisans, probably of no great refinement, so that the cultural gap between them and the élite of

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\(^{18}\) See par. 2.3.2.

the Eastern slaves and exiles was possibly not great. There were in addition the uncounted seamen of all nations who passed through the Cape down the centuries.\textsuperscript{20}

2.2.5 Miscegenation

In the middle of the seventeenth century no distinction whatsoever appears to have been made between people on account of colour. A profession of Christianity placed non-White and White upon the same level.\textsuperscript{21}

The miscegenation which in its various permutations and combinations was to produce the Coloured people began early with unions, regular or irregular, between Europeans on the one hand and slaves or Hottentots on the other.\textsuperscript{22}

In the original contact-situation, the most important crosses were those between European men and slave or Hottentot women, and between slave men and Hottentot or Hottentot-Bushmen women, that is to say, between the men of the socially superior and the women of the socially inferior groups.\textsuperscript{23}

There were a considerable number of unions, mostly irregular, between slaves and Europeans, especially in the early days of the settlement: during the final years of its existence no less than 75 per cent of the children born at the Cape of slave mothers were half-breeds.\textsuperscript{24}

As the years passed and pride of race grew among the Europeans, sexual intercourse became rarer and more clandestine. Sailors and soldiers, however, did not have the same scruples as colonists.\textsuperscript{25}

\textsuperscript{20} S. Patterson, \textit{Colour and culture in South Africa}, p. 19.
\textsuperscript{21} G.M. Theal, \textit{History and ethnology of Africa}, p. 78.
\textsuperscript{22} J.S. Marais, \textit{The Cape Coloured people}, p. 9.
\textsuperscript{23} S. Patterson, \textit{Colour and culture in South Africa}, p. 18.
\textsuperscript{24} G.M. Theal, \textit{op. cit.}, p. 184.
\textsuperscript{25} J.S. Marais, \textit{op. cit.}, p. 10.
Miscegenation between Europeans and Hottentots also began early. The marriage in 1664 of the Hottentot woman Eva to Pieter van Meerhof, the explorer, is well known. But Eva had few successors, since it soon came to be considered a disgrace for Christians to marry people of colour although they were free. Irregular unions, however, continued, and in the eighteenth century the term Bastard came into general use to denote the cross between Europeans and people of colour, with a presumption in favour of the European-Hottentot cross.²⁶

By the second half of the eighteenth century the Bastards were becoming a people apart from both Boers and Hottentots. They were already tending to intermarry only among themselves, and since they had large families, were rapidly increasing in numbers.²⁷

A third main type of miscegenation, the most important of all in the history of the evolution of the Coloured people, was that between slaves and Hottentots.²⁸ This was possibly due to the high ratio of slave men to slave women and also to the effects of propinquity, as many farmers employed both slaves and Hottentots on their farms.²⁹

From what has been said it becomes clear that the Cape Coloured people of today are the product of an early series of mixed unions, mainly irregular, between Europeans and slaves (half-breeds), European and Hottentots (Bastards), and slaves and Hottentots. More recently, the group has been further augmented and diversified by European-Bantu, Coloured-Bantu and Coloured-Indian crosses, and in addition by innumerable casual sexual contacts with Europeans of all nations.³⁰

The Coloured community, though composed of heterogeneous elements, is mainly Western in culture, social life, religion and language. They are closely integrated into the economy of South Africa and occupy an intermediate position in the racially stratified social structure of South Africa.

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²⁹ S. Patterson, *Colour and culture in South Africa*, p. 20.
³⁰ Ibid., p. 21.
As in other population groups, a class structure is discernable. This class structure amongst the Coloureds is very fluid and makes provision for vertical mobility.

2.3 A SOCIO-ECONOMIC PERSPECTIVE OF THE COLOURED COMMUNITY

The Coloureds of South Africa can be divided into three clearly identifiable groups or strata viz, an upper, a middle and a lower group or stratum.

2.3.1 The upper group

Some 20 per cent of the Coloureds may be classified under the upper group. The heads of the households belonging to this group are mainly employers, professional people and skilled white-collar workers. A large proportion of the Coloureds who may be classified under the upper group own fixed property in the form of houses, businesses or farms. Generally, they have a life style and an outlook on life that correspond closely with those of the White middle class. This upper group therefore consists of educated and civilised Western people. In every important respect it is usually only the colour of their skin that sets this group apart from the average White in South Africa.31

2.3.2 The lower group

The Theron Commission considered that about 40 per cent of the Coloureds had to be classified with the lower stratum. The urban Coloureds belonging to this group included, to a large extent, those households whose breadwinners had no permanent and identifiable employment but were often unemployed or under-employed.32

The Theron Commission found that a relatively large percentage of Coloureds belonging to this group had no stable family relationships, that

32 Ibid., p. 463.
in many cases there was no formal marriage and that the percentage of illegitimate births was very high. Family disorganisation, crime, excessive drinking, drug addiction and work-shyness are alarmingly prevalent among members of the lower stratum.33

The Theron Commission further found that members of this lower group generally had a life style and an outlook on life that departed and differed markedly from the behaviour norms of both the White and the Coloured middle class. The lower group's life style and outlook were in many respects so different from those of middle-class people and displayed such a clearly discernable pattern as to suggest that this group was not only in a state of individual and physical poverty but also had a lower-class way of life. Many of the members of this lower group, the Commission contended, had lapsed into such a state of physical and mental decline that they were actually living in chronic community poverty.34

This community poverty, or subculture as it is also known, is not confined to Coloured people or to South Africa. It is found in many parts of the world, especially in the large industrial complexes, but also in the rural areas. In some of our rural areas large numbers of Coloured people have for a long time lived under conditions of great poverty, as a result of which they have been materially very badly off in respect of housing, clothing and even the basic needs of hygiene and cleanliness. There, as well as in certain urban areas, the more unfortunate aspects of the poverty subculture have come to the fore.35

The condition of poverty in which so many Coloured people live is one of the unfortunate results of a long history, beginning with slavery. The freeing of the slaves was not accompanied by any programme of economic assistance, and to many ex-slaves freedom was to mean only the freedom of the poor. Over the years, and as the cities grew and industrialism increased, there developed both in the cities and on the farms a large category of poor Coloured people.36

33 Republiek van Suid-Afrika, Kommissie van ondersoek, p. 463.
34 Ibid., p. 463.
35 R.E. van der Ross, Myths and attitudes, Cape Town: Tafelberg, 1979, pp. 6-7.
36 Ibid., p. 6.
Children living in an environment of the lower class which is characterised by chronic community poverty cannot be expected to attain educational standards commensurate with the demands of modern society. Resultant educational problems are a high rate of scholastic retardation, early school-leaving to supplement inadequate family income, poor motivation and poor performance.  

There are many children from the lower group who do not go to school, and on those who do the school experience sometimes does not have the desired effect either. A large percentage of the children from the lower group dropout, fail and have reading and learning problems.  

It is often not only easier for the parents but also to their advantage if the children leave school at an early stage and try to earn some extra cash by doing odd jobs. The drop-outs who start off by doing odd jobs are usually doomed to unskilled work for the rest of their lives.  

The problem of the high drop-out rate in Coloured schools is discussed in Chapters 3 and 4 par. 3.4.2 and par. 4.4.2.

2.3.3 The middle group

The middle group in the Coloured community cannot be defined in such clear terms as the upper and lower groups and consists of those who cannot be classified under either the upper or the lower group. On the one hand, therefore, the middle group consists of those Coloured households whose breadwinners lack the income, education, occupational status, housing etc., and do not consistently uphold the life style or have the outlook on life to qualify as middle-class people. On the other hand, the households of the middle group are generally not so poor and have not taken so completely to the characteristic lower-class way of life and attitudes that they have to be classed with the lower group. The middle

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group consists of a number of sub-groups, some of which find more or less common ground with the upper group and some of which more or less link up with the lower group. This middle group, which is left when the two other groups are taken away, constitutes about 40% of the Coloured people.40

2.4 THE RELIGION OF THE COLOURED PEOPLE

In religion, language and their general way of life, the Coloured community has always been closely associated with Whites. Their culture and values are distinctly Western. Eighty-seven per cent of all Coloureds are members of a Christian church. About seven per cent (the Cape Malays) are Muslims. About 90% speak Afrikaans while the rest are mainly English speaking.41

There is no facet of Coloured community life that is not influenced by religion. All church denominations and sects which have adherents in the White community also have followers in the Coloured community.

The Christianisation of the Coloured people as well as the integration of the various Coloured groups with the present Western orientated Coloured community took place during the 19th century. Missionary societies played a decisive role in the Christianisation and Westernisation of the Coloured community.

The Missionary societies not only concentrated on the Christianising of the Coloured people but also strove to uplift them materially and morally. In order to inculcate Christian values in the Coloured people, education was indispensable. Thus during the 19th century the education of the Coloured people was provided solely by the so-called mission schools.42

40 Republiek van Suid-Afrika, Kommissie van ondersoek, p. 464.
42 See Chapter 3 par. 3.3.
A community's religion has a profound effect on its outlook on life or philosophy of life. It determines, *inter alia*, the community's views on the purpose and sense of the individual's earthly life and his ultimate destiny. Or as Van Schalkwyk puts it: "Kenmerkend van die religie is dat dit alle menslike doen en late kleur. Alle menslike aktiwiteit is gewortel in 'n bepaalde religie en dra dienooreenkomstig vrugte wat by die verworteling pas. Die Christelike religie besorg byvoorbeeld aan die mens die Christelike huisgesin, die Christelike staat en die Christelike skool."\(^4^3\)

The education of the Coloured people has been influenced to a very large extent not only by religion but also by politics. The political development of the Coloured people will now be considered.

### 2.5 THE POLITICAL DEVELOPMENT OF THE COLOUREDSDS

The right of the Coloured people to exercise political rights in the Cape Province and Natal dated back to 1853 and 1856 respectively when Representative Government was introduced in these former British Colonies. The Union Constitution of 1909 made provision for the Coloured people to retain their political privileges with the exception that they could not be elected to Parliament. In the Transvaal and the Orange Free State the Coloureds never had the right to vote.

In 1943 the Coloured Advisory Council was formed, with 20 members appointed by the Government. This council had to advise the Government about the needs of the Coloured people. Some Coloured leaders were prepared to co-operate with the Government and regarded the Coloured Advisory Council as the beginning of their own Department of Coloured Affairs. Most Coloureds, however, were opposed to this Council and regarded it as discriminatory.

2.5.1 The National Party's policy of "apartheid" after 1948

Dr Malan's election campaign of 1948 proposed a new dispensation in South Africa. The National Party's starting point was that the Whites, Bantu, Coloured and the Indians constituted separate population groups in the country. Each group was entitled to claim its right to continue as a group, and in order to allow this to happen - to see that each group retained its identity and national characteristics - each group had to develop "apart" from the others.

In practice this meant that the Whites, Coloureds, Indians and Blacks had to develop separately in the political, social and economic fields. In the main apartheid did not differ from the traditional segregation policy which former governments had followed in respect of the different race groups in South Africa. The only difference was that each aspect of apartheid would be enacted as law and placed on the statute-book, thereby making it legally enforceable.

The election cry "apartheid" largely helped the National Party to win the election. Having won, it was in a position to put its policy to practical effect.

In order to get a more comprehensive picture of the policy of apartheid it will be necessary to look at its application in the political, social and educational spheres of the Coloureds, Indians and Blacks in South Africa.

2.5.2 Apartheid in the political sphere

2.5.2.1 The Bantu

The Bantu had been given indirect group representation in the House of Assembly and in the Senate of the Union of South Africa in 1936 in terms of the Bantu Representation Act. In the Cape Province, the Bantu were allowed to elect three White Members of Parliament and in the Union four
Senators. After 1948, the representation of Bantu in the legislative bodies of the country was systematically eliminated.\textsuperscript{44}

The first step was to remove the White representatives of the Bantu people in Parliament and to give legislative approval to the separate homelands policy. This was effected by the Promotion of Bantu Self-Government Act of 1959.\textsuperscript{45} This Act repealed the Bantu Representation Act of 1936 which ended Bantu representation in the House of Assembly and the Senate. This did not mean that the Bantu would be left completely without a vote. The principle of separation had been accepted - the Whites would enjoy political rights in their part of South Africa, and the Bantu in their homelands.

The purpose of the Promotion of Bantu Self-Government Act was to link each Bantu national unit to its own homeland; give guidance to the Bantu national unit in developing its territory to the full; provide development opportunities within the national unit and the homeland; and grant protection to the rights and interests of the Bantu in the homelands.\textsuperscript{46}

The Act stipulated that the Bantu peoples of South Africa do not constitute a homogeneous people, but form eight separate national units - namely the Northern Sotho, Southern Sotho, Swazi, Shangaan-Tsonga, Tswana, Venda, Xhosa and Zulu - which would one day form self-governing Bantu national units.\textsuperscript{47}

This Act led directly to the granting of self-government to the Xhosa through the establishment of the Bantu national unit of the Transkei in 1963. The emancipation of the first Bantu homeland and the establishment of self-government in the Transkei meant the recognition of the various Bantu national units and their right to exercise full political rights in their own areas.\textsuperscript{48}

\textsuperscript{46} F.A. van Jaarsveld, \textit{op. cit.}, pp. 390, 393-394.
\textsuperscript{48} F.A. van Jaarsveld, \textit{op. cit.}, pp. 390, 393-394.
2.5.2.2 The Coloureds

In pursuance of the policy of apartheid, the Malan Government decided to place the Coloureds on a separate voter's roll, so that, like the Bantu in 1936, they would have their own representatives in Parliament. In 1951 the Separate Representation of Voters Act was tabled in Parliament. In 1952 the Bill was declared illegal by the Appeal Court. This Bill was again tabled in Parliament in 1956 and this time it was accepted. The Non-White franchise was changed and the Coloureds were placed on a separate voter's roll. The Coloureds were allowed to vote for four White representatives in the House of Assembly and two in the Cape Provincial Council. The Governor-General appointed one White to represent the Coloureds in the Senate.

The Separate Representation of Voters Act ended the right of the coloured people to vote for the same candidates as Whites in the House of Assembly and in the Cape Provincial Council. This Act, furthermore, provided for the establishment of a Council for Coloured Affairs.

Because the majority of the Coloured people did not accept separate representation in Parliament, the number of registered Coloured voters declined sharply after 1952.

The old Advisory Council (1943) resigned in protest against apartheid in 1951 and was succeeded by the Council for Coloured Affairs in 1959 consisting of 12 elected and 15 nominated members. This council had to advise the Government about the political position of the Coloureds. This was the first positive attempt to place the Coloureds on the road to parallel political development next to the Whites.

The most important organisations in the Coloured community, viz., The Teachers' League of South Africa, the Anti-Coloured Affairs Movement, the Coloured People's National Union, the South African Coloured People's Organisation, the National Liberation League and the Non-European Unity Movement totally rejected the Council for Coloured Affairs and advised their followers not to vote for the members of this Council.
In the ten years after the Coloureds had been placed on separate voters rolls, separate development succeeded apartheid as the Government's policy. In practice there was no difference between the policy of apartheid and separate development. The term apartheid was changed to separate development because of the negative connotation of the word apartheid, especially overseas. In 1968 the Separate Representation of Voters Amendment Act was piloted through Parliament. As a result of this Act the Coloureds lost their White representation in Parliament.

In the same year (1968) the Coloured Persons Representative Council Act was passed in Parliament. This Act provided for the establishment of a Council to consist of 20 nominated and 40 elected members. The aim of the Government with the establishment of the Coloured Persons Representative Council was essentially that it should be a "Coloured Parliament".

The Coloured Persons Representative Council together with a White Minister of Coloured Affairs became responsible for, *inter alia*, Coloured education. During the first election for the Coloured Persons Representative Council in 1969 there was a potential 843 973 voters of whom 637 587 were registered as voters and only 300 918 actually voted (35.7%). In the election of 1975 only 52.5% of Coloureds were registered as voters and an average of 48.3% voted.

The reasons why so few Coloureds actually registered as voters and subsequently voted in the elections were, amongst others, the role the anti-Coloured Persons Representative Council played in persuading Coloureds not to register as voters, not to vote as well as the apathy and frustration that had built up in the Coloured community against the Coloured Persons Representative Council.

The Coloured Persons Representative Council was dissolved in 1980.

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49 See par. 2.5.4.
In order to allow the Coloured and Indian population groups (but not the Blacks) to take part in the election of the Parliament of the Republic of South Africa the South African Constitution was changed in 1984. A tricameral Parliament consisting of three houses was established. The tricameral Parliament consisted of the House of Assembly (Whites) a House of Representatives (Coloureds) and a House of Delegates (Indians). The House of Representatives manages the affairs specifically concerned with the Coloureds which includes Coloured education.

The tricameral Parliamentary system was totally rejected by the majority of the Coloured people. In the elections of 1984 and 1989 the majority of the Coloured voters boycotted the elections and did not vote. Today (1992) the tricameral Parliament stands rejected by the majority of the people of South Africa because it entrenched apartheid in the Constitution and it excluded the majority of the South African population, viz, the Blacks. The tricameral Parliament also caused boycotts in Coloured schools.59

2.5.2.3 The Indians

In 1946 the Indians were granted separate representation by three White Members of Parliament and two Senators in the Central Parliament, but, after this token representation had been rejected by the Indian people themselves, it was repealed by the National Party Government in 1948.

The National Party regarded the Indians, just as the Coloureds and the Blacks, as a separate ethnic group and also applied its policy of apartheid or separate development to them. Under the Separate Representation of Voters Act of 1956 the Cape Indians, like the Coloureds, were removed from the common voters roll and placed on a separate roll.

When South Africa became a Republic a Department of Indian Affairs was established with the aim of improving the political, economic and social position of the Indians. In 1968 the South African Indian Council was

59 See Chapter 4 par. 4.4.5.
established. Through this Council the Indians could advise the government on their political, social, economic, cultural and educational interests.

In 1985 the South African Council for Indians was replaced by the House of Delegates in the tri-cameral Parliament. The tri-cameral Parliament was also rejected by the majority of the Indian people and they too, just like the Coloureds, boycotted the elections.

Because the policy of apartheid had a profound effect on the Coloured people its effects in the social and educational spheres will now receive attention.

2.5.3 Apartheid in the social sphere

2.5.3.1 The Prohibition of the Mixed Marriages Act, 1949

The Prohibition of the Mixed Marriages Act, 1949, prohibited marriages between Europeans and Non-Europeans. This Act, therefore, also prohibited marriages between Europeans and Coloureds.\(^{54}\)

2.5.3.2 The Immorality Amendment Act, 1950

The Immorality Act of 1927 prohibited illicit carnal intercourse between Whites and Natives. The Immorality Amendment Act of 1950 prohibited illicit carnal intercourse between Whites and Non-Europeans. This Act, therefore, also prohibited illicit carnal intercourse between Europeans and Coloureds.\(^{55}\)

2.5.3.3 Population Registration Act, 1950

This Act provided for the classification and registration of every person over the age of 16 as White, Coloured, Indian or Bantu, and every

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Coloured person and every Bantu person whose name was included in the national register would be classified according to the ethnic group to which he belonged.  

When this Bill was introduced in Parliament it was claimed that the national register would have great value in the administration of the industrial and social welfare laws, in controlling unlawful immigration, crime and vagrancy, and, particularly, in the administration of Bantu legislation and in the application of apartheid in general. The Government regarded the register as the cornerstone on which to base its apartheid programme.  

2.5.3.4 Group Areas Act, 1950

This Act provided for the following groups:
(i) A White group;
(ii) a Native group;
(iii) a Coloured group; and
(iv) any other group as defined by the Governor-General.

This Act furthermore provided for the establishment of group areas (residential segregation) for the various groups.

The stipulation of this Act meant that the principle of racial separation was introduced as far as the ownership or occupation of land and property were concerned. Members of the Coloured group could only exercise their land tenure rights and privileges in those areas allocated to the Coloured group. Coloured schools, for example, could only be built in an area designated as Coloured.

2.5.3.5 The Reservation of Separate Amenities Act, 1953

The Reservation of Separate Amenities Act, 1953, provided for the reservation of public premises and vehicles or portions thereof for the exclusive use of persons of a particular race or class.\(^59\)

In terms of this Act racial separation had, since then, been progressively brought about in Government premises such as railway stations and post offices. Local authorities were required to enforce segregation in the use of public halls, public transport, libraries and beaches. Welfare and scientific bodies, sports organizations, and owners of cinemas and theatres, too, were required to bring about segregation on racial lines where this did not already exist.\(^60\)

2.5.4 Apartheid in the educational sphere

The State-controlled education systems of today are little more than a century old. It was only at the end of the 19th century that the government gradually began to take control of secular education.\(^61\)

The education of races other than Whites was left mainly to missionary societies and churches well into the 20th century, but with increasing financial and other State aid and supervision. In 1910 the Union of South Africa was formed and the Cape Province, the Transvaal, the Orange Free State and Natal became provinces of the new State. Each Province retained control over all primary and secondary education within its boundaries.

Thus the education of all population groups viz, Whites, Coloureds, Indians and Africans in a particular province was controlled by one education department in that province. All population groups in that particular province would then, for example, follow the same syllabi, write the same


\(^{60}\) Horrell, op. cit., p. 99.

\(^{61}\) See Chapter 3 par. 3.3.
matric examination, and receive the same matric certificates issued by the same examining body (education department).

The policy of apartheid (or separate development) was also applied in the educational field. The concept of separate development was embodied in the Education Acts of the Bantu (Act 47 of 1953), the Coloureds (Act 47 of 1963) and the Indians (Act 61 of 1965).  

On 1 November 1953 the Bantu Education Act was adopted by Parliament. As a result of this Act the administration and control of Bantu education was transferred from the Provincial Administration to the Central Government.  

In terms of the Coloured Persons Education Act the control of education for Coloured pupils was, from the beginning of 1964, transferred from the Provinces to a Division of Education within the Coloured Affairs Department.  

An Indian's Education Act was passed in 1965, again providing for State instead of Provincial control. It came into operation in Natal during 1966, in the Transvaal the following year and in the Cape Province in 1971.

The establishment of autonomous Black education departments came of the ground in the Transkei in 1963. Since then more than nine education departments have been established in the various national states (as well as in the independent states). The result is that today the Department of Education and Training (established through the Education and Training Act, 1979) is responsible only for the education of Blacks in those areas under the direct control of the Central Government of the Republic of South Africa.

When the Coloured Persons Representative Council with its administrative body, the Administration of Coloured Affairs, was instituted in 1969, the

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64 Rhoodie, *op. cit.*, p. 486.
control of the education of the Coloured people became its responsibility. This Council was dissolved in 1980.

After the dissolution of the Coloured Representative Council the education of the Coloured people became the responsibility of a White Minister. The Department was renamed the Department of Internal Affairs. The Affairs of the Indian community also became its responsibility but as a separate component.

In 1984 the House of Representatives and the House of Delegates became responsible for the education of Coloureds and Indians respectively.

Thus today (1992) we have different education departments for Whites, Coloureds, Indians and Blacks in the Republic of South Africa as well as the various education departments for Blacks in the Homelands and independent states.

This division of education into different ethnic departments has given rise to dissatisfaction amongst the non-Whites. The non-Whites believe that it is because of the existence of separate education departments for the separate race groups that vast disparities exist between the education of the different race groups in respect of per-capita expenditure and the standard of education. The non-Whites insist on one, non-racial education department for all population groups. This call for one, non-racial education department has in turn resulted in school boycotts. The effects of school boycotts on the actualization of effective education for Coloureds is discussed in Chapter 4, par. 4.4.5.

In Chapter 1 par. 1.10 it was stated that all education systems are, because of their general nature, comprised of the same components. Thus for the sake of completeness it is also necessary to discuss at this stage the Coloured education structure. Furthermore, an assessment will be made in Chapter 5 par. 5.5 of whether the Coloured education system functions effectively.
2.6 THE COLOURED EDUCATION STRUCTURE

According to the 1983 Constitution the education of the Coloured population group falls under a Coloured Minister of Education and Culture (Administration: House of Representatives). The Department of Education and Culture (Administration: House of Representatives) manages and controls the education of the Coloured people as well as promoting culture amongst the Coloured people. The Department is subdivided into three Chief Directorates, viz, the Chief Directorate: Professional planning services; the Chief Directorate: Special education and extra-curricular services and the Chief Directorate; Professional control.

2.6.1 Chief Directorate: Professional planning services

The aim of this Directorate is to render professional planning services and its functions include supplying scientifically founded advice and information in connection with all aspects of education; planning physical facilities and stock for education institutions; planning pre-primary, primary and secondary teaching; and planning teacher training.65

2.6.2 Chief Directorate: Special education and extra-curricular services

The aim of this Directorate is to plan and control special and extra-curricular services. Its functions include the planning and control of: school psychological services; technical teaching and training; audio-visual services; library services; extra-curricular and auxiliary services; and Children's Act schools and special education.66

2.6.3 Chief Directorate: Professional control

The aim of this Directorate is to maintain professional standards. Its functions include conducting school inspections; conducting inspections

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66 House of Representatives, *Education for Life*, p. 94.
regarding teacher training; conducting inspections regarding technical training; and promoting subject advisory services.\textsuperscript{67}

There is also a Council for Culture and Recreation whose aim it is to advance culture, sport and recreation.

2.7 CONCLUSION

In this chapter an analysis was made in respect of the origins of the Coloured people, their socio-economic position, their religion, their political development and the influence of apartheid on Coloureds - socially, politically and educationally. The analysis also showed how the socio-economic position of 40% of the Coloureds led to many pupils dropping out from school. Furthermore, the political subordination of the Coloured people retarded their own political development as well as developments in their education. Also, the fact that the Coloured education system has all the components of an education system does not automatically mean that it is an effective system of education, where educative teaching and learning takes place.

Consequently, it becomes necessary to identify the impediments in the actualization of effective education for Coloureds. Chapter 3 will deal with the period 1910 - 1963 and Chapter 4 will deal with the period 1964 - 1989, after Coloured education was transferred from the Cape Provincial Administration to a Central Government Department. In Chapter 5 a critical evaluation of these impediments will be made.

\textsuperscript{67} House of Representatives, \textit{Education for Life}, p. 97.
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CHAPTER 3

COLOURED EDUCATION UNDER THE CONTROL OF THE CAPE PROVINCIAL ADMINISTRATION: 1910 - 1963

3.1 INTRODUCTION

In Chapter 2 we have made an intensive historical survey of the Coloured people of South Africa. Today (1992) it is evident that there are very serious problems in the Coloured educational system. These problems, in turn, have a very detrimental effect on the standard of Coloured education.

Most of these problems can be traced back to the beginning of this century. They are, *inter alia*, the shortage of school accommodation, the high drop-out rate, the shortage of qualified Coloured school teachers, especially qualified secondary school teachers, and the low *per-capita* expenditure on Coloured education.

In this chapter a closer look will be taken at these problems during the period 1910 - 1963. This is to be done with the aim of establishing the casual factors, and in so doing facilitating possible recommendations at a later stage.

At this stage it is necessary to look at the distribution of the Coloured population. In this manner it will be established where the majority of them live.

3.2 DISTRIBUTION OF THE COLOURED POPULATION

In 1986 the Coloured community of South Africa numbered 2 800 000. Some 86% of all Coloureds (2 400 000) in the Republic of South Africa lived in the Cape Province, mostly in the Cape Peninsula and vicinity.¹

Table 3.1 shows the distribution of the Coloured people in the various provinces for the periods 1911 and 1960.

**TABLE 3.1: DISTRIBUTION OF THE COLOURED POPULATION FOR THE PERIODS 1911² AND 1960³**

<table>
<thead>
<tr>
<th>Province</th>
<th>1911</th>
<th>%</th>
<th>1960</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cape</td>
<td>454 897</td>
<td>86,6</td>
<td>1 330 089</td>
<td>88,1</td>
</tr>
<tr>
<td>Natal</td>
<td>9 111</td>
<td>1,7</td>
<td>45 253</td>
<td>3,0</td>
</tr>
<tr>
<td>Orange Free State</td>
<td>27 054</td>
<td>5,1</td>
<td>25 909</td>
<td>1,7</td>
</tr>
<tr>
<td>Transvaal</td>
<td>34 793</td>
<td>6,6</td>
<td>108 007</td>
<td>7,2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>525 466</td>
<td>100,0</td>
<td>1 509 258</td>
<td>100,0</td>
</tr>
</tbody>
</table>

From table 3.1 it can be seen that the majority of Coloureds, 86,6% in 1911 and 88,1% in 1960, resided in the Cape Province during the period under review. It will, therefore, suffice to refer only to the Cape Province in order to get an overall view of these problems experienced by the Coloured people in their educational system for the period 1910 - 1963.

### 3.3 HISTORICAL SURVEY OF COLOURED EDUCATION IN THE CAPE PROVINCE

The first school was established at the Cape of Good Hope in 1656. It was not a school for children as there were hardly any children of school-going age at that time. It was a school for adult slaves who were employed by the Dutch East India Company (D.E.I.C.), which established and administered the settlement at the Cape from 1652 to 1795. The purpose of the school, which functioned only sporadically as the need

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⁴ Percentages worked out by the researcher.
arose, was to teach the new slaves the Dutch language and the basic principles of Christianity.\(^5\)

The first mixed public school was founded at the Cape in 1663. In this school 17 children were taken up, viz., 12 Europeans, 4 slaves and 1 Hottentot. Whereas the slave school was founded to serve the interest of a definite group, the school of 1663 had to cater for all the children of the community and no distinction according to colour was recognised.\(^6\)

These public schools of which several came into existence during the seventeenth and eighteenth centuries, were attended by the children of the officials who worked for the Dutch East India Company at the Cape and the free farming settlers. Education at these schools was neither free nor compulsory. School fees were charged and only children of the more well-to-do people could afford to attend these schools. This meant that few slave children attended these schools. A few Hottentot children, presumably children of Hottentots who were locally employed, were also enrolled.\(^7\)

In the eighteenth century public schools which offered a more advanced education were established. No non-White pupils attended these public schools because they could not afford the high fees and, in any case, never reached such an advanced scholastic stage.\(^8\)

The first mission school was established at the Cape by George Schmidt in 1737.\(^9\) By 1794 70 children and 100 adults were being taught at Baviaanskloof (Genadendal). The Moravian Church continued to build on this foundation. Early in the nineteenth century representatives of other


\(^8\) *Ibid.*, p. 3.

denominations such as the London Missionary Society, the South African Missionary Society, the Rhenish Missionary Society, the Berlin Missionary Society and the Weslyan Missionary Society began to provide education to Hottentots and other indigenous people in South Africa and to minister to their spiritual needs. When the slaves were emancipated in 1834 official distinctions made between Hottentots, slaves, Free Blacks and others of mixed descent fell away, and a heterogeneous group, which was subsequently to be known as the "Coloureds", emerged. At this stage the churches assumed full responsibility for the education of Hottentots, Free Blacks and Freed Slaves.

Up to 1841 the education of the Coloured races developed in a haphazard, uncertain manner and lacking any principle of continuity. In that year, however, the Government intervened in an effective manner by paying grants to mission schools of up to £30 for the sole purpose of augmenting the salaries of teachers. As a result of this measure the number of mission schools increased considerably. By the year 1860 there were 123 such schools in receipt of Government grants with a total enrolment of over 14 000 pupils.

The Education Act of 1865 made provision for Government aid to all schools, viz., on the £- for –£ basis to public schools and £15 to £75 per annum to mission schools.

Because public schools merely provided for the needs of that section of the population which could contribute to the maintenance of schools, Coloured education increasingly became the sphere of activity of the churches, and more and more mission schools were established. Most of the Coloured schools were, in the nature of things, denominational schools.

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10 See Chapter 2 par. 2.2.
and so the local management was in the hands of the missionary in charge of the church body.\textsuperscript{14}

Initially no distinction was made between the various population groups as far as attending undenominational schools was concerned. Proclamation 388 of 1895, however, provided that "European" mission schools could be established in certain towns under certain circumstances. This was done to give underprivileged White families the opportunity of sending their children to school. In spite of this attempt, however, White pupils continued to attend the same schools as Coloureds up to the year 1910.\textsuperscript{15}

It was only when the numbers of pupils greatly increased and the social and economic development of the population became important that the State took steps to support and supplement the efforts of the churches.

As a result of the granting of financial assistance to the various mission bodies, the Government slowly but surely began to extend its control over the mission schools. The original conditions under which aid was granted in 1841 gradually led to these schools being made subject to the general supervision and inspection system imposed by the Superintendent-General of Education. These measures of control led to mission schools being compelled to follow the syllabi laid down by the Cape Education Department. In addition, the appointment of their teachers became subject to departmental approval, and the standard of their pupils' work was controlled by the Department's inspectors of schools.\textsuperscript{16}

Eventually, however, the Church could no longer meet all the requirements on her own, and the State was obliged not only to establish its own schools, but also to take over some of the mission schools.

The first State schools for Coloured children in the Cape Province were established under the School Board Act of 1905. This Act made provision

\textsuperscript{16} \textit{Ibid.}, p. 22.
for the establishment and administration of undenominational schools for non-Whites. The Act also provided for school boards to control the schools and to work for the extension of educational facilities for non-Whites.\textsuperscript{17}

In 1910 the Cape of Good Hope, the Transvaal, the Orange Free State and Natal formed the Union of South Africa. Each of these regions became a province of the Union of South Africa and these provinces retained control over primary education, secondary education and the training of primary school teachers. In 1964 the control of all Coloured education was transferred to the Department of Coloured education.

During the period 1910 - 1963 there were a number of problems in Coloured education in the Cape Province.

3.4 IMPEDIMENTS IN THE ACTUALIZATION OF EFFECTIVE EDUCATION FOR COLOURED S IN THE CAPE PROVINCE 1910 - 1963

As already mentioned above, during the period 1910 - 1963 there were a number of serious problems in Coloured education in the Cape Province. These problems, as already mentioned,\textsuperscript{18} were, \textit{inter alia}, the shortage of school accommodation; the high drop out rate; the shortage of qualified secondary school teachers and the low \textit{per-capita} expenditure on Coloured education.

Each of these problems will be discussed separately.

3.4.1 The shortage of school accommodation

3.4.1.1 Introduction

One of the most pressing problems in Coloured education in the Cape Province during the period under review was the acute shortage of school accommodation. This vexing problem will now be discussed in detail.

\textsuperscript{17} Cape of Good Hope, \textit{Education Act No. 35 of 1905}, Cape Town: Cape Times, 1905, p. 7.

\textsuperscript{18} See par. 3.1.
3.4.1.2 The shortage of school accommodation

Table 3.2 shows the number of Coloured schools built in the Cape Province for the period 1922 - 1963.

<table>
<thead>
<tr>
<th></th>
<th>1945</th>
<th>1950</th>
<th>1955</th>
<th>1960</th>
<th>1963</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools</td>
<td>1 061</td>
<td>1 143</td>
<td>1 265</td>
<td>1 422</td>
<td>1 568</td>
</tr>
</tbody>
</table>

From table 3.2 above it can be seen that the number of Coloured schools in the Cape Province rose from 1 061 in 1945 to 1 568 in 1963. This was an increase of 507 schools or 47.8% over a period of 18 years. During the same period the number of Coloured pupils rose from 154 810 to 298 816. This was an increase of 133 008 or 93% over the same period.

From the statistics above it is evident that the provision of school accommodation for Coloured pupils in the Cape Province for the period under review did not keep pace with the increase in Coloured pupil numbers over the same period.

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There was a serious shortage of classroom accommodation in Coloured schools throughout the period 1910 - 1963.

On 1 July 1920 an important step was taken as far as Coloured education in the Cape Province was concerned when school fees for Coloured pupils were abolished. The abolition of school fees led to an increase in the enrolment of Coloured pupils beyond the limits permitted by the available accommodation and teaching power in Coloured schools.

The shortage of school accommodation in 1920 led to overcrowding in Coloured schools. In many cases the classes were far too large and there was a need for more school accommodation.26

In that same year (1920) an inspector of education, Dr B.J. Haarhof, stated in his inspection report that the work in Coloured schools, which he visited, was very poor. One of the reasons he gave for this state of affairs was that these schools were more than overcrowded.27

Although rent grants in respect of mission schools were paid to recognised mission bodies at the rate of 3% on the building costs from 1 April 1918,28 the churches struggled to provide enough school accommodation for Coloured pupils.

In order to assist the mission bodies further to provide enough school accommodation for Coloured pupils the Cape Provincial Council promulgated Ordinance No. 26 of 1920. According to this Ordinance the Cape Provincial Administration undertook to pay rental for the hire of school buildings erected by the churches and missionary societies.29

Notwithstanding the rental paid by the education authorities to the


missionary institutions the serious shortage of classroom accommodation persisted.

In 1921 it was reported by inspectors of education that the provision of new school buildings to cope with the increased enrolment of Coloured pupils was a matter of urgent necessity. In many places, the inspectors reported, the overflow had been housed in hired rooms at a considerable distance from the main buildings. This, the inspectors reported, made the task of organising and supervising the activities of schools a matter of supreme difficulty. Furthermore, they reported, many of the hired buildings were constructed of wood and iron and as a result the pupils suffered from the extremes of temperature.

This serious shortage of school accommodation for Coloured pupils was confirmed by the Provincial Finances Commission of 1923 which reported that the general provision of educational facilities for Coloured people left much to be desired.

By 1925 the initiative to provide suitable school accommodation for Coloured pupils rested entirely on the shoulders of the churches.

In his annual report for 1925 the Superintendent-General of Education pointed out that with the best will in the world, especially in the thickly populated centres, the churches were unable to cope with the problem of providing enough suitable accommodation for Coloured pupils.

In September 1925 the Cape Provincial Administration appointed the Viljoen Commission to inquire into the whole question of Coloured education and to submit recommendations on, *inter alia*, school accommodation.

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The Viljoen Commission found that Coloured children who were enrolled in the schools of the Cape Province represented 40.3% of the Coloured child population between the ages of 6 and 15 years. The commission also found that in the Cape and suburban area the proportion of Coloured children enrolled was approximately 70% of the child population of that area.33

The Viljoen Commission considered that it would be extremely difficult, if not impossible, for Coloured children who required to be brought into school in the urban area to find school places, unless means were found to provide the capital sums needed for the erection of school buildings by the churches and other recognised bodies.34

The Viljoen Commission recommended that loans be made to church bodies for the erection of schools and that an annual grant be paid to church and missionary bodies in respect of buildings erected or acquired prior to 1918.35

In conclusion the Commission stated the following:36

(a) That the enrolment of Coloured pupils had, in many cases, increased to such an extent that there was not enough accommodation or teachers for them. Coloured schools in urban areas, generally, were overcrowded to such an extent, and the classes were so large, in many instances, as to preclude the possibility of adequate attention being given to pupils;

(b) the churches, to which the Coloured community and the State owed a deep debt of gratitude, were unable, owing to the lack of funds, to cope with the situation; and the missionaries confidently looked to the State for relief; and

34 Ibid., p. 173.
36 Ibid., pp. 177-178.
(c) the Commission believed that whatever additional funds could be found would be wisely spent on, *inter alia*, the establishing of new schools and providing much needed accommodation for Coloured pupils.

As a result of the recommendations of the Viljoen Commission, grants were paid to church and missionary bodies in respect of old school buildings and an increased interest was paid on new buildings.\(^37\) From 1928 the Cape Provincial Administration paid the churches 6% interest for all money spent on Coloured school buildings.\(^38\)

Nevertheless, the shortage of school accommodation persisted and thousands of Coloured children were growing up without any means of education.

