9. The Commission is particularly referred to an article by Phyllis G. Best (Dietitian, Department of Public Health) in the March 1946 number of "Manpower". It is entitled "The Nutritional Value of Indian Diets." Miss Best wrote:

"Although the percentage of income spent on food is very high, the figures shown that not only is malnutrition very bad amongst the Indian community of Durban but also that a very large number of people are not even getting a sufficient quantity of food ... After the actual lack of a sufficient quantity of food, the lack of calcium and vitamin A is very striking. Vitamins B, and B_2 and probably nicotinic acid are also deficient. The deficiency of calcium, due to lack of milk, could perhaps be relieved by the addition of calcium to wholemeal bread (a problem at present under discussion in South Africa), or by making skimmed milk available to these people very cheaply. The latter would also increase the first class protein consumption... Some form of school meal could help very considerably to combat the malnutrition amongst that section of the population attending school ..."

Miss Best gives suggestions for the composition of the school meal and for improving the diet of all sections of the Indian community.

10. Evidence which is embodied in the Report of the Native School Feeding Committee indicates that there is a considerable degree of undernourishment amongst African children. The surveys and other evidence are as follows:

(i) Assessment of Health and Nutrition of 7,000 Bantu School Children in Selected Areas of the Union, adapted from Kark and Le Biche, 1944.


(iii) Nutritional status of pre-school children in the Northern Transvaal, 1946, adapted from Smit.

(iv) Examination of 100 pre-school children from some Transkei Health Clinics.

(v) Cases of eye disease found amongst Native children in four areas surveyed by the Bureau for the Prevention of Blindness.

In addition to this the Report gives information about the home diet of African school-children in various areas, the number of meals eaten per day, and the number of cases in certain townships in which both parents are wage-earners.

11. The Institute draws attention to the further evidence contained in its memorandum R.R.233/48 which was presented to the 1949 Committee, namely:

(i) The Cape Nutrition Survey carried out in 1944 under the direction of Professor J.F.Brock of Cape Town University. 173 African children 328 European children and 841 Cape Coloured children were examined. Of the Cape Coloured children 57 per cent were found to be malnourished, and of the African children 43.1 per cent were not normally nourished. The conclusion of the survey with regard to methods of sampling was that the incidence of malnutrition among the Cape Coloured people of the Cape Peninsula "is at least as high as the figures indicate."

(ii) The investigation carried out by Dr.A.B.Dormer between 1939 and 1943 among Bantu families in rural, peri-urban and urban areas in Natal. After investigating 50,000 Africans he came to the conclusion that the incidence of Tuberculosis was 0.25 per cent in rural areas, 1 per cent in semi-urban or peri-urban areas, and between 1.5 and 2 per cent in urban areas. Further, he concluded that between 40 and 50 per cent of African children in urban areas were tuberculous positive. According to Dr.Dormer, the higher incidence of tuberculosis amongst Africans in urban areas is due to three factors:
overcrowded living conditions; inadequate diet, i.e. diet deficient in minerals, vitamins and calories, and hard work without sound physical strength or after-work recreational facilities.

(iii) The survey of Africans at Edendale, Pietermaritzburg (Race Relations Vol.XIV) no. 4 of 1947). The author states that figures recorded at the Edendale Health Centre for the previous 20 months revealed that of 1,542 attendances, the main diagnosis was malnutrition. During the same period 30 deaths were certified from the same cause.

(iv) The conclusions of the National Nutrition Council. In the first report of this Council (U.G.No 13 of 1944) the following passage appears (page 18):-

"The last and most important fact, however, is a reiteration of what has gone before, namely, that in South Africa nutrition is an urgent national problem of enormous extent the consideration of which cannot be postponed until the war is ended. If this insidious deteriorating process is much prolonged the cumulative result on the future labour supply of the country and on the quality of its people must be calamitous."

The report goes on to say:--

"At the recent Food Conference of the United Nations at Hot Springs in America it was stressed that the fact that a child or adult should get the nourishment necessary for full health is so important a matter that it cannot be left to mere chance, and that society must accept this responsibility."

