

CONFIDENTIAL.

W. Rhemallh Jones 27.2.10
(22)

ANGLO AMERICAN CORPORATION OF SOUTH AFRICA, LIMITED.

MEMORANDUM A.N.A. NO. 11/47.

DALGLEISH COMMISSION.

NOTES BY THE ADVISER ON NATIVE AFFAIRS ON THE MEMORANDUM OF EVIDENCE OF THE EXECUTIVE COMMITTEE OF THE NORTHERN RHODESIA CHAMBER OF MINES, DATED THE 19TH SEPTEMBER, 1947, AND THE AMENDMENTS OF MESSRS. HARRISON AND TODD.

My Memorandum A.N.A. No. 8/47 and my "Notes on Telegrams K.C.537 and 538 (ex Kitwe) and K.C.1342 (ex London)" and extracts from various authoritative publications now being circulated among members of the Native Affairs Committee have dealt with most of the points raised in this memorandum. As in the case of the foregoing, my present observations are made with a view to helping in the formulation of policy not necessarily for incorporation in the evidence to be submitted to the Commission.

Paragraph 2: I have no comment to offer on this paragraph, as it has been amended by Messrs. Harrison and Todd, but I shall refer later to 2(iii). If, however, it is found that the representative of the Industry (either as witness or as assessor) must express an opinion on the lines of 2(vi) - 2(viii), the quotations from Busschau and others to be found in my earlier notes will be found helpful.

Paragraph 3: It seems to me that the Union Miniere's experience provides the best answer to the question - What posts, not now occupied by them, are Africans capable of filling immediately? It is a fact that illiterate Africans are now doing skilled work in the Union Miniere's works at Jadotville; the ability of the African to do it is not a matter of conjecture, it is a fact. The rate at which the Africans became competent depended upon the nature of each job. I am making enquiries to find out over what period of years the Union Miniere has had to spread the "progression".

Paragraph 4: As indicated in the previous paragraph it is possible to put illiterate Africans on to skilled work. This has been done by training them on the job. The possibility of doing this in Northern Rhodesia depends, I suppose, on the attitude of the Europeans. Is it not a fact that several operations are being carried out by Africans at the present time without official recognition of it? Every operation might be analysed as has been done so exhaustively by the Union Miniere, and then opinion could be expressed as to (i) those which Africans could do without further training and, (ii) those which Africans could do by training and the length of the training required. It seems to me that opinions expressed before such analysis has been made cannot be regarded as soundly based.

It is necessary to consider what training on the job would be possible if the Europeans remained hostile to Africans being given such training. The position in the Congo is no doubt very much easier since, as mentioned in paragraph 6(ii) the Europeans there are recruited in Belgium as highly trained artisans who have nothing to fear from trained Africans and who know before they go to the Congo that it is the Government's policy, no less than the employer's, to train and use Africans as much as possible. It is not unlikely that in Northern Rhodesia, once Government policy was declared definitely on the same lines, the Europeans would come to accept it, more especially as the pressure world trade union feeling on the matter is being felt increasingly. The Rhodesian and Union delegates to the last meeting of the World Federation of Trade Unions were made to "feel the draught" in this issue. This trade union opinion makes itself felt at International Labour Conferences also.

As regards the vocational training of African youths (see paragraph 4(iii)), whilst the State should no doubt be mainly responsible for the general education and preparatory training, the co-operation of the Industry would be essential. I do not understand how it can be said that the Industry should "resist any suggestion that it should provide facilities for the general education and training of Africans". General education must be continued *pari passu* with vocational training, and it is the generally recognised practice for industries to collaborate in providing facilities for both. I hope this paragraph will be altered to read:- "If, as a result of Government policy regarding the progression of Africans, the industrial training of African youth becomes necessary, the State must be prepared to assume responsibility for its organisation and finance. In such case, the Industry could not refuse to collaborate in such ways as are usual in industrial training."