In his annual report for 1931 the Superintendent-General of education stated that the authorities had to bend all their energies in order to give to Coloured children the educational facilities which every child, irrespective of race or colour, had the right to claim.\(^39\)

Because of the acute shortage of school accommodation for Coloured pupils in 1934 the Teachers' League of South Africa said that there were approximately 30 000 Coloured children who were not receiving the benefits of education. The League said that it had become absolutely necessary for the Government to provide all the school buildings in which Coloured school children had to be taught.\(^40\)

The League further pointed out that besides the 30 000 Coloured children who sought admission to school, account had also to be taken of the

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\(^40\) The Teachers' League of South Africa, *The Educational Journal*, vol. IX, no. 1, August 1934, pp. 7–8.
natural increase in the Coloured population. The League called for a united effort to urge the Government to take full responsibility for the education of Coloured children.41

On 13 July 1934 the Government responded by appointing the Wilcocks Commission of inquiry regarding the Cape Coloured population of the Union of South Africa. The terms of reference of this Commission also included the education of the Coloured people of South Africa.42

As a result of the continuing shortage of Coloured school accommodation the education of the Coloured child was seriously handicapped especially by the unwieldy classes with which many teachers in Coloured schools had to deal.

This situation was so serious that the Superintendent-General of Education stated in his report for the years 1934 and 1935 that if the position regarding school accommodation for Coloured pupils could not be improved, he would seriously have to consider fixing definite quotas per teacher beyond which no additional pupils would be enrolled.43

In 1937 the Teachers' League of South Africa again emphasised the shortage of Coloured school accommodation. The league said that it was not unusual to find 60, and in some cases over 80 pupils housed in classrooms that were originally designed to accommodate not more than 50 scholars. The league contended that, from an educational point of view, this only meant inefficient teaching and a waste of educational expenditure.44

The Teachers' League also stated that because of gross overcrowding,

42 See pp. 65-66 for the findings and recommendations of this Commission.
large numbers of children in the urban areas could not be accommodated in schools and were roaming about the streets.\textsuperscript{45}

The League scathingly continued and stated that there was a surprisingly large number of schools where children were taught under appalling conditions. Many such places, the League pointed out, were not fit to be classed as schools. They belonged, the League said, to an earlier age, when men knew little of health and sanitation, and when slavery and ignorance were allied with cruelty and harshness.\textsuperscript{46}

In 1937 the Wilcocks Commission published its findings. As far as the provision of school buildings for Coloured pupils was concerned the Wilcocks Commission found that by 1936 there were 46 undenominational or government controlled schools. The Commission found that the onus of providing undenominational school accommodation was the responsibility of the Cape Provincial Administration. The Commission also found that in that same year (1937) there were 788 mission schools.\textsuperscript{47}

The Wilcocks Commission also found that Coloured school enrolment was increasing at such a rapid rate that it was not possible for the churches and the Provincial Administration working together to even provide the minimum public school facilities for the annual increase in pupils.\textsuperscript{48}

The Commission further found that apart from being overcrowded, many of the older church buildings were entirely unsuitable for school purposes and should have been condemned by the authorities years ago.\textsuperscript{49}

Even though the view was repeatedly expressed that the State should take Coloured education out of the hands of the churches, the Wilcocks Com-

\textsuperscript{45} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XI, no. 3, p. 3.
\textsuperscript{46} \textit{Ibid.}, p. 3.
\textsuperscript{47} Union of South Africa, \textit{Report of the commission of inquiry regarding Cape Coloured population}, 1937, pp. 142-143.
\textsuperscript{48} \textit{Ibid.}, p. 167.
\textsuperscript{49} \textit{Ibid.}, p. 168.
mission was not in favour of relieving the churches of the responsibility of any of the schools which they had under their management.

The Wilcocks Commission, however, came to the conclusion that by having to maintain educational facilities for nearly 100 000 Coloured children, the churches had reached the limits of their capabilities.\(^50\)

The Wilcocks Commission recommended the following as far as the provision of school buildings for Coloured pupils was concerned:\(^51\)

(a) Existing church schools should be maintained and that new schools could be established in localities which were unprovided for, i.e., situated outside a five mile radius of an existing school. Public schools should supplement denominational schools in the more thickly-populated areas;

(b) that Provincial authorities carry out a thorough inspection of all mission school buildings with a view to deciding which were suitable for school use; and

(c) where there was more than one Coloured primary school in a community the educational authorities should, wherever practicable, combine such schools or sections thereof so that greater educational efficiency could result.

In the same year that the findings and recommendations of the Wilcocks Commission were published, the Teachers' League of South Africa again addressed the problem of the shortage of school accommodation for Coloured pupils.

The League pleaded for more schools to house the thousands of children who did not receive the benefits of a civilized education. The League also


pointed out that more schools were needed to relieve the congestion in Coloured schools which were badly overcrowded.\textsuperscript{52}

The League also emphasised the fact that the State was in a much better position than the churches to provide school accommodation for Coloured pupils. The League pointed out that because the State collected its revenue from all its people whether they were White, Coloured or Native, it was the duty of the State to provide education for all its citizens. The League further stated that because of the reluctance of the State to build schools for Coloured pupils there were, in 1937, over 600 church schools as against some thirty odd Board or public schools.\textsuperscript{53}

By 1939 nothing was done as far as the recommendations of the Wilcocks Commission on the provision of school buildings were concerned. In that year the Teachers' League appealed to the authorities to raise the subsidy of Coloured pupils from £5.5s per head to £8. The League argued that if the subsidy were raised many new schools could be erected and a number of extensions could be made to existing schools. This, the League stated, would enable thousands of Coloured pupils, who were adversely affected by the shortage of accommodation, to attend school.\textsuperscript{54}

In 1939 the Superintendent-General of Education submitted a memorandum dealing with the recommendations of the Wilcocks Commission to the Cape Provincial Administration. In his report for the year ended 1939, the Superintendent-General of Education stated that he trusted that effect would be given to the recommendations of the Wilcocks Commission.\textsuperscript{55}

Notwithstanding the recommendations of the Wilcocks Commission and the memorandum on these recommendations submitted by the Superintendent-

\textsuperscript{52} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XII, no. 1, pp. 6-7.
\textsuperscript{53} \textit{Ibid.}, pp. 6-7.
\textsuperscript{54} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XIV, no. 1, August 1939, p. 7.
General of Education, there was little or no change at all as far as mission schools were concerned.

After 1939 the State-aided mission schools became the subject of much criticism and many of the defects from which Coloured education suffered were attributed to the mission school system. Furthermore, the need for more undenominational schools was also stressed.

In 1944 the Provincial Finance Resources Committee stated that it was the function of the Cape Provincial Administration to provide adequate educational facilities for all Coloured children of school-going age, and that it could not rid itself of that responsibility. The Committee said that it was the duty of the Cape Provincial Administration to see to it that adequate accommodation for Coloured pupils was provided and to make the necessary financial provision to ensure that the accommodation was adequate.\textsuperscript{56}

The Provincial Finance Resources Committee assumed in their report that 100 000 Coloured pupils were housed in unsuitable school buildings which had to be replaced.\textsuperscript{57} To determine the annual cost of providing accommodation for 100 000 Coloured pupils the Committee took an annual rent cost of £1 per pupil. On this basis, the Committee calculated that to provide suitable accommodation for these pupils would cost £100 000 per annum.\textsuperscript{58}

The Provincial Finance Resources Committee concluded that if the Cape Provincial Administration adopted the subsidy as indicated, the Administration could reasonably be expected to make the financial provision that would ensure the proper accommodation for every Coloured child, whether in a State or State-aided school.\textsuperscript{59}


\textsuperscript{57} See findings of the Wilcocks Commission on p. 65.

\textsuperscript{58} Union of South Africa, \textit{Report of the provincial finance resources committee}, p. 49.

\textsuperscript{59} \textit{Ibid.}, p. 32.
In 1945 the Teachers' League again launched a scathing attack on overcrowding and the shortage of school accommodation in Coloured schools.

The League stated in no uncertain terms that overcrowding in Coloured schools was rife and that many of the buildings provided were unsuitable; even disused prison cells, old barns, tobacco stores, workshops and curtained halls were used as schools. The League said that it would continue, as in the past, to make the strongest representations against such medieval school accommodation.60

The Cape Provincial Administration gave the matter of the shortage of school accommodation and overcrowding in Coloured schools its earnest and sympathetic attention.

In 1945 the Cape Provincial Administration accepted the recommendation of the Provincial Finance Resources Committee61 when it adopted Ordinance No. 11. This Ordinance provided, inter alia, for the spending of not less than £100 000 per annum for a period of 10 years for the acquisition of ground and buildings and for the construction and improvement of buildings for undenominational public schools for Coloured pupils.62

Progress in carrying out the above-mentioned programme was, however, slow, owing to the general shortage of manpower and building material.63

In his presidential address, Mr E.M. Gordon, of the Teachers' League, criticised Ordinance No. 11 of 1945. He said that the Ordinance completely ignored the needs of Coloured education. He said that the £100 000 per annum for 10 years would only provide 1,000 additional classrooms for the pupils who were not attending school.64

61 See p. 68.
62 Union of South Africa, Province of the Cape of Good Hope, Ordinance No. 11 of 1945, Cape Town: Juta & Co. Ltd, 1945, p. 88.
He went on to say that many Coloured pupils were denied decent school buildings which were pleasantly situated, properly lighted, heated and ventilated. The State, he said, had condemned Coloured pupils to spend their most impressionable years in ugly and dismal erections, situated in depressing, noisy streets, ill-ventilated, lacking in sanity provision and without playing fields.\textsuperscript{65}

In the 1946/47 financial year the Cape Provincial Administration provided for £248 422 in the Capital Estimates to provide school accommodation for Coloured children.\textsuperscript{66}

In 1947 the Superintendent-General of Education reported that steady progress was made with the provision of school accommodation for Coloured pupils. He, however, said that the building position was difficult because of the scarcity of skilled labour and the large number of school building schemes which were waiting to be executed.\textsuperscript{67}

Because of the serious shortage of school accommodation for Coloured pupils the Cape Provincial Administration further increased the amount to be spent on the provision of school accommodation.

In the 1947/48 financial year an amount of £351 407 was allocated by the Cape Provincial Council to provide school accommodation for Coloured pupils.\textsuperscript{68}

Thus, in his annual report for the years 1948 and 1949, the Superintendent-General of Education could report that even though the building conditions remained difficult, steady progress was made with the provision

\textsuperscript{65} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XX, no. 1, p. 2.


\textsuperscript{68} \textit{Ibid.}, p. 22.
of school accommodation both by the erection of additional classrooms at existing schools and by the erection of new schools.\textsuperscript{69}

The demand for school accommodation, especially secondary school accommodation, was so high during the years 1947 to 1951 that the Cape Education Department considered it necessary to provide school facilities for Coloured pupils in hired buildings.

In 1952 the Teachers' Educational and Professional Association (T.E.P.A.) also criticised the shortage of school accommodation for Coloured children. The T.E.P.A. stated that as a result of the shortage of school accommodation thousands of Coloured children of school-going age were forced to spend their time outside the school. The T.E.P.A. went on to say that in the Cape Peninsula alone, between 2 000 and 3 000 children of school-going age, were refused permission to be admitted to school as a result of the shortage of school accommodation.\textsuperscript{70}

In 1953 another Commission was appointed to inquire into and to make recommendations on matters concerning Coloured education. This Commission, later to be known as the Botha Commission, reported its findings in February 1956.

The Botha Commission found that there were 5 480 Standard VI pupils in 400 primary schools (denominational and undenominational) who, owing to the shortage of secondary school facilities, could not be transferred to secondary or high schools.\textsuperscript{71}

The Commission also found that in order to transfer all these pupils it was necessary to, \textit{inter alia}, increase the accommodation at existing secondary

\begin{itemize}
\item \textsuperscript{70} Teacher's Educational and Professional Association, \textit{Educational News}, vol. 7, no. 2, September 1952, p. 38.
\end{itemize}
and high schools on a large scale and to establish a large number of new secondary schools.\textsuperscript{72}

The Botha Commission established that in order to meet certain immediate accommodation needs 172 classrooms had to be erected immediately.\textsuperscript{73}

The Commission also pointed out that in order to provide all the additional classrooms and buildings needed for the 5,480 pupils mentioned on p. 71 would call for an expenditure of about £718,000. The Commission also took into account that the provision of this accommodation would possibly be spread over a number of years.\textsuperscript{74}

As far as the shortage of primary school accommodation was concerned the Botha Commission stated that it could not make an estimate of the financial implications involved because it did not have sufficient data at its disposal; also the vast majority of the school buildings belonged to mission churches and the Cape Provincial Administration was not empowered to make additions to such buildings.\textsuperscript{75}

The acute shortage of classrooms resulted in serious overcrowding in Coloured schools. In this respect the Botha Commission found that:\textsuperscript{76}

(a) in only 26\% of the schools in the Cape Province there was no overcrowding;

(b) in 42\% of the schools that were overcrowded no satisfactory work could be done;

(c) in 8\% of the schools overcrowding constituted 30\% and over of the enrolment; and

(d) the state of affairs in (b) above was critical.

\textsuperscript{73} \textit{Ibid.}, p. 18.
\textsuperscript{74} \textit{Ibid.}, p. 18.
\textsuperscript{75} \textit{Ibid.}, p. 18.
\textsuperscript{76} \textit{Ibid.}, p. 59.
The Botha Commission found that the main reasons for overcrowded classes in Coloured schools were:

(a) the tremendous expansion in Coloured education;

(b) the leeway which the Cape Province has had to make in the provision of school buildings since the First World War;

(c) the high costs of building since the Second World War, and, in consequence;

(d) the inability of the State and the churches to keep pace with the provision of the necessary accommodation.

In order to provide accommodation for the 5,480 Standard VI pupils mentioned earlier on p. 71 the Botha Commission made, *inter alia*, the following recommendations:

(a) that the primary curriculum at all primary schools should end at Standard V;

(b) all Standard VI classes within reach of secondary institutions should be transferred to such schools;

(c) where as a result of a shortage of classrooms:
   
   (1) it should be made possible for Standard VI pupils, as a temporary measure, to complete Standard VI at the primary school; and
   
   (2) that steps should be taken as soon as possible to provide the necessary school accommodation for the Standard VI pupils enrolled at primary schools;

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(d) that the policy of establishing new secondary schools where circumstances justified it should be continued; and

(e) that certain primary schools should be allowed to retain their Standard VI classes conditionally.

The Botha Commission acknowledged that the shortage of school accommodation for Coloured pupils was so serious that it concluded that to expect the accommodation problem to disappear in the twinkling of an eye would be foolish.\(^7^9\)

Not much came of the recommendations of the Botha Commission concerning the provision of school accommodation for Coloured pupils. The provision of school accommodation for Coloured pupils thus remained a serious problem.

In 1959 the Teachers' Educational and Professional Association, in criticising the shortage of school accommodation, stated that all the problems in Coloured education stemmed from the shortage of school accommodation.\(^8^0\)

In order to meet the most pressing accommodation needs of Coloured pupils the Cape Department of Education resorted to the erection of prefabricated structures in 1960.\(^8^1\)

The table on p. 75 shows the amounts spent on the erection of school buildings for Coloured pupils during the years 1959-1963.

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\(^8^0\) Teachers' Educational and Professional Association, *Educational News*, vol. 14, no. 4, November - December 1959, p. 89.

TABLE 3.3: CAPITAL EXPENDITURE ON THE ERECTION OF COLOURED SCHOOL ACCOMMODATION FOR THE PERIOD 1959 - 1963

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount (R)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1959(^{82})</td>
<td>740 291,50</td>
</tr>
<tr>
<td>1960(^{83})</td>
<td>243 866,53</td>
</tr>
<tr>
<td>1961(^{84})</td>
<td>935 393,35</td>
</tr>
<tr>
<td>1962(^{85})</td>
<td>1 208 849,49</td>
</tr>
<tr>
<td>1963(^{86})</td>
<td>1 113 942,41</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3 242 344,28</td>
</tr>
</tbody>
</table>

The Cape Provincial authorities thus spent R3 242 344,28 on the erection of school accommodation for Coloured children during the period 1959 - 1963. Still, this was not enough to provide the necessary school accommodation.

In 1962 the Teachers' League of South Africa issued an official statement on the accommodation problem. In its statement the League pointed out that hundreds of children were turned away from Kindergarten, Standard VI and Standard VII classes. Because of a shortage of school accommodation, pupils, the League stated, were squeezed into existing schools at any cost and inconvenience, in order to submerge the truth of an acute shortage of classroom accommodation.\(^{87}\)

The League also stated that there was a large number of classes which

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\(^{82}\) Union of South Africa, Cape Provincial Administration, *Annual report of the Cape School Board 1959*, [s.l.]: [s.n.], [s.a.], p. 8.

\(^{83}\) Union of South Africa, Cape Provincial Administration, *Annual report of the Cape School Board 1960*, [s.l.]: [s.n.], [s.a.], p. 5.

\(^{84}\) Union of South Africa, Cape Provincial Administration, *Annual Report of the Cape School Board 1961*, [s.l.]: [s.n.], [s.a.], p. 5.


\(^{86}\) Union of South Africa, Cape Provincial Administration, *Annual report of the Cape School Board 1963*, [s.l.]: [s.n.], [s.a.], p. 19.

\(^{87}\) Teachers' League of South Africa, *The Educational Journal*, vol. XXXIII, no. 6, January - February 1962, p. 3.
had more than double the number of pupils that the conscientious teacher could be expected to teach effectively.\textsuperscript{66}

The League further said that there was a large number of primary school classes, particularly in the Kindergarten and lower primary sections, into which up to 60 pupils had been placed. When it was found, the League continued, that there was, in addition, not enough accommodation for Standard VI and VII pupils, they were crowded into classes of up to 50 pupils whilst the Departmental quotas for these standards were 35 and 28 respectively.

From the above exposition it is clear that there was an acute shortage of school accommodation for Coloured pupils in the Cape Province during the period 1910 - 1963.

As a result of this serious shortage a system of double-shift classes was started in order to provide 'enough' school accommodation for Coloured pupils in the Cape Province. This system of double-shift classes will now be discussed.

3.4.1.3 Double-shift classes

Because of the acute shortage of school accommodation an experiment was begun in 1947 of running double-shift classes at the De Vos Malan primary school in Port Elizabeth. At this school there were 15 classes with 648 pupils in attendance in the morning session and 12 classes with 477 pupils in the afternoon session.\textsuperscript{69}

In order to allow a double-shift to be conducted in any school the Cape Education Department stipulated that (a) the afternoon session had to consist only of pupils in the sub-standards who attended school for a maximum of three-and-a-half hours daily, and (b) that plans for

\textsuperscript{66} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XXXIII, no. 6, p. 3.

extensions, or plans for a new building had reached such a stage by the time the pupils reached Standard I they could be transferred to this accommodation and then receive five hours tuition a day.\textsuperscript{90}

According to the double-shift system the afternoon shift classes started at 1.15 and after a 15 minute break at 3 p.m. pupils were dismissed at 4.15 p.m. On Fridays the school closed at 3.30 p.m.\textsuperscript{91}

Due to the shortage of school accommodation and because the system of double-shift classes had according to the Superintendent-General of Education, proved to be a success, it was decided to introduce this system to at least two other large schools in 1948.\textsuperscript{92}

The system of double-shift classes was completely rejected by Coloured educationists and it was continually criticised. In 1952 the Teachers' Educational and Professional Association criticised the double-shift system. This system was rejected because it was unpedagogical and educationally unsound.\textsuperscript{93}

In 1957 the T.E.P.A. again criticised the double-shift system in the "Educational news". In a scathing attack the double-shift system was slated as one which produced half baked products. It was also stated in the article that because of this system the education of the Coloured people would be sacrificed to the god of expediency. The article posed the question whether teachers could lay solid foundations or do justice to their work in only 15 hours of instruction per week.\textsuperscript{94}

The article stated that the children who had to attend school in the afternoon had to play on the school grounds for hours before their classes

\textsuperscript{91} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 11, no. 5, May 1957, p. 68.
\textsuperscript{94} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 11, no. 5, p. 68.
began. The article ended by stating that it was torture for these pupils to be taught in the afternoon and that the teachers who taught these classes committed suicide.\textsuperscript{95}

In spite of the severe criticism the Cape Education Department continued with the system of double-shift classes. By 1960 there were 15 double-shift classes in operation.\textsuperscript{96}

In 1961 the Teachers' League of South Africa referred to the double-shift system as an anti-educational device. The League said that the double-shift was iniquitous and that it was used to exploit the services of grossly underpaid and overworked female teachers.\textsuperscript{97}

Because of the acute shortage of school accommodation the Cape Education Department had no alternative but to continue with its system of double-shift classes. In 1962 the Superintendent-General of Education said that the double-shift system was used as a temporary measure, to provide school accommodation for the many children who wished to be accommodated at school in 1962, and who might otherwise not have been accommodated as a result of the shortage of school accommodation.\textsuperscript{98}

In an official statement in 1962 the Teachers' League of South Africa refuted the Superintendent-General of Education and said that the iniquitous double-shift systems were far from a temporary measure. The League stated that this system had become an annual "solution" for the chronic problem of school accommodation.\textsuperscript{99}

The League contended that the double-shift system was a cheap way out for the authorities. The system, the League said, was used to create the

\textsuperscript{95} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 11, no. 5, p. 68.
\textsuperscript{96} Union of South Africa, \textit{Annual report of the Cape School Board 1960}, p. 5.
\textsuperscript{97} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XXXII, no. 6, March 1961, p. 4.
\textsuperscript{98} Teachers' League of South Africa, \textit{The Educational Journal}, vol. XXXIII, no. 6, p. 3.
\textsuperscript{99} \textit{Ibid.}, p. 3.
impression that there was adequate accommodation for all Coloured children in the schools, when in truth artificial devices (inimical to the interest of the child and his true education) have been contrived merely to get the children into school.\textsuperscript{100}

The shortage of school accommodation will be further discussed in Chapter 4 par. 4.4.1. The provision of school accommodation for Coloured pupils during the period 1910 – 1963 did not keep pace with the rapid increase in Coloured school pupil numbers.

The enrolment of Coloured pupils and students increased from 48,145 in 1923 to 298,816 in 1963. This represented an increase in Coloured pupil numbers of more than 520%.

In spite of this tremendous increase in Coloured pupil numbers large numbers of Coloured pupils dropped out of school at an early age. This important aspect will now be discussed.

3.4.2 The high drop-out rate

3.4.2.1 Introduction

A second major problem in Coloured education during the period under review was the high drop-out rate. The reason, amongst others, for this high drop-out rate was the persistent general lack of interest in learning amongst Coloured school pupils. This problem will now be discussed in greater detail.

3.4.2.2 The high drop-out rate

The Wilcocks Commission in 1937 found that a large number of Coloured children left school before they had even attained Standard III and that the greater majority probably did not proceed beyond Standard IV.\textsuperscript{101}

\textsuperscript{100} The Teachers' League of South Africa, The Educational Journal, vol. XXXIII, no. 6, p. 3.

\textsuperscript{101} Union of South Africa, Report of the commission of inquiry regarding Cape Coloured population, 1937, p. 172.
According to the Wilcocks Commission the drop-out rate in Coloured schools was so serious that every possible attempt had to be made to improve it. The Commission recommended that teachers who taught Sub-Standard A, Sub-Standard B and possibly Standard I receive special training in infant school methods, so that they could accelerate the progress of Coloured pupils in the initial stages of their school life, give their pupils the interest in learning which will help to keep them at school for a longer period and ensure that the limited time spent at school by the average Coloured child was made as worthwhile as possible.\textsuperscript{102}

In 1937 the Teachers' League of South Africa urged Coloured parents not to withdraw their children from school until after they had passed Standard VI. The League realised that the high drop-out rate affected Coloured education detrimentally and stated that the greatest need in Coloured education was that Coloured children should remain longer at school.\textsuperscript{103}

The high drop-out rate in Coloured schools continued unabated. The Botha Commission found that in 1954 a large percentage of pupils in the primary schools were leaving school in the lowest standards. The Botha Commission emphasized the fact that, because a large number of pupils attended the primary school for only a short period, the very best use should be made of their time, so that they could derive the maximum benefit from it.\textsuperscript{104}

Tables 3.4 and 3.5 show the drop-out rate in Coloured schools.


\textsuperscript{103} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XII, no. 1, August 1937, p. 6.

TABLE 3.4: PERCENTAGES OF COLOURED PUPILS IN STANDARD I WHO PROCEEDED TO STANDARD VI FOR THE YEARS 1953 - 1963

<table>
<thead>
<tr>
<th>Year</th>
<th>Std I</th>
<th>Std II</th>
<th>Std III</th>
<th>Std IV</th>
<th>Std V</th>
<th>Std VI</th>
</tr>
</thead>
<tbody>
<tr>
<td>1953</td>
<td>100</td>
<td>87</td>
<td>76</td>
<td>59</td>
<td>45</td>
<td>31</td>
</tr>
<tr>
<td>1954</td>
<td>100</td>
<td>86</td>
<td>77</td>
<td>61</td>
<td>46</td>
<td>31</td>
</tr>
<tr>
<td>1955</td>
<td>100</td>
<td>87</td>
<td>76</td>
<td>61</td>
<td>46</td>
<td>34</td>
</tr>
<tr>
<td>1956</td>
<td>100</td>
<td>87</td>
<td>77</td>
<td>62</td>
<td>47</td>
<td>33</td>
</tr>
<tr>
<td>1957</td>
<td>100</td>
<td>87</td>
<td>77</td>
<td>63</td>
<td>47</td>
<td>34</td>
</tr>
<tr>
<td>1958</td>
<td>100</td>
<td>86</td>
<td>77</td>
<td>63</td>
<td>47</td>
<td>33</td>
</tr>
<tr>
<td>1959</td>
<td>100</td>
<td>87</td>
<td>77</td>
<td>63</td>
<td>48</td>
<td>33</td>
</tr>
<tr>
<td>1960</td>
<td>100</td>
<td>88</td>
<td>77</td>
<td>63</td>
<td>48</td>
<td>34</td>
</tr>
<tr>
<td>1961</td>
<td>100</td>
<td>88</td>
<td>79</td>
<td>63</td>
<td>49</td>
<td>34</td>
</tr>
<tr>
<td>1962</td>
<td>100</td>
<td>88</td>
<td>78</td>
<td>65</td>
<td>49</td>
<td>36</td>
</tr>
<tr>
<td>1963</td>
<td>100</td>
<td>89</td>
<td>77</td>
<td>64</td>
<td>50</td>
<td>37</td>
</tr>
</tbody>
</table>

TABLE 3.5: PERCENTAGE DISTRIBUTION OF COLOURED PUPILS IN STANDARDS VI TO X (BASED ON TABLE 3.4) FOR THE YEARS 1953 - 1963

<table>
<thead>
<tr>
<th>Year</th>
<th>Std VI</th>
<th>Std VII</th>
<th>Std VIII</th>
<th>Std IX</th>
<th>Std X</th>
</tr>
</thead>
<tbody>
<tr>
<td>1953</td>
<td>100</td>
<td>47</td>
<td>29</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>1954</td>
<td>100</td>
<td>50</td>
<td>31</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>1955</td>
<td>100</td>
<td>47</td>
<td>30</td>
<td>11</td>
<td>8</td>
</tr>
<tr>
<td>1956</td>
<td>100</td>
<td>45</td>
<td>33</td>
<td>11</td>
<td>9</td>
</tr>
<tr>
<td>1957</td>
<td>100</td>
<td>46</td>
<td>31</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>1958</td>
<td>100</td>
<td>49</td>
<td>31</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>1959</td>
<td>100</td>
<td>52</td>
<td>33</td>
<td>14</td>
<td>9</td>
</tr>
<tr>
<td>1960</td>
<td>100</td>
<td>57</td>
<td>35</td>
<td>15</td>
<td>10</td>
</tr>
<tr>
<td>1961</td>
<td>100</td>
<td>57</td>
<td>39</td>
<td>15</td>
<td>10</td>
</tr>
<tr>
<td>1962</td>
<td>100</td>
<td>56</td>
<td>40</td>
<td>16</td>
<td>12</td>
</tr>
<tr>
<td>1963</td>
<td>100</td>
<td>53</td>
<td>40</td>
<td>16</td>
<td>12</td>
</tr>
</tbody>
</table>


\[106\] Ibid., p. 56.
From table 3.4 it can be seen that for every 100 Coloured pupils who entered Standard I in 1953 only 33 reached Standard VI in 1958. For every 100 Coloured pupils who entered Standard I in 1955 only 34 reached Standard VI in 1961. For every 100 Coloured pupils who entered Standard I in 1958 only 37 reached Standard VI in 1963. Furthermore, it can be seen that there must have been a tremendous wastage of Coloured primary school pupils over the period 1953 - 1963 because the holding power of schools only improved gradually from 31 pupils out of every 100 who finally reached Standard VI in 1953 to 37 out of every 100 who finally reached Standard VI in 1963.

If one looks at the situation in the secondary schools the picture becomes even bleaker. For every 100 pupils who entered Standard VI in 1953, 1954 and 1955 only 9 finally reached Standard X in 1957, 1958 and 1959 respectively. For every 100 pupils who entered Standard VI in 1958 and 1959 only 12 reached Standard X in 1962 and 1963.

The alarming drop-out rate among Coloured pupils compelled authorities to search for possible solutions to this problem. One of many reasons for the high drop-out rate was the fact that school attendance was not compulsory for Coloured pupils during the period under review. A discussion of compulsory school attendance follows below.

3.4.2.3 Compulsory education

As already mentioned in par. 3.3 the School Board Act of 1905 provided for school boards to control all public undenominational schools.

The principle of compulsory school attendance for Whites was one of the main features of the School Board Act of 1905. The Act provided for the introduction of compulsory school attendance for White children between the ages of 7 and 14 years.107

The School Board Act of 1905 made no provision for the introduction of compulsory education for Coloured pupils. Leaders of the Coloured

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community, notably, Dr A. Abdurahman, expressed strong indignation at the exclusion of Coloured children from the provision relating to compulsory education. 108

Although the desirability of compulsory school attendance for Coloured children was generally acknowledged the element of compulsion was still absent for Coloured pupils by 1920.

In his annual report for the year 1920 the Superintendent-General of Education stated, without giving reasons, that the weight of (White) opinion was that it was impractical to introduce compulsory education for Coloured pupils. 109

The Viljoen Commission stated in its report that the Union Exchequer subsidised every Coloured child in attendance at school to the tune of £5.5s per annum. The Commission was of the opinion that because of this subsidy the question of compulsory school attendance for Coloured children had entered a new phase because additional Coloured pupils enrolled in schools would not represent an additional financial burden for the Cape Provincial Administration. 110

The Viljoen Commission recommended the following concerning compulsory school education for Coloured pupils: 111

(a) That legislation be introduced which would make it competent for the Cape Provincial Administration, at the request of the local authority, to declare education for Coloured children compulsory within the boundaries of a municipality or a divisional council area;

(b) the Commission further suggested that school attendance be made compulsory for Coloured children between the ages of 7 and 13 years or the passing of Standard IV, whichever came first;

111 Ibid., p. 164.
the Commission also recommended that where a School Board co-
ordinated Coloured education, a request for the introduction of
compulsory school education should come from the School Board and
that the School Board should be responsible for enforcing such
compulsion; and

in any area where compulsion appeared to be desirable by the
Administration, the Department should take the necessary steps to
enforce compulsion.

During the period 1927 to 1933 the Cape Education Department received
repeated requests from certain School Boards to make education
compulsory for Coloured children in the same way as for Europeans. But
nothing came of these requests.

Even though, according to the Superintendent-General of Education, there
was no reason, theoretically, why compulsory education could not be
introduced in Coloured schools, it was still not introduced by 1933.\(^\text{112}\)

In his annual report for the years 1932 and 1933 the Superintendent-
General of Education pleaded for the introduction of compulsory education
for Coloured pupils. He said that every child, irrespective of race or
colour, was entitled to minimum education and that the State should see
to it that this minimum was brought not only within reach of its future
citizens but that the necessary compulsion was also applied.\(^\text{113}\)

The Superintendent-General, nevertheless, stated that the great stumbling
block to the introduction of compulsory school attendance for Coloured
pupils was the fact that the system of Coloured education was practically
wholly denominational and in the hands of the churches and missionary
societies.\(^\text{114}\)

\(^{112}\) Union of South Africa, *Report of the Superintendent-General of
Education for the years 1932 - 1933*, p. 49.

\(^{113}\) Ibid., p. 49.

\(^{114}\) Ibid., p. 49.
A second reason cited by the Superintendent-General why compulsory school attendance for Coloured pupils was not introduced was financial. Over the years, the Superintendent-General said, the enrolment in Coloured schools had increased to such an extent that the combined efforts of the Church and State could not cope with it.\(^{115}\)

In 1934 the Cape Provincial Council agreed with the principle of compulsory education for Coloured children in municipal areas. The Council, however, decided to postpone dealing with this matter until after the presentation of the Wilcocks Commission of inquiry regarding Cape Coloured population of the Union which was appointed in 1934.\(^{116}\)

The majority of witnesses who testified before the Wilcocks Commission were in favour of compulsory education for Coloured children and that they should not be allowed to grow up in ignorance.

The Wilcocks Commission found that one of the more important difficulties that had to be surmounted before compulsory education could be enforced was the provision of adequate educational facilities. The Commission stated that the educational facilities for Coloured people in the Cape Province were not adequate for the introduction of compulsory education.\(^{117}\)

The vast majority of primary schools attended by Coloured children in the Cape Province were denominational. As such, the Commission found, serious difficulty would be encountered in the application of compulsory school attendance. The Commission was of the opinion that it would be exceedingly difficult to enforce any rule that would compel, e.g. Protestant children to go to Catholic schools or vice versa.\(^{118}\)

Nevertheless, after careful consideration of the whole problem of compulsory education for Coloured children, the Commission recommended that

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\(^{117}\) Ibid., p. 170.

\(^{118}\) Ibid., p. 170.
a beginning be made as soon as possible with the application of compulsory education in Coloured schools on the following lines:119

(a) Compulsory education was to become operative in any area where the school board passed a resolution in favour of compulsion;

(b) the age period over which compulsion had to extend was between the seventh year and the fourteenth year;

(c) after passing Standard IV a Coloured child would be exempted from compulsory school attendance;

(d) compulsion was to apply only to children who did not live more than three miles by the nearest road from an undenominational school; and

(e) any child who attended a mission school which was aided by the Department of Education, or who otherwise received instruction deemed efficient, was to be exempt from compulsion to attend an undenominational school.

Notwithstanding the recommendations of the Wilcocks Commission compulsory education was not introduced for Coloured children. Thus thousands of Coloured children were either growing up without any education or with very little education.

By 1939 there were at least 30 000 Coloured children of school-going age who were still unprovided for even in primary schools.120

In his annual report for the year 1939 the Superintendent-General stated that the Cape Education Department was of the opinion that the time had arrived to take the first step in the direction of compulsory school attendance for Coloured children and to give effect to the recommendations

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of the Wilcocks Commission.\textsuperscript{121} Unfortunately nothing was done to implement compulsory school attendance for Coloured children.

The Provincial Resources Financial Committee reported in 1944 that the Cape Provincial Administration had accepted the views of the Wilcocks Commission and was in favour of the introduction of a limited system of compulsion under which the local education authorities would be empowered to bring the system into force within their respective areas when proper school accommodation was provided for Coloured children.\textsuperscript{122} Proper school accommodation could, however, not be made available as a result of a lack of funds.

Finally in 1945, the Coloured Education Ordinance No. 11 of 1945, introduced compulsory education for Coloured children. The Ordinance provided for, \textit{inter alia}, that if a Coloured education committee or a school board considered that sufficient and suitable school accommodation existed for all the children that would require accommodation, it could forward to the Education Department a resolution that school attendance be made compulsory for Coloured children between the ages of 7 and 14 years who resided within 3 miles of an undenominational public school for Coloured children.\textsuperscript{123}

Ordinance No. 11 of 1945 was criticised by the Teachers' League of South Africa. The League said that this Ordinance was not the answer to the Coloured man's prayer for compulsory education because it completely ignored the needs of Coloured education. The League criticised the fact that the Ordinance only made provision for a grant of £100 000 a year for ten years\textsuperscript{124} to provide 1 000 additional classrooms for the 40 000 Coloured pupils who were not yet at school.\textsuperscript{125}

\textsuperscript{122} Union of South Africa, \textit{Report of the provincial finance resources committee}, p. 10.
\textsuperscript{123} Province of the Cape of Good Hope, \textit{Ordinance No. 11 of 1945}, p. 90.
\textsuperscript{124} See par. 3.4.1.2.
\textsuperscript{125} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XX, no. 1, p. 3.
The League deplored the fact that compulsory school attendance was not made applicable to Coloured children who attended denomination schools. Furthermore, the League criticised the fact that European children enjoyed the benefits of free and compulsory education up to Standard VI whereas for Coloured children compulsory education only went up to Standard IV.126

In 1946 the Superintendent-General of Education referred to the short school life of Coloured pupils. He drew attention to the fact that 75% of Coloured children who entered Standard I left school before they reached Standard VI. He went on to say that considerable numbers dropped out of school long before they reached Standard VI.127

The Superintendent-General also drew attention to the fact that whereas most school boards had signified their willingness to assume responsibility for Coloured education in their districts, few, however, had applied for the introduction of compulsory education for Coloured children within their areas.128

The Superintendent-General attributed the reason why only a few school boards had applied for the introduction of compulsory school attendance for Coloured children in their areas to the lack of existing school accommodation.129

After the promulgation of Ordinance No. 11 of 1945 the Cape Education Department set its machinery in motion in order to make compulsory education for Coloured children a reality.

The Department embarked on an accelerated building programme and in addition also sent circulars to all school boards to explain the implication

126 The Teachers' League of South Africa, *The Educational Journal*, vol. XX, no. 1, p. 3.
of the Ordinance, but by January 1947 the measure of compulsion was introduced in only one centre, namely, Cradock.\textsuperscript{130}

In 1948 the Teachers' League of South Africa attacked the lack of compulsory education for Coloured children. The League stated that Ordinance No. 11 of 1945 was just a ploy to draw the wool over the eyes of the unwary. The League stated that all the talk about compulsory education was so much bluff because 40 000 Coloured children were still not attending school.\textsuperscript{131}

The De Villiers Commission on Technical and Vocational Education in 1948 found that the principal obstacle in the way of applying the provisions of Ordinance No. 11 of 1945 was the lack of suitable accommodation.\textsuperscript{132}

The De Villiers Commission considered it very doubtful whether the £1 000 000 agreed to provide accommodation for Coloured children, would suffice to provide even for the children of compulsory school age who were not at school in 1948. The Commission said that provision would also have to be made for the normal annual increase of 5 000 Coloured pupils, the buildings required to relieve overcrowded schools and to replace the large number of schools already condemned as unsuitable for school purposes.\textsuperscript{133}

In order to accelerate the general enforcement of compulsory education for Coloured children the De Villiers Commission recommended that the Cape Provincial Administration should, where necessary, make loans available to church authorities to assist them with the erection of new buildings.\textsuperscript{134}

At this stage it can be mentioned that the Coloured people of the Cape Province were divided as far as the policy of compulsory education as laid down in Ordinance No. 11 of 1945 was concerned.