The National Nutrition Council agreed that:--

"there is a definite deterioration in Native physical health in the Transkei and that this, to a very large extent, is due to a shortage of protective foodstuffs, such as milk, meat, vegetables, etc. They have to live increasingly on mealies in which there is a definite shortage of first class protein, lime and especially in the case of refined mealie meal, Vitamin B1."

In view of the authoritative nature of these surveys and reports the Institute has no hesitation in stating that under-nourishment exists among European school-children and is prevalent amongst Coloured, Asiatic and African school children.

Does under-nourishment, if prevalent, adversely affect education?

The question of the correlation between nourishment and effectiveness of education is more difficult to answer. Certainly, under-nourishment adversely affects the health of the individual. Well-nourished children are more lively and alert than are those who are malnourished, consequently they are better able to concentrate on their lessons.

Malnutrition, however, may have more serious consequences than mere lack of alertness and powers of concentration. In his book "African Intelligence" Dr. S. Biesheuvel states (page 147) that when quantitative malnutrition is severe and prolonged, normal brain development is arrested. He quotes L. J. Roberts as stating that "even though the brain grows persistently in weight during periods of severe sub-nutrition it is, nevertheless, injured in some way so that it may not be able to recuperate fully when subsequently placed under good conditions of nutrition." The evidence reviewed by Dr. Biesheuvel makes it fairly certain that, subject to particular conditions the growth and function of the nervous system can be impaired by malnutrition and that "quantitative malnutrition (i.e. under-feeding, not involving any specific deficiency) has no effect on the level of intelligence of those who have passed the age of 16 years. If severe it may affect the growth of intelligence before that age to some extent, the degree and permanence of retardation depending on the earliness of the onset of malnutrition and on its duration."
"Qualitative malnutrition (i.e. the absence or shortage of specific substances in the diet) if severe permanently impairs intelligence at all age levels, it effects being most marked during the developmental period. If only moderate, it may have a depressing effect both on the growth and on the established level of intelligence, though conclusive experimental evidence is lacking on this point."

After a full consideration of the diet of the tribal African, Dr. Bieshauvel comes to the conclusion: "If nutrition can affect intelligence — and the evidence is that it can — then most assuredly the intelligence of the average Native child reared in the reserves must be markedly and permanently depressed below its genetic potentiality." With regard to the African farm labourer he states that his condition is, if anything, worse than that of the reserve dweller. "Here too, therefore, an intrinsic lowering of the average level of intelligence may be experienced, which is permanent for the life-time of the individual." Writing of the African urban dweller he says: "If it is possible for the growth of the intelligence to be impaired by malnutrition, then most assuredly such impairment must be taking place to a very marked extent amongst urban Africans."

The Committee on Native School Feeding pointed out that under conditions of privation a child either becomes drowsy, inattentive or unable to concentrate or, alternatively, highly restless, super-unstable and irresponsible. Malnutrition may be so severe and persist for so long as to produce some degree of mental deficiency; and in cases where fundamental mental ability remains unimpaired, mental accomplishment may be definitely affected. The Committee quotes Dr. Thomas Parran, formerly Surgeon-general of the United States, as having said: "We are wasting money trying to educate children with half-starved bodies. They cannot absorb teaching."

In the March 1946 number of "Manpower" appears an article by Daphne Clarke, T. W. de Jongh and E. Jokl, entitled "Effect of mid-day meal upon the physical efficiency of school children." The investigators conducted two series of comparative tests with the pupils of the Waterfall School for Indians, near Johannesburg. These children lived in hostels and, generally speaking, their environment was satisfactory. The first tests were conducted on the last three days of the Ramadan Festival, when for a month the children had been having two meals a day, in the early morning and after sundown, instead of three. The second series of tests were conducted three weeks after the children had returned to their normal meals. It was found that they deteriorated distinctly in physical and mental condition as result of receiving two instead of the customary three meals a day. The "fast," the investigators found, had no effect on endurance but a distinct influence on skill and strength. They concluded: "A highly organized environment alone is able to transform human raw material into specialized precision workers. Among the environmental measures required for this transformation, scientific supervision of feeding ranks prominently."

In the light of available evidence, the Institute is of opinion that under-nourishment, if prevalent, does have an adverse effect upon education.

