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UNION OF SOUTH AFRICA

# REPORT

OF THE

## WITWATERSRAND MINE NATIVES WAGES COMMISSION

AND

Remuneration and Conditions of Employment  
of Natives on Witwatersrand Gold Mines

AND

Regulation and Conditions of Employment of Natives at  
Transvaal Undertakings of Victoria Falls and Transvaal  
Power Company Limited

1943

# HOBA

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# REPORT OF THE WITWATERSRAND MINE NATIVES' WAGES COMMISSION, 1943.

TO HIS EXCELLENCY THE RIGHT HONOURABLE NICOLAAS JACOBUS DE WET, A MEMBER OF HIS MAJESTY'S MOST HONOURABLE PRIVY COUNCIL, OFFICER ADMINISTERING THE GOVERNMENT OF THE UNION OF SOUTH AFRICA.

MAY IT PLEASE YOUR EXCELLENCY.

## PART I. REMUNERATION AND CONDITIONS OF EMPLOYMENT OF NATIVES ON WITWATERSRAND GOLD MINES.

### I. INTRODUCTORY.

#### *Appointment and Terms of Reference.*

By Your Excellency's Commission, dated 17th February, 1943, your Commissioners were appointed to enquire into and report upon the following matters:

The remuneration and conditions of employment for Natives on the Witwatersrand Gold Mines, with special reference to—

(a) the economic requirements of such Natives in their different categories and according to their tribal and other needs and having due regard to the provision made for them apart from wages;

(b) the effect of any modification of such Native wage rates upon the Mining Industry itself and on the economic position of the country generally;

(c) the effect of any such modification upon the extent and conditions of employment of Europeans and non-Europeans both in Gold Mining and in other industries throughout the Union,

and to make any recommendations which may seem meet in the circumstances.

By Government Notice No. 1320, dated 16th July, 1943, authority under section five of the Commission Powers Ordinance, No. 30 of 1902 of the Transvaal, was conferred upon the Commission.

2. The words "Witwatersrand gold mines" in their terms of reference have been interpreted by your Commissioners as indicating not only the gold mines within the area of the Witwatersrand proper, but as also including all gold mines to the east of that area as far as Nigel and to the west of it as far as Klerksdorp. The words "Witwatersrand gold mines", when used by the Gold Producers' Committee of the Transvaal Chamber of Mines or other bodies or persons in the course of the Commission's proceedings, had, and when used by the Commission in this Report have, the same definition. Save where otherwise stated, the word "Witwatersrand" has a similarly extended meaning. Throughout this Report the Gold Producers' Committee of the Transvaal Chamber of Mines will be referred to as the Chamber of Mines or the Chamber.

#### *Meetings and Procedure.*

3. The first public meeting of the Commission was held in Pretoria on the 20th May, 1943. It was attended by Mr. F. A. Unger, the President of the Transvaal Chamber of Mines, and other officials of the Chamber. Subsequent to its first meeting, the offices of the Commission were moved to Johannesburg, the most convenient centre at and from which the Commission's enquiries could be conducted. Fifty public meetings have been held in Johannesburg, and meetings have, in addition, been held at Springs, Nigel, Modder East, Benoni, Germiston, Krugersdorp, Randfontein and Roodepoort. Visits have been paid by the Commission to many mines on the Witwatersrand, and useful first-hand information has thus been gathered as to conditions of employment of mine native labourers and other cognate matters. Many of these visits were of a surprise character.

4. For the purpose of becoming better acquainted with the conditions of those native reserves from which native labourers are most largely recruited, the Commission paid visits to the Ciskei, Transkei and Natal, and held meetings at Kingwilliamstown, Umtata and Pietermaritzburg. In the course of its return journey to Johannesburg, visits were paid by the Commission to the Northfield, Burnside and Cambrian Collieries in the area of Dundee, and the conditions of native labour upon those properties were examined.

5. In general, the proceedings of the Commission and the taking of evidence were in public. By means of advertisements in the *Government Gazette* and announcements in the European and Native Press and through Native Commissioners, broadcasts in native languages, and direct verbal or written intimations, ample notification was given of the meetings and of the Commission's desire for evidence. Full advantage was taken of the Commission's invitations, particularly by natives upon the mines. A list of individuals and representative bodies who appeared before the Commission as witnesses is given in Appendix A to this Report. At most of the native meetings, the labourers who spoke were the chosen representatives of bodies of labourers who accompanied them.

6. Save outside the Witwatersrand, the Chamber of Mines was represented at its meetings by Mr. W. Gemmill, with Mr. J. Gemmill as alternate, to whom, as also to certain persons purporting to represent native associations, opportunity was given to put questions, or suggest questions to be put, to witnesses.

7. On behalf of the High Commission Territories of Basutoland, the Bechuanaland Protectorate and Swaziland, Mr. A. G. T. Chaplin, District Commissioner of Qacha's Nek, Basutoland, who had in the years 1940-42 been Agent for the High Commission Territories at Johannesburg, accom-

panied by representative natives from the Territories, gave valuable evidence.

8. The Governments of Northern Rhodesia, Nyasaland and Portuguese East Africa were advised of the Commission's terms of reference and invited to submit evidence, but intimated that they did not desire to do so. The Government of Northern Rhodesia, however, consented to Mr. A. L. Saffery, now Research Officer and Adviser on industrial labour problems of its Department of Labour, who in 1942 had conducted, on its behalf, an investigation into the cost of living and housing of natives in the Copper Belt, giving evidence before the Commission, but without authority to speak on matters of Northern Rhodesian Government policy. Mr. Saffery appeared before the Commission and gave useful information. With the consent of the Governments of Nyasaland and Northern Rhodesia, the Commission has also been in touch with Mr. E. H. Warren, who is their Labour Representative in Johannesburg, and has obtained from him such particulars relating to mine labourers from those Territories as appeared to the Commission to be necessary. In addition, both Governments furnished the Commission with memoranda on the economic position of the natives living within their Territories.

9. The Commission has also had at its disposal numerous Government and other publications, a list of which will be found in Appendix B.

#### *Assurance against Victimization.*

10. At the Commission's first meeting, the President of the Chamber of Mines was asked, in consequence of certain representations which had been made to the Commission, to give an assurance that there would be no victimization of any employee of a mine within the Chamber by reason of any evidence given or to be given to the Commission. This assurance was freely and unhesitatingly given, and on a later occasion was repeated by responsible officials of the Chamber. One or two allegations made to the Commission to the effect that this assurance has not been adhered to but that victimization has taken place have been the subject of careful enquiry by the Commission, which has found the allegations disproved.

### II. THE WITWATERSRAND GOLD MINING INDUSTRY.

#### *The Importance to the Union of the Gold Mining Industry.*

11. In the course of its investigation the Commission has been impressed by the unanimity of opinion, expressed by witnesses ranging from the Chamber of Mines to the better informed natives, that the gold mining industry has played a part in the building up of the Union of South Africa which can hardly be over-estimated. Conversely the Commission has been surprised at the evidence of a number of witnesses who appear to have accepted some of the conclusions of the Industrial and Agricultural Requirements Commission, 1941, contained in its Third Interim Report on the decline of the gold mining industry, without a sufficiently careful study of the premises on which they were based, and who are apparently prepared to accelerate such decline in the belief that thereby the attainment by the Union of a greater and sounder prosperity will be expedited. It appears very desirable to the Commission, therefore, that it should place on record its complete agreement with those authorities to be referred to later\*, who, after study of the whole position, have clearly indicated that the true interests of the Union demand the prolongation of the life of the gold mines by all reasonable means.

12. The total value of the output of the Witwatersrand gold mines for the year 1942 was £114,500,000 and the following approximate figures of their expenditure for that year, under the heads shown, will indicate the important position of the industry in the economic welfare of the Union:—

TABLE I.

#### *Payments by Gold Mines for 1942.*

European salaries and wages.....	£ 20,400,000
Non-European wages.....	12,700,000
Stores and equipment.....	30,200,000
Other expenditure.....	7,500,000
<b>TOTAL WORKING COSTS.....</b>	<b>£70,800,000</b>
Taxation.....	22,200,000
Government share from Lease Mines.....	2,800,000
Bewaarpiaatsen moneys.....	100,000
Claim and Mynpacht Licences.....	400,000
Gold realization charges.....	2,200,000
<b>TOTAL GOVERNMENT SHARE.....</b>	<b>£27,700,000</b>
Dividends.....	£16,900,000

13. Even to the casual reader, these figures cannot fail to indicate the enormous importance to the Union of an industry which has produced, since the year 1884, gold to the value of over £2,000,000,000. This steady flow of wealth from the Witwatersrand has spread over the whole of the Union, of

\* See paragraphs 16 to 24 *infra*.

which it would be hard to find any corner unaffected thereby. The salaries and wages paid are redistributed to others for goods supplied and services rendered by them, and they in turn distribute the amounts received, and so the process is repeated. Many urban communities of the Witwatersrand are almost entirely dependent for the continuance of a prosperous existence upon the operations of mines in their vicinity.

14. Of the sum given under the head of stores and equipment, 80 per cent. was expended on articles of South African origin or manufacture. Here, again, it needs little imagination to picture the benefit to South African farmers, manufacturers and merchants of such a regular monthly consumer.

15. The destination of dividends is, of course, determined by the places of business or residence of shareholders. An increasing proportion of the dividends derived from gold mining on the Witwatersrand is now payable in the Union; it is estimated that in 1942 not more than 50 per cent. went outside the Union. It may be pointed out, too, that the State and the community generally, unlike the shareholders, benefit enormously from a mine which, though unable to make distributable profits, expends large sums monthly on wages and stores. Having regard to the fact that the industry contributed in the calendar year 1942 to the State revenues some £11,000,000 more than it distributed in dividends, the State must now be considered to be the senior beneficiary from the industry.

16. The important place of the Witwatersrand gold mining industry in the economic structure of the Union has been emphasised by every investigator of the position, and in particular by the Commissions which have from time to time considered the general economic and wage situation in the Union or the closely related matter of the economic position of the gold mining industry. The Departmental Committee of the Mines Department on the Mineral Resources of the Union, consisting of Sir Robert Kotze, Government Mining Engineer, Dr. W. A. Caldecott, Technical Adviser of the Mines Department, and Dr. A. L. Hall, Assistant Director of Geological Survey, stated in paragraph 6 of its Report, dated the 20th January, 1925:—

"When the industry is being prosecuted with an adequate labour supply and without interruption from industrial troubles, its immense volume of production and spending power acts like a great flywheel in the economic life of the country, steadying the financial position, irrespective of droughts, floods, locusts, and other drawbacks, which interrupt the regular flow of our agricultural or pastoral industries."

This passage was quoted with approval by the Low Grade Ore Commission of 1930 in its Interim Report.

17. Investigations undertaken, in consequence of a suggestion by the Low Grade Ore Commission of 1930, by the Chamber in conjunction with Dr. S. H. Frankel, Professor of Economics at the University of the Witwatersrand, resulted in conclusions that about one half of the population of the Union obtained its livelihood, and that about one half of the Government finances of the Union was derived, directly or indirectly, from the gold mining industry.

18. In 1941 the Industrial and Agricultural Requirements Commission, in paragraph 82 of its Third Interim Report, wrote that while it was not possible to isolate statistically or geographically the stimulus to economic development imparted by the gold mining industry from the expansive effect of favourable world conditions or of measures applied by the State, the correspondence between the rate of increase in gold mining revenue and expenditure and the rate of progress of other branches of South Africa's economic system was so close as to confirm strongly that gold mining had become dominant in the local situation; and in paragraph 261 (1) (a) of its Report, that Commission, stating that, with the "present price-cost relationship" in the gold mining industry and the Union's reserves of payable ore, production would decline rapidly within about ten years, recommended that an investigation be undertaken into the best means of maintaining a stable production for the longest possible period, that investigation to embrace an examination of the problems associated with ultra-deep mining, and of the possibility of stimulating and assisting new development, and the formulation of a long-term gold mining policy.

19. Referring to the use which the gold mining industry has fulfilled in South Africa, Professor C. W. de Kiewiet, of Cornell University (History of South Africa, Social and Economic, 1941, page 155) wrote that gold stabilized revenues in South Africa and preserved national income from violent fluctuations. It gave firmness to foreign trade because it was by far the principal article of export, accounting since 1910 for more than one half of the total exports. Though very intimately a part of the world's economic system, South Africa was spared the worst effects of the fluctuations and crises that occurred between the Great War and the war against the Germany of Hitler. Like a great flywheel the mining industry gave stability to a country that otherwise would have been singularly sensitive to movements in world economy. Were South Africa suddenly to be bereft of its gold mines, the effect upon its economic system would be catastrophic.

20. In Appendix C to this Report will be found a table giving the figures from 1911 to 1942 of the yield, working costs, and profits of the Witwatersrand gold mines, and in

Appendix D is a return of revenues derived by the State over the same period from the operations of the industry.

21. Certain features of these returns attract attention. It will be observed that save for decreases from 1941, which may be ascribed generally to war conditions, there has been a progressive increase of production over the whole period, and that the tonnage of ore milled in 1930 had doubled by 1940. State revenue from the industry, which in 1930 amounted to approximately £3,500,000, had increased in 1932-33 to £4,600,000. Within the short space of another year it had increased to approximately £15,000,000, and thence it has progressively increased to reach in 1942 the approximate figure of £27,700,000. In this respect there must be taken into account the accession since 1932 of a number of new gold mines, the development of which may largely be attributed to the increased prosperity attending gold production from that year onwards.

22. These large increases are due in the main to the Union's departure from the gold standard at the end of 1932, and the consequent advance in the price of gold, the 1932 figure of 84s. per ounce having in 1940 reached 168s., at which price it has remained constant. These events in their turn brought about immediate changes in the circumstances of the industry and a great expansion of its activities.

23. In paragraph 11 above, reference was made to the too-ready assumption that the Industrial and Agricultural Requirements Commission, 1941, in its Third Interim Report, had accepted as inevitable that the decline of the gold mining industry must be a rapid one. In paragraph 153 of its Report, that Commission stated:—

"Your Commission has shown that the purchasing power made available by the gold mines is of the utmost importance to the national economy—both for external payments and the maintenance of the income level. The desirability of postponing the inevitable exhaustion of the industry for as long as possible is, therefore, self-evident. Faced with a future for the industry such as depicted, the Commission considers that the most serious investigation should be made into the best means by which the production of gold can be continued in full accordance with the national interest."

24. The gold of the Witwatersrand is a waning asset. Its period of life has from time to time been variously estimated. The earlier estimates have largely been rendered inaccurate by the increase in the price of gold which brought within the limits of payability large tonnages of ore previously outside the pay limit, and thus added many years of life to the industry. The latest estimate, which will be found in paragraph 151 of the Third Interim Report of the Industrial and Agricultural Requirements Commission, 1941, indicated that there would be a very marked decline in tonnage milled between the years 1950 and 1965.

25. Based on the ratio of European and native labour per thousand tons milled during 1942 and Table XXX of the Report referred to above, the capacity of the industry to employ labour during the period of future diminishing returns would be as follows:—

TABLE II.  
Capacity of Gold Mines to Employ Labour in Future.

	Europeans.	Natives.
1945.....	38,000	335,000
1950.....	38,000	288,000
1955.....	16,000	139,000
1960.....	11,000	101,000
1965.....	6,000	48,000

26. A short study of the figures in this table should serve to emphasise the significance of the words "present price-cost relationship" referred to in paragraph 18 above. The table is based on an estimate by the Government Mining Engineer in 1941 of the capacity of certain mines producing, and others nearing production. While the Commission has no evidence on the possibilities of establishing mines outside the limits of the Witwatersrand gold fields and its present extensions, it may be permitted to draw attention to the discoveries which have been made since the publication of the Report referred to above and to point out that these discoveries may retard the decline of the gold mining industry. Any increase or decrease in working costs will affect the capacity of the industry to offer employment, and it is clear that any marked increase in costs may largely neutralise the effect of new discoveries. It should be borne in mind, however, that with an increasing native population and the possibility of a decreasing demand for native labour as reflected in Table II, the time may come when there may be more labour offering for employment than can be absorbed in industry, and it is obvious that if this state of affairs does arise, it may call for a revision of present ideas on price-cost relationship.

27. The true interests of the Union undoubtedly demand a constant reminder of the fact that gold mining is a waning asset; that its disappearance would involve the decline or extinction of many secondary industrial activities which it has brought into existence and maintained; and that constant effort should be made for the establishment on an economic basis of other industries which may bring to the fullest use the great resources of the Union, particularly while the gold mining industry is still able substantially to contribute to this end. Much may be hoped from those investigations into the potentialities of the Union for industrial development

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#### The Organisation of the Industry.

28. (a) *Chamber and non-Chamber Mines.*—All the larger gold mining companies of the Witwatersrand are members of the Chamber of Mines, which exists for the purpose of co-ordinating general policy and affording its members the benefits resulting from co-operative action. A list of the mines upon the Witwatersrand which are not members of the Chamber is given in Appendix E. The largest of these is the Village Main Reef Gold Mining Company, with 135 European and 1,460 native employees, and the total number of native labourers on all non-Chamber mines is about 6,000.

29. In general, the policy and practice of the Chamber of Mines has some influence upon the non-Chamber mines, which follow it to the extent that they think necessary or desirable. As instances of divergence, it may be mentioned that on some of the non-Chamber mines, rates of pay are not closely co-incident with those of the Chamber mines, in which there is uniformity in this respect, and that on at least one non-Chamber mine, the labourers are not provided with food by the Company, but provide it themselves.

30. (b) *The Mine-Group System and Individual Ownership.*—From the opinions expressed by some of the witnesses it would seem that there is some confusion as to the relative positions of the Chamber of Mines, the mining groups and the mining companies. Reference has been made in paragraph 28 above to the purposes served by the Chamber, and it is only necessary to add in this connection that the Chamber is merely an organisation of employers, without any power to control the main operations of any of its members.

31. The so-called "mining groups" are really companies which were formed for the purpose of financing, directing and controlling mining companies. While each mining company is composed of a number of shareholders who have the power to elect the directors who govern the affairs of the company, it is found in practice that the real power is vested in the hands of that group which has a sufficiently large shareholding to permit of its assuming control of the company.

32. The group supplies certain services to its subsidiary companies through the medium of its financial, technical and secretarial departments, and it defines the policy which the manager of any of its component mines must carry out. On the whole, it may be stated that the group system has stood the test of time and has worked in a way which has been to the mutual advantage of the shareholders of the mining companies and of the controlling company.

33. The group system, however, ends with control. The ownership of the mining companies is vested in the shareholders, and though the Chairman of any of the companies may be appointed by the controlling vote of the group and its supporters, he is none the less responsible to the individual shareholders for his management of the company's affairs. In the consideration, therefore, of any question of a generally applicable wage increase, not alone the effect upon the industry as a whole must be considered, but the individual effect upon mines—in particular those of a less flourishing character.

#### The Pay Limit and the Life of the Mines.

34. The purpose of mining is gain. No mine-owner will mill ore unless by doing so he can derive some profit. It would obviously be futile to work, at a cost of say 20s. per ton, ore from which gold to the value of 17s. 6d. only could be extracted.

35. The "pay limit" of a mine, which has been defined by the Chamber as "the minimum amount of gold content in a ton of ore which can be mined without monetary loss", marks that level below which ore cannot be mined except at a loss. It is obvious that the "pay limit" of a mine is not fixed but mutable, for it changes with increases or decreases of working costs, irrespective of whether these in turn are due to the price of stores or labour or a physical change in working conditions or variation, in the ore itself, and with any increase or decrease in the price of its product.

36. The gold in the Main Reef series, while comparatively uniform on the whole, is unevenly distributed, not only from mine to mine, but within a mine itself, and the ore reserves of a mine consist of a number of blocks of ore of different grades, either equal to or higher than the pay limit grade. In the course of searching for and developing these blocks of ore reserves, it is necessary, depending on the general percentage of payability, to do a great deal of exploratory work which also exposes blocks of unpayable ore. During the life of the industry prior to 1933 a vast tonnage of this unpayable ore was developed which the increase in the price of gold consequent upon the departure of the Union from the gold standard automatically placed above the limit of payability.

37. While the pay limit *per se* is not affected by the rate of taxation on profit, it is immediately affected by indirect taxation, such as customs dues and high railway rates and by discriminative charges or imposts peculiar to the gold mining industry, such as claim licences and gold realization

charges. In the respect that all indirect forms of taxation constitute a direct charge against working costs, the gold mining industry is no different from all other industries, but whereas other industries are able to pass on these additional costs to the consumer, the gold mining industry, having no control over the price of its product, which is virtually fixed, is only able to counteract increased costs to a limited extent by increasing the grade of ore milled at the expense of the life of the industry and to the ultimate detriment of the State.

38. It should not be assumed that ore below the prevailing pay limit of any particular mine is never deliberately mined and milled. In mining operations it is often expedient to remove and mill some unpayable tonnage, but this does not take place save where it is incidental to every day mining operations. Where the removal is dictated by considerations of safety, the rock mined may even be of zero value.

39. Working costs on any mine are made up of those costs which must be defrayed irrespective of the tonnage milled, e.g. salaries, claim licences, etc., which may be termed overhead charges, and those costs which are directly dependent on the tonnage milled, e.g. wages and explosives. Within limits, it is obvious that the larger the tonnage milled, the more widely are the overhead charges distributed and the lower must be the average cost per unit of production. Since 1932 the tonnage milled has been increasing and the effect on working costs is shown in the table given in Appendix C.

40. The reverse effect usually takes place when, for any reason, the pay limit is increased; for example, every increase in working costs has the effect of placing *pro tanto* a quantity of ore outside the pay limit. The total amount of payable ore in the mine is at once reduced, and the extent to which the management is able to continue milling at the normal rate depends on the quantity of ore above the new pay limit. If there is sufficient ore available, the mine may even be able to carry on for a time with, possibly, an increase in profits, but any reduction in the scale of operations will result in increased costs per unit of production and a further reduction in the amount of payable ore.

#### The Importance to the Industry of an Adequate Native Labour Supply.

41. To a very large extent the gold mining industry of the Witwatersrand is dependent upon unskilled native labour, and it is of the greatest importance to the industry that the supply of such labour should be adequate to keep its reduction plants running at full capacity. It will readily be understood that when the ore available for milling at a mine is not of such quantity as fully to employ the plants, there results an increase in the cost per ton of ore milled, since there is a diminished area of operation for the distribution of overhead and standing charges. Estimates obtained from five mines by the Low Grade Ore Commission of 1930—vide paragraph 17 of its Interim Report—indicated that, where milling capacities ranged between 55,000 and 93,000 tons per month, decreases in the rate of milling amounting to 10, 20, 30 and 40 per cent, resulted from decreases in the native labour force of 9, 16, 22½ and 28 per cent., and that these decreases entailed increases in costs per ton milled, approximating to 4½, 9½, 15 and 22½ per cent., respectively. Much attention, therefore, has been paid by the Chamber of Mines to the matter of the recruiting of natives with a view to supplying each member mine with its full complement of unskilled native labour.

### III. THE NATIVE LABOUR FORCE OF THE WITWATERSRAND GOLD MINES.

#### The Recruiting of Native Labour.

42. (a) *The Organisation.*—One effective result of the co-ordinating policy of the Chamber of Mines is seen in its recruitment of native labour for its members. The main object of the policy in this connection is the economical recruitment of the necessary native labour force; and one purpose and result of the policy is the elimination of competition between the mines for their respective native labour requirements. The work of recruiting is carried out by two organisations—the Witwatersrand Native Labour Association established in 1901 (hereinafter referred to as the W.N.L.A.) and the Native Recruiting Corporation established in 1912 (hereinafter referred to as the N.R.C.)—the latter operating within the Union and the High Commission Territories of Basutoland, the Bechuanaland Protectorate and Swaziland, and the former in Portuguese East Africa, Northern and Southern Rhodesia and Nyasaland. These two corporations appear under separate names by reason of their different geographical spheres of operation and for reasons associated with their original constitutions, but they are now under the same directorate and management. On the Witwatersrand itself the reception of all natives coming to the mines, their medical examination, their repatriation when sick, and generally all matters relating to their handling and care, other than when they are actually on the mines, is dealt with by the W.N.L.A., while the N.R.C. carries out the functions of supervising the conditions of employment of natives on the various mines with a view to the maintenance of a satisfactory standard.

43. Recruiting centres, each in charge of a senior recruiting officer of the relative corporation, are maintained in the Transkeian Territories, the Ciskeian native areas, Cape Town, Natal, Zululand, the Transvaal, British Bechuanaland,

Bechuanaland Protectorate, Basutoland, Swaziland, Northern and Southern Rhodesia, Nyasaland and Portuguese East Africa.

44. To each of these recruiting officers is assigned a defined area. An intending recruit within that area presents himself at the recruiting officer's station for enrolment, though often he will first have been in contact with a licensed trader-recruiter in the vicinity of his place of residence. These trader-recruiters, who are mainly found in the Transkeian and other native areas of the Cape Province, have in recent years diminished in number; while in 1912 there were 602 employed by the N.R.C., their number in 1942 was 373.

45. (b) *The Assisted Voluntary and the Contract Systems.*—The Union or High Commission Territories' Native, desirous of proceeding to the mines for work, has the choice of doing so under either what is called the "Assisted Voluntary System" (hereinafter referred to as the A.V.S.) or under the ordinary contract system. Under the former the recruit contracts with a labour agent of the N.R.C. to present himself within thirty days from the date of the agreement to be registered for service underground with one or other of the gold mining companies within the Chamber, on the conditions specified on the back of a printed contract, it being understood that he is free to select in order of his own preference any such company agreeing to accept his services. The N.R.C. agent, on his part, undertakes to provide underground employment for the recruit on the conditions of service so specified, subject to his physical fitness for such work, as may be determined by medical examination on his arrival at Johannesburg. The recruit is given an advance of so much money as is necessary to meet his railfare to Johannesburg and provide him with food for the journey. This amount is, in terms of the contract, recoverable from the A.V.S. recruit by deduction from the moneys in excess of 10s. earned by him on each completed ticket of 30 shifts until the whole amount is recovered. In practice, however, the A.V.S. native who has worked 270 shifts underground on the same mine obtains a refund of this sum at the conclusion of his contract.

46. After arrival in Johannesburg, the A.V.S. recruit presents himself at the compound of whatever mine he selects. The mine advises the N.R.C. when he has been taken into employment, and obtains from that organisation a statement of the advances made to him so that the deduction from his earnings may be made. The scheme is well-known amongst the natives of the Transkeian Territories and Ciskeian native areas, whence the largest proportion of the native labourers for the mines is derived, and its popularity is shown by the fact that, whereas in 1931, out of the total arrivals in Johannesburg under two systems, 32 per cent. were A.V.S. natives, the percentage in 1942 was 49.2.

47. The Assisted Voluntary System has not been extended to natives from elsewhere than the Union and High Commission Territories; they are required to enter into definite contracts to serve on any mine to which they may be allotted by the W.N.L.A.

48. Under the contract system of recruitment the Union native, who proposes to proceed to Johannesburg for labour at one or other of the mines, presents himself either directly through the nearest trader-recruiter to the N.R.C. official or at the nearest recruiting office. It is the duty of this official to make all preliminary arrangements for the recruit's despatch to the Witwatersrand and to see that only able-bodied natives go forward. Should any of them be obviously unfit or too old for work on the mines, they are rejected by the official, while the remaining recruits are examined by the District Surgeon or other medical officer acting on behalf of the N.R.C., who passes as fit only those complying with the minimum standards laid down by the permanent medical officers of the Corporation. The contract is then explained to these recruits and, upon their assent, they are taken to the office of the magistrate or other attesting officer for attestation of their contracts in terms of section 12 of the Native Labour Regulation Act, No. 15 of 1911, and the regulations thereunder. Here the contract is again explained to the labourers; each individual is asked whether he consents to the terms of the contract, whereupon the required documents are finally completed in respect of those signifying their assent.

49. The cost of the contract recruit's journey to Johannesburg is a charge on the mining industry, provided his contract is for not less than 270 shifts. If the contract is for less, the amount, as well as any advance which he may have received not exceeding £3, is recovered from the recruit by deduction from the moneys in excess of 10s. earned by him for each completed ticket of thirty shifts, until the whole amount is recovered. The travelling expenses differ, of course, at different places. The average in respect of a Native from the Transkei or its neighbourhood is £2. 10s. Arrangements are made by the recruiting officer for the despatch of contracted labourers by train to Johannesburg under the conductorship of one of a number of conductors who are specially employed for the purpose.

50. Upon arrival of the labourers at Johannesburg they are taken to the W.N.L.A. compound, where, after a hot shower and disinfection of their clothing, a minute medical examination of each labourer takes place, which in suspicious cases includes X-ray tests. In the event of the labourer failing to pass examination, he is either given surface employment or sent back to his home at the expense of the recruiting authority. If he satisfies the examiners, he is assigned by

the recruiting authority to a particular mine, his own choice being adopted where possible, in the event of his expressing it; but before this is done, he is taken to a Native Affairs Office within the W.N.L.A. compound, where, again, the terms of the contract of service are explained, his assent is obtained, and the contract is registered.

51. Allegations have been made that in many cases the recruit is unaware of the terms of the contract to which he affixes his mark or thumb-print, and that inadequate steps are taken to explain the position to him. After enquiry the Commission is satisfied that these allegations are without foundation, and that there is little possibility of a recruit going forward who has not been fully informed of the terms of the contract which he is concluding.

52. (c) *Recruiting Outside the Union.*—The Convention between the Governments of the Union of South Africa and Portugal of the 11th September, 1928, as revised on the 13th November, 1934, governs the conditions under which natives from Portuguese East Africa may be recruited for and employed on the Witwatersrand gold mines. In 1940 the Portuguese Government agreed to the maximum number of natives from their territory for employment on the gold and coal mines of the Union being raised to 100,000. Of this number some 88,000 were, in 1942, employed on the gold mines of the Witwatersrand and some 12,000 on Transvaal coal mines. A fee of £1. 14s. 6d. per native per annum is paid by the mines, and a fee of 10s. per annum is paid by each native to the Mozambique Government.

53. Natives from Nyasaland are recruited by the W.L.N.A. in terms of a permit granted to that body by the Governor of the Territory, dated 2nd April, 1942, a copy of which is annexed as Appendix F, which permitted the recruitment in Nyasaland of 3,500 per annum. Very similar conditions apply in regard to the recruitment of natives in Northern Rhodesia, from which territory 3,500 per annum are ordinarily obtained. In July, 1942, permission to the W.N.L.A. to engage natives was withdrawn by the Governments of Nyasaland and Northern Rhodesia, in order that there should be no hindrance to military recruiting in those areas. The previous arrangement has since been restored to the extent of permitting the W.N.L.A. to recruit up to 5,000 men per annum from Nyasaland, the condition being annexed that no distinction shall be drawn in the matter of wage rates between them and natives from the Union. No restriction is placed by the Governments of the High Commission Territories of Basutoland, Bechuanaland Protectorate and Swaziland upon the recruiting of labourers by the N.R.C. in those Territories, but to prevent interference with military recruitment, the activities of the N.R.C. were for a time suspended in those areas in 1942.

54. Tropical labourers, i.e., coming from north of latitude 22° south, new to the industry, are placed on light work in special surface gangs, and later during their underground acclimatisation period are instructed in the use of mining implements and are given opportunities of observing the work being performed by their compatriots.

55. (d) *The Allocation of Recruits to the Mines.*—It is the function of the Chamber to allocate to its respective members what it considers to be their proper proportion of the native labourers arriving at the W.N.L.A. compound at Johannesburg for service on the mines. At present some of the mines have not more than 71 per cent. of their full complement of native labour, but by agreement between its members, the Corporations may, and do, allocate a larger proportionate share of the available native labour to the poorer mines. By this preferential treatment some of the poorer mines are presently allotted 91 per cent. of their complement instead of the lesser percentage which they would receive if all were treated alike. Thus an advantage is conferred on low grade mines at the expense and with the consent of those of higher grade.

56. (e) *Allegations against recruiting system examined.*—Objections taken to the recruiting system have been to the effect that it tends to interfere with the relationship between the supply and the demand of labour; that it confers upon the mines what amounts to a monopoly in those areas where recruiting takes place; that, by means of the intervention of the storekeeper-agent, the amount of 24s. paid to the latter as a fee in respect of each accepted contract labourer he sends forward is lost to the mining industry; that this fee leads the storekeeper-agent to encourage the contract system as against the A.V.S.; that the contract between the labourer and the storekeeper thus brought about leads to the latter obtaining some undue hold upon the labourer in respect of credit which he has contracted or is induced to contract at the store; and that this, in turn, enables the trader to exercise over the labourer a measure of compulsion in respect of his proceeding to work upon the mines.

57. Prior to the establishment of the N.R.C., recruiting for the mines was done by individual agents, and there can be no doubt that, under that system, undesirable practices existed. All this has been removed under the present system. The Commission has been unable to find evidence of anything from which it might be inferred that freedom of contract by the natives is in any way interfered with; nor does it appear that anything which can fairly be called a monopoly of recruiting is exercised by the Corporation. There is the same freedom to other people, within the restrictions of the Native Labour Regulation Act of 1911, and its regulations, to recruit native labourers for other work, and indeed recruiting for other industries than gold-mining does take place within the native areas.

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58. As has already appeared, the number of trader-recruiters has, in recent years, diminished. Most of those still employed are in the Transkeian Territories, and while there may be some danger of the trader-recruiter encouraging natives to resort to the contract system rather than the A.V.S., the position in this respect has the attention of the officers of the N.R.C. and the Commission has no reason to believe that any abuse exists. This conclusion is supported by the fact of the increasing popularity of the A.V.S., referred to in paragraph 46. With the scarcity of commodities; the giving of credit by storekeepers to natives has decreased; and while there may have been some evils in this connection in the past and may still be some reason for vigilance, the Commission is satisfied on the evidence before it that, in general, no duress is practised upon the natives.

59. As part of the N.R.C. organisation, there is an intelligence service which seeks to maintain some sort of connection between the labourer, while he is on the Witwatersrand, and his home. In this work the trader-recruiter is often a very useful link, for it is through him that the recruiting officers are able, in the event of urgent communications being necessary between a labourer and his family, to get into touch with the labourer's home. The surveillance of the Corporation extends by means of its Johannesburg inspectors to the compounds to which labourers have been sent. It is the function of these officers to ensure that the terms of the contract with the labourer are duly carried out by the employer, and generally to act as welfare officers in the interests of the labourers.