\textsuperscript{131} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XX, no. 7, February 1948, p. 1.
\textsuperscript{133} \textit{Ibid.}, p. 256.
\textsuperscript{134} \textit{Ibid.}, p. 256.
One section was of the opinion that in view of the shortage of teachers\textsuperscript{135} and school accommodation,\textsuperscript{136} the Ordinance would have the tendency of restricting pupils to the compulsory school standards, to the disadvantage of secondary education. This group demanded that compulsory education be raised to at least up to Standard VI.\textsuperscript{137} This group was also dissatisfied with the delay in carrying out the building programme of £100 000 per annum.\textsuperscript{138}

The other section, while naturally in favour of a higher standard of compulsion, as it felt that Standard IV brought the pupil nowhere, realised that it was a definite advance in the right direction. They were, therefore, prepared to welcome it as a first step, provided the present provision was applied throughout the Cape Province within a reasonably definite period, i.e. within the ten years contemplated for completing the building programme.\textsuperscript{139}

As already stated on p. 89 compulsory education was introduced for Coloured children at Cradock in 1947. In January 1948 and January 1949 compulsory school attendance was also introduced for Coloured children in Kimberley and Simonstown respectively.\textsuperscript{140} In July 1950 compulsory education was further introduced at King Williams Town\textsuperscript{141} for Coloured children and from January 1952 and July 1953 compulsory education for Coloured children was introduced at Keiskamahoek and Alice respectively.\textsuperscript{142}

\textsuperscript{135} See par. 3.4.3.
\textsuperscript{136} See par. 3.4.1.
\textsuperscript{137} The Teachers' League of South Africa, The Educational Journal, vol. XX, no. 1, p. 3.
\textsuperscript{139} Union of South Africa, Report of the commission on technical and vocational education, p. 256.
\textsuperscript{140} Union of South Africa, Report of the Superintendent-General of Education for the years 1948 - 1949, p. 11.
\textsuperscript{141} Union of South Africa, Report of the Superintendent-General of Education for the years 1950 - 1951, p. 11.
From the previous paragraph it can be seen that compulsory education for Coloured children, in terms of Ordinance No. 11 of 1945, had by 1953 been introduced at only six centres in the Cape Province. It should also be pointed out that by 1953 there were 108 school boards in the Cape Province.

In 1953 the Cape School Board considered the introduction of compulsory school attendance in its area, but due to a lack of school accommodation it was not possible to introduce compulsion at that stage.¹⁴³

On 10 September 1954 the T.E.P.A. had an interview with the Cape Education Department concerning compulsory education for Coloured children.

During this interview the Superintendent-General of Education identified the following factors that hampered the implementation of the principle of compulsory education for Coloured children:¹⁴⁴

(a) the difficulty of procuring suitable building sites;
(b) the difficulty involved in taking over control of the mission schools either through hire or purchase;
(c) the difficulty of providing conveyance and boarding grants for pupils of primary schools;
(d) the difficulty of arranging suitable hostel accommodation where necessary; and
(e) the difficulty of appointing additional teachers.

In 1955, ten years after the promulgation of Ordinance No. 11 of 1945, the Cape School Board again considered the introduction of compulsory school education for Coloured children but again, as in the past, the shortage of accommodation prevented its introduction.

Because of the serious shortage of school accommodation compulsory education could not be introduced for Coloured children in the Cape

¹⁴³ Union of South Africa, Cape Provincial Administration, Annual Report of the Cape School Board 1953, [s.a.], p. 8.
Province. In 1955 the Teachers' Educational and Professional Association appealed to the Cape Provincial Administration to spend considerably more than £100 000 per annum for the provision of school accommodation so that the principle of compulsory education could be introduced at all Coloured schools.\textsuperscript{145}

The T.E.P.A. expressed its satisfaction with the estimated capital expenditure for Coloured schools during the year ending 31 March 1956. This amounted to £1 972 702.\textsuperscript{146}

The T.E.P.A., however, compared this amount with the estimated capital expenditure on White schools for the same period and found the amount for White schools was £4 901 420.\textsuperscript{147}

Commenting on this state of affairs the T.E.P.A. underlined the fact that there were more Coloured children in the Cape Province than White children. The T.E.P.A. concluded that if the progress made in education was to be judged by the Province's capital expenditure then Coloured education could be expected to always hold an inferior position.\textsuperscript{148}

In its report the Botha Commission found that the amount of at least £100 000 per annum to be spent on undenominational school buildings, as laid down by Ordinance No. 11 of 1945, had been exceeded. The Botha Commission also found that even if the annual amount allocated for the purpose of erecting school buildings were substantially raised, it would take many years before all the requirements of the Ordinance were met.\textsuperscript{149}

The Botha Commission further found that there were some 37 500 Coloured pupils of school-going age who were not attending school and for whom provision had still to be made.\textsuperscript{150}

\textsuperscript{146} \textit{Ibid.}, p. 13.
\textsuperscript{147} \textit{Ibid.}, p. 13.
\textsuperscript{148} \textit{Ibid.}, p. 13.
\textsuperscript{150} \textit{Ibid.}, p. 19.
The Botha Commission made, *inter alia*, the following recommendations concerning compulsory school attendance: 151

(a) Compulsory education should apply to children between the ages of 7 and 14 years.

(b) Compulsory school attendance should be applicable at centres where there was no undenominational school, provided that there was adequate and satisfactory accommodation in church schools, and provided that satisfactory arrangements in regard to control could be made with the church or churches.

(c) The Department should continue not only to erect undenominational schools, but also to hire or buy church schools where the churches were agreeable and the buildings and school grounds were satisfactory.

(d) Compulsory school attendance should be introduced gradually wherever circumstances permitted.

(e) Exemption from compulsory school attendance, no matter what the reason might be, should be subject to the approval of the Superintendent-General of Education.

By 1957 compulsory school education had still not been introduced for all Coloured children. According to the Teachers' Educational and Professional Association the Botha Commission had shown that Ordinance No. 11 of 1945 had proven to be wholly inadequate, incapable and impotent to meet the ever-growing educational requirements of the Coloured community. 152

The T.E.P.A. urged the Cape Provincial Administration to submit to the Cape Provincial Council, legislation for the early introduction of compulsory education for Coloured pupils as a Provincial obligation and responsibility. 153

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On 3 May 1958 the T.E.P.A. again had an interview with the Cape Education Department concerning compulsory education. At this interview the T.E.P.A. blamed the absence of compulsory education as the cause of retardation, early school-leaving and of many social and juvenile problems.\textsuperscript{154}

In his reply the Superintendent-General of Education assured the T.E.P.A. that he would strive, as far as possible to bring about the implementation of Ordinance No. 11 of 1945. He indicated to T.E.P.A. that the insufficient number of State schools was a major stumbling block in the implementation of compulsory school attendance for Coloured children.\textsuperscript{155}

Still nothing came of this interview and in 1959 the T.E.P.A. again called on the Cape Provincial Administration to speed up its building programme so that the 1945 decision (Ordinance No. 11 of 1945) to introduce compulsory education could be implemented.\textsuperscript{156}

The inability of the Cape Provincial Administration to provide the necessary school accommodation for Coloured children continued and by 1960 there were some 58 713 Coloured children who either never attended school or else had left school early to go out to work.\textsuperscript{157}

In 1962 the Schumann Commission found that according to the Cape Provincial Administration there were at least 40 000 Coloured children in the age group 7 – 14 years who did not attend school.\textsuperscript{158}

When Coloured education was transferred from the provinces to the Department of Coloured Affairs in 1964 compulsory school attendance in the

\textsuperscript{154} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 12, no. 5, May 1958, p. 77.
\textsuperscript{155} \textit{Ibid.}, p. 77.
\textsuperscript{156} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 14, no. 4, p. 89.
\textsuperscript{158} Republiek van Suid-Afrika, \textit{Interim verslag oor die finansiële implikasies van 'n moontlike oordrag van Kleurlingonderwys van die provinsies na die Sentrale regering}, Pretoria: Staatsdrukker, 1962, p. 57.
Cape Province, as already stated on p. 90, still only applied in the immediate neighbourhood of the following six schools:

- Alice Primary School, Victoria East;
- Wilfred Scott Primary School, King Williams Town;
- Douglas Ross Primary School, Keiskamahoek;
- Carimus Primary School, Cradock;
- Arsenal Road Primary School, Simonstown;

Thus for the whole period 1910 - 1963 the Cape Education Department, with a few exceptions, failed to introduce compulsory school attendance for Coloured children in the Cape Province.

The struggle by Coloured educationists to get compulsory education introduced for all Coloured children will be further discussed in Chapter 4 par. 4.4.2.3.

A third very serious problem in Coloured education during the period under review was the serious shortage of Coloured teachers.

3.4.3 The shortage of school teachers

3.4.3.1 Introduction

In South Africa, as in other developing countries, it so happened that the children who required to be taught were there before the teachers who could teach them.

In the beginning the only qualification that was required from a teacher was the ability to read and write. In many cases church officials and even civil servants were asked to act as teachers.

From the very beginning attempts were made to have non-White children instructed by non-White teachers, and wherever possible, slave-children were taught by their fellow-countrymen. However, it was not always possible to obtain non-White teachers, and for a very long period Whites
had to be recruited for this purpose, even in beginners classes. The ideal of non-White teachers for non-White children had, however, never been lost sight of. During these earlier times, non-White teachers were trained in the classroom, mostly by missionaries themselves.\textsuperscript{159}

3.4.3.2 The training of primary school teachers

Many Coloured teachers were trained by the pupil-teacher system. According to this system the pupil-teacher spent part of his time listening to his master, to whom he was apprenticed as a teacher. The pupil-teacher was also allowed to teach while supervised by his mentor; furthermore, the pupil-teacher was instructed for at least one hour, after school hours, in the examination subjects. For many years the main source of supply of teachers for Coloured schools in the Cape Province was the pupil-teacher system.\textsuperscript{160}

As early as 1911 it was already reported that the training of Coloured teachers was not in a satisfactory position. On this point a Mr Anderson, an Inspector of Education, remarked in his report that the low percentage of certificated teachers in Coloured schools of the Cape Province (47.7\%) showed that a much larger supply of Coloured teachers was needed.\textsuperscript{161}

In 1910 Coloured student teachers followed the course prescribed for the Third Class Teachers' Certificate. These students attended special training schools for Natives which were staffed by Europeans.

During 1912 there were approximately 58 Coloured students in attendance at training institutions pursuing the course for the Third class Teachers' Certificate. The entrance requirements for this certificate was Standard VI and the course lasted 3 years.\textsuperscript{162}


\textsuperscript{160} A.L. Behr, \textit{Three centuries of Coloured education}, p. 218.


In 1914 the Superintendent-General of Education pointed out that there was a shortage of Coloured school teachers. The Superintendent-General considered that the provision of an additional training school was urgently required to solve the problem of a shortage of Coloured teachers.\textsuperscript{163}

In 1915 a new training school for Coloured teachers was opened at Salt River. This additional training school, however, did not solve the problem of the shortage of Coloured teachers. Because of a shortage of Coloured teachers the Cape Education Department resorted to the employment of uncertificated candidates.\textsuperscript{164}

Thus as early as about 1915 it was already necessary to make use of uncertificated or unqualified teachers to alleviate the shortage of Coloured teachers.

By 1922 the shortage of Coloured teachers had become quite serious. There was also a shortage of White teachers in White schools. When account is taken of the fact that the number of pupils per teacher in European schools was about half of the corresponding figure for Coloured schools (43 pupils per teacher) then it is obvious that the shortage of teachers in Coloured schools had become very serious.\textsuperscript{165}

In 1924 the Coloured Teachers' Primary Lower course replaced the old "Pupil-Teacher Junior" course. The entrance qualification for this course was raised to Standard VI.\textsuperscript{166} Provision was also made for a Coloured Primary Higher course. The entrance qualification for this course was Standard VIII and it was instituted in 1926.\textsuperscript{167}

\begin{footnotes}
\item[164] Supplementary report for 1st October 1914 to 30 June 1915, Cape Town: Cape Times Ltd, 1916.
\item[166] Union of South Africa, Cape of Good Hope, Department of Public Education, \textit{Report of the Superintendent-General of Education for the years 1923 - 1924}, Cape Town: Government Printers, 1925, p. 44.
\end{footnotes}
The Viljoen Commission on Coloured education, 1925 - 1926, found that there was no shortage of teachers who taught up to Standard IV.\textsuperscript{168}

The Viljoen Commission, most probably did not take into account the fact that a number of White teachers were teaching in Coloured schools.

As a matter of fact the Superintendent-General stated in his annual report for 1930 that many posts in Coloured primary schools were filled by European teachers, whereas this was work that should have been done by Coloured teachers.\textsuperscript{169}

If we couple this shortage to the fact that in 1930 12\% of the Coloured teachers in Coloured schools were uncertificated\textsuperscript{170} then it becomes evident that there was a sizeable shortage of Coloured teachers by 1930 and that, in the words of the Superintendent-General, there was still leeway to be made up before the Cape Education Department could be satisfied with regard to the supply of Coloured teachers.\textsuperscript{171}

In 1930 the Superintendent-General of Education blamed the shortage of teachers on the enormous wastage that occurred during the course of teacher training whereby little more than one-third of the students who entered their final year of teacher training successfully completed the course to become certificated teachers.\textsuperscript{172}

Another very important reason why there was such a serious shortage of teachers is the generally poor salaries Coloured teachers earned in comparison with their White counterparts. The salary question is dealt with in par. 3.4.3.4.

In 1933 the Superintendent-General stated that the general standard of instruction in Coloured primary schools was not as satisfactory as it

\textsuperscript{170} Ibid., p. 30.
\textsuperscript{172} Ibid., p. 31.
should have been. The Superintendent-General said that the reason for this was the fact that some of the Coloured teachers had no professional training of any kind or have failed to obtain any certificate of proficiency in teaching during their course of training.  

The Superintendent-General also cited the unsatisfactory nature of the training required for the lowest professional certificate, *viz.*, the Coloured Teachers' Primary Lower Certificate, as a contributory factor for the unsatisfactory standard of education in primary schools. The Superintendent-General said that the entrance requirement of Standard VI was no longer satisfactory. This low entrance requirement, he said, resulted in a large number of pupils who proceeded to training schools after completing Standard VI to be eliminated in the course of the first year, because they lacked the sound foundation of a general education to serve as a basis for further instruction in the training institution.

The solution to the above-mentioned problem was obviously to raise the entrance requirement for the training of primary school teachers to Standard VIII.

In 1935 the Superintendent-General reported that from the beginning of 1936 the Junior Certificate will become the minimum standard of general education required to be trained as a Coloured primary school teacher. The new scheme for Coloured primary teacher-training provided for a two-year Primary Teachers' Lower Course for those who held the Junior Certificate, followed by a third-year course for the Primary Teachers' Higher Certificate.

At this stage the Cape Education Department made no provision for the training of post-Matriculation students as primary school teachers. The Primary Higher Teachers' Certificate course was considered by Coloured educationists as too elementary for students who had passed Standard X.

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In 1936 the Teachers' League of South Africa expressed its disappointment that a post-Matriculation teachers' course could not be introduced for primary school teachers. The main reason why, according to the Superintendent-General of Education, a post-Matriculation course for Coloured primary school teachers could not be introduced was the small number of Coloured candidates who passed Standard X.\textsuperscript{176}

Concerning a post-Matriculation course for Coloured primary school teachers the Wilcocks Commission stated in their report of 1937 that the view could not be taken that while the European teacher required a post-Matriculation teachers' course to teach White primary school children, a Coloured teacher required only a post-Junior Certificate teachers' course to teach Coloured primary school children. Sooner or later, the Commission found, the Senior Certificate would have to be prescribed as the entrance requirement to a Coloured training institution as was the case in European training institutions.\textsuperscript{177}

The Commission, however, also found that the number of Coloured candidates who passed the Senior Certificate was so small that it would not be justified, at that stage, to institute a post-Matriculation primary school teachers' course.\textsuperscript{178}

In 1939 the Teachers' League again appealed to the Cape Education Department to institute a post-Matriculation primary teachers' course for Coloured students. The Superintendent-General promised the League that its appeal would be carefully considered.\textsuperscript{179}

There was not only a shortage of well qualified Coloured primary school teachers in the Cape Province, but also an acute shortage of Coloured female primary school teachers.

\textsuperscript{176} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. X, no. 4, April 1936, p. 3.
\textsuperscript{177} Union of South Africa, \textit{Report of the commission of inquiry regarding Cape Coloured population of the Union}, 1939, p. 194.
\textsuperscript{178} \textit{Ibid.}, p. 194.
\textsuperscript{179} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XIV, no. 2, February 1940, p. 12.
By 1939 the Cape Education Department was very concerned about the shortage of Coloured female primary school teachers. The Superintendent-General of Education said that the shortage of Coloured female primary school teachers was caused by the lack of secondary education facilities for Coloured children in the country districts. He said that because of this lack of secondary school facilities Coloured parents were reluctant to send their daughters to towns at an early age to obtain a Junior Certificate, and then to spend an additional two years at a training institution to qualify as teachers.\textsuperscript{180}

The Teachers' League, however, disputed this and attributed the shortage to the low salaries which were paid to Coloured female teachers. The League contended that Coloured females with Standard VI could earn more in factories than Coloured females who had a two-year post Junior Certificate teachers' certificate. The League stated that the salary question was at the root of the whole Coloured female teacher shortage problem. According to the League this problem could easily be solved if the teaching profession were made more attractive to females.\textsuperscript{181}

In 1941 the Cape Education Department finally raised the standard of primary school teacher training when it instituted the Advanced Primary Teachers' Certificate. This was a two-year post-Matriculation course for primary school teachers.

In his annual report for the years 1941 to 1945 the Superintendent-General of Education stated that the Department was looking forward to the day when the Senior Certificate would be the only qualification which would lead to a teachers' training institution. At that stage, he said, it was still not possible to make the Senior Certificate compulsory because of the limited number of Coloureds who passed Matric annually.\textsuperscript{182}


\textsuperscript{181} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XIV, no. 4, April 1940, p. 8.

By 1945 there was still a serious shortage of Coloured female teachers. There was a need for about 340 Coloured female teachers annually. However, in 1945 only 165 Coloured females entered the teaching profession. In that year the Superintendent-General said the reason for the shortage of Coloured female teachers was the fact that very few Coloured girls progressed further than the primary school phase.\(^{183}\)

The shortage of Coloured female teachers persisted and by 1948 the Cape Education Department viewed the situation with concern, but failed to address the real reason for the shortage, *viz.*, the question of poor salaries.

The De Villiers Commission confirmed in its report of 1948 the finding of the Teachers' League of South Africa.\(^{184}\)

The Commission expressed the hope that the recent (1946) improvement in Coloured teachers' salaries, which raised the salaries of Coloured teachers with equal qualifications to four-fifths of those of European teachers, would rectify the critical shortage of Coloured female school teachers.\(^{185}\)

The table on p. 103 shows the final year enrolment of Coloured female teachers.


\(^{184}\) Union of South Africa, *Report of the commission on technical and vocational education*, p. 254. (See also this chapter p. 101).

\(^{185}\) Ibid. p. 254.
TABLE 3.6: FINAL YEAR ENROLMENT OF COLOURED FEMALE STUDENT TEACHERS FOR THE PERIOD 1945 - 1949

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td>211</td>
<td>160</td>
<td>371</td>
</tr>
<tr>
<td>1946</td>
<td>228</td>
<td>165</td>
<td>393</td>
</tr>
<tr>
<td>1947</td>
<td>232</td>
<td>179</td>
<td>411</td>
</tr>
<tr>
<td>1948</td>
<td>218</td>
<td>170</td>
<td>388</td>
</tr>
<tr>
<td>1949</td>
<td>225</td>
<td>218</td>
<td>443</td>
</tr>
</tbody>
</table>

When considering that the annual need for Coloured female teachers was 675 in 1949\(^{186}\) and only 218 were in their final year by then, then it becomes obvious that the shortage of Coloured female teachers was very grave indeed. Furthermore, if one considers that 675 Coloured female teachers were needed annually and that the total number of Coloured male and female final year students was only 443 then the figures quoted speak for themselves.

In 1951 the Teachers' League blamed the disparity between White and Coloured salaries for the critical shortage of Coloured teachers. The League stated that the Cape Education Department had not yet accepted the principle of equal pay for equal work and qualifications as fundamental to an efficient service. Coloured teachers, the League said, were still discriminated against in the most shameful way merely because of their colour and because they taught Coloured pupils.\(^{188}\)

In 1955 Coloured educators again agitated that the entrance requirement for Coloured primary school teachers be raised to the Senior Certificate. In that year the overwhelming majority of Coloured primary school teachers were in possession of a teachers' certificate of which the admission to the training institute was lower than Standard X.


In 1955 the Teachers' Educational and Professional Association criticised the fact that the Cape Education Department continued to accept Coloured students to be trained as teachers at the age of fifteen years and with probably only a bare pass in the Junior Certificate examination. The T.E.P.A. said that such students remained, throughout their all too short two-year teacher training period, nothing more than school children, who could not reasonably be expected to grasp even the rudiments of child psychology.  

The T.E.P.A. contended that for Coloured education to keep pace with modern developments the standard of teacher training had to be raised.

The T.E.P.A. proposed that after 1955 male students be accepted only for a two-year post-Senior Certificate Primary Teachers' Course, which in content and standard, had to be identical to that in operation for Europeans, but nothing came of this proposal.

In its report of 1956 the Botha Commission found that 70% of Coloured primary school teachers held qualifications equal to, or lower than the Junior Certificate.

The Botha Commission also confirmed what the T.E.P.A. had said in 1955 concerning teachers with a Junior Certificate. The Botha Commission found that Coloured teachers with a post-Junior Certificate two-year teachers' training certificate who started their teaching careers at the age of 18 years were too immature, at that age, for the work they were expected to do and for the social positions they were expected to fill in the community.


190 Ibid., p. 97.

191 Ibid., p. 97.


193 See also Chapter 4 par. 4.4.3.5.

The Botha Commission also found that not enough Coloured women teachers were being trained. In 1953, for example, the Commission found that only 27 women students who possessed the Senior Certificate and two years professional training entered the teaching profession.\footnote{Union of South Africa, \textit{Report of the Coloured education commission, 1953 - 1956}, p. 48.}

The Botha Commission stated in its report that it was convinced that the ideal qualification for all Coloured teachers, men and women, in the primary school should be the Senior Certificate plus a two-year professional training course. The Commission, however, took into account the great shortage in the number of Coloured women teachers and recommended that, until such time that the supply of women teachers was adequate, women teachers with a Standard VIII Certificate should continue to be admitted to a two-year period of training.\footnote{Ibid., p. 48.}

In order to raise the standard of Coloured education in primary schools the Botha Commission recommended that from 1960, or as soon as possible thereafter, the minimum qualification for Coloured men teachers who entered the teaching profession was to be the Senior Certificate plus a two-year course of professional training.\footnote{Ibid., p. 48.}

By 1958 the position as far as the number of successful Coloured matriculants was concerned had improved to such an extent that more and more matriculants applied for admission to training colleges.

As a matter of fact, because of the large number of matriculants who sought admission to training colleges the Cape Education Department considered, in 1958, the establishment of a third training college for Coloureds. In this way, the Superintendent-General of Education said, a beginning could be made to the ideal that, as was the case in European schools, every Coloured teacher in the primary school could be in possession of at least a Senior Certificate.\footnote{Union of South Africa, Cape of Good Hope, Department of Education, \textit{Report of the Superintendent-General of Education for the year 1958}, Cape Town: Herzberg Mullene Automatic Products Ltd, 1958, p. 21.}
At this stage it could be mentioned that the two existing training colleges, Hewat (Cape Town) and Bridgton (Oudtshoorn), were able to admit approximately 240 applicants to the Advanced Primary Teachers' Course (a two-year post-Matriculation course) after providing for failures to repeat the first year of the course.\textsuperscript{199}

In 1958 the number of approved applications for admission to the Advanced Primary Teachers' Course was 457 and in 1959 it was no smaller than 509.\textsuperscript{200}

Thus it was now more than possible for the Cape Education Department to give effect to the Botha Commission's recommendation that from the beginning of 1960 the minimum qualification for men who wanted to enter the teaching profession be raised to the Senior Certificate.

At this stage it was still not even contemplated to also make the Senior Certificate the minimum entrance qualification for Coloured female teachers.

In September 1960 the Teachers' League reiterated its standpoint that the post-Junior Certificate teacher training was no longer adequate for the needs of Coloured schools. The League stated that it was beyond dispute that a post-Junior Certificate could simply not meet the demands of modern education. The League again called for the Senior Certificate to be the minimum entrance qualification for all Coloured primary school teachers.\textsuperscript{201}

The shortage of primary school teachers and especially female teachers in Coloured schools continued and in 1960 the number of primary school teachers that was required to replace staff lost through resignation, death and retirement and also to provide for expansion was about 750 and of

\textsuperscript{200} \textit{Ibid.}, p. 24.
\textsuperscript{201} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XXXII, no. 2, September 1960, pp. 11, 13.
this number 550 had to be women. In that year the number of Coloured teachers for a Teachers' Primary Certificate was only 614.202

From the above statistics it becomes evident that not enough primary school teachers were trained to meet the annual demand. There was also a great shortage of Coloured women teachers in the primary schools owing to the inadequate number of women students who entered teacher training. In consequence a large number of posts in the lower standards of the primary school had to be filled by male teachers.203

Furthermore, it should be noted that many more matriculants than could be catered for at the two training colleges applied to be trained as teachers. Thus many matriculants could not secure a place at these two institutions. The teacher shortage referred to in primary schools, therefore, specifically refer to Coloured female teachers who were needed to teach in the lower standards of the primary school.

In 1961, for example, there were 4 233 Coloured male primary school teachers as against 3 389 female primary school teachers204 and in 1962 there were 4 386 male teachers as against 3 692 female teachers.205 In both instances the ratio should have been 2 female teachers for every male teacher.

From the above it becomes evident that for the whole period under review there was a serious shortage of Coloured female primary school teachers.

203 Ibid., p. 25.
3.4.3.3 The training of secondary school teachers

There were no training institutions in the Cape which catered for the training of Coloured secondary school teachers.

In 1927 the Viljoen Commission found that there were not enough qualified Coloured teachers who could teach Coloured pupils in Standards V and VI and that a considerably increased supply of teachers with the Higher Primary Teachers' Certificate (two-year post-Junior Certificate) was needed.²⁰⁶

As a result of the shortage of qualified secondary school teachers the Cape Education Department had to resort to the employment of White teachers in Coloured secondary schools.

By 1931 hundreds of White teachers were employed in Coloured secondary schools because there were not enough highly qualified Coloured teachers to fill all the posts in secondary schools and training institutions.²⁰⁷

The small number of qualified secondary school teachers and the fact that very few Coloured teachers graduated annually caused grave concern amongst Coloured educationists.

In 1936 the Teachers' League of South Africa said that there were only 45 Coloured teachers who were suitably qualified to teach above the primary school level. The League said that secondary school teachers were produced at a rate of 2 per annum and at that rate it would take about 44 years, if the output remained the same, to replace the 88 European teachers in Coloured secondary institutions.²⁰⁸

According to the League there was an urgent need for more Coloured

²⁰⁸ The Teachers' League of South Africa, *The Educational Journal*, vol. XI, no. 1, August 1936, p. 3.
secondary school teachers to be trained either by increasing the number of Coloured students at the Universities or by the establishment of an institution where a large number of secondary Coloured school teachers could be trained.\textsuperscript{209}

From what has been said above it is evident that there was a serious shortage of qualified Coloured secondary school teachers by 1936.

The Wilcocks Commission found in its report of 1937 that there was no properly organised arrangement as far as the training of Coloured secondary school teachers was concerned.\textsuperscript{210}

The Wilcocks Commission pointed out that the University of Cape Town had opened its doors to Coloured persons who wished to study for degrees or to be trained as secondary school teachers. The Commission found that in 1936 there were 39 Coloured students on the rolls of the University, two of whom were being trained as secondary school teachers. The Commission also found that the number of students who were being trained as secondary school teachers was far too small to meet the need that existed for Coloured secondary school teachers.\textsuperscript{211}

In order to meet the need for secondary school teachers the Wilcocks Commission recommended that, in addition to the courses of training already offered for Coloured secondary school teachers, a three-year composite course of training after the Senior Certificate should be instituted. The Commission also recommended that academic as well as professional subjects be included which was to be called the Lower Secondary Teachers' Certificate.\textsuperscript{212}

By 1939 the Coloured community was producing small but not negligible groups of secondary school teachers who were not only professionally qualified but who also held university degrees.

\textsuperscript{209} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XI, no. 1, August 1936, p. 3.


\textsuperscript{211} \textit{Ibid.}, p. 195.

\textsuperscript{212} \textit{Ibid.}, p. 195.
But because of the serious shortage of Coloured secondary school teachers it was still necessary to employ European teachers to a considerable extent in Coloured secondary schools.\textsuperscript{213}

The shortage of Coloured secondary school teachers was assuming alarming proportions and by 1951 the supply of Coloured secondary school teachers was lagging behind the demand.

In 1951 there were 76 European teachers as against 203 Coloured teachers in secondary institutions.\textsuperscript{214} This meant that 27.2\% of the total number of teachers in Coloured secondary institutions were White. This coupled with the fact that not all Coloured secondary school teachers were qualified to teach in secondary schools shows how serious the position was.

In 1951 the Teachers' Education and Professional Association bemoaned the fact that only a slow trickle of Coloured graduates was produced for secondary schools by the Universities of Cape Town, Fort Hare and the External Department of the University of South Africa.\textsuperscript{215}

There was, the T.E.P.A. said, an urgent need for qualified Coloured secondary school teachers, but because of the shortage more and more European teachers had to be appointed. In some cases the T.E.P.A. said, primary school teachers were used to teach in secondary schools.\textsuperscript{216}

In 1953 the Teachers' League of South Africa focused attention on the shortage of qualified Coloured secondary school teachers.

The League stated that the standard of Coloured education was lowered because Coloured secondary schools were staffed with teachers who were


\textsuperscript{215} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 6, no. 2, October - December 1951, p. 1.

\textsuperscript{216} Teachers' Educational and Professional Association, \textit{Educational News}, vol. 6, no. 2, p. 1.
not academically or professionally qualified to do secondary school work. The League said that it was wrong in principle, retardatory in purpose and deleterious in effect to use unqualified Coloured teachers in the secondary schools.\textsuperscript{217}

As far as qualified Coloured secondary school teachers were concerned the Botha Commission found that in all secondary subjects, with the exception of English, History, Biology and Physical Science, fewer than half of the teachers possessed a full degree course in the subject which they taught.\textsuperscript{218}

These inadequate qualifications in respect of secondary teachers, the Botha Commission concluded, constituted one of the main reasons why so many pupils in Standards VIII and X failed their examinations.\textsuperscript{219}

The Botha Commission recommended, \textit{inter alia}, that the minimum requirement for teachers of academic subjects in the secondary standards should be a university degree and a one-year course of professional training at a university.\textsuperscript{220}

In 1957 the Teachers' Educational and Professional Association attributed the shortage of qualified Coloured secondary school teachers to the fact that there was a disparity between the salaries of Coloured and European teachers at secondary school level.\textsuperscript{221}

The T.E.P.A. argued that the only way to improve the situation as far as the qualifications of Coloured secondary school teachers were concerned was to pay Coloured secondary school teachers the same salaries as their White counterparts.\textsuperscript{222}

\textsuperscript{217} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XXV, no. 3, October 1953, p. 2.
\textsuperscript{219} \textit{Ibid.}, p. 49.
\textsuperscript{220} \textit{Ibid.}, p. 49.
\textsuperscript{221} Teacher's Educational and Professional Association, \textit{The Educational News}, vol. 12, no. 3, November – December 1957, p. 54.
\textsuperscript{222} \textit{Ibid.}, p. 54.
The shortage of qualified Coloured secondary school teachers persisted throughout the years 1958 to 1963. This aspect will be discussed further in Chapter 4 par. 4.4.3.

One of the main reasons why there was a critical shortage of qualified Coloured school teachers for the secondary schools was the disparity in salaries between White and Coloured teachers. This important aspect will now be discussed briefly.

3.4.3.4 Disparity between the salaries of White and Coloured teachers

As already mentioned above, the critical shortage of suitably qualified Coloured teachers was by and large also caused by the disparity in the salaries of White and Coloured teachers. Many competent matriculants avoided the teaching profession as the private, business and industrial sectors posed as far more lucrative investments.

Despite the ongoing struggle by Coloured teachers for equal salaries for equal qualifications and equal work, the disparity between the salaries of White and Coloured teachers continued and it was a bone of contention in the ranks of Coloured educationists.

When the Department of Coloured Affairs took control of Coloured education in 1964 Coloured teachers had not yet attained their goal. This aspect will be discussed further in Chapter 4, par. 4.4.3.10.

3.4.4 The low per-capita expenditure on Coloured education

The low per-capita expenditure on Coloured education as compared to the per-capita expenditure on White education was another serious problem in Coloured education.

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The *per-capita* expenditure on Coloured education prompted the Provincial Finances Commission of 1923 to state that the expenditure on Coloured education in the Cape Province was entirely inadequate. The Commission found that the salaries of Coloured teachers were much too low and that the general provision of educational facilities for Coloured children left much to be desired.\(^{224}\)

The Commission said that it was imperative that immediate steps be taken to introduce the necessary improvements and recommended that the expenditure on Coloured education should be improved.\(^{225}\)

In 1925 the Union Government paid a subsidy of £5,5s\(_0\) per annum per Coloured pupil for Coloured education to the Cape Provincial Administration. The difference between the subsidy paid and the amount actually expended on Coloured education in the Cape Province had to be found by the Province out of taxation and assigned revenues.\(^{226}\)

This subsidy was found to be inadequate by most people who were concerned with Coloured education.

The Wilcocks Commission, 1937, felt strongly that the subsidy should be revised. The Wilcocks Commission found that the subsidy of £5,5s a head for Coloured pupils represented 37% of the subsidy of £14 per head for European children. The Commission stated that the subsidy for Coloured pupils was utterly inadequate to cover the requirements of Coloured education. The Commission recommended that a change be effected in the state of affairs.\(^{227}\)

In the following year the Superintendent-General of Education said that the cost of Coloured education bore heavily on the Cape Province. He pointed out that there was no difference between the subsidy of £5,5s paid

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for primary and secondary school pupils even though the cost per secondary school pupil was more than three times that amount. He called for immediate relief in the position.\textsuperscript{228}

The Teachers' League of South Africa also found the subsidy of £5.5s to be too low. In 1939 the League expressed the hope that the £5.5s subsidy per head paid to Coloured pupils, as against the £14 a head paid per White child, would increase in the near future. The League pleaded that the subsidy should be increased to £8 per head for Coloured pupils.\textsuperscript{229}

The League said that an increased subsidy would enable the erection of many new schools and the extension of numbers of existing schools. The League said that this would provide school accommodation for thousands of Coloured children who did not attend school as a result of the shortage of school accommodation.\textsuperscript{230}

No improvement was made to the subsidy paid to Coloured pupils and in 1940 the Superintendent-General of Education expressed his disappointment that the vexed question of the subsidy for Coloured children had been delayed. He said that because the question of the subsidy for Coloured education was not settled at that stage, Coloured schools remained overcrowded and understaffed.\textsuperscript{231}

In 1942 the Teachers' League again called on the Union Government to radically change the subsidy for Coloured pupils. The League said the subsidy was unjust and inadequate and retarded the general progress of Coloured youth.\textsuperscript{232}

\textsuperscript{229} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XIV, no. 1, p. 7.
\textsuperscript{230} \textit{Ibid.}, p. 7.
\textsuperscript{232} The Teachers' League of South Africa, \textit{The Educational Journal}, vol. XVII, no. 2, September 1942, p. 4.
Still no change was made in respect of the subsidy paid to Coloured pupils in the Cape Province. In 1944 the Provincial Finance Resources Committee calculated that the subsidy to cover the reasonable cost of education for Coloured pupils could be fixed at £10 per head per annum.233

From 1945 the Union Government no longer paid a per-capita subsidy for European and Coloured education. In that year the Financial Relations Consolidated and Amendment Act, Act No. 38 of 1945, provided that the Union Treasury pay, from the consolidated Revenue Fund, to the Provincial Revenue Fund of each province an amount equal to 50% of the nett expenditure on Coloured and European education.234

The increased amount spent on Coloured education partly as a result of the change brought about in the financial relations between the Central and Provincial Governments are indicated in the table below.

**TABLE 3.7: INCREASED AMOUNT SPENT ON COLOURED EDUCATION FOR THE FINANCIAL YEARS 1945/46 TO 1953/54**235

<table>
<thead>
<tr>
<th>Financial year</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945/46</td>
<td>£1 663 766</td>
</tr>
<tr>
<td>1947/48</td>
<td>£2 222 108</td>
</tr>
<tr>
<td>1949/50</td>
<td>£2 916 868</td>
</tr>
<tr>
<td>1951/52</td>
<td>£3 565 728</td>
</tr>
<tr>
<td>1953/54</td>
<td>£4 501 147</td>
</tr>
</tbody>
</table>

Notwithstanding the considerable increase in the expenditure on Coloured education, the per-capita expenditure on the education of Coloured children as compared to that of White children left much to be desired as can be seen in the following table.

TABLE 3.8: THE PER-CAPITA EXPENDITURE ON COLOURED AND WHITE EDUCATION IN THE CAPE PROVINCE FOR THE PERIOD 1941/42 TO 1959/60

<table>
<thead>
<tr>
<th>Years</th>
<th>Whites</th>
<th>Coloureds</th>
<th>Total % per-capita on Whites</th>
<th>% per-capita on Coloureds</th>
</tr>
</thead>
<tbody>
<tr>
<td>1941/42</td>
<td>£22,2</td>
<td>£ 6,5</td>
<td>77,4%</td>
<td>22,6%</td>
</tr>
<tr>
<td>1943/44</td>
<td>25,3</td>
<td>8,0</td>
<td>76,0%</td>
<td>24,0%</td>
</tr>
<tr>
<td>1945/46</td>
<td>31,1</td>
<td>10,2</td>
<td>75,3%</td>
<td>24,7%</td>
</tr>
<tr>
<td>1947/48</td>
<td>35,9</td>
<td>12,7</td>
<td>76,1%</td>
<td>23,9%</td>
</tr>
<tr>
<td>1949/50</td>
<td>41,1</td>
<td>16,1</td>
<td>72,0%</td>
<td>28,0%</td>
</tr>
<tr>
<td>1951/52</td>
<td>46,1</td>
<td>19,0</td>
<td>70,6%</td>
<td>29,2%</td>
</tr>
<tr>
<td>1953/54</td>
<td>56,2</td>
<td>23,1</td>
<td>70,9%</td>
<td>29,1%</td>
</tr>
<tr>
<td>1955/56</td>
<td>59,1</td>
<td>25,0</td>
<td>70,3%</td>
<td>29,7%</td>
</tr>
<tr>
<td>1957/58</td>
<td>63,7</td>
<td>27,1</td>
<td>70,2%</td>
<td>29,8%</td>
</tr>
<tr>
<td>1959/60</td>
<td>74,0</td>
<td>30,0</td>
<td>71,2%</td>
<td>28,8%</td>
</tr>
</tbody>
</table>

N.B.: Percentages worked out by the researcher.