I draw attention to the following Articles of the draft Conventions recently passed by the International Labour Conference:-

1. Convention concerning Social Policy in Non-Metropolitan Territories.

"Article 18: 1. It shall be an aim of policy to abolish all discrimination among workers on grounds of race, colour, sex, belief, tribal association or trade union affiliation in respect of

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- (b) admission to public or private employment;
- (c) conditions of engagement and promotion;
- (d) opportunities for vocational training;
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"Article 19: 1. Adequate provision shall be made in non-metropolitan territories to the maximum extent possible under local conditions for the progressive development of systems of education, vocational training and

apprenticeship, with a view to the effective preparation of children and young persons of both sexes for a useful occupation.

2. Territorial laws or regulations shall prescribe the school leaving age and the minimum age for and conditions of employment...."

"Article 20: 1. In order to secure high productivity through the development of skilled labour in non-metropolitan territories, training in new forms of production shall be provided in suitable cases in local, regional and metropolitan centres...."

Paragraph 4(iv): I suggest that the last two sentences of this paragraph be modified as follows:- "If it is to be the Government's policy that skilled occupations shall be opened up to Africans, we shall endeavour to conform to the policy, but it must be urged that the progression of the African along such lines must of necessity take a period of years; how long that period will be will depend upon the results of each step taken as well as upon consideration of 'the interests of all other persons in employment'."

Whilst I quite appreciate the anxiety of the Industry not to fall foul of the European employees, I feel that it is also necessary to take account of the possible effects upon the minds of the Africans of any attitude adopted by the Industry.

Paragraph 5: Whilst I agree generally with this paragraph, I think it is right to draw attention to the possibility that the report of the "Burrows" Commission on Cost of Living will indicate the necessity for a reconsideration of basic wages in various occupations, including mining.

I quite agree that it would at the present time be greatly to the Africans' disadvantage to be given additional cash wages instead of the housing, feeding and other benefits they now receive. It may be possible, if desired, for me to collect material showing the adverse effects of such a change where tried in the Union.

I have dealt with differentiation in wages in relation to different levels of work and with the principle of "equal pay for equal work" in the abovementioned notes.

Paragraph 6: This paragraph seems to take too little account of the extent to which Africans have been advanced in skilled work at the Union Miniere's mines and works (especially at Jadotville) or of the Union Miniere's recent decision to advance the general educational and vocational training provided.

Paragraph 7: In considering the Africans' claims to enter occupations now held by Europeans, it is impossible to ignore historical and other factors in the situation. When Africans were not capable of undertaking anything more than unskilled work it was necessary to induce Europeans to come to the territory to do the more skilled work. They have individually

a right to retain their employment and to hope for favourable employment opportunities for their children. They may be said to have acquired "established expectations". Any change to admit Africans to the occupations held by them must be accompanied by measures to protect their future. Wide political and sociological implications arise from any such changes, and the Government must accept full responsibility for introducing them. They should be the result of long term planning and, if possible, of general agreement, and more particularly should be accompanied by assurances of alternative fields of employment for Europeans.

On the other hand, it must be recognised that now that Africans have become potentially skilled workers, the effect of the colour bar is to restrict the possibilities of economic development which in the long run, if not at once, should open up greater opportunities for Europeans. To keep up the high cost structure when the conditions which enforced the high cost no longer exist is to prevent the extension of economic activities which a lower cost structure would make possible. A cast-iron labour organisation, which cannot adapt itself to the possibilities of the better use of labour, must hold back economic development. The economic arguments against the colour bar are overwhelming, as the extracts I have made from the various authorities show plainly, so that for the Industry to declare that it cannot say whether or not the African should be allowed to advance is to ignore the light. It may be possible to appease the Mine Workers' Union by such an attitude, but the effects will be (1) to defer placing the Industry and Northern Rhodesia generally on a sound economic basis, and (2) to increase the Africans' resentment which may easily become an established attitude of hostility to the management. An immediate advantage may prove costly in the long run.