60. The Commission has found the area recruiting officers and other officials of the N.R.C. and W.N.L.A. to be men of character, with experience of native affairs usually over a long period of years and with a sympathetic concern for the interests of the native people. All reasonable steps are taken by them to ensure the fair and reasonable treatment of recruits, and the Commission is satisfied that no abuses would willingly or negligently be permitted by them to exist in the system.

61. The Commission is further satisfied that the recruiting corporations exercise useful functions in helping the native who desires to proceed from his home to the Witwatersrand for labour on the mines. The abolition of the system might eventually not result in any marked decrease of the number of native labourers upon the mines of the Witwatersrand, but it is certain that much confusion and, in particular, much hardship to the native labourers desiring to contract would result. And while the Commission is of opinion that the abolition of the trader-recruiter would not result in any lesser number of labourers going forward, it is satisfied that there is no good reason for the abolition of a scheme which works smoothly and with advantage to the native labourers.

62. The Commission is of opinion that the terms of contract, as printed on the backs of the various service registration forms, are capable of abbreviation and simplification, and recommends that the attention of the Recruiting Corporations should be addressed to this. Lengthy reference in the forms to the rates of pay for hammer-boys seems unnecessary since the hammer-boy system is practically obsolete, whereas the form might usefully contain information as to the rate for machine boys.

#### Labour for Non-Chamber Mines.

63. Those mining propositions on the Witwatersrand which are not members of the Chamber of Mines have been able to obtain their unskilled labour requirements without resort to any recruiting system, but the number of Natives required for these mines is comparatively small. Applications for employment are received and dealt with at the compound gates and, in general, before a native is employed, he is medically examined. In some cases the contract between the employer and the labourer makes no provision for any fixed period of service, but the rates of pay and any other rights such as food and compound housing are explained.

#### The present Mine Native Labour Force and its Tribal Components.

64. The number of native labourers employed on the gold mines of the Witwatersrand in normal circumstances should be about 366,000 including some 6,000 employed on non-Chamber mines. The following statement represents a territorial analysis of the Chamber native labour force, which may be regarded as typical:—

<b>Union.</b>			
Cape Province.....	125,000		
Natal and Zululand.....	20,000		
Orange Free State.....	5,000		
Transvaal.....	30,000		
		180,000	
<b>High Commission Territories.</b>			
Basutoland.....	45,000		
Bechuanaland.....	10,000		
Swaziland.....	8,000		
		63,000	
<b>East Coast.</b>			
Mozambique (south of latitude 22° S.).....	87,000		
		87,000	
<b>Nyasaland and Northern and Southern Rhodesia.....</b>		30,000	
		30,000	
		<b>360,000</b>	

As an indication of the tribal constituents of the native labour from the Union employed upon the mines, it may be mentioned that from the Cape Province come Xosas, Tembus, Fingos, Pondos, Basutos and Bechuanas; from Natal and Zululand, Zulus; from the Orange Free State, Basutos and Bechuanas; and from the Transvaal, Basutos, Shangaans, Bavendas and Bechuanas. The number of native labourers actually employed on the Witwatersrand gold mines in August, 1943, was 308,374, of whom 6,157 were working on non-Chamber mines.

65. The total number of some 302,000 employed on the Chamber mines in August, 1943, represented about 84 per cent. of the full complement of Natives that could profitably be employed on the mines. A considerable decrease of native labour took place in 1942 and onwards, due largely to the fact that within the Union some 75,000 natives and within the High Commission Territories some 30,000 Natives have, during that period, been enlisted for military service. Within the Union a considerable number have been employed on defence work, in war-time industries and on services at the harbours. Recruiting was for a period stopped in Nyasaland, Northern Rhodesia and the High Commission Territories so that it might not hinder the military effort. It is provided under the constitution of the W.N.L.A. that not more than 52 per cent. of the native labour force for the Transvaal collieries shall be natives recruited from Portuguese East Africa. In order to assist the collieries in the great demands upon them for war purposes, the W.N.L.A., on the instructions of the Chamber of Mines, has modified this provision with a view to increasing the proportion to 62 per cent. and this, of course, has been at the expense of the gold mines. These facts caused a considerable decrease in the native labour available for employment on the gold mines, and largely account for the decreased numbers at work in August, 1943.

66. Ninety-nine per cent. of the native workers upon the Witwatersrand gold mines are tribal natives who, for the most part, have their lands and stock left in charge of their families while they are away at work on the mines. The average period of a labourer at work is at present fourteen months and he then returns to his home for a stay which may extend to twelve months, thereafter returning to the mines for another period of labour. Something less than one per cent. of the total native labour force consists of detribalised natives, but these mostly are men of some education who are employed not as intermittent workers but as clerks and such-like on a more or less permanent basis.

#### The Native Labour Wage Policy of the Chamber.

67. In its evidence the Chamber laid great stress on the fact that its policy was to employ cheap native labour. A study of its annual reports, particularly during the early years, indicates clearly that one of its chief problems was to secure an adequate supply of labour at a reasonably low wage. During the period 1890-1898 several very determined efforts were made to reduce the wages, but continued shortage of labour and lack of general control over the wage rates resulted in alterations in the wage level.

68. The early history of mine native labour on the Witwatersrand is briefly given as follows by Hatch and Chalmers in their book "The Gold Mines of the Rand", published in 1895:—

"In the early days the rate of wages grew rapidly owing to the inadequacy of supplies, until in 1890, the average pay of natives was as high as 63s. a month, exclusive of keep. In that year an endeavour was made to secure the concerted action of various mining companies in reducing the wages, and a scale of monthly payments to natives was agreed to by 66 companies, with the result that in the course of three months the average wage was reduced to 41s. 6d. a month. Little effort, however, was made at that time to increase the supply, and the reduction was to a great extent temporary, owing to the failure of many of the companies to maintain the scale agreed upon as soon as natives became scarce. Although wages did not at once return to the former high figures, the demand has since that time steadily increased to a greater extent than the supply, and wages have consequently again become as high as 60s. Towards the close of 1893 the Chamber, adopting a policy more likely to prove successful, instituted a Native Labour Department, with the objects (1) of assuring an adequate and regular supply of native labour, by opening up the sources of supply which exist within the Republic, and if this were found insufficient, by arranging for the introduction of natives from the East Coast, and (2) of taking steps for the gradual reduction of native wages to a reasonable level.

This policy is still being pursued, and although the result has not yet been felt, it is probable that eventual success will be attained, by increasing the facilities for natives travelling to and fro, and by inducing them to make contracts binding them to stated periods of service at fixed rates."

69. The W.N.L.A. was formed in 1901, and after that date the Chamber gradually succeeded in stabilising wage rates.

70. The gold mining industry of the Witwatersrand has indeed been fortunate in having secured, for its unskilled labour, native peasants who have been prepared to come to the Witwatersrand for periods of labour at comparatively low rates of wages. But for this fortunate circumstance, the industry could never have reached its present stage of

development—some mines would never have been opened up; many low grade mines would have been unable to work with any prospect of profit; and, in the case of the richer mines, large bodies of ore, the milling of which has been brought within the limits of payability, could never have been worked, with the result that the lives of the mines would have been considerably curtailed.

71. That the results accruing from this cheap native labour supply have had a profoundly beneficial influence upon the general economic development of the Union is a matter which needs no demonstration. Not only has the earth yielded up a great body of wealth which would have remained unexploited, but vast amounts of money have been paid away in wages and put into circulation for the acquiring of equipment and stores necessary for the working of the mines, and this, in turn, has had its beneficial effect upon the development of secondary industries.

72. In spite of the contrary views expressed by certain witnesses, the Commission is satisfied that the Chamber's policy was a sound one and in general accordance with the native policy of the country. Indeed, up to 1925, at least, the industry set a standard of wages which was commented on as follows by the Economic and Wage Commission of 1925 in paragraph 247 of its Report:—

"The gold mining industry shows a higher average level of wages both European and Native, than any other branch of economic activity of comparable importance."

73. Conditions, however, have changed materially since the early days of the industry. The native labour force which averaged 68,000 in 1898 reached a peak figure of over 370,000 in 1942. Whereas formerly the Native in the Reserves, either on account of higher productivity of his lands or because of his simpler tastes, was reluctant to leave his home, to-day he is forced by economic pressure to seek employment which will enable him to support his wife and family, and this pressure is so great that the gold mining industry is able, in spite of the competition due to the increased demands of secondary industries, to recruit native labour for underground work at a cash wage of 2s. per shift.

74. A question which naturally suggests itself at this stage is whether the Chamber is justified in continuing its present policy or the Government in acquiescing in it. The answer involves, in addition to an examination of the capacity of the mines to pay higher wages, an enquiry into the condition of the Native in the Reserves and consideration of the inter-relationship of the Government and the mines. Before these points, which are dealt with in Chapters VII and XI, respectively, are considered it is necessary to give more detailed attention to the question of the present remuneration of the native labour force and to set out the arguments for and against increased wages.

#### IV. PRESENT REMUNERATION OF NATIVE LABOUR ON THE WITWATERSRAND GOLD MINES.

##### Clerical Staff.

75. The native clerks employed by the mines (usually termed mabalans) are for the most part men of good or fair education. They are regarded as daily paid men subject to dismissal at 24 hours' notice, but their service is of a more or less permanent nature. The majority of them are married and live rent free in quarters consisting of brick houses in small locations upon the mining properties, and are supplied with fuel, light and dry (i.e. uncooked) rations for themselves and their families. Recommendations headed "Standing Instructions" issued in 1939 by the Chamber in regard to housing, wages, leave, rations, etc., for mabalans will be found in Appendix G. The wage rates therein set out, which are not, however, uniformly adopted by all the mines, range from £3 per 30 shifts for probationers to £9 per 30 shifts for chief native clerks, but in many cases where clerks have worked for long periods, they are paid at higher rates than this maximum. Unmarried mabalans are usually provided with suitable accommodation in the compounds apart from that in which the labourers are housed, and they receive cooked rations.

76. Some few married mabalans live with their families outside the mining properties. This is usually because of lack of suitable accommodation upon the mines. The Standing Instructions of 1939 recommended that the practice of paying an allowance of 30s. per month to married mabalans instead of providing them with accommodation should be discontinued, but added that those already in receipt of such an allowance should continue to receive it until accommodation on the mines was provided for them. In a circular to the mines dated the 20th February, 1942, the Chamber stated its opinion that clerks and certain other employees in like position, whose duties were not of a labouring type and who did not receive free rations or quarters, should be provided therewith or with an equivalent allowance in lieu thereof. These classes have been deemed by the Chamber to fall within that provision of Proclamation 110 of 1942, which excludes mine labourers from enjoyment of the cost of living allowance payable to native employees.

77. There appears to be some lack of uniformity in the treatment of those clerks and others in like position who, not being resident upon mining properties, do not receive rations, or free quarters. In some cases these men receive the allowance of 30s. per month recommended by the Standing Instructions of 1939; in other cases, probably few in number,

it would seem that no such benefit has been extended, notwithstanding the circular of the 20th February, 1942.

##### Mine Labourers.

78. Cash Wages.—The following table will show the rates of wages distributed over the total native force on the 17th February, 1943:—

TABLE IV.

##### Distribution of Wage Rates over Native Labour Force.

	Surface Employees.	Underground Employees.	Totals.
Number earning less than 1s. 9d. per shift.....	4,658	—	4,658
Number earning 1s. 9d. to 1s. 11d. per shift....	30,360	—	30,360
Number earning 2s. 0d. per shift.....	17,488	107,690	125,178
Number earning 2s. 1d. to 2s. 3d. per shift.....	7,993	61,648	69,641
Number earning 2s. 4d. to 2s. 6d. per shift.....	5,742	26,427	32,169
Number earning 2s. 7d. to 2s. 9d. per shift.....	1,922	18,026	19,948
Number earning 2s. 10d. to 3s. 0d. per shift.....	1,562	5,741	7,303
Number earning 3s. 1d. to 4s. 0d. per shift.....	2,003	6,541	8,544
Number earning 4s. 1d. to 6s. 0d. per shift.....	1,402	5,258	6,660
Number earning 6s. and over per shift.....	185	1,181	1,316
TOTAL.....	73,265	226,512	299,777

79. The average rate for surface labourers works out at 2s. 1d. per shift and for underground labourers at 2s. 3-6d. but average rates take into consideration a number of workers who, through long service or efficiency, or through being paid by results, have progressed considerably beyond the minimum rates. Thus a machine boy, though working on a minimum rate contract, is usually paid by the footage of holes drilled, and an experienced labourer will usually earn something in the neighbourhood of 3s. per shift at this work.

80. Maximum Average Wage.—A system known as "the maximum average" is in operation on all Chamber mines, fixing an average daily wage for labourers on all mines, which under penalty may not be exceeded save for good cause shown. The maximum average per shift up to the end of 1942 was 2s. 3d., but an alteration in January, 1943, in the commencing rate for underground workers from 1s. 8d. to 2s. led to its relaxation. Mr. W. Gemmill stated in evidence that the figure now works out at 2s. 3½d. per shift.

81. The limitation imposed by the maximum average wage provision was condemned in 1914 by the Native Grievances Enquiry Commissioner, who, in Chapter IV of his Report, stated that the earnings of Natives employed on tramming and shovelling piece-work were thereby unduly restricted and efficiency directly penalised. Amendments to the clause made since 1914 enabled the Low Grade Mines Commission of 1920 to state in paragraph 208 of its Report that the clause was not then open to the same serious objection as previously. Nevertheless that Commission felt that its operation should be closely watched to see that it did not work unfairly against efficiency or against the earning capacity of the Native.

82. The purpose of the maximum average provision was firstly to prevent one mine from competing unfairly with another for the supply of native labour. It will readily be understood that if on one mine a Native were permitted to earn wages in excess of those which he could earn on another, the former would in this connection have superior attractions. A second purpose of the maximum average provision was to permit to the different managements some latitude in organising their labour force and adjusting wage rates to individual capacity and effort. Under this arrangement the manager of a mine where the average pay for the underground labourer is 2s. 1d. per shift will have at his disposal a sum of money equal to 2½d. per underground shift worked, which he is able to distribute over all classes of underground native labourers in whatever manner it may best suit the conditions of the particular mine.

Up to 1920 the control of the earnings under the maximum average clause was operative in respect of piece-work, but since that date the particular control of piece-work has fallen into the background and the operation of the provision has become general over the average earnings of all native labourers.

83. Leave of Absence.—No scheme exists under which a native worker on the Chamber mines may be granted leave of absence on pay. In terms of section 6 of the Mines and Works Act, No. 12 of 1911, no ordinary work is done on the mines on Christmas day or Good Friday; nevertheless these two days are paid holidays. No other holidays are observed.

84. Medical and hospital treatment being entirely free, a sick labourer receives no sick pay for the period of his illness, save in those cases, and to the extent, specially provided for by the Workmen's Compensation Act, No. 30 of 1911. If, during convalescence after illness, he is fit for light work, he is so employed and paid at the rate of 1s. 6d. per day.

85. Increases of Pay.—No automatic method of increase of native wages presently obtains upon the Chamber mines, though some schemes of the sort, limited by maximum rates for particular classes of work, are in existence upon some of the non-Chamber mines. Increments upon the Chamber mines, are, in each case, the subject of special consideration. A ganger, whether on his own motion or upon the application of the native, will, if he deems him worthy of an increase, endorse a recommendation to that effect on the native's ticket. This is brought to the notice of the proper authority and, unless there is reason to the contrary, the recommenda-

tion is accepted and endorsed on

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Labour Force.	
Under-ground Employees.	Totals.
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107,690	30,360
61,848	125,178
28,427	69,641
12,026	32,169
5,741	13,943
6,541	7,503
5,253	8,544
1,181	6,660
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226,512	299,777

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tion is accepted and a one penny per shift increase of pay is endorsed on the Native's ticket.

86. The labourer who, by reason of his length of service and efficiency or either, is receiving pay at a rate in excess of the minimum will, if he leaves for home at the conclusion of his contract, usually be re-employed by the same mine at the same increased rate if he returns to that employment within a period of twelve months in the case of tropical natives, eight months in the case of Portuguese natives and six months in the case of all others.

87. *Deductions and Expenses.*—For the first month or two after he begins work on the mines, the native labourer usually finds that he has little or no cash to send home. The advance which he received at his recruitment must be repaid; he has to purchase a pair of boots; he must buy something in the nature of a cheap mattress or sacking which he can use upon his concrete bunk for sleeping purposes; and usually he finds it necessary to purchase some clothing. The amount of the advance and the cost of the boots are deducted by instalments from his first earnings, subject to the retention by him of 10s. per ticket, until the whole amount due is discharged. The bedding and the change of clothing are usually purchased by him out of his first available earnings.

88. Other deductions made from the pay of a mine labourer are the price of a lamp or of a protective jacket where these have been issued to him free and have been lost and must be replaced. Frequently the loss will have been incurred through theft, but it would be difficult for the compound management to ascertain this and to distinguish between cases where the loss has been through no fault of the labourer and those where it has been the result of sale by him or negligence on his part.

89. *Overtime.*—The work of a small proportion of mine labourers requires them to be on duty at other than the hours of an ordinary shift, and they appear to be quite content with the position. Little demand is made by the mines upon their labourers employed on ordinary shifts for overtime or for Sunday labour. The contract stipulates that the employee shall work on Sundays at the option of the employer, but adds that only work which may be performed under the Mines and Works Act, No. 12 of 1911, as amended, will be done on the mines on Sunday. Such Sunday labour is strictly limited by section 6 of the Act.

90. Where overtime or Sunday work is performed, it is paid for at the labourer's ordinary rate of pay, and there is no provision, as in the case of Europeans, for payment at an increased rate.

91. *Remuneration in Kind.*—The value in kind received by native workers upon the Witwatersrand gold mines falls under the three main heads of rations, quarters and medical treatment. For food and hospital treatment, the cost to the employer averages per shift per man 5-28d. and 1-15d., respectively. It is claimed by the Chamber that the following items, amounting to 6-97d., must be added to the cost of the food and medical treatment provided, giving a total of 13-4d. per shift per man:—

(a) Salaries and wages of compound staff.....	1-06d.
(b) Preparation of foodstuffs (including wages).....	0-31d.
(c) Fees to N.E.C. and W.N.L.A. (1939 figure plus present rail fare allowance).....	2-05d.
(d) Sundry costs—irrecoverable rail fares and advances, repatriation fees, etc.....	0-08d.
(e) Passport and registration fees to Union and Portuguese Governments and the various Governments of the Tropical Areas.....	1-26d.
(f) W.N.L.A. Hospital—Lazaretto and other charges.....	0-03d.
(g) Maintenance of compound and hospital buildings.....	0-47d.
(h) Fees to local authorities for sanitation, assessment rates, etc.....	0-26d.
(i) Entertainment, education and religion.....	0-04d.
(j) Miners' Phthisis Compensation and Accident Premiums.....	0-45d.
(k) Clothing and boots.....	0-35d.
(l) Fuel, water and light.....	0-53d.
(m) Fire insurance.....	0-01d.
(n) Other expenditure.....	0-06d.

Mr. W. H. Keeley, Statistician of the Chamber, however, admitted, when questioned, that while all these items represent costs to the mines of native labour, they are not all chargeable as benefits to the natives. The capital cost of compound and hospital buildings, which works out at 94d. per shift per man, is not included in the above.

V. THE CASE PRESENTED FOR INCREASED REMUNERATION. GENERAL.

92. In Chapter III the native labour force on the Witwatersrand gold mines and its composition have been described, and in Chapter IV the present rates of remuneration of the native workers have been set out. It will be convenient in the present chapter to state in summary form the arguments presented for increased remuneration; in Chapter VI the arguments presented against increased remuneration will be summarized; and in later chapters these respective arguments will be examined and elaborated. The conclusions of the Commission upon these arguments, and its recommendations, will be presented in Chapter X, where the case of the native clerks will be dealt with separately from that of the native labourers.

93. Although there exists no organisation which can be said to be representative of the interests of the labourers upon the Witwatersrand gold mines, this class has not lacked its advocates at the sittings of the Commission. Many bodies have appeared to argue the interest of the native labourers and their claim for additional remuneration. Among these

may be mentioned the Institute of Race Relations, the Friends of Africa, the Natives' Representative Council, the United Transkeian Territories General Council, Trades and Labour Councils, the African Mine Workers' Union, the Communist Party, and various other organisations both European and native.

94. In addition, some individuals have appeared to represent or argue the native labourers' claims, amongst whom were Mrs. M. Ballinger, M.P., Mr. D. B. Molteno, M.P., Mr. G. K. Hemming, M.P., Mr. W. G. Ballinger and Senator H. M. Basner, who, as a senator elected by native interests and as one of the presenters of the evidence of the African Mine Workers' Union, undertook to reply to the general argument presented by Mr. W. Gemmill at the conclusion of the presentation of the Chamber's case. As indicated in paragraph 3 of this Report, the Commission has, upon mines and elsewhere, held many meetings with representative bodies of native workers and others, and has been at considerable pains to ascertain their point of view from the natives directly.

95. It was not to be expected that these representations on behalf of the workers would include an examination of mining finance or a minute consideration of the possibilities of the situation from the point of view of the employers. Some of the representations have leaned towards systems of socialism or communism. It is not the function of the Commission to appraise the value or the feasibility of any such system whether as a philosophic theory, a political cause or a body of social or economic practice; nor can it essay to examine how far the suggestions presented would conform to what might be regarded as the standard of a particular system. The Commission must accept things as they are, and consider the present problem mainly in the light of the needs of the workers and the economic position of the industry. It may be noted that, by exchange of notes, dated the 19th and 27th October, 1937, between the Union Government and the Government of Portugal, the former Government undertook to adopt measures in order to prevent any activity of a communistic character among Mozambique natives while at work in the Union.

96. The mine clerks number some 1,935 in all. About four hundred of these are members of a mine clerks' association, which is not a registered trade union but is recognised by the Chamber of Mines. This association does not appear to command the universal confidence of the whole body of native mine clerical workers, as evidenced by the number of its membership in relation to the total number of clerks. It appears that this is to be attributed in part to an objection by some of the clerks that the association does not actively function as a trade union; to a suspicion in others that it is too much under the influence of the Chamber and is not sufficiently representative; and in others again to a fear that membership of the association would be frowned upon by the Chamber with possibly undesirable consequences, though it must be added that nothing whatever has come under the notice of the Commission justifying such fear. There can, however, be no doubt that recognition of the association by the Chamber has led to improvement in the status of clerks.

97. In the main, the representations of the Mine Clerks' Association, and of mine clerks who are not members of that body, concerning wages, amount to complaints of lowness of remuneration, and, having regard to length of service, of inadequacy of provision for progressive increases. These and certain other matters affecting the clerks are referred to in paragraphs 311 to 319.

Summary of Arguments for Labourers.

98. The complaints by, or on behalf of, the mine labourers as to wages and remuneration may be summarised under the following headings:—

- (a) The absence of any substantial increases of pay from 1914 onwards, notwithstanding the increased prosperity of the industry;
- (b) the lack of provision for automatic increments;
- (c) deductions from pay;
- (d) the payment of overtime at ordinary instead of increased rates;
- (e) no provision for paid leave of absence;
- (f) the increased cost of living and consequent additional expenditure both by the worker on the Witwatersrand and by him and his family in the reserve;
- (g) the decreased income from the lands in the reserves;
- (h) the inadequacy of remuneration of the native mine labourer as compared with that of the unskilled labourer in other industries on the Witwatersrand; and
- (i) the long hours of work of underground labourers, and the dangerous and arduous nature of their work.

VI. THE CASE PRESENTED AGAINST INCREASED REMUNERATION.

Summary of Arguments.

99. The Chamber of Mines presented, in support of its contention that no increase of wage should be granted, fifteen statements, each supported by *viva voce* evidence. At the conclusion of the evidence Mr. W. Gemmill submitted a final summing up and general argument. The contentions may be summarised under the following headings:—

- (a) The adequacy of the present cash wage, having regard to the value to the native of his remuneration in kind—in particular the feeding, housing and medical attention, provided;

(b) the dependence of the industry upon the migratory system of labour, and the additional means of subsistence which is afforded the labourer from his occupation in his Reserve;

(c) the present financial position of the industry and its inability to pass on extra expenditure;

(d) the effect of additional expenditure upon working costs—in particular the shortening of the life of the industry and the placing of certain mines beyond the limit of payability; and

(e) the resulting effect upon secondary industries and upon the general economic situation of the Union.

Items (c), (d) and (e) will be dealt with in Chapter XI and need not be commented on here. Some elaboration is, however, here necessary of the contentions under items (a) and (b).

#### *Value of Present Mine Native Wage.*

100. The present remuneration, both in cash and kind, of native labour on the Witwatersrand gold mines has been set out in Chapter IV, from which it will have been observed that the average wage for all surface workers is 2s. 1d. and for all underground workers 2s. 3-6d. per shift. In addition to this, the workers receive free food which costs the mines 5-28d. per shift per man, and a number of other amenities of which particulars are given in paragraph 91. Moreover it was stated by the Chamber that if a native had to provide himself with food and quarters, as presently supplied by the mines, these amenities, judged by the ruling prices in a Johannesburg municipal location, would cost him 2s. 2d. per diem, and that this made, with the cash wage, a total minimum real wage for surface workers of 3s. 11d. per shift and for underground workers 4s. 2d. per shift, figures which, it was contended, were practically equivalent to the rates for unskilled labour in Johannesburg fixed by the Wage Board under its Determination No. 105 for unskilled labour in certain industries upon the Witwatersrand. It was admitted, however, that to value the commodities thus provided for the native would carry the present matter no further, and that the question whether their cash value should be calculated on their value to the native or their cost to the mines did not arise in the determination of the economic requirements of the natives. The Commission considers it advisable to state here that it agrees with this admission and, therefore, no further consideration will be given to this point.

#### *Dependence of Industry on Migratory Labour.*

101. Practically 99 per cent. of the native labour force employed in the Witwatersrand gold mining industry is drawn from the rural areas, and, as will be seen from Table III of this Report, 50 per cent. of the force comes from the Union. The vast majority of these Union natives come from the Native Reserves, where a very large proportion of them have lands from which they reap crops which assist them to maintain themselves and their families. In his summing up argument Mr. Gemmill stated that, under present circumstances, the mine native comes to the mines from his home in the reserves for a period of about fourteen months and returns to his home and his family for twelve months. This general statement of the position was based on the facts that the average period of service of Cape Province Natives discharged by the mines in 1942 was 352 shifts or 13-6 calendar months, and that a special count of 869 British South African natives on one particular day in December, 1941, indicated an average stay at home of something over twelve months. The Chamber has based its case very largely on the argument that, in fixing the wages of the mine labourers and in determining whether the wages so fixed are adequate, it is entitled to take cognizance of the full subsistence which a native is able to obtain from his holding in his reserve. Its case was stated thus:—

“The basis of the employment of native labour by the mines is in complete accord with the balanced South African native policy laid down practically unanimously by Parliament after thorough investigation and discussion in 1936-37, and embodied in legislation (in particular the Native Trust and Land Act, 1936, and the 1937 amendment to the Urban Areas Act) and re-affirmed by the Minister of Native Affairs in the House of Assembly on February 26th, 1943. In brief, that policy is the enlargement and planned development and improvement of the native reserves and the concurrent restriction on the number of natives permitted in the towns, coupled with the proper housing of those so permitted. It aims at the preservation of the economic and social structure of the native people in native areas where that structure can be sheltered and developed. The policy is a coherent whole, and is the antithesis of the policy of assimilation and the encouragement of a black proletariat in the towns, divorced from its tribal heritage. The ability of the mines to maintain their native labour force by means of tribal natives from the reserves at rates of pay which are adequate for this migratory class of native but inadequate in practice for the detribalised urban native is a fundamental factor in the economy of the Gold Mining Industry.”

102. In dealing with this point in argument on behalf of the Chamber, Mr. W. Gemmill stated:—

“The position of the tribal native, in enjoyment of a Reserve subsistence income from his lands, was compared

by one witness with that of an European who had a private income in addition to his earnings, and it was suggested that the adequacy of the native's income for his requirements should be assessed without reference to the Reserve income, just as the wages of the European would be assessed without reference to his private income.

This argument ignores the fact that the ability of the native to earn a Reserve's income is largely due to the fact that he is granted by the Union Government land to cultivate, and pasturage, with practically free occupation of both; in effect he receives in this way a substantial subsidy from the Government which enables him to come out to work in the intermittent fashion which suits him and accords with his historic background and tribal circumstances. This subsidisation of the tribal native by way of free land is a basic factor in the economy of the Union and in any estimate of the economic requirements of that class of native, and I submit that it comes into account under the Commission's terms of reference as a provision made apart from wages materially related to the tribal needs of the native.”

#### *Chamber's Estimate of Economic Requirements of the Migrant Labourer.*

103. Proceeding from the standpoint presented above, the Chamber built up its case to show the cash requirements of a native mine labourer for twenty-six months, representing the average period of contract, fourteen months, plus a break of twelve months spent in comparative idleness, as follows:—

“The economic requirements of the tribal native must be divided into:—

(a) that part of the upkeep of the home in the Native Reserves which is obtained from his land;

(b) the articles required by the native and his family (wife and three children) while in the Reserves in addition to those included under (a); and

(c) necessary additional expenditure of the native while he is on the Rand.”

104. (a) *Upkeep of Home in Reserves.*—In regard to this item the Chamber stated:—

“The native family consumes grain (mealies, kaffir-corn), meat, milk, beans and other vegetables, poultry and eggs and uses to some extent goat and sheep skins, all of which are produced in the family lands (Native Economic Commission Report, 1931-32, page 274). Except for a small quitrent and building site rent the native is granted by the Government free occupation of land with free fuel, light and pasturage and no liability for damage done to the land.”

105. It was urged that it is obviously unnecessary, in investigating wages in relation to economic requirements, to make a cash valuation of the labourer's Reserve income since it is a part of the native's economic requirements which he does not have to pay for out of his wages. Nevertheless the Chamber, relying on the estimate of the Native Affairs Commission, which is dealt with on page 14 of its Report for 1939-40, adopted the average annual income of a native family living in a Reserve at £30 per annum.

106. (b) *Articles Required by Native and His Family in Addition to Those Included Under (a).*—The Chamber gave the following statement of requirements under this head:—

	Per Annum. Based on Cost Present-day in 1939.	
	£ s. d.	£ s. d.
Food, other than that produced by Native such as sugar, coffee, tea, etc., and other domestic requirements such as paraffin, matches, etc.....	5 6 0	6 6 0
Clothing.....	4 13 3	7 14 5
	9 19 3	14 0 5

Since the native labourer is absent at the mines, the Chamber claimed that this sum should be reduced by one-third, representing his share, so that the cash expenditure of the family for twelve months in the Reserve would amount to £6. 12s. 10d. per annum at 1939 prices and £9. 6s. 11d. at present prices, and £7. 15s. 0d. and £10. 18s. 1d. respectively for fourteen months.

107. (c) *Necessary Additional Expenditure of Native While He is on the Rand.*—To the foregoing, the Chamber stated, must be added £1. 15s. 0d. per annum for taxes, and the personal expenditure of the native while at the mines for the average contract of fourteen months, which is placed at:—

	£ s. d.
3 pairs of boots at 14s. 6d. per pair.....	2 3 6
Lamp (if lost).....	0 7 0
Cost of repatriation.....	2 10 0
Other expenses.....	2 0 0
	7 0 6

or at pre-war (1939) cost, say £6. 0s. 6d. The Chamber considered this an outside estimate. The £2 (other expenses) include provision for the labourer's clothing, blankets, and sundries such as tobacco, etc.

108. Now combining these calculations so as to arrive at the total cash requirements of the average married mine

VII. CONDITIONS IN THE NATIVE RESERVES.

General.

114. In submitting evidence on the pay of the native mine labourer, the Chamber of Mines stressed the importance of the Native Reserves. It was stated that the Reserves furnish the native with land on which he may settle, and grow his crops the material from which to build his home, and pasturage on which to graze his cattle, and that, with the exception of a few small Reserves, he obtains nearly all he needs from his lands and stock. In regard to the Transkeian Territories it was stated that they "are practically self-supporting from the food point of view, the import of grain being very small and far more than off-set by the exports of agricultural produce." Reference will be made in the succeeding paragraphs of this Chapter to some of these points.

115. In summing up the case for the Chamber, Mr. W. Gemmill stated, *inter alia* :—

"Another parrot cry in regard to the Native Territories is the allegation that the health conditions of the native population in the Reserves are exceedingly unsatisfactory. In a survey made for the Industrial Development Corporation, Dr. Jokl reports on this subject and states that he has been unable to find evidence from which the conclusion could be gathered that the health conditions in the Transkei are bad. The number of rejects at the Native Military Camp at Umtata, as well as at the Native Recruiting Corporation's station at Umtata is under 7 per cent. He refers to the absurd idea that the native population is dying out as a result of tuberculosis. The tuberculosis ratio, as found by the Medical Officer of the Native Military Battalion at Umtata was not more than 7 per thousand, whereas amongst 2,000,000 United States Army recruits in 1941, the incidence was 12 per thousand . . .

"It seems that here again the unfortunate conditions prevailing in Urban Locations and in some small Native Reserves, such as malnutrition and exceedingly high infantile mortality in the urban locations, the high incidence of syphilis amongst Natives in the Northern Transvaal and the malnutrition existing in some parts of the Taungs/Mafeking and Ciskei areas, have been confused with the general position in the Native Reserves and a mistaken and highly dangerous idea of the conditions in the Reserves has been propagated.

" . . . The increase in the population of the Transkei and also Basutoland is over 2 per cent. per annum, one of the highest rates of increase in the world. Such a rate would not be possible if malnutrition were rife and general health conditions bad".

116. These claims by the Chamber go to the root of the subject matter of this enquiry, and the Commission has found it necessary, therefore, to investigate the conditions in the Reserves as closely as time has permitted. In this investigation, full use has been made of the reports of other Commissions and the large collection of informed writing which is available. A list of the publications referred to will be found in Appendix B.

Historical Introduction.

117. The history of native areas prior to the advent of the white man is as speculative as that of other parts of Africa. But of the few facts available some have a direct bearing on the agricultural development of the native people. They were a semi-nomadic people, predominantly pastoral, depending for food mainly on meat, milk and "imifino" (a spinach made from the green leaves of various wild plants) and to a much less extent on cereals such as maize and kaffir corn. From their herds of cattle they were able to obtain an adequate supply of milk, which was their staple diet, while their supplies of meat were augmented by hunting game.