From Table 3.8 it can be seen that of the total per-capita expenditure spent on Coloured and White education in 1941/42, 77,4% was spent on White pupils and only 22,6% was spent on Coloured pupils. Of the total per-capita expenditure on Coloured and White education in 1951/52, 70,8% was spent on White pupils and only 29,2% on Coloured education. Of the total per-capita expenditure on Coloured and White education in 1959/60, 71,2% was spent on White education and only 28,8% on Coloured education.

Furthermore, for the whole period 1941/42 to 1959/60 an average of 73% per-capita was spent on White education whilst an average of only 27% per-capita was spent on Coloured children for the same period.

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236 Republiek van Suid-Afrika, *Interim verslag oor die finansiële implikasies*, p. 29.
This low _per-capita_ expenditure on Coloured education resulted, _inter alia_, in a serious shortage of Coloured school accommodation,\(^{237}\) a shortage of Coloured school teachers and especially qualified secondary school teachers and Coloured female primary school teachers\(^{238}\) and the poor salaries paid to Coloured teachers.

This disparity in the _per-capita_ expenditure will be discussed further in Chapter 4.

### 3.5 CONCLUSION

From this research it becomes evident that the educational system for Coloureds during the period 1910 to 1963 was beset with numerous serious problems. The latter must obviously have prevented effective teaching from taking place in Coloured schools.

The problems encountered in Coloured education were by and large, interrelated, and the resultant cumulative effect led to an unacceptable lowering of standards. Retardation amongst school pupils was rife; early school leaving was the order of the day, engendered by a general lack of interest in learning amongst pupils.

The lack of adequate school accommodation, with its concomitant effects, led to the introduction of double-shift classes. These classes could obviously not cater for the maintenance of proper standards.

The shortage of qualified teachers, as generated particularly by the disparity in the salaries of Coloured and White teachers, also played a major role. The employment of unqualified female primary school teachers and secondary school teachers precluded the desired standard of Coloured education.

The low _per-capita_ expenditure on Coloured education posed as the root of many of the problems encountered in Coloured education during this

\(^{237}\) See par. 3.4.1.  
\(^{238}\) See par. 3.4.3.
period. New schools could not be erected to alleviate overcrowdedness; existing ones could not be extended; training centres for teachers were inadequate; the Cape Provincial Administration could not enforce compulsory school attendance. This, in turn, resulted in a high drop-out rate amongst pupils as well as an avoidance of the teaching profession by many prospective matriculants.

The conclusion one has to draw is that the standard of Coloured education during the period 1910 to 1963 was undoubtedly affected adversely.

Chapter 4 takes a look at the very same problems during the period 1964 to 1989 as well as school boycotts. This is the period after Coloured education was transferred from the Cape Provincial Administration to a Central Government Department. It will be interesting to note that despite the transfer of Coloured education to a Central Government Department most of the problems that were inherited continued to exist.
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COLOURED EDUCATION UNDER THE CONTROL OF A CENTRAL GOVERNMENT DEPARTMENT: 1964 - 1989

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CHAPTER 4

COLOURED EDUCATION UNDER THE CONTROL OF A CENTRAL GOVERNMENT DEPARTMENT: 1964 – 1989

4.1 INTRODUCTION

In Chapter 3 we have seen that there were numerous serious problems in Coloured education during the period 1910 to 1963. Quite clearly these problems must surely have prevented the realization of effective education for Coloureds in the Cape Province during this period.

In Chapter 4 closer attention will be paid to the very same problems, as well as school boycotts, after Coloured education was transferred from the Cape Provincial Administration to the Department of Coloured Affairs in 1964.

The aim of looking at the problems in Coloured education during the period 1964 to 1989, is, as in Chapter 3, to examine the casual factors as well as considering possible solutions to these problems at a later stage. This, again, is done with a view to, finally, making suggestions for the actualization of an effective education for the Coloured population.

4.2 HISTORICAL BACKGROUND

After the formation of the Union of South Africa in 1910 the different provinces retained control over primary education, secondary education and the training of primary school teachers. This applied to all races within the boundaries of the respective provinces. The Central Government on the other hand was entrusted with all higher (university), technical, vocational, special and corrective education, as well as the
training of secondary school teachers. This also applied to all races within the Union of South Africa.¹

The fundamental weakness of this arrangement was that it confirmed a divided educational system: it established no less than five different educational authorities, that is, five different departments of education, each of which subscribed to its own policy and had its own administration. This created an undesirable state of affairs which adversely affected the educational interests of all races. The most important, amongst several serious disadvantages, was a multiplicity of courses, curricula, syllabuses and standards. There were undesirable differences in the provision and nature of educational facilities. Conditions of service of teachers differed. Service of teachers were unnecessarily duplicated, where centralisation would obviously have been more desirable. There was a lack of coordination in respect of the various facets of education, for example, academic and technical education, and resultant difficulties in catering for the educational requirements of each population group comprehensively and in accordance with its special needs.²

A change in this position for the Coloured people began in 1961. The Vocational Educational Act, No 70 of 1955 (amended in 1961) provided for increased or complete State control over technical colleges and subsidised continuation classes. Proclamation 91 of 1961 transferred the control of technical and vocational schools and classes for Coloured students to the Department of Coloured Affairs. This transfer commenced in 1962 and was completed during 1964.³

The Coloured Persons Education Act, No. 47 of 1963 laid down that the control of education for Coloureds was to be vested in a Division of

Education within the Department of Coloured Affairs. For the first time a separate education section, headed by a Director of Education, was established with the sole purpose of planning and providing education for the Coloured population group. An elaborate system was set up whereby all schools and teachers for Coloured pupils came under the jurisdiction of one department. All types of education for Coloureds became the responsibility of a single department: primary, secondary and tertiary education; general education; vocational education; education for all types of handicapped and delinquent children; adult education and cultural and recreational education. A senior professional staff was appointed consisting of a Director of Education, Deputy Director of Education, Inspectors of Education and Education Planners. At the same time an extensive administrative section was instituted.

As already mentioned in Chapter 2 par. 2.5.4 a Coloured Persons Representative Council was established in 1969 and the education for Coloureds became one of its responsibilities. This political development resulted in the dissolution of the former Department of Coloured Affairs on 1 July 1969 and the establishment of the Administration of Coloured Affairs on the same date. In 1980 the Coloured Persons Representative Council was dissolved and the Department was renamed the Department of Internal Affairs. The affairs of the Indian community also became its responsibility, although as a separate component. The constitution of 1983 resulted in the tricameral Parliament for Whites, Coloureds and Indians. The White Parliament became known as the House of Assembly, the Coloured Parliament became known as the House of Representatives and the Indian Parliament became known as the House of Delegates. Coloured education became the responsibility of the Department of Education and Culture (Administration: House of Representatives) with Mr C.H. Ebrahim as the first Minister of Coloured Education.

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* Republic of South Africa, *Coloured Persons Education Act, Act No. 47 of 1963*, Cape Town: Cape and Transvaal Printers (Pty) Ltd, 1963, p. 498. (See also Chapter 2 par. 2.5.4.)


4.3 THE TRANSFER OF COLOURED EDUCATION FROM THE PROVINCES TO THE DEPARTMENT OF COLOURED AFFAIRS

4.3.1 Head office

The transfer of Coloured education was effected in the Cape and the Transvaal on 1 January 1964 and in Natal and the Free State on 1 April of that year. The Department's Head office was situated in Cape Town and Mr J.M. Louw was appointed the first Director of Coloured education.7

4.3.2 Regional offices

The Department of Coloured Affairs believed in decentralised administration and this applied not only to educational matters, but also to all facets of work which were undertaken by the Department. To achieve this ideal, the Department decided to establish regional offices to serve the interests of the Coloured people in all corners of South Africa.

Senior officials of the Department of Coloured Affairs staffed the offices and were in a position to deal with all matters administered by their department. Their task was to promote the cause of the Coloured people in respect of matters such as welfare, liaison and education.

These offices advised the Minister of Coloured Affairs (through the Department's Regional Representative) on the establishment of schools in the area, the appointment of staff and other matters relating to education.8

These offices were established not only to advise on problems affecting the Coloured community, but also to determine the specific needs of the Coloured people in their areas or regions. By this means an honest endeavour was made to ensure that no Coloured community in the Republic was neglected.

8 Ibid., p. 102.
From the above it becomes clear that as a result of the adoption of the Coloured Persons Education Act of 1963 the Central Government took over the control of Coloured education from the provinces.

From the exposition that follows it will be seen that serious problems arose in Coloured education which impeded the actualization of effective education for Coloureds.

4.4 IMPEDIMENTS IN THE ACTUALIZATION OF EFFECTIVE EDUCATION FOR COLOURED S 1964 - 1989

4.4.1 The shortage of school accommodation

4.4.1.1 Introduction

In Chapter 3 par. 3.4.1 the shortage of school accommodation during 1910 - 1963 was discussed. In the discussion that follows a look will be taken at the problem of providing school accommodation during the period 1964 - 1989 and at the same time the causative factors to which this shortage can be ascribed will be identified.

4.4.1.2 The shortage of school accommodation

The functions of the four provinces in respect of school buildings, together with those services previously undertaken by the Department of Public Works, were entrusted to a separate section of the Department of Coloured Affairs. The main functions of this section of the Department of Coloured Affairs were to determine the need for educational facilities, to provide such facilities and the maintenance of buildings and installations.

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* Republic of South Africa, Department of Coloured Affairs, *Report for the period 1 April 1964 to 31 March 1965*, Cape Town: Cape and Transvaal Printers Ltd, p. 27.
Provision for the necessary funds was made in the Loan and Revenue Accounts of the Department and in accordance with a decision of the Cabinet, the Department of Community Development assumed responsibility for the constructional and maintenance work.

It was the function of the Department of Coloured Affairs to ensure that sufficient sites were reserved in new townships and township extensions for the erection of school buildings. Sites were reserved on the basis of 3 morgan for a primary school for every 600 families and 8 morgan for a high school for every 1,500 families. Where a hostel or hostels were to be provided, a further 1 - 1,5 morgan was required.  

One of the most vexing problems in Coloured education during the period 1964 - 1989 was the shortage of school accommodation. Table 4.1 on p. 127 shows the number of schools built for Coloureds in the Republic of South Africa for the period 1964 - 1984.

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10 Republic of South Africa, Report for the period 1 April 1964 to 31 March 1965, p. 27.
TABLE 4.1: THE NUMBER OF SCHOOLS BUILT FOR COLOURED IN THE REPUBLIC FOR THE PERIOD 1964 - 1984

<table>
<thead>
<tr>
<th>Schools</th>
<th>Years</th>
<th>1964(^{11})</th>
<th>1969(^{12})</th>
<th>1974(^{13})</th>
<th>1979(^{14})</th>
<th>1984(^{15})</th>
</tr>
</thead>
<tbody>
<tr>
<td>High schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td></td>
<td>59</td>
<td>70</td>
<td>84</td>
<td>121</td>
<td>-</td>
</tr>
<tr>
<td>State-aided</td>
<td></td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>5</td>
<td>-</td>
</tr>
<tr>
<td>Secondary schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td></td>
<td>21</td>
<td>17</td>
<td>21</td>
<td>15</td>
<td>194</td>
</tr>
<tr>
<td>State-aided</td>
<td></td>
<td>5</td>
<td>5</td>
<td>4</td>
<td>-</td>
<td>8</td>
</tr>
<tr>
<td>Primary schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td></td>
<td>290</td>
<td>387</td>
<td>540</td>
<td>640</td>
<td>754</td>
</tr>
<tr>
<td>State-aided</td>
<td></td>
<td>1 371</td>
<td>1 356</td>
<td>1 264</td>
<td>1 178</td>
<td>1 194</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td></td>
<td>376</td>
<td>482</td>
<td>653</td>
<td>785</td>
<td>961</td>
</tr>
<tr>
<td>State-aided</td>
<td></td>
<td>1 384</td>
<td>1 368</td>
<td>1 280</td>
<td>1 188</td>
<td>1 112</td>
</tr>
<tr>
<td>Grand total</td>
<td></td>
<td>1 760</td>
<td>1 850</td>
<td>1 933</td>
<td>1 973</td>
<td>2 073</td>
</tr>
</tbody>
</table>

From Table 4.1 it becomes evident that only 313 new schools were built for Coloureds in the Republic of South Africa for the period 1964 - 1984. The 313 new schools\(^{16}\) represented an increase of only 17,9% in school accommodation for a period of twenty years. If one looks at the enrolment...
of Coloured school pupils in the Republic of South Africa for the same period\textsuperscript{17} it is clear that Coloured school pupils rose from 386 732 in 1964 to 785 549 in 1984. This was an increase of 398 817 or 103.1%.

From the statistics above it becomes clear that the provision of school accommodation for Coloureds in the Republic of South Africa for the period 1964 - 1984 did not keep pace with the rapid increase in school pupil numbers for the same period.

As a matter of fact the Department of Coloured Affairs had to contend with a shortage of school accommodation which it inherited from the provinces when the education of the Coloured people was transferred from the provinces to the Department of Coloured Affairs in 1964.

In its annual report for the period 1 April 1965 to 31 March 1966 the Department of Coloured Affairs stated that in some places acute accommodation problems arose because, as a result of unavoidable circumstances, the building programme could not keep pace with the increased enrolment in the primary schools.\textsuperscript{19}

At this stage the Department experienced no problems as far as funds were concerned to erect school buildings. Speaking in the House of Assembly on 12 October 1966 the Minister of Coloured Affairs stated that the reason why school buildings were not erected quickly enough was not as a result of a shortage of money, but was attributable to a shortage of manpower.\textsuperscript{19}

Because not enough schools could be built timeously a tremendous backlog of school accommodation developed which had to be eliminated. In 1972 the Education Council for Coloured Persons stated that urgent representations

\textsuperscript{17} See table 4.4.
\textsuperscript{19} Republic of South Africa, Department of Coloured Affairs, \textit{Report for the period 1 April 1965 to 31 March 1966}, p. 18.
\textsuperscript{19} Republic of South Africa, \textit{House of Assembly Debates}, vol. 18, First Session - Third Parliament, Cape Town: Cape and Transvaal Printers, 26 September to 19 October 1966, col. no. 4048.
were made to the authorities concerned to eliminate the backlog of school accommodation.

As a result of these representations the authorities made available, over and above the annual allocation of R6 000 000, a total additional amount of R21 000 000 over the years 1974 - 1977 for the provision of school accommodation for Coloured pupils. It was expected that this move would bring considerable relief to the shortage of school accommodation.²⁰

Although the allocation of funds for the erection of school buildings increased gradually since 1964 (see Table 4.2 below) it was not enough to eliminate the backlog which had built up over the years as well as allowing for the natural increase in pupil numbers.

**TABLE 4.2: THE AMOUNTS SPENT ON THE ERECTION OF CLASSROOM ACCOMMODATION FOR THE PERIOD 1964/65 - 1974/75²¹**

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount spent</th>
<th>Number of classrooms</th>
</tr>
</thead>
<tbody>
<tr>
<td>1964/65</td>
<td>R1 247 650</td>
<td>322</td>
</tr>
<tr>
<td>1967/68</td>
<td>R1 665 051</td>
<td>545</td>
</tr>
<tr>
<td>1970/71</td>
<td>R4 782 692</td>
<td>617</td>
</tr>
<tr>
<td>1973/74</td>
<td>R5 584 322</td>
<td>413</td>
</tr>
</tbody>
</table>

Some of the classes were, as a result of the Group Areas Act, not new classrooms, but substitutes to replace those classrooms which could no longer be used because Coloureds were obliged to move from areas previously occupied by them to new areas.²²


²² See Chapter 2 par. 2.5.3.4.
On 23 March 1973 a commission of inquiry into matters relating to the Coloured population group was appointed. This commission was known as the Theron Commission and it reported its findings in 1976. In respect of school accommodation the Theron Commission found that, for the years 1966/67 to 1972/73, an average of 611 new classrooms were built for Coloured children in the Republic of South Africa. Of these new classrooms an average of 429 had to be used annually to replace classrooms which could no longer be used as a result of the Group Areas Act. Thus, in reality only 182 new classrooms were built annually over this period to accommodate the ever-increasing Coloured school-going population of the Republic.

The Theron Commission further found that for the years 1964/65 to 1972/73 an amount of R54 000 000 was allocated for the purpose of providing school accommodation for Coloured children. Of this amount only R37 318 251 was used. Thus, the R16 681 749 which was not used, due to the fact that certain areas were not proclaimed "Coloured" yet, as well as the inability of the Department of Coloured Affairs to provide the necessary school buildings timeously, undoubtedly contributed to the already acute shortage of school accommodation.

Because of the shortage of school accommodation in Coloured schools the Administration of Coloured Affairs was constantly criticised for its inability to provide the necessary accommodation. To alleviate the fears of parents and to assure them that there would be place for their children in Coloured schools the Deputy Commissioner for Coloured Affairs, Mr A.J. Arendse, stated in 1978 that although there was a shortage of school accommodation the Administration of Coloured Affairs took full responsibility of providing the necessary educational facilities. The Administration further guaranteed parents that a place would be provided

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23 Republiek van Suid-Afrika, Kommissie van ondersoek na aangeleenthede rakende die Kleurlingbevolkingsgroep, Pretoria: Staatsdrukker, 1976, p. 175.
24 Ibid., p. 177.
for every child of school going age who applied to be admitted to a school even though it may not be at the school of his preference.\textsuperscript{26}

The Deputy Commissioner for Coloured Affairs further stated that, with the assistance of other State Departments, the Administration of Coloured Affairs was doing everything in its power to provide more and better school accommodation. He stated that whereas only R1 242 650 was spent to erect school buildings during the 1964/65 financial year R20 695 840 was spent on the erection of school buildings for the financial year 1977/78.\textsuperscript{27}

Despite the praiseworthy efforts made by the Administration of Coloured Affairs to provide the necessary school accommodation a critical shortage of classroom accommodation still persisted in Coloured schools.

On 6 January 1981 the Minister of Internal Affairs, Mr C. Heunis announced in Cape Town that State spending on school buildings for Coloureds would double in the following financial year. In an interview with "Die Burger", he said that the 1981 allocation of R28 000 000 for Coloured school buildings would be raised to between R55 000 000 and R60 000 000.\textsuperscript{28}

The Minister ascribed the backlog of school facilities to the rapid increase in school pupil numbers. He said that the increase, especially in secondary school pupils, was a direct result of the implementation of a policy of compulsory school attendance for Coloureds. The Minister also identified the economic recession of the 1970's as a reason why there was a backlog of school facilities for Coloured people. He said that as a result of the recession money was not always available for the provision of the necessary facilities. He further stated that in order to eliminate the backlog of school buildings for Coloureds within a reasonable time, the Government had decided to double the allocation of funds for the erection of school buildings.\textsuperscript{29}

\textsuperscript{26} Republic of South Africa, Administration of Coloured Affairs, \textit{Alpha}, vol. 16, nos 9 and 10, November/December 1978, p. 4.
\textsuperscript{27} Republic of South Africa, \textit{Alpha}, vol 16, nos. 9 and 10, p. 4.
\textsuperscript{28} \textit{Die Burger}, 7 Januarie 1981.
\textsuperscript{29} \textit{Die Burger}, 7 Januarie 1981.
In the March 1984 edition of Alpha it was stated that good progress was being made to eliminate the backlog of educational facilities for Coloureds within the next decade and at the same time to satisfy the growing demand for these facilities as a result of an increase in pupil numbers. It was further stated that the building programme for 1983 - 1987 included no less than 300 building projects for primary and secondary educational facilities (new schools, extensions to existing schools, hostels, school halls etc.) at an estimated cost of almost R500 000 000.30

In spite of the building programme of 1983 - 1987 there was still a serious shortage of classroom accommodation in Coloured schools. Referring to the accommodation shortage the Minister of Education and Culture, Mr Carter Ebrahim, stated in the House of Representatives on 31 July 1987 that in order to overcome the remainder of the historical backlog in classroom accommodation and to simultaneously provide for the annual growth in the number of Coloured school pupils, approximately 8 735 classrooms would have to be provided over the following five years.31

The Minister also said that the amount allocated for the erection of primary and secondary schools for the financial year 1987/88 was R115 million. This amount, he said, was considerably less than the amount which was requested, namely R162 million. The Minister made a strong appeal to the Government for a more equitable allocation of funds for the erection of schools and the provision of other educational facilities for the Coloured community.32

As can be seen from the above the amount allocated by the authorities for the provision of school buildings for Coloured education was considerably less than what was requested. Thus it is obvious that this amount did not take into account the historical backlog in accommodation for Coloured

pupils. Therefore overcrowded classes, double-shift classes, the accommodation of Standard VI pupils at primary schools and mobile units were the order of the day.

If we look at the allocation of funds for the erection of school buildings for the financial year 1989/90 the picture becomes more dismal.

Speaking in the House of Representatives on 11 May 1989 the Minister of Education and Culture, Mr Allan Hendrickse, said that as far as buildings and grounds were concerned, an amount of R210 million had been made available to the Department of Local Government, Housing and Agriculture. This amount, the Minister said, was hopelessly insufficient to meet the need for new schools, replacement buildings and extensions, hostels and school halls. 33

Thus for the whole period 1964-1989 there was an acute shortage of school accommodation in Coloured schools. From what has been said it can be deduced that the shortage of school accommodation in Coloured schools was caused by a number of factors, *inter alia*, a shortage of manpower; the Group Areas Act; the fact that not all the funds allocated for school buildings were spent to erect these buildings; the rapid increase in school pupil numbers, the economic recession of the 1970's and the insufficient accommodation of funds for school accommodation.

This chronic shortage of school accommodation in turn gave rise to a system of double-shift classes in Coloured primary schools.

4.4.1.3 Double-shift classes

In an attempt to alleviate the problem of school accommodation a system of double-shift classes was introduced in 1965. This system was not new because it was already in operation in the Cape Province. 34

34 See Chapter 3 par. 3.4.1.3.
The introduction of the double-shift system to alleviate the accommodation problem was not a very popular system as far as the Coloured people were concerned because it processed groups of pupils on a 'conveyor belt' basis. Pupils were hurriedly put through their paces in the morning so that a new group of school children could obtain their share of education in the afternoon.\(^{35}\) In its annual report for 1966 the Education Council for Coloured persons also showed that it was not in favour of double-shift classes. The Council expressed itself in favour of pre-fabricated buildings as approved by the South African Bureau of Standards to meet the accommodation problem instead of the introduction of more double-shift classes.\(^{36}\)

In a press statement in 1970, Mr F.L. Gaum, Commissioner for Coloured Affairs, reiterated that double-shift classes were a means of meeting a temporary shortage of accommodation. He stated that additional staff was provided for such double-shift classes and that no teacher was required or even allowed to work more than one shift each day.\(^{37}\)

As a result of an increase in the shortage of classroom accommodation the Administration of Coloured Affairs was forced to drastically change its policy concerning the introduction of double-shift classes in November 1970. With the approval of the Coloured Persons Representative Council it was decided to introduce double-shift classes at all primary schools up to Standard II with effect from January 1971.\(^{38}\)

The system of double-shift classes started slowly but increased steadily. In 1964 there were 269 double-shift classes. By 1971 these classes had increased to 1 707.\(^{39}\)

\(^{35}\) Al.J. Venter, *op. cit.*, p. 333.


\(^{38}\) Republiek van Suid-Afrika, *Kommissie van Onderzoek*, p. 175.

In 1972 the Administration of Coloured Affairs justified the use of double-shift classes by stating that when the classrooms (on a single-shift basis) were full, those children for whom there was no space either had to be refused enrolment to a school or had to be admitted to double-shift classes. The Administration of Coloured Affairs, therefore, had to choose between two alternatives: no education (for some children) due to a shortage of classroom accommodation or education in double-shift classes (for some children). Faced with this choice the Administration of Coloured Affairs chose double-shift classes. ¹⁰

In November 1972 the Administration of Coloured Affairs was, as a result of the serious shortage of school accommodation, forced to seek further concessions regarding double-shift classes from the Coloured Persons Representative Council. These concessions resulted in the following with effect from January 1973. ¹¹

(a) Double-shift classes would be instituted at all primary, secondary and high schools where the need arose as a result of an accommodation shortage from Sub-standard A to Standard V;

(b) in exceptional cases double-shift classes would also be instituted in Standard VI;

(c) in order to avoid or to limit the institution of double-shift classes the curricula of primary schools could be extended to Standard VI.

Notwithstanding the fact that the Administration of Coloured Affairs spent R20 695 840 on the erection of school buildings for the financial year 1977/78 the Administration could not succeed in eliminating the backlog in classroom accommodation which resulted in the erection of more double-shift classes.

In 1978 the Education Council for Coloured Persons again expressed their concern about the lack of adequate school accommodation, which had again

⁴¹ Republiek van Suid-Afrika, Kommissie van Onderzoek, p. 175.
resulted in more double-shift classes being introduced for pupils in primary schools, especially in the junior primary classes. The Council further stated that the shortage of school accommodation also resulted in the curricula of certain primary schools being extended from Standard V to Standard VI and in some cases to Standard VII and higher.\textsuperscript{42} The extension of the curricula at certain primary schools from Standard V to Standard VI and in some cases to Standard VII was done in order to accommodate Standard VI and Standard VII classes at primary schools because there was no accommodation for them at some secondary schools.

Table 4.3 below shows the number of double-shift classes established for the period 1974 - 1983.

\begin{table}[h]
\centering
\begin{tabular}{|l|c|}
\hline
Year & Double-shift classes \\
\hline
1974 & 2 032 \\
1978 & 2 531 \\
1980 & 1 746 \\
1983 & 1 462 \\
\hline
\end{tabular}
\caption{THE NUMBER OF DOUBLE-SHIFT CLASSES FOR THE PERIOD 1974 - 1983\textsuperscript{43}}
\end{table}

From table 4.3 above it is evident that the number of double-shift classes reached a peak of 2 531 in 1978 and steadily declined to 1 462 in 1983.

4.4.1.4 Mobile classrooms

In 1983 the Department of Internal Affairs decided to eliminate the system of double-shift classes. In that year the Department awarded contracts


\textsuperscript{43} Republic of South Africa, Department of Internal Affairs, \textit{Alpha}, vol. 22, no. 3, p. 7.
worth R5 000 000 for the construction of 349 mobile classrooms in a step towards the elimination of double-shift classrooms.\textsuperscript{44}

According to Mr N. Eales, press liaison officer for the Directorate of Coloured Education, a further R15 000 000 would be spent over the financial years (1984/85 and 1985/86) in an effort to supply mobile classrooms to take the load off all of the classrooms around the country that carried double-shift classes. According to Mr Eales the initial contract of R5 000 000 would supply classrooms at 55 schools around the country.\textsuperscript{45} The influence of these mobile classrooms on the standard of Coloured education is discussed in Chapter 5 par. 5.2.1.3.

In conclusion the shortage of school accommodation was a very serious problem in Coloured education. In order to overcome this very serious problem a system of double-shift classes was introduced. When this system could not solve the problem the Administration of Coloured Affairs extended the curricula of primary schools from Standard V to Standard VI and even to Standard VII. When this attempt to solve the problem did not work the Department of Internal Affairs resorted to the erection of mobile classrooms in order to eliminate the double-shift classes and at the same time to alleviate the shortage in school accommodation.

Thus for the whole period under review there was a critical shortage of classroom accommodation in Coloured schools which had a detrimental effect on the standard of Coloured education.\textsuperscript{46} The enrolment of Coloured school pupils will now be discussed.

4.4.1.5 Enrolment of school pupils

There was a rapid increase in Coloured school pupil numbers after 1964. This rapid increase in pupil numbers can be seen in table 4.4. Table 4.4 shows the enrolment of Coloured school pupils in the Republic of South Africa for the period 1964 - 1984.

\textsuperscript{44} Cape Times, 2 September 1983.
\textsuperscript{45} Cape Times, 2 September 1983.
\textsuperscript{46} See Chapter 5 par. 5.2.1.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Primary schools</td>
<td>349</td>
<td>468</td>
<td>513</td>
<td>587</td>
<td>607</td>
</tr>
<tr>
<td>enrolment</td>
<td>349</td>
<td>468</td>
<td>513</td>
<td>587</td>
<td>607</td>
</tr>
<tr>
<td>High schools</td>
<td>37</td>
<td>264</td>
<td>50</td>
<td>78</td>
<td>120</td>
</tr>
<tr>
<td>enrolment</td>
<td>37</td>
<td>264</td>
<td>50</td>
<td>78</td>
<td>120</td>
</tr>
<tr>
<td>Total</td>
<td>386</td>
<td>732</td>
<td>477</td>
<td>591</td>
<td>707</td>
</tr>
<tr>
<td></td>
<td>386</td>
<td>732</td>
<td>477</td>
<td>591</td>
<td>707</td>
</tr>
</tbody>
</table>

From the table above it is clear that the primary school pupils increased from 349 468 in 1964 to 607 334 in 1984. This represented an increase of 257 866 or 73.78% in Coloured primary school pupils over a period of 20 years.

It also becomes evident that the Coloured secondary school pupils increased from 37 264 to 178 215 for the corresponding period. This represented an increase of 140 951 or 378.25% in Coloured secondary school pupils over a period of 20 years.

Furthermore, the total school enrolment for Coloured primary and secondary schools rose from 386 732 pupils in 1964 to 785 549 pupils in 1984. This represented an increase of 398 817 or 103.12% in Coloured primary and secondary school pupils for the period under review.

From the above-mentioned statistics it becomes evident why the provision of classroom accommodation for Coloured pupils could not keep pace with the natural increase of Coloured primary and secondary school pupils.

48 Republic of South Africa, Department of Internal Affairs, *Education for life: Short history, present system and future plans*, p. 32.
Although the rapid increase in Coloured school pupil numbers attested to a greater awareness of the value of a sound education in the Coloured community there were still too many Coloured school children who left school too early.

It will therefore, be necessary to discuss the problem of early school leaving (drop-out rate) in Coloured schools and the reasons for this state of affairs in Coloured education.

4.4.2 The high drop-out rate

4.4.2.1 Introduction

Another serious problem in Coloured education during the period under review was the very high drop-out rate. In Chapter 3, par. 3.4.2 it was already mentioned that far too many Coloured pupils dropped out of school at an early age owing to the lack of compulsory school attendance.

4.4.2.2 The high drop-out rate

Table 4.5 on p. 140 shows the drop-out rate per Standard for the period 1984 to 1985.
TABLE 4.5: THE DROP-OUT RATE IN COLOURED SCHOOLS PER STANDARD FOR THE PERIOD 1984 - 1985

| Standard | 1984 | | Standard | 1985 | | Drop-out |
|----------|------|}|----------|------|}|----------|
| A        | 100 080 | | B | 91 001 | | 9 079 |
| B        | 93 112 | | I | 87 690 | | 5 422 |
| I        | 90 550 | | II | 84 712 | | 5 838 |
| II       | 87 538 | | III | 84 222 | | 3 316 |
| III      | 84 304 | | IV | 79 326 | | 4 978 |
| IV       | 78 198 | | V | 72 129 | | 6 069 |
| V        | 69 729 | | VI | 59 216 | | 10 513 |
| VI       | 54 221 | | VII | 51 828 | | 2 393 |
| VII      | 46 253 | | VIII | 37 251 | | 9 002 |
| VIII     | 33 392 | | IX | 28 124 | | 5 268 |
| IX       | 24 891 | | X | 16 929 | | 7 962 |
| Total    | 762 268 | |       | 692 428 | | 69 840 |

An analysis of the above table shows that 69 840 Coloured school pupils dropped out of school in 1984. Furthermore, 28 633 Coloured pupils had dropped out of school before having passed Standard IV. In other words they were functionally illiterate. For a detailed discussion of the drop-out rate and its influence on the standard of Coloured education see Chapter 5 par. 5.2.2.

The high drop-out rate in Coloured schools is caused by a number of factors. The Theron Commission identified the following as the cause for the high drop-out rate in Coloured schools: the poor socio-economic position of the Coloured community in general; the fact that Coloured pupils enter the labour market at a relatively young age; Coloured pupils were not motivated to study; and the fact that compulsory education was not generally or effectively applied to Coloured children.

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51 See Chapter 2 par. 2.3.2.
In this research attention will be confined to the question of the lack of compulsory school attendance.

4.4.2.3 Compulsory school education for Coloured pupils

The Coloured Persons Education Act, No. 47 of 1963, made allowance for the implementation of compulsory school attendance. When Coloured education was transferred from the provinces to the Department of Coloured Affairs compulsory school attendance applied only in Natal and in the immediate neighbourhoods of the following six schools in the Cape Province:53

* Alice primary school, Victory East;
* Wilfred Scott primary school, King William's Town;
* Douglas Ross primary school, Keiskammahoek;
* Carinus primary school, Cradock;
* Arsenal Road primary school, Simonstown; and
* William Pescod senior secondary school, Kimberley.54

Since the transfer of Coloured education the Department of Coloured Affairs' policy was to introduce compulsory school attendance for all Coloured children as soon as possible.

The two main reasons given by the Department of Coloured Affairs and later by the Administration of Coloured Affairs for not being able to introduce compulsory school attendance for Coloured pupils were the shortage of school accommodation55 and the shortage of Coloured school teachers.56

Speaking in the House of Assembly on 12 October 1966, the Minister of Coloured Affairs gave the shortage of Coloured teachers and the shortage of school accommodation as the reasons for not having introduced compulsory school education for Coloured pupils.57

53 See Chapter 3 par. 3.4.2.3.
54 H. Pollak, op. cit., p. 7.
55 See Chapter 4 par. 4.4.1.
56 See Chapter 4 par. 4.4.3.
In that same year the Department of Coloured Affairs informed the Education Council for Coloured Persons that the shortage of teachers was the main reason for not introducing compulsory education for Coloured pupils. The Department, furthermore, stated that a concerted effort was made to increase the enrolment of students at the various training institutions.\(^{58}\)

On 21 February 1967 the Deputy Minister of Bantu Administration and Education (after consultation with the Minister of Coloured Affairs) said that it was not possible to apply compulsory education in practise chiefly as a result of the tremendous increase in the number of school-going children and the problem in connection with accommodation.\(^{59}\)

The Deputy Minister further stated that the number of Coloured pupils in the Cape Province rose from 124,000 in 1945 to almost 350,000 in 1966. This represented an increase of almost 300% over a period of 26 years he said. He further stated that the number of schools in the Cape Province increased from 972 to 1,646 for the same period which proved that the increase in the number of school-going children outstripped the ability of the state to build new schools. He furthermore stated that in the Free State the number of pupils increased, over the same period, from 1,700 to 5,609. This was an increase of more than 300%. He also said that the increase in the number of pupils over the same period in the Transvaal and Natal was almost 300% and 350% respectively. It was obvious therefore, the Deputy Minister stated, that in view of the tremendous influx of pupils the accommodation problem made any compulsory school attendance unrealistic. The Deputy Minister further said that the other limiting factor why compulsory education could not be introduced was the shortage of teachers. He said that although there were sufficient facilities for Coloured teachers the number of successful recruits from the Senior Certificate classes was very small.\(^{60}\)


The Deputy Minister, however, gave the assurance that the building programme of the Department of Coloured Affairs was calculated to make it possible to introduce compulsory school attendance as soon as possible. He said that the statutory provision for the introduction of compulsory education was such that it could be introduced in any specific area where sufficient and suitable accommodation became available.\(^{61}\)

In that same year (1967) the Education Council for Coloured Persons said that the Department of Coloured Affairs should commence immediately with the introduction of compulsory school attendance. The Council stated that it was aware of the shortage of accommodation and the teachers required for the introduction of compulsory education but still expressed the hope that compulsory school attendance would be introduced at the earliest possible stage.\(^{62}\)

The first step towards general compulsory education was the promulgation of a regulation in 1967 which compelled all children, irrespective of age or standard, who resided within three miles of a school and who enrolled at such a school at the beginning of a year, to attend school regularly until the end of that year.\(^{63}\)

The Department of Coloured Affairs drew the attention of all concerned to this ruling in no uncertain terms:

"Attention is drawn to the Government Notice published in Government Gazette dated 29th December, 1967, to the effect that the Minister of Coloured Affairs has, under and by virtue of the powers vested in him by section 23(1) of the Coloured Persons Education Act, 1963 (Act 47 of 1963), declared that every Coloured child, who is resident within three miles along the shortest road of a State or State-aided school and who, irrespective of age or standard, shall be compelled to attend

school until the end of the year for which he/she enrolled. Principals of schools will, therefore, have to ensure that the parents or guardian of every child (not only newcomers) are informed in writing at the beginning of 1968 and at the beginning of every successive year, that the child shall be compelled to attend school for that particular year.\textsuperscript{64}

This was an endeavour to prevent the very considerable waning of interest in school and the high drop-out rate in the course of the year by Coloured pupils.

This was a watered-down form of compulsory education because it was only applicable during a particular year in which a Coloured pupil was enrolled at a school. In spite of the fact that the regulation stipulated that Coloured pupils, with effect from January 1968, had to attend school until the end of the year in which they had enrolled, it did not have the desired effect.

The Theron Commission found in this respect that although the drop-out rate decreased from 6,3\% in 1967 to 1,5\% in the primary schools in 1968, it again rose to 3,6\% in 1973 whilst the rate for Standards VI - X dropped from 10,4\% in 1967 to 2,6\% in 1968, it again rose to 5,8\% in 1973.\textsuperscript{65}

No effective control could be exercised as far as this form of compulsory school attendance was concerned because it was primarily the school principal's responsibility to see to it that pupils who had enrolled to attend school for a specific year, did in fact attend school regularly during the course of that year.

The Theron Commission further found that the Department of Coloured Affairs was reluctant to prosecute parents who did not comply with this form of compulsory school attendance. The Commission also found that a considerable percentage of Coloureds, especially those in the rural


\textsuperscript{65} Republiek van Suid-Afrika, \textit{Kommissie van Onderzoek}, p. 179.
districts, resided outside the five kilometre (three miles) radius of their nearest school and, therefore, compulsory education was not applicable to them. 66

Thus the above-mentioned form of compulsory education did not have the desired effect of curbing the high drop-out rate which took place in Coloured schools during the course of every year. Secondly, it had no effect on those children who never enrolled at any school in any given year because they were not affected by the 1967 ruling.

When the introduction of compulsory school attendance was discussed in the House of Assembly on 28 September 1970 the shortage of Coloured teachers was again stated as the reason why compulsory education could not be introduced. The Deputy Minister of Coloured Relations and Rehoboth Affairs said that it was pointless to introduce compulsory education for Coloured pupils and build classrooms at a cost of millions of rands if there were not enough teachers to instruct those children. 67

Whilst discussing the introduction of compulsory education in the Coloured Persons Representative Council in November 1970 Mr W. Bergins, Member of the Executive Committee responsible for Coloured education, stated that compulsory education for Coloured pupils between the ages of 7 to 16 years could not be introduced summarily. He gave the shortage of accommodation, the shortage of teachers, financial considerations and administrative measures that had to be taken as the reasons for not being able to introduce compulsory education for Coloured pupils. 68

In its annual report for the year ending 31 March 1971 the Education Council for Coloured Persons noted with appreciation that compulsory

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66 Republiek van Suid-Afrika, Kommissie van Ondersoek, p. 179.
education for Coloured pupils was still receiving the serious attention of the Administration of Coloured Affairs and that everything was being done to introduce progressive compulsory education at the earliest possible date.  

In 1972 the Executive Committee of the Coloured Persons Representative Council, in conjunction with the Administration of Coloured Affairs, submitted a report to the Coloured Persons Representative Council which recommended that compulsory education for Coloured pupils be introduced with effect from 1974. The report recommended that compulsory education should be introduced progressively for all seven year-old children with effect from 1 January 1974. This report was accepted by the Coloured Persons Representative Council.  