Is it then essential to provide primary school children with additional food to make education more effective?

If it is conceded that under-nourishment does affect learning abilities then improvements in health and nourishment can be expected to improve learning abilities unless a child's mental ability has been irreparably damaged by under-nourishment.

The Native School Feeding Committee gave figures to show the effect of school feeding on school attendance in the Orange Free State and at a school in the Ciskei. In so far as the provision of a school meal is an incentive to regular attendance and helps to maintain defences against illness, to that extent the school meal must be regarded as having a very beneficial effect on the learning process.

The Committee showed that in many countries the provision of school meals had been undertaken by the authorities, and beneficial
effects on the health of the children had been observed. In 1942
the President of the Board of Education in England called attention to
the almost incredible effect of the provision of meals on the health
of children as reflected in their physical well-being, their zeal for life and
their alertness. In South Africa, an investigation by Yokl and Kloppers
into the effect of a mid-day meal upon 124 European nursery school
children, aged 6-7, revealed "most gratifying" physical results. The
Report gives interesting details of a controlled experiment conducted
by Dr. B. Squires in Bechuanaland (Comparison of the incidence of
malnutrition in neighboring Bechuanaland villages where children
received and did not receive a school meal), of an experiment organized
by the Chief Medical Inspector of Natal, and of an experiment by Dr.
Ryno Smit on Ciskei pre-school children (Comparison of Nutritional
status of Ciskei pre-school children receiving and not receiving
supplementary feeding).

The Institute would also draw attention to the following findings:

(i) Extract from a letter dated 20th February 1946 from Dr. E. E. A.
Fristedt, formerly of Bushbuckridge Health Centre:

"I found, for example,

(a) signs of vitamin A deficiency diminishing as the
result of the yellow meal provided;

(b) an increase in adipose tissue approximating more
closely to the normal ... ;

(c) healthier gums, thanks to the vitamin C supplied
in the oranges provided; and

(d) a definite diminution in the signs of pellagra
due to the supply of brown bread, etc."

(ii) In the report compiled by the New Education Fellowship,
Johannesburg Branch, on its feeding experiment conducted in
1943 at the Milner Park Junior School it was stated:

"First, it is obvious that even in the short period of ten
months an effect of different nutritional regimes can be
found upon caries. There is no doubt that the poor
malnourished children studied in this survey benefited
very much from their well-balanced school meal." (G.A.

The Report of the Native School Feeding Committee pointed
out that according to evidence from teachers and principals, school-
feeding had resulted in a decrease in fainting during school hours;
coughs and colds had decreased in frequency, and the children were
less sleepy and more lively and alert. The Committee admitted that
factual evidence to this effect was difficult to obtain. It came to
the conclusion that school feeding enabled the child "to do more
justice to the work expected of him."

The conclusion cannot be escaped that the degree of under-
nourishment amongst many European children and perhaps the majority
of Coloured, Asiatic and African school children is of such an extent
as to make it essential to provide primary school children with
additional food to render education more effective. Further, the
Institute is of opinion that pre-school and secondary school children
of all racial groups should also receive school feeding.

Second term of Reference. If so, the extent of undernourishment
among the various racial groups in primary schools in the Union,
having regard to their traditional customs and the requirements
of education.

It is difficult to understand the significance of this term
of reference. The matter of calculating the extent of undernourishment
amongst the various racial groups is a matter for nutrition experts
and would have to be considered in quantitative and qualitative terms.

So far as Indians are concerned, the article quoted above by Miss
Best ("The Nutritional Value of Indian Diets", Manpower, March 1945)
gives useful information on food habits and supplementary food-stuffs
required.
Food habits of Coloured people approximate to those of Europeans in so far as their incomes will allow. Evidence has been given in the Report of the 1949 Committee that diets of African children lack balance and quantitative adequacy. In African rural areas the blame for the downward direction of the children's diet can be placed on pressure on the land, ignorance, bad farming methods, soil erosion and the absence of men from the reserves, factors which have interfered with traditional food habits and customs. In the urban areas traditional customs cannot be maintained and the problem centres on the re-adjustment of the Africans to European urban conditions and food habits and the inability of the majority of Africans to make ends meet. The 1949 Committee and the Non-European Bus Services Commission, 1944, came to the conclusion that the only way to make ends meet in urban areas was for the African to economise on food. This has meant that the expensive "protective foods" have been omitted.