118. While the men were responsible for the cattle and the hunting of game, the women cultivated small patches of cereals. Their methods were at first very primitive. The ground was prepared and weeded with a short piece of hard wood roughly shaped like a spade. Consequently very little grain was grown. Later the metal hoe replaced the wooden spade which in turn was superseded first by the wooden and then the steel plough. As the implements used improved so maize and kaffir corn became an increasingly important part of the diet, until today they are the staple foods.

119. Ploughs were introduced among the Fingoes in 1874 and at first made slow progress, but from 1874 onwards their use increased very rapidly throughout all the tribes, and at the present time they have largely ousted the hoe as an implement of cultivation, except for weeding lands. The introduction of the plough forced the man to work, with the result that the native woman, who formerly did much of the tilling of the ground, was in a great measure emancipated from that form of labour.

120. Among primitive people the most common method of growing crops is that known as "shifting cultivation", i.e. a small piece of ground having been cleared of bush was hoed to a depth of a few inches and planted with the same crop for two, or possibly three, successive years and then abandoned. The same process was repeated again and again on a different piece of land each time, the original piece of ground not being used for a number of years by which time it has recovered a certain amount of fertility. A similar

native for the period of twenty-six months, the position is stated by the Chamber as follows:—

Family.	1939 Cost.		Present Cost.	
	£	s. d.	£	s. d.
During the fourteen months the labourer is at the mines.....	7	15 0	10	18 1
Labourer's Personal expenditure at the mines.....	6	0 6	7	0 6
Labourer and family during the twelve months he is at home.....	18	15 6	17	18 7
Taxes at the rate of 35s. per annum.....	9	19 3	14	0 5
	23	14 9	31	19 0
	3	16 0	3	16 0
	27	10 0	35	15 0
Say in round figures for twenty-six months.....	£28		£38	

Against this, however, the Chamber set off a sum representing its estimate of the value of surplus produce of which the native disposes. This is estimated at £3 per annum or, say £7 for twenty-six months. Thus the nett cash requirements of the native, his wife and three children on the basis of 1939 prices is placed at £21 for twenty-six months.

109. For the purposes of its case the Chamber adopted the 1939 figure because, although admitting that the prices of the commodities included have appreciated to the extent indicated above, it argued that the Native is not materially affected thereby for the reasons, *inter alia*, that he grows his own food and the increased cost of the remaining items is compensated by the increased value of the surplus produce which he sells.

110. The Chamber gave the minimum cash earnings of a labourer for fourteen months, the average period of contract, as £35. 14s. 0d. for the underground and £31. 4s. 9d. for the surface worker. On these data, therefore, it was argued that, on the basis of the 1939 cost of living, the native labourer is able to earn in fourteen months sufficient not only to maintain himself and his family during his absence of fourteen months at the mines and to keep him in idleness for a further period of twelve months, but that he actually has a large margin with which to purchase stock and improve his standard of living. It was also contended that he could easily augment this surplus by extending his period of work on the mines without detriment to his tribal life, and increase his income by the adoption of improved methods of agriculture.

111. It may be noted that, in reference to the landless native, it was suggested that the remedy for his comparatively less favourable position was really a matter for the Government, whose obligation it was to assure the greater agricultural development of the Reserves and the provision of more land.

If, it was urged, the employment of the so-called landless class of native necessitates the payment of an increased wage, then that class becomes unsuitable for gold mining employment, just as the urbanised native cannot be employed on the mines because of the wage necessary to meet his requirements.

112. The following budget for a landless Transkeian native and his family, with the note set out, was submitted by the Chamber which stated "It is considerably higher than the actual budget of the "red" native in the Transkei".

Note.—The undernoted budget is a budget applicable to the average married native of the mine labourer class. It is not a budget for the civilised native, who forms a small proportion of the total mine labourers.

Food.	Annual Figures.		
	1939 Cost.	Present Cost.	Increase.
	£ s. d.	£ s. d.	£ s. d.
Grain, 13.75 bags.....	11 0 0	13 1 3	2 1 3
Beans, 120 lb.....	1 10 0	1 10 0	—
Sugar, 96 lb.....	1 4 0	1 4 0	—
Coffee, 12 lb.....	0 12 0	0 12 0	—
Tea, 3 lb.....	0 9 0	0 9 0	—
Salt, 72 lb.....	0 3 0	0 3 0	—
Soap, 12 bars.....	0 6 0	0 10 0	0 4 0
Paraffin, 48 bottles.....	0 12 0	0 18 0	0 6 0
Miscellaneous.....	2 0 0	2 10 0	0 10 0
	17 16 0	20 17 3	3 1 3
3 Cotton Blankets—			
1—50×52; 1—54×60; 1—60×64..	0 15 0	1 1 0	0 6 0
5 Yds. kaffir sheeting.....	0 8 9	0 13 9	0 5 0
1 Woollen blanket (4 lbs.) (life 2 years)	0 10 0	0 10 8	0 0 8
Calico, shirting, print, etc.....	1 0 0	2 0 0	1 0 0
1 Jacket (life 2 years).....	0 7 6	0 15 0	0 7 6
1 Pair trousers.....	0 10 0	1 0 0	0 10 0
1 Pair boots.....	0 15 0	1 0 0	0 5 0
2 Shirts.....	0 7 0	0 14 0	0 7 0
	4 13 3	7 14 5	3 1 2

This budget differs from that of the landowner only in that it makes additional provision for grain and beans. It is assumed by the Chamber that the landowner grows his own requirements of these two products.

113. As will be seen in the next Chapter, the Commission has found it necessary to present a picture of the condition of the Native Reserves before dealing with the proposition put forward by the Chamber in regard to the economic requirements of the migrant labourer, a subject which will be considered in Chapter VIII.

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Per Annum.	on Cost	Present-day
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s. d.	£ s. d.	
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3 3	7 14 5	
9 3	14 0 5	

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2	0 0
7	0 6

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process went on with regard to the grazing of cattle. When the grass became thin and scarce, the cattle were moved to new pastures, not returning to the old grazing until it had ample time to recover. Such a system required enormous areas of pasturage.

*Effect on Reserves of methods employed.*

121. These methods were all very well while there was unlimited acreage at the disposal of the Natives, but in the course of time the population and the stock increased enormously until the Reserves became overpopulated and overstocked. This resulted in serious deterioration and consequent decrease of productivity of the land which has detrimentally affected the economic condition of the inhabitants.

122. The Native Affairs Commission in its Report for the year 1936 referred to "the congested condition of the locations", and "the unproductive state to which many of the locations have been reduced by overcrowding and overstocking." In its Report for the years 1937-38 the same Commission said:—

"Speaking generally, it is notorious that the existing native locations and reserves are congested, denuded, overstocked, eroded and for the most part in a deplorable condition.

"The Native Economic Commission drew attention to the appalling state of affairs in these areas and stressed the necessity for the adoption of remedial measures before it should be too late and they should be entirely ruined—vide paragraphs 72-75, 82-85, 92-94 and 250-349 of the Commission's Report (U.G. 22 of 1932)".

123. What has been said above refers to the condition of the Native Reserves in general in varying degrees. The position in individual areas will be seen from the succeeding paragraphs.

*Transkeian Territories.*

124. (a) *Animal Husbandry.*—The increase in the native population in the Transkeian Reserves is shown by the following figures:—

TABLE V.

*Population of Transkeian Reserves.*

1911 (Census figures).....	871,802
1921 (Census figures).....	958,900
1936 (Census figures).....	1,153,975
1941 (Estimated).....	1,281,823
1942 (Estimated).....	1,360,000

The 1942 figure represents 260,000 families of five. The Committee on Overstocking in the Transkei appointed in 1941 found that the average density of the native population was 94.3 per square mile, while in twelve of the districts it varied between 101 and 140. From statements submitted to the Commission the present average density has been computed to be 96.6 per square mile.

125. As the area of land available for allotment has remained practically unchanged, the increase of population has resulted in a large number of natives being without any arable land. According to official estimates which have been submitted to the Commission some 20,000 married men in the Transkei are without allotments. Unofficial witnesses who have devoted study to the question have given much higher figures.

126. Coincident with the increase in population there has been a considerable though varying increase in stock since 1918, as shown by the following figures (round figures only):—

TABLE VI.

*Number of Stock in Transkeian Territories.*

	Large Stock.	Sheep.	Goats.
1918.....	645,000	1,843,000	1,013,000
1930.....	1,708,000	3,197,000	1,201,000
1940.....	1,759,000	2,493,000	815,000
1942.....	1,480,000	2,540,000	828,000

In an annexure to its report the Overstocking Committee showed the area in native occupation, as, in round figures, 8,630,000 acres which was divided into building and arable area 2,563,000 acres and grazing 6,067,000 acres. By reducing the small stock to terms of large stock on the basis of 5 to 1, it arrived at a total of 2,421,000 large stock units. There were thus only 2.5 acres of grazing per large stock unit. In the districts of Butterworth, Elliotdale, Kentani, Nqamakwe, Umtata, Willowvale and Mqanduli, the average was only 1.5 to 1.9 acres.

127. In commenting on the economic effect of this abuse of the land, the Overstocking Committee stated:—

"39. The economic effect of this abuse of the land is becoming alarming and may be summarised briefly as follows: Owing to the denudation of the veld large stock is never in full flush of condition. Draught animals are so emaciated that agricultural operations are delayed and seasonal opportunities lost, which inevitably results in diminished crop returns. The market value of stock in poor condition is very low and financial loss from this and deaths from debility amount to several hundred thousand pounds per annum. There is also the important question of loss of soil fertility through accelerated run-off during the rainy season. The improvement of stock by breeding, for various domestic requirements cannot be completely successful without sufficient food to enable animals to

develop necessary qualities. The denudation of the veld is very seriously affecting water supplies because of the increased "run-off". Many springs are drying up and others are sinking to a lower water table. These several economic factors will reduce the country and the people to the lowest ebb of poverty and distress if some action is not taken to protect the grass cover of the land, by limiting the grazing tax being placed on it at present."

128. The Director of Agriculture of the United Transkeian Territories General Council, in his report for 1942, in referring to overstocking stated:—

"The evil effects of this practice and the heavy rains experienced this summer have so seriously increased the amount of erosion in the arable lands that some State action in the matter on a big scale is urgently necessary."

129. In round figures the number of large stock in the Transkeian Territories in 1942 was 1,500,000 and the small stock 3,400,000. If the livestock were evenly divided it would average out at 5.77 cattle and 13 small stock per family. Mr. Mears, Under Secretary for Native Affairs, who was Chief Magistrate of the Transkeian Territories in 1941 and Chief Native Commissioner, Ciskei, in 1940, gave evidence before the Commission and supplied figures which showed that the distribution is in fact very uneven.

These figures dealt with the numbers and distribution of stock in the districts of Umtata, Xalanga, St. Marks, Engcobo, Mqanduli, Elliotdale and Tsomo, a belt which stretches from the south-west of the Transkei to the east, so that it covers the three typical regions of the Transkeian Territories—the seaboard, midland and more mountainous districts, and contains approximately one-third of the total cattle, sheep and goats in the Transkeian Territories. He stated that in that area there are 70,664 families of five, and there are registered as cattle owners 39,473, so that even assuming that these are all heads of families, which is not necessarily the case, 44 per cent. of the families have no cattle at all, 20 per cent. own from one to five head, and the remaining 36 per cent. have upwards of five.

130. In the same area 33,923 families i.e. 47 per cent. have neither sheep nor goats, and of the sheep owners 13.39 per cent. own from one to five head and of the goat owners 25.22 per cent. own from one to five head.

131. Dr. Ryno Smit, Medical Inspector for Native Areas, of the Department of Public Health, submitted to the Commission figures for the district of Xalanga which show that out of a population of 23,000 there are only 2,965 cattle owners. The total number of cattle is 30,000. Of the cattle owners 40 per cent. possess between them 3,602 or an average of 3 each, and 60 per cent. own the balance or an average of 14.8 each. A large proportion of the population own none at all.

132. Exports from the Transkeian Territories during 1942 of cattle, wool, hides and skins totalled in value £864,500. If this were divided equally among the 260,000 families, it would give an average of £3. 6s. 6d. per family. From what has been said above about the uneven distribution of stock, it is evident that a large number of Natives would derive no benefit whatever from these exports.

133. (b) *Agricultural production.*—It is estimated by the Chief Magistrate, Umtata, that there are under cultivation 1,320,000 acres of land, which if evenly distributed, would allow each family to have 5.08 acres of arable land. It will be seen on reference to paragraph 126 that the area of building and arable land is given as 2,563,000 acres. If from this is deducted the estimated extent of building allotments (280,000 acres) there is left 2,303,000 acres of arable land. The Chief Magistrate explains that the figure given by him represents land which had actually been cultivated and that the balance is unploughed arable land. The arable land which has not been cultivated is land which has already been allotted and is therefore not available for distribution to the landless men.

134. Among the reasons for non-cultivation are:—

(a) Many lands are badly eroded and portions only are capable of being used. It is not possible to arrive at even an approximate estimate of the number of acres involved.

(b) Many lands are regarded by the Natives as unproductive through exhaustion and other causes.

(c) Shortage of draught animals and their low condition when ploughing operations ought to be undertaken.

(d) The absence of males at labour centres. The women, children and old men are unable to cope efficiently with the heavy work of ploughing.

135. According to the Agricultural Census 1936-1937, there were in the Transkeian Territories 639,000 bulls and oxen, and this figure which would include calves, only gives an average of 2.65 male animals per family unit. As seldom less than six animals are used for ploughing it is obvious how inadequate is the number available for this purpose. It is quite a common practice to inspan cows, but that would not make up the deficiency. Those Natives owning ploughs and other implements as well as oxen either lend or hire them to their less fortunate neighbours when they have finished ploughing their own lands. By that time the season has probably considerably advanced and it is possible that some owners only manage to cultivate half their lands and others none at all. Even in a good season those who have no implements or draught animals are, more often than not, too late with their crops, and fail to reap any grain.

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136. It is accepted that each unit of population needs 2.75 bags of grain per annum for food. On this basis the native population of the Transkeian Territories would require 3,575,000 bags each year to feed itself.

137. In a statement submitted to the Commission by the Chief Magistrate, it was estimated that the maize production in a normal year was 3,300,000 bags. This estimate was based on the yield of a certain number of plots cultivated by the owners under the supervision of agricultural demonstrators. The yield from these plots was estimated at 2.6 bags per acre, but the Chief Magistrate to arrive at the normal production referred to above took the figure of 2.5 bags per acre which he considered was rather in excess of the actual position. The Chief Magistrate subsequently explained that the figure of 3,300,000 bags was the potential production in a normal year, whereas actually the estimated yield for 1943 was only 1,750,000 bags.

138. The Chamber of Mines rested its case as to food production in the Transkeian Territories almost entirely upon the estimate by the Chief Magistrate, of the potential production in a normal year, and if that had been the actual position, its contention that the Territories were practically self-supporting would have been justified. In the Blue Books of the United Transkeian Territories General Council for the years 1939 to 1942, the estimated production on owners' plots was given as shown in the second column in Table VII below. Assuming that the same area was cultivated in those years as was the case in 1943 (1,320 acres) the potential production would have been as shown in the third column of that table:—

TABLE VII.  
Potential Maize Production in the Transkeian Territories.

Year.	Production on Owners' Plots per Acre. Bags.	Total Potential Production.
1939.....	3.2	4,200,000
1940.....	3.1	4,100,000
1941.....	2.8	3,700,000
1942.....	2.5	3,300,000

Thus in three of these years, had the potential been realised, not only would the yield have been sufficient to feed the native population but there would have been a substantial surplus for export. Far from this being the case, however, it was found necessary to import by rail the following quantities of maize:—

TABLE VIII.  
Importation of maize into Transkeian Territories.

1939.....	30,570 bags.
1940.....	117,830 bags.
1941.....	344,220 bags.
1942.....	259,680 bags.

These figures in themselves are significant, but those furnished to the Commission by Mr. Mears, which were official estimates of the actual yield, showed conclusively that the actual yield fell far short of the potential. These figures are:—

TABLE IX.  
Actual grain production in Transkeian Territories.

Year.	Actual Crop of Maize Reaped. Bags.	Actual Crop of Kaffir Corn Reaped. Bags.
1939.....	1,838,600	108,050
1940.....	1,310,050	85,550
1941.....	1,398,700	96,520
1942.....	1,381,000	89,450

139. The average production over this period would, therefore, be 1,482,000 and 95,000 bags of maize and kaffir corn respectively. The average importation of maize by rail over the same period was 188,000 bags. In addition maize was imported by road, but it has not been possible to obtain any figures in regard to this. It was contended on behalf of the Chamber that the amount was negligible. While the Commission agrees that it is probable that it would be much below that imported by rail, it cannot agree that the amount is trifling, and for the purpose of arriving at an estimate of the quantity available for consumption, the Commission fixes the importation by road at an arbitrary figure of 100,000 bags.

140. Finally, there must be taken into consideration the maize which is consumed in the green state. It is not possible to obtain an accurate assessment of this consumption but it is thought that it would not be more than from 10 per cent. to 20 per cent. of the total crop. If an average of 15 per cent. is accepted, the total yield would be 1,743,000 bags made up of an equivalent of 261,000 bags of green mealies and 1,482,000 bags of mealies reaped.

If all these amounts are added together, we get a total available for consumption of 2,126,000 bags of grain which gives an average of 1.6 bags per head per annum as against a requirement of 2.75 bags.

141. The actual average production for the years 1939 to 1942 is 1.19 bags per acre based on the average annual yield of 1,482,000 bags of maize and 95,000 bags of kaffir corn reaped.

142. It is also interesting to note that according to the Agricultural Census, 1936-1937, over the period 1922-1923 to 1936-1937, excluding the years 1930 to 1933 for which no statistics are available, the average production of maize in the Native Reserves, locations etc., throughout the whole

Union was only 2,924,000 bags. The figures given above indicate clearly that for a number of years the Native population in the Transkeian Territories has been living very much below the bread line or, as one witness put it, the mealie line.

143. (c) *Income of Native.*—In paragraph 22 of its Report for the years 1939-40 the Native Affairs Commission, while stating the value of the Reserve income per family was difficult to assess owing to widely differing conditions, pointed out that, with the general development in agricultural methods brought about by intensive instruction in the five years preceding the report, it would value the average annual income from its holding of a native family in the Reserves at not less than £30. That Commission on page 14 of its Report stated that this approximation was obtained from a number of sample calculations made in various parts of the Union, but unfortunately did not set out the items taken into consideration, so that it is difficult to assess the accuracy of the estimate.

144. The Commission has been furnished by the Chief Magistrate, Umtata, with statistics as to the value of wool, hides, skins and cattle sold and exported during the year 1942. The estimated average production of maize and kaffir corn over the period of four years 1939 to 1942, was 1,482,000 bags, and 95,000 bags, respectively. The average figures for the four years under consideration in respect of wheat and beans are not available, so those given in the Agricultural Census Report for 1936-1937 have been taken, and finally an estimate has been made of other products sold or consumed. The total extent of the scheduled native areas in the Transkeian Territories is 4,088,150 morgen. From these data it is possible to present the following as a fairly accurate statement of the annual production of an average Transkeian native family from its lands and stock, and what they would receive by selling it:—

TABLE X.  
Reserve Income of Family of Five in Transkeian Territories.

	Total Value. £	Consumed per Family. £ s. d.	Sold per Family. £ s. d.
Wool sold (at an average of 8d. per lb.).....	334,166		1 5 8
Hides sold (194,000).....	77,600		0 6 0
Skins sold (200,000).....	10,000		0 0 0
Cattle sold (44,290).....	442,900		1 14 1
Poultry and eggs sold (estimate).....			0 7 6
Figs sold (estimate).....			0 10 0
Mealies produced and consumed (including green mealies) (6.7 bags at 15s. per bag).....		5 0 6	
Kaffir corn produced and consumed (0.4 bags at 15s. per bag).....		0 6 0	
Beans produced and consumed (0.15 bags at 20s. per bag).....		0 3 0	
Wheat produced and consumed (0.06 bags at 25s. per bag).....			0 1 6
Beef consumed (194,000 carcasses at £3 each).....			2 4 9
Mutton consumed (200,000 carcasses at 5s. each).....			0 3 10
Pumpkins, etc., produced and consumed.....			0 10 0
Milk (35 gallons at 1s. per gallon).....			1 15 0
Tobacco used (estimate).....			0 2 6
		10 7 1	4 4 0

The "Reserve income" thus consists of:—  
Articles produced and consumed by family..... 10 7 1  
Articles produced and sold by family..... 4 4 0  
Interest per family on 4,088,150 morgen at £3 per morgen at 6 per cent. (total amount of land in native occupation in Transkei)..... 2 16 7  
**£17 7 8**

145. The last item is included so that a parallel may be drawn with the figure of £30 arrived at by the Native Affairs Commission which included this. If it is excluded the income will be £14. 11s. 1d. The whole of this estimate is based on the assumption that the produce and stock are evenly spread over the whole population, whereas it has been shown that the distribution is very uneven and that some men have no lands and others again own no stock. In arriving at the value of meat consumed in the statements of income which have been given for the Transkeian Territories and will presently be given for the Ciskei\* and Basutoland,\* it has been necessary to fix an arbitrary figure in view of the fact that a number of the carcasses would be those of animals which had died of disease or poverty and which would have no commercial value whatever. The figure adopted for large stock is 50 per cent. higher than that given by Mr. R. W. Thornton at that time Director of Native Agriculture, in the budget prepared by him for the Native Economic Commission, 1930-1932, which appears in Annexure 14 to the Report of that Commission. This Commission has thought it advisable to make allowance for the increased value of cattle since that date. In regard to small stock this Commission considers that the amount of 8s. 9d. adopted by Mr. Thornton in his budget as the value of meat consumed is too high, and in this case also a proportion of the carcasses would have no commercial value.

Ciskei.

146. (a) *Reserve Conditions.*—The general condition of the Reserves in the Ciskei were set out in paragraph 72 of the Report of the Native Economic Commission, 1930-1932 as follows:—

"The worst effects of overstocking may be seen in some parts of the Ciskeian area, notably Middledrift, Herschel

\* See paragraphs 152 and 169.

and Glen Grey. In Middelrift there are large areas where the surface soil has been entirely eroded and no grass whatever grows. In adjoining parts the grass is being speedily supplanted by *helichrysum* and similar weeds. In Herschel and Glen Grey the vegetation of the mountainsides having almost disappeared, the rainstorms send torrents down the slopes which wash away periodically large parts of very valuable and fertile soil. These two areas with fertile valleys containing great depth of soil show some of the worst donga erosion in the Union. The difference between these and other areas is one of degree only. In Geluks Location actual desert conditions have in twenty years been created where once good grazing existed."

147. The Assistant Director of Native Agriculture in the Ciskei furnished the Commission with a statement, based on census returns and annual reports by district officers, which give an average family holding as follows:—

TABLE XI.

Average Family Holding in Stock and Land in Ciskei.

Cattle.....	3-5
Sheep.....	10
Goats.....	5
Poultry.....	7
Arable land.....	6 acres.
Yield per acre.....	1-1 bags of grain.
Stock losses, plus or minus 10 per cent. per annum.	

According to the 1936-1937 Census of Agricultural and Pastoral Production there were in the Ciskeian Native areas 171,000 cattle, 511,000 sheep, 244,000 goats. The sales of pastoral products for the year were:—

TABLE XII.

Sales of Pastoral Products in Ciskei, 1936 to 1937.

Wool.....	1,869,318 lbs.
Hides.....	17,513
Skins.....	67,078
Mohair.....	44,684 lbs.

148. The rural native population according to the 1936 Census was 235,429, equal to some 47,000 families.

149. The Chief Native Commissioner, Cape has advised the Commission that it is estimated that between 150,000 and 160,000 morgen of land are under cultivation and that the average yield would be 2-5 bags per morgen. The current year's crop was estimated at 300,000 bags of mealies and 80,000 bags of kaffir corn (inclusive of grain consumed before the crop was reaped). This yield would give an average of 8-1 bags of grain per family per annum as against the accepted requirement of 13-75 bags.

150. It is officially estimated that there are 12,814 landless families in the Ciskei, which is proportionately more than three times as many as in the Transkei.

151. (b) *Native Income*.—In connection with native income, the Assistant Director of Native Agriculture states:—

"It must be borne in mind that while the figures are based on averages, the range of wealth is very great. At the one end there are families which own no stock and have no land to work. At the other end, there are families which own many cattle, a thousand or more sheep, and work thirty or more acres of land."

152. With the figures given above, it is possible to arrive at the following approximate estimate of the annual income per family of five:—

TABLE XIII.

Reserve Income of Family of Five in Ciskei.

	Total Value.	Consumed per Family.	Sold per Family.
	£	£ s. d.	£ s. d.
Wool sold (1,869,318 lbs. at average of 8d. per lb.)	62,310		1 6 6
Mohair sold (44,684 lbs. at say 1s. 3d. per lb.)	2,792		0 1 2
Hides sold (17,513)	7,005		0 2 11
Skins sold (67,078)	3,358		0 1 5
Sheep or goats sold (one per family)			1 0 0
Poultry and eggs sold (estimate)			0 10 0
Grain produced and consumed (8-1 bags at 15s. per bag)		6 1 6	
Beef consumed (animals which died, 6-3 beast at £3 per head)		0 18 0	
Mutton consumed (animals which died, 1-5 at 5s. per head)		0 7 6	
(Animals slaughtered, 1)		1 0 0	
Milk (35 gallons at 1s. per gallon)		1 15 0	
Pumpkins, etc., produced and consumed		0 10 0	
		10 12 0	3 2 0

The Reserve income thus consists of:—  
Articles produced and consumed by family..... 10 12 0  
Articles produced and sold by family..... 3 2 0  
Interest per family on 842,837 morgen at £3 per morgen at 6 per cent. (total amount of land occupied by Natives in Ciskei)..... 3 4 6  
**£16 18 6**

*Native Reserves in Rest of Cape Province.*

153. The number of mine labourers from these areas is negligible, and it is, therefore, not deemed necessary to deal in detail with the economic position of the natives in them. The Commission, however, is satisfied that for the most part they do not reap sufficient crops to feed themselves nor do they own sufficient stock to meet their requirements in regard to meat and milk.

154. In the Taungas district certain lands are under irrigation, and from these good crops can be raised, but this scheme will benefit only a comparatively small proportion of the native population.

*Transvaal.*

155. The Transvaal is generally divided into three regions according to their geographical position, and the productivity in each region is almost invariably determined by the rainfall. The regional classification is:—

1. Eastern Transvaal.
2. Northern Transvaal.
3. Western Transvaal.

156. The Eastern districts have a comparatively high rainfall and are suited for both crop production and cattle farming. The Northern districts are less suitable for crop production but are on the whole good cattle country. The Western districts, with the exception of Lichtenburg, are unsuited for crop production and are indifferent cattle country.

157. From information supplied to the Commission by the Director of Native Agriculture it would appear that, speaking generally, the natives in these areas grow sufficient grain for their own consumption.

*Natal and Zululand.*

158. The evidence given before the Commission by native witnesses goes to show that in Zululand the inhabitants have sufficient land which produces crops adequate for their needs.

159. The Native Economic Commission, 1930-1932, found that erosion and loss of good grass, by replacement with useless weed growth, were very bad in all the Native areas in Natal; that in many parts conditions due to overstocking were as bad as in the worst parts of the Ciskei, and that, while Zululand was less crowded than the other native areas visited, overstocking was already becoming serious in certain parts. Factors militating against the economic as well as social progress of the country are the presence along the coastal belt and for some distance inland of malaria and the tsetse fly.

*Basutoland.*

160. Taking the country as a whole Basutoland has many natural advantages, and if the Basuto were a genuinely agricultural people the country would provide the essentials for a substantial degree of prosperity, more especially as its climate and physical features are such as to favour the development of a healthy and hardy mountain people.

161. On the available information, it may be said that up to and including 1928 Basutoland was on the whole prosperous, and very considerable reserves of money and property must have been accumulated. The first serious blow came with the general fall in prices in 1929 and the much heavier fall in succeeding years. The resulting depression was greatly accentuated by the very severe drought during the years 1932 and 1933 which caused heavy losses in stock, and also compelled the sale of a large number of plough oxen to the Union, with the result that serious difficulties were caused during the ploughing season of 1933-1934.

162. The growing pressure of population, coupled with the failure to check overstocking and the haphazard cultivation of hillsides, has resulted in the production of conditions which now menace the whole future of the country.

163. The following table shows that in thirty-six years the population per square mile has almost doubled, while the number of acres per head of population has been nearly halved.

TABLE XIV.

Population of Basutoland.

Year.	Population.	Density per Sq. Mile.	Number of Acres per Head Population.
1904.....	347,781	29-70	21-35
1911.....	401,807	34-41	18-60
1921.....	495,937	42-44	15-08
1936.....	559,273	47-99	13-33
1940.....	660,000 (Est.)	56-33	11-33

164. In the lowlands the pressure of population has made it necessary to bring nearly all available land under the plough. This has resulted in reducing the pastures to such an extent as to make it impossible to continue the old custom of reserving the lower slopes of the mountains for grazing. In the high lands the loss of vegetal covering and the erosion due to overgrazing, are not yet so serious. Soil erosion has created many dongas and sluits and as a result the sub-soil moisture of the surrounding arable and grass lands dries out. The drying out of a large section of the watershed of the river system of Basutoland which is an important part of the system of South Africa, is even more serious than the loss of thousands of acres of good soil.

165. The main crops grown are maize and kaffir-corn in the lowlands and wheat in the colder highlands. The production in 1940 was:—

TABLE XV.

Crop Production in Basutoland in 1940.

	Acres under Cultivation.	Total Yield (bags).	Yield per Acre (bags).	Bags per Family of Five.
Mealies.....	404,469	691,542	1-7	5-20
Wheat.....	208,828	398,861	1-9	3-02
Kaffir-corn.....	86,935	139,965	1-6	1-06
	<b>700,232</b>	<b>1,230,368</b>		

There yield we the Union 166. Of

Maize and Kaffir-corn. Wheat and In the

Maize and Kaffir-corn. Wheat and

167. As dealing accepted 13-75 bag amount of are added leaving a were going fall had t official ch of the H

"Bef dous an the nat farmer direct. know th Maize o observat amongst

168. In amountd suggested grain in a a large s shown by average a was:—

Avera

Cattle..... Wool..... Mohair..... Hides and skins..... Maize and kaffir-corn..... Wheat and w

The num

Cattle..... Horses, mules Small stock...

169. On together w income of

Rese

Wool exported Mohair..... Hides and skins Cattle exported Mealies, etc., Kaffir-corn exp Wheat, etc., e Eggs and pouls Pigs sold..... Maize produced Kaffir-corn pro 15s. a bag). Wheat produce (In the case shown are thos Milk (35 gallon Pumpkins, etc. Beef consumed Mutton consum (Allowing 10 and slaughter). Tobacco used.

170. The £2. 17s. 1 probably th If 30 per c the total of

There would thus be 9.28 bags of grain per family if the yield were evenly divided over all the families, but as in the Union this is not the case.

166. Of the grain produced there was exported in 1940:—

TABLE XVI.

Export of Grain from Basutoland in 1940.

	Bags.	Value.	Average Price per Bag.
Maize and maize meal.....	914	£ 485	10 7
Kaffir-corn.....	30,503	21,237	13 11
Wheat and wheat meal.....	171,869	148,994	17 4

In the same year the imports were:—

TABLE XVII.

Importation of Grain into Basutoland in 1940.

	Bags.	Value.	Average Price per Bag.
Maize and maize meal.....	74,160	£ 45,372	12 2
Kaffir-corn.....	6,286	4,367	13 10
Wheat and wheat meal.....	6,811	11,375	33 4

167. As has been shown in the section of this Chapter dealing with the Transkeian Territories, the generally accepted amount of grain required for a family of five is 13.75 bags per annum. If the exports are deducted from the amount of grain produced and, to the remainder, the imports are added, there would be available per family 8.44 bags leaving a shortfall of 5.31 bags. Now unless the Natives were going short of their minimum requirements, this shortfall had to be made good by importations other than through official channels. Mr. Chaplin, who gave evidence on behalf of the High Commission Territories, stated:—

“Before the maize control came into being, a tremendous amount of maize was imported into the Territory by the natives individually. The native used to go to the farmer direct and bring the maize into the Territory direct. This would not be shown in any statistics, but we know that a tremendous amount does come in in that way. Maize control came into being in 1939. From my own observation until 1941—the maize control was there amongst the farmers but was not forcibly enforced.”

168. In the five-year period 1936 to 1940 exports of grain amounted to 930,627 bags and imports to 492,253. It is suggested that this shows that Basutoland grows enough grain in a normal year to meet its food requirements and has a large surplus for export. That this is not the case is shown by Table XV above. In the same five-year period the average annual value of pastoral and agricultural exports was:—

TABLE XVIII.

Average Annual Value of Exports from Basutoland, 1936 to 1940.

	£
Cattle.....	23,000
Wool.....	156,000
Mohair.....	48,000
Hides and skins.....	3,800
Maize and maize meal.....	3,000
Kaffir-corn.....	12,000
Wheat and wheat meal.....	£181,000

The numbers of stock in Basutoland in 1940 were:—

TABLE XIX.

Numbers of Stock in Basutoland, 1940.

Cattle.....	470,040
Horses, mules, etc.....	119,212
Small stock.....	2,163,441

169. On the figures given in the preceding paragraphs, together with an estimate of produce consumed, the annual income of an average family of five would be:—

TABLE XX.

Reserve Income of Family of Five in Basutoland.

	Consumed per Family.	Sold per Family.
	£ s. d.	£ s. d.
Wool exported.....		1 2 8
Mohair.....		0 7 8
Hides and skins exported.....		0 0 7
Cattle exported.....		0 3 6
Meat, etc., exported.....		0 0 5
Kaffir-corn exported.....		0 1 10
Wheat, etc., exported.....		0 19 10
Eggs and poultry sold.....		0 10 0
Pigs sold.....		0 10 0
Maize produced and consumed (5.2 bags at 15s. a bag)	3 18 0	
Kaffir-corn produced and consumed (0.83 bags at 15s. a bag).....	0 12 5	
Wheat produced and consumed (1.7 bags at 25s. a bag).....	2 2 6	
(In the case of wheat and kaffir-corn the quantities shown are those remaining after allowing for exports).		
Milk (35 gallons at 4s. per gallon).....	1 15 0	
Pumpkins, etc., produced and consumed (estimate).....	0 10 0	
Beef consumed (47,000 carcasses at 23 each).....	1 1 4	
Mutton consumed (216,000 carcasses at 5s. each).....	0 8 2	
(Allowing 10 per cent. stock losses through death and slaughter).		
Tobacco used.....	0 2 6	
	10 9 11	3 17 1

170. The full value of the produce exported, i.e., £2. 17s. 1d. has been taken into consideration although probably the natives would have received a good deal less. If 30 per cent. is deducted to allow for the trader's profit, the total of £3. 17s. 1d. shown should be reduced by 17s. 2d.