I cannot help feeling that the right course would be to admit frankly that it will be impossible to keep the African from advancing and that if action is taken now to open up gradually to the African higher categories of work with the accompanying improvements in status, it will be much more easy to protect the best interests of the Europeans than if action has to be taken with longer steps under the pressure of African threats. Let it be known that the European's established expectations are respected and that no catastrophic action will be taken, but also that over a period of years a succession of jobs will be declared as open to Africans. Europeans who do not wish to remain in the declared jobs will be given transfer to other work; it might be said that no African would displace any individual European unless the latter wished to be transferred or had forfeited employment through misbehaviour.

I suggest that the task of declaring the classes of work to be opened up to Africans, and the rate at which this is to be done, be placed in the hands of a tribunal to be set up by the Government, with, perhaps representation of all the interests involved - employers, European workers, and African workers. This would remove any fear that the employers would take undue advantage of the new policy.

I also suggest that Clause 42 be allowed to remain operative in respect of those categories of work not opened up to Africans. This would be a compromise on a matter of principle, but might help to maintain equilibrium in Black

and White and employer and employee relations. It would emphasise the desire of the employers to honour agreements entered into by them.

Equal Pay for Equal Work: I urge again that this slogan be not accepted. It "begs the question" both as regards "pay" and "work". As I have shown, the European pay has no relation whatever to the nature of the work, while the work now done by Europeans may call for drastic re-arrangement.

Training of European Supervisors: I suggest that reference be made in evidence, if suitable opportunity offers, to the possibility of giving young Europeans higher grade vocational training and training in personnel management. As the African is advanced to more skilled work the Government must make available to young Europeans vocational training of an advanced character. Bursaries must be given to cover the training period and, if need be, to cover the cost of training in the Union or overseas. The importance of training in personnel management is brought out in the extract attached hereto from the Report of Trade and Industries No. 282.

(SIGNED) J.D. RHEINALLT JONES.

JOHANNESBURG.
29th September, 1947.

PERSONNEL SELECTION AND RESEARCH.

EXTRACTS FROM THE REPORT OF THE BOARD OF TRADE AND INDUSTRIES NO. 282 (INVESTIGATION INTO MANUFACTURING INDUSTRIES IN THE UNION OF SOUTH AFRICA), 1945.

"218. The primary object of personnel selection and vocational guidance, as has already been pointed out, is to obtain the best possible utilization of human resources by finding for each man a position in which his abilities can find the fullest scope and the most useful application.

By means of a detailed study of occupational activities and requirements, the physical and mental traits - the physique, character, temperament and intelligence needed for specific functions - can be determined. A technique is then developed for measuring the occupational potentialities of individuals in the light of these requirements. Finally, the diagnostic validity of these psychotechnical tests are controlled by various statistical techniques. Such methods, though by no means infallible, are to be preferred in every respect to the usual interview and trial procedure. "

"219. The value of scientific personnel selection, as pointed out by Major Biesheuvel, lies in:-

- (a) A reduction in labour turn-over;
- (b) a reduction in training failures;
- (c) a reduction in accidents, waste of material, and spoilt or imperfect work;
- (d) a reduction in absenteeism;
- (e) a higher output per man-hour of work.

For the community as a whole it means:-

- (a) Less wasted effort in embarking on training courses (professional, clerical or artisan) for which people are not suited;
- (b) more continuity of employment, as a result of fewer dismissals on account of unsuitability and fewer changes on account of lack of interest in or dislike of work;
- (c) better health as a result of a reduction in the incidence of major and minor disorders, the origin of which lies in occupational maladjustments;

(d) higher all-round productivity.

For the individual it means:-

- (a) Advice with regard to the occupation or occupations for which he is best suited;
 - (b) in cases of maladjustment (juvenile delinquency, "problem children", the backward or physically handicapped), recommendations for treatment, special vocational training, absorption in sheltered employment, or the development of such assets as will make the individual a useful, competent and happy member of the community."
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