The extent of undernourishment having regard to the requirements of education is a matter which only a closely controlled scientific inquiry could deal with. There have been no investigations made of the effect of feeding on scholastic records.

Third term of Reference. Whether the under-nourishment so determined is due to inherent factors in our educational system, such as distances from school, long hours, etc., and/or to economic or social conditions.

The Institute is of opinion that while such factors in our educational system as distances from school, long hours, etc., increase the need for scientific supervision of the children's feeding, they do not in themselves cause undernourishment. Were all the parents in possession of the necessary knowledge, money and facilities, they could provide their children with adequate meals both to eat at home and to bring to school.

The main reasons for under-nourishment amongst children are as follows:-

a) Ignorance on the part of their parents. The 1949 Committee pointed out that the newer knowledge about food and its relation to health is often not appreciated even by well-educated European people. It is thus not surprising that probably the large majority of Non-European parents and many Europeans are ignorant of food values, the importance of "protective" foods, the daily calorific requirements of growing children, the importance of giving a child a good breakfast before he leaves for school, and so on.

(b) The fact that in urban areas both parents are frequently wage earners. This means that they have to leave home early in the morning, and the chances of their children receiving breakfast and taking adequate food with them to school are greatly reduced. Moreover no meal will be available if the children return home towards mid-day. Fatigue and the time involved in cooking tend to make such families eat foods which are quickly prepared, e.g., bread, tea, mineral waters, etc.

(c) Lack of facilities amongst many urban families for preparing nourishing meals at home and for preparing nourishing food for the children to take with them to school. It is obvious that mothers who have to prepare food in the open or in a crowded living room, and who do not possess decent stoves or utensils, must find it difficult to cook nourishing meals. It is less obvious, however, and might be overlooked that even given the necessary knowledge, money and facilities, it is difficult for parents to provide their children with the most suitable foods to take to school. Items such as fruit and milk, which would be more suitable than sandwiches or a lump of maize meal porridge, are bulky and difficult to transport.

(d) Inadequate supplies of suitable food-stuffs. Overcrowding and soil erosion in the reserves. Frequent absence of gardens in semi-urban and urban areas, making it impossible for families to supplement their diet by home grown foodstuffs.

(e) Overcrowding and lack of hygiene, particularly in urban areas. In overcrowded homes both the quantity and quality of a child's sleep
are reduced, and he suffers from fatigue. The fatigue factor and the insanitary conditions detract from his ability to assimilate the food he has eaten.

(f) Most important of all, lack of purchasing power. Social surveys, mentioned above, have shown that large numbers of our people, in all racial groups live below the poverty datum line. In Durban, 5 per cent of the European families and 40 per cent of the Coloured families surveyed were found to be in this group, while 70 per cent of the Asiatic families were submerged in varying degrees of poverty. (Dept. of Economics, Natal University College, 1947). So far as Africans are concerned, the Native Mine Wages Commission found that the average income deficiency per annum of the mine-worker and his family in the Transkei (after including his cash wage on the mines) was £9.4.10. per annum in 1943. The Non-European Bus Services Commission found that the average income deficiency per month of African families was £3.0.6. in Johannesburg, £13.2. in other Reef towns, and £3.13.0. in Pretoria. In order to meet essential expenditure such as rent, transport and tax, the families were forced to economise on food.

In a survey by the late Professor J.L. Gray of the University of the Witwatersrand of European school boys, a regular and formidable increase in malnutrition was found to occur with decreasing family income. Professor Batson of Cape Town University found a positive correlation between poverty and malnutrition in his Social Survey of Cape Town.