171. In framing the above estimate the rental value of the land has not been taken into account for the reason that Basutoland was taken over by the British Government at the request of the natives themselves, and their land rights are entrenched by Statute.

Bechuanaland Protectorate.

172. The population in 1936 was 260,000, giving 52,000 families of five.

173. (a) *Animal Husbandry*.—According to the Official Year Book of the Union of South Africa for the year 1941 there were in the Protectorate in 1940, 733,000 head of large and 550,000 head of small stock. If these were evenly divided, each family would have 14.1 large stock and 10.6 small stock. As is the case in the Union, the cattle are unevenly distributed and there are men in every tribe with no cattle at all.

174. The main handicap of animal husbandry is lack of water supplies. Many areas with good grazing cannot be used at all during the dry season when there is no water for the cattle. In times of prolonged drought the stock suffer greatly and die in large numbers. Inadequate water supplies are mainly responsible for such over-grazing as occurs, and by continually disturbing the surface of the soil in their search for grazing, the cattle contribute greatly to the damage done by soil erosion. In 1940, exports of stock were:—

TABLE XXI.

Exports from Bechuanaland Protectorate in 1940.

Cattle (34,000) valued at £248,000 or £4. 15s. 4d. per family.  
Small stock (8,000) valued at £6,000 or 2s. 4d. per family.  
Hides and skins, valued at £19,000 or 7s. 4d. per family.

175. (b) *Agriculture*.—Although maize, kaffir-corn, beans pumpkins and melons are reaped in large quantities when the season is favourable, the rainfall is insufficient or too uneven and uncertain in its distribution to render agriculture anything but a hazardous pursuit. During the years 1921 to 1940, good harvests were reaped only five times, whereas crops either failed completely or were very poor no fewer than eight times. On the whole the Tswana do not produce enough by agriculture to feed themselves. In the fourteen years 1927 to 1941, imports of the cereals that constitute the staple food of the natives exceeded exports by 364,723 bags (of 200 lbs. each), valued at £231,219. These figures mean that the Territory has on the average had to import annually over 26,000 bags of cereals in order to supplement what was grown by the natives themselves.

176. The normal diet consists almost entirely of cereals, meat, milk, vegetables and fruit, and are eaten as opportunity permits but, on the whole far too infrequently. The poorly balanced diet has led to a good deal of malnutrition, and to this is attributed the poor physique of the native inhabitants.

Swaziland.

177. The country is divided geographically into three longitudinal regions of roughly equal breadth, running from north to south and known locally as the high, middle and low or bush-veld. Owing to the prevalence of horse-sickness, Swaziland is not a horse or mule-breeding country, but both classes of animal are used extensively. A small number of asses are bred in the Territory. The export of cattle from Swaziland into the Union is prohibited, except in respect of cattle for slaughter purposes. According to the Census of 1940 there were in the Territory 435,288 cattle, 16,535 equines and 142,000 sheep and goats.

178. Taking the population at the 1936 Census as 153,270, there would be 30,654 families of five and the stock distribution per family unit would be 14.1 cattle, 0.54 equines and 4.6 small stock.

179. The principal crops grown are maize and kaffir-corn and a little cotton. From the evidence given before the Commission, it would appear that in a normal year the natives grow sufficient food for their own consumption.

Northern Rhodesia, Nyasaland and Portuguese East Africa.

180. As stated in paragraph 8 of this Report, the Governments of these Territories intimated that they did not desire to submit evidence to the Commission, but certain other sources of information were made available. From these and from further information which has been gathered by the Commission, it would appear that sufficient land is available for the needs of the Natives. In Northern Rhodesia and Nyasaland the average family raises sufficient crops in a normal year for its own requirements, with possibly a seasonal shortage towards the end of the year. In Nyasaland the natives in recent years have had a surplus for sale, but not in Northern Rhodesia.

181. In Northern Rhodesia and Portuguese East Africa, the natives do not, speaking generally, own sufficient stock for their meat and milk requirements. In Nyasaland owing to the presence of the tsetse fly on the lower levels and the fact that many of the tribes are not pastoral there are very few cattle.

182. In common with other parts of South Africa the cost of living has gone up mainly in respect of material for clothing. It is estimated that the increase is between 50 per cent. and 75 per cent. compared with pre-war prices.

183. The rate of wages in all three Territories is much below that paid in the Union. On the whole the economic

condition of the natives in these areas appears to be a good deal better than that of the Union and High Commission Territories.

184. In Appendix H will be found a more comprehensive statement in regard to the position in these Territories.

#### Health Conditions in Union Native Reserves.

185. Having dealt with that portion of the Chamber's claim that the Reserves are practically self-supporting it is proposed now to deal with the other claim that, with a few exceptions, the health of the natives in the Reserves is good.

186. In regard to the prevalence of tuberculosis amongst the natives the Tuberculosis Commission, 1914, reported:—

"Tuberculosis is of comparatively recent introduction amongst the Bantu tribes. We are satisfied that it has now become a most serious menace to the future of the native races throughout the Union; that it is increasing and that unless effective measures are taken it is likely to materially increase. Speaking generally, it is found to be least prevalent in Zululand and Northern Transvaal, more so in Basutoland, still more so in the Cape Native Territories, and most widespread among natives in the settled districts of the Cape Province."

187. Dr. Peter Allan, now Secretary for Public Health of the Union, in 1924 when he was Medical Inspector in the Department of Public Health carried out a tuberculosis survey of the Transkeian Territories and Ciskei which extended over a period of two and a half years. As a result of his enquiries he formed the opinion that:—

"(a) Tuberculosis is a common and widespread disease among the natives of the Transkei and Ciskei;

(b) there is evidence that in their natural surroundings the natives in these Territories have a considerable resistance to tuberculosis."

Dr. Allan was also impressed with the part played by insufficient food in adding to the liability of infected persons to develop clinical tuberculosis, and the tendency of tuberculosis incidence and mortality to fall when good and sufficient nourishment is available. Dr. Allan tested 6,508 natives with tuberculin and 66 per cent. of them reacted positively.

188. In his report for the year 1935-1936 the Chief Magistrate of the Transkeian Territories said:—

"In all districts in the Territories tuberculosis continues to take a heavy toll. . . . The menace of this disease looms very large and the general physique of the native is steadily deteriorating."

Finally the reports of the District Surgeons in the Transkei and Ciskei in the years 1936 and 1937 refer, in the majority of cases, to the increase in tuberculosis amongst the natives.

189. As no steps have been taken to institute a general campaign against the disease, it is not to be expected that any improvement in the position has taken place since the reports referred to above were framed.

190. In the absence of vital statistics it is not possible to come to precise conclusions as to the extent of malnutrition in the Native Reserves of the Union. There are, however, certain facts that point to a deterioration in the health of the Natives which is largely due to:—

Overstocking; soil erosion; insufficiency of land; unequal distribution of stock and consequent lack of essential protective foods, e.g., meat, milk and fats, among a large section of the population; poverty; inefficient methods of agriculture.

In addition to the fact, as appears from paragraphs 129 to 131 of this report, that nearly half the native population own no cattle whatever and, therefore, do not produce any milk at all, it should be recorded that as a result of overstocking the production of milk has fallen off considerably and in many cases has become almost a thing of the past.

191. Evidence that, in spite of the strenuous nature of their work, there is an improvement in the physical condition of the mine labourers as a result of the better diet provided on the mines, forms some ground for the assumption that the diet of the natives in the Reserves, quite apart from its quantitative insufficiency, is unsatisfactory from the qualitative standpoint.

192. In 1937, Dr. F. W. Fox of the South African Institute for Medical Research investigated the causes of malnutrition amongst Transkeian and Ciskeian natives and published the result of his investigations in an article appearing in the Quarterly Journal of the Institute of Race Relations, Vol. VI, No. 1 (1939), from which the following extracts are taken:—

"Agriculturally, the Transkeian Territories and to a lesser extent the Ciskei, may be regarded as potentially rich country, often being quite well watered and suited both to pasture and arable farming. Under proper management, assuming the continuance of an income from outside, it is no exaggeration to say that these areas would be capable of supporting a much larger population than at present. As things are, however, the condition of the country as a whole is undoubtedly deteriorating, rapidly in places, more slowly elsewhere. If present conditions are allowed to continue unchecked *desert conditions will undoubtedly prevail* in many areas, within a measurable

period of years. Whilst this fact has been clearly recognised for a considerable time by those in close contact with the situation, its very serious significance for the economic life of this country, still seems to be insufficiently appreciated. This steady deterioration of the land is due, on the one hand, to the relentless way in which the vegetable cover is being denuded for fuel, or owing to unscientific methods of cultivation, and on the other, to the heavy demands made upon it by the large numbers of stock, sheep and goats. Furthermore, it leads directly to other unsatisfactory results such as the reduction of the quantity and quality of the water supplies, and the use of dung instead of wood for fuel, which again interferes with the rate of recovery of the pastures. But whilst overstocking is rightly regarded as one of the most glaring causes in this process of wholesale ruination, it is essential to realise that a large proportion of the cattle and sheep are owned by a small wealthy minority; the average commoner frequently has barely sufficient cattle to plough his land at the right time, or to provide an adequate supply of milk for his family. Thus in one area where we were able to obtain data it was found that although the district was undoubtedly overstocked, yet over eighty per cent. of the stock-owners owned less than 20 head, whilst over fifty per cent. owned less than 11 head.

"As with many other primitive peoples, the customary diet, simple, monotonous and inexpensive though it may be is fully capable both of producing and maintaining a satisfactory level of nutrition, always provided it can be obtained more or less continuously throughout the year, and in sufficient quantity. In this case the diet consists mainly of mealies, milk, imifino (or wild 'spinach'), meat and kaffir beer. It is hardly necessary to point out that such simple diets, though adequate when available as a whole, have not the same elasticity as those based on a broader foundation; hence, changes which may at first sight be regarded as insignificant may be capable of bringing about serious consequences if long continued.

"With regard to the actual foodstuffs used, it may be noted that even in normal years there is frequently a shortage of grain before the new season's crop is harvested (the 'starvation months') whilst at times this shortage may be severe and prolonged. Import figures show that even during years of comparative plenty the supplies of home-grown mealies do not meet Transkei requirements. Thus in a fairly good season of 1934, 124,000 bags were imported, whereas in the 1935 drought the figure rose to over a million bags. Whilst the ability to purchase maize in this way must greatly reduce the severity of these times of shortage, there can be no doubt that the uncertainty and the inadequacy of supplies of this fundamental item of the diet must be responsible for a great deal of malnutrition.

"Of more importance than the shortage of mealies, which could to a large extent be made good either by a little more industry or by wages earned outside the Territories, is the steady decrease in the supplies of milk, which in some districts has already become almost unobtainable, even in summer, and for those most urgently requiring it. The reasons for this alarming decrease are to be found in what has already been said, but the ill-effects that are likely to be produced on the nutrition of the next generation or two from the removal of this most important constituent of the diet must be strongly emphasized.

"Although so largely a pastoral people it is a fact that in many homes meat is becoming little more than an occasional luxury, whilst even the extremely valuable imifino is eaten less commonly than in former days as it is apt to be despised by the more sophisticated.

"It is impossible to do more than guess at the actual state of health of the inhabitants of these Territories.

"The amount of malnutrition and disease that exists must, however, be appalling, more particularly when it is remembered that so much is of a directly preventable type being due to ignorance, superstition, inadequate supplies of suitable food and to dirt. There is fairly general agreement, both amongst Europeans and natives that the standard of physique is deteriorating; several obvious causes probably account for this and since they are liable to continue to operate with the addition of a progressively inferior diet it may be presumed that further deterioration is inevitable. However, it is again easy to exaggerate the situation and it is necessary to point out that taking everything into consideration the present average level of health and vitality still remains surprisingly good. This is well seen in the low rejection rates for mine recruits, in spite of the very high percentage of the available men who offer for this fairly strenuous work. This apparent contradiction may, perhaps, be partially explained by the fact that the actual adult population represents a highly selected group, many of the less robust having died off in infancy or childhood. Secondly, as already mentioned, the customary diet, provided it is obtainable as a whole in adequate amounts, is fully capable both of producing and maintaining a satisfactory level of nutrition. The margin of safety is, however, a narrow one and many must fall below it."

193. Dr. Fox's article dealt only with the Transkei and the Ciskei, but he stated that, broadly speaking, the situation as

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outlined therein applied more or less correctly to somewhat similar areas such as Swaziland, Basutoland and the Northern Cape, but that conditions in parts of Natal and parts of the Transvaal excluding Sekukuniland, were apt to be rather more satisfactory.

194. In giving evidence before the 1941 Overstocking Committee, Dr. Mary McGregor, who is in charge of the Umtata Health Unit under the Department of Public Health, and who comes into daily close contact with the mothers and children in their homes, said it was obvious to anyone who made the most superficial enquiries that there was a lack of milk and that this lack of milk was grossly affecting the health of the people, particularly the children. She said that nearly 50 per cent. of babies born alive in Umtata district died before reaching the age of two years, and that over 60 per cent. of these deaths were due to some form of diarrhoea nearly always of the fermentative type due to an excess of carbohydrates in the food. Dr. McGregor also said:—

"The most obvious features which show themselves during examination of school children are their dry skins and their low resistance to skin and respiratory infections. The thin dry-skinned child with sores all over his legs, who coughs all through the winter is a well-known picture to every native teacher. The child is now simply taken for granted. These ailments are recognized as being the result of lack of fat soluble vitamins. The picture continues into adult life. The general standard of health is low. Diseases like pellagra or tuberculosis take their toll. Women have frequent abortions, are frequently unable to feed the living infants they do have.

"Medical work in the Transkei becomes increasingly disheartening as it becomes increasingly obvious that the biggest enemy is *malnutrition*; and the greatest lack is *fresh milk*. The health problem rapidly becomes one beyond the scope of the medical man."

195. Dr. McGregor's evidence refers only to the district of Umtata and cannot be taken as applying to the rest of the Territory, but it is difficult to believe that this district is very much worse than the other districts.

196.—In his Annual Report for 1940, the Secretary for Public Health said:—

"It is now generally recognised that an alarming amount of malnutrition exists amongst the non-European and even amongst sections of the European population of the Union. Surveys and an accumulation of clinical evidence from various parts of the country leave no doubt as to the seriousness of the position. The malnutrition is seldom the result of crude starvation but is due to the shortage and relatively high cost of the protective foods which induce the bulk of the poorer sections of the people to subsist largely on starchy cereals deficient in protein, minerals and vitamins. . . . The problem facing this country is that of supplying these poorer people, and particularly their children, with adequate amounts of protective foods, viz., dairy products, eggs, meat, vegetables and fruit.

"The methods available for dealing with this problem include raising of wages, dietetic education, provision of free or subsidised food, and agricultural improvement. The National Nutrition Council, which was gazetted this year, has been established and institutes and co-ordinates the necessary work towards this end. It is hoped that full collaboration with competent authorities, medical, social and economic, will alleviate and ultimately restore the balance which has been lost on the one hand largely by our attraction to the highly refined or canned simple-to-use tasty but expensive, 'civilised' foods, and on the other by the deprivation of the natives of meat and milk and other fresh protective foods, to which they were at one time accustomed in rural areas. The almost complete absence of milk from the diet of most native children is contributing to a heavy death rate in the first few years of life. Those that survive are, to an increasing extent, unfit for strenuous work. The evil effects of this on future labour supplies to our agricultural, mining and other industries need not be stressed."

197. Evidence was given to the Commission by Dr. Ryno Smit, Medical Inspector for Native Areas, and Dr. G. W. Gale, Assistant Health Officer in the Department of Public Health. The latter did not attend in his official capacity, but gave the Commission the benefit of his experience in Natal, where he was a Medical Missionary and also District Surgeon for some years before joining the Public Service. The evidence of these gentlemen fully supported the other information in this Chapter in regard to malnutrition and poverty among the natives in the Reserves.

198. In describing the conditions in the Reserves, the Commission has found it necessary, though difficult, to deal with the matter within the limits of the present Chapter. As its investigation proceeded, it was forced more and more to the conclusion that while the picture painted by Mr. Gemmill, quoted in paragraphs 114 and 115 may have been true of the Native Reserves in the Union and High Commission Territories many years ago and may accurately describe the position in other African native areas to-day, or many of them, it cannot be accepted as applying to the Union or High Commission Territory Reserves as they exist at the present time. The authorities which the Commission has consulted are almost unanimous in their opinion that

those Reserves are overpopulated and overstocked; that they do not produce sufficient for the population to live on; that their productive capacity is decreasing; and that the general health of the Reserve population is far from satisfactory. The man in the street, however, from a more remote standpoint, is generally unfamiliar with the views of the authorities, and is unaware of the great importance of the Native Reserves in the economic life of the country generally, and of the gold mining industry in particular.

199. While the Commission realises that overpopulation and under-production are relative terms, it has endeavoured to submit its observations on the conditions as they exist to-day in a form which includes as many authoritative statements as possible. Its concern with the Reserves has, of course, been largely confined to its terms of reference and, therefore, it has regarded them mainly from the point of view of their ability to provide a subsidiary means of subsistence for the migrant labourer on the Witwatersrand gold mines. The Commission, however, wishes here to record that it is alive to the fact that far larger considerations than this are dependent upon the prosperity of the Reserves and the health and welfare of its inhabitants.

200. *The Commission is satisfied that the allegation as to the unsatisfactory state of health of the rural natives and the existence of malnutrition in the Reserves generally is no "parrot cry", but, on the contrary, that the conditions give cause for grave concern.*

#### VIII.—CONSIDERATIONS TOUCHING THE ECONOMIC POSITION OF THE MIGRANT LABOURER.

##### *The Migratory System of Labour Examined.*

201. As has appeared in Chapter VI of this Report, the Chamber contends that British South African native labourers remain away from their homes for the purpose of employment on the mines for an average period of fourteen months. During this period the labourer works 352 shifts, representing 13.6 calendar months. The balance of the period allows for the time which he spends in travelling to and from his home in the Reserve and other inevitable absences from work. These statements are accepted by the Commission as giving an accurate reflection of the present position. The further statement, however, that the average stay of a native labourer at his home between spells of work on the mines is something over twelve months, cannot be accepted.

202. It will be noted from paragraph 816 of the Report of the Native Economic Commission, 1930-32, that that Commission found on a test conducted by the Director of Native Labour, the results of which appear in Annexure 21-III to the Report, that the average period spent by a native at his home in 1931 was 8.1 months. The Director of Native Labour was requested by this Commission to conduct a further test on exactly the same basis as the one made for the Native Economic Commission. This test took place on thirty-one days during October and November, 1943, in respect of 10,000 natives. The full results, together with a comparison with the 1931 results, are contained in Appendix I to this Report. The average comparable with the Native Economic Commission's result of 8.1 months is 7.6 months.

203. It will also be observed from paragraph 815 of the Native Economic Commission's Report that the average length of service of natives on the mines was 10.88 months in 1931 as compared with 13.6 months in 1942. This increase in the period of service and decrease in the period of stay in the Reserves in respect of the last eleven or twelve years is merely indicative of a progressive development which commenced almost with the first introduction of British South African native labour to the gold mines of the Witwatersrand. A brief historical sketch will show the importance of this development.

204. When the gold of the Witwatersrand was discovered, European rule had extended to almost every tribe living in what is now the Union of South Africa. European rule brought peace, and peace meant plenty. There was no urge for the native, with his subsistence economy, to work for hire. With the white man's rule, however, came also the fact that while the population was increasing more rapidly, tribal lands could no longer be expanded by the mere appropriation of vacant ground to make room for the bigger population. But in those days this factor, which now is the most potent cause of the conversion of the native's subsistence economy into a money one, was hardly felt.

205. In the meantime, while the native had no desire to work for hire, the white man required labour for agriculture, for industrial and commercial undertakings, and last but not least, for the developing mines. Missionary activities, the establishment of schools, and the opening of trading stores in Native Reserves, played their part in creating wants for the native which could only be satisfied by the possession of money. But at first the numbers affected were small. Employers of labour had to employ recruiters in native areas to induce individuals to accept employment, and the Government was expected to assist by the imposition of taxation. In some quarters it was even urged that district officials should be granted power to order natives out to work.

206. While the native's land and his stock could provide for his primitive needs, his objection to work for hire, and more particularly to underground work on the mines, and

his preference for a leisured existence in the Reserves, gained the day. In this connection it may be noted that in 1903 Mr. E. E. Dower, Chief Clerk to the Cape Native Affairs Department and later Secretary for Native Affairs for the Union, was able to state in evidence before the South African Native Affairs Commission:—

"So far as I know, the average possessions of the ordinary native consist of say from 15 to 20 head of cattle, a flock of sheep and goats, a couple of horses and a plough. That is the usual possession of an ordinary native peasant living in a communal native location, either in the Transkei or in the Cape Colony."

In time, however, economic circumstances made it necessary for the native peasant to acquire money by selling his labour. The spirit of adventure, too, which previously had been satisfied in war, now sent young men to the mines. The possession of money enabled him to buy new goods which later became a necessity to him. To satisfy this new need, more money had to be earned, and so a small but ever-increasing stream of labourers began to flow from the Reserves to labour centres—a stream which is to-day a veritable flood.

207. In the early days natives went to the mines to satisfy definite needs which could not be met from their production in the Reserves, and they returned to their homes, as soon as they had earned enough money to satisfy those needs, for a period which might extend to one, two or even three years. It was to be expected that under such circumstances any increase in wages would lead to a shortening of the period of service. Thus the Native Affairs Commission of 1903-05 stated in paragraph 378 of its Report:—

"Further, it has been stated, and the Commission feels there is a measure of truth in the suggestion, that while increased wages might have the effect of tempting a larger number of labourers into the market, on the other hand such increased gains would enable them to remain for a longer period at their own homes."

This is, however, no longer the position for many of the Reserve natives, a considerable percentage of whom have to work for hire almost continuously with relatively short breaks to earn a living, as will be shown presently.\*

208. In view of this historical background, it might be expected that while in earlier times natives worked irregularly on short contracts, they would tend, with the passage of years, to become more regular workers who remain on the mines for much longer periods. This is precisely what available statistics show the position to be. It is true that at the beginning of the present century the average period of stay on the mines was of considerable duration, but this is accounted for by the fact that no less than 85 per cent. of the labour force then consisted of Portuguese natives who, even in those days, remained at work for fairly lengthy periods. British South African natives were then not prepared to accept contracts in excess of six months. The Native Affairs Commission, 1903-05, referred to above, estimated the period of service on the mines at from three to six months. It was not until 1924 that the mines found it possible to insist on nine months' contract (270 shifts) for Union natives, with certain exceptions. Nowadays, as has already been shown, the average period of employment is no less than 352 shifts.

209. There are, unfortunately, no statistics available to show the period of stay in the Reserves of native labourers in the earlier days, but evidence and reports point to the fact that this period was of considerable duration. The statistics contained in Appendix I to this Report show that even at the present time 36 per cent. of the British South African natives on the mines indulge in a Reserve residence of twelve months and over between periods of work. This percentage no doubt represents the more well-to-do class who only work when there are special money needs to be satisfied, as the vast majority of natives did previously. Those statistics also show, however, that 81.3 per cent. of these natives arriving in the compound of the W.N.L.A. have been on the mines before; of this reduced number 7.96 per cent. had only been away for a stay in the Reserves of one month; 6.17 per cent. for two months, and 6.53 per cent. for three months. Thus, in all, 16.8 per cent. (20.66 per cent. of 81.3 per cent.) of the total British South African labour force have returned to work after what may be regarded as no more than a holiday visit to the Reserves.

210. It has been suggested in some quarters that the system of migratory labour must eventually cease; that sound economy would require the peasants of the Native Reserves ultimately to confine their sole attention to their agricultural and pastoral pursuits; and that there must be developed in the neighbourhood of the mines a permanent body of unskilled labour. It is evident that for those individuals who cannot remain in the Reserves for more than three months after a spell of work on the mines, it would be but a small step to bring their families to the Witwatersrand and to cut altogether adrift from the Reserves.

211. It is clear to the Commission, however, that, having regard to the circumstances of the Witwatersrand gold mining industry, the migratory system of peasant labour must continue. Any other policy would bring about a catastrophic dislocation of the industry and consequent prejudice to the whole economic structure of the Union. But if that

\* See paragraph 209.

system is to continue, then the combined income of those labourers from wages and their Reserve production should provide them and their families with a proper livelihood, not only for the period during which the man is at work on the mines, but for such a period of stay in the Reserve as will enable him to maintain his tribal association, keep in reasonable touch with his family, preserve his health, and retain an adequate control of the interests of his allotment.

212. The policy of developing the Reserves is not unlikely to result in the encouragement of a certain proportion of the allotment holders to devote to their agricultural pursuits, if not the whole of their time, then far more of it than is at present given by the peasant who to-day draws from the mines a part of his means of subsistence. Further, it is clear that in the years to come there will be an ever-increasing body of natives in or from the Reserves who will be without allotments and who, whether resident in the Reserves or elsewhere, will be dependent entirely upon their earnings by their labour without the subsidiary means available in the case of the bulk of the migrant labourers to-day. A large number of these men must be absorbed into industries, some of which, it may be hoped, will be within the Reserves supplying needs of their inhabitants, but more of which are likely to be in, or in the neighbourhood of, the great centres outside them. A long-range view of the position indicates that the gold mining industry could not continue indefinitely to claim exemption from participation in this process.

#### Introduction of Foreign Native Labourers.

213. Considerable numbers of migrant labourers are obtained from Mozambique and from Nyasaland and Northern and Southern Rhodesia. The policy of introducing foreign native labourers was considered by the Economic and Wage Commission of 1925, which in paragraph 268 of its majority report stated that, while it was a natural political aspiration that the Union should conduct its industries exclusively with Union labour, the cost to the community of excluding the Eastern and Northern natives would be very heavy, and that the sacrifice was unnecessary. That Commission viewed this foreign labour as helping in the development of the Union just as much as foreign capital, and felt that, in view of the shortage of natives for mine working, it was a factor in the development of the gold mining industry which should not be excluded.

214. The Low Grade Mines Commission of 1920, in Sections 37 to 57 of its interim report, while indicating that no encouragement should be given to any policy of displacing Union natives in favour of natives from beyond the Union borders, or of endangering by this means the earnings of British South African natives, recommended the employment of the foreign native labourers as a means of dealing with the problem of the low grade mines. The Low Grade Ore Commission of 1930 dealt with this matter in paragraphs 36 to 43 of its Report, and was of opinion that the introduction into the Union of tropical labour for the gold mines should be permitted subject to certain specified safeguards.

215. The Native Economic Commission of 1930-32 referred, in section 807 of its Report, to the chronic shortage of the number of labourers for the gold mines as being the reason justifying the importation of natives from extra-Union territories for work on the mines.

216. The Commission is in general agreement with the views on this matter which have thus been expressed by previous Commissions and, so long as the supply of native labour from the Union and High Commission Territories is inadequate to meet the demands of Union industry, finds no sound reason for interference with the present policy.

#### Reserve Income of the Migrant Native Labourers.

217. The lengthening of the period of service on the mines of migrant peasant labourers during the past twenty years has, to a considerable extent, undoubtedly been due to the deterioration of the Reserves. Conversely, the longer absences of men at the mines have been prejudicial to their agricultural pursuits in the Reserves and have contributed towards a reduction of their Reserve incomes. They have also militated against the activities of the Department of Native Affairs aimed at the inculcation of better methods of agriculture and stock-raising, as it is not until these men retire from mine work and have not many years left to devote to agriculture that they come under the influence of the agricultural officers.

218. To obtain a picture of the economic position of the average native mine labourer and to determine the value of its present-day Reserve income, the Commission prepared a questionnaire, which was completed by Native Commissioners in a considerable number of districts. It was designed to obtain figures which would indicate the average size of the family of a man of the class from which mine labourers are drawn and to give particulars of the stock ownership, crop production, cash income and cash expenditure of such a family. The results obtained from this questionnaire are summarised in Appendix J.

219. These results have been obtained by valuing those articles of food, which are produced by the family for its own consumption, not at their sale value, but at the amount which the native would have had to pay, had it been necessary for him to purchase them. For the purposes of Chapter VII, on the other hand, the sale value of the Reserve production

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has been adopted, so far as this was possible having regard to the fact that some of the items included have no value. Before a comparison could be made, therefore, between the results obtained by these two independent methods, it is necessary to reduce them to the same basis. The following then is a comparison between the two sets of results, but for the purposes of item 2 thereof, the figures arrived at in paragraphs 144 and 152 have been increased to show the amount the native would have had to pay, had he purchased the articles included in those statements:—

TABLE XXII.  
Comparative Statement of Values of Reserve Subsistence for Family of Five.

	Transkeian Territories.		Ciskeian Territories.	
	£	s. d.	£	s. d.
1. Reserve cash income of native family arrived at in—				
(a) Chapter VII.....	4	4 0	3	2 0
(b) Appendix J.....	4	6 0	4	6 0
(c) Average.....	4	5 0	3	14 0
2. Value of own produce consumed by family arrived at in—				
(a) Chapter VII.....	12	0 5	12	4 5
(b) Appendix J.....	15	0 0	10	0 0
(c) Average.....	13	10 2	11	2 2
3. Total reserve income arrived at in—				
(a) Chapter VII (excluding interest on land)....	16	4 5	15	6 5
(b) Appendix J.....	19	6 0	14	6 0
(c) Average.....	17	15 2	14	16 2

Allowing for the increase mentioned above, the Commission is satisfied that the value to the mine labourer of the subsistence derived from his land and stock in the Transkeian Territories and the Ciskei respectively, is somewhere between the two figures arrived at. In view of the large proportion of native labourers coming from the Transkeian Territories, the Commission proposes to make use of the average figure for those Territories shown above.

220. It must not be overlooked, however, that the Reserve income so arrived at is the average for all classes, from the richest to the poorest, and that the wealth in a native community in a reserve is very unequally distributed, as has been shown in Chapter VII. In general, the Native who comes to the mines for labour is of the poorer class and, therefore, falls well below the average. For those natives who own no land or stock the Reserve subsistence is but a myth, and it is no doubt this class who find it necessary to work almost continuously on the mine with only brief periods of stay in the Reserves.

#### Whether Reserve Income should Influence Rate of Wage.

221. The question whether the mines are entitled to take the private incomes of their labourers, derived from their holdings in the Reserves, into consideration in fixing their wage rates is one on which divergent views have been expressed.

222. It has been pointed out in paragraphs 70 and 71 that the gold mining industry of the Witwatersrand could not have been developed, nor could the Union have reaped the consequent enormous economic benefit which it has derived from that industry, but for the fact that the cheap unskilled labour necessary has been available through the migrant native being prepared to sell his labour at a price rendered possible by his possession of a supplementary means of subsistence from his holding in a Reserve.

223. As has been indicated in paragraph 12 of this Report, while the shareholders as the owners of the mines derived in 1942 a return of £16,900,000 on their investments, the Government of the Union in the same period received no less than £27,700,000. The relationship of the Government to the industry in this respect has frequently been referred to as senior partnership: while it is by no means strictly correct to apply that term to the position, it is obvious that the State has under parliamentary authority become the senior beneficiary. In this position, then, an obligation lies upon the Government both in the direction of maintaining the interests of the industry and promoting the welfare of the Reserves so that the system of unskilled labour may be continued which is the basis of the industry's economic position.

224. Having regard, then, to the community of benefit and of obligation which exists between the Government and the gold mining industry, it becomes unnecessary, and it would indeed be unprofitable, to examine the merits of contentions based upon particular theories, dependent for the most part upon historical background and involving useless discussion of such issues as whether on the one hand the natives in the Reserves hold their land by grace of the Government which, in fact, *pro tanto* subsidises them, with the result that the mining industry is under no further obligation in the matter of wages than to make up the difference between a native labourer's Reserve income and the amount he requires to keep himself and his family; or on the other hand, whether the natives hold their land as of right with no inferior title than the ordinary land-holder, and that, therefore, the mining industry, in fixing the wages of its native labourers, is as little entitled to have regard to the native's income from his holding as it would be in the case of an European employee to take account of his private income when fixing his rate of wage.

#### Requirements of the Migrant Native Labourer.

225. It is undisputed that since 1939 the prices of most commodities required by Reserve labourers have risen considerably. The Chief Magistrate of the Transkei, on infor-

mation furnished by reputable traders, estimates that, in respect of blankets, clothing, linen and such like, the increase has been at the rate of 90 per cent. and in respect of food-stuffs at 50 per cent.

226. The native labourer on the mines has received no allowance to enable him to meet this increased cost of living, and while it may be true that those whose products from agricultural pursuits are in quantity such as to enable them to have surpluses for disposal would receive the benefit of enhanced prices, the Commission is satisfied that, in general and save for rarely exceptional cases, this is not the position of the mine labourer; but that, on the contrary, he has, in very many cases, been required to purchase grain to supplement the deficiency in the produce of his land to supply the requirement of that food for himself and his family.

227. The Commission has found itself considerably hampered by the extraordinary lack of published information in regard to the incomes and more particularly the requirements of a native family living in a Reserve. Several investigations have taken place to determine the minimum requirements of urban natives, but little or nothing has been done in this connection by scientific investigators in so far as rural natives are concerned. The Commission has thus been forced largely to undertake its own investigations, and it has in the course of these investigations examined a considerable number of budgets submitted by various witnesses in respect of families residing in the Ciskei and Transkeian Territories. It has also had before it the results obtained from the questionnaire referred to in paragraph 218 as well as those from a second questionnaire which was designed to ascertain the minimum food, clothing and other requirements of a native family of five resident in a Reserve. In addition, the Basutoland Administration conducted certain investigations on similar lines and furnished valuable information to the Commission. A feature of these independent investigations has been the remarkable similarity of the results arrived at, which enables the Commission to put forward the results obtained from its investigations with a considerable measure of confidence, although it is fully alive to the fact that the data which it has gathered are not as comprehensive or conclusive as might well have been desired. The time at its disposal did not permit of fuller investigations being made. A body of trained observers devoting all their time and energies to the task would probably be occupied many months in collecting sufficient information to enable them to express an authoritative opinion.