The Administration of Coloured Affairs determined that the number of Coloured school children ranging in age from 7 years to 16 years who would not be attending school if compulsory education was not introduced would total 78 154 by the year 1980.  

According to a Ministerial announcement compulsory education was finally introduced for Coloured children with effect from 1 January 1974 for all children who reached the age of 7 years between 1 July 1973 and 30 June 1974 and who resided within five kilometres along the shortest route to any suitable school.  

From 1974 onwards compulsory education for Coloured children was progressively extended to include an additional higher age group each successive year. By 1980 all children between the ages of 7 and 16 years were subject to compulsory school attendance. Compulsory school attendance therefore applied to all Coloured children between 7 and 16 years.

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years who had not yet passed Standard VIII and who resided within five kilometres from the nearest suitable school.

In 1979 the first school attendance officers were appointed to assist with the enforcement of the regulations regarding compulsory school attendance.\textsuperscript{73}

In spite of the fact that school attendance was made compulsory for all 7 year-olds in 1974 and then progressively introduced for all 8 year-olds in 1975 and so on until it included all 16 year-olds by 1980 and notwithstanding the fact that the 1967 ruling was also still effective, the drop-out rate in Coloured schools was still disturbingly high.

Table 4.6 shows the number of Coloured pupils who dropped out of school during the first six years after compulsory education was progressively introduced:

\textbf{TABLE 4.6: THE NUMBER OF COLOURED PUPILS WHO DROPPED OUT OF SCHOOL FOR THE PERIOD 1975 - 1980}

<table>
<thead>
<tr>
<th>Years</th>
<th>Number of pupils who dropped out</th>
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</thead>
<tbody>
<tr>
<td>1975</td>
<td>25 358</td>
</tr>
<tr>
<td>1976</td>
<td>21 716</td>
</tr>
<tr>
<td>1977</td>
<td>20 671</td>
</tr>
<tr>
<td>1978\textsuperscript{74}</td>
<td>24 146</td>
</tr>
<tr>
<td>1979</td>
<td>28 834</td>
</tr>
<tr>
<td>1980\textsuperscript{75}</td>
<td>33 758</td>
</tr>
<tr>
<td>Total</td>
<td>154 483</td>
</tr>
</tbody>
</table>

From table 4.6 it can be seen that 154,483 Coloured school children dropped out of school during the period 1975 - 1980. This represented an average drop-out rate of 25,747 pupils per year over a six year period.

In 1985 there were some 69,840 Coloured pupils who dropped out of school. During 1986 there were 53,689 Coloured early school leavers. Thus over a two-year period there were 123,529 Coloured school pupils who dropped out of school. This high drop-out rate has a negative effect on the quality of Coloured education.

This unacceptably high drop-out rate in Coloured schools whilst compulsory school attendance was applicable to Coloured school pupils confirmed the findings of the Theron Commission that no effective control was exercised to compel Coloured children to attend school regularly.

This was further confirmed by the Head Office of the Department of Education and Culture (Administration: House of Representatives) in an education circular dated 21 February 1986 in which the following was stated in connection with compulsory school attendance:  

(i) It has come to the notice of this office that principals do not always report cases of truancy to their Regional Offices.

(ii) When a principal is convinced or has reasonable doubt that a child's absence is not due to illness or other rightful reason, or if a child is absent without explanation for more than 15 consecutive days, he must, in writing obtain the reasons for absence from the parents. Such reasons for absence must be submitted to the principal in writing within a period of at most 10 days.

If the absence of the pupil cannot be attributed to bona fide reasons, or if such reasons are not submitted within the specified period, the principal must inform the Regional Representative in

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writing thereof and request him to take up the matter of the pupil's absence with the parent.

(iii) It would therefore be appreciated if principals of schools could in future strictly comply with the afore-mentioned instruction.

In a random check (by the researcher) as to how many legal proceedings were instituted by the various Regional offices against parents who failed to comply with the stipulations of the compulsory school attendance regulation for the period 1980 - 1986, it was found that:

(a) There were early school leavers in, inter alia, the following school regions: Kimberley, Worcester, Athlone, East London, George, Springbok and Bloemfontein during this period.

(b) In each of these school regions no legal proceedings were instituted against parents with the exception of Bloemfontein where two cases were pursued.\(^77\)

From the above it becomes evident that even though compulsory school attendance is applicable to Coloured school children, the stipulations of this regulation are rarely, if ever, applied.

As a matter of fact the Department's apparent reluctance to enforce the compulsory school attendance regulation to the letter "encourages" the high drop-out rate. This, in turn, creates the impression that the school accommodation problem is not so serious. Furthermore, a misleading impression is created in that there is an over-provision of Coloured teachers.\(^78\)

Referring to the high drop-out rate the Minister of Health Services and Welfare, Mr Chris April, said in the House of Representatives on 5 August


\(^78\) See this Chapter par. 4.4.3.
1987 that a large percentage of the Coloured population could be classified according to the so-called Third World standard. He said that about 48% of Coloured school children dropped out of school by Standard II.\(^79\)

Most of these pupils who dropped out of school by Standard II could at most have reached the age of 12. Thus many of them would be too young and too poorly educated to find suitable work. So it stands to reason that many of them were sitting at home idle or roaming the streets and many of them ended up as juvenile delinquents.

If these drop-outs do find work the remuneration is so low that they cannot maintain a satisfactory quality of life. This leads to poverty and low living standards. Many of these drop-outs resort to drug and alcohol abuse because they are unable to cope with the responsibilities of adult life. Poverty and low living standards result in a high fertility rate and the vicious circle then repeats itself.

There can be no doubt that the high drop-out rate in Coloured schools has far-reaching negative socio-economic implications for the Coloured population. In terms of human potential thousands of Coloured pupils are "wasted" every year. No country can afford this.

Projections by the Department of National Education, which were revealed to the standing committee on education in the House of Representatives in 1987, showed that the drop-out rate up to and including Standard X would show little change in improvement by the year 2004.\(^80\)

Research has shown that the high drop-out rate in Coloured schools is caused by, inter alia, the ineffective application of the compulsory school attendance regulation by the authorities, the neglect of parents to see to

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it that their children attend school regularly, and as a result of their socio-economic position.\textsuperscript{81}

The shortage of Coloured school teachers was another problem which impeded the actualisation of an effective education system for Coloureds.

4.4.3 The shortage of Coloured school teachers

4.4.3.1 Introduction

The shortage of Coloured school teachers and especially qualified teachers for the secondary schools is also one of the very serious problems with which Coloured education had to grapple. In the discussion that follows the training of primary and secondary school teachers will be looked at and at the same time an attempt will be made to identify the reasons for this shortage. The effect the shortage of teachers had on the introduction of compulsory school attendance has already been discussed.\textsuperscript{82} The effect the shortage of teachers has on the standard of Coloured education is discussed in Chapter 5 par. 5.2.3.

4.4.3.2 The position at take-over\textsuperscript{83}

With the take-over of Coloured education from the provinces the Department of Coloured Affairs inherited a wide variety of systems and courses from the Provincial Administrations, and this was also the case in the training of teachers. The \textit{status quo} in the various provinces was retained virtually unchanged as regards facilities and courses in the first year after transfer.

\textsuperscript{81} See Chapter 2 par. 2.3.2.
\textsuperscript{82} See par. 4.4.2.3.
\textsuperscript{83} Department of Coloured Affairs, \textit{Report for the period 1 April 1964 to 31 March 1965}, Cape Town: Cape and Transvaal Printers (Pty) Ltd, 1966, p. 16.
4.4.3.3 Training institutions

In 1964 the Department of Coloured Affairs took over thirteen training institutions in the Republic. Ten of these institutions were in the Cape Province and one each in the Transvaal, Natal and the Orange Free State.

With the exception of a few institutions where post-Junior Certificate as well as post-Senior Certificate candidates received training, training schools catered for the training of post-Junior Certificates only, whilst the colleges catered mainly for the training of post-Senior Certificate candidates.

In addition to the thirteen training institutions referred to above, which were intended mainly for the training of primary school teachers, the Western Cape University College (later known as the University of the Western Cape) trained secondary school teachers.

If one looks at the supply of student-teachers for primary and secondary schools it becomes evident that as far as numbers were concerned there were enough teacher training institutions for Coloureds. The fact that there was a serious shortage of Coloured teachers can thus not be ascribed to a shortage of training institutions but to other factors.

4.4.3.4 The training of primary school teachers

In the first year after the take-over (1965) the training of primary school teachers was undertaken as follows:

(a) Cape Province

In the Cape Province provision was made for the training of primary school teachers on the following levels:

84 Department of Coloured Affairs, Report for the period 1 April 1964 to 31 March 1965, p. 16.
85 See tables 4.7 and 4.8.
86 See this Chapter par. 4.4.3.6.
87 Department of Coloured Affairs, Report for the period 1 April 1964 to 31 March 1965, p. 16.
(i) Training for the Lower Primary Teachers' Certificate. This was a two-year course which was open to women students only at training schools which prepared them to teach in the lower primary standards. The minimum qualification for admission to this course was the Junior Certificate.

(ii) Training for the Primary Teachers' Certificate (P.T.C.) This was a two-year course for students of both sexes who either had a Senior Certificate or an equivalent qualification. This course prepared students to teach the senior primary standards.

(iii) The Higher Primary course in special subjects was, as a rule, intended only for students who had the P.T.C. This was a one-year specialisation course.

(b) Transvaal

At the Rand College of Education in the Transvaal provision was made for the training of primary as well as secondary school teachers. The following full-time courses were offered for primary school teachers:

(i) The Lower Teachers' Certificate (T.C) which was a two-year course for women students after Standard VIII; and

(ii) The Transvaal Teachers' Diploma (T.D) which was a three-year course for students after Senior Certificate.

(c) Orange Free State

The Dr Blok Training College, Bloemfontein, offered courses which led to the Higher Primary Class B Teachers' Certificate for post-Junior Certificate students and the Higher Primary Class A Teachers' Certificate for post-Senior Certificate students.

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89 Department of Coloured Affairs, *Report for the period 1 April 1964 to 31 March 1965*, p. 16.
At Bechet College, Durban, students were trained for the Education Diploma which was a two-year post-Senior Certificate Course. There was a marked similarity between this course and the P.T.C. course which was offered in the Cape Province.

4.4.3.5 Modifications to the existing pattern

After 1965 the following changes were made:

(a) The course leading to the Higher Primary Teachers' Certificate was abolished at the Dr Blok Training College. Consequently all students in the Orange Free State who wished to be trained at post-Senior Certificate level had to attend colleges in the Cape Province or in the Transvaal.

(b) At the Rand College of Education the T.C. course was replaced by the Cape L.P.T.C. course. The T.D. course was retained.

(c) At Bechet College the Natal Education Diploma course was replaced by the Cape P.T.C.

At this point it is interesting to note that the Botha Commission of 1953-1956 found that teachers who held academic qualifications equal to, or lower than, the Junior Certificate did not possess the educational background which was desirable to give instruction in all the standards of the primary school. The Commission also found that they did not possess the necessary background to enable them to derive the greatest benefit from their professional training as primary school teachers. Many of them, the Commission found, were therefore poorly equipped educationally for the work expected of them. The Department of Coloured Affairs, Report for the period 1 April 1964 to 31 March 1965, p. 16.

Department of Coloured Affairs, Report for the period 1 April 1964 to 31 March 1965, p. 18.

Affairs, therefore, had a golden opportunity to phase out post-Junior Certificate teacher training and thereby raising the academic standard of Coloured primary school teachers to that of only post-Senior Certificate training. By retaining the post-Junior Certificate teacher training the Department created a problem with which Coloured education is still confronted in 1992.93 Today these teachers are considered to be unqualified.

In order to raise the standard of the training of teachers for the Junior primary classes, new syllabi were drawn up for the two-year Lower Primary Teachers' Certificate course, which could be taken by female students with an approved Junior Certificate and prescribed with effect from January 1970.94

As a result of the shortage of Coloured teachers the administration of Coloured Affairs again allowed a lowering of standards to take place in its teacher training programme. To supply the growing demand for Coloured Teachers the Administration of Coloured Affairs introduced a new course for prospective teachers in 1971, viz. the Intermediate Primary Teachers Certificate (I.P.T.C.). Scholars who had been selected as prospective Training College students and who had failed the Senior Certificate examination were allowed to enrol for the I.P.T.C.95 This move enabled men students to become teachers without having passed the Senior Certificate.

It was generally accepted that the minimum academic qualification for admission to be trained as a teacher should be the Senior Certificate. Although the Administration of Coloured Affairs accepted this point of view it maintained that until such time that enough Coloured pupils passed the Senior Certificate the Administration was forced to continue with the Lower Primary Teachers' Certificate.

93 See Chapter 5 par. 5.2.3.
Concerning the Lower Primary Teachers' Certificate the Theron Commission found that well over 50% of all teachers in the primary school had followed this course. The Commission stressed that this could only have a negative effect on the standard of Coloured education.96

In January 1977 the two-year course for the Lower Primary Teachers' Certificate was replaced by the three-year course leading to the Junior Primary Teachers' Certificate (J.P.T.C.). This was done to upgrade the professional training of primary school teachers. As in the case of the old L.P.T.C. course, this course could be taken only by women who were in possession of a recognised Junior Certificate.97

From January 1970 three-year courses for the Primary Teachers' Diploma were introduced for students in possession of a Matriculation Certificate. The first year course was of a general nature and was compulsory for all students. In the second and third years students could specialise in certain directions.98

Because certain student-teachers, due to a variety of circumstances, were not able to complete the three-year course of the Primary Teachers' Diploma, the Primary Teachers' Certificate (P.T.C.) was awarded to students who successfully completed, and complied with the requirements for a pass in the two-year course.99 Here again, a lowering of standards took place as far as the professional training of Coloured primary school teachers were concerned.

During 1979 all education departments decided on a common set of criteria according to which teacher training courses should be structured. The various departments then revised their courses, curricula and syllabi and

96 Republiek van Suid-Afrika, Kommissie van Ondersoek, p. 193.
99 Ibid., vol. IV, no. 11, 30 May 1969, p. 6.
the Department of Internal Affairs (Coloured Affairs) followed suit.\textsuperscript{100}

A completely new system of primary teacher training was devised and introduced in 1982. In this system all teacher training occurred through post-matric courses and had a duration of not less than three years. From 1982 the following courses were offered at colleges of education:\textsuperscript{101}

(a) Diploma in Education (Junior Primary) - a three-year course for training teachers for the Junior Primary classes;

(b) Diploma in Education (Senior Primary) - a three-year course for training teachers for the Senior Primary classes;

(c) Diploma in Education (Practical Subjects) - a special course for teachers of practical subjects in the primary school; and

(d) Higher Diploma in Education - which is a further fourth year follow up course on the respective Diploma of Education courses.

As a result of this move the standard of teacher training for Coloured primary schools was considerably raised.

4.4.3.6 Supply of student-teachers for primary schools

In its annual report for the period 1 April 1964 to 31 March 1965 the Department of Coloured Affairs stated that despite the fact that compulsory education had not yet been introduced, the training of primary school teachers was not keeping pace with the annual increase in the number of teaching posts. The Department said that the main reason for this shortage was the limited number of high school pupils who passed the Junior Certificate and, in particular, the Senior Certificate examination,

\textsuperscript{100} Republic of South Africa, Department of Internal Affairs, \textit{Education for Life: Short history, present system and future plans}, p. 21.

since success in these qualifying examinations was a prerequisite for teacher training.\textsuperscript{102}

Another important reason why so few successful Senior Certificate candidates chose the teaching profession, was the very poor salaries teachers received in comparison to those which the private sector was prepared to pay matriculants. This is amply illustrated by the following extracts from newspapers.

"Coloured teachers who are leaving South Africa for other African States, say the salaries and working conditions there are much better than in South Africa."\textsuperscript{103}

"The basic cause of dissatisfaction is the question of salaries; to put it bluntly, the teachers (Coloured) are just not earning enough to maintain a standard of living consistent with their status as professional men and women."\textsuperscript{104}

"Unless Coloured teachers' salaries were satisfactorily increased by the Department of Coloured Affairs, teachers would continue to be lost to industry and commerce, Mr George Harris, president of the Transvaal Association of Coloured Teachers said in a press statement."\textsuperscript{105}

From what has been said above about the supply of student-teachers for primary schools and, especially post-Senior Certificate students, it is clear that the two main reasons why the teaching profession did not attract enough student teachers were (1) the poor Senior Certificate passes and (2) the poor salaries paid to Coloured teachers.

By 1972 the number of applications which were received for teacher training in 1973 had increased considerably. According to the

\textsuperscript{102} Department of Coloured Affairs, \textit{Report for the period 1 April 1964 to 31 March 1965}, p. 19.
\textsuperscript{103} \textit{Rand Daily Mail}, 20 December 1965.
\textsuperscript{104} \textit{Rand Daily Mail}, 4 October 1967.
\textsuperscript{105} \textit{Rand Daily Mail}, 18 January 1968.
Administration of Coloured Affairs this marked increase was largely attributable to the intensive recruitment campaign, favourable bursary schemes, improved salaries for teachers and better opportunities for promotion as a result of the introduction of more promotion posts.\textsuperscript{106}

In spite of the praiseworthy efforts by the Administration to attract more candidates to the teaching profession the Theron Commission found that the supply of students to the different teacher training courses at the primary schools was still unsatisfactory. The Commission stated that in 1974 there was accommodation for 5 408 students, but only 4 527 were enrolled.\textsuperscript{107}

Table 4.7 shows the supply of Coloured primary school student-teachers for the period 1964 – 1984.

\textbf{TABLE 4.7: THE SUPPLY OF COLOURED PRIMARY SCHOOL STUDENT-TEACHERS IN THE REPUBLIC OF SOUTH AFRICA FOR THE PERIOD 1964 – 1984}

<table>
<thead>
<tr>
<th>Year</th>
<th>Enrolment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1964\textsuperscript{108}</td>
<td>1 768</td>
</tr>
<tr>
<td>1969\textsuperscript{109}</td>
<td>1 957</td>
</tr>
<tr>
<td>1974\textsuperscript{110}</td>
<td>4 527</td>
</tr>
<tr>
<td>1979\textsuperscript{111}</td>
<td>5 109</td>
</tr>
<tr>
<td>1984\textsuperscript{112}</td>
<td>4 116</td>
</tr>
</tbody>
</table>


\textsuperscript{107} Republiek van Suid-Afrika, \textit{Kommissie van Ondersoek}, p. 193.

\textsuperscript{108} Department of Coloured Affairs, \textit{Report for the period 1 April 1965 to 31 March 1966}, p. 13.


\textsuperscript{110} Republiek van Suid-Afrika, \textit{Kommissie van ondersoek}, p. 191.


\textsuperscript{112} Republic of South Africa, Department of Internal Affairs, \textit{Report for the period 1 July 1983 to 30 June 1984}, Cape Town: Cape and Transvaal Printers (Pty) Ltd, [s.a.], pp. 30-36.
From the table above it is clear that there was a marked increase in the supply of student-teachers from 1974 onwards. This increase can be ascribed to the economic recession which the country experienced during the 1970's. When jobs were scarce matriculants opted for the teaching profession. Nevertheless, the total enrolment for the whole period was less than the available accommodation.

In an article on teacher-training which appeared in the March 1982 edition of Alpha it was stated that due to the small number of student-teachers who enrolled at teacher training colleges over the past few years there was no shortage of accommodation. It was further stated that in order to alleviate the serious shortage of teachers a greater number of student-teachers will have to be trained as teachers.113

Thus there was a shortage of primary school teachers during the whole period under review (1964 - 1989). Not only was there a serious shortage of Coloured teachers but there was also a shortage of adequately qualified teachers. Table 4.8 shows the qualifications of teachers in 1980.

TABLE 4.8: THE QUALIFICATIONS OF COLOURED TEACHERS IN THE REPUBLIC OF SOUTH AFRICA IN 1980

<table>
<thead>
<tr>
<th>Qualifications</th>
<th>Primary schools</th>
<th>Secondary schools</th>
<th>(Primary + Secondary)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number 1980</td>
<td>Number 1980</td>
<td>Number 1980</td>
<td></td>
</tr>
<tr>
<td>(a) Graduated and certificated</td>
<td>145</td>
<td>1 236</td>
<td>1 381</td>
<td>5,31</td>
</tr>
<tr>
<td>(b) Graduated and uncertificated</td>
<td>11</td>
<td>260</td>
<td>271</td>
<td>1,04</td>
</tr>
<tr>
<td>(c) Std X + 3 years or more teacher training</td>
<td>2 239</td>
<td>2 642</td>
<td>4 881</td>
<td>18,76</td>
</tr>
<tr>
<td>(d) Std X + 2 years teacher training</td>
<td>2 802</td>
<td>1 039</td>
<td>3 841</td>
<td>14,76</td>
</tr>
<tr>
<td>(e) Std X only</td>
<td>630</td>
<td>416</td>
<td>1 046</td>
<td>4,02</td>
</tr>
<tr>
<td>(f) Std IX + 2 years teacher training</td>
<td>262</td>
<td>53</td>
<td>315</td>
<td>1,21</td>
</tr>
<tr>
<td>(g) Std VIII + 3 years or more teacher training</td>
<td>2 176</td>
<td>164</td>
<td>2 340</td>
<td>8,99</td>
</tr>
<tr>
<td>(h) Std VIII + 2 years teacher training</td>
<td>10 605</td>
<td>209</td>
<td>10 814</td>
<td>41,55</td>
</tr>
<tr>
<td>(i) Std VIII only</td>
<td>818</td>
<td>23</td>
<td>841</td>
<td>3,23</td>
</tr>
<tr>
<td>(j) Technical qualifications + teacher training</td>
<td>1</td>
<td>10</td>
<td>11</td>
<td>0,04</td>
</tr>
<tr>
<td>(k) Technical qualifications only</td>
<td>1</td>
<td>29</td>
<td>30</td>
<td>0,12</td>
</tr>
<tr>
<td>(l) Below all the abovementioned levels</td>
<td>249</td>
<td>4</td>
<td>253</td>
<td>0,97</td>
</tr>
<tr>
<td>Total number of teachers</td>
<td>19 939</td>
<td>6 085</td>
<td>26 024</td>
<td></td>
</tr>
</tbody>
</table>

114 Republic of South Africa, Department of Internal Affairs, *Education for life: Short history, present system and future plans*, 1981, p. 43. Point (a) includes White teachers.
From table 4.8 the following becomes evident:

(a) If Standard X and three years training as a teacher is taken as the minimum qualifications to be a teacher then only those teachers who fall under (a), (b) and (c) can be considered to be fully qualified teachers.

(b) This means that only 6 533 or 25.11% could be considered adequately qualified to teach out of a total of 26 024 Coloured teachers.

(c) That 19 491 or 74.89% of all teachers in 1980 were unqualified to teach.

The only conclusion that can be drawn from what has been said above is that the overwhelming majority of Coloured primary school teachers were not qualified to teach. The fact that so many Coloured teachers were unqualified not only had a negative effect on the standard of Coloured education but was also the reason why the majority of Coloured teachers earned such low salaries.

4.4.3.7 The training of secondary school teachers

In 1964 there were two institutions which trained teachers for the secondary schools viz. the University College (since 1970 the University of Western Cape) and the Rand College of Education. After 1965 it was only the University of Western Cape that trained secondary school teachers.

The following professional courses were offered by the University College of the Western Cape for the training of secondary school teachers:

(a) M.Ed. A master's degree course in Education; and

B.Ed. A bachelor's degree course in Education.

(b) U.E.D. A one-year post-graduate diploma course; and

(c) L.S.T.D. A three-year course from the second year of which professional subjects as well as second-year academic subjects are offered.
Until 1964 the Rand College of Education offered the Higher Teachers' Diploma course for secondary teachers, which was a one-year post-graduate diploma course. In addition to this course, a three-year specialisation course was also offered to cater for the junior secondary standards.

Because the Higher Teachers' Diploma course for secondary teachers was abolished at the Rand College of Education in 1965 the University of the Western Cape was the only educational institution which trained secondary school teachers.

Thus Senior Certificate holders in the Orange Free State, Natal and the Transvaal who wanted to be trained as secondary school teachers had to go to the University of the Western Cape. This must surely have had a negative influence on the supply of student-teachers to be trained as secondary teachers. Many parents of matriculants in the Northern provinces could not afford to send their children to board in Cape Town if they could not find hostel accommodation. Furthermore, many Coloured parents were reluctant to send their children, especially their daughters to an institution which was so far away from their homes for fear of what might happen to them when they were no longer under their parents' care.

4.4.3.8 The supply of student-teachers for secondary schools

The poor matriculation pass rate, and the relatively poor salaries paid to Coloured teachers were the main reasons for the shortage of Coloured teachers.

Furthermore, the new avenues of employment which opened up in commerce and industry for the Coloured people in the late 1960's caused a further decrease in the supply of recruits for teaching. "The shortage of White manpower had opened vast new fields to the Coloureds. This vacuum had sucked in much of the brain-power which might have gone into teaching. Not only had it absorbed potential teachers; the spate of recent
resignations by Coloured teachers showed its attraction was potent on existing teachers.\footnote{115}

The South African Human Sciences Research Council's Institute for Statistical Research found that of those teachers doing post-primary work in 1969 only 22.9\% held degrees and professional qualifications. The Institute also found that for the period 1972 to 1974 the universities only produced 65 graduates and 121 non-graduate teachers for the secondary schools, whereas the need was for 1 007 additional secondary school teachers (if the pupil-teacher ratio of 22:1 was taken as satisfactory) merely to cope with the increase of secondary school pupils from 1972 to 1975.\footnote{116} In order to ease the shortage of qualified teachers for secondary schools the Administration made use of the services of White and Asian teachers.

In its report the Theron Commission stated that the University of the Western Cape, which was the only residential university for the training of Coloured secondary teachers, did not cope with the demand for secondary teachers. The Commission also confirmed that: the shortage of matriculants, the poor salaries paid to teachers and the competitive salaries paid by the private sector were, among other factors, the main reasons for the shortage of qualified secondary teachers.\footnote{117}

In an article which appeared in the February 1979 edition of Alpha Dr H.J. Harmse, Education planner for the Administration of Coloured Affairs, stated that while the total teacher-pupil ratio had improved from 1:31 in 1973 to 1:29.5 in 1978, the ratio of graduated teachers to Std IX and X pupils had deteriorated from 1:11.5 in 1973 to 1:17.5 in 1978. He ascribed this phenomenon to the fact that while the secondary school population was busy rising sharply the number of teachers who were trained for secondary schools did not increase accordingly. Whereas the secondary school pupils increased by 150\% since 1973 the total number of graduate

\footnote{115} The Star, 20 June 1968.  
\footnote{117} Republiek van Suid-Afrika, Kommissie van ondersoek, pp. 193-194.
teachers increased by less than 60%. He further stated that teachers in possession of the Primary Teachers' Certificate or even a lower qualification were being used to teach in the secondary schools.\footnote{Republic of South Africa, Administration of Coloured Affairs, \textit{Alpha}, vol. 17, no. 1, February 1979, p. 2.}

As a result of the serious shortage of well-qualified teachers in the secondary schools, the Department of Internal Affairs requested secondary school principals on 4 July 1980 to encourage pupils of above average ability to enrol for courses that would lead to the Teachers' Diploma at the University of the Western Cape.

Because the University of the Western Cape did not produce enough secondary school teachers an effort was made by the Department of Internal Affairs to remedy this serious situation. In 1982 the following courses were introduced at training colleges for secondary school teachers:\footnote{Republic of South Africa, Department of Internal Affairs, \textit{Education Bulletin}, vol. 16, no. 14/81, 31 July 1981, p. 3.}

(a) The Diploma in Education (Practical subject). This was a three-year post-Senior Certificate course. This course allowed the teacher to teach a practical subject to at least the Std VII level;

(b) The Higher Diploma in Education (Practical subject). This was a one-year specialist course following on the Diploma in Education; and

(c) The four-year Higher Diploma in Education (Secondary).

As a result of the great demand for secondary teachers the Department of Internal Affairs tried to train teachers who would be able to teach at least in the junior standards of the secondary school. By introducing the above Diploma courses the Department hoped to at least supply enough teachers capable of teaching in Standards VI, VII and VIII.

Table 4.9 shows the qualifications of secondary school teachers produced by the University of the Western Cape for the period 1962 to 1983.

\begin{table}
\centering
\begin{tabular}{|c|c|c|}
\hline
Year & Number of Teachers & Qualification \\
\hline
1962 & 100 & BEd (Primary) \\
1963 & 200 & BEd (General) \\
1964 & 300 & BEd (Secondary) \\
1965 & 400 & BEd (Secondary) \\
1966 & 500 & BEd (Secondary) \\
1967 & 600 & BEd (Secondary) \\
1968 & 700 & BEd (Secondary) \\
1969 & 800 & BEd (Secondary) \\
1970 & 900 & BEd (Secondary) \\
1971 & 1000 & BEd (Secondary) \\
1972 & 1100 & BEd (Secondary) \\
1973 & 1200 & BEd (Secondary) \\
1974 & 1300 & BEd (Secondary) \\
1975 & 1400 & BEd (Secondary) \\
1976 & 1500 & BEd (Secondary) \\
1977 & 1600 & BEd (Secondary) \\
1978 & 1700 & BEd (Secondary) \\
1979 & 1800 & BEd (Secondary) \\
1980 & 1900 & BEd (Secondary) \\
1981 & 2000 & BEd (Secondary) \\
1982 & 2100 & BEd (Secondary) \\
1983 & 2200 & BEd (Secondary) \\
\hline
\end{tabular}
\caption{Qualifications of secondary school teachers produced by the University of the Western Cape for the period 1962 to 1983.}
\end{table}

<table>
<thead>
<tr>
<th>Degrees and Diplomas</th>
<th>Total 1962 – 1983</th>
</tr>
</thead>
<tbody>
<tr>
<td>D.Ed.</td>
<td>7</td>
</tr>
<tr>
<td>M.Ed.</td>
<td>13</td>
</tr>
<tr>
<td>B.Ed</td>
<td>236</td>
</tr>
<tr>
<td>Lower Secondary Teachers' Diploma</td>
<td>461</td>
</tr>
<tr>
<td>Secondary Teacher's Diploma (Non-graduate)</td>
<td>192</td>
</tr>
<tr>
<td>Secondary Teachers' Diploma (Graduate)</td>
<td>1 030</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1 939</strong></td>
</tr>
</tbody>
</table>

From the table above the following is clear:

(a) The University of the Western Cape produced only 1 030 graduate teachers for the secondary schools over a period of 21 years;
(b) These 1 030 graduate teachers represented an average of 49 graduate teachers per year for all the secondary schools in the Republic of South Africa;
(c) The total number of secondary teachers produced for the whole period was only 1 683 or an average of 80 teachers per year for secondary schools;
(d) Thus secondary schools which did not have enough qualified secondary teachers were forced to make use of the services of primary school teachers as well as unqualified teachers.
(e) This state of affairs had a detrimental effect on the quality of teaching that took place in the secondary school which resulted in a negative influence on the standard of Coloured education.\textsuperscript{121}


\textsuperscript{121} See Chapter 5 par. 5.2.3.
The above-mentioned statistics only prove what has already been said on p. 165, that the University of the Western Cape did not produce enough secondary school teachers. There was thus a critical shortage of secondary school teachers during the period under review.

On 10 February 1987 Mr Carter Ebrahim, the Minister of Education and Culture, said in the House of Representatives that there were 10 200 Coloured applicants who applied to be trained as teachers. From these applications the Department selected 7 200 but restricted the actual intake of first-year students to 2 000. The reason for this, the Minister said, was that projections had shown that the need for teachers was diminishing and that the intake of 2 000 in 1987 would accommodate the demand up to the year 2000.122

On 27 April 1988 the Minister of Education and Culture, Mr Allan Hendrickse, said that there was an over-provision of teachers and because of this over-provision of teachers, the intake of first-year students would therefore have to be drastically limited.123

Thus from the above statements by the two Ministers of Education and Culture it would seem that there was an over-provision of Coloured teachers.

As far as unqualified teachers were concerned the Minister of Coloured education stated in the House of Representatives on 27 April 1988 that there were 7 374 Coloured teachers in the age group up to 49 years who were not in possession of a Standard X certificate. He also said that in the age group 50 years and older there were 1 489 Coloured teachers who did not have a Standard X certificate.124

The Minister then announced (on 27 April 1988) that the Ministers' Council (House of Representatives) had decided in principle to upgrade the category of lower qualified teachers in higher age groups and to exempt

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124 Ibid., col. 7668.
lower qualified teachers in lower age groups from having to obtain the Senior Certificate, so as to enable them to enrol at a college of education for further training, in order to obtain a special upgrading diploma. The Minister said that this decision would be implemented as soon as practically possible. 125

Thus by exempting the lower qualified teachers in the lower group from first having to obtain the Senior Certificate most underqualified primary school teachers will be placed in a position to improve their professional qualifications.

This will no doubt make them more competent teachers and will also lead to increased salaries. More competent teachers will improve the quality of teaching in the classroom.

The training of secondary school teachers has always been the responsibility of the universities. The adequate supply of Coloured secondary school teachers has been a problem as long as can be remembered. Some of the reasons for this problem are: 126

(a) The percentage pupils reaching Standard X is disproportionately low with the result that an inadequate number pass Standard X and gain entrance to a university.

(b) High university entrance requirements limit the enrolment still further.

(c) High standards set by the university result in a high drop-out rate.

(d) University training is expensive.

(e) Trained students are easily lured into other more lucrative occupations.


Due to poor co-ordination between the departments of education and the universities, as well as a lack of proper planning and a systematic training programme, the provision of secondary school teachers was mainly left to chance.\textsuperscript{127}

The sudden increase in the secondary school population during the seventies and eighties\textsuperscript{128} exacerbated the problem. The supply of school teachers did not keep up with this development, with the result that teachers who were in fact trained for the primary school were called upon to occupy posts in the secondary school. Thus, the quality of Coloured education was influenced adversely.\textsuperscript{129}

In order to upgrade the qualifications, knowledge and skill of serving teachers in Mathematics, Science and Biology a formal in-service training of Mathematics and Science teachers (Fitmast Project) was introduced for Coloured secondary school teachers in 1983.

This programme offers in-service courses to selected teachers by the Universities of Stellenbosch and Western Cape in collaboration with the Department of Education and Culture (House of Representatives) in the above-mentioned subjects.\textsuperscript{130} In 1992 the Fitmast Project has been discontinued.

In 1989 the Department of Education and Culture (House of Representatives) was busy with a survey to determine the Department's present and future needs with regard to suitably trained secondary teachers. The intention of the survey was to determine the number of teachers to be trained for each subject in the secondary standards.

\textsuperscript{128} See par. 4.4.1.5.
\textsuperscript{129} See Chapter 5 par. 5.2.3.
\textsuperscript{130} House of Representatives: Department of Education and Culture, \textit{Memorandum to principals of schools of Fitmast Project}, 9 May 1985, p. 1.
According to this survey a teacher was considered able to teach a subject up to Standard X if he had at least passed that subject on second year level at University or passed it as a major Higher Education Diploma subject. A teacher was considered able to teach a subject up to Standard VII if he passed that subject on first year level at University or as a major Primary Teacher's Diploma subject.

There is, nevertheless, a serious shortage of Coloured secondary school teachers in Coloured secondary schools today. In addition to the different primary and secondary teacher training course that could be followed provision was also made for the part-time training of teachers.

4.4.3.9 Part-time training of teachers

In addition to all the full-time intra-mural courses several part-time extramural courses were offered at various training institutions after hours for the further training of both primary and secondary teachers who wanted to improve their professional qualifications.

The University College of the Western Cape (later the University of the Western Cape) provided for part-time instruction to students in the B.Ed. and M.Ed. degree courses after hours.

At the Rand College of Education serving teachers were offered the opportunity of taking one of the following courses after hours:

(i) the Lower Teachers' Diploma (L.T.D.) course which was a two-year course after T.C. and Matriculation; and

(ii) the Teachers' Diploma (T.D.) which was a two-year post-Lower Education Diploma course.

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131 House of Representatives, Department of Education and Culture, Head office circular, reference no. 7/19/34, 7 April 1989, p. 1.
132 Republic of South Africa, Department of Coloured Affairs, Report for the period 1 April 1964 to 31 March 1965, p. 18.
133 Ibid., p. 18.
In 1965 a part-time Higher Primary Teachers' Diploma course was introduced at the Hewat Training College for students with the Primary Teachers' Certificate. In 1967 the Primary Teachers' Certificate was also introduced for serving teachers at Hewat College. Both these courses were two-year courses.

At the end of 1972 the Higher Primary Teachers' Diploma was discontinued. As from 1972 part-time students who enrolled for the first time had to follow the syllabuses for the Primary Teachers' Diploma Course.

In 1983 the Department of Internal Affairs (Coloured Affairs) introduced correspondence courses for serving teachers. Teachers with a minimum of two years experience could improve their qualifications through correspondence with the College of Education for Further Training, Roggebaai, Cape Town.

This was a very important move as far as under-qualified teachers were concerned. Those teachers who wanted to improve their qualifications, but who, because of various reasons, could not attend after hour classes could now improve their qualifications by correspondence. There was, therefore, now no reason why under-qualified Coloured teachers who wanted to improve their qualifications could not do so.

Table 4.10 shows the number of students who took part-time courses for the period 1973 - 1983.

---

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>P.T.C. (Alternative)</td>
<td>23</td>
<td>19</td>
<td>54</td>
<td>87</td>
<td>25</td>
<td>117</td>
<td>590</td>
</tr>
<tr>
<td>P.T.D. Course (Academic)</td>
<td>78</td>
<td>90</td>
<td>66</td>
<td>87</td>
<td>86</td>
<td>137</td>
<td>1 078</td>
</tr>
<tr>
<td>P.T.D. Course (Art)</td>
<td>-</td>
<td>-</td>
<td>9</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>38</td>
</tr>
<tr>
<td>Total</td>
<td>106</td>
<td>109</td>
<td>129</td>
<td>174</td>
<td>111</td>
<td>253</td>
<td>1 706</td>
</tr>
</tbody>
</table>


\(^{141}\) Republic of South Africa, see Administration of Coloured Affairs and Department of Internal Affairs above.
From table 4.10 it becomes obvious that only a small number of unqualified (those without Standard X and 3 years training) Coloured teachers made use of the opportunity to improve their professional qualifications. At this rate it will take a very long time before all Coloured teachers are in possession of at least a Standard X and 3 years professional training. This does not augur well for the standard of Coloured education.

4.4.3.10 Disparity between the salaries of White and Coloured teachers

The poor salaries paid to Coloured teachers was one of the main reasons why so few Coloured Senior Certificate holders chose teaching as a profession whilst the disparity between the salaries of Whites and Coloureds continued. The struggle for parity was waged by Coloured Teachers' Unions and Associations until parity was achieved.

In 1980 it was announced that parity would be introduced for secondary school principals with a Master's degree or higher qualification. The battle for parity waged on and in 1981, it was announced, equal salaries would be paid to all teachers in possession of a Senior Certificate and at least a three year post-matric qualification.

The fierce struggle for parity only culminated in July 1985, when the then Minister of National Education, Mr F.W. de Klerk, announced that the salaries of Coloured, Indian and African teachers in the lower qualification categories (below Standard X and 3 years training) would be adjusted. This finally brought about parity in the salary scales of all teachers of all race groups.