Since all these surveys were made, the cost of living and particularly of food has risen very considerably indeed, but wages have not been increased to nearly the same extent. Official figures published by the Office of Census and Statistics show that the cost of living rose from a base of 100 in 1938 to 104 at the beginning of 1941 and 161.1 at the end of November 1949. According to a survey made by the Department of Social Science of the University of Cape Town and published in March 1950, the cost of living, for the bare minimum of health and decency, had risen by 38.87 per cent since December 1938. The food budget in Cape Town had increased by a little over 75 per cent, and the clothing minimum by 118 per cent for men and 150 per cent for women. Fuel and lighting were up 100 per cent and cleaning materials by 150 per cent. Figures compiled by Dr. F. W. Fox, illustrating the rise in food prices since 1938 were published in "The Star" on 11th April 1950. Since this analysis was made the prices of maize, fresh milk, eggs and oranges have risen.

Dr. Fox points out that an increase in the price of food affects people in the lower income groups most, since they spend a greater proportion of their total income on food than do more fortunate families who are able to afford holidays, motor-cars and entertainment. A report on an enquiry into the expenditure of European families in certain urban areas, 1936, Government Printer 1937) showed that various income-groups spent the following proportions of their resources on food:

<table>
<thead>
<tr>
<th>Income Group</th>
<th>Food Expenditure</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>£500 - £600</td>
<td>£50 - £60</td>
<td>26.7%</td>
</tr>
<tr>
<td>£400 - £500</td>
<td>£40 - £50</td>
<td>27.6%</td>
</tr>
<tr>
<td>£300 - £400</td>
<td>£30 - £40</td>
<td>29.0%</td>
</tr>
<tr>
<td>£200 - £300</td>
<td>£20 - £30</td>
<td>32.2%</td>
</tr>
<tr>
<td>£125 - £200</td>
<td>£12.5 - £20</td>
<td>38.1%</td>
</tr>
<tr>
<td>£ Up to £125</td>
<td>£12.5 - Up</td>
<td>39.2%</td>
</tr>
</tbody>
</table>
The Non-European Bus Services Commission found that African families in Johannesburg would need to devote 58.4 per cent of their total minimum expenditure to food in order to have a moderately adequate diet. Mr. V. Sirkari Naidoo found that the Indian families he surveyed in Durban spent 62.3 per cent of their total income on food. (S.A. Journal of Economics, March 1946).

Thus even a small rise in the cost of a few commonly-used food-stuffs is bound very considerably to affect the cost of living of families in the lower income groups. Further, when the general cost of living rises, food is the main item where economics can be affected, and it is more especially with regard to protective foods that expenses are cut.

For the reasons given above, large numbers of parents, in all racial groups are unable to feed their children adequately. Hence many children leave for school without having had any breakfast, or after a very poor breakfast. The New Education Fellowship and the Native School Feeding Committee gave statistics in this regard for Europeans and Africans respectively. Many children walk or travel long distances to school and arrive fatigued. The school hours are long and, as the 1949 Committee pointed out, this in itself is an added source of fatigue. Sitting still and concentrating for long periods is a far greater tax on the vitality of an active child than is always recognized. In cases where children do take food with them to school this is often not adequate to enable them to face the daily tax on their reserves, even in the cases of European children from good homes. It is by no means certain that many of the pupils will obtain a suitable meal even when they return home. The case for school feeding becomes abundantly clear.

Fourth term of references. The desirability of providing the extra food, if any, in the family circle, or in conjunction with the school.

30. In view of the serious state of under-nutrition or malnutrition which exists amongst a large proportion of her population, South Africa's long-term policy should be to remove the causes, the factors which prevent parents from feeding their children adequately, such as ignorance of hygiene and nutritional matters, inadequate supplies, and lack of purchasing power. Their purchasing power cannot be raised, however, until their productivity has been increased, until they become more efficient workers. One very important factor in greater efficiency is good health; and it is thus essential to build up the health of our future labour force by improving the nutrition of the children. As a short-term policy, then, health education and feeding schemes become necessary.

31. If this is conceded, the next step is to consider at what stage of a child's life the feeding schemes can usefully be applied. Would it be best, for example, to ensure that all expectant mothers are adequately fed, so that their babies will be as healthy as possible at birth and our extremely high infantile mortality rate will be lowered? Would it be better to feed the mothers during the period of lactation? Or should we feed the children, particularly during their most vulnerable ages? These ages were defined by the 1949 Committee as:

(a) during the first two or three years;
(b) during the second growth spurt which usually occurs about 5–7 years;
(c) during the last period of growth just before puberty.