228. The Commission has also had the benefit of the investigation undertaken by the Chamber of Mines to arrive at the budget of a migrant native labourer. It may well be that this budget, which is set out in paragraphs 103 to 112, does represent the average mine labourer's standard of living, but the question arises whether it is a reasonable budget, or whether it is merely the standard which the native is compelled to adopt owing to his limited means. It will be noted that it makes no provision whatever for milk, fat, meat or vegetables. It is, of course, assumed by the Chamber that the average labourer produces sufficient of these commodities for his requirements, but as has been shown, quite apart from the fact that labourers recruited from the Transkeian Territories and the Ciskei include a proportion of persons who possess neither land nor stock, the average native in those Territories does not produce anything like sufficient food for his needs. Milk, which formed a staple item in the primitive native's diet, and which is essential to him, falls far short of requirements. The Commission was informed in evidence that there is a demand for tinned or powdered milk; if the supply of fresh milk is inadequate, the native should be in a position to obtain such a substitute.

229. The second questionnaire referred to in paragraph 227 was deemed necessary as it was realised that natives do not keep records of their incomes and expenditure and are as a rule very secretive about their monetary dealings, so that they would be either unable or unwilling to give correct particulars. That this fear was well-founded is indicated by the fact that the natives in respect of whom the first questionnaire was completed could not account for 12.4 per cent. of their cash incomes. In the second place, the results obtained from the first questionnaire can, at best, give no more than an indication of actual expenditure and furnish no evidence as to whether that expenditure is adequate to maintain the family in reasonable health and comfort.

230. The method adopted for the second questionnaire was to ascertain what must be regarded as the minimum requirements to keep a native family at a reasonable standard, and to obtain from traders in the various districts the cost of those requirements, both in 1939 and 1943. The budget presented in paragraph 239 is based largely on information so obtained. In estimating the annual food requirements of the family, an endeavour has been made to arrive at what may be regarded as a balanced diet. To some extent, therefore, the composition, though not the quantities, of the diet prescribed by Government regulations for native mine labourers has been followed. To this scale, however, milk has been added as being a necessary item in the diet of any family. Below is shown what the Commission considers to be the minimum food requirements of a man when in the Reserve, as also the annual requirements of a woman and three children. In calculating the latter figure, the requirements of a woman and her children have been taken to represent 2.7 times (woman .85, first child .75, second child .60, third child .50) a man's requirements.

TABLE XXIII.  
Minimum Diet Scale of Native Family in Reserve.

Description.	Man's Ration: Daily except where otherwise stated.	Annual Amount Required by—	
		Man.	Woman and three Children.
Mealies.....	24 ozs.....	1.6 bags	4.3 bags
Mealie meal.....	.....	1.3 bags	3.5 bags
Dry Beans.....	4 ozs.....	91 lb.	246 lb.
Meat.....	1½ lb. per week.....	78 lb.	210 lb.
Fat.....	1 oz.....	23 lb.	62 lb.
Coffee.....	Approximately 1 oz. per week.....	3½ lb.	8½ lb.
Sugar.....	Approximately 4.6 ozs. per week.....	15 lb.	40 lb.
Vegetables.....	Approximately 5 ozs. per week.....	115 lb.	310 lb.
Salt.....	Approximately 3 ozs. per week.....	10 lb.	27 lb.
Milk.....	½ pint.....	23 galls.	62 galls.

231. It should be noted that the Commission does not intend to imply that the foregoing diet scale represents the quantity or composition of the food which a native family does, in fact, consume in the Reserves at the present time, but rather that this is the minimum that a man's income should enable him to supply to his family in the way of food if they are to be maintained at a reasonable standard of health. In this connection it will be observed that the amount of grain deemed necessary for a family of five has been reduced from the usual 13.75 bags to 10.7 bags. This has been done in view of the inclusion in the diet scale of a number of items other than grain. The cost of these items of food has been carefully calculated from the prices obtained in reply to the second questionnaire, and the results appear under item 1 of the budget set out in paragraph 239.

232. In arriving at the clothing requirements of an average family for a year, the Commission was guided not only by the budgets already referred to but also by the information supplied by the Native Commissioners on questionnaire No. 2. Any estimate of the clothing requirements of a native family must take cognisance of the fact that there are two distinct classes of natives, viz., dressed natives and red or blanket natives. This distinction is more pronounced in the case of women and children than of men, among whom even the least advanced have, owing to their closer contact with civilisation, adopted European clothing to a greater extent. With the women and children the adoption of European clothing is the outward sign of their faith, which a christianised native rarely fails to display. Representatives of the Chamber of Mines have argued that the Chamber is not concerned with these dressed people, as natives of this more advanced class are not employed by the mines. This is a contention which the Commission is unable to accept. Very nearly 50 per cent. of the native population of the Union are Christians, while for the Cape Province the percentage is over 47 per cent. If so large a proportion of the Union's native population were excluded from the reservoir of potential labourers, the mines would not be able to find a sufficient number of recruits to maintain their existing Union native labour force.

233. In view of the existence of these two classes of natives, the Commission has found it necessary to make separate calculations of the annual clothing requirements of dressed natives and of blanket natives, and to take an average for the two. The resultant figures, therefore, while somewhat too low for the former, are on the other hand a little high for the latter.

234. To arrive at accurate average clothing requirements for three children, calculations have been made in respect of two boys and two girls of varying ages, and the resultant cost has been reduced by 25 per cent.

235. The following items of clothing are considered to be the minimum necessary for a woman and her children for a year:—

TABLE XXIV.

Minimum Clothing Requirements of Family of Native Labourer.

Article.	No. Required by Blanket Native.	No. Required by Dressed Native.
<i>Woman.</i>		
Blankets.....	5	5
Dresses.....	—	1.5
Shawls.....	—	0.5
Doeks.....	1	2
Shoes.....	—	1 pair
Jerseys.....	—	3
Native sheeting.....	10 yds.	3 yds.
Overcoats.....	—	0.25
Sleeping mats.....	0.33	0.33
<i>Two boys.</i>		
Blankets.....	2 (small)	2 (small)
Jackets.....	—	1
Trousers.....	—	1.5
Shirts.....	—	3
Jerseys.....	—	1
Native sheeting.....	3 yds.	—
Hats.....	—	0.33
Sleeping mats.....	0.66	0.66
<i>Two girls.</i>		
Blankets.....	2 (small)	2 (small)
Dresses.....	—	3
Shawls.....	—	1
Doeks.....	—	1
Jerseys.....	—	1
Native sheeting.....	6 yds.	2 yds.
Shoes.....	—	0.5 pair
Sleeping mats.....	0.66	0.66

236. In addition to food and clothing, a native must provide for his family, out of his cash income, a number of other

requirements of which more detailed information will appear in Table XXV.

237. As regards the expenditure of the labourer upon himself while at the mines, he must, if an underground worker, spend 14s. 6d. for a pair of boots every five-and-a-quarter months, this being the period for which, accepting the figures of Mr. Geary, the boot expert of the recruiting corporations, a pair of boots will last with due attention to repairs. Such repairs to each pair of boots costs the labourer 7s. 6d. if provided by him. Over a period of a calendar year, two-and-a-quarter pairs of boots will thus have to be bought at 14s. 6d. and two-and-a-quarter sets of repairs paid for at 7s. 6d., an aggregate annual expenditure of £2. 9s. 6d.

238. In addition, owing to the nature of his work on the mines, his clothing requirements are higher than in the Reserves, and allowance for this is made in the table below. Further, it is necessary for him to incur certain expenditure directly attributable to his stay at, or his journey to or home from, the mines. The following, then is a tabulation of the amount which, in the opinion of the Commission, the mine labourer must expend on himself for a period of twelve months when he is working:—

TABLE XXV.

Personal Expenditure of Mine Labourer.

	1939.		1943.	
	£	s. d.	£	s. d.
<i>Ordinary clothing requirements.</i>				
Jacket (life two years).....	0	7 6	0	15 0
1 Pair trousers.....	0	10 0	1	0 0
1 Pair walking boots.....	0	15 0	1	0 0
2 Shirts.....	0	7 0	0	14 0
Blanket (life two years).....	0	9 0	0	10 0
	2	8 6	3	19 0
<i>Additional clothing.</i>				
Extra clothing requirements and repairs due to work.....	1	3 0	1	17 6
Miner's boots.....	1	8 0 (est.)	1	12 7½
Miner's boots repairs.....	0	15 9	0	16 10½
	3	6 9	4	7 0
<i>General requirements.</i>				
Mattress or sacking.....	0	2 6	0	5 0
Towel.....	0	2 0	0	4 6
12 Cakes of soap.....	0	4 0	0	6 0
2 Bowls and 1 spoon.....	0	1 0	0	2 6
Tobacco and matches.....	0	12 6	0	15 0
Transport for visits on Reef.....	0	18 0	0	18 0
Cost of returning to Reserve.....	2	10 0	2	10 0
Sundries.....	0	10 0	0	10 0
	5	0 0	5	11 0

The items showing additional clothing requirements must, in the case of the surface worker, be reduced to amounts which the Commission assesses at £1. 3s. 9d. for 1939 and £1. 10s. for 1943.

239. On the basis of the foregoing information, the Commission has come to the conclusion that the following budget prepared in respect of the Transkeian Territories reflects with a fair degree of accuracy the monetary equivalent of the requirements of a native family of five for a period of one year during which the man is at work on the mines, based on a reasonable but higher standard of living than they enjoy to-day. The amounts showing the expenditure on food and clothing for the woman and children are averages based on prices prevailing in twelve districts as supplied by traders to Native Commissioners.

TABLE XXVI.

Budget of Transkeian Native Family.

	1939.		1943.	
	£	s. d.	£	s. d.
1. Food—				
(a) for man (at work).....	23	1 0	28	1 0
(b) for woman and three children.....	—	—	—	—
2. Other household requirements (including 12 bars soap, 48 bottles paraffin, 12 packets candles, 6 packets matches, cotton, needles, beads, household utensils, etc.).....	2	15 0	3	14 0
3. Clothing—				
(a) for woman.....	2	3 0	3	7 0
(b) for children.....	2	7 0	3	19 0
4. Implements, kraal-upkeep, etc.....	1	0 0	1	6 0
5. Taxes, stock rates, church and school fees, school books, doctor's expenses, medicines, funerals, etc.....	3	5 0	3	8 0
TOTAL EXPENDITURE IN RESERVE.....	34	11 0	43	15 0
6. Man's expenditure, if underground worker—				
(a) clothing.....	2	8 6	3	19 0
(b) additional expenses due to his being at work.....	8	6 9	9	18 0
	45	6 3	57	12 0

The amounts under item 6 (b) should be reduced by £2. 3s. and £2. 17s., respectively, for surface workers, whose total requirements would, therefore, amount to £43. 3s. 3d. for 1939 and £54. 15s. for 1943. It may be added that from information before it, the Commission is satisfied that the above budget is equally applicable to the Ciskei and Basutoland.

240. To meet these requirements, the native mine labourer receives wages at a minimum rate of 1s. 9d. if he is a surface worker or 2s. if he works underground, and in this connection it must be noted that 30 per cent. of surface and 47 per cent. of underground labourers are in receipt of the minimum wages. Assuming that these labourers receive wages for 306 shifts (which the Chamber states is the average number actually worked during a calendar year reckoning paid holidays, and allowing for time lost through sickness and other causes) out of a possible maximum of 318 shifts,

their cash and £30. requirements able to of toral act assessed made up £13. 10s. In connect it makes r produced adopted f This has lations.

241. In the Comm parison be living un prices sinc taken at 8 articles p value. In which he not progre of both th Tables XX for the fol

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B—Ca  
C—Va  
D—Fo  
ex  
E—Ma  
F—Ma  
mo  
G—Ma  
wo  
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H—Ma

Total Incon

A.....  
B.....  
C.....

Shortfall.....

Thus it w a Transkeia the Reserve short of his the case of ture in the total income ments by £9. 4s. 10d.

Income and

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Budget for T Fourteen for Ten

A.....  
B.....  
C.....

their cash earnings would amount to £26. 15s. 6d. (surface) and £30. 12s. (underground). This falls far short of their requirements, but as has been indicated previously, they are able to obtain some income from their agricultural and pastoral activities in the Reserves. This income has been assessed in paragraph 219 at an average of £17. 15s. 2d., made up of £4. 5s. derived from sales of produce and £13. 10s. 2d. representing the value of produce consumed. In connection with the last item it may be mentioned that it makes no difference what valuation is placed on the articles produced and consumed, provided that the same valuation is adopted for them on the expenditure side of the budget. This has consistently been done in the Commission's calculations.

241. In addition to dealing with present-day conditions, the Commission has considered it desirable to make a comparison based on the present minimum wages and the cost of living under 1939 conditions. To allow for the increase in prices since 1939, the cash income from the Reserve has been taken at 80 per cent. of the 1943 figure, and the value of the articles produced and consumed at 84 per cent. of the 1943 value. In Table XXVII the total income, for a year during which he is at work on the mines, of the labourer who has not progressed beyond the minimum wage, is given in respect of both the years 1939 and 1943. It should be noted that in Tables XXVII to XXX the alphabetical symbols used stand for the following:—

- A—Wages;
- B—Cash income from the Reserve;
- C—Value of own produce consumed by family;
- D—Food and clothing for wife and children, kraal expenditure, taxes, etc., for two years;
- E—Man's ordinary clothing for two years;
- F—Man's additional requirements at mines for twelve months;
- G—Man's additional expenses at mines for period worked in excess of twelve months, excluding non-recurring items;
- H—Man's food for period of stay in Reserve.

TABLE XXVII.

Total Income of Mine Labourer for Year during which he was at Work on the Mines.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
A.....	£ s. d. 26 15 6	£ s. d. 30 12 0	£ s. d. 26 15 6	£ s. d. 30 12 0
B.....	3 7 2	3 7 2	4 5 0	4 5 0
C.....	11 6 11	11 6 11	13 10 2	13 10 2
	41 9 7	45 6 1	44 10 8	48 7 2
Shortfall.....	1 13 8	0 0 2	10 4 4	9 4 10

Thus it will be seen that if the average amount derived by a Transkeian migrant labourer from his lands and stock in the Reserve is added to his wages, his total income falls short of his 1939 minimum requirements by £1. 13s. 8d. in the case of the surface worker, while income equals expenditure in the case of the underground worker; and that his total income falls short of his present-day minimum requirements by £10. 4s. 4d. in the case of a surface worker and £9. 4s. 10d. in the case of the underground worker.

Income and Expenditure of Migrant Native Labourer over Composite Period of Two Years.

242. The figures of income and expenditure given in the last preceding section have, for convenience, been calculated for a calendar year during the whole of which the labourer is working at a mine. It is now necessary, in order to afford a comparison with the Chamber's statement in paragraph 108, to consider what the final results would be both in respect of 1939 and 1943, if a period of two years were taken and calculations made in respect of three labourers, who remain at the mines for varying portions of that period and return to their homes in the Reserve to carry on their peasant occupations for the remainder thereof, assuming that these labourers and their families live up to the standard which has been set out by the Commission. Table XXVIII, then, contains such calculations in respect of a labourer who is at work at the mines for fourteen months and in the Reserve for ten months; Table XXIX, in respect of a labourer at work at the mines for sixteen months and in the Reserve for eight months; and Table XXX, in respect of a labourer at work at the mines for eighteen months and in the Reserve for six months:—

TABLE XXVIII.

Budget for Two Years of Labourer at Work at Mines for Fourteen Months (357 Shifts) and Living in the Reserve for Ten Months.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
A.....	£ s. d. 31 4 9	£ s. d. 35 14 0	£ s. d. 31 4 9	£ s. d. 35 14 0
B.....	6 14 4	6 14 4	8 10 0	8 10 0
C.....	22 13 10	22 13 10	27 0 4	27 0 4
	60 12 11	65 2 2	66 15 1	71 4 4

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
D.....	£ s. d. 69 2 0	£ s. d. 69 2 0	£ s. d. 87 10 0	£ s. d. 87 10 0
E.....	4 17 0	4 17 0	7 18 0	7 18 0
F.....	6 3 9	8 6 9	7 1 0	9 18 0
G.....	0 11 9	0 18 11	0 13 11	1 3 5
H.....	7 2 6	7 2 6	8 13 4	8 13 4
	87 17 0	90 7 2	111 16 3	115 2 9
Income.....	65 2 2	65 2 2	66 15 1	71 4 4
Shortfall.....	27 4 1	25 5 0	45 1 2	43 18 5

TABLE XXIX.

Budget for Two Years of Labourer at Work at Mines for Sixteen Months (408 Shifts) and Living in the Reserve for Eight Months.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
A.....	£ s. d. 35 14 0	£ s. d. 40 16 0	£ s. d. 35 14 0	£ s. d. 40 16 0
B.....	6 14 4	6 14 4	8 10 0	8 10 0
C.....	22 13 10	22 13 10	27 0 4	27 0 4
	65 2 2	70 4 2	71 4 4	76 6 4

TABLE XXX.

Budget for Two Years of Labourer at Work at Mines for Eighteen Months (459 Shifts) and living in the Reserve for Six Months.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
D.....	£ s. d. 69 2 0	£ s. d. 69 2 0	£ s. d. 87 10 0	£ s. d. 87 10 0
E.....	4 17 0	4 17 0	7 18 0	7 18 0
F.....	6 3 9	8 6 9	7 1 0	9 18 0
G.....	1 3 5	1 17 9	1 7 10	2 6 10
H.....	5 14 0	5 14 0	6 18 8	6 18 8
	87 0 2	89 17 6	110 15 6	114 11 6
Income.....	65 2 2	70 4 2	71 4 4	76 6 4
Shortfall.....	21 18 0	19 13 4	39 11 2	38 5 2

TABLE XXX.

Budget for Two Years of Labourer at Work at Mines for Eighteen Months (459 Shifts) and living in the Reserve for Six Months.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
A.....	£ s. d. 40 3 3	£ s. d. 45 18 0	£ s. d. 40 3 3	£ s. d. 45 18 0
B.....	6 14 4	6 14 4	8 10 0	8 10 0
C.....	22 13 10	22 13 10	27 0 4	27 0 4
	69 11 5	76 6 2	75 13 7	81 8 4

TABLE XXX.

	1939.		1943.	
	Surface Worker.	Underground Worker.	Surface Worker.	Underground Worker.
D.....	£ s. d. 69 2 0	£ s. d. 69 2 0	£ s. d. 87 10 0	£ s. d. 87 10 0
E.....	4 17 0	4 17 0	7 18 0	7 18 0
F.....	6 3 9	8 6 9	7 1 0	9 18 0
G.....	1 15 2	2 16 8	2 1 9	3 10 3
H.....	4 5 6	4 5 8	5 4 10	5 4 0
	86 3 5	89 7 11	109 14 9	114 0 3
Income.....	69 11 5	75 6 2	75 13 7	81 8 4
Shortfall.....	16 12 0	14 1 9	34 1 2	32 11 11

243. It will be seen, then, that, even if the labourer works for a period of eighteen months and remains at his home for six months, his total requirements as estimated by the Commission over a period of two years under 1939 conditions exceed his income by £16. 12s. in the case of the surface worker and £14. 1s. 9d. in the case of the underground worker, and under present-day conditions by £34. 1s. 2d. (surface worker) and £32. 11s. 11d. (underground worker). These figures disprove the Chamber's contention that "if it were the case that the tribal native found his earnings insufficient for his requirements, he could augment them without detriment to his tribal and family life by coming out to work for a somewhat longer period than he now does". The fact that the Commission has adopted, for purposes of illustration, the maximum period of work at the mines of eighteen months, and the minimum period of six months' stay in the Reserve, must not be taken as an indication that in any way considers this arrangement as desirable. It would be difficult to assert what the precise period of stay should be in order to meet the purposes which have been stated in paragraph 211, since the matter is often dependent upon individual circumstances, but the Commission offers the opinion that, in general, the period of fourteen months work at industry and eight months in the Reserve, which is the present average, probably represents a wholesome standard. Any further diminution of the stay in the Reserve would be to the prejudice of the Reserve Income and be attended with other undesirable consequences such as undue interference with the continuity of family life.

Deficiency of Migrant Native Labourer's Income.

244. In paragraph 211 the Commission expressed its opinion that the system of migrant peasant labour must continue, and that the Reserves must not only supplement the labourer's cash income but must, between spells of industrial labour, provide him with a home where he may stay for periods which will enable him to maintain his tribal asso-

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ciation, keep in reasonable touch with his family, preserve his health, and retain an adequate control of the interests of his allotment. The combined income of the labourer from his Reserve subsistence and from his cash wage should be sufficient thus to maintain him for reasonable periods in the Reserve. This stay in the Reserves is not, as often stated, a period of idleness but is essential to the maintenance of the migratory system.

245. A comparison of the estimate of the migrant labourer's expenditure presented by the Chamber and set out in paragraphs 106 to 108 and 112 with that submitted by the Commission in paragraph 239 will indicate the wide difference in the respective viewpoints. The Commission is unable to accept the Chamber's budget. An analysis of the Commission's budget will indicate the inability of the native labourer, both in 1939 and to-day, with his inadequate Reserve income and his rate of wages, to save enough money, while working on the mines, to provide for his stay at home. It is evident, in other words, that the ideal is not only unattainable under to-day's conditions but could not have been realised in 1939. In these circumstances the conclusion is unavoidable that the labourer, generally speaking, has had to be satisfied with a scale of living which must be regarded as unsatisfactory, being below the line of ordinary reasonable requirement. *The Commission is of opinion that the necessary improvement in his standard should be contributed to partly by the raising of the amount of his Reserve subsistence and partly by a reasonable increase in his present cash wages.*

#### IX.—FURTHER CONSIDERATIONS AFFECTING DECISION OF QUESTION OF INCREASED REMUNERATION.

##### *General Observations regarding Wage Rates.*

246. In wage determinations affecting commerce and industry, the capacity of the employer to pay, the value to him of the labour contributed by the employee in the production and distribution of the commodity, and the economic needs of the employee are considerations of primary importance. The second of these factors is always difficult to determine; as concerns the present problem, certain figures have been given in paragraph 41 of this Report; little more need here be said than that the mines are almost entirely dependent upon their native labour for the continuance of the industry on a profitable basis. The possibility of direct conflict between the employer's capacity to pay and the economic needs of the worker is frequently present, and it is this factor which, in the present situation, is productive of considerable difficulty. It is represented by the Chamber that an increase of 1d. to 3d. per shift to the native workers would put certain three specified mines beyond the range of profitable working and, therefore, lead to their closing down, with consequent unemployment and indirectly other economic disadvantages; while, in respect of paying mines, the pay limit would be raised to such an extent as to place outside the area of profitable working a large body of ore presently milled, thus shortening the life of the mines. In this connection it must be observed that, unlike most industries, the gold producers cannot pass on to consumers any increased cost of production, since the price of gold is fixed and it is beyond the producers' power to alter it.

247. It has often been said before the Commission, in evidence and argument, that a mine which can exist only by paying inadequate wages is not an economic proposition and should be required to close down. The Commission is not, however, able to adopt this simple view of the situation but finds it necessary, *inter alia*, to examine, on the one hand, the demands of the employee, and, on the other, the economic position of the employer, and then to investigate the possibility of adjusting the differences.

248. The possibility of increases in wages having an inflationary effect with resultant repercussions which would destroy eventually the initial benefit conferred on the wage earners must not be overlooked in the investigation of any wage problem. If measures are adopted which generally raise the cost of living by increasing costs of production, the beneficial effect sought to be conferred upon the workers by increased wages might largely be neutralised. Probably a more satisfactory manner of dealing with any demand by the native mine workers for increased wages, if it could be so devised, would be the adoption of measures which would result in such a reduction in their cost of living as would permit them a decent and reasonable existence on their present wages.

##### *Comparisons of Wages of Unskilled Labour.*

249. The activities of the Wage Board, constituted under the Wage Act, No. 44 of 1937, have had considerable effect on the wage levels of unskilled workers within the Union. In terms of Section 2 (2) of the Act, farm labourers, domestic servants in private households, and Government employees, including the Provincial Administration and Railway Service, are excluded from its operation and consequently from any of the wage determinations. There are certain further exceptions under the section, but they are of minor character and it is not necessary here to mention them.

250. The Board, it is understood, adopts the method of applying a classification to every type of employment coming under investigation and fixing separately the wages of workers falling under such classification. Only the lowest classes of employment which require no training or respon-

sibility whatever are classed as unskilled. With few exceptions the original method adopted was to fix the wages of unskilled workers in each industry when that particular industry was receiving attention. As this method proved somewhat slow in improving the position of the lower paid classes, it was decided by the Government that the position of unskilled workers generally should be dealt with in a series of determinations affecting certain larger centres. The outcome of this decision, in so far as the Witwatersrand and Pretoria are concerned, was Wage Determination No. 105, which came into operation on the 30th November, 1942.

251. In certain industries, industrial agreements arrived at and given effect to under the Industrial Conciliation Act, No. 36 of 1937, have fixed wages for unskilled labour upon the Witwatersrand.

252. In Appendix K to this report will be found the rates of wages fixed for certain classes of unskilled labour in the Witwatersrand and Pretoria areas by (a) the Wage Determinations and (b) Industrial Council Agreements. It will be seen that, in respect of (a), the figures run from 20s. in the case of the liquor and catering trades on the Witwatersrand to 32s. 6d. per week in the tea, coffee and chicory industry in Johannesburg, the figure being reduced to 27s. 8d. per week in other Reef towns and Pretoria; and that in respect of (b), they run from 25s. per week for the unskilled labourer in native shops to 30s. per week in various other industries. In some cases, for the same class of employment, higher wages have been fixed for Johannesburg than for the other Reef towns and Pretoria, while in other instances the same wage has been applied to all areas.

253. Wage Determination No. 105 affected some thirty-four trades or industries, in respect of which no wage regulation had taken place. In this Determination the wage fixed for Johannesburg is 4s. 9d. per day or 25s. per week for the first six months from the date of coming into operation of the Determination, 5s. per day or 26s. per week for the next succeeding twelve months, and 5s. 3d. per day or 27s. per week thereafter. In the other districts of the Witwatersrand and in Pretoria the amounts fixed for the same periods are 4s. 6d., 4s. 9d. and 5s. per day or 24s., 25s. and 26s. per week respectively.

254. All the Wage Determinations provide that, if the employer supplies his employees with free board and lodging, he may deduct from their wages certain amounts which are regarded as representing the cost of those services to him. The usual sum fixed is 5s. per week or 21s. 8d. per month, this sum being made up of 3s. per week or 13s. per month for board and 2s. per week or 8s. 8d. per month for lodging. There are one or two exceptions, such as that of the catering trade, in which somewhat higher deductions are permitted.

255. In Wage Determinations or Industrial Council Agreements it is seldom the case that the native employees affected are wholly or largely rural natives in the position of those found on the Witwatersrand mines. The great majority are permanent town dwellers whose cost of living is ordinarily greater than that of the workers from rural areas. But since it is neither feasible nor desirable to differentiate between these two classes, it follows that determinations or agreements must be devised to meet, as far as possible, the larger requirements of the urban class.

256. It has appeared that practically all unskilled native labourers on the Witwatersrand, other than State, railway, mine, domestic or farm labourers, are included in wage determinations, or are affected by provisions of Industrial Council Agreements. The unskilled labour thus affected includes that large body of natives employed by the Johannesburg Municipal Council. This force, over 10,000 in number, is composed mostly of migrant labourers who have found their way to the Witwatersrand and have applied for employment at the labour offices of the Council. These men, like the mine labourers, are migrant peasants; they will, after some eighteen to twenty months of labour, proceed to their homes where they will remain for a period before returning to work. They are, for the most part, housed in compounds administered on the same lines as those of the mines and until recently were fed in a similar manner, the cost to the municipality of the quarters and food provided being estimated at an amount slightly in excess of the 5s. which the Wage Board permitted to be deducted for this purpose from the determined wage.

257. The minimum rates of wages paid in some of the larger sections of employment to unskilled native workers upon the Witwatersrand are set out in the following tabulation, in which also are included the rates paid by the sugar industry in Natal, the diamond mining industry at Kimberley and the coal mining industries in Natal and the Transvaal:—

#### GOVERNMENT DEPARTMENTS:

##### (a) Railway Administration.

18s. per week less 3s. per week where board and lodging provided, plus 5 per cent. temporary extra responsibility allowance.

##### (b) Public Works Department.

(i) Native labourers in the building trade: 7d. per hour for a 44-hour week.

(ii) Native garden attendants: 7d. per hour for 48-hour week.

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(iii) Native cleaners and boiler attendants; 70s. per month.

OCCUPATIONS UNDER WAGE DETERMINATION No. 105:

26s. per week in respect of Johannesburg magisterial district and 25s. per week elsewhere, less, in each case, 5s. per week where board and lodging provided.

SUGAR INDUSTRY UNDER WAGE DETERMINATION No. 98:

27s. 8d. per week in respect of the municipal area of Durban; 18s. per week in respect of the magisterial district of Hlabisa; and 22s. 6d. per week in respect of the remaining areas in Natal; in each case less 5s. per week where board and lodging provided.

S.A. IRON AND STEEL INDUSTRIAL CORPORATION:

(a) At Steel Works.

23s. 11½d. per week, less 6s. per week where board and lodging provided.

(b) At Thabazimbi Mine and Limestone Quarries.

8s. per week, plus 6s. 6d. per week cost of living allowance, plus food and quarters.

DOMESTIC SERVICE:

Average of £3 per month plus food and quarters.

DIAMOND MINING, KIMBERLEY:

21s. per week plus 6s. per week cost of living allowance. Compound accommodation is provided but no food.

COAL MINING:

10s. per week for surface and 11s. per week for underground workers; plus food, quarters and medical treatment.

GOLD MINING:

10s. 6d. per week for surface and 12s. per week for underground workers, plus food, quarters and medical treatment.

258. It must be noted that, save in the case of State employees, domestic servants, farm labourers and labourers on gold and coal mines, who get no cost of living allowance, and labourers on the Kimberley diamond mines and on mines and quarries of the S.A. Iron and Steel Industrial Corporation, who receive the cost of living allowances mentioned above, all unskilled labourers draw the cost of living allowance prescribed by Proclamation No. 114 of 1943, which is 4s. per week in the wage group of 20s. per week and less, with 1s. extra for each additional 10s. wage per week.

259. Having regard to the higher cash wages generally obtaining in other departments of unskilled labour, the sustained popularity amongst the native people of labour upon the gold mines may be a matter of some surprise. This is due largely to the efficient working of the recruiting system; the advance of £3 which enables the recruit to provide for the needs of his family until such time as he can remit money to them; the certainty and continuity of employment; the provision of food, quarters and medical attention; and traditional practice which, in the minds of the natives, associates labour upon the mines with strict adherence to contractual obligation, and just and sympathetic treatment. Nevertheless, there has, in recent months, been a considerable influx of native labour to the ports, especially Cape Town and Durban, where shipping work has been plentiful and much more generously remunerated. This has, however, been accompanied by the disadvantage of its irregular nature. Frequently a native who has gone to Cape Town has found the labour supply there to be in excess of the demand; and has, consequently, presented himself at the Cape Town office of the N.R.C. for work on the mines. The existence of this office in Cape Town has thus, to some extent, alleviated a somewhat serious labour position in Cape Town.

Minimum Wages Rates and Concessions to Mine Natives from 1914.

260. In 1914 there was no definite minimum rate of pay per shift for either surface or underground workers although the minimum in practice for underground workers was 1s. 6d. per shift. In 1926 a minimum rate of 1s. 8d. per shift was laid down for underground workers, and from January, 1928, an increase of 2d. per shift was granted after completion of 90 shifts.

261. According to paragraphs 817 and 830 of the Report of the Native Economic Commission, 1930-32, an underground worker was, in 1930, paid 1s. 8d. per shift for the first 90 shifts, 1s. 10d. per shift for the second, and 2s. per shift for the third 90 shifts. If he extended his contract beyond 270 shifts he was granted a bonus of 5s. per ticket of 30 shifts or 2d. per shift for the remainder of the period. If he then returned temporarily to his kraal but resumed work within four months in the case of a native of the Union or High Commission Territories, or six months in the case of an East Coast native, he received the wage he was drawing on termination of his contract, including his bonus.

262. In 1936 the rate was fixed at 1s. 8d. per shift for the first 60 shifts, 1s. 10d. for the next 60 shifts and 2s. per shift thereafter, and the bonus disappeared.

263. In January, 1943, a minimum of 1s. 9d. per shift for surface workers was introduced and the minimum rate for underground workers was raised to 2s. per shift. The practice of granting automatic increases after a fixed number of shifts was apparently discontinued.

264. The effect of this is that while the minimum rate has been increased by 4d., the actual increase in the earnings of an underground worker in 1943 as compared with those of workers engaged under the 1930 and 1936 scales of pay over a contract of 360 shifts—approximately fourteen months, the average contract period—is only £1. 10s. or 1d. per shift. Notwithstanding the difference in the scales in operation in 1930 and 1936, the total earnings over 360 shifts were identical.

265. For the reason stated in paragraph 79 of this Report, the average rates of pay over this period are perhaps less instructive. For surface work in 1914 the average rate was 1s. 9-9d. per shift as compared with 2s. 1-2d. per shift in 1943. For underground work, the average rate in 1914 was 2s. 0-2d. per shift while at present it is 2s. 3-6d. per shift. It is observed, however, that in 1914, 36 per cent. of the underground native labour force was employed on remunerative piece-work in hand-drilling, which, following increased mechanisation, has now almost entirely disappeared. If the hand-drilling boys are excluded from the 1914 average, the comparison between that year and 1943 becomes: 1914, 1s. 10-8d. per shift; 1943, 2s. 3-6d. per shift. Native machine boys' pay, with a minimum of 2s. per shift, is based upon the amount of footage drilled. This enables the efficient worker usually to increase his daily rate of wages from 2s. to about 3s. and occasionally even to 6s. or more.

266. The following were the average cash earnings of all natives on the Witwatersrand gold mines in the Chamber during the years indicated:—

TABLE XXXI.  
Average Wages per Shift of Native Labourers.

Year.	Per Shift.		
	s.	d.	
1925.....	2	2-8	Economic and Wage Commission, 1925, paragraph 351.
1930.....	2	1-7	Native Economic Commission, 1930-32, paragraph 818.
1935.....	2	1-2	Evidence of Chamber of Mines, 1940.
1940.....	2	2-3	Evidence of Chamber of Mines, 1941.
1941.....	2	2-4	Evidence of Chamber of Mines, 1942.
1942.....	2	2-5	Evidence of Chamber of Mines, 1943.
January, 1943.....	2	3-0	Evidence of Chamber of Mines.