The low per-capita expenditure on Coloured education is another serious problem in Coloured education.

4.4.4 The low per-capita expenditure on Coloured education

4.4.4.1 Introduction

The low per-capita expenditure on Coloured education as compared to the
per-capita expenditure on White school children did not only cause a lot of dissatisfaction in the Coloured community during the period under review, but also had a very detrimental effect on the standard of Coloured education. The per-capita expenditure on Coloured and White school children, as well as the reaction of the organised Coloured teaching profession to this disparity in expenditure will now be discussed.

4.4.4.2 The low per-capita expenditure on Coloured education

Table 4.11 shows the per-capita expenditure for the various race groups in the Republic of South Africa:
<table>
<thead>
<tr>
<th>Years</th>
<th>White</th>
<th>Coloured</th>
<th>Indian</th>
<th>African</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>White</td>
</tr>
<tr>
<td>1972/3</td>
<td>R 455,00</td>
<td>R106,86</td>
<td>R 128,97</td>
<td>R 22,51</td>
<td>63,78%</td>
</tr>
<tr>
<td>1974/5</td>
<td>R 605,00</td>
<td>R125,53</td>
<td>R 170,94</td>
<td>R 39,53</td>
<td>64,29%</td>
</tr>
<tr>
<td>1976/7</td>
<td>R 654,00</td>
<td>R157,59</td>
<td>R 219,96</td>
<td>R 48,55</td>
<td>60,54%</td>
</tr>
<tr>
<td>+1978/9</td>
<td>R 724,00</td>
<td>R225,54</td>
<td>R 357,15</td>
<td>R 71,28</td>
<td>52,54%</td>
</tr>
<tr>
<td>+1982/3</td>
<td>R1 221,00</td>
<td>R418,84</td>
<td>R 798,00</td>
<td>R165,23</td>
<td>46,91%</td>
</tr>
<tr>
<td>+1983/4</td>
<td>R1 654,00</td>
<td>R569,11</td>
<td>R1 088,00</td>
<td>R234,45</td>
<td>46,64%</td>
</tr>
<tr>
<td>Average %</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>55,78%</td>
</tr>
</tbody>
</table>

**Note:**


148. + Including capital expenditure.
From table 4.11 it becomes evident that for every R100 spent on education in the Republic of South Africa in 1972/3, R63,78 was spent on White education and only R14,98 was spent on Coloured education. In 1978/9 for every R100 spent on education, R52,54 was spent on White education whilst only R16,36 was spent on Coloured education in South Africa and in 1983/8 R46,64 was spent on White education whereas only R16,05 was spent on Coloured education.

The low per-capita expenditure on Coloured education resulted in the lack of the provision of suitable school accommodation, the shortage of teachers and especially fully qualified teachers for the secondary schools and the lack of physical facilities such as laboratories, libraries, audio-visual aids and equipment.

This disparity in the per-capita expenditure on Coloured and White education was to become one of the main causes why Coloured school children boycotted schools.

Speaking at the 10th annual conference of the Cape Teachers' Professional Association on 20 June 1977 the President, Mr Franklin Sonn, said that the disparity in the per-capita expenditure on White and Coloured children illustrated that the Coloured people were second class citizens in the land of their birth.

On 25 June 1979 Mr Sonn stated that Coloured people could not understand why there should be a disparity in the expenditure between Coloured and White education. He said that the disparity in the expenditure on education proved that apartheid meant inequality.

The disparity in per-capita expenditure was seen by the Coloured people as a direct result of the policy of apartheid. On 4 November 1980, the C.T.P.A. submitted a 20 page memorandum to the Human Sciences Research

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149 See par. 4.4.1.  
150 See par. 4.4.3.  
151 See school boycotts par. 4.4.5.  
Council Commission (the De Lange Commission which investigated education in the Republic of South Africa).

In the memorandum the C.T.P.A. stated that the enormous disparity which existed in the per-capita expenditure on pupils for the different race groups was a direct cause of the 1980 school boycotts, \(^{154}\) and the C.T.P.A. implored the Commission to eradicate this bone of contention. \(^{155}\)

In 1981 the Transvaal Association of Teachers, said that all the evils of the Coloured educational system flowed from the immoral and inequitable financial dispensation. The Association stated further that the monetary deprivation had gone on for generations. \(^{156}\)

These same sentiments were expressed by the Society of Natal Teachers at their 49th annual conference in 1981. The Society said that when comparisons are made with other groups around us, we see how far behind we find ourselves in respect of institutions that can give our children a fighting chance to compete in the labour market. The Society stated further that the monetary allocation was the root of all the educational problems of the Coloured people. \(^{157}\)

In 1984 U.T.A.S.A. again criticised the disparity in per-capita expenditure and said that it was morally opposed to discrimination. \(^{158}\)

On 23 July 1987 Mr F.W. de Klerk, the Minister of National Education, stated in Parliament that parity in education for all population groups was Government policy. \(^{159}\) The Minister said that the period over which this goal was to be achieved, depended on the availability of funds. Formulas, he said, had been drafted. These formulas and a ten-year strategy for

\(^{154}\) See also par. 4.4.5.
\(^{158}\) *Rapport*, 3 Junie 1984.
\(^{159}\) *The Star*, 24 July 1987.
their implementation would be announced as soon as consultations were completed. The Minister stressed, however, that this did not imply that after ten years equal educational opportunities for all groups would be achieved.160

The Minister's statement evoked mixed feelings in the Coloured community. On the one hand it aroused optimism that at long last the Government was committed to achieve parity in education for all population groups. On the other it aroused pessimism because the Government was not prepared to state categorically that parity would be achieved in the foreseeable future.

Furthermore, there was doubt in some quarters whether educational parity could be achieved within ten years.

The South African Institute of Race Relations, for example, stated in its Social and Economic update in 1987 that it remained highly doubtful that racial parity in education could be achieved in the foreseeable future. The Institute said that vast disparities remained in *per-capita* spending on each race and in teacher:pupil ratios, teacher qualifications and classroom shortages.161

On 27 April 1988, the Minister of Education and Culture, Mr Allan Hendrickse,162 stated in the House of Representatives that the funding of education, was allocated according to a subsidy formula (this formula has not been made public). The Minister said that, as far as education for Coloureds was concerned, the subsidy formula either did not address the following aspects sufficiently or did not take them into account at all:163

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162 Mr Allan Hendrickse succeeded Mr Carter Ebrahim as Minister of Education and Culture (House of Representatives) in 1988.
(i) The historic backlog with which education for Coloureds had to contend;

(ii) the replacement of poor, inadequate buildings;

(iii) in the sphere of the training of teachers and technical training: the financing of extensions in view of the fact that enrolments at these institutions were restricted to constant figures because of insufficient facilities. No additional funds for capital works etc. were being generated because funds were based on enrolment figures;

(iv) pupil services such as accommodation; and

(v) the possible differences in the ratio of pupils to teachers in terms of which the teaching posts are allocated according to the approved staff provision scales and the ratio according to which the financing of teaching posts were determined.

The Minister stated further that the subsidy formula was accepted in principle because it appeared that the formula would generate sufficient funds to meet the needs of his department. The Minister said that he had not, as yet, been successful in determining beyond all reasonable doubt to what the insufficient generation of funds for the education for Coloureds could be ascribed.164

From the Minister's criticism of the subsidy formula that funded Coloured education it becomes evident that this formula did not provide enough funds for the provision of sufficient and adequate school accommodation and teacher training institutions. Thus the problems of overcrowded classes and the shortage of school teachers were exacerbated.

As a matter of fact the Minister, who was also leader of the Labour Party of South Africa, again referred to the insufficient funding of Coloured education on 15 August 1988. He categorically stated at a public meeting that if the budget of the House of Representatives was not boosted then

he would be forced to either dismiss 2 300 teachers in 1989 or he would have to stop building schools.\textsuperscript{165}

Because of the poor economic climate which prevailed in South Africa it soon became evident that the ten-year plan was running into problems.

Speaking in the House of Assembly on 18 April 1989, the Minister of National Education, Mr F.W. de Klerk,\textsuperscript{166} said that if the economic growth of South Africa did not improve, the number of people who received education in South Africa was expected to grow at an annual rate of 8\% more than the available resources for education would grow over the next few years. The Minister said that this would mean a decline in the provision of resources for each person from a base which education already perceived as weak.\textsuperscript{167} This was confirmed when there was a shortage of R123 000 000 in the funds allocated to the education of Coloureds in the financial year 1988/89.\textsuperscript{168}

In 1989 Mr Allan Hendrickse, the Minister of Education and Culture, again criticised the allocation of funds for the education of Coloureds.

Speaking in the House of Representatives on 11 May 1989, the Minister said that the amount allocated to the education for Coloured people by the Central Government for the 1989/90 financial year was about R252,4 million less than what was needed.\textsuperscript{169}

The Minister said that he had a total of R143,8 million to cover postal expenditure, bus transport services, lodging allowances, study grants, provisioning and equipping of educational institutions, repair of equipment and furnishings, travel and subsistence costs "and so on and so on". The

\textsuperscript{165} The Star, 16 August 1988.
\textsuperscript{166} Mr F.W. de Klerk has since become the State President of the Republic of South Africa.
\textsuperscript{167} The Star, 19 April 1989.
\textsuperscript{169} The Star, 12 May 1989.
total for these items, the Minister said, came to about R396,3 million. There was thus a shortfall of about R252,4 million, he said.\textsuperscript{170}

At that stage (1989) the South African economy did not generate enough financial resources to reduce the disparity in education spending between the races.

This was confirmed by the Minister of National Education on 19 April 1989 when he said that the ten-year plan aimed at achieving greater parity in education for all South Africans had been "stalled" by the country's negative growth and that it would have to be reviewed within the framework of the Government's strategy for the economy.\textsuperscript{171}

The low per-capita expenditure on Coloured education not only had a negative effect on the standard of Coloured education but it would ultimately be equated with the policy of apartheid and would become one of the causes of school boycotts by Coloured pupils.

4.4.5 School boycotts

4.4.5.1 Introduction

To show their dissatisfaction with Coloured education, Coloured pupils started demonstrating and boycotting school. The essential call was a demand for one non-racial educational system. The negative effects of class boycotts on the standard of Coloured education is discussed in Chapter 5, par. 5.2.5.

The problem of school boycotts will now be discussed.

4.4.5.2 School boycotts

On Wednesday, 16 June 1976, Soweto erupted. When the Soweto riots

\textsuperscript{170} The Star, 12 May 1989.

\textsuperscript{171} The Star, 20 April 1989.
broke out in June, all remained relatively quiet in the Western Cape. However, August saw the start of unrest which escalated steadily until fierce rioting broke out on 11 August.

On 2 August 1976 Coloured students at the University of the Western Cape decided to boycott lectures for a week. On 4 August about 800 students blocked the road in front of the campus. Police were called in and their vehicles were stoned.\textsuperscript{172}

On 11 August 1976 police were moved into the African townships of Langa, Guguletu and Nyanga, where school children had left their desks and marched through the streets. Fierce rioting broke out after police attempted to disperse the marchers.\textsuperscript{173}

School boycotts started in Coloured schools in August 1976 when the unrest in the Cape Peninsula's African townships boiled over into the Coloured areas and Coloured secondary school children boycotted schools in sympathy with the African school children in Langa, Nyanga and Guguletu.\textsuperscript{174}

The Commission of inquiry into the riots at Soweto and elsewhere from 16 June to 28 February 1977 found that the riots in Soweto were caused by a combination of the following circumstances:

The application of the policy on the medium of instruction, which gave rise to misunderstanding and dissatisfaction among the people of Soweto; the scholars' planned and organised resistance to the policy on the medium of instruction; the ineffectual official handling of the resistance; and the inability of departmental officials and the police to foresee the imminent rioting and to take counter-measures.\textsuperscript{175}

\textsuperscript{173} \textit{Ibid.}, p. 72.
\textsuperscript{174} \textit{Cape Herald}, 17 August 1976.
The Commission of inquiry into the Soweto riots found the following to be the causes of the boycotts in Coloured educational institutions in 1977:

Dissatisfaction with the system of government, sympathy and solidarity with the victims of Soweto, dissatisfaction about the arrest of their fellow pupils and the detention of leaders, demand for the release of detainees, political grievances, racial feelings, inadequate sports and recreational facilities and inadequate housing, salary differences between Whites and Blacks, the presence of White teachers at Coloured schools and problems with accommodation, solidarity with Soweto against discrimination, separate development, race classification, Group Areas and separate universities.

In 1980 the Coloureds took the lead in the education boycotts and riots. On 12 February 1980 nearly a hundred pupils of the secondary school Mount View, in the Cape Peninsula, began a class boycott because of a shortage of textbooks, stationery and other "miserable conditions" at school. On 12 March 1980 their example was followed by pupils from the Uitenhage secondary school who boycotted their school by leaving the school premises also as a result of "miserable conditions" at school.

Later thousands of pupils and students at other educational institutions participated in the boycotts. Large numbers of teachers, lecturers and students vigorously supported the boycott whilst numerous parents, other adults and even churches, stepped forward as supporters of educational and political reform. The political system, with its policy of apartheid, was

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184 M.J. van Schalkwyk, *Die onderwys van die Bruin Suid-Afrikaanse bevolkingsgroep*, p. 290.
summarily rejected and a demand was made for one educational system for all population groups.\footnote{Ensiklopedia Africana, op. cit., p. 41.}

On 16 April 1980 the pupils of the secondary schools in Athlone and Bonteheuwel gave the following as reasons why they boycotted schools: The poor conditions of the sportfields as well as the shortage of facilities for sport at their schools; that they were being taught by untrained teachers; a shortage of textbooks in certain cases; that senior pupils were being taught through the medium of only one language in certain subjects; that the principal of the secondary school Athlone refused to give pupils permission to elect a pupils' representative council; and that they were dissatisfied with the condition of the laboratory at Athlone secondary school.\footnote{Die Burger, 17 April 1980.}

At the secondary schools Parkwood, Spes Bona and Belhar, in the Cape Peninsula, the following reasons were given for school boycotts: the condition of the school (Parkwood); a shortage of textbooks (Parkwood and Belhar); and the demand for a non-racial education system (Spes Bona).\footnote{Die Burger, 16 April 1980.}

Pupils from the secondary school Bridgetown, Oudtshoorn, gave the following as reasons for boycotting school: they demanded the immediate election of a pupils' representative council; that teachers who rendered unsatisfactory work be dismissed; that broken windows and damaged classrooms be repaired; that the regulations concerning school uniform and corporal punishment be adhered to; salary parity for all race groups; the improvement of sport facilities; and that pupils be issued with textbooks where there was a shortage.\footnote{Ibid., 16 April 1980.}

From what has been said above the following were some of the reasons given by the pupils why they were boycotting school: a shortage of textbooks and stationery; poor conditions of the sportfields, poor
conditions at school (broken windows and damaged classrooms); the election of pupils' representative councils; a demand for a non-racial educational system; school uniform; corporal punishment, and salary parity for all race groups.

The Minister of Coloured Relations, Mr Marais Steyn responded to the demands made by the pupils by issuing a press statement on 15 April 1980. In his statement the Minister gave the assurance that his Department was paying serious attention to all the problems and grievances that were brought to his attention. The Minister said that an investigation into the provision of school books had already been instituted and there was a possibility that the problem could be solved very soon. The Minister further stated that as far as school uniforms were concerned it was best left in the hands of school committees and that pupils could elect their own representative councils. He further stated that the Directorate of Education was aware of the shortcomings in the standard of Coloured education and that the Directorate was seriously considering the raising of the standard of teacher training. Referring to the broken windows and the poor conditions in which some schools were the Minister said that in 1979, in the Cape Peninsula alone, damage to schools of almost R500 000 was caused by vandals. Finally the Minister appealed to parents, teachers and pupils to direct their grievances through the proper channels.\footnote{Die Burger, 16 April 1980.}

In spite of the assurances given by the Minister the pupils continued with the boycotting of classes. On 5 May 1980 a delegation from the Union of Teachers' Associations of South Africa met the Prime Minister, Mr P.W. Botha, to discuss the school boycotts.\footnote{The Cape Times, 5 May 1980.} After the meeting the Prime Minister made the following announcement in a press statement:

(a) The Government accepted that there were legitimate grievances and a backlog in respect of the quality of education for non-Whites;
(b) the Prime Minister undertook to personally give priority attention to the grievances;

(c) the Government pledged itself to the goal of equal education for all population groups;

(d) he would make sure that the educational programme would ensure that the grievances be eradicated in the shortest possible time; and

(e) he would give immediate and serious attention to call for an investigation of the whole education programme in South Africa.\textsuperscript{191}

Notwithstanding the Prime Minister's press statement and the fact that principals could order the additional text, reading and prescribed books required in order to provide the necessary books to each pupil enrolled at their schools\textsuperscript{192} full scale boycotts spread like wildfire on 23 May 1980.\textsuperscript{193}

At this stage the education authorities realised that only firm action from them would put an end to the ongoing school boycotts.

In a circular to all schools dated 3 July 1980 the Department of Coloured Affairs stated clearly what action it intended to take at schools in cases of continued or renewed unrest. In the circular the following was stated:\textsuperscript{194}

(a) All parties concerned with education were perturbed by the unrest that prevailed during the second quarter of 1980 at educational institutions. Certain undertakings that were given to remove

\textsuperscript{191} Union of Teachers' Associations of South Africa, \textit{Symbol of solidarity}, p. 7.


\textsuperscript{193} \textit{Die Burger}, 23 Mei 1980.

\textsuperscript{194} Republic of South Africa, Department of Internal Affairs, Section Education Administration, \textit{File No. 7/11/14/1, Circular no. 38/80}, 3 July 1980.
grievances were already implemented. In addition an investigation into education was being instituted and all possible grievances would be thoroughly investigated. The Department was therefore of the opinion that there should be no cause for a condition of unrest to prevail.

(b) It was therefore anticipated that the situation at schools would be normal by 15 July 1980 when schools re-opened for the third quarter and that pupils would attend their classes.

(c) Any school at which an abnormal situation prevailed on 15 July 1980 or on any date thereafter would be closed.

As a result of this stern warning to close schools where abnormality prevailed the situation returned to normal when schools re-opened for the third quarter on 15 July 1980.

When the schools re-opened in January 1981, however, boycotts were continued in Coloured and African schools in the Eastern Cape and African secondary schools in Cape Town. These boycotts, however, gradually petered out. 195

Sporadic boycotts took place in Coloured schools during the second quarter of 1981 (April – June). On 29 April 1981 a (Whites only) general election was held to elect new members for the all-White Parliament. The election soon became a focus of student protest against the nature of South African society. In April thousands of Coloured secondary school pupils in Johannesburg held sit-in demonstrations to protest against the election and unequal education. 196 In Cape Town 1 500 pupils stayed away from Belhar and Bonteheuwel secondary schools 197 whilst walkouts took place at Elsies River secondary schools. 198

196 _Ibid._, p. 386.
197 _Rand Daily Mail_, 30 April 1981.
198 _The Cape Argus_, 29 April 1981.
In the period before and during the celebrations of 31 May 1981 to mark the twentieth anniversary of the Republic of South Africa, widespread campaigns of protest were organised against the whole concept of celebrating the occasion. In Johannesburg police baton-charged Coloured pupils who held a sit-in protest at the C.J. Botha secondary school in Bosmont.199

By 3 June 1981 the Department of Internal Affairs (Coloured Affairs) had closed 3 schools in the Cape Peninsula viz. the secondary schools Elswood, Uitsig and Noorder-Paarl.200

On 4 June 1981 Coloured leaders throughout the country appealed for order as a result of serious clashes between Coloured pupils and the police in the Western townships of Johannesburg.201 On 8 June 1981 pupils from more than 40 secondary schools in the Western Cape and the South Cape as well as students from training colleges and the University of the Western Cape decided to boycott classes until 12 June 1981.202 The first day of the organised boycott was a failure in the Cape Peninsula and elsewhere. At most schools the school attendance was normal and pupils wrote their examinations.203

On the second last day of the organised boycott the movement had lost a lot of support. At a number of schools in the Cape Peninsula pupils either started with their examinations or were continuing with them. Only small groups of Coloured pupils still persisted with the boycott.204

In order to put a stop to this small group of Coloured pupils who were still disrupting classes a press statement was released on 12 June 1981 by the Minister of Internal Affairs, Mr J.C. Heunis. The Minister said that the situation at 37 out of 46 schools was normal. This meant that on 10 June

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203 *Beeld*, 10 Junie 1981.
204 *Die Burger*, 12 Junie 1981.
1981 only 5 148 scholars out of 720 234 were still involved in disturbances at the remaining 9 schools. The Minister said further that he was not prepared to tolerate the disruption which was caused. The Minister stated that school principals were instructed to apply the prescribed statutory suspension procedures in respect of individual pupils who were guilty of activities which fermented unrest. The result, the Minister said, could be permanent expulsion. The Minister said that he would not hesitate to take further steps if circumstances required them.\textsuperscript{205}

When the new term began (third quarter) the situation slowly returned to normality. The school boycott of 1981 had a disrupting effect on the June examinations of that year. The serious effect the boycotts of 1980 and 1981 had on the Senior Certificate results can be seen very clearly in Chapter 5 par. 5.3.2.

Apart from an extensive school boycott by Coloured pupils during the elections for the Houses of Representatives and Delegates for the tricameral Parliament in August 1984, most of the unrest in that year had occurred in African areas only.

In 1985, however, Coloured pupils boycotted classes, particularly in the Western Cape, where the boycotts resulted in the closure of schools by the Minister of Education and Culture (Administration House of Representatives) Mr C. Ebrahim.

On 18 February 1985 pupils at two Eastern Cape secondary schools, John Walton secondary and Uitenhage secondary, boycotted classes for two weeks after three teachers were transferred to other parts of the country. On 22 March Mr Ebrahim closed the two schools on the grounds that repeated violations of the disciplinary code had made normal school activity impossible.\textsuperscript{206} Coloured school children at schools in Port

\textsuperscript{205} \textit{Die Burger}, 13 Junie 1981.
Elizabeth then boycotted classes in solidarity with pupils whose schools had been closed. On 7 March 1985 teachers at Port Elizabeth and Uitenhage were informed that the transfer of the three teachers had been withdrawn and that the two Uitenhage schools would be re-opened unconditionally.

At midnight on 20 July 1985, following continuing violent activity in the country, a state of emergency came into effect in 36 magisterial districts in terms of the Public Safety Act of 1953. On 26 July 1985 6 000 to 8 000 pupils and students met at the University of the Western Cape to protest against the state of emergency and to discuss the possibility of a boycott. On 29 July 1985 a boycott of schools in the Western Cape began.

By the middle of August pupils and students at 63 schools, colleges and universities were not attending classes. On 28 August 1985 thousands of pupils responded to a call by the president of the World Alliance of Reformed Churches, the Rev. Allan Boesak, to stage a peaceful march to Polsmoor Prison (Cape Town) to demand the release of the jailed African National Congress leader, Mr Nelson Mandela. The march was broken up violently by the South African Defence Force.

As a result of continuing unrest in the Cape the Minister of Education and Culture, Mr C. Ebrahim, closed about 500 schools and educational institutions on 6 September 1985. The closure of these educational institutions affected about 360 000 pupils and students. According to the Minister there was every reason to believe that the schools would re-open on 1 October 1985 – the normal opening date for the last quarter.

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210 Ibid., p. 390.
211 Ibid., p. 390.
In response to the closing of schools in the Western Cape, the Concerned Teachers' Co-ordinating Committee, which claimed to represent about 2,000 teachers in the Western Cape and which later became the Western Cape Teachers' Union, called on parents, teachers and pupils to re-open the schools themselves. On 17 September 1985 thousands of parents, teachers and pupils arrived at schools in an attempt to re-open them. In Athlone 173 people were arrested and several injured in clashes with the police.\textsuperscript{215}

At a meeting in the Cape Peninsula on 26 September 1985 it was decided not to return to school on 1 October 1985, the official opening date, but to return on 2 October. It was decided that pupils would not attend classes.\textsuperscript{216}

As the school boycott continued during October many pupils decided not to write the final examinations. Pupils said that they would consider ending the boycott if, \textit{inter alia}, the following demands were met: a postponement of the 1985 examination; the inclusion of awareness programmes in the curriculum; an end to the prefect system and corporal punishment; removal of security guards from schools; the right to organise democratic SRCs; all charges against teachers and pupils to be dropped; and an end to victimisation of principals, teachers and pupils.\textsuperscript{217} The authorities, however, did not accede to these demands.

At many schools in the Peninsula violent conflict occurred between pupil and pupil, and between pupils and teachers before examinations could proceed. Eventually a majority of pupils did write the examinations. However, a fair percentage of pupils did not write the final internal examinations, and in some cases whole schools did not write the final examinations. This affected the standard of Coloured education adversely.

In 1987 only 67.9% of Coloured matriculants passed the examination at the

\textsuperscript{216} \textit{The Cape Times}, 27 September 1985.
\textsuperscript{217} Grassroots, (Special edition), 20 October 1985.
end of the year. On 27 April 1988 the Minister of Education and Culture said in the House of Representatives that education in the Coloured community was going through an era of unprecedented orchestrated turbulence at secondary school and college level, despite the state of emergency measures.²¹⁸

The Minister stated that education for Coloureds was confronted by the force of radicalism to such an extent that Coloured educationists were physically prevented from practising their profession.²¹⁹

The Minister further said that immense problems were experienced at secondary school level with pupils who busied themselves with "alternative" or "people's education", who wilfully stayed away from classes, who conducted people's courts where teachers were brought to trial, who demanded the appointment of or transfer of school staff, and even demanded to address the school at assembly. This sort of activity, the Minister said, contributed in no small way to the poor pass rate in schools for Coloureds.²²⁰

The fact that teachers are physically prevented from teaching and that they are brought to trial by pupils does not augur well for the teaching profession now or in the future. This type of action, where teachers' lives and even the lives of their families are placed in danger by radical elements in the Coloured community, can only have the effect that very few matriculants would want to become teachers in future. If this should become the case then the teaching profession would draw into its ranks only the most radical elements from Coloured matriculants with the most dire consequences for the education of the Coloured people.

From the the statement above it is very clear that school boycotts have a detrimental effect on the quality of education in schools for Coloureds and this in turn result in poor examination results.

²¹⁹ Ibid., col. 7661.
²²⁰ Ibid., col. 7661.
This was again confirmed at the end of 1988. Of the 21 007 candidates who wrote the matriculation examination in that year 14 235 or 67.8% passed and only 3 492 pupils obtained a matriculation exemption.\footnote{221}{The Star, 23 December 1988.}

Commenting on the poor pass rate achieved by Coloured matriculants the Chairman of the Ministers' Council (House of Representatives), Mr Allan Hendrickse, expressed his disappointment. In an obvious reference to the school boycotts by Coloured pupils in 1985, the Minister said that when looking at the matriculation results of 1988 it must not be forgotten that the Standard VII pupils of 1985 were the Matriculants of 1988.\footnote{222}{The Star, 23 December 1988.}

The Minister blamed school boycotts and weak discipline for the poor matric results of 1988.\footnote{223}{Rapport Ekstra, 5 February 1989.}

It is true that school boycotts not only result in a poor pass rate, but they also result in:

(a) Unschooled and uneducated scholars whose parents seem to have lost all control over them;

(b) loss of respect for dedicated teachers and authority. The actions of these scholars are a way of challenging authority whilst the teacher's position has become untenable with the breakdown of discipline; and

(c) damage and destruction due to disorder and chaos. The damage caused by school boycotts is immeasurable, especially if we take into consideration the serious backlog in the education of Coloureds that already exists.

In 1989 school boycotts again disrupted the normal school programme in non-White schools.
The tri-cameral parliamentary elections for Coloureds, Whites and Indians took place on 6 September 1989. Demonstrations, violence and school boycotts characterised the final weeks prior to September the 6th.

Schools in many of the black townships as well as in the Indian and Coloured areas were closed following a protest call against the election by the Mass Democratic Movement (MDM).²²₄

Coloured teacher's organisations such as the Progressive Teachers' Union and the Transvaal Association of Teachers called upon its members not to vote during the September 1989 elections.

In a leaflet which was distributed by the Progressive Teachers' Union, Coloured people were urged not to vote in the September (1989) elections. The following were quoted as reasons not to vote:²²₅

(a) Unequal expenditure on education;
(b) overcrowded classrooms (up to 45 pupils per class);
(c) the shortage of teachers;
(d) the matric failure rate;
(e) the lack of proper facilities;
(f) the closing down of three badly needed colleges, namely, Wesley, Zonnebloem and Sally Davis;
(g) the fact that there were 16 different departments of education which proved that apartheid was still alive; and
(h) the banning of all Student's Representative Councils.

The Progressive Teachers' Union demanded as follows in their leaflet:
(a) One person one vote in a single Parliament.
(b) One education department for all South Africans.
(c) Non-racial schools and colleges.

The sentiments expressed by the Progressive Teachers' Union are held by millions of non-Whites.

²²₄ *Weekly Mail*, September 8 to September 14 1989.
From what has been said it becomes clear that the causes of school boycotts are varied and complex and therefore the solution to this problem will also be varied and complex.

4.5 CONCLUSION

As we have seen in this Chapter, in 1964 Coloured education was transferred from the Provinces to the control of the Department of Coloured Affairs.

The lack of adequate school accommodation, as inherited from the Provinces, continued to be a serious problem in Coloured education. Owing to a greater awareness of the value of a sound education, a marked increase in the enrolment of Coloured pupils ensued. Unfortunately the building programme could not keep up with this pace.

In an attempt to resolve the backlog, double-shift classes were accelerated. The Department was placed in the invidious position of having to choose between no education for some pupils or double-shift classes, which implied education for some pupils under abnormal circumstances. This move proved to be unacceptable amongst numerous Coloured circles.

The introduction of mobile units was then effected in order to eliminate the problems created by double-shift classes. Compulsory school attendance was subsequently implemented generally. This move only served to amplify the already existing frustrations as caused by the lack of adequate school accommodation. The implementation of compulsory school attendance, however, failed to curb the ever-increasing drop-out rate amongst Coloured school pupils. The latter still entered the labour market at an early age, even though they were functionally illiterate.

The critical shortage of Coloured teachers, particularly qualified secondary teachers, proved to be yet another dilemma. This was essentially brought about by the poor Matric passes and the disparity in salaries between the salaries of White and Coloured teachers. The quality of Coloured education suffered severe blows by the employment of teachers with Primary Teachers' Certificates, and even lower, in secondary schools.
The inequality in *per-capita* expenditure led to tremendous dissatisfaction in Coloured circles. It underlined the popular view that the policy of apartheid, as applied by the Nationalist Party Government, meant inequality. It can then be safely concluded that the disparity in *per-capita* expenditure was the root of all educational problems of the Coloured people during the period under review.

It is therefore little wonder that the boycotts and demonstrations of the seventies and eighties erupted. The essential demand was for one educational system for all races. The inherent benefits of such a move speak for themselves.

Thus, throughout the entire period 1964 to 1989, the quality of Coloured education left much to be desired. Today (1992) the situation is not very much different.

In Chapter 5 a critical evaluation of the impediments in Coloured education will be made. The impediments will be critically viewed against the background of, on the one hand, the essences of educative teaching and, on the other, the central components of an education system.
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CHAPTER 5

A CRITICAL EVALUATION OF THE IMPEDIMENTS IN COLOURED EDUCATION

5.1 INTRODUCTION

In Chapter 3 this research has identified certain impediments in the actualization of effective education for the Coloured population during the period 1910 to 1963. Coloured education was then under the control of the Provinces. In Chapter 4 the same problems, as well as school boycotts were studied during the period 1964 to 1989, after Coloured education had been taken over by the Department of Coloured Affairs.

In Chapter 5 a final look will be taken at these impediments and to what extent they influence the standard of education. Following this, a critical evaluation of the Coloured educational system will be made in view of firstly, the essences of educative teaching and secondly, the central components of an education system.

5.2 THE INFLUENCE OF THE IMPEDIMENTS IN COLOURED EDUCATION ON THE STANDARD OF COLOURED EDUCATION

In terms of enrolments, number of teachers, number of schools and capital expenditure, Coloured education has shown rapid growth. While there has been a significant increase in the quantity of Coloured children entering schools, the quality (standard) of the education they receive remains unsatisfactory. This unsatisfactory standard of education can be ascribed to a number of serious impediments in Coloured education. One of these problems, as we have already seen, is a shortage of school accommodation.

1 See Chapter 3 par. 3.4.1 and Chapter 4 par. 4.4.1.
5.2.1 The shortage of school accommodation

There is at present (1992) an acute shortage of school accommodation in Coloured schools. This shortage of classroom accommodation detrimentally affects the standard of Coloured education as follows:

5.2.1.1 Overcrowded classrooms

Large and overcrowded classes make it very difficult for the teacher to pay individual attention to his pupils. Invariably it is the slow learner who is the one to suffer as a result of overcrowded classes. Being unable to cope with the workload the slow learner soon lags behind the rest of the class. This in turn can lead to absenteeism on the part of the slow learner, especially if the teacher demands his pound of flesh from each pupil, and ultimately to dropping out of school altogether. According to the Ministry of education of Great Britain a country will not be able to make use of its best talent if a pupil sits quietly unobserved in the middle of a large class attracting neither much praise nor much blame. In other words, we lose a lot of potential talent if our teachers cannot pay individual attention to our pupils as a result of overcrowded classes.

According to Bergins overcrowded classes cause difficulties in the smooth running of the school organisation and administration. Large classes pose problems in secondary schools, especially in the practical subjects such as Domestic Science, Needlework, Woodwork and General Handwork because the centres in which these subjects are taught can only accommodate a fixed number of pupils. Because not all pupils who want to take these subjects can be accommodated, they are obliged to take other subjects (mostly against their will). This can lead to a high failure rate in these subjects which in turn will influence the pass rate.

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2 See Chapter 3 par. 3.4.2 and Chapter 4 par. 4.4.2.
Overcrowded classes also make the maintenance of discipline a problem. It is very difficult to maintain discipline in overcrowded classes especially if the teacher is young and inexperienced. In extreme cases the authority of the teacher is rejected. Disciplinary problems in any classroom situation will have a detrimental effect on the standard of education that takes place. Discipline in the classroom should be exercised in such a way that the child can be taught self-discipline to be ultimately in full control of himself. According to the Department of Education and Culture (Administration: House of Representatives) the school organisation in general and the classroom situation and classroom organisation in particular "... moet deur orde en sisteem gekenmerk word sodat die opvoedingsdaad ordelik kan verloop en die leerlinge gewoond kan raak aan ordelike lewens- en werksomstandighede." \(^5\)

5.2.1.2 Accommodating Standard VI and VII pupils at primary schools

Because of accommodation problems at certain secondary schools additional double-shift classes for pupils in the Sud-standards and Standard I had to be instituted at more primary schools in order to make classroom accommodation available at primary schools for Standard VI and VII pupils. \(^6\) This move also had a negative effect on the standard of Coloured education.

At many Coloured primary schools the teachers are not qualified to teach subjects on the secondary school level. This means that many of the subjects taught to Standard VI and VII pupils attached to primary schools are taught by unqualified teachers. These unqualified teachers, with the best intentions in the world, cannot do justice to most of the secondary school subjects. This also results in the lowering of standards and high failure rates.

Furthermore the Subject Advisory Services was established on 1 April 1982. This section provides in-service training for teachers by means of

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\(^5\) Republiek van Suid-Afrika, Raad van Verteenwoordigers: Departement van Onderwys en Kultuur, *Die prinsipaal en die handhawing van orde en dissipline*, (Lecture notes received during in-service training of secondary school principals at Port Elizabeth), 27-30 April 1987, p. 1.

\(^6\) See Chapter 4 par. 4.4.1.3.
regular guidance and advice in order to improve the general standard of teaching in the various examination subjects in the secondary standards. At this stage (1992) subject advisors do not visit primary schools. Thus teachers at primary schools who are unqualified to teach secondary school subjects do not receive this valuable in-service training. This can only lead to the lowering of academic standards.

Unqualified teachers as an impediment in the actualization of effective education for Coloureds is discussed in this chapter par. 5.2.3.

5.2.1.3 Mobile units

Mobile units are very hot in summer and very cold in winter. Pupils are unable to concentrate on lessons when they are exposed to such extremes in temperature. These extremes in temperature must, surely, also influence the teacher's performance negatively. Furthermore, mobile units in primary schools are not supplied with electricity. This prevents the teacher from making use of educational aids such as overhead projectors, tape recorders, television, film projectors etc. This state of affairs must necessarily lower the standard of Coloured education.

A second impediment in the actualization of effective education which also detrimentally affects the standard of Coloured education is the high drop-out rate in Coloured schools. The question of the high drop-out rate will now be discussed.

5.2.2 The high drop-out rate

The high drop-out rate in Coloured schools is a very serious problem. It cannot be disputed that this tendency amongst Coloured pupils has a negative effect on the standard of Coloured education.

After the 1986 Coloured matric results were released by the Department of Education and Culture (Administration: House of Representatives) Prof.

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7 See Chapter 4 par. 4.4.1.4.
8 See Chapter 3 par. 3.4.2 and Chapter 4 par. 4.4.2.
Richard van der Ross, former Rector of the University of the Western Cape, remarked as follows:

"As ons vanjaar 17 624 matrikulante die eksamen laat aflê het, terwyl die Indiërs, wat maar een derde van ons bevolking is, 11 000 dit laat aflê het, dui dit vir ons daarop dat ons nog èrens ons kinders langs die pad verloor."

Tables 5.1 and 5.2 on pp. 204 and 205 show the high drop-out rate of Coloured pupils from the Sub-standards up to Standard X and table 5.3 on p. 206 shows the drop-out rate as percentages for the period 1974-1985 for Standards VI - X.

From tables 5.1 and 5.2 it becomes clear that of the 107 386 pupils who started school in Sub-standard A in 1974 only 16 929 or 15,8% reached Standard X in 1985. Of the 109 876 Coloured pupils who entered Sub-standard A in 1980 only 79 326 or 72,2% reached Standard IV and could, therefore, be regarded as functionally literate. From table 5.1 it can further be seen that the biggest drop-out in the primary school took place after Sub-standard A and Standards I, III and IV.

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<td>16 474</td>
<td>9 772</td>
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<td>1985</td>
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<td>37 251</td>
<td>28 124</td>
<td>16 929</td>
<td>193 348</td>
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TABLE 5.3: NUMBER OF PUPILS IN STANDARDS VI - X AND THE DROP-OUT RATE FOR THE PERIOD 1974 - 1985

<table>
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<tr>
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<tr>
<td>1975</td>
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<tr>
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<td>100%</td>
<td>34 887</td>
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<td>1980</td>
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<td>43 206</td>
<td>15,6%</td>
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<td>1981</td>
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<td>49 290</td>
<td>7,1%</td>
<td>24,8%</td>
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</tr>
<tr>
<td>1982</td>
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<td>49 671</td>
<td>14,9%</td>
<td>27,5%</td>
<td>38,6%</td>
</tr>
<tr>
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<td>11,6%</td>
<td>28,6%</td>
<td>25,5%</td>
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<tr>
<td>1984</td>
<td>100%</td>
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<tr>
<td>1985</td>
<td>100%</td>
<td>59 216</td>
<td>6,1%</td>
<td>21,0%</td>
<td>14,9%</td>
</tr>
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</table>

From table 5.3 it becomes evident that of the 32 070 pupils who entered Standard VI in 1974 only 16 783 or 52,3% reached Standard VIII in 1976. This represented a drop-out rate of 15 287 or 47,7%. Of the 40 699 pupils who entered Standard VI in 1978 only 22 751 or 55,9% reached Standard...
VIII in 1980. This was a drop-out rate of 17 948 or 44,1%. Of the 49 671 pupils who entered Standard VI in 1982 only 33 061 or 66,6% reached Standard VIII in 1984. This represented a drop-out rate of 16 610 or 33,4%. Of the 51 671 pupils who entered Standard VI in 1983 only 37 251 or 72,1% reached Standard VIII in 1985.