32. In considering this matter, the question of practicability should not be overlooked. Would it be possible under present conditions to reach every expectant mother, or every toddler, of all racial groups? Would it be feasible to feed them regularly? Do all the mothers, at present, possess sufficient knowledge of nutritional matters to eat the best types of food, even if they were enabled to obtain these? How could we ensure that food, if provided, was in fact consumed by the individuals for which it was intended?

33. After careful consideration of all these points the Institute has concluded that the first step in tackling the problem of undernourishment,
under present circumstances, should be to continue and expand the school feeding scheme, and to render it as effective as possible. Reasons for this conclusion are as follows:

a) It would possibly be preferable to introduce feeding schemes at an earlier stage in the child's life; but the organization of such schemes would be extremely difficult. Unless a child has been irreparably harmed physically or mentally by extreme under-nourishment during its early years (and this occurs in a small minority of cases only), improved nutrition may be expected to improve its health and to render education more effective. In the schools we have controlled groups over a period of years, making it simpler to organize a feeding scheme and giving the scheme more chance of success.

b) A meal provided at school, under the teachers' supervision, has an important educational bearing, particularly if other parts of the syllabus are linked up with the school meal. The children are taught, or should be taught in practice, the value of a correct diet and they are habituated to a meal which is of nutritional value to them. In other words, they are conditioned to certain food habits which they are likely to practise when they leave school. They will take home with them knowledge of better food habits and to that extent will influence the home.

c) The school-going section of our child population is important on account of the numbers involved, and, particularly in the case of Non-Europeans, is no less important because of the significant position it will hold in the community by virtue of that very education.

d) It is far more economical to continue using the existing organization than it would be to start this and build up a new one. Considerable experience has been gained; and while there may be inefficiencies and difficulties, there is no reason why these should not be overcome.

The Institute, then, urges that the school feeding scheme be continued. It urges that the feeding of African school—children of all age groups and of those attending schools on European farms be re-introduced and that the grant for African school feeding be placed on the same basis as the grant for children of other racial groups. Further, it urges that the school feeding scheme be expanded to include:

a) all creches, nursery schools, kindergartens and day nurseries;

b) all secondary and high schools.

After these recommendations have been carried out, the Institute would like to see further steps taken in ensuring improved nutrition for our people. These further steps might be:

a) Encouragement of the formation of voluntary committees for feeding pre-school children, children who cannot be admitted to schools through lack of accommodation, and school—children in the poorer areas during school holidays. This encouragement might be given by extending to all such approved committees the facilities available to schools taking part in the school feeding scheme.

b) Introduction of a feeding scheme for expectant mothers and for mothers during the period of lactation. This could in time be extended to include the children during their first two or three years. The Institute has worked out a plan for the implementation of this suggestion, but as the matter is outside the scope of the present Commission, and as the Institute considers that the recommendations made above should have earlier priority, the scheme is not set out here.

Fifth term of reference. Whether the augmentation of food, if any, for elementary school children is a function of the education authority (Union or provincial), or of another State department (a) in the light of experience gained with school feeding in the Union.
The Institute considers that the augmentation of food for school children should continue to remain a function of the education authorities. It urges that the school feeding grant be placed by the Union and the Provincial education authorities on the same basis for the school children of all racial groups. The Institute was extremely concerned to learn of the recent restrictions in the grant for Native school feeding. Not only are Africans the most needy section of our population, but also the State school feeding grant has in their case not been supplemented by all the Provinces. The announcements that European school children in the Transvaal would in many cases receive a sixpenny meal while the grant for Africans was being cut to 1.1/2d. or less per head per day, could not but have a detrimental effect on race relations.

The Institute is of opinion that the school feeding scheme, for the children of all racial groups, should be administered by the same authority that administers primary and secondary education — i.e. the Provinces.
38. Reasons why the augmentation of food for school children is considered to be a function of the education authorities are as follows:-

a) These authorities have already gained considerable and useful experience in the administration of the school feeding scheme.

b) The education authorities are in a better position than any other departments would be to submit accurate estimates of the number of children to be fed.

c) Most important of all, the education departments are the only authorities able to correlate school feeding with other activities of the schools, e.g., hygiene lessons, school gardens, parents' meetings, etc. Unless this correlation is carried out, much of the value to be derived from school feeding is lost.