It will be observed that the average in 1925 was higher than in 1942. It may be stated that, although the scale of pay remained unaltered between 1936 and 1942 inclusive, the average rates rose steadily from 2s. 1-5d. to 2s. 2-5d. Conversely, it is possible to offset to some extent the effects of an increase in the minimum rates by regulating the higher wages.

267. In 1933 the average income of European mine employees other than officials, apprentices and learners (these classes being excluded since their inclusion would unduly influence the average) was £367. 4s. per annum. In June, 1942, the latest date for which the relative figures are available, the similar average income of these employees, exclusive of certain concessions, was £333. 5s. per annum. The concessions granted to the same European mine employees since 1933 consist of:—

- (a) Provident Fund: Average value £15. 6s. per employee per annum.
- (b) Savings Fund; Average value £13 per employee per annum.
- (c) Medical benefit allowance: Average value £7. 5s. per employee per annum.
- (d) Holiday leave: Average value £11. 1s. per employee per annum.
- (e) Holiday leave allowance: Average value £14. 2s. per employee per annum.

Taking increases in cash wages into account, the value of the concessions to European employees represents an increase of about 21 per cent. on their 1933 earnings.

268. The benefits granted to the native labourers since 1933, which the Chamber argues must be set against these benefits to the Europeans, are represented by the payment by the mines in respect of contract natives, and after 270 shifts underground in the case of A.V.S. natives, of the cost of rail fares to Johannesburg; the issue of free protective jackets; and the improvement in food and in hospital and medical services. Taken with the increases in wage rates, these concessions represent an increase on the 1933 wage of 16-3 per cent. It appears to the Commission, however, to be doubtful whether the full value of the three items, protective jackets, food improvements, and improvements in hospital and medical services, could fairly be reckoned as benefits for the purpose of the comparison. It may be observed too, that the benefits to the European employees affect the man and his family; several of those applying to the native labourers only affect the man himself.

Progressive Wage Increases.

269. Although no scheme for the automatic increasing of the rates of wages exists at present upon the Chamber mines, recognition is given, within certain limits, to length of service and efficiency; but each case is considered on its merits. The method appears to have worked fairly satisfactorily; nevertheless, cases have come before the Commission in which men have remained at the same basic rate for many months, and there seems to exist a probability that many cases deserving of increase are overlooked through the inadvertence or indifference of a ganger and the reticence of the labourer. It is said that such a case would not fail to attract

the attention of the compound manager or some other authority and would secure redress.

270. In the Railway Service the basic rate of 3s. per day is increased by 3d. after six months' service and after twelve months' service by another 3d., the resultant 3s. 6d. being the ordinary maximum. This maximum rate is, however, increased by long service increments of 3d. after three years and by another 3d. after a further year, the rate of 4s. being ultimately reached. These rates are subject to deduction of 6d. per day where food and lodging are provided by the Administration.

271. On the Northern Rhodesian Copper mines native labourers, whether on the surface or underground, are classified into A, B and C grades. The C and B grades, the minimum rates of pay of which are 15s. and 25s. per ticket on the surface and 25s. and 40s. underground, progress by increases of 2s. 6d. per ticket of 30 shifts for six tickets to maxima of 35s. and 60s. on the surface and 55s. and 80s. underground. Grade A men progress by 5s. per six tickets from 45s. minimum to 90s. maximum on the surface and 60s. minimum to 110s. maximum underground. In all cases rations and quarters are included. Increases, although nominally automatic, may either be withheld or delayed, or may be advanced. All variations from the normal are made only on the recommendation of the head of the department with the approval of the mine manager.

#### Cost of Living Allowances.

272. Proclamation No. 110 of 1942 provided that there should be paid a cost of living allowance to every employee, and defined "employee" to exclude, *inter alios*, State employees, Government teachers, domestic servants and farm and mine labourers. The rates laid down in this Proclamation were increased by Proclamation No. 114 of 1943, which is presently in operation. These rates are as follows:—

- (a) If the ordinary weekly remuneration does not exceed 20s.—at the rate of 4s. per week;
- (b) if the ordinary weekly remuneration exceeds 20s. but does not exceed 30s.—at the rate of 5s. per week;
- (c) if the ordinary weekly remuneration exceeds 30s. but does not exceed 40s.—at the rate of 6s. per week;
- (d) if the ordinary weekly remuneration exceeds 40s. but does not exceed 50s.—at the rate of 7s. per week;
- (e) if the ordinary weekly remuneration exceeds 50s. but does not exceed 60s.—at the rate of 8s. per week;
- (f) if the ordinary weekly remuneration exceeds 60s. but does not exceed 70s.—at the rate of 9s. per week;
- (g) if the ordinary weekly remuneration exceeds 70s. but does not exceed 80s.—at the rate of 10s. per week;
- (h) if the ordinary weekly remuneration exceeds 80s.—at the rate of 11s. per week.

273. By administrative arrangement special cost of living allowances are paid to Government and Railway employees at rates based on the officially determined percentage increase in the cost of living in the Union. The rates are revised quarterly as the cost of living rises or falls.

274. Cost of living allowances are computed upon cash remuneration: consequently remuneration in kind is excluded from the computation, but the anomaly nevertheless exists that a man receiving remuneration in cash and in kind is under the existing scale usually in receipt of the same allowance as a man paid a substantive wage. Thus, a labourer receiving a wage of 25s. a week with free board and lodging would receive the cost of living allowance of 5s. just as the man who receives his 25s. in cash without board and lodging.

275. On the Northern Rhodesian copper mines a cost of living allowance, which at present amounts to 5s. per ticket of 30 shifts, is payable to each native labourer for the duration of the war. This sum is subject to periodical review and there is no maximum laid down.

276. It is to be noted that a full cost of living allowance is payable to those natives of the Johannesburg municipal services whose homes are in the Native Reserves. No deduction is made for the fact that the returns from their agricultural and pastoral pursuits at their homes do, to some extent, contribute towards enabling them to meet living expenses. Nor is any deduction from the full cost of living allowance made in respect of the 2,536 native labourers employed by the Victoria Falls and Transvaal Power Company, the great majority of whom have come from homes in the Reserves, where they have allotments, and are fed and housed in the Company's compounds. This treatment places these men in a favoured position in relation to their fellow-labourers who have to provide the means of subsistence of themselves and their families solely from their wages.

#### Foreign Labourers: Question of Differentiation.

277. While, in general, the cost of living, and particularly the prices of manufactured commodities, have increased for all types of labourers on the mines of the Witwatersrand, on the whole the economic condition at their homes of those who come from Northern Rhodesia, Nyasaland and some parts of Portuguese East Africa appears to be a good deal better than that of labourers from the Union and High Commission Territories, vide paragraph 183 of this Report. The Commission, therefore, found it necessary to consider whether it would be practicable and desirable to make some differentiation between the foreign labourers and those from the Union and High Commission Territories.

278. There is nothing in this respect to distinguish a man of a particular tribe on the Union side of the border from one of the same tribe on the other side of it as in the case, e.g., of the border between Zululand and Portuguese East Africa. Natives working side by side and performing the same labour would fail to understand and appreciate the reasons for any differentiation. It is possible, also, that differentiation in favour of South African Natives would ultimately tend to re-act to their detriment in that the mines would naturally give preference to lower paid employees. Lastly, it may be mentioned that the Government of Nyasaland has stipulated in the presently subsisting agreement governing recruiting in that Colony that no differentiation shall be made, in the matter of remuneration, between Nyasaland labourers and those from the Union. *In view of these difficulties, the Commission is of opinion that any scheme of differentiation between B.S.A. and foreign natives is impracticable and should be avoided.*

#### X.—CONCLUSIONS AND RECOMMENDATIONS REGARDING WAGES.

##### *Increase of Native Mine Wage Necessary.*

279. In Chapter VIII the economic position of the migrant mine native labourer has been discussed, and it will have been noted that, after making what is deemed reasonable allowance for the value of produce from his holding, there is, in a year in which he is at the mines a shortfall in his present day income as compared with his present day cash requirements. This, in itself, is a serious matter, but as the Chamber's case is based on a contention that the wage paid the labourer is sufficient with his Reserve income not only to keep him and his family while he is at work on the mines, but to maintain him and them for a reasonable period of his stay in the Reserve, the fact of the shortfall is accentuated. It is thus evident that some improvement of the economic position of the mine labourer is demanded. The cost of living has greatly increased in recent years and the general advance in prices has been marked in respect of those articles of food and clothing which are essential to the native labourer. This increase in the cost of living has not been accompanied by a corresponding increase in the income of the mine natives: In recent years the natives of the class with which we are dealing have acquired new wants, and, by reason of their contact with civilisation and with the mines, their consumption of the products of manufacturing industry has grown at a considerable rate. There is amongst them a very evident desire for the education of their children, and, although the teaching is free, the sending of a child to church and school usually entails some extra cost for the care and clothing of the child and for books, etc.

280. The comparison given in paragraph 257 of this Report shows that in other industries, excepting coal-mining, a higher cash wage is given to unskilled workers than is paid to the native worker in the gold mines. The work of the latter is not less arduous, and, in the case of the underground worker, is attended with dangers which are absent from work in industries other than mining. On the other hand the unskilled labourer in other industries is usually a town dweller with expenses for rent, light, fuel and daily transport which the mine labourer largely escapes.

281. It will now be considered to what degree relief for the native mine worker is necessary in the way of wages. In this connection the Commission desires to state that it is of opinion that a flat percentage increase of all wages is not called for, as it is the lower paid men who are most in need of assistance. At the same time, the claims of the higher paid men for an improvement of their position cannot be ignored entirely. Before proceeding, therefore, to discuss the matter of increase in basic wages, it is proposed to consider the question of the grant of a cost of living allowance and of a boot allowance, in which benefits the higher paid men must share.

282. In Chapter XI the effect upon the mines of the Commission's proposals and what steps might be necessary to obviate any dislocation of the industry which compliance therewith might entail will be considered, for it must be remembered that over a long series of years the industry has adjusted itself to the present rates of native wages or figures closely approximating them.

##### *Cost of Living Allowance.*

283. A reference to the budget set out in paragraph 239 will show that the reserve native labourer's cash requirements have increased by over 27 per cent. since 1939. This is a clear indication that it is necessary to give consideration to the question of a grant of a cost of living allowance to these natives. The Commission is unable to accept the contention that the increased costs of commodities since 1939 are compensated for by those benefits extended to native labourers which are enumerated in paragraph 91 of this Report, or by increased prices received for produce from his allotment which he is able to sell. It is true, however, that he derives some benefit from the fact that he does not have to pay the present enhanced prices for the portion of his food requirements which he produces himself.

284. That there are difficulties connected with the grant of a cost of living allowance must be admitted. A cost of living allowance connotes its possible increase, decrease or total disappearance with the variation of the cost of living, but the native does not, nor will he readily be induced to, apportion the cash he receives on pay day to particular

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heads. He is disposed to regard the lump sum as the remuneration for the labour he has rendered, and any reduction of that sum is likely to be regarded as a reduction in basic pay.

285. Nevertheless, it appears to the Commission that some part of any cash benefits granted to the native labourer on the mines should be demarcated as a cost of living allowance, for if this be not done, the mine native would entertain the idea that other unskilled labourers in industry were receiving benefits under this head, of which he was deprived.

286. The Commission would find considerable difficulty in recommending, in this connection, any sliding scale. In social position and circumstances of living no difference is to be discerned between the mine labourer earning 3s. or 4s. a day and the one earning 2s.; moreover, in the Commission's opinion, it is for the lowest paid class of workers that the demand for this assistance is most urgent.

287. Having regarded to the considerations set out above, the Commission is of opinion that under the conditions obtaining to-day a flat rate of threepence per shift should be granted as a cost of living allowance to every native mine labourer irrespective of his rate of pay (keeping over for later consideration the case of the clerks and those indunas, policemen and other workers who live with their families upon the mines and whose terms of service are similar to those of the clerks). This would give to each man a sum under this head of £3. 16s. 6d. per annum, and on the basis of a native labour force of 300,000, the annual cost to the mines would be about £1,148,000.

#### Boot Allowance.

288. The provision of boots, the wearing of which is required as a protective measure of all underground workers and of a small proportion of surface workers, makes a serious demand upon the resources of these men. In effect the advantage which the underground labourer enjoys of a basic minimum wages of 3d. per shift higher than that of the surface worker is, in this way, largely neutralised.

289. That there is an obligation by employers in industry to provide for their employees such protective wear as is demanded by the nature of the work performed is now generally recognised. The gold mines of the Witwatersrand provide protective jackets free for underground workers. Upon the Northern Rhodesian copper mines essential underground clothing, such as boots and jerseys, is issued free to all recruits on engagement, and after the completion of six tickets of 30 shifts each, a replacement allowance of 2s. 6d. per ticket is given. Thereafter underground workers are responsible for renewing their essential clothing on purchase from the companies at standardised and fixed prices.

290. The principle receives full recognition under the Wage and Factories legislation of the Union. Section 10 (1) of Wage Determination No. 105 in respect of unskilled work on the Witwatersrand and in Pretoria requires that—

“an employer shall provide, free of charge and maintain in good condition, adequate protective clothing and appliances, where necessary, including the supply of overalls, goggles, gloves, footwear and protective ointment to any employee who, in the course of his employment, is exposed to wet processes, to heat or to any poisonous corrosive or other injurious substance liable to cause injury or disease to the employee or damage to his clothing.”

291. Similar provisions are contained in other wage determinations. Paragraph 18 of the regulations promulgated under section 51 (1) (c) of the Factories, Machinery and Building Works Act, No. 22 of 1941, by Government Notice No. 1227 of 1941 also makes similar provision.

292. The boots which are issued to underground workers, and to such small proportion of the surface workers as are required to wear boots for protection while at work, cost the mines 16s. 6d. per pair but are supplied to labourers at a price of 14s. 6d.. Evidence as to the life of a pair of these mine boots is somewhat varied. Mr. Geary, the boot expert of the recruiting corporations, has determined by experiment that the average period is slightly in excess of five months, but evidence adduced to the Commission went to show that in some cases the lifetime of the article is shorter. This is particularly so where the labourer is employed in a wet or rocky part of a mine which acts hardly upon his footwear. In these cases the average life of a mine labourer's boots is not longer than four months. Save in the case of the Crown Mines where repairs are provided free, one series of repairs at a cost to the labourer of 7s. 6d. is usual for each pair of boots.

293. The Commission is of opinion that some assistance should be given to the underground mine labourers and to those surface labourers who are, by reason of the nature of their work, required to wear boots, towards the expense to which they are put in this connection. There would be considerable difficulty in the matter of requiring a free issue of mine boots to the labourers. Freed from a sense of responsibility in respect of these articles and with a knowledge that it was the duty of the mines to provide them without expense to him, the labourer would probably become careless. Losses, sometimes from theft and through no fault of the labourer, but also frequently through sale to obtain ready cash, exchange and other methods would take place, and it would be difficult for the employer to trace whether or not the

loss was due to the act or neglect of the labourer. Moreover, there would be many cases where boots issued shortly before the termination of the labourer's contract would have to be left at the place of employment and these could not with safety to health be transferred to any other labourer. For these reasons, it is the view of the Commission that a boot allowance rather than a free issue of boots should be granted, and it recommends that a boot allowance of 3s. per ticket of 30 shifts be paid to all underground workers and to those surface workers who are required to wear boots at their work as a protective measure.

294. The Commission realises that this allowance would not cover the cost to the labourers of their boots and the necessary repairs to them. There are two considerations which influenced it in coming to the recommendation submitted. Firstly, the labourers do not use the boots entirely for protective purposes; and secondly, the hope is entertained that the mines will, following a recent excellent example by one of the number, adopt the practice of repairing labourers' boots without charge, or if it is decided that this cannot be done, then will undertake repairs for the labourers at cost price.

295. The example referred to is that of the Crown Mines which provides free repairs of all boots to their native labourers, of whom probably some 19,000 are affected, are required to wear for protective purposes. While the scheme is still in its experimental stage, the Commission anticipates with some confidence that in the result it will be completely successful. The repairs would be effected by the mines far more efficiently than they could be by the labourers and at a considerably cheaper rate. Where the men have had to pay 7s. 6d. for a set of repairs with poor leather and indifferent handiwork, the mines would provide them with a better service and at a cost which Mr. Geary estimated at not more than 4s. 6d. per set of repairs.

296. If the two-and-a-quarter sets of repairs which Mr. Geary estimated would be necessary per annum for mine labourers' boots were provided free of cost to the labourer, the labourer would save on boot repairs the sum of 16s. 10½d. per annum: if the mines effect the repairs, not free but at cost price, the saving would be 6s. 9d. per annum.

297. Taking in round figures the number of labourers to be benefited as 226,000, less the 19,000 men of the Crown Mines who presently receive free repair service, the cost to the mines of a free boot repair service would be approximately £100,000 per annum. The annual cost to the mines of the 3s. per ticket boot allowance recommended would be £317,000.

#### Increase of Basic Wage.

298. Coming now to the consideration of the basic rates of pay, the following sets of figures will show what the financial effect upon the mining industry would be if for surface men the minimum rates were raised to 2s. and for underground men to 2s. 3d.:—

TABLE XXXII.

#### Extra Cost of Increase in Wages.

(a) Surface labourers: Minimum wage 2s.

No. of Men.	No. of Shifts per Annum.	Present Rates.	Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.	£
22,405.....	306	1 9	3	85,699
6,499.....	306	1 10	2	16,572
1,456.....	306	1 11	1	1,856
				£104,127

(b) Underground labourers: Minimum wage 2s. 3d.

No. of Men.	No. of Shifts per Annum.	Present Rates.	Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.	£
107,690.....	306	2 0	3	411,914
10,208.....	306	2 1	2	26,033
35,379.....	306	2 2	1	45,108
				£483,055
Total for surface and underground employees.....				£587,182

299. If the minimum rates were raised to 2s. 1d. for surface and 2s. 4d. for underground natives, the extra cost would be as follows:—

TABLE XXXIII.

#### Extra Cost of Increase in Wages.

(a) Surface labourers: Minimum wage 2s. 1d.

No. of Men.	No. of Shifts per Annum.	Present Rates.	Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.	£
22,405.....	306	1 9	4	114,266
6,499.....	306	1 10	3	24,850
1,456.....	306	1 11	2	3,713
17,488.....	306	2 0	1	22,297
				£165,135

## (b) Underground labourers: Minimum wage 2s. 4d.

No. of Men.	No. of Shifts per Annum.	Present Rates.		Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.		
107,690.....	306	2	0	4	£59,219
10,208.....	306	2	1	3	39,046
35,379.....	306	2	2	2	90,216
16,061.....	306	2	3	1	20,478
					£698,959
Total for surface and underground employees.....					£864,094

300.—Similarly, the following set of figures indicates the extra cost to the mines if minimum rates of 2s. 2d. for surface and 2s. 5d. for underground native employees were fixed:—

TABLE XXXIV.

## Extra Cost of Increase in Wages.

## (a) Surface labourers: Minimum wage 2s. 2d.

No. of Men.	No. of Shifts per Annum.	Present Rates.		Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.		
22,405.....	306	1	9	5	£142,882
6,499.....	306	1	10	4	33,145
1,456.....	306	1	11	3	5,569
17,488.....	306	2	0	2	44,594
1,131.....	306	2	1	1	1,442
					£227,582

## (b) Underground labourers: Minimum wage 2s. 5d.

No. of Men.	No. of Shifts per Annum.	Present Rates.		Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.		
107,690.....	306	2	0	5	£68,524
10,208.....	306	2	1	4	52,061
35,379.....	306	2	2	3	135,325
16,061.....	306	2	3	2	40,956
11,690.....	306	2	4	1	14,905
					£929,771
Total for surface and underground employees.....					£1,157,353

301. Lastly, the effect on the mines of the increase of minimum wage rates to 2s. 3d. for surface and 2s. 6d. for underground native labourers is stated on the following Table:—

TABLE XXXV.

## Extra Cost of Increase in Wages.

## (a) Surface labourers: Minimum wage 2s. 3d.

No. of Men.	No. of Shifts per Annum.	Present Rates.		Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.		
22,405.....	306	1	9	6	£171,398
6,499.....	306	1	10	5	41,481
1,456.....	306	1	11	4	7,426
17,488.....	306	2	0	3	66,392
1,131.....	306	2	1	2	2,854
4,347.....	306	2	2	1	5,542
					£295,573

## (b) Underground labourers: Minimum wage 2s. 6d.

No. of Men.	No. of Shifts per Annum.	Present Rates.		Increase per Shift.	Resulting Increased Expenditure.
		s. d.	d.		
107,690.....	306	2	0	6	£83,828
10,208.....	306	2	1	5	65,076
35,379.....	306	2	2	4	180,433
16,061.....	306	2	3	3	61,433
11,690.....	306	2	4	2	29,810
7,493.....	306	2	5	1	9,554
					£1,170,134
Total for surface and underground employees.....					£1,465,707

302. After due consideration the Commission has come to the conclusion that the scheme which would give the surface workers a minimum wage of 2s. 2d. per shift and underground workers a minimum of 2s. 5d. per shift should be adopted. The cost to the mines, on the basis of their present labour force, would be approximately £1,157,000, while for the worker the effect would be that an additional amount of £6. 7s. 6d. per annum would be received by the men drawing minimum pay.

303. In Chapter XI of this Report the Commission will deal with the effect upon the mines of the adoption of the Commission's proposals for increased remuneration, and it will then appear that the question of the capacity of the employer to pay, which in paragraph 246 supra the Commission stated to be a consideration of primary importance in industrial wage determinations, has received the attention which its importance demands.

## Progressive Wage Increases.

304. As stated in paragraph 85 of this Report, there is no scheme in operation upon the Chamber mines for the automatic increasing of the rates of wages of native labourers, though such a scheme is working upon some of the non-Chamber mines with lower commencing rates and maximum limits for particular classes of work. A reference to paragraphs 260 to 262 will, however, show that the practice of the Chamber has not always been in accord with its present policy of opposition to automatic increases of pay.

305. It has not been the practice of the Wage Board, when fixing rates of wages, to institute any scheme of automatic increases, nor does this Commission feel that, with the adoption of the proposals as to the basic minimum rates proposed in paragraph 302 supra, any such scheme could be recommended.

## Overtime.

306. As has appeared in paragraph 89 of this Report, the demands made upon the native labourer in respect of overtime or Sunday work are not great. When the labourer is so employed he receives pay at his ordinary daily rate, while an European mine worker is remunerated at time-and-a-half rates. The Commission sees no reason why the rates given to Europeans in this respect should not be extended to the natives, and therefore recommends that overtime and Sunday labour be paid at time-and-a-half rates.

## Leave of absence.

307. It does not appear to the Commission that in the case of the migrant labourer, whose rate of pay would, if the recommendations of the Commission are adopted, be adjusted to assist him to obtain periods of stay at his home, any just demand can be made for any leave privileges. Where, however, a man remains in employment for a period which clearly suggests permanent service, arrangements should be made for the extension to him of the privilege of leave on pay. This matter will be referred to again later when the cases of the clerks and similar workers are dealt with.\*

## Return fare.

308. At its session in Geneva in June, 1939, which was attended by representatives of the Union of South Africa, the General Conference of the International Labour Organisation adopted a draft convention concerning the regulation of written contracts of employment of indigenous workers, section 13 of which (passed by a majority of one vote) provided that workers brought to the place of employment by the employer should have the right to be repatriated at the latter's expense on the termination of the contract by the expiry of the period of service or for certain other causes. This convention has not been ratified by any of the signatories.

309. It is clearly to the advantage of the mines that Native labourers should be encouraged to return to their homes after the completion of the ordinary period of service. The maintenance of the system under which the mines are able to obtain unskilled labour at a rate less than that ordinarily paid in industry depends upon this, for otherwise the subsidiary means of subsistence would disappear and the labourer would tend to become a permanent resident upon the Witwatersrand, with increased requirements. Moreover, the return of the native workers to their homes in the Reserve after periods of service at the mines tends to lower the incidence of miners' phthisis amongst them. The contract between the W.N.L.A. and the recruits from Nyasaland, Northern and Southern Rhodesia and Portuguese East Africa provides that certain specified amounts may be deducted from the worker's pay to provide for the cost of his return fare to his home at the conclusion of his service.

310. The Commission has given consideration to representations that the cost of the return fare of all native mine labourers to their homes at the conclusion of their contracts should be defrayed by the mines, or at the least that some assistance should be given to the labourers to meet expenses of the journey. Having regard, however, to the recommendations which the Commission has submitted for the increase of the labourers' earnings and to the financial burden which the adoption of these recommendations would impose upon the mining industry, the Commission finds itself unable to make any recommendation in the direction indicated.

## Permanent Workers.

311. In the preceding paragraphs of this Chapter, attention has been confined to the position of the native mine labourer. It is now necessary to deal with that of the native clerks who, as has already been indicated, stand in a class distinct and separate from the native mine labourer. They are, in truth, permanent employees settled upon the mines with their families. Their social development and standard of living are definitely above those of the native labourer, and invariably they have children to clothe and educate.

312. In the matter of cost of living allowance, while, save in a few exceptional cases, they have no expenditure on house-rent or fuel, or on the food supplies represented by the dry rations they receive, they have in the matter of clothing and other requirements suffered in greater degree than the ordinary labourer from the increased cost of commodities: To meet this position the Commission is of opinion that in

their case a cost of flat rate of 5d. per that this amount, living allowance pr workers within the which the majority contribution by the living which must pockets.

313. It will have Report that the C issued on the 20 whose duties are receive free ration with or with an Commission is no carried out fully by steps should be t as it is only the receipt of the b paragraph which payment of a c prescribed by Pro

314. Coming to it will have been s out in Appendix classification of the scales of pay for recommended a s 30 shifts. These adopted, have not the Commission k employees at rates below, the rates that the Chamber scales as a minimum Commission recom

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(b) the period and

(c) the second separated out in one, the lower g grade from £5

315. No scheme progression of cle dependent for pro sideration of his c application. They placed upon a su afforded a valuab within their grad factory service, co ever, in respect of its face against a grades, and the C recommendation w anything which wo

316. Considera as a result of the labourer, paymen working but usu possibly extended number of cases receive their dome them monthly. difficulties which sympathetic cons arranged, without of extra work, t weekly then at t presently paid fo readily be adjuste

317. In para stated its view th of a mine for a service, arrangem him of the privi applicable in the mission is of the of leave on full p to these men.

318. Representa from a number o of a provident fu in operation un to a clerk retire to his widow in this is purely ex has not deemed does not submit

319. The recom on the subject lieu of rations those indunas, and terms of ser

\* See paragraph 317.

their case a cost of living allowance should be granted at a flat rate of 5d. per shift. It is considered by the Commission that this amount, which represents one half of the cost of living allowance provided by Proclamation No. 114 of 1943 for workers within the wage group of 20s. to 30s., per week, in which the majority of the clerks would fall, would be a just contribution by the employer towards those extra costs of living which must be provided by the clerks from their own pockets.

313. It will have been observed from paragraph 76 of this Report that the Chamber expressed the opinion, in a circular issued on the 20th February, 1942, that those employees whose duties are not of a labouring type and who do not receive free rations and quarters, should be provided therewith or with an equivalent allowance in lieu thereof. The Commission is not satisfied that this recommendation is carried out fully by all mines, and is of opinion that immediate steps should be taken to ensure full compliance therewith, as it is only the consideration that these employees are in receipt of the benefits mentioned in the last preceding paragraph which has led the Commission to recommend the payment of a cost of living allowance lower than that prescribed by Proclamation No. 114 of 1943.

314. Coming to the wage rates of the permanent workers, it will have been seen from the 1939 Standing Instructions set out in Appendix G that the Chamber recommended the classification of the mabalans into three grades; suggested scales of pay for these grades, and in respect of indunas recommended a scale of £7. 10s. 0d. to £10. 0s. 0d. per 30 shifts. These recommendations, while in some cases adopted, have not been uniformly followed. In some cases the Commission has found payments made to long-service employees at rates exceeding, and in some cases e.g. indunas, below, the rates laid down. The Commission is of opinion that the Chamber's recommendation for the adoption of these scales as a minimum should be accepted, and in addition the Commission recommends that

(a) the minimum rate for probationer clerks should be increased from £3 to £3. 10s. 0d. per 30 shifts so as to bring the pay of the probationer more into line with that recommended for the surface labourer;

(b) the period of probation should not exceed six months; and

(c) the second and third class mabalans should be separated out into two classes instead of being combined in one, the lower grade to run from £4 to £5 and the higher grade from £5 to £6 per ticket of 30 shifts.

315. No scheme is presently in operation for the automatic progression of clerks within their grades, but a worker is dependent for promotion or increment upon the *ad hoc* consideration of his case, and usually upon the success of special application. There can be no doubt that the clerks would be placed upon a surer and more satisfactory footing and be afforded a valuable incentive if some scheme for progression within their grades, subject always to a certificate of satisfactory service, could be introduced. The Chamber has, however, in respect of all classes of employees, steadfastly set its face against any automatic scheme for progression within grades, and the Commission does not feel able to make any recommendation which might have the effect of introducing anything which would tend to a disturbance of this uniformity.

316. Considerable inconvenience is suffered by the clerks as a result of the fact that, as in the case of the ordinary labourer, payment is made to them not after a month of working but usually after a period of thirty-five days, possibly extended to thirty-seven or thirty-eight days. In a number of cases these men, being permanent residents, receive their domestic accounts and are expected to discharge them monthly. The Commission is of opinion that the difficulties which they experience on this account deserve sympathetic consideration, and suggests that it could be arranged, without disorganisation or any considerable amount of extra work, that they should receive their pay if not weekly then at the end of each calendar month. They are presently paid for each thirty shifts worked; the figures could readily be adjusted to weekly or monthly terms.

317. In paragraph 307 of this Report, the Commission has stated its view that where a man remains in the employment of a mine for a period which clearly suggests permanent service, arrangements should be made for the extension to him of the privilege of leave on pay. This is particularly applicable in the case of the mine native clerks. The Commission is of the view that after two years' service, a grant of leave on full pay for two weeks per annum should be made to these men.

318. Representations have been received by the Commission from a number of mine clerks in favour of the establishment of a provident fund for their benefit. A scheme is actually in operation under which the mines do grant a gratuity to a clerk retired after long and faithful service, or assistance to his widow in the event of his dying while in service, but this is purely *ex gratia* and discretionary. The Commission has not deemed it necessary to investigate this matter, and does not submit any recommendation in regard to it.

319. The recommendations of paragraphs 312, 313 and 317 on the subject of cost of living allowance, allowance in lieu of rations and quarters, and leave apply equally to those indunas, policemen and other workers, whose status and terms of service are similar to those of the clerks. The

total additional expenditure involved by the payment of the proposed cost of living allowance to permanent workers would be about £20,000 per annum.

#### Resulting Improvement of Native Mine Labourer's Economic Position.

320. The adoption of the recommendations made in the present chapter would result in the annual earnings (i.e. for 306 shifts) of the lowest paid labourers on the surface and underground being increased as follows:—

	Surface Worker.		Underground Worker.			
	£ s. d.	£ s. d.	£ s. d.	£ s. d.		
Present wage.....	26	15	6	30	12	0
Increase at 5d. per shift.....	6	7	6	6	7	6
Cost of living allowance.....	3	16	6	1	10	7
Boot allowance.....	—	—	—	—	—	—
Total increase.....	10	4	0	11	14	7
<b>TOTAL EARNINGS.....</b>	<b>36</b>	<b>19</b>	<b>6</b>	<b>42</b>	<b>6</b>	<b>7</b>

The percentage increase in remuneration amounts to 38.1 for surface workers and 38.3 for underground workers.

321. Under the Commission's budget, the excess of the labourer's expenditure over income for the year during which he is at work on the mines has been shown in paragraph 241 to be £10. 4s. 4d. in the case of the surface worker and £9. 4s. 10d. in the case of the underground worker. With the adoption of the recommendations submitted, this deficit would be reduced to 4d. in the case of the former and converted to an excess of income over expenditure of £2. 9s. 9d. in the case of the latter.

322. The position in respect of a composite period of two years during fourteen, sixteen or eighteen months of which the labourer is at work at the mines and for the remaining period stays in the Reserve is, of course, improved. As pointed out in paragraph 245, however, the ideal of an income which equals expenditure for the labourer and his family not only for the period during which he is at work, but for that period combined with another or reasonable stay in the Reserve is, under present conditions, unattainable.

323. Having regard to the fact that the budget set out by the Commission in paragraph 239 of this Report represents a reasonable expenditure for a man and his family in their circumstances, and certainly a considerable improvement upon the present position, the result to the Native mine labourer may be considered as not unsatisfactory. While the Commission feels that no less can be done for the workers, it is of opinion that further measures of relief by way of wage increase would raise the additional expenditure to an amount which the Witwatersrand gold mining industry could not meet without disastrous economic consequences. Improvement of the Reserve conditions must, in the opinion of the Commission, be looked to for the making up, as far as practicable, of the remaining balance of expenditure over income for the combined period of labour at the mines and stay in the Reserve.

#### Non-Chamber Mines.

324. In the foregoing paragraphs of the present Chapter attention has been confined to the Chamber mines. A list of the non-Chamber mines, which give employment to some 6,000 Native labourers, is given in Appendix E. The recommendations of the Commission should be applied no less to these native workers than to those on the Chamber mines, with the necessary modifications adapted to meet any different conditions of remuneration. Having regard to the total number of employees and to the fact that the complement of native employees of the largest employer, viz., the Village Main Reef Gold Mining Company, amounts to 1,460, it is not contemplated that the financial consequences to the mines concerned would be serious. As stated in paragraph 29 of this Report, the policy and practice of the Chamber of Mines has some influence upon the non-Chamber mines, which follow it to the extent that they think necessary or desirable. It may be added that any serious divergence to the disadvantage of the workers by the non-Chamber mines from the conditions obtaining on the Chamber mines would probably result in difficulties to the former in obtaining the necessary complement of Native labourers.

#### XI.—EFFECT OF PROPOSED INCREASED PAY FOR MINE NATIVES UPON THE MINING INDUSTRY, RURAL NATIVE CONDITIONS AND THE GENERAL ECONOMIC POSITION.

##### Increased Expenditure involved by Commission's Proposals.

325. The increased annual expenditure involved in the adoption of the proposals made in the preceding Chapter is computed as follows:—

Cost of living allowance for labourers and permanent workers.....	£1,168,000
Boot allowance.....	£317,000
Wage increase.....	£1,157,000
	<b>£2,642,000</b>

It must be remembered however, that these figures are all based on a native labour force of 300,000 employed at present by gold mines in the Chamber. Should the number of this native labour force be increased, the above estimated figures would, of course, have to be adjusted proportionately.