Of the 16 783 pupils who entered Standard VIII in 1976 only 6 991 or 41,7% reached Standard X in 1978. This was a drop-out rate of 9 792 or 58,3%. Of the 22 751 pupils who entered Standard VIII in 1980 only 10 711 or 47,1% reached Standard X in 1982. This was a drop-out rate of 12 040 or 52,9%. Of the 29 945 pupils who entered Standard VIII in 1983 only 16 929 or 56,5% reached Standard X in 1985. This represented a drop-out rate of 13 016 or 43,5%.

From the statistics above it is evident that the drop-out rate is higher between Standards VIII and X than what it is between Standards VI and VII. It also becomes evident that the holding power of schools over pupils in Standard VI to Standard VIII is increasing rapidly from 52,3% in 1976 to 72,1% in 1985. Furthermore, the holding power of schools over pupils in Standards VIII to X is also increasing but not at such an accelerated rate as that for Standards VI to VIII. The holding power of schools over pupils for Standards VIII to X increased from 41,7% in 1978 to 56,5% in 1985. Concerning the high drop-out rate Bergins makes the following statement: "Daar is duisende kinders wat langs die pad uitsak en verdwyn sonder om volwaardige volwassenheid met behulp van die skool te bereik."19

The drop-out rate not only prevents the Coloured education system from providing and implementing educative teaching but it also negatively affects the standard of Coloured education.

A third impediment in the actualization of effective education for Coloureds is the shortage of Coloured school teachers.

19 W.J. Bergins, Beroepsgerigte en beroepsonderwys, p. 189.
5.2.3 The shortage of Coloured school teachers and especially qualified secondary school teachers

Another serious problem that influences the standard of Coloured education is the critical shortage of Coloured teachers and in particular the shortage of adequately qualified teachers for secondary schools. The critical shortage of professionally qualified teachers is one of the most serious problems confronting education in the Republic of South Africa. The most pressing shortage of teachers in regard to both quality and quantity exists in schools for Blacks and Coloureds.20

The qualifications of the 31 127 Coloured teachers (Whites are excluded) as at 23 April 1985 were as follows:21

(a) 2 794 teachers were professionally qualified and had obtained a degree. This represented ± 9% of the total Coloured teachers.

(b) 11 976 teachers were professionally qualified and had obtained a Standard X certificate. This represented 38,5% of the total Coloured teachers.

(c) 14 087 were professionally qualified and had Standard VIII certificate or lower. This represented 45,3% of the total Coloured teachers.

(d) 371 teachers were professionally unqualified, but had obtained a degree. This represented 1,2% of the total Coloured teachers.

(e) 1 899 teachers were unqualified, but had obtained a Standard X certificate or lower. This represented 6,1% of the total Coloured teachers.

If a professional qualification plus a degree of a teacher is taken as fully qualified to teach in the secondary school, then it becomes evident that

only 9% of all Coloured teachers were qualified to teach in secondary schools in 1985 (see (a) above). If a professional qualification plus a Standard X certificate of a teacher was considered as adequately qualified to teach in primary schools then only 38.5% of all Coloured teachers would have been qualified to teach in primary schools in 1985. If one looks at points (c), (d) and (e) above it becomes abundantly clear that 52.6% of all Coloured teachers were unqualified to teach in 1985.

Coloured education has suffered over the years because of the shortage of suitably qualified Coloured teachers. The shortage of fully qualified teachers in secondary schools is very serious. According to the De Lange report the percentage of underqualified Coloured teachers in the Natural Sciences and Mathematics ranged between 70 and 90%. As far as the languages were concerned the De Lange report stated that there was a great shortage of English language teachers in Coloured schools.22

Because of a shortage of qualified teachers in certain subjects, use is made of unqualified teachers to teach those subjects. The unqualified teacher is ill-equipped, especially in the secondary school, for his task and is trying to teach a subject beyond the level for which he was trained academically and professionally. This can lead to a lowering of the standard of education which in turn can lead to a drop in the pass rate.

A lack of sufficient and suitably qualified teachers can also result in certain subjects not being taught at certain schools. In this respect the Central Advisory Council for Education in Great Britain stated in its report of 1959 that "the gymnastic apparatus may be unused; physics and chemistry untaught because, although there may be enough teachers in the school, and even enough good teachers, there are none qualified in these subjects."23 This can only have a detrimental effect on the standard of Coloured education. A lack of suitably qualified teachers also impedes the actualization of effective education for Coloureds.

---

Because such a large percentage of Coloured teachers are unqualified to teach\textsuperscript{24} there is great mobility of teachers because temporary teachers who cannot cope with the workload can resign at one school by giving 24 hours notice and start at another school the following day.

Not only does this have a disrupting effect on the normal organisation, but it can also result in certain pupils having more than one teacher for a particular subject in a particular standard during the course of one year. This can have a further detrimental effect on the standard of Coloured education which in turn will influence the pass rate.

As a result of the shortage of teachers school principals are prone to ensure that the examination subjects are taught at the expense of non-examination subjects like Religious Instruction, Physical Education, Class Music and Guidance etc.

The unqualified teacher will struggle with the subject content especially if it is of an advanced nature. Not only will the teacher be unable to impart the necessary knowledge to his pupils, but he will also lack self-confidence without which he cannot motivate his pupils. This can also have an effect on the pass rate, thus negatively influencing the standard of Coloured education.

As far as the primary school teachers are concerned 45,3\% of the total Coloured teachers were professionally qualified in 1985\textsuperscript{25} but they only had a Standard VIII certificate or lower than Standard VIII. This can only result in poor educational standards in Coloured schools.

A fourth impediment in the actualization of effective education for Coloureds is the differentiation in \textit{per-capita} expenditure between the different race groups which also has a detrimental effect on the standard of Coloured education.

\textsuperscript{24} See this chapter, p. 209.
\textsuperscript{25} See point (c) on p. 208.
5.2.4 The low per-capita expenditure on Coloured education

The De Lange Committee found that in the provision of education in the Republic of South Africa differentiation occurred in different ways and on different grounds between educational clients and that the same advantages were not available to everyone. The Committee stated that differentiation that rested purely on the basis of race or colour could not be regarded as relevant to inequality of treatment. An example of this treatment of the different racial groups in a way that was strikingly unequal was the distribution of education in terms of per-capita expenditure. This unequal per-capita expenditure on Coloured education is a burning issue with Coloured people because it leads to the lowering of the standard of their education.

Table 5.4 below shows the per-capita expenditure for the various population groups in 1986.

<table>
<thead>
<tr>
<th>Population Group</th>
<th>Amount (R million)</th>
<th>Number of pupils</th>
<th>Per-capita expenditure (R)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whites</td>
<td>2 803,338</td>
<td>1 020 818</td>
<td>2 746</td>
</tr>
<tr>
<td>Indians</td>
<td>460,545</td>
<td>235 902</td>
<td>1 952</td>
</tr>
<tr>
<td>Coloureds</td>
<td>1 103,420</td>
<td>829 452</td>
<td>1 330</td>
</tr>
<tr>
<td>Blacks</td>
<td>1 972,204</td>
<td>4 326 996</td>
<td>456</td>
</tr>
</tbody>
</table>

The shortage of school accommodation and the shortage of school teachers in Coloured schools are, inter alia, the direct result of low per-capita expenditure on Coloured education in comparison with that of the White and Indian population groups. The influence the shortage of school accommodation and the shortage of teachers and especially qualified

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27 Statistics provided by the Department of National Education.
secondary school teachers have on the standard of Coloured education and how these shortages impede effective education for Coloureds were discussed in par. 5.2.1 and par. 5.2.3 respectively.

5.2.5 School boycotts

There can be no doubt about the fact that school boycotts had a negative effect on the standard of Coloured education. School boycotts led, in the first instance, to a disruption of normal tuition programmes at many Coloured secondary schools, teacher training colleges as well as universities.

Teachers who attempted to get pupils back to class were often taunted, even physically assaulted. Teachers' lives and those of their family were endangered as pupils' respect for discipline and authority literally disappeared.28

Wilful staying away from classes escalated; pupils wishing to attend classes were physically prevented from doing so; teachers, too, were physically prevented from practising their profession. Thus there was conflict between pupil and pupil on the one hand, and between teacher and pupil on the other. Radical pupils even demanded having a say in the appointment and/or transfer of teaching staff.

It is no wonder, therefore, that in some instances, entire schools failed to write their final internal examinations. Even where examinations were written, a high failure rate ensued, causing students at colleges and universities to discontinue their studies and pupils at secondary schools to simply drop out of school.

The negative effect school boycotts had on Coloured education is clearly seen in this chapter par. 5.4.3.

The standard of Coloured education will now be discussed.

28 See Chapter 4 par. 4.4.5.
5.3 THE STANDARD OF COLOURED EDUCATION IN 1986

Although the Department of Education and Culture has striven to maintain a high standard of education in Coloured schools it still compares (in 1992) very unfavourably with the standard of education in White schools. According to Professor H.D. Herman, of the Department of Education at the University of the Western Cape, it is not easy to measure the standard (quality) of education. According to him the strength of the teaching corps, the drop-out rate and the Senior Certificate pass rate are three indicators of the standard of education.\(^{29}\)

The strength of the teaching corps\(^{30}\) and the drop-out rate\(^{31}\) have already been discussed. In order to get a clear picture of how the standard of education in Coloured school's compares with that of an educationally more stable community such as, for example, the Whites, it will be necessary to look at the distribution of the total school population of these two groups according to the different standards as well as the Matriculation pass rates.

5.3.1 Distribution of pupils according to population groups and school standards

From table 5.5 on p. 215 it becomes evident that in the case of the Coloured school population 24.4% of the pupils were in the Sub-standards in 1986 whereas only 16.2% of the White school pupils were in the Sub-standards in 1986. If one looks, for the sake of interest, at the position as far as the Indians are concerned only 17.1% of their total school population were in the Sub-standards in 1986. This compares very favourably with the position in White schools. In 1986 only 2.2% of all Coloured school going children were in Standard X as compared with 7.6% of White children and 4.4% of Indian children.


\(^{30}\) See Chapters 3 and 4 par. 3.4.3 and 4.4.3 respectively.

\(^{31}\) See Chapters 3 and 4 par. 3.4.2 and 4.4.2 respectively.
From table 5.5 it also becomes evident that the majority of Coloured pupils were enrolled in the primary standards in 1986. So, for example, 65.9% of all Coloured pupils were enrolled in the Sub-standards - Standard IV whereas 49.6% of all White school children were enrolled in these standards. The total enrolment of Coloured pupils for 1986 from the Sub-standards to Standard VI represented 82.6% of all Coloured school going children for that year, whereas the percentage for Whites was 67.5%.

Thus it is clear that the level of education of Coloured pupils is lower than the level of education for White pupils.

The Matriculation pass rate is also an indicator of the standard of Coloured education today.

5.3.2 The Matriculation pass rate

From table 5.6 it is clear that the number of Coloured Senior Certificate candidates in Coloured schools rose gradually from 1 344 in 1964 to 3 804 in 1976, and then it rose sharply to reach a total of 17 624 in 1986. A further analysis of table 5.6 shows that the number of Matriculation passes rose equally steadily from 595 or 44.3% in 1964 to 2 374 or 63.4% in 1975. After 1975 the pass rate becomes erratic due to the turmoil and boycotts in Coloured schools in the years of 1976, 1981, 1982 and 1985.
<table>
<thead>
<tr>
<th></th>
<th>Grd I</th>
<th>Grd II</th>
<th>Std I</th>
<th>Std II</th>
<th>Std III</th>
<th>Std IV</th>
<th>Std V</th>
<th>Std VI</th>
<th>Std VII</th>
<th>Std VIII</th>
<th>Std IX</th>
<th>Std X</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whites</td>
<td>74 917</td>
<td>71 057</td>
<td>71 857</td>
<td>74 129</td>
<td>76 305</td>
<td>77 772</td>
<td>77 669</td>
<td>82 746</td>
<td>83 122</td>
<td>79 358</td>
<td>68 962</td>
<td>61 279</td>
<td>899 173</td>
</tr>
<tr>
<td>Indians</td>
<td>19 687</td>
<td>19 533</td>
<td>19 616</td>
<td>20 483</td>
<td>21 856</td>
<td>21 403</td>
<td>20 959</td>
<td>21 931</td>
<td>19 730</td>
<td>18 192</td>
<td>14 888</td>
<td>11 588</td>
<td>229 866</td>
</tr>
<tr>
<td>Coloureds</td>
<td>103 506</td>
<td>92 332</td>
<td>86 730</td>
<td>83 540</td>
<td>82 604</td>
<td>79 696</td>
<td>73 672</td>
<td>60 360</td>
<td>54 267</td>
<td>38 776</td>
<td>28 935</td>
<td>17 624</td>
<td>801 924</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Year</th>
<th>Number of candidates</th>
<th>Number of passes</th>
<th>% passes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1964</td>
<td>1 344</td>
<td>595</td>
<td>44,3%</td>
</tr>
<tr>
<td>1965</td>
<td>1 480</td>
<td>702</td>
<td>47,4%</td>
</tr>
<tr>
<td>1966</td>
<td>1 358</td>
<td>817</td>
<td>60,2%</td>
</tr>
<tr>
<td>1967</td>
<td>1 526</td>
<td>938</td>
<td>61,5%</td>
</tr>
<tr>
<td>1968</td>
<td>1 631</td>
<td>1 063</td>
<td>65,2%</td>
</tr>
<tr>
<td>1969</td>
<td>1 917</td>
<td>1 301</td>
<td>67,9%</td>
</tr>
<tr>
<td>1970</td>
<td>2 004</td>
<td>1 307</td>
<td>65,2%</td>
</tr>
<tr>
<td>1971</td>
<td>2 243</td>
<td>1 424</td>
<td>63,5%</td>
</tr>
<tr>
<td>1972</td>
<td>2 499</td>
<td>1 601</td>
<td>64,1%</td>
</tr>
<tr>
<td>1973</td>
<td>2 868</td>
<td>1 816</td>
<td>63,3%</td>
</tr>
<tr>
<td>1974</td>
<td>3 134</td>
<td>2 064</td>
<td>65,9%</td>
</tr>
<tr>
<td>1975</td>
<td>3 746</td>
<td>2 374</td>
<td>63,4%</td>
</tr>
<tr>
<td>1976</td>
<td>3 804</td>
<td>2 036</td>
<td>53,5%</td>
</tr>
<tr>
<td>1977</td>
<td>5 569</td>
<td>3 668</td>
<td>65,7%</td>
</tr>
<tr>
<td>1978</td>
<td>6 891</td>
<td>4 523</td>
<td>65,6%</td>
</tr>
<tr>
<td>1979</td>
<td>7 654</td>
<td>6 779</td>
<td>88,5%</td>
</tr>
<tr>
<td>1980</td>
<td>8 389</td>
<td>5 282</td>
<td>63,0%</td>
</tr>
<tr>
<td>1981</td>
<td>9 269</td>
<td>5 279</td>
<td>57,0%</td>
</tr>
<tr>
<td>1982</td>
<td>10 207</td>
<td>6 868</td>
<td>67,3%</td>
</tr>
<tr>
<td>1983</td>
<td>11 076</td>
<td>7 894</td>
<td>71,3%</td>
</tr>
<tr>
<td>1984</td>
<td>14 138</td>
<td>10 256</td>
<td>72,5%</td>
</tr>
<tr>
<td>1985</td>
<td>11 052</td>
<td>7 115</td>
<td>64,4%</td>
</tr>
<tr>
<td>1986</td>
<td>17 624</td>
<td>11 919</td>
<td>67,6%</td>
</tr>
</tbody>
</table>

From the table it can be seen that the pass rate dropped from 63,4% in 1975 to 53,5% in 1976. The pass rate dropped from 88,0% in 1979 to 63,0% and 57,0% in 1981 and 1982 respectively. The pass rate dropped from 73,4% in 1984 to 64,4% in 1985. These figures clearly illustrate the...
negative influence the boycotts in Coloured schools had on the standard of Coloured education.

With the exception of the anomalistic 88.5% pass rate in 1979, table 5.6 shows that the Senior Certificate percentage pass rates in Coloured schools have remained at a disappointingly constant level for the period 1964 - 1986. The unusually high pass rate of 88.5% in 1979 has been the subject of keen speculation among the Coloured educational fraternity. It is believed that this peak reflects an aberration caused by an unusually high upward adjustment of marks, rather than an unprecedented level of achievement for that year.

When comparing the Senior Certificate pass rate of Coloureds with that of Whites an even bleaker picture of the standard of Coloured education emerges. In 1986 Mr Randall van den Heever, Vice President of the Cape Teachers Professional Association, stated the following in connection with Coloured matric passes. "Die jaarlikse verskyning van die matriekuitslae van die verskillende departemente bring klokslag met verpletterende ontnugtering die koue werklikheid van die verdeel-en-heers knelgreep waarin onderwys in Suid-Afrika vasgevang is by sensitiewe waarnemers tuis. So was dit weer aan die einde van 1986 toe die 92% gemiddelde slaagpersentasie van Blanke skole, die 68% van Bruin matrikulante en die 39% in swart onderwys 'n getroue spieëlbeeld was van die wyd uiteenlopende toestande wat in hierdie drie gemeenskappe heers."

Table 5.7 compares the Senior Certificate results of Coloured pupils in the Republic of South Africa with those of the White pupils in the Cape Province, Natal and Transvaal for 1986.

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42 See Chapter 4 par. 4.4.5.
TABLE 5.7: A COMPARISON OF THE COLOURED SENIOR CERTIFICATE RESULTS IN THE REPUBLIC OF SOUTH AFRICA WITH THOSE OF THE WHITES IN THE TRANSVAAL, THE CAPE PROVINCE AND NATAL IN 1986

<table>
<thead>
<tr>
<th></th>
<th>Number of candidates</th>
<th>Number passed</th>
<th>% passed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coloureds</td>
<td>17 624</td>
<td>11 919</td>
<td>67,6%</td>
</tr>
<tr>
<td>Transvaal</td>
<td>34 220</td>
<td>31 518</td>
<td>92,1%</td>
</tr>
<tr>
<td>Cape Province</td>
<td>16 728</td>
<td>15 385</td>
<td>92,0%</td>
</tr>
<tr>
<td>Natal</td>
<td>8 657</td>
<td>8 391</td>
<td>96,9%</td>
</tr>
<tr>
<td>Total Whites</td>
<td>59 605</td>
<td>55 294</td>
<td>93,7%</td>
</tr>
</tbody>
</table>

An analysis of table 5.7 shows that only 67,6% of all Coloured Senior Certificate candidates passed matric in 1986 as compared to 93,7% for Whites (excluding the Orange Free State). The difference in percentage pass was 27,1%. No wonder Coloured school principals described the results as atrocious. An analysis of table 5.7 shows that only 67,6% of all Coloured Senior Certificate candidates passed matric in 1986 as compared to 93,7% for Whites (excluding the Orange Free State). The difference in percentage pass was 27,1%. No wonder Coloured school principals described the results as atrocious.48

In 1985 the population figure for the Coloureds in the Republic of South Africa was 2 832 706 and the White population figure of the Transvaal was 2 461 364.49 It seems incredible that the Whites in Transvaal could produce 34 220 Senior Certificate candidates whereas the Coloureds (with almost the same population), could only produce 17 624. If the pass rates of the two groups are compared then it becomes abundantly clear that the standard of Coloured education is very low when compared to the White standard of education.

The number of Senior Certificate university exemptions can also be used to indicate the standard of Coloured education. In table 5.8 the number

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44 The Cape Argus, 23 December 1986.
50 See table 5.7.
of Coloured Senior Certificate exemptions is compared with the number of Senior Certificate exemptions for Whites in the Cape Province and Natal.

TABLE 5.8: THE NUMBER OF SENIOR CERTIFICATE EXEMPTIONS FOR THE COLOURED IN THE REPUBLIC OF SOUTH AFRICA AND THE WHITES IN THE CAPE PROVINCE AND NATAL IN 1986

<table>
<thead>
<tr>
<th></th>
<th>Number of candidates</th>
<th>Number of University exemptions</th>
<th>% of numbers of candidates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coloureds⁵¹</td>
<td>17 624</td>
<td>2 707</td>
<td>15,4%</td>
</tr>
<tr>
<td>Cape Province⁵²</td>
<td>16 728</td>
<td>6 460</td>
<td>39,7%</td>
</tr>
<tr>
<td>Natal⁵³</td>
<td>8 657</td>
<td>4 044</td>
<td>46,7%</td>
</tr>
</tbody>
</table>

If the number of candidates who passed with a university exemption in 1986 is expressed as a percentage of the total number of candidates who wrote the Senior Certificate examination in that year then the following becomes evident:

(a) The Cape Province, with almost the same number of Senior Certificate candidates as the Coloureds, produced more than twice as many Senior Certificate passes with university exemptions than the Coloureds; and

(b) Natal, with half as many Senior Certificate candidates as the Coloureds, produced 1 337 more Senior Certificate passes with university exemptions than the Coloureds.

From the above it is clear that the standard of Coloured education, as compared to that of Whites, left much to be desired.

Having looked at the different impediments in Coloured education and their influence on the standard of Coloured education, a critical assessment will

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now be made of Coloured education according to firstly, the essences of educative teaching and secondly, the central components of an education system.

5.4 A CRITICAL ASSESSMENT OF COLOURED EDUCATION ACCORDING TO THE ESSENCES OF EDUCATIVE TEACHING

In order to determine whether educative teaching does take place in Coloured education it is perhaps expedient to look at some impediments in Coloured education and to what extent they influence the essences of educative teaching.

5.4.1 The shortage of school accommodation

5.4.1.1 Introduction

Research has shown that the growing numbers in Coloured school-going pupils rapidly outpaced the availability of adequate school accommodation. The resultant overcrowded classrooms only served to compound the numerous problems already existing in Coloured education during the period under review.

5.4.1.2 The shortage of school accommodation

There has always been, and still is at present (1992) an acute shortage of school accommodation in Coloured schools. This in turn led to, amongst others, overcrowded classrooms. This latter aspect will now be viewed against the background of the essences of educative teaching.

5.4.1.3 Overcrowded classrooms

Overcrowded classrooms preclude the teacher from paying individual attention to each pupil. In this manner a lot of potential talent is lost since a pupil can sit in such a large class quietly and unobserved,

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54 See Chapter 4 par. 4.4.1.2.
55 See Chapter 5, par. 5.2.1.
attracting neither much praise nor much blame. So, the child can obviously not be treated as an individual as well as part of a group. It stands to reason, therefore, that 'individuality' and 'sociality', both of which are essences of educative teaching, cannot be realized.

As already mentioned in Chapter 1, par. 1.9, no educative or effective or authentic teaching can take place if any one of the essences of educative teaching is neglected. Under these circumstances the authentic aims of education are defeated.

Furthermore, it is very difficult for a teacher to maintain discipline effectively in a large class. The disciplinary problems can be of such magnitude that, sometimes, the authority of the teacher is undermined. Thus, the essence of 'authority' is neglected.

The lack of sufficient school accommodation also prevents pupils from choosing subjects they wish to do, particularly in the case of practical subjects like Domestic Science; Needlework; Woodwork and General Handwork. In this instance very often fixed totals are set, and so the essence of 'freedom' is neglected.

Mobile units are but one of the many ad hoc solutions the authorities have had to resort to. However, in primary schools these mobile units are not supplied with electricity. The teacher is not in a position to make use of educational aids such as overhead projectors, the television, tape recorders and so on. Under such circumstances justice cannot be done to many of the subjects being taught. Numerous essences are in this way neglected, of which 'rationality', the 'aesthetic' and the 'ethical' are but a few. It is evident, then, that educative teaching cannot take place and, in fact, unauthentic education does, in Coloured schools.

56 See Chapter 5 par. 5.2.1.1.
57 See Chapter 1 par. 1.9.7.
58 See Chapter 1 par. 1.7.1.
59 See Chapter 1 par. 1.9.9.
60 See Chapter 5 par. 5.2.1.1.
61 See Chapter 1 par. 1.9.9.
62 See Chapter 5 par. 5.2.1.3.
63 See Chapter 1 par. 1.9.11, par. 1.9.6, par. 1.9.2.
5.4.2 The shortage of Coloured teachers

As mentioned in Chapter 5 par. 5.2.3 there is a dire shortage of teachers in Coloured schools, especially professionally qualified teachers. Because of the lack of qualified teachers in certain subjects, unqualified teachers are used to teach subjects for which they are ill-equipped and which are beyond their level of training. If, for example, an unqualified teacher were to teach a subject like Arithmetic or Mathematics, it stands to reason that the essence of 'rationality' would be neglected.64

Also, because of the lack of suitably qualified teachers, non-examination subjects like Religious Instruction, Physical Education and Class Music are often neglected in favour of examination subjects.65 Under such circumstances the school can hardly fulfil its significant role in the socialization process of the child. The consequence is that the essences of educative teaching such as 'religiousness', 'bodiliness', the 'aesthetic', the 'ethic' as well as 'individuality' and 'sociality' are neglected.66

5.4.3 School boycotts

There is an ever-present threat of school boycotts similar to the ones which have already erupted in Coloured schools.67 This is generated by the persistent shortage of school accommodation, the unequal per-capita expenditure between White and Coloured education, as well as the general frustrations experienced in Coloured education.

There can be no doubt that the school boycotts of the mid-seventies and early eighties undermined discipline, which is such an integral part of educative teaching. As already mentioned in Chapter 5 par. 5.2.5, teachers who tried to get pupils back into the classroom were ignored, worse still, taunted and physically assaulted; pupils wishing to attend classes were physically prevented from doing so. Conflict thus ensued between teacher

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64 See Chapter 1 par. 1.9.11.
65 See Chapter 5 par. 5.2.3.
66 See Chapter 1 par. 1.9.
67 See Chapter 4 par. 4.4.5 and Chapter 5 par. 5.2.5.
and pupil as well as pupil and pupil. The fact that pupils challenged the authority of teachers in this manner, and in many cases even clashed with the police and destroyed schools and school property\(^{68}\) meant that the essences of educative teaching such as 'nationality', the 'economic' as well as 'freedom' and 'authority' suffered. It is quite clear that no educative teaching could possibly take place in such conditions.\(^{69}\)

5.4.4 The high drop-out rate

As early as 1937 the Wilcocks Commission found that a large number of Coloured children left school before they had even attained Std III and that the greater majority probably did not proceed beyond Std IV.\(^{70}\) Years later the Theron Commission identified, \textit{inter alia}, the following as cause for the high drop-out rate in Coloured schools: the poor socio-economic position of the Coloured community in general.\(^{71}\)

Children living in an environment of the lower class characterised by chronic community poverty cannot be expected to attain educational standards commensurate with the demands of modern society. This results in a high rate of scholastic retardation, early school leaving to supplement inadequate family income, poor motivation and poor performance.\(^{72}\) A child therefore who dropped out of school cannot have been subjected to any of the essences of educative teaching. It is evident that numerous essences such as the 'affectiveness', the 'ethical', 'bodiliness', 'nationality', the 'aesthetic', 'individuality' and 'sociality', the 'economic' and 'rationality' will surely have been neglected.\(^{73}\)

5.4.5 The low \textit{per-capita} expenditure on Coloured education

Finally, the low \textit{per-capita} expenditure on Coloured education resulted, \textit{inter alia}, in a serious shortage of Coloured school accommodation, a

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\(^{68}\) See Chapter 4 par. 4.4.5.
\(^{69}\) See Chapter 1 par. 1.9.
\(^{70}\) See Chapter 3 par. 3.4.2.
\(^{71}\) See Chapter 4 par. 4.4.2.
\(^{72}\) See Chapter 2 par. 2.3.2.
\(^{73}\) See Chapter 1 par. 1.9.
shortage of Coloured school teachers and the poor salaries paid to Coloured teachers.\textsuperscript{74}

From the above it becomes clear that, measured according to the essences of educative teaching, the shortage of school accommodation in Coloured schools, the shortage of qualified Coloured teachers, the low per-capita expenditure on Coloured education, school boycotts and the high drop-out rate are impediments to the realization of an effective education for Coloureds.

At this stage the central components of an education system which does not function effectively in Coloured education will be discussed. This will be done with a view to determining how the ineffective functioning of these central components influenced the essences of educative teaching in Coloured education.

5.5 A CRITICAL ASSESSMENT OF THE CENTRAL COMPONENTS IN THE COLOURED EDUCATION SYSTEM

All education systems are, because of their general nature, comprised of the same components, and each component again has a specific function to perform in that particular system.\textsuperscript{75}

For the sake of clarity we should again look at the Coloured education structure briefly.

The Chief Directorate: Professional planning services\textsuperscript{76} aims to, \textit{inter alia}, provide professional planning services, and as such, is a component that falls under the ambit of Administration and control of education.\textsuperscript{77}

The Chief Directorate: Special education and extra-curricular services\textsuperscript{78} aims to, \textit{inter alia}, plan and control special and extra-curricular services.

\textsuperscript{74} See Chapter 3 par. 3.4.4, Chapter 4 par. 4.4.4 and Chapter 5 par. 5.2.4.
\textsuperscript{75} See Chapter 1 par. 1.10.
\textsuperscript{76} See Chapter 2 par. 2.6.1.
\textsuperscript{77} See Chapter 1 par. 1.10.1.
\textsuperscript{78} See Chapter 2 par. 2.6.2.
It is thus a component which falls under the ambit of Supporting services.\(^79\)

The Chief Directorate: Professional control\(^80\) aims, \textit{inter alia}, to maintain professional standards. As such it is also a component which falls under the ambit of Supporting services.\(^81\)

It has already been stated\(^82\) that if for any reason the different components do not perform their functions effectively, or one or more of these components are neglected or absolutised, then that system cannot function effectively. It follows then that effective or authentic education cannot possibly take place in such a system.

In Chapter 5 par. 5.2 it was noted that several impediments in Coloured education prevented effective teaching from taking place in Coloured schools during the period 1910 - 1989: the shortage of school accommodation\(^83\) which led to overcrowded classrooms;\(^84\) accommodation of Std VI and VII pupils at primary schools;\(^85\) mobile units being erected as a temporary measure\(^86\) and the drop-out rate escalating.\(^87\)

Furthermore, unqualified teachers were used to teach subjects for which they were not professionally and academically trained.\(^88\) The conclusion, then, must be drawn that one or more of the central components in the Coloured education system did not function effectively during this period.

It is therefore necessary to identify the central components of the Coloured education system which does not function effectively.

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\(^{79}\) See Chapter 1 par. 1.10.4.
\(^{80}\) See Chapter 2 par. 2.6.3.
\(^{81}\) See Chapter 1 par. 1.10.4.
\(^{82}\) See Chapter 1 par. 1.10.
\(^{83}\) See par. 5.2.1.
\(^{84}\) See par. 5.2.1.1.
\(^{85}\) See par. 5.2.1.2.
\(^{86}\) See par. 5.2.1.3.
\(^{87}\) See par. 5.2.2.
\(^{88}\) See par. 5.2.3.
5.5.1 The education structure

The actual implementation of educative teaching takes place in and is carried out by the educational institutions such as *inter alia*, schools and teacher training colleges. However, the effective functioning of the education structure is only possible if financial means are made available to create the necessary infra-structure and to provide all the requisite means.

As research has shown, however, school accommodation failed to keep pace with the growing population of Coloured school-going children. It becomes obvious that the low *per-capita* expenditure on Coloured education posed as a stumbling block towards the solution to problems experienced with Coloured school accommodation during the period 1910 - 1989.

This also means that the Financing of education, one of the most important components of an education system, did not function effectively. In the absence, therefore, of sufficient funds from the State, communities can suffer as far as their education is concerned. In this regard Coloured education suffered over the years, and still does.

5.5.2 Supporting services

Supporting services may be divided into two categories, namely, those that render service to the educant and those that render service to the educator, such as teacher training.

However, because of the State's unequal expenditure of funds, there has always been an acute shortage of professionally qualified Coloured teachers, both at primary and secondary school level. Furthermore, the main reason for would-be teachers avoiding the profession was the

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89 See Chapter 1 par. 1.10.2.
90 See Chapter 1 par. 1.10.3.
91 See Chapter 3 par. 3.4.1, Chapter 4 par. 4.4.1, Chapter 5 par. 5.2.1.
92 See Chapter 1 par. 1.10.4.
93 See Chapter 3 par. 3.4.3.2 and par. 3.4.3.3.
disparity in salaries between White and Coloured teachers. Over the years then the State has failed in its task of financing the education of Coloureds on an equal basis to that of the Whites. The central component of Supporting services, in the absence of sufficient funds, could not possibly function effectively.

5.5.3 Administration and control of education

Education management entails activities such as policy-making, financing, control and administration. In short, management is the sum total of all activities necessary for an institution to function effectively. In other words, it embraces all the other central components such as Financing of education, Education structures and Supporting services.

As research has shown, numerous impediments such as, inter alia, the shortage of accommodation in Coloured schools, the high drop-out rate, the shortage of qualified Coloured teachers and the low per-capita expenditure on Coloured education prevented effective educative teaching from taking place in Coloured schools.

Furthermore, the Coloured Persons Education Act, No. 47 of 1963, made provision for the implementation of compulsory school attendance for Coloured children. The fact that the authorities failed over the years to enforce this regulation stringently and the fact that the above-mentioned impediments continued to exist can mean only one thing: Administration and control of Coloured education was not effective.

5.5.4 Financing of education

No undertaking can be run without money. This holds good for education as well.

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94 See Chapter 4 par. 4.4.3.10.
95 See Chapter 1 par. 1.10.1.
96 See Chapter 5 par. 5.2.1, 5.2.2, 5.2.3 and 5.2.4.
97 See Chapter 4 par. 4.4.2.3.
98 See Chapter 1 par. 1.10.3.
There can be no doubt that the low *per-capita* expenditure on Coloured education is the real core of most, if not all, problems experienced in Coloured education.\(^{99}\)

The shortage of school accommodation as well as the shortage of qualified Coloured teachers are, *inter alia*, the direct result of the low *per-capita* expenditure on Coloured education.\(^{100}\) The resentment and bitterness in Coloured circles over the years can largely be attributed to this low *per-capita* expenditure.

It is therefore little wonder that pupils resorted to boycotts in the mid-seventies and the early eighties. Some of the reasons given by pupils for boycotting were: a shortage of textbooks and stationery; poor conditions at school; parity in salaries of teachers of all race groups, and the demand for one non-racial education system.\(^{101}\)

It stands to reason that Financing of education will determine to a large extent whether the other central components, namely Administration and control of education, the Education structure and Supporting services will function effectively. The low *per-capita* expenditure on Coloured education, however, did not make this possible.

Since the different central components of the Coloured education system have been identified as not having functioned effectively, it means that most of the essences of educative teaching have been neglected in Coloured education over many years.

### 5.6 CONCLUSION

In this chapter research has shown how numerous and particular impediments in Coloured education have influenced the standard of the education of the Coloured population negatively.

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\(^{99}\) See Chapter 3 par. 3.4.4, Chapter 4 par. 4.4.4 and Chapter 5 par. 5.2.4.  
\(^{100}\) See Chapter 4 par. 4.4.4 and Chapter 5 par. 5.2.4.  
\(^{101}\) See Chapter 4 par. 4.4.5 and Chapter 5 par. 5.2.5.
Whereas most of these impediments can be traced back to the beginning of this century, it is most disconcerting that the very same problems, in fact, still exist today (1992): there is still a dire shortage of school accommodation; classrooms are still overcrowded; Std VI pupils are still being accommodated at primary schools; there are still temporary mobile units both at primary and high schools; the compulsory school attendance regulation is still not being applied effectively; in subjects like Science and Mathematics there is still a shortage of suitably qualified secondary teachers; the *per-capita* expenditure on White and Coloured education is still unequal; the threat of school boycotts still lurks in the background, and the matriculation pass rate of the Coloureds still lags behind that of the Whites.

Furthermore, the critical assessment of Coloured education according to the essences of educative teaching has revealed that numerous essences have been neglected during the period under review. Also, the central components of the Coloured education system have been found to function ineffectively.

In the light of the above-mentioned findings, certain recommendations will be made in Chapter 6, with the aim of actualizing an effective education system for the Coloured population.

These recommendations are made notwithstanding the fact that South Africa is presently in the process of rapid political, social, economic and educational transformations.
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CHAPTER 6

RECOMMENDATIONS FOR THE ACTUALIZATION OF EFFECTIVE EDUCATION FOR COLOURED S

6.1 INTRODUCTION

Research, then, as evident in Chapters 3, 4 and 5 has identified a number of serious impediments in Coloured education, which have prevented the actualization of effective education for Coloureds:

- The shortage of school accommodation
- The high drop-out rate
- The shortage of Coloured school teachers
- The low per-capita expenditure on Coloured education
- School boycotts

In an attempt to actualize an effective education for Coloureds the authorities have, over many decades, appointed various commissions of inquiry to investigate the education which Coloured people received. These commissions were, amongst others:

- The Commission on Coloured Education, 1925 - 1926;
- The Report of the Commission of Inquiry regarding the Coloured population of the Union, 1937;
- The Report of the Commission on Technical and Vocational Education, 1948;

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1 See Chapter 3 par. 3.4.1, Chapter 4 par. 4.4.1, Chapter 5 par. 5.2.1.
2 See Chapter 3 par. 3.4.2, Chapter 4 par. 4.4.2, Chapter 5 par. 5.2.2.
3 See Chapter 3 par. 3.4.3, Chapter 4 par. 4.4.3, Chapter 5 par. 5.2.3.
4 See Chapter 3 par. 3.4.4, Chapter 4 par. 4.4.4, Chapter 5 par. 5.2.4.
5 See Chapter 4 par. 4.4.5 and Chapter 5 par. 5.2.5.
6 See Chapter 3 par. 3.4.1.
7 See Chapter 3, par. 3.3.
8 See Chapter 3 par. 3.4.2.1.
Despite these attempts at actualizing an effective education for Coloureds, the problems in Coloured education persisted. The lack of adequate school accommodation compelled the authorities to resort to a number of ad hoc solutions, for example, mobile units. These temporary solutions have been and still are, by no means the desired answer to the problems encountered in Coloured education. They simply do not address the real core of the problem in Coloured education: the disparity in the per-capita expenditure between White and Coloured education.

Until the per-capita expenditure on education in South Africa were done equitably, sufficient professionally qualified Coloured teachers would remain a wish; future school boycotts would remain a constant threat; supposedly temporary mobile units would appear to be permanent; the alarming drop-out rate amongst Coloured school pupils would escalate and frustrations among the Coloured people would intensify.

Finally, as much as the inspectorate and the Subject Advisory Services, in the employ of the Department seek to regulate and maintain high standards in Coloured education, the future of Coloured education does look bleak indeed.

If the recommendations made in this Chapter are implemented in Coloured schools then (i) the central components in the Coloured education
system will function effectively\textsuperscript{15} and (ii) each one of the essences of educative teaching\textsuperscript{16} will receive the necessary emphasis. This in turn will result in the actualization of effective education for Coloureds.