39. Even when the feeding scheme is extended to all creches, day nurseries, nursery schools and kindergartens, and also to voluntary feeding committees, as recommended above, the Institute would still like to see the education authorities in control of such extensions to the scheme; the main reason being on grounds of economy in administration.

Sixth term of reference. The basis on which a feeding scheme, if recommended, should be organized to ensure effective feeding and financial control, and whether separate schemes for the different groups should be introduced.

40. This term of reference can be divided into three sections:

(i) How to organize the feeding scheme so as to ensure effective feeding of the children.

(ii) How effective financial control can be ensured.

(iii) Whether separate schemes for the different groups are advocated.

How to organize the feeding scheme so as to ensure effective feeding of the children.

41. The Institute makes the following recommendations:

a) The school feeding scheme should be compulsory for all state and state-aided Non-European schools. Private schools for Non-Europeans should be permitted to apply for inclusion, as at present. The same should apply to schools for Europeans, with the possible exception of schools in the wealthier districts where the decision should lie in the hands of the parents.

b) Although the scheme should be compulsory for the large majority of schools, it should be voluntary so far as individual families are concerned. This could be done by introducing a coupon system. (See paragraph 43 below).

c) The appointment is recommended of a chief organizer of school feeding for each Province, at salary scales adequate to attract good men. These organizers should, it is considered, be responsible for the school feeding of all racial groups. They would work under the direction of the Chief Inspectors, and on their staff should be nutrition officers and dietitians. The nutrition officers would tour the areas under their control, investigating the food habits of the people and the food supplements which the school meal should provide. The dietitians would visit schools and school committees advising them as to the composition and preparation of meals and correlation of school feeding with other school activities.

d) In each Province, a committee might with advantage be set up to plan the broad composition of the school meals. This committee might consist of the Chief Inspectors, the chief organizer and his staff and representatives of the Division of Nutrition and Health Education, the Department of Agriculture, and, for African schools, the Agricultural section of the Native Affairs Department. Central school feeding committees might also be represented. Separate consideration would have to be given to the broad natural divisions of the Province, urban and rural areas, and the needs of different racial groups and social classes. The educational value of the meals planned would have
The establishment of central committees such as that in the Northern Transvaal is recommended for all rural and urban areas. In the larger towns it might be useful to have a separate committee for each racial group. Committees might consist of the Inspectors for the area together with elected delegates from each school concerned, representing both parents and teachers. Under the guidance of the chief organizer, these committees would order the necessary supplies, obtaining dry commodities wholesale and making as much as possible of the produce of school gardens, and in the case of Non-European schools, the produce of local trust farms.

Wherever feasible and particularly in Non-European areas these committees might arrange for the establishment of central depots where the food would be prepared. Either the dry ingredients could be distributed, together with cooking instructions, from the depots to the schools as is done at Polela, or the meal could actually be cooked at the depot. In Payneville Township, Springs, for example, cooked food is distributed in containers to individual schools. In Queenstown Location each school in turn sends its pupils to the depot for their meals, which they eat on the spot. This last system has the advantage of ensuring that all the food does actually go to the children for whom it is intended.

A very important matter is the supply of clean drinking water. This is not available at many African schools.

By arrangement with Government departments, control boards, market masters, etc., arrangements should be made for supplies of milk (fresh, skimmed, dried or condensed), fruit and vegetables, margarine and other protective foods to be readily available to school feeding committees.

In teacher training colleges instruction should be given on the school feeding scheme and how it can best be correlated with other school activities.

In urban areas the local authorities should be urged to make land and water available for school gardens. Principals of schools should be instructed to take all steps within their power to make the school garden contribute effectively to the school meal.

Hygiene, health and agricultural lessons in schools should be closely linked up with the school meal.