### Effect of Increased Pay upon the Gold Mining Industry.

326. Having regard to the limited information available, which could be complemented only by a lengthy investigation of a highly technical character, no complete picture can be given of the effect upon the Witwatersrand gold mining industry of the increased expenditure proposed by the Commission.

327. The Commission's proposals of additional expenditure conveyed in the preceding Chapter may be expected to involve an increased cost of something in the neighbourhood of 10d. per ton of ore milled. This can be no more than a rough estimate, for the extent of the direct and immediate effect on working costs of a given increase of native wages is impossible to predict. The general effect on mining operations of an increase in the pay limit has been described in paragraph 40, to which reference should be made. It would be difficult to estimate with any accuracy the results so far as employment is concerned, but it is obvious that the potential employing capacity of the mines would be reduced.

328. Nor is it possible to frame any estimate of the quantity of ore which would be rendered unpayable by the mines having to face the extra expenditure involved by the proposals. In 1930-31, an investigation was made jointly by the Low Grade Ore Commission and the Chamber into the problem of the effect of reductions in working costs on the duration of the Witwatersrand gold mining industry, and this investigation took no less than twelve months to complete. Certain conclusions, based on then existing conditions, were arrived at as to the effect which a reduction of working costs would probably have in increasing the tonnage of ore which could profitably be milled. It is obvious, therefore, that, to arrive at any conclusions as to the opposite effect of an increase in working costs, a technical enquiry of great complexity would have to be undertaken.

329. From the analysis of gold production in the Transvaal for the calendar year 1942, issued by the Chamber which appears in Appendix L will be selected the eight mines which declared the lowest estimated working profit, and they will here be distinguished as mines A, B, C, D, E, F, G and H, respectively. In the case of each, the tonnage milled, the yield in dwts. per ton milled, the working costs per ton milled, the declared estimated working profit per ton milled, and the dividends declared are set out hereunder for the calendar year 1942 and for the ten months ending October, 1943:—

TABLE XXXVII.

Analysis of Position of Certain Low Grade Mines.  
(a) For calendar year 1942.

Tonnage Milled.	Yield Dwts. per Ton Milled.	Working Costs per Ton Milled.	Declared Estimated Working Profit per Ton Milled.	Dividends Declared.
		s. d.	s. d.	£
A. 1,187,000.....	2-540	20 0	1 6	29,922
B. 734,000.....	2-184	17 2	1 8	59,000
C. 1,873,000.....	2-774	22 11	1 8	47,495
D. 773,000.....	2-417	18 5	1 11	63,750
E. 1,780,500.....	3-811	25 3	2 7	56,250
F. 997,000.....	2-907	21 4	4 2	82,184
G. 643,500.....	3-108	21 3	4 10	79,063
H. 2,290,000.....	2-619	15 9	6 4	315,000

(b) For ten months ending October, 1943.

Tonnage Milled.	Yield Dwts. per Ton Milled.	Working Costs per Ton Milled.	Declared Estimated Working Profit per Ton Milled.	Dividends Declared.
		s. d.	s. d.	* £
A. 882,000.....	2-575	21 1	0 8	—
B. 593,000.....	2-093	17 5	0 8	—
C. 1,017,000.....	2-911	24 1	0 7	—
D. 597,000.....	2-484	19 11	1 0	—
E. 1,210,500.....	3-570	27 0	3 1	—
F. 727,000.....	3-126	23 0	3 7	41,092
G. 462,500.....	2-855	22 1	1 11	20,825
H. 1,649,000.....	2-310	16 5	3 1	105,000

\* Dividends for half year.

330. For October, 1943, the working profits per ton from mines A, B, C and D were respectively 8d., 6s., 1d. and 10d. These profits would probably be completely absorbed by the adoption of the Commission's recommendation for increased native wages. It would thus appear that, with the increased expenditure now proposed, mines A, B, C and D might possibly no longer be able to continue to mine ore profitably and that, as a consequence, these concerns might have to be wound up and their employees retrenched; the amounts spent by them in wages and for stores would cease to be put into circulation; and the State would be deprived of the sums hitherto payable to it by them. While a comparison of the figures presented in Table XXXVII leads to the conclusion that the mines concerned are in such a position that their closing down would, in any case, be a matter of time, it is clear that the adoption of the Commission's recommendations would hasten their end.

### The Increased Expenditure Problem.

331. Viewed as a whole, an industry which distributes approximately £17,000,000 per annum to its shareholders and contributes in direct payment to the State approximately £27,500,000 should not find it beyond its capacity to defray annually in wages to its most lowly paid workers an additional £2,600,000. But complication arises from the fact that the effect of such additional expenditure would be to place a large body of ore outside the limit of payable working with the consequence in certain of the mines producing only ore of low quality that profitable business would be stopped, and that in the higher grade mines the tonnage of ore placed outside the limit of payable working would be such as to shorten their lives.

332. In all gold mines, whether rich or poor, it becomes uneconomical to pay a rate of wages which would involve a cost per ton of ore in excess of the yield per ton. The position in this respect has been more fully discussed in that section of Chapter II (paragraphs 34-40) in which the subject of the pay limit and the life of the mines has been dealt with.

333. It is not the function of this Commission to investigate the problem of how to prolong the lives of low grade ore mines. The matter was examined by the Low Grade Ore Commission of 1930, which considered, *inter alia*, the question whether solution might be found by means of a Government subsidy. Two of the members, while disagreeing with any policy of a general or automatic system of subsidy, felt that circumstances might arise which might justify the subsidizing of those existing mines which would have to close down unless a subsidy were paid or of new mines which would not be opened without the promise of a subsidy. Two other members of the Commission felt that a subsidy was justified in the circumstances, and presented a formula under which assistance would be granted to those mines whose circumstances demanded it, the necessary moneys to be raised by contribution from the State and the gold mining industry, and the amount of the subsidy being repaid in the event of an assisted mine being at a later date in a position to pay a dividend. The remaining member of the Commission, Mr. W. Gemmill, was of opinion that a satisfactory rebate scheme could be devised under which a reduction was to be secured in the cost of working ore then not payable, by the Government returning to the mines concerned a portion of the State revenue that accrues from the working of that ore, thus reducing the nett cost of working to a figure which would enable that ore to be worked at a profit. Under this scheme the amount of the rebate was to be recouped ultimately from additional revenue that would accrue to the Government from the working of ore which, without the rebate, could not be worked.

334. Any further consideration of the problem thus dealt with by the Low Grade Ore Commission of 1930 was obviated by the timely intervention from 1932 onwards of the period of improved prosperity for the mining industry brought about by the departure of the Union from the gold standard and by the increased price obtained for gold.

335. It is of some interest to note that the Commission appointed in 1930 to enquire into the partial inactivity of mining operations on the New Kleinfontein Mine, dealing in paragraphs 68, 69 and 70 of their Report with the problem of spreading the effects of the contemplated closing of that mine over sufficient time to allow as far as practicable for any necessary adjustment in ideas, finances and so on, suggested that one way in which a certain desirable measure of spreading over might be attained would be for the Government to arrange that, if the Company, in continuing milling operations, incurred working losses during any three consecutive months, 90 per cent. of those losses should be reimbursed it, provided that no such reimbursement should exceed the direct revenue accruing to the State in respect of those three months.

336. Although it is not within its province to recommend what steps might be taken to obviate or diminish the consequences to the mines of the additional expenditure to be incurred by them if the proposals of this Report are adopted, and to meet the consequent effects upon the general economic situation, it may be permitted to the Commission to offer a few brief remarks on the matter.

337. In paragraph 37 it has been pointed out that while the pay limit *per se* is not affected by the rate of taxation on profit, it is immediately affected by indirect taxation such as customs dues and high railway rates and by discriminative charges or imposts peculiar to the gold mining industry such as claim licences and gold realization charges. In the opinion of the Commission, no reduction of European wages is practicable; consequently, assuming that no economies can be effected in other directions, a matter on which this Commission is not competent to speak, those State revenues derived from the mines which are imposed upon product only and not upon profit form the source from which assistance could be sought for the mines, if ore to the same volume and of the same grade as hitherto is profitably to be milled.

338. From the year 1940 onwards the Government has levied upon the gold mining industry a "gold realization charge" which at present amounts to 3-2s. per ounce of fine gold, thus in effect reducing the price received by the mines for fine gold from 168s. to 164-8s. per ounce. The total revenue obtained from this source up to 31st March, 1943, amounted to some £7,000,000, the figure for the year 1942 being £2,200,000. This impost has directly affected the

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Government has gold realization s. per ounce of received by the per ounce. The to 31st March, ure for the year ctly affected the

pay limit and rendered unpayable a considerable body of ore which, but for the charge, would have been milled.

339. The Chamber has stressed the great importance of the effect upon the pay limit of direct charges of this character, and in this connection has further instanced such items as claim licences, native pass fees (under which, in the year 1942, £400,000 and £430,000 were paid respectively), the heavy rates charged the industry for railway carriage of coal and mining equipment and customs dues on such equipment. All these charges, having their incidence upon product and not upon profit, directly affect the pay limit.

#### Effect of Increased Pay upon Migrant Native Labourer.

340. If the recommendations submitted by the Commission in Chapter X are adopted, then, for the period of one year while he is at work, the lowest paid surface worker will receive an increase in wages of £10. 4s. or 33.1 per cent. and the lowest paid underground worker of £11. 14s. 7d. or 38.9 per cent. (see paragraph 320). From a consideration of the statements of income and budgets of expenditure presented by the Commission in Chapter VIII of this Report, it will be evident that the already shortened average period of residence of the migrant native labourers at their homes is not likely to be appreciably lengthened by this increase of pay. While, possibly, in the very earliest stage, there may be some such effect in slight degree, the labourer will quickly adapt his modestly increased income to the supplementing of his presently all too meagre supply of the necessaries of life.

341. It may here be remarked that any further curtailment of the already shortened average period of residence of the natives at their homes would result in further depletion of such subsistence as might be obtainable from the cultivation of their holdings, and consequently a further weakening of the argument that this supplementary subsistence justifies the low rate of wages paid by the mines. Conversely a lengthening of the labourer's stay in the Reserve would tend to an improvement in the production from his allotment.

342. The Commission is under no illusion that an increase of wages of the Witwatersrand mine labourers will of itself effect a cure of the conditions of poverty and malnutrition to be found in the large sections of the rural native population. The causes of these conditions lie too deep to be capable of removal by such a means. An increase of money income, while in the opinion of the Commission a necessary factor in dealing with the position, can of itself be no more than a palliative. In his Annual Report for 1940, the Secretary for Public Health stated that the methods of dealing with the problem of malnutrition included raising of wages, dietetic education, provision of free or subsidized food and agricultural improvement. It may be permitted to this Commission to doubt whether the provision of free or subsidized food, though a necessity in cases of famine and disaster, would materially improve the ultimate position. In education directed primarily to the physical needs of the human body and the acquisition and use of such means, and in the drastic application of special measures for the arrest of veld deterioration and the improvement of agricultural and pastoral conditions, lie the best hope for the future of the native reserves. But those means, however faithfully applied, will bring their results slowly, and in the meantime the economic position of the people concerned demands that immediate measure of cash assistance which the Commission's recommendations are designed to provide.

343. One result, it has been contended, of giving the mine labourer a higher wage would be that he would purchase more cattle and thus increase the already excessive number of livestock in the Reserves. It must be remembered that a man of the type of those with whom we are dealing, does not yet fully understand or readily practice a money economy. When cash becomes available, he will purchase cattle from a neighbour who will use the money to discharge his debts: the purchaser will in turn sell cattle when his needs can only be procured by means of cash. Under this process the total number of livestock in the area is not increased.

344. Many of the unmarried natives coming to the mines for a period of labour do so for the purpose of procuring cash for lobola which, in these days, their fathers are seldom, if ever, able wholly to provide; but the suggestion sometimes heard by the Commission that an increase of the native miners' wage will lead to an increase of polygamy is refuted not only by the evidence as to the amount of money necessary to supply the elementary needs of one family but by the population statistics. According to the 1936 census, the native population figures for the native areas of the Union including absentees were:—

Males .....	1,632,976
Females .....	1,776,809

an excess of females over males of 8.8 per cent., while in the Transkeian Territories, the figures, including absentees, were:—

Males .....	615,239
Females .....	645,201

an excess of females over males of 6.1 per cent. In Basutoland, the percentage of polygamists had, according to the census figures, dropped from 18.66 in 1911 to 11.3 in 1936. Apart from other strong influences towards monogamy, it is clear that the figures which have been quoted would not permit of the continuance of a general system of polygamy. Where polygamy still subsists, it is amongst the wealthier

portion of the population and not amongst those who come to the Witwatersrand for labour.

#### General Economic Considerations.

345. It is not within the province of this Commission to deal in detail with the possible effect upon the general economic situation within the Union of an improvement of the standard of living of the Union's vast Bantu population. But the reflection may here be permitted that the desirability of encouraging industries other than gold mining must, particularly in view of the possibility of a waning of that great primary industry, be the earnest concern of the statesman and the economist, and that, in the improvement of the social and economic conditions of the native races of South Africa is to be found the greatest hope in this connection. Herein, however, for the present, lies a dilemma of no little difficulty. South Africa's present economic life depends largely upon the continued success of the gold mining industry as the creator and maintainer of many fields of secondary industrial activity. Any reduction of the prosperity of the gold mining industry must inevitably have an adverse effect upon the secondary industries which are so largely dependent upon it. While, therefore, for the welfare of the whole State it is necessary that industrial development in directions other than gold mining should receive all possible encouragement, it is of great importance in the economic interests of the Union that the gold mining industry should, by the exercise of all reasonable means, be maintained and encouraged, and the life of the mines' prolonged.

346. The state of affairs in the native reserves has been dealt with at some length in Chapter VII, where the Commission has endeavoured to show that conditions have deteriorated to an alarming extent. These conditions demand drastic intervention on the part of the Government so that decline may be arrested and remedial measures introduced. This is demanded no less in the general economic interests of the Union than in the furtherance of the white man's trusteeship. The Commission is of opinion, therefore, that, along with measures to secure a fair wage for the mine labourer, every possible endeavour should be exerted to increase the present productive capacity of the reserves. While the Commission does not presume to offer advice on the ways and means to be adopted to this end, it is convinced that drastic changes in the present methods are necessary if improvement is to be effected.

347. In another twenty years' time, the population of the Reserves will have increased by 40 to 50 per cent., and unless some radical changes are effected in the existing system, the present day production from the Reserves will have decreased considerably. As these two factors, namely, increase in population and decrease of production, tend towards the same result, it is probable that in the years to come the gold mines then in existence will be forced further to increase native wages. Indeed it is highly probable that some few years hence there will be a large proportion of the native population of the Reserves for whom a subsidiary existence cannot be provided from the lands and who, therefore, must be diverted to industry which will be required to pay a full economic wage. From this position the gold mining industry could not hope to be exempt.\*

348. The general economic interests of the Union, then, demand that all reasonable means, consistent with other interests, should be exercised for the preservation and prolongation of the gold mining industry; that industrial development in other directions than gold mining should be actively encouraged; and that drastic measures should be adopted for the amelioration of conditions in the Native Reserves and the increasing of their productive capacity. It has been pointed out in paragraphs 211 and 244 that the continuance of the system of migrant native labour, upon which the gold mines are presently dependent for their prosperity, must be subject to the native labourer receiving a wage which, together with his Reserve income, should provide him with a decent livelihood for himself and his family. Apart, therefore, from the necessity for the improvement of the Reserves in the general scheme of the Union's economy and, in particular, for the promotion of the welfare of the native people, the amelioration of the condition of the Reserves is demanded in the interests of the gold mining industry.

#### XII. EFFECT OF PROPOSED INCREASED PAY FOR MINE NATIVES UPON OTHER INDUSTRIES AND UPON EUROPEAN AND NON-EUROPEAN EMPLOYMENT GENERALLY.

##### Farm Labour.

349. In paragraph 28 of its Report, the Native Farm Labour Committee, 1937-39, summarised the causes of the shortage of native farm labour. One of the causes enumerated was the economic inability of farmers to compete with the cash wages paid by industrial concerns, commerce, domestic service, the Government, the Provincial Administrations, the South African Railways and local government bodies. The Pietermaritzburg and District Agricultural Society complained in very general terms to the Commission of the interference with their supply of labour which resulted from recruiting for the gold mines, but by no other person or body was any similar objection raised.

\* See paragraphs 212 and 394.

350. Notwithstanding that very little evidence on this matter has been presented to the Commission, there is no reason to believe that the conditions in respect of the shortage of supply of farm labour have materially altered since the date of the Native Farm Labour Committee's Report. Nor can it be said to be unlikely that the increased attractions afforded by various industries throughout the Union through recent increases of wages for unskilled labour will still further tend to draw native workers away from the rural to the industrial centres. The gold mines of the Witwatersrand will not, in the opinion of the Commission, have any greater attraction in the future than they have had in the past in this connection, whether or not the increases of pay proposed by the Commission be put into effect.

#### *Natal Sugar Manufacturing Industry.*

351. In the sugar manufacturing industry in Natal, Wage Determination No. 98 of the 25th September, 1942, fixed for the labourers (other than certain types of female labourers) of eighteen years and over in the municipal area of Durban a wage of £1. 4s. per week for the period of one year from the date of coming into operation of the determination and £1. 7s. 8d. per week thereafter; for the Magisterial District of Hlabisa 16s. per week for the period of one year from the coming into operation of the determination and 18s. per week thereafter; and for all remaining areas in Natal £1. 1s. per week for the period of one year from the coming into operation of the determination and £1. 2s. 6d. per week thereafter. Where rations and lodging are provided, a deduction not exceeding 5s. per week may be made.

352. Having regard to these rates as compared with those of the Witwatersrand mine labourer as they would be increased by the adoption of the recommendations of this Commission, and in view of the proximity of the sugar area to its main source of native labour supply, it is not considered that the Commission's proposals will have any effect upon the successful recruitment of labour for the sugar manufacturing industry in Natal.

#### *Diamond Mining Industry.*

353. The commencing rate of pay under present conditions at such of the Kimberley mines as are working is 3s. 6d. per shift plus 6d. per shift cost of living allowance, the labourer providing his own food but receiving compound accommodation free. The basic wage rate is increased in accordance with the class of work upon which a native is engaged, but would not exceed 4s. per shift for a surface worker or 4s. 3d. per shift for an underground worker. The contractual period of service is four months, but the average duration of stay in the compounds is six months.

354. Although no recruiting organisation is in operation—natives presenting themselves voluntarily at the compound gates—a full complement of labour is available for present requirements, and no difficulty is anticipated in maintaining the requisite labour supply to meet present or future prospective demands. Nor is it considered that any improvement in rates of pay or conditions of service of native labourers on the Witwatersrand gold mines would have any adverse effect upon the labour supply required for the diamond mines, or affect that industry in any other way.

#### *Coal Mining Industry.*

355. The coal mining industry of the Union falls into two divisions—the collieries of the Transvaal and Orange Free State, and those of Natal. The principal collieries of the Transvaal and the Cornelia and Clydesdale (Coalbrook) collieries in the Orange Free State are members of the W.N.L.A. and are represented by the Collieries Committee of the Transvaal Chamber of Mines. The coal mines of Natal are practically all members of the Natal Coal owners' Society.

356. At the present time there are employed on surface work in the Transvaal and Orange Free State collieries some 6,000 native labourers, and underground some 15,000. On the Natal mines about 14,500 native labourers are employed in all, about 34 per cent. of these working on the surface and 66 per cent. working underground.

357. The constitution of the W.N.L.A. provides, *inter alia*, that not more than 52 per cent. of the native labour force for the Transvaal collieries shall be natives recruited from Portuguese East Africa. In order to assist these collieries in the great demands made upon them for war purposes, the W.N.L.A., on the instructions of the Chamber, has modified this provision with a view to increasing the proportion to 62 per cent. Until recently each Natal colliery had its own separate recruiting corporation, but some few months ago the Natal Coal Owners' Native Labour Association (Proprietary), Limited, was brought into existence, whose business it is to recruit collectively all labour required by the Natal collieries. In view of the present demand for increased shipments of coal arising from war conditions, neither the Transvaal nor Natal collieries have at present the full complement of native labourers capable of being employed.

358. There has been conscious effort, both on the Northern and Natal collieries, to assimilate rates of pay and service conditions for native labourers to those obtaining upon the gold mines of the Witwatersrand. In the Transvaal and Orange Free State, the minimum rate of pay prescribed for Portuguese natives is 1s. 8d. per shift on surface and

1s. 10d. per shift underground, with the minimum averages of 1s. 9d. and 2s. for surface and underground work, respectively. For Union and High Commission Territories natives there are no uniform minimum rates of pay, each mine having its own schedule, but the rates are not less favourable than those applicable to Portuguese Natives. On the Natal collieries the minimum pay per shift is 1s. 8d. on the surface and 1s. 10d. underground, the remuneration for task work varying according to the conditions at each colliery.

359. Save in respect of natives from Portuguese East Africa, in which case the proportion of recruits to be allocated to the Transvaal and Orange Free State collieries is fixed by agreement, the collieries both of the northern provinces and Natal may be said to be competitors with the Witwatersrand gold mines in the recruiting of native labour, the position in this respect being modified by the fact that the coal mines of the northern provinces are in the main represented by the Collieries Committee of the Transvaal Chamber of Mines. It would be reasonable to anticipate that the adoption of the recommendations of this Commission for the increase of the rates of remuneration of native labourers on the gold mines of the Witwatersrand would have a deterrent effect upon the recruiting of native labour for the collieries, with the probable result that ultimately the minimum rates of pay of the coal mining labourers would have to be increased.

#### *Gold Mining Industry Outside the Witwatersrand.*

360. The gold mining industry in the Barberton District may be taken as typical of the industry outside the Witwatersrand. The Barberton mines are entirely dependent on voluntary native labour. Natives from the neighbourhood, and particularly from Swaziland, are employed on short period monthly contracts enabling them to return to their homes and their peasant activities after having saved enough money to pay their taxes and provide other money requirements. Some bring their families to the mines to remain with them for the duration of their period of work, and these in the main are provided with married quarters.

361. The commencing rate of pay for ordinary work is 1s. 4d. per shift rising by 1d. per shift to 1s. 8d. and in special cases to 2s. Proximity to their homes is the factor which enables the mines of the Barberton area to meet their demands for native labour, notwithstanding the attraction of the higher rates of pay offered by the Witwatersrand mines. The balance of things in this respect would be likely to be upset to some extent by the increased rates of pay for labourers on the mines of the Witwatersrand which the Commission recommends. To what extent this additional inducement would outweigh the attraction afforded by work in the proximity of their homes cannot precisely be stated. It is possible that, in the event, the gold mining industry outside the Witwatersrand would find it necessary to meet the position by increasing their present rates of pay. Such increase would, in miniature, have in respect of those mines a like effect which increase in working costs and a corresponding increase in the pay limit would have upon the Witwatersrand mines. In some cases mines presently working on a small margin of profit might be compelled to close down.

#### *Mine Dump Industry.*

362. There is a small industry upon the Witwatersrand chiefly in the Magisterial Districts of Germiston, Krugersdorp, Roodepoort and Klerksdorp, engaged in the cyaniding of old mine dumps and tailings for the extraction therefrom of the gold left in them. Most of these dumps and tailings were treated in the early days of the Witwatersrand under processes not so perfected for the extraction of gold as those of more recent years. This industry presently employs approximately 20 Europeans and 400 non-Europeans, and some 350,000 tons of tailings were cyanided during the year 1942.

363. The wages given to natives employed on these dumps range from about 2s. to about 4s. 6d. per shift; the labourer supplies himself with food, and his housing accommodation is of varied character usually provided by the employer. The profits made are very small, and the life of this industry is, of course, short. The labour supply is obtained locally, and there is no recruiting organisation save that in some cases local recruiting agents might be applied to for men. It is not considered that the proposed increase of rates of wages to the labourers on the gold mines of the Witwatersrand would have any material effect upon this mine dump industry.

#### *Other Industries.*

364. Upon other industries than those specifically mentioned in the preceding paragraphs of the present chapter, the increasing of the rates of natives' wages on the Witwatersrand gold mines in the measure proposed, is unlikely to have any immediate effect. Speaking generally, the Wage Determinations and Industrial Council agreements have, in respect of many of those industries which are not by legislation excluded from their ambit, fixed rates of remuneration for unskilled labour considerably in excess of the rates which would be brought into force on the mines if the proposals of the Commission were adopted, and, in addition, in most cases the cost of living allowances, fixed by Proclamation No. 114 of 1943, are payable. As a consequence, so far from the mines providing any attraction which would interfere with the supply of labour for those industries, the converse

might be the result of such a policy, paid by the mine owners, conceivably within the

365. Any closing down of the Witwatersrand limit of pay are profitable upon se or with any results.

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#### XIII.—CONDIT

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might be the case if there should be a considerable develop- ment of such industries within the Union. The better wages paid by them would tend to a state of affairs which might conceivably interfere to some extent with the recruiting within the Union of native labour for the mines.

365. Any decrease of activity upon the gold mines of the Witwatersrand, due to the curtailment of operations by the closing down of certain mines and the placing beyond the limit of payability of bodies of low grade ore which at present are profitably worked, would be bound to have some repercussion upon secondary industries, but it is impossible to state, or with any confidence to forecast, the measure of such results.

*European and Native Employment Generally.*

366. In the foregoing sections of the present chapter— paragraphs 349 to 365—conclusions have been drawn on the question of the effect of the Commission's proposals as to the rates of wages of mine natives upon other industries, and it will have been gathered that, particularly from the point of view of those industries being able to procure an adequate supply of native labour to meet their demands, no harmful effects need be apprehended. The only industry directly affected would be the coal mining industry, and it is clear that an increase in the costs of producing coal would largely have to be borne by the consumers, of whom the gold mining industry, directly or indirectly, is the chief.

367. Those conclusions are, however, based on the assumption that the gold mining industry will, in the immediate future as in the past, by its distribution of wealth and its demand for supplies, continue the support which secondary industries presently derive from it under these conditions. Not only would the recruiting of native labour for the secondary industries not be adversely affected by the increased rate of pay for mine natives, but, with the assumption stated, the demand by them for such labour would not be diminished.

368. Nor would European labour in secondary industry be affected. The ratio of European to native labour in secondary industry is, and is likely to remain, fairly constant, and causes affecting the one inevitably affect the other.

369. In Chapter XI certain of the effects of the Commission's proposals of additional expenditure were discussed. If those effects are considered in their relation to the importance of the gold mining industry, a subject which has been discussed in Chapter II, it will be realised that it is impossible to forecast the effects upon European and native employment of a decline in the gold mining industry. Its estimate of the life of the mines conveyed in paragraph 151 of its Report—and referred to in paragraph 24 of this Report—led the Industrial and Agricultural Requirements Commission, 1941, to the conclusions given in paragraph 25 of this Report as to the capacity of industry to employ labour during the period of estimated future diminishing returns.

370. This estimate, it has been pointed out, was based on the price-cost relationship ruling at the time it was framed. New discoveries may possibly extend the life of the industry. Increased costs will undoubtedly tend to decrease it. While it appears to the Commission that a decline of the gold mining industry would have a serious effect on secondary industries, resulting in European and native unemployment, it is unable to forecast the measure of such a result. It can only repeat that every method whereby the working costs of the mines may be kept at the lowest possible figure should be explored to the fullest extent.

**XIII.—CONDITIONS OF EMPLOYMENT OTHER THAN CASH WAGES.**

*Hours of Work and the Shift Organisation.*

371. *Hours of Work.*—The ordinary shift upon the mines is, in terms of section nine (1) of the Mines and Works Act, 1911, eight hours in length and runs from various times of the early morning to corresponding times of the early afternoon. Where a compound is situated at any considerable distance from the shaft head, some time is occupied by the employee in proceeding to and from his work, and as will be shown when dealing with shift arrangements, considerable time is often taken up in the transporting of the labourers from the shaft head to the working levels and back again.

372. *Holidays.*—Christmas Day and Good Friday are paid holidays. The mine labourers work on every other day of the calendar year except Sundays.

373. *Shift Arrangements.*—Several native mine labourers giving evidence before the Commission have complained that time is unnecessarily wasted in waiting at the shaft heads in the mornings to be taken down the mine to their work and in waiting for the cages at the levels in the afternoons to be taken to the surface. Similar complaints as to delays in the transporting of the natives were made to the Native Grievances Inquiry Commissioner in 1913-14, and Mr. Buckle, dealing with the matter in paragraphs 53 to 64 of his report, suggested certain methods by which the delays might be shortened.

374. These delays must necessarily, to a considerable extent, continue, having regard to the work which must be done at the shafts and the limited capacity of the cages, but it should be possible to effect arrangements under which delays might considerably be shortened. That such delays constitute a real grievance to the workers is illustrated by the action taken by a number of native labourers on the Rand Leases

Mine at Roodepoort in September last, when they refused to enter the cage for their return to the surface because of the delay which had taken place in providing this transport. It appears that on Mondays the native workers served by that particular transport who finished their work from 1 p.m. onwards, had to wait for periods of some three and a half hours or less to be hoisted to the surface, this being occasioned through the winding gear being otherwise employed. On the occasion in question, the labourers, having waited till 4.30 p.m., had got into an angry mood and refused, and at 5.30 p.m. still refused, to enter the cages notwithstanding that blasting operations had started about 4 o'clock. The fact that, in taking this drastic action, the natives exposed themselves to a series of prosecutions in the Magistrate's Court, where they were sentenced for breaches of the Mining Regulations, has in no way minimised this grievance.

375. A system of what has been called "staggering" the shifts has been put into operation on some of the gold mines with a considerable measure of success. The object aimed at by this system is that natives should proceed to their work underground in batches in the chronological order required, there being a period of approximately half an hour between the batches, and should, as far as practicable, return to the surface in the same order. Under this system a batch of workers is not aroused from sleep at the compound until the time necessary to enable them to reach the shaft head at the hour fixed for their entry into the mine, and the periods of waiting on the bank for entry or at the levels on the conclusion of their work for haulage to the surface are largely curtailed. *All reasonable efforts should be made for the curtailment of these delays, and in the opinion of the Commission, the scheme of staggered shifts should, in this connection, receive the study and consideration of mine managements.*

*Remuneration Other than Cash Wages.*

*Rations.*

376. *The Food Scale.*—The scale of food rations for native labourers upon the Witwatersrand gold mines has been prescribed by Government Notice No. 1988 of 1911 as amended by Government Notices Nos. 37 of 1922, 326 and 1392 of 1937, issued under section twenty-three of the Native Labour Regulation Act, No. 15 of 1911, as amended. The Commission found that this scale, which provides in a few respects for alternatives at the discretion of the employer, is, in general, exceeded. The matter of the adequate feeding of the workers so as to provide them with a properly balanced diet and thus enable them to render efficient service, is one which receives the constant attention of the Mine Medical Officers' Association, of the Inspectors of the N.R.C. and of compound managers, and the Commission is satisfied that, while in a few matters of detail some attention is necessary, in general the feeding is adequate and satisfactory.

377. The matter of the quantity and quality of the food supplied by the mines to native labourers has frequently been the subject of inquiry. In 1914 the Native Grievances Commissioner, after dealing with various complaints, stated in paragraph 128 of his report, that, speaking generally, he did not think there was much to complain of in the food supplied to native labourers on the mines. In 1937 Mr. J. C. Abraham, the then Senior Provincial Commissioner of Nyasaland, in paragraph 35 of his report to his Government on the conditions of the Nyasaland natives in the Union, gave unqualified praise to the system of feeding natives on the mines. Similar approval has been notified to the Commission by several competent observers including representatives at Johannesburg of natives from the High Commission Territories and other areas outside the Union.

378. The fact that usually a native, at the end of his term of service, has improved in weight lends confirmation to these conclusions, though it must be borne in mind that the man from sub-tropical parts enjoys, while he is in Johannesburg, a more invigorating climate, and that Union natives from Reserves arrive for work upon the Witwatersrand somewhat under weight due to the conditions in the Reserves, a matter which has been considered in Chapter VII of this Report.

379. *Breakfast.*—The Commission has directed some attention to the quantity and quality of the morning meal as served upon some mines. It is obviously necessary that a native mineworker proceeding to his work in the very early morning should have a good meal which should include a hot sustaining drink, since he will be hard at work for some eight hours and during that period will have no other food. On most mines the meal provided consists of lambalaza—a warm, semi-liquid and unsweetened porridge—bread, and coffee with sugar. The Commission found that upon one mine the coffee and sugar ration was not being supplied, but this has now been rectified. Experiments made with a view to improving the quality of this meal have not been successful: For instance, on one group of mines, sausages were for a time issued in the early morning, but they were not popular. No scheme for providing food underground during the course of the day has been found practicable, nor does it appear that there is any general desire on the part of the natives that they should receive food while underground. On a few mines, in addition to the lambalaza and bread, the men may, if they wish, have some meat and vegetable stew. There have been complaints as to the quality and quantity of the bread issued. As to the quality the complaints are unfounded: as to the quantity the Commission recommends consideration

by the Chamber and its advisers of the question whether the size of the 5 oz. loaf issued to the labourers is altogether satisfactory and whether a slightly larger loaf should be issued. In some cases it has been alleged that the number of loaves provided has not been sufficient to enable every labourer to have one, and that consequently late-comers have had to go to work without a bread ration, but no confirmation has been found of this statement. The Commission is of opinion that constant care should be taken by compound managers to assure themselves that every man is provided in the early morning with a good meal including a loaf of bread.

380. *Dinner.*—The principal meal of the day is provided from the early afternoon onwards to coincide with the return of the labourers from their shifts. It consists ordinarily of hot, hard (i.e. non-liquid) mealie meal porridge, beans or mealies, and a meat and vegetable stew. By the use of different ingredients or condiments, endeavour is made in many cases to vary the stew, and on some mines an alternative of stewed fish is frequently provided. Many of the pots of food have been seen by the Commission in the process of cooking or serving: the food has been of wholesome and substantial character. In one or two exceptional cases the stew assumed more the character of soup which, while wholesome, was less satisfying.

381. In the vast majority of cases the portions given to each labourer, as he passes along through the compound kitchen, is liberal and such as to satisfy a big appetite. In one or two exceptional cases the Commission was not so favourably impressed, and felt that more liberal helpings were desirable. In general the complaints made as to insufficiency of food have been disproved, but at the same time the Commission has been unable to accept assurances frequently given by the compound officials that second helpings may always be obtained. A labourer, at his entry into the kitchen, must almost invariably produce his ticket and have it stamped. While the main purpose of this is not to curb appetite but to prevent waste, it operates to prevent a man from making an unauthorised second entry into the kitchen, and, in the case of some men with abnormal appetites, leads to a genuine feeling of grievance. On some mines there is no stamping of tickets at meal-times and no restriction whatever as to the number of helpings of food a labourer may have, and the general experience of those mines is that the amount of food distributed is not more than that given out and consumed under the system of restricted issues. Probably, if the limitation on other mines were also removed, their experience would be the same: *certainly in those very exceptional cases in which the Commission has not been favourably impressed by the quantity of the food given out, there should be no such limitation.*

382. Raw meat is issued twice or thrice weekly to compound rooms in quantity sufficient to enable each occupant to have three pounds weight per week. This they cook themselves in the compounds. On many mines peanuts, and on some mines oranges, when in season, are issued.

383. *Beverages.*—On all the mines a practically unlimited quantity of marewu is procurable at all times, and two pints of kaffir beer per man are issued thrice weekly.

384. *Complaints as to Food.*—Various complaints have been received from mine labourers on the subject of their feeding. Upon a few mines it has been complained that the food is insufficient in quantity; upon many it has been alleged that the food is unpalatable because it is prepared in a way which is distasteful to the native; and in a few cases men have alleged that the food is not hygienically prepared or cleanly served.

385. The matter of the quantity of food supplied has already been dealt with in the immediately preceding paragraphs. Complaints as to the quality of the food have usually been addressed to the matter of its mixture.

The native at home is not accustomed to mixing any foods. Each article is cooked separately, and vegetables cooked with meat as stew is a form of diet unknown to him. Were the vegetables for the stew issued on the mines not chopped up or shredded, he would probably remove them from his food, neither relishing their taste nor appreciating their nutritive value. Potatoes are often added to the stew unpeeled though washed, and in this practice many men have found subject for complaint, regarding it as unclean. The Commission has been unable to find any ground for complaint as to the manner of preparation or the mixture of the stew, and is of the belief that this is the only form in which many natives can be induced to partake of vegetables. Care is taken in all the kitchens that the vegetables are not overcooked and thus lose their vitamin value. As a rule the compound kitchens are models of hygiene and cleanliness, and the organisation for the preparation, cooking and serving of the food is most commendable. While there are variations in the matter of the clothing and of the cleanliness of the cooks employed, some being models in this respect while the attire of others could hardly be said to attract favourable attention, the Commission has found no reasonable ground for the complaints made in this regard.

386. It is satisfactory to note that the Mine Medical Officers' Association has the matter of the feeding of the natives, and particularly the matter of the morning meal, under constant consideration. This, with conferences between the inspectors of the recruiting corporations and the compound managers and the surveillance of the inspectors of native

labour, should ensure constant and vigilant attention to the quantity and quality of the food, the elimination of variation of treatment in this respect on different mines, and the levelling up of all mines to the standard of feeding which has been devised on those mines on which the best has so far been attained.

387. *Undesirability of Natives Providing Own Food.*—Some requests were made by native witnesses that the native workers should receive a money allowance in lieu of rations and be permitted to provide and cook their food themselves. These requests were for the most part based on the alleged dislike of the food provided, but in the opinion of the Commission were due more to a desire for extra cash and a belief that a money allowance in lieu of rations would be more profitable to the workers. It is understood that the authorities of the municipal compound, within the Johannesburg municipality have recently conceded similar requests, and will consequently cease to deduct the 3s. per week per man which, under the relative wage determination, may be deducted for this purpose. On the Kimberley diamond mines the compound natives purchase food from the mine shops and cook it themselves.

388. The Commission is of opinion that if this request were conceded it would lead to great difficulties for the vast majority of the native mine labourers. In so far as the procuring of supplies is concerned, they are in a far less favourable position than the natives of the Kimberley mines or those of the Johannesburg municipal compound, in many cases the mine compound being far removed from shops where adequate food supplies can be obtained. A more serious consideration is that the natives would certainly not provide themselves with the efficient and well-balanced diet which they presently enjoy and which enables them, while performing hard work, to keep in good physical condition and in most cases to increase their weight. In general, little or no attention would be paid by the native labourer to the vitamin content of what he eats or its nutritious value; certainly he would fail to provide himself with the vegetable foods necessary to keep him in fit physical condition; and whether in the early morning, or in the evening after a hard day's work, he would be little disposed to employ himself in the task of procuring and cooking a proper meal. Moreover, it is certain that he could not provide himself with an efficient diet at so cheap a cost as is provided by the mines from their bulk purchases. In 1932 (*vide* paragraph 820 of the Report of the Native Economic Commission, 1930-32) the cost of feeding the natives of the Witwatersrand gold mines was 3-85d. per shift worked: in 1939 the cost per shift had increased to 5-28d. It is computed by the Chamber that the value to the native of the food provided, i.e. the amount which it would cost him if he purchased it at the rates at present prevailing in a Johannesburg municipal location, would be ls. 5-8d. per day. Major Cooke, of the Governor-General's National War Fund and formerly Director of Native Labour, stated that the Fund's Committee concerned with assistance to natives, assesses it at ls. 5d. per day. Whatever the actual cost to the native might be of the food presently supplied him, it is obvious that, even if he supplied himself with food below the standard of that he presently receives, he would monetarily be considerably worse off unless his wage were raised by the amount of such cost or by some figure closely approaching it.

#### *Housing Accommodation and the Compound System.*

389. *Married Quarters.*—Married clerks and indunas are, ordinarily, provided rent free with living accommodation upon the mine property which usually consists of a brick house with living room, bedroom and kitchen, and with lavatory accommodation in the immediate vicinity. The Commission has seen many of these quarters, and has invariably found them clean, well-cared for and nicely furnished. The occupants are the educated type of native who actually, though not nominally, are permanent employees.

390. *Visiting Wives.*—Representations were made to the Commission by the witnesses representative of the High Commission Territories in favour of the wives of the labourers being permitted to visit them for a limited period during their service on the mines. This could never be done unless satisfactory accommodation for the women could be provided upon the mining properties, for even if they could obtain accommodation in a neighbouring urban location, that course would be undesirable. A considerable number of women, mostly Basuto, who have come to the Witwatersrand to be for a time with their husbands working upon the mines, have fallen victims to the temptation of becoming permanent residents in the urban locations and earning money by brewing and selling liquor and other undesirable practices. A few native witnesses appearing before the Commission favoured a scheme of visiting wives provided they could be accommodated on the mining properties, but in the great majority of cases the opposite view was taken, the men pointing to the undesirability of their women leaving their children and abandoning their home duties, and to the risk of exposing them to the temptations of the Witwatersrand. By the mines the objections to the proposal were based upon the practical difficulty of providing the necessary accommodation, the difficulty of ensuring the return of the women to their homes, and the expenditure which the labourer would have to incur in providing for railway fares.

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392. *Extension* 212 and 347 of the ever-increased reserves, and the extension that ultimately under which in the next year, the peasant exclusively to his

393. It is contended that a mine labourer's work should be continued, remain results from the supplementary mines were success wage which would family permanent watersrand, the industry would be series of years but or figures closely mines of the Wit they could no longer remainder would of ore otherwise of payability. A difficulty that of if the necessary great housing scheme justified the expenditure to find sufficient a mine labourer his work.

394. The Commission political phase of grave difficulty of which has been its concern here as it affects labour however, be partition of all such schemes for the rehabilitation of the conditions of the which it is impossible it seems that such it to industry. people will, it neighbourhood of semi-urban character clear that the situation of the Union work of the excess in such scheme were gold mines would to take such mine industry to the enforcement.

395. *The Commission.* A some extent accommodation in design and that, in general, the present regulations No. 482 of 1932, they are efficient sympathetic towards the inhabitants. expressed by witnesses receive in it evident have been put separate room equipping of services Nor can any practical of the present system cent of whom, it

396. The Commission condition of the constant attention as well as other devernization occupants is a effective as is present

397. *Sleeping* usually 16 to 20 oldest compounds. In the great majority concrete berths, tions, this substance kept clean and

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391. The Commission is of opinion that the visiting wives scheme is not one which it is practical to adopt and that, if adopted, the results would not be commensurate with the expense and difficulty which would be involved.

392. *Extension of Housing upon Mines.*—In paragraphs 212 and 347 of this Report, the question of the disposal of the ever-increasing surplus of natives in the reserves has been referred to. Most of those witnesses who had given any thought to the subject suggested that the remedy lies in the drafting from the reserves to permanent residence in the industrial areas of such persons as cannot, with advantage to themselves, remain as peasants within the reserves, and this has usually been accompanied by a suggestion that ultimately the peasant system of migrant labour under which in one year a Native is a peasant in the reserves and in the next a worker at some industrial centre must cease, the peasant and the industrialist each devoting himself exclusively to his one proper vocation.

393. It is contended by the mines that the mining industry has been built up upon, and must, if it is profitably to continue, remain dependent upon the cheap labour which results from the employment of men who have in the reserves a supplementary means of subsistence. Certainly, if the mines were suddenly compelled to pay for unskilled labour a wage which would be adequate for a native living with his family permanently in or in the neighbourhood of the Witwatersrand, the dislocating effect upon the gold mining industry would be catastrophic, seeing that it has over a long series of years been based upon present rates of native wages or figures closely approximating them. Probably half the mines of the Witwatersrand would have to close down since they could no longer work at a profit, and the lives of the remainder would be seriously curtailed since vast quantities of ore otherwise payable would be placed beyond the limit of payability. Apart from this, there exists the substantial difficulty that on many mines of the Witwatersrand, even if the necessary capital were available for the provision of great housing schemes and the prospective life of the mine justified the expenditure, it would be practically impossible to find sufficient land suitable therefor, bearing in mind that a mine labourer must be housed in the near neighbourhood of his work.

394. The Commission is not directly concerned with any political phase of this problem, nor with the solving of the grave difficulty of the deterioration of the reserves, a matter which has been dwelt upon in Chapter VII of this Report; its concern here is merely to deal with the situation in so far as it affects labour for the Witwatersrand gold mines. It may however, be permitted to remark that where, after the adoption of all such steps as may be found necessary and expedient for the rehabilitation of the agricultural and pastoral conditions of the reserves, an excess of population is found which it is impossible or impracticable to place in agriculture, it seems that such excess can only be dealt with by drafting it to industry. Industries which might absorb some of the people will, it may be hoped, be developed in, or in the neighbourhood of, the reserves, where native settlements of semi-urban character might be established; but it seems clear that the situation might demand, and that the economy of the Union would well be served by, the absorption of some of the excess into established industries elsewhere. If any such scheme were ultimately adopted, the Witwatersrand gold mines would probably be asked to participate in it and to take such measures as might be feasible to adapt the industry to the economic use of a partly settled native labour force.

395. *The Compound System.*—The housing conditions of the mine compounds have received the close attention of the Commission. Although the types of compounds differ to some extent according to their age, the newer being superior in design and arrangement to the older, it has been found that, in general, conditions are hygienic, in accordance with the present regulations published under Government Notice No. 482 of 1932, and in other respects satisfactory, and that they are efficiently managed by men of experience and with sympathetic consideration for the welfare and comfort of the inhabitants. Condemnation of the system has been expressed by well-disposed associations or persons who perceive in it evidence of slavery or degradation, and suggestions have been put forward varying from the provision of a separate room for each occupant to the building and equipping of service flats. No such scheme is practicable. Nor can any practical steps be taken for the radical alteration of the present system of housing the labourers, some 45 per cent of whom, it must be remembered, are unmarried.

396. The Commission has noted with satisfaction that the condition of the compounds is a matter which receives the constant attention of the Mine Medical Officer's Association as well as other responsible officials. The disinfection and de-germinalization of the quarters and of the belongings of the occupants is a continuous process and appears to be as effective as is practicable.

397. *Sleeping Accommodation.*—In the newest compounds usually 16 to 20 men are accommodated in one room; in the oldest compounds there are as many as 40 occupants to a room. In the great majority of cases the sleeping places consist of concrete berths, divided from each other by concrete partitions, this substance being used because it is the most easily kept clean and free from vermin. This type of berth is hard

and, according to European standards, affords little opportunity for comfort, but a more serious objection is that it is cold. In one of the newest compounds the base of the bunk consists of movable wooden flooring of three-ply wood in one piece, so manufactured and painted that it seems to permit of no interstices where vermin might find haven. On one of the Natal coal mines the Commission was favourably impressed with a double-decker steel bed with stout wire netting taking the place of the ordinary spring mattress, but the manager stated that the natives did not favour this type of sleeping accommodation, which indeed demands more bedding than the bunk with a solid base, and can hardly be said to comply with the requirements laid down by regulation. In two or three of the oldest Rand compounds the Commission found that the beds had to be made up on a long, undivided platform consisting in some cases only of concrete and in at least one case of well-worn movable boarding. This type of sleeping accommodation impressed the Commission most unfavourably, and it is understood that steps have been or are being, taken for its replacement by more up-to-date conditions.

398. Mine managements are alive to the necessity for improving the sleeping quarters in compounds but are frequently limited by circumstances. From a mine nearing the end of its working life it would obviously be unreasonable to demand the provision of large sums of money for extensive alterations. But there should be constant striving for the replacement of the older by the newest conditions, and the Commission feels that experiments for improving the type of bed, e.g. by the mixing with concrete of some material which would produce a composition liable to give the occupant more warmth, should be undertaken. A considerable measure of comfort would be added if a layer of some suitable material, such as cocoanut matting treated with an effective insecticide, were provided for each bunk. The representatives of the Mine Medical Officers' Association were in agreement with this, but under present war conditions it is not possible to procure such material.

399. *Segregation of Tribes in Compound Rooms.*—Practically all the compound managers have found it desirable as far as possible, not to mix different tribes in the same room, and the great body of native opinion favours this view. Some well-disposed and thoughtful witnesses, including a few natives, considered that friendliness between the tribes would be encouraged by their being housed in the same sleeping quarters. The Commission is, however, convinced that peace within the compounds would be better preserved by the retention of the present system.

#### *Recreation and Instruction.*

400. The Commission has found, on all the Chamber mines it has visited, that careful consideration has been given by mine managements and compound managers to the matter of providing amenities for the physical recreation of the labourers. In most cases open air tribal dancing floors are maintained and dancing contests encouraged; on many mines facilities exist for football, tennis and similar games; and in several games inter-mine contests are arranged. All this serves to provide outlets for physical energy which in the natives' tribal state, often finds expression in more undesirable manner.

401. The provision of facilities for mental recreation is, it may readily be understood, a matter of greater difficulty. On some mines recreation halls have been provided for the natives where indoor games, writing, evening school classes and other similar activities are pursued. In most compounds there are loud speakers, and cinema and radio entertainment is frequently given. Wherever practicable, the example set by these mines should be followed, but the provision of the necessary capital involved must, of course, depend in each case upon the financial position of a mine, its period of life and other circumstances, and it is not possible to say more than that the provision of facilities for mental recreation should, wherever practicable, be extended.

402. The Transvaal African Teachers' Association represented to the Commission that upon many mines there was an absence of schooling facilities for resident children, and that if the necessary buildings and equipment could be provided by the mines, the appointment and payment of teachers, which would be the concern of the Department of Education, would automatically follow. By other witnesses it was represented that better facilities should be provided by the mines for adult elementary education. Here again, no more can be said than that the matter should receive the careful and sympathetic consideration of mine managements.

403. On many mines there is provided on the surface a model stope, in some cases on full and in others on reduced scale, at which newcomers receive instruction in mining methods, particularly the protection of life and limb, before they are sent underground. There is further in operation on many mines a commendable scheme for the instruction and training of boss boys, which is usually undertaken by the underground native supervisor or a mine overseer or shift boss.

404. On practically all the mines facilities exist for instruction in First Aid. Boss boys are required, and all labourers are encouraged, to take the course. The passing of the test and the consequent acquisition of a First Aid badge is followed by a First Aid allowance of 5s. per ticket of thirty shifts.

### Hospitals and Medical Attention.

405. It will have been gathered from what has been said in Chapter III of this Report when the subject of recruiting was dealt with, that great care is exercised by the mines that no native physically unfit for the strain of mine labour is employed on the Witwatersrand mines. Before he is sent forward from his home area, there is a medical examination; upon his arrival at Johannesburg a further examination of very careful and exhaustive character is conducted by the medical officers of the recruiting corporation, which includes in suspicious cases, efficient X-ray examination; upon his arrival at the mine to which he is allotted, there is a further examination by the mine's own medical officer. Under these conditions, it is practically impossible for a native to be admitted to mine employment who is not physically sound. The exhaustive nature of the examination at the W.N.L.A. compound in Johannesburg has led to some complaints being put forward by some witnesses, but in these no substance whatever has been found.

406. On all the mines visited by the Commission, dressing stations were found in charge of competently trained attendants whose duty it is to attend to such minor matters as cuts and abrasions. Every man on return from his shift is examined before admission into the compound with a view to the detection of any skin abrasions or similar hurts, and if any such are found, he is sent to the dressing room where the injury is treated with a view to avoiding any possible septic complication.

407. There are forty-three native hospitals on the Witwatersrand gold mines, which are large or small according to the numbers of men they are designed to accommodate, and are, for the most part, under the charge of a resident physician. Many of these hospitals, including that attached to the W.N.L.A. compound at Johannesburg, have been visited by the Commission, and they have, in general, been found, in the matter of accommodation, equipment and staff, to be of high standard and to be meeting in every respect the purpose which they are designed to fulfil. In this the conclusions of the Commission are in entire accord with the testimony of a number of officials and other persons interested in the welfare of the natives who have visited the hospitals and investigated the position. No full investigation of these institutions could be undertaken, but the Commission has had access to exhaustive reports recently submitted by inspectors of mines, who were required in all areas to undertake an inspection of the hospitals and their administration. These reports confirm the favourable impression which the Commission, as a result of its own enquiries and inspections, obtained of the hospitals and their administration.

408. Defects pointed out by the inspectors have, in general been of minor character and have been remedied by the authorities concerned; major defects found to exist in two or three cases are receiving attention. In a ward of one hospital inspected by the Commission, it was found that the beds were fitted with wooden headrests instead of the comfortable pillows used in all other cases seen. While it may be wrong to measure the comfort of the native by European standards, and admitting that the wooden headrest is that to which the native in his own tribal state is accustomed, the Commission is of opinion that in native hospitals the European type of pillow should always be supplied.

409. Complaints by native witnesses as to treatment in the mine hospitals have been rare, and while perhaps sincerely put forward, have been found to be without foundation. The witness who complained that the electric battery was applied by the medical officer on one of the mines merely for the detection and punishment of malingers, might have been genuinely of that opinion, but, as was to be expected, such a suggestion was completely refuted by the very sincere and efficient medical officer in charge of the particular institution.

410. Where a native patient may, with benefit to himself, during his convalescence be employed on light labour, such labour is given him, and he is remunerated at the rate of 1s. 6d. per diem. Each day spent by a patient in hospital is reckoned as a shift for the purpose of his contract, but it is not paid for. Representations have been made in favour of the men in these circumstances being granted sick-leave with pay, but having regard to the fact that the patient receives free hospital and medical treatment, the Commission is unable to support this application. Where a worker is in hospital in consequence of any occurrence which entitles him relief under the Workmen's Compensation Act No. 30 of 1941, he receives after fourteen days' detention in addition to any compensation for permanent disablement to which he may be entitled, periodical payments at the rate laid down in the Act.

### XIV.—MISCELLANEOUS

#### Deferment and Allotment of Pay.

411. *Deferment and Allotment.*—The mine labourer from the Union High Commission Territory, though not compelled, is encouraged to defer a portion of his pay. The amount deferred is put aside for him and, with any other sums saved by him and deposited with the compound manager, forms a fund to his credit upon which he can draw at any time, or which he may decide to receive through the N.R.C. upon his arrival at his home after the completion of his contract.

412. Under the agreement with the Portuguese Government there is a compulsory deferment of pay, the relative provision requiring that after the first nine months (two hundred and

thirty-four shifts worked) and during any period or periods of re-engagement, one half of the rate of pay shall be detained from the earnings of Portuguese natives and shall be paid to the natives in Mozambique on their return. In the case of Nyasaland natives, under the Governor's permit to the W.N.L.A. to engage natives for work outside the Protectorate, after having worked 104 shifts and during any period or periods of re-engagement, pay at the rate of 7d. per shift worked must be detained from the wages of the natives and paid to them on their return to Nyasaland. Very similar conditions apply to natives from Rhodesia.

413. Considerable and increasing advantage has been taken by the Union and High Commission Territories natives of the system of voluntary deferment. The amounts paid to these workers at their homes amount annually to about £750,000. No statistics are available as to the amounts, whether from pay deferred or otherwise sent to their homes by the labourers, such remittances often take place through compound managers and the N.R.C. but more frequently through the agency of the Post Office. The percentages of the labourers, whether contracted or A.V.S. natives, from particular areas, who have taken advantage of the system of deferred pay, are as follows: Cape Province, 44 per cent.; Transvaal, 55 per cent.; Natal and Zululand, 11 per cent.; Basutoland, 74 per cent.; Bechuanaland, 95 per cent.; Swaziland, 56 per cent., giving an average over all these areas of 49 per cent.

414. The advantages to the labourers of pay deferment are obvious. The temptation to spend money on the Witwatersrand on unnecessary articles is removed or diminished, the risk to the worker of carrying money upon his person or sending it by means of another to his family is excluded and a sum is available for him at his home on his return. The authorities of the High Commission Territories have urged that, in the case of Natives from those territories, deferment of one third of the earnings should be compulsory and combined with an allotment system under which an amount of a further one-third should be remitted to the labourer's family from time to time. The advantages anticipated from this course comprise not only those already enumerated but that money would be spent in the Territories which otherwise might be dissipated on the Witwatersrand. The success of the military allotment scheme is, in this connection, pointed to, under which a native private in the army can secure for his dependants a cost of living allowance, providing he allots a sum approximating two-thirds of his monthly pay to them. A few of the native witnesses who have appeared before the Commission have favoured such a scheme of compulsory allotment and deferment, but the great majority of native witnesses objected to any such measure of compulsion.

415. *The Commission feels that so serious an interference with liberty as compulsory allotment or deferment of pay would entail would hardly be warranted and would be resented by a considerable proportion of the workers. At the same time, having regard to the many cases in which a native mineworker upon the Witwatersrand neglects to remit money to his home for the support of his family, it is of opinion that every effort should be made to encourage a system of remittances and deferment. Special steps should be taken by an N.R.C. officer, when recruiting a native, to ascertain the number and position of the recruit's dependants; he should then advise the attesting officer of the information obtained, who should endeavour to induce the recruit to sign an undertaking which would enable the company which employs him to remit portion of his pay periodically to his dependants, and, where the amount of the balance of pay warrants it, to defer a portion. Efforts should be made by Native Affairs officials, recruiting officers and trader-recruiters to disseminate, by all practical means, information as to the benefits to be derived by the recruit and his dependants from the allotting and deferring of portion of his pay, and special endeavour should in this connection be directed to such information reaching the native women of a recruiting area.*

416. The Commission observes that this question received the consideration of the Departmental Committee appointed in 1935 to enquire into and report upon certain questions relating to native labour in Zululand, the Transkeian Territories and the Ciskei. That Committee, *vide* paragraphs 100 *et seq.* of its Report, was not prepared to support the advocates of compulsion but recommended that every legitimate means should be employed to induce natives to make use of the system. The N.R.C. was to be requested to issue instructions to its officers to explain the advantages of the system to each recruit, and preference was to be given to those recruits who agree to defer portions of their pay. The lastmentioned recommendation would certainly be an effective means of inducing natives to agree to defer pay at any time when the supply of native labour should exceed the demand.

417. A small percentage of deferred pay remains unclaimed. The total amount under this head since 1918 has been £29,000. After the lapse of two years, unclaimed moneys are paid over to the Director of Native Labour, and the Native Affairs Department endeavours to trace the owners or, in the case of death, their dependants so that payment can be made.

418. *Deferred Pay Interest Fund.*—A certain amount of the deferred pay is retained by the Native Recruiting Corporation to meet immediate demands. The amount presently in hand for this purpose is about £6,600. The balance is paid over to a Board, styled the Deferred Pay Interest Board of Control, which consists of three Government nominees, the

Director of the Treasury, three representatives of the Board of Commissioners, and one per cent. of the balance of the current Public Debt made up of and re-invested in the investment at present a substitutes the

419. The Board is in consultation with the portion of the whole deferred Fund. This which includes £1,545.6s. for clerical and clerks employed have increased items included £1,000 for b £200 for sta

420. The consideration of the moneys in and the transfer of the institutions in the native thoroughly in a priation; an subject to the The purpose to be benefited accounts, an endeavours to numbers of pay has conti scheme in 19 £147,535, app being interest expenses, ha institutions w tutations, show in Appendix deferred pay fund are au statements of of Native Aff

421. From the moneys of being appropriate the pockets of and such comp not indeed by in the general were received tories General Council, the Friends of Afri representative Cou report of a d to the effect receiving pers the investment (2) that with direct benefit natives should The whole po Mr. E. W. L Witwatersrand Barrett, then former Chairm the adoption seconded by C appreciation of pay interest fu the Council ha that steps wo Council a state enable them t from evidence amongst those the feeling st earned the int fund are moral directly.

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pay deferment are on the Witwatersrand diminished, the person his person or family is excluded from his return. Territories have urged compulsory and compulsory and compulsory an amount of a labourer's family is deducted from this unmerited but that which otherwise. The success of connection, pointed out, may secure for providing he allots monthly pay to them. appeared before the compulsory allotment of native withdrawal.

us an interference with the deferred pay would be resented. At the same time which a native is to remit money is of opinion that a system of remittance should be taken by an agent to ascertain the information obtained, to sign an undertaking which employs him to his dependants, by warrants it, to by Native Affairs officers to disseminate the benefits to the natives from the special endeavours such information area.

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tain amount of Recruiting Corporation presently. The balance is by Interest Board nominees, the

Director of Native Labour (Chairman), the Chief Accountant of the Treasury and the Registrar of Mining Titles, and three representatives of the Native Recruiting Corporation. The Board invests this amount at call with the Public Debt Commissioners, who pay interest thereon at 14 per cent. per annum. In addition, the Board receives for investment 85 per cent. of all moneys deposited by native labourers for safekeeping at the compound offices of the various mines. The balance of 15 per cent. is retained by the mines to meet current withdrawals. The total sum at deposit with the Public Debt Commissioners at June, 1943, was £561,000, made up of deferred pay £308,000, native deposits £233,000 and re-invested interest £20,000. The interest received from the investments with the Public Debt Commissioners, which at present amounts to approximately £9,800 per annum, constitutes the Deferred Pay Interest Fund.

419. The work of the members of the Deferred Pay Interest Board is honorary, and no expenditure is incurred in connection with the administration of the Fund, but the greater portion of the expenditure involved in administering the Fund. This expenditure amounts annually to about £3,000 which includes a fixed charge of £128. 15s. 6d. per month, or £1,545. 6s. per annum, debited by the N.R.C. to the Fund for clerical assistance, although the salaries of the additional clerks employed by that body for the purposes of the scheme have increased considerably since that charge was fixed. Other items included in the annual expenditure of £3,000 are £1,000 for bank charges, £300 for postage and telegrams, and £200 for stationery and printing.

420. The Board meets about four times annually for the consideration of the matter of the disposal of the balance of the moneys in the Fund after the payment of current expenses and the transaction of any other business. In the main the institutions benefited are hospitals and medical missions in the native areas; the merits of all applications are thoroughly investigated before the Board votes any appropriation; and all grants recommended by the Board are subject to the approval of the Minister of Native Affairs. The purpose and administration of the institution proposed to be benefited, including its last published reports and accounts, are considered, and, in general, the Board endeavours to allocate funds to an area in proportion to the numbers of native mine labourers from that area whose pay has contributed to the Fund. Since the inception of the scheme in 1918 and up to April, 1943, a total amount of £147,535, approximately an average of £6,000 per annum, being interest earned on investments after deduction of expenses, had been distributed by the Board to various institutions working for native benefit. A list of these institutions, showing the total amount paid to each, is given in Appendix M to this Report. The books, both of the deferred pay deposit account and of the deferred pay interest fund are audited annually by independent auditors, and statements of account are then submitted to the Department of Native Affairs.

421. From time to time complaints have been voiced that the moneys of the deferred pay interest account, instead of being appropriated by a Board to institutions, should go into the pockets of the men whose money has earned the interest, and such complaints have been made before the Commission—not indeed by the labourers themselves but by bodies working in the general native interests. Representations to this effect were received from delegates of the United Transkeian Territories General Council and the Natives' Representative Council, the Institute of Race Relations and the Society of Friends of Africa. In the proceedings of the Natives' Representative Council held at Pretoria in 1940 will be found the report of a debate upon motions introduced by councillors to the effect (1) that the possibility of each mineworker receiving personally his share of the income derived from the investment of the deferred pay fund be investigated and (2) that with a view to ensuring that the money goes to the direct benefit of the people who earned it, native representatives should be included in the personnel of the Board. The whole position was fully explained to the Council by Mr. E. W. Lowe, then Chief Native Commissioner of the Witwatersrand and Chairman of the Board, and Mr. A. L. Barrett, then Chief Native Commissioner of the Cape and a former Chairman of the Board. The debate concluded with the adoption of a motion proposed by Mr. Barrett and seconded by Councillor Dr. Dube that the Council record its appreciation of the skilful administration of the deferred pay interest fund, and with a statement by the Chairman that the Council had taken a very sensible view of the matter and that steps would be taken in future to place before the Council a statement of the affairs of the Board, which would enable them to clear up the atmosphere of suspicion. But from evidence given to the Commission it is clear that, amongst those who have interested themselves in this matter, the feeling still persists that the men whose money has earned the interest which forms the deferred pay interest fund are morally if not legally entitled to receive that interest directly.

422. It may here be remarked that much of the suspicion and feeling in respect of the deferred pay interest fund has arisen from fantastic statements, made in all seriousness, that millions of money have accrued in interest to this Fund. Thus it was stated on the 1st March last to the Select Committee of the House of Assembly on Soldiers' pay and Allow-

ances by one of its members—page 246 of the Committee's minutes of evidence:—

“ . . . it is estimated that during the period that deferred pay has been in operation on the gold mines of the Witwatersrand, approximately £3,000,000 has accrued interest on the deferred pay that has been invested.”; and this member warned the Committee “ not to recommend a system of deferred pay such as exists on the mines today.” The amount which, in truth, has accrued in interest to the Fund since its inception in 1918 to the 30th April, 1943, was £229,901. 16s.

423. Similar gravely inaccurate statements have been made before this Commission. Such mis-statements have led to serious enquiry on the part of people thus misinformed as to what has become of the missing millions.

424. Further, the impression, which seems to have been received by some persons, that the Chamber of Mines has sought to receive the credit for the distribution as *ex gratia* gifts by itself of the benefits which have emanated from the Fund and been given by the Board has added to the suspicion. The Commission finds that no ground whatever exists for such an impression, and that only benefits actually emanating from the Chamber have been so demarcated.

425. The institution and working of a scheme which would ensure to each worker who defers a portion of his pay such interest as might be due upon that portion, and which would range from a few pence to 2s. would entail a vast amount of bookkeeping and clerical work which the mines could not fairly be required, and indeed would not be willing, to undertake. The Post Office Savings Bank might provide an alternative scheme whereby the interest on each man's deferred pay would accrue to him, but under such a scheme even though the Post Office authorities were prepared to afford facilities on each mine for deposits, the native worker would be deprived of many facilities in connection with his deferred pay which he now enjoys. He could not, so easily and readily as is now possible, draw from his savings for urgent purposes, or without charge remit money to his home; nor would he, on arrival at his home, be able to secure payment of his deferred money without going through the procedure necessary to ensure the payment, which would not necessarily be made as at present at a place and time most convenient to him but only at the nearest Post Office Savings Bank office or agency. The interest received would be at the rate of 2½ per cent. calculated on such sums as had remained deposited for a whole calendar month and would probably amount to very little.

426. It seems to the Commission that, for the present, the continuance of the deferred pay interest fund would be in the best interests of the Natives. The Board's accounts with a complete statement of grants made during the year, should annually be placed upon the tables of the Natives Representative Council, the United Transkeian Territories General Council and the Ciskeian General Council, this being the best means by which full information of the Board's transactions can be brought under the notice of those directly concerned. Effort should be directed by the Board to the allocation of its funds in such a way as to benefit proportionately the aggregate of men from each particular native area. The Commission realises that the Board has worked in this direction and that it would be undesirable to restrict its discretion too far since there are many most desirable purposes deserving of the Board's consideration which cannot be said to be local. Thus the Research Committee on tuberculosis in South African natives, with special reference to the disease among the mine labourers on the Witwatersrand, the inception of which in 1925 was due to the active interest of the Chamber of Mines, decided upon a plan of investigation which occupied about two-and-a-half years with an annual expenditure of £6,000. His sum was contributed in equal proportions of £2,000 per annum each by the Government, the Chamber of Mines and the Deferred Pay Interest Board, and there can be no doubt but that the Board's contribution was wisely and properly made. The checks afforded by independent audit and by the submission of accounts to the native representative bodies and to the Department of Native Affairs will, it is hoped, allay the suspicion hitherto existing. The Commission has complete confidence that the Board will continue to administer the Fund skilfully and with constant endeavour that its earnings shall be devoted to the benefit of those classes of natives from whose money it has been derived.

#### Times for Payment of Wages.

427. Service of mine labourers under contracts of employment commences on practically every day of a calendar month and since the contract period is expressed in tickets of thirty working shifts each, payment being made in respect of each completed ticket, wages of native labourers upon mines correspondingly fall due on every day of a calendar month. The usual practice is to pay wages on two working days per week. It follows that a labourer's wages in respect of his thirty shifts will not be paid until probably the sixth week after the day from which pay commenced.

428. This has formed the subject of many complaints expressed to the Commission by native labourers, who have felt that it is unsatisfactory that they should not be paid at least monthly. In some cases a desire has been expressed for weekly payments. In the case of the labourer, the Commission has been unable to find that there is in this any genuine grievance or that any real inconvenience is suffered

by the worker. The most that may be said in this regard is that, where a man who has no deferred pay to his credit desires between one pay day and another to make a remittance to his family, he is not in a position to do so.

429. The institution of a new form of contract representing twenty-five or twenty-six, instead of thirty shifts, per ticket would result in pay days corresponding more