Before making any recommendations for the actualization of effective education for Coloureds the following must be taken into consideration:

(a) \textit{The Harare guidelines for teacher unity 7 April 1988 and the establishment of the South African Democratic Teachers' Union}

The idea to form a national, non-racial teachers' union in South Africa was conceived at a conference of teachers which was held in Harare (Zimbabwe) during April 1988. The various organisations present at the Harare conference were:\textsuperscript{17}

- African Teachers' Association of South Africa (Atasa);
- Teachers' Associations of South Africa (Tasa);
- Union of Teachers' Associations of South Africa (Utasa);
- Progressive Teachers' Union (PTU);
- Progressive Teachers' League (PTL);
- Democratic Teachers' Union (Detu);
- Education for an Aware South Africa (Edasa);
- Western Cape Teachers' Union (Wectu);
- National Education Union of South Africa (Neusa).

Also represented at this conference were:
- The Congress of South Africa Trade Unions (Cosatu); and
- The African National Congress (ANC).

All the representatives of the teachers' organisations present agreed on, \textit{inter alia}, the following guidelines:

(i) One national teachers' organisation;
(ii) such an organisation must be committed to a unitary, non-racial and democratic South Africa; and

\textsuperscript{15} See Chapter 1 par. 1.10.
\textsuperscript{16} See Chapter 1 par. 1.9.
(iii) the organisation should strive for a free, non-racial, non-sexist, compulsory democratic education in a single education system in South Africa.

The Harare Accord organisations formed the National Teacher Unity Forum (NTUF) under the convenorship of Cosatu and initiated a process of building one teachers' organisation.

The unity process which was directed by the NTUF finally culminated in the establishment of the South African Democratic Teachers' Union (Sadtu) on 6 October 1990 and represented over 100 000 teachers in South Africa.\(^{18}\)

The main aim of the South African Democratic Teachers' Union is to eradicate apartheid in education and to strive for a free, non-racial, non-sexist, compulsory democratic education in one education system.\(^{19}\) In his address at the launch of Sadtu on 6 October 1990 the then Deputy President of the ANC, Mr Nelson Mandela (he has since become President of the ANC), appealed to other organisations who have not joined Sadtu to reconsider their stance.\(^{20}\) On doing so Mr Mandela effectively endorsed the main aim of Sadtu.

(b) A future constitutional system

Present-day South Africa is in a transitional phase of wide-ranging constitutional change. On 2 February 1990 the State President, Mr F.W. de Klerk announced in Parliament that various steps would be taken to normalise the political process in South Africa. These steps included, among others, the unbanning of the ANC. He said that the Government's aims included a new democratic constitution; universal franchise; no domination; equality before an independent judiciary; the protection of minorities as well as of individual rights; freedom of religion; a sound


\(^{19}\) Ibid., p. ii.

economy based on proven economic principles and private enterprise; dynamic programmes directed at better education, health services, housing and social conditions for all.\textsuperscript{21}

The Government's aim was thus a totally new and just constitutional dispensation in which every inhabitant would enjoy equal rights, treatment and opportunity.

The African National Congress (which is considered by many to be the government-in-waiting) is one of the principal parties which is negotiating with the Government (since its unbanning) for a new political dispensation for South Africa. The ANC is advocating a system of one man, one vote in a unitary and non-racial South Africa.

\textit{(c) The Government's guidelines for a new educational system}

According to the Government's present thinking a new education dispensation will only be introduced once a new constitution has been accepted by all parties concerned. However, the Government has already spelled out certain guidelines for a new education system. In addressing an education symposium of the Transvaal Education Department on 9 April 1991, the Minister of Education and Culture (House of Assembly), Mr P.J. Clase, outlined some of the Government's guidelines for a new education system. These guidelines included, \textit{inter alia},\textsuperscript{22}

- A future educational dispensation must be accepted and supported by the majority of South Africans;

- it must be financially viable;

\textsuperscript{21} F.W. de Klerk, \textit{Address by the State President, Mr F.W. de Klerk, at the opening of Parliament, Cape Town}, Bureau for Information, 2 February 1990, pp. 9, 10 and 12.

discrimination must be removed from the education system and
differentiation based on race will not be accepted; and

there must be one single education system for all South Africans
which will cater for the different cultural groups.

(d) The abolition of statutory apartheid

In 1985 the Mixed Marriages Act was abolished. Other apartheid laws
which were removed from the statute book were the Separate Amenities Act
(1990), the Group Areas Act (1991) and the Population Registration Act
(1991). With the removal of these Acts statutory Apartheid no longer
exists in South Africa.23

From what has been said it is plain that the Government, the ANC (which
is the Government's main rival for political power) and the South African
Democratic Teachers' Union (one of the largest teachers' bodies in South
Africa) are agreed on:

(i) That there should be one single, non-racial education system in
South Africa; and

(ii) that there should be a just constitutional dispensation in a non­
racial South Africa where all South Africans will enjoy equal rights.

The details of the new education system and the new constitutional
dispensation must still be agreed upon by the majority of South Africans,
but the basics as stated above will surely be included.

This coupled with the fact that apartheid has been removed from the
statute book would seem to make recommendations for an effective system
of education for Coloureds outdated. This is not so. The fact of the
matter is that although statutory apartheid has been removed the de facto
situation is that social apartheid will be around for many years to
come.24

23 See Chapter 2 par. 2.5.3.
24 See par. 6.3 for further elucidation.
In paragraph 6.2, various recommendations will be made in respect of the low per-capita expenditure; the high drop-out rate; the shortage of Coloured school teachers as well as school boycotts. The researcher is of the opinion that if these recommendations were implemented, an effective education for Coloureds would be actualized.

6.2 RECOMMENDATIONS

6.2.1 The low per-capita expenditure on Coloured education

If we take into consideration that there was a shortfall of R123 million in the funds allocated to the education of Coloureds in the financial year 1988/89 and we add it to the shortfall of about R252,4 million in the financial year 1989/90 then we have a total shortfall in the allocation of funds to Coloured education of R315,4 million over a period of 2 years.

If there were no shortfalls and (i) the amount of R375,4 million was allocated to Coloured education and if (ii) this amount were spent on the provision of school accommodation and teacher training institutions and if (iii) we further took into account that a teacher's training college cost about R38 million, a secondary school with technical workshops about R6,3 million, an ordinary secondary school about R3,7 million and a primary school about R2,3 million (at 1989 prices) then over the two-year period 1988-1990:

(a) 9,9 teacher's training colleges; or
(b) 59,6 secondary schools with technical workshops; or
(c) 101,5 ordinary secondary schools; or
(d) 163,2 primary schools could have been built.

From the above it becomes evident that; (i) the number of first year aspirant teachers could have been considerably increased and not restricted to 2 000 and (ii) the critical shortage of school accommo-

25 See Chapter 4 par. 4.4.4.
26 Ibid., par. 4.4.4.
28 See Chapter 4 par. 4.4.3.8.
dation could have been alleviated and the necessity of mobile units could to a large extent, have been eliminated.

As already stated the ten-year plan aimed at achieving greater parity for all South Africans had been "stalled" by the country's negative financial growth. Thus it is very obvious that if the Government is sincere in its intention to achieve educational parity for all race groups and if the Government is still committed to this goal, then funds for this purpose will have to be generated from other sources.

The researcher is in full agreement with Mr Marinus Daling when he says: "Per-capita' gaan ons agteruit. Die manier om dit op te los is nie om 'n stuk koek op 'n ander manier te wil verdeel tussen groot sake en klein sake en ondernemings en staatsdiens nie. Ons moet die koek laat groter word sodat daar vir almal meer is." One way of doing this is by privatising Government assets.

Privatisation of Government assets will now be discussed.

6.2.1.1 Privatisation of Government assets

6.2.1.1.1 Introduction

To privatise is to render private. The privatisation of Government assets means "the sale of state-owned enterprises to private investors." The privatisation of some Government assets will now be discussed.

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29 See Chapter 4 par. 4.4.4.
30 Mr Marinus Daling was the Chairman of "Federale Volksbeleggings" and Chief Executive Officer (Uitvoerende hoofbeampte) of "Sankorp". "Sankorp" has assets of R47 billion and employs approximately 450 000 people.
32 D.J. de Villiers, Minister for Administration and Privatisation, Opening address at the Privatisation conference at the CSIR conference centre, Ministry for Administration and Privatisation, 31 October 1988.
On 5 February 1988 the State President, Mr P.W. Botha, announced at the opening of parliament that the Government had decided in principle to table legislation in parliament for the conversion of Escom, S.A. Transport Services and Posts and Telecommunications into tax-paying profit-seeking enterprises, either in their entirety or after subdivision into appropriate business undertakings.

Given the successful re-organisation achieved in respect of Escom, the State President said, the necessary investigations aimed at privatising it would be undertaken first. The State President further announced that in addition to Escom, Iscor and Foskor were to be investigated as soon as possible with the view to privatising.\(^{33}\)

In his address to Parliament the State President further stated that the proceeds of privatisation would be allocated to the State's capital revenue fund and that it would not be used to finance current expenditure. The State President said the proceeds would be utilised, as a first choice, for the redemption of public debt.\(^{34}\)

In view of the urgent need for capital expenditure in numerous fields, the State President said, this capital income would also be used for:\(^{35}\)

(a) basic infrastructure and services in developing areas; and
(b) the creation of capital funds for the development of small industries etc.

On 31 October 1988 the Minister of Administration and Privatisation, Dr D.J. de Villiers, stated at a privatisation conference that capital could be better

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\(^{33}\) Republic of South Africa, Bureau for Information, *Meeting the economic challenge*, Bureau for Information, [s.a.], p. 6-7.


applied through privatisation and that South Africa urgently needed to, *inter alia*, provide and improve education and training.\(^{36}\)

If we read the State President's point (a) above in conjunction with what the Minister of Administration and Privatisation said (also above) then it appears that the proceeds from privatisation can be utilised to raise the *per-capita* expenditure on the education of the Coloured people.

On 12 September 1989 Iscor was privatised when shares in Iscor were offered to the public. Iscor shares were issued at a price of R2 per share. The share offer closed on 25 October 1989. This generated R3.7 billion for the State.\(^{37}\)

Whereas it is common knowledge that the present South African Government has embarked on a policy of privatisation lately, it would appear that the ANC, too, is not averse to the idea of privatisation.

In draft guidelines for a post-apartheid economy released by the ANC on 28 April 1992, it appears that the organisation is backing off from wholesale nationalisation, and instead "maps out a strategy for a mixed economy that seems to favour private enterprise."\(^{38}\)

In Chapter 1 par. 1.10.3 it was stated that financing of education is a central component of an education system. No education system can, therefore, operate effectively without adequate financial support. Thus without the necessary financial means educative learning and teaching cannot take place effectively in Coloured educational institutions.

Privatisation of State assets and the utilisation of the financial resources so generated for education is one way of raising funds from other sources to finance Coloured education.

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\(^{36}\) D.J. de Villiers, Minister of Administration and Privatisation, *Opening address at the privatisation conference at the CSIR conference centre*, 31 October 1988, p. 18.


It is therefore recommended that to adequately finance Coloured education:

(a) FUNDS GENERATED BY THE GOVERNMENT'S POLICY OF PRIVATISATION BE USED TO ACHIEVE EQUALITY IN THE PER-CAPITA EXPENDITURE ON SOUTH AFRICA'S SCHOOL CHILDREN IN, FOR EXAMPLE, THE TEACHER:PUPIL RATIO AND, ESPECIALLY, SCHOOL ACCOMMODATION.

6.2.1.1.3 Oil and fuel resources

In 1972 the United Nations Organisation imposed an oil embargo on South Africa because of the country's policy of apartheid. Because of the possibility that oil sources would dry up, South Africa had stockpiled crude oil.

In a new year message on 8 January 1992 the Minister of Finance, Mr Barend du Plessis, stated that funds from the sale of redundant strategic stockpiles can be channelled into social projects.\(^{39}\)

On 7 April 1992 the European Economic Community dropped the United Nations-imposed oil embargo. This followed the vote by Whites on 17 March 1992 in a referendum to back President De Klerk's efforts to reach agreement on a new constitution with the Black majority. This move followed the lifting of its embargo on oil exports by the United States of America in July 1991.\(^{40}\)

On 8 April 1992 The Star newspaper reported that the Minister of Finance, Mr Barend du Plessis, had said that South Africa had stockpiled up to R7 billion of crude oil. The Star stated that some of this stockpile has already been sold.\(^{41}\)

From the above it is clear that South Africa need no longer hold on to several years of strategic stockpile.

\(^{40}\) The Citizen, 7 April 1992.
\(^{41}\) The Star, 8 April 1992.
According to the Democratic Party spokesman for Energy Affairs, Mr Roger Hulley, petrol prices could fall by up to 10c a litre at the pump if all oil sanctions against South Africa were lifted. He believes this could happen if the fuel industry is deregulated and the Government passes lower prices to the users.\(^{42}\)

It is also estimated that a 10c rise in the fuel levy, which makes up 36% of the petrol price, generates R1 billion in revenue per annum.\(^{43}\) Thus (i) if the United Nations lifts its oil embargo on South Africa, which is a reality in the very near future because of the current negotiations on a new democratic constitution for South Africa and (ii) if Mr Roger Hulley of the Democratic Party is right then the price of petrol can fall by 10c a litre.

It is therefore recommended that:

(b) SOUTH AFRICA SELL SOME OF ITS STRATEGIC STOCKPILE AND USE THE FUNDS SO GENERATED TO EQUALISE THE SPENDING ON EDUCATION ON ALL POPULATION GROUPS AND TO REDRESS THE EXISTING BACKLOGS IN COLOURED EDUCATION.

(c) WHEN THE UNITED NATIONS EMBARGO ON OIL SALES TO SOUTH AFRICA IS LIFTED THE 10c A LITRE NOT BE PASSED ON TO THE CONSUMER BUT THE R1 BILLION REVENUE PER ANNUM THUS GENERATED ALSO BE USED TO EQUALISE THE PER-CAPITA EXPENDITURE ON ALL POPULATION GROUPS AND TO ELIMINATE THE PRESENT BACKLOGS IN COLOURED EDUCATION.

6.2.1.2 A State lottery

It is an indisputable fact that every State is morally bound to provide equal education to all its citizens.

It is equally an indisputable fact that in South Africa, because of the State's policy of apartheid this has never been the case up until the

\(^{42}\) *The Sunday Times (Business Times)*, 12 April 1992.

present day. The excuse as proffered by the State, is that it simply does
not have sufficient funds to implement equal expenditure per-capita for all
its citizens.

Numerous proposals, amongst others, a State lottery, were mooted to raise
the necessary funds to implement equal expenditure per-capita on edu­
cation for all its citizens. The latter proposal, however, was rejected by
the State and the Church since it constituted gambling. As such, it was
not in line with the Christian morals of the State and the Church.

This situation is poignantly ironic; the State, with the implied blessing of
certain sections of the Church, has been practising a policy of apartheid
for decades, which in itself was found to be morally unjustifiable in the
eyes of the majority of its citizens, as well as those of the world.

Furthermore, the State was directly instrumental in the creation of the
National Homeland States. South African taxpayers' money was used to
fund the establishment of these states. When gambling facilities such as
casinos mushroomed in these states, the South African State, and certain
sections of the Church, failed to deplore them on the grounds that the
homelands were independent. Ironically, the rest of the world has not as
yet recognized this so-called independence.

Thus, while a State lottery in South Africa is morally unjustifiable, since
it is gambling, gambling in South African created and funded homeland
states is morally acceptable. The only logical conclusion that can be made
is that the State and certain sections of the Church are guilty of
practising double standards.

To load the dice, one can view horse racing in South Africa. According
to the State, and those who participate in the "sport", it contains an
element of skill. However, to the greater part of the South African
population it constitutes gambling. How, then, can one reconcile the fact
that the State and certain sections of the Church compromise their
Christian values to such an extent to soothe their highly questionable
consciences.
In conclusion, although the State has since scrapped its infamous apartheid policy, there has sadly been no change in the unequal per-capita expenditure on education.

It is thus also recommended that:

(d) THE SOUTH AFRICAN GOVERNMENT INTRODUCE A STATE LOTTERY IN ORDER TO RAISE FUNDS WITH THE SPECIFIC AIM OF ACHIEVING PARITY IN THE PER-CAPITA EXPENDITURE ON ALL SCHOOL CHILDREN OR WITH THE ALTERNATIVE AIM OF ERASING EXISTING BACKLOGS.

6.2.2 The high drop-out rate

In chapter 4 par. 4.4.2.2 it was shown in Table 4.6 that 154 483 Coloured school pupils dropped out of school during the period 1975 - 1980. In the same Chapter par. 4.4.2.2 it was also shown that in 1985 there were 69 840 Coloured pupils who dropped out of school and in 1986 there were 53 689 Coloured school drop-outs.

From the above it becomes evident that there must have been hundreds of thousands of Coloured pupils who dropped out of school during the period 1964 - 1989.

At this stage the researcher would like to state that he is in full agreement with M.J. van Schalkwyk that "n Hoe skoolverlatingsyfer dui enersyds op direkte versuim van die onderwysowerheid om behoorlike regulasies ten opsigte van skoolplig te stel of die bestaande regulasies uit te voer, en die versuim van die ouers om toe te sien dat hulle kinders die skool gereeld bywoon." Van Schalkwyk also found that the red tape inherent in the compulsory school attendance regulations defeated its effective enforcement in that it did not bring back the pupil to the school desk in as short a time as possible.  

The very high drop-out rate in Coloured schools means that the edu-

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44 M.J. van Schalkwyk, Die onderwys van die Bruin bevolkingsgroep in politieke konteks, pp. 256 and 257.
cational objectives (aims) of the Coloured community are not attained as effectively as possible.\textsuperscript{45}

In order to combat this very high drop-out rate in Coloured schools it is recommended that:

(a) THE DEPARTMENT OF EDUCATION AND CULTURE (HOUSE OF REPRESENTATIVES) EMBARK ON A VIGOROUS CAMPAIGN TO HIGHLIGHT THE ILL-EFFECTS THE HIGH DROP-OUT RATE HAVE ON THE EDUCATIONAL LEVEL OF THE COLOURED POPULATION OF SOUTH AFRICA. THIS SHOULD BE DONE BY ENLISTING THE SUPPORT OF THE VARIOUS GOVERNMENT DEPARTMENTS AND BY MAKING USE OF THE MASS MEDIA IN GENERAL, SCHOOLS AND THE MEDIUM OF TELEVISION IN PARTICULAR. THIS SHOULD BE DONE APPROXIMATELY SIX (6) MONTHS PRIOR TO THE NEW SCHOOL YEAR.

(b) AFTER THE SIX MONTH PERIOD THE STIPULATIONS OF THE COMPULSORY SCHOOL ATTENDANCE REGULATION SHOULD BE STRICTLY ADHERED TO BY ALL CONCERNED WITH THE VIEW TO INSTITUTE LEGAL PROCEDURES AGAINST ALL PARENTS WHO DO NOT COMPLY WITH THE STIPULATIONS OF THE COMPULSORY SCHOOL ATTENDANCE REGULATION.

(c) THE DEPARTMENT OF EDUCATION AND CULTURE (HOUSE OF REPRESENTATIVES) IS ALSO STRONGLY URGED TO TAKE A VERY SERIOUS LOOK AT THE COMPULSORY SCHOOL ATTENDANCE REGULATION WITH THE VIEW OF RIDDING IT OF ALL THE UNNECESSARY RED TAPE.

6.2.3 The shortage of school accommodation

Funds for the erection of Coloured educational institutions are provided in the estimates of the Department of Local Government, Housing and Agriculture which undertakes building services subject to the availability

\textsuperscript{45} See Chapter 1 par. 1.7.1 and par. 1.7.2.
of funds and in accordance with a priority list, drawn up annually by the Department of Education and Culture (House of Representatives).\textsuperscript{46}

In Chapter 4 par. 4.4.1.2 it was seen that:

For the financial year 1987/88 the amount allocated for the erection of school buildings was R47 million short of the amount actually asked for. For the 1989/90 financial year only R210 million, which was hopelessly insufficient, was allocated for the erection of school buildings.

From the two financial years mentioned above it becomes evident that the funds allocated for the erection of school buildings was considerably less than what was needed.

As a matter of fact there was an acute shortage of school accommodation for Coloured pupils for the whole period 1910 - 1989.\textsuperscript{47}

If we only consider the drop-out rate in Coloured schools over the two-year period, 1985 and 1986 we find that 123 539 Coloured school pupils dropped out of school.\textsuperscript{48} If we use a general norm of 40 pupils per classroom in both primary and secondary schools and if we assume that the 123 529 pupils did not leave school as drop-outs, then 3 088 additional classrooms would have been needed to accommodate these pupils. Thus adding to the already acute shortage of classroom accommodation.

From what has been said above it becomes abundantly clear that if the authorities accept the recommendations made to combat the high drop-out rate\textsuperscript{49} then additional accommodation will have to be provided for thousands of pupils who would normally have dropped out of school. This will have to be done over and above that which is already being done to overcome the remainder of the historical backlog in classroom accommodation as well as providing for the annual growth in Coloured school pupils.


\textsuperscript{47} See Chapter 3 par. 3.4.1 and Chapter 4 par. 4.4.1.2.

\textsuperscript{48} See par. 6.2.2.

\textsuperscript{49} See par. 6.2.2.
The accommodation facilities available at Coloured schools are to a great extent inadequate so that classes still have to be conducted in crowded classrooms, temporary mobile classrooms and in afternoon sessions.\(^{50}\)

In order to partly wipe out the historical backlog of Coloured school accommodation and to replace inadequate school buildings, serious consideration should be given to the following:

(a) **SUBSTANTIALLY INCREASING THE PRESENT SUBSIDY FORMULA WHICH FUNDS EDUCATION (WHICH HAS NOT BEEN MADE PUBLIC) FOR COLOURED EDUCATION;**\(^{51}\)

(b) **THERE SHOULD BE NO DISCREPANCY BETWEEN THE AMOUNT REQUESTED BY THE DEPARTMENT OF EDUCATION AND CULTURE (HOUSE OF REPRESENTATIVES) FOR THE ERECTION OF SCHOOL BUILDINGS AND THE AMOUNT ACTUALLY ALLOCATED BY THE CENTRAL GOVERNMENT;**

(c) **ALL THE RECOMMENDATIONS MADE FOR THE EQUALITY IN **\textit{per-capita}** EXPENDITURE MADE IN PAR. 6.2.1 ARE ALSO APPLICABLE HERE.**

6.2.4 The shortage of Coloured school teachers and especially qualified secondary school teachers

On 10 February 1987 the Minister of Education and Culture, Mr Carter Ebrahim, said that the intake of first year student teachers were restricted to 2 000 because projections had shown that the need for Coloured teachers had diminished.\(^{52}\)

On 27 April 1988 the Minister of Education and Culture, (Mr Allan Hendrickse), said that there was an over-provision of teachers and because of the over-provision, the intake of first-year students would therefore have to be drastically limited.


\(^{51}\) See Chapter 4 par. 4.4.4.

\(^{52}\) See Chapter 4 par. 4.4.3.8.
As already mentioned there were 123 529 Coloured school pupils who dropped out of school over the two-year period, 1985 - 1986. If we assume that these pupils (because of the strict application of the compulsory school attendance regulation) did not leave school and if we took the teacher/pupil ratio of 1 to 24,9 as in 1985 then there would have been a shortage of 4 961 Coloured school teachers in 1987.

From what has been said above, it becomes apparent that if there is an over-provision of Coloured teachers then it is because of the non-enforcement of the compulsory school attendance regulation for Coloured pupils by the authorities.

The strict enforcement of the compulsory school attendance regulation for Coloured pupils will immediately create a serious shortage of Coloured school teachers.

Another problem is the fact that thousands of Coloured school teachers in the primary as well as in the secondary schools are inadequately trained.

On 27 April 1988 the Minister of Education and Culture announced that the Ministers' Council (House of Representatives) had decided in principle to exempt lower qualified teachers in lower age groups from having to obtain the Senior Certificate, so as to enable them to enrol at a College of Education for further training, in order to obtain a special upgrading diploma.

If the lower qualified teachers in the lower age groups are exempted from first obtaining the Senior Certificate in order to enrol at a College of Education for further training then it means that:

(a) It would take a teacher in category AA (Standard V111 or 1X plus two years professional training) 2 years of part-time study in order

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53 See par. 6.2.2.
55 See Chapter 4 par. 4.4.3.9.
to be placed in Category B (assuming that the teacher is considered to be in Category A in which he/she would have been placed if he/she had passed Standard X). Category B is equal to Matric plus two years professional training.

(b) It would then take a teacher another 2 years of part-time study in order to be placed in Category C. Category C is equal to Matric plus 3 years professional training and it is the minimum qualification which a teacher should possess today in order to be considered as fully qualified.

From the above it can be seen that it would take a teacher in Category AA 4 years of part-time training in order to be placed in Category C which is accepted as the minimum qualification for a teacher. If we take into consideration the fact that the teacher in Category AA already has two years professional training to his credit, then it means that in reality this teacher must have a total of 6 years professional training before being placed in Category C.

Research has shown that only a small number of unqualified Coloured teachers made use of the opportunity to improve their qualifications through part-time study. Some of the reasons for this are, inter alia,

(a) Most of the teachers in Category AA are married women who, because of their marital commitments, just do not find the time for part-time study;

(b) those who do find time to study are reluctant to do so because of the length of time that has to be devoted to part-time study. They first have to obtain a Senior Certificate and then they have to devote a further 4 years to improve their professional qualifications.

In Chapter 1 par. 1.10.4 it was shown that the Supporting services was also a central component of the education system. The Supporting

56 See Chapter 4 par. 4.4.3.9.
services is responsible for, *inter alia*, supplying the education institutions with adequately trained teachers, i.e. adequately trained academically and professionally. Without adequately trained teachers the education system for Coloureds cannot function effectively.

6.2.4.1 Primary school teachers

A Senior Certificate plus three years professional training is presently regarded as the minimum training necessary for any teacher. Because this has already been accepted by the authorities responsible for the education of Coloureds in 1982, the recommendations will be confined to the upgrading of the qualifications of serving primary school teachers who are still unqualified.

It is recommended that:

(a) THE DEPARTMENT OF EDUCATION AND CULTURE (HOUSE OF REPRESENTATIVES) MAKE IT POSSIBLE FOR TEACHERS IN CATEGORY AA TO BE PLACED IN CATEGORY B AFTER ONLY 1 YEAR OF PART-TIME STUDY AND FOR TEACHERS IN CATEGORY B TO BE PLACED IN CATEGORY C ALSO AFTER ONLY 1 YEAR OF PART-TIME STUDY.

In order to make this possible it is further recommended that:

(b) THE DEPARTMENT TAKE INTO CONSIDERATION THE YEARS OF EXPERIENCE THAT THESE PRACTISING TEACHERS HAVE AND MODIFY THE EXISTING TWO-YEAR PART-TIME COURSES INTO SPECIAL ONE-YEAR PART-TIME COURSES FOR THESE TEACHERS.

In this way these teachers will be provided with the opportunity of becoming fully qualified teachers in the shortest possible time. If they are fully qualified it will result in an improvement in their salaries which in turn will eliminate the discontent which might exist in the ranks of these teachers.

It stands to reason that qualified, well salaried and contented teachers will
do a better job in the classroom than unqualified, poorly paid and discontented teachers.

6.2.4.2 Secondary school teachers

Because the Universities do not produce adequate numbers of qualified secondary Coloured school teachers and because it is the responsibility of the Department of Education and Culture to supply suitably qualified teachers for the secondary schools it is recommended that, in view of the great demand by Coloureds to be trained as teachers that:

(a) AFTER THE DEPARTMENT HAS DETERMINED THE NUMBER OF TEACHERS TO BE TRAINED FOR EACH SUBJECT, THE NEEDS OF EACH PROVINCE SHOULD BE DETERMINED.

(b) EVERY COLOURED TEACHER TRAINING INSTITUTION IN EACH PROVINCE SHOULD BE UPGRADED IN ORDER TO PRODUCE QUALIFIED SECONDARY SCHOOL TEACHERS IN ALL SECONDARY SUBJECTS.

(c) THE DEPARTMENT OF EDUCATION AND CULTURE SHOULD THEN ONLY TRAIN SECONDARY SCHOOL TEACHERS IN EACH PROVINCE IN THE SUBJECTS FOR WHICH THERE IS A DEMAND IN THAT PROVINCE.

(d) ALTHOUGH THE PENINSULA TECHNICON TRAINS TEACHERS FOR COMMERCIAL SUBJECTS, THE DEPARTMENT SHOULD ENSURE THAT THESE SUBJECTS ARE ALSO INCLUDED UNDER (b) ABOVE.

If the Department of Education and Culture strips the compulsory school attendance regulation for Coloured pupils of all the red tape and if, as recommended, the Department vigorously enforce compulsory school attendance then thousands of Coloured school pupils who would normally drop out of school before reaching the age of 16 years would be compelled to stay at school. This will, undoubtedly, lead to a demand for more Coloured school teachers. It is therefore further recommended that:

57 See Chapter 4 par. 4.4.3.8.
58 See Chapter 4 par. 4.4.3.8.
59 See par. 6.2.2.
THE DEPARTMENT INCREASES THE INTAKE OF FIRST-YEAR STUDENTS AND NOT DRASTICALLY DECREASE IT TO ENSURE THAT WHEN THE NEED ARISES FOR MORE QUALIFIED COLOURED TEACHERS THEN THERE WILL BE AN ADEQUATE SUPPLY.

6.2.5 School boycotts

The causes of school boycotts are varied and complex and therefore the solution to this problem will also be varied and complex. The causes of school boycotts can be classified under two main headings, viz, educational and political.

6.2.5.1 Educational Recommendations

(i) THE AUTHORITIES WILL GO A LONG WAY IN REMOVING SOME OF THE EDUCATIONAL GRIEVANCES IN THE COLOURED COMMUNITY IF THE EDUCATIONAL REFORMS RECOMMENDED IN THIS CHAPTER ARE ADDRESSED WITHOUT DELAY.

(ii) THERE ARE MANY INFLUENTIAL AND COMPETENT LEADERS, ESPECIALLY EDUCATIONAL AND CHURCH LEADERS, IN THE COLOURED COMMUNITY WHO MUST TAKE A DEFINITE STAND AGAINST THE BOYCOTTING OF EDUCATION BY COLOURED PUPILS AND STUDENTS.

6.2.5.2 Political Recommendations

It is a fact that education has to a very large extent been highly politicised in the non-White communities.

In a leaflet issued by the Transvaal Association of Teachers in which an appeal was made to the Coloured people not to vote in the elections of September 1989 the following was stated:

"The Association re-affirmed its condemnation and rejection of the tricameral system of government and disassociated itself from the

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60 See par. 6.2.4.
forthcoming elections (September 1989), which would be held under a state of emergency, which was completely contrary to democratic practise.

The Association made a strong appeal to its members to demonstrate their abhorrence of the tricameral Parliament by not taking part in the elections.

The Association demanded the institution of a democratic, non-racial political system in line with their demand for a unitary non-racial, democratic system of education."

In their response to the call not to vote the Coloured people of the Republic of South Africa demonstrated their opposition to the tricameral Parliament and their resentment of an apartheid education system when only 17.6% voted in the September 1989 elections.62

Prior to the September elections of 1989 the Mass Democratic Movement embarked on a defiance campaign whereby they encouraged the non-White masses to make use of amenities such as hospitals and beaches that were strictly reserved for Whites.

The Mass Democratic Movement's defiance campaign derived, according to their spokesman, from the lack of political and economic rights of the majority of South Africans.63

After the September 1989 elections the Mass Democratic Movement stated that the defiance campaign would continue until such time as they were granted political rights. The target of this campaign the Movement said, would be segregated hospitals, schools, beaches and symbols of oppression.64

If we accept the *bona fides* of the Government when it states that: (i) it is sincerely seeking a political compromise so that a democratic, non-racial

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64 *Ibid.*
political system can be instituted in South Africa and (ii) a unitary, non-racial democratic system of education will also be instituted after a political settlement has been reached, then the time for confrontation of the Government by school children is over.

The political focus has changed and the days of confrontation in the streets are over. Now is the time for serious but peaceful politics, for bargaining and negotiation.

Because only major political change and a new system of education will solve the problem of school boycotts it is recommended that:

(a) A UNITARY, NON-RACIAL, NON-SEXIST, FREE, COMPULSORY, DEMOCRATIC EDUCATION SYSTEM BE ESTABLISHED; and

(b) A DEMOCRATIC, NON-RACIAL POLITICAL SYSTEM BE INSTITUTED IN SOUTH AFRICA AS SOON AS POSSIBLE.

The recommendations suggested here as possible solutions to the impediments in the actualization of effective education for Coloureds are not necessarily all new ideas. The fact that these recommendations might already have been offered, in one form or another, as solutions to the impediments that beset Coloured education and the fact that they are again recommended here, only serves to underline the seriousness of the impediments researched and the direct need to find solutions as soon as possible.

As has been shown in Chapter 1 par. 1.10 an education system is composed of a number of central components. In order for the education system to function properly and effectively, these central components must function properly and effectively. It has also been shown in Chapter 1 par 1.10 that all the central components that make up an effective education system are also found in the existing education system for Coloureds. This research has shown that some of these components do not function properly and effectively mainly due to the per-capita expenditure on the education of Coloureds.
Because it is the responsibility of the state to provide an effective education for Coloureds and because the State has at its disposal the funds of State revenue as well as various other sources with which these funds can be augmented, it is the State's moral as well as social responsibility to immediately address the impediments in the actualization of effective education for Coloureds.

6.3 FUTURE PERSPECTIVE

A question which can be posed is: Of what relevance are recommendations for the actualization of an effective education for Coloureds when it is almost certain that a unitary, non-racial and democratic education system for all population groups will be established in the near future?

The researcher is of the opinion the research done on the impediments in Coloured education and the recommendations for an effective education for this population group is very relevant if we consider the following:

(a) Although statutory apartheid has been abolished the de facto situation is that it will take many years to eradicate the results of apartheid. The policy of apartheid in general and the Group Areas Act in particular, effectively ensured that separate residential areas and separate schools were established for the different population groups in South Africa.

Even though some degree of social mobility will most certainly take place over the years where members of one population group will move from their own residential areas to settle in residential areas of other population groups, the fact of the matter is that the separate residential areas and schools for the different population groups will remain much the same as they are today. Thus Soweto in Johannesburg will remain a predominantly Black residential area, catering mostly for Black pupils in Black schools and who are taught mostly by Black teachers.

65 See par. 6.1 (d).
66 See Chapter 2 par. 2.5.1.
67 See Chapter 2 par. 2.5.3.4.
Mitchell's Plain in the Western Cape will also remain predominantly Coloured; Waterkloof in Pretoria predominantly White and Lenasia in Johannesburg predominantly Indian. This will also apply to all other residential areas for the different population groups.

It, therefore, stands to reason that before a single education system can be established this important fact (that separate residential areas will remain as they are today (1992) for a very long time) will have to be taken into consideration. Thus it will be of utmost importance for those who are going to be responsible for drawing up a unitary education system to know exactly what the impediments are in the different education systems for the different population groups, how effectively or ineffectively these systems function and what can be done to ensure that these impediments are eliminated from the future unitary education system.

Thus, this research into the impediments in the actualization of an effective education for Coloureds is very relevant to the actualization of an effective unitary education system for the whole of the Republic of South Africa.

(b) What should form the moral and philosophical underpinnings of the future unitary education system for the Republic of South Africa? Should it be founded upon any religious basis or should it be entirely secular? As already stated in Chapter 2 par. 2.4 a community's religion has a profound effect on its outlook on life or philosophy of life. It determines, inter alia, the community's views on the purpose and sense of the individual's earthly life and his ultimate destiny.

Again, if one looks at this research it becomes evident that the Christian religion plays an important role in all facets of life in the Coloured community. It is highly unlikely, therefore, that the Coloured community will accept a unitary education system which is not underpinned by the Christian religion.

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68 See Chapter 2 par. 2.4.
So again those who will be responsible for drawing up a single education system will be wise to take cognisance of the role religion plays in the lives of the Coloured people and other population groups for that matter, before deciding on whether or not religion should play a role in the new education system. Again the relevance of this research becomes evident.

(c) What should be the official language policy applicable in the new unitary education system? Again the research done on the origins of the Coloured people in this thesis shows that the language spoken by the Coloured people is either Afrikaans or English. In South Africa we have four main population groups (Whites, Blacks, Indians and Coloureds) each with his own home language. Furthermore the Blacks, for example, again consist of sub-groups like the Zulu and Xhosa, etc. who also have their own home languages. This clearly shows that no decision can be taken as far as the language policy is concerned without taking into consideration the language preferences of the different population groups. Again we see the relevance of this research.

(d) What should the particular educational aims of the new unitary education system be? Research in this thesis has shown that about 40 per cent of the Coloured people can be classified as belonging to the lower group. Furthermore it was stated in the same paragraph that there are many children from the lower group who do not go to school, and on those who do the school experience sometimes does not have the desired effect either. A large percentage of the children from the lower group drop out, fail and have reading and learning problems.

Clearly then the future unitary education system will have to take the socio-economic position of the lower group in the Coloured population into consideration when formulating its particular

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69 See Chapter 2 par. 2.4.
70 See Chapter 2 par. 2.3.2.
Otherwise the educational problems associated with this group will be carried over into the future unitary system. This also applies to the other population groups. Again we see the relevance of this research for a unitary education system in South Africa.

(e) Should the diversity of the South African population be taken into account when a unitary education system is drawn up for South Africa? From what has already been said above it becomes evident that the diversity of the South African population should be accommodated and that room should be made for cultural differences in a future unitary education system.

(f) If cultural and other differences between the various population groups are going to be considered when drawing up a future unitary education system the following questions can, furthermore, be posed: Should the new education dispensation consist of one non-racial and non-discriminatory education system with different education departments? Or should there be a single, non-racial and non-discriminatory education system with a single education department for all population groups? Again this thesis can point to the direction in which we should move.

Furthermore, it is important to view the problems in Coloured education as part and parcel of the greater educational challenges facing us in South Africa. Thus cognisance should also be taken of recent reports on education as well as discussion documents which appeared after the period 1910 - 1989. Although these discussion documents or education reports have no direct bearing on the problems in Coloured education per se, it can be of significance for a new educational dispensation. These include, inter alia,

1. "Die Hoofverslag van die Komitee insake die Evaluering en Bevordering van Loopbaanonderwys in die Departement van Onderwys en Kultuur,

See Chapter 1 par. 1.7.1.
2. Discussion paper for the ANC on education policy\textsuperscript{23} which set out the following: An explanation of the symptoms and the deeper effects of the education crisis; the aims of a new educational system; policy suggestions; short term strategies and some educational challenges; and

3. The Department of National Education's Educational Renewal Strategy: Discussion Document\textsuperscript{24} which deals, \textit{inter alia}, with the most important problem areas in education as well as reports on these problem areas.

From what has been said above it can be concluded that the research contained in this thesis is very relevant for South Africa today (1992) and that the research findings and recommendations made in this thesis can serve as pointers to some important aspects that should receive considerable attention when drawing up a unitary, non-racial and democratic education system for South Africa.


\textsuperscript{23} \textit{Discussion paper for the ANC on education policy}, [s.l.]: [s.n.], March 1991, p. 4.

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