The 1949 Committee considered that there had possibly been a lessening of parental responsibility and self reliance as a result of the school feeding scheme. The Institute is of opinion that such arguments confuse the issue. Children are growing up in a severely malnourished condition, and it would be most inadvisable to contract the school feeding scheme in order to educate the parents at the expense of the welfare of their children and of future generations. Much more could be done however to stimulate the interest of the parents, to enlist their support and practical co-operation, and thus to ensure that the lessons to be learned from school feeding will be carried over into the homes. The following suggestions are submitted:

(i) The Institute recommends that the school-feeding scheme be placed on a part-payment basis, through a coupon system (see paragraph 43 below). This would ensure greater interest on the part of the parents. It would be necessary to lay down a channel for complaints should parents be dissatisfied with the administration of the scheme - perhaps via the central committee and provincial organizer to the Administrator. Such a system would in itself help to prevent abuses.
In some areas, local communities shoulder the responsibility of providing kitchens and storerooms. Following the report of the 1949 Committee, equipment grants have been withdrawn in the case of African schools. The principle of asking the community to collaborate in these matters is possibly a good one; but whatever arrangement is decided upon should be applicable to all racial groups.

Representation of parents on central committees (see paragraph 41 e above) would maintain their interest.

Intensified work is needed in the health and nutritional aspects of adult education. Close liaison is necessary between provincial school feeding authorities, school feeding committees, government departments concerned (e.g. Social Welfare, Health, Education, Agriculture and Native Affairs) teachers' associations and European and Non-European voluntary organizations such as Red Cross, the Institute of Race Relations, the branches of the Vroue Vederasie, the National War Memorial Health Foundation, St. John's and the Hoodhulpje, Church organizations, African Women's Organizations and many more. Local representatives of such bodies might be invited to school feeding committee meetings. Particularly in Non-European communities and rural European districts, schools should be developed as social centres.

How effective financial control can be ensured.

The establishment of central committees and central depots, as recommended in paragraphs 41 (e) and (f) above, would be of very great assistance in ensuring effective financial control. The accounts of all such committees would be subject to audit. As soon as possible the system of paying grants directly to individual schools should be eliminated. The 1949 Committee pointed out that by centralized control of funds and of distribution in the Northern Transvaal such saving was effected as to justify the overhead expenses, and the meals were improved both quantitatively and qualitatively.

The Institute is of opinion that school-feeding should be placed on a part-payment basis, parents of all racial groups being asked to contribute a small proportion of the cost of the meal. This could best be done by a coupon system, books of coupons being on sale in the offices of the school board, central school-feeding Committee, or if thought desirable the school principal's office. On production of a certificate from the Magistrate or municipal Social Welfare Department, indigent parents could be issued with free books of coupons. The pupils would hand in a coupon for each meal. Such a system would stimulate interest among the parents and would avoid any lessening of parental responsibility and self-reliance. Adequate financial control would be a simple matter. Except in the more wealthy districts pressure of public opinion in the schools would induce most parents to let their children take part in the feeding scheme.

Whether separate schemes for the different racial groups are advocated.

The Institute urges very strongly that financial grants, both from the central Government and the Provinces, and also the system of administering the school feeding scheme, should be the same for the children of all racial groups. Any other arrangement cannot but cause ill-feeling. Whatever decision is made in regard to equipment grants and the method of subsidization (per caput or annual subsidy determined by the Treasury) should be universally applicable.

Within the system of centralized control under each Provincial Administration, however, as recommended above, there should be room for variation in the meals actually supplied to the children according to their nutritional needs. This matter is dealt with in paragraph 41 (d). So far as the purchasing of food for Non-European schools is concerned, there should be co-operation with the Native Affairs Department in regard to the disposal of the products of African agricultural schemes and of excess stock from pastoral areas.

Summary
In conclusion, then, the Institute is extremely perturbed at the degree of under-nourishment and malnutrition which has been shown to exist among children of all racial groups in South Africa and which must adversely affect education. It considers that feeding schemes are necessary as a short-term measure, side-by-side with a long-term policy designed to enable all parents to feed their children adequately.

The most practicable first step in instituting feeding schemes, in present circumstances, would appear to be the maintenance and expansion of the school feeding scheme, which should be a function of the education authorities. Suggestions are made for making the feeding and financial control more effective; and throughout its memorandum the Institute urges that the finance and administration of the scheme should be the same for all racial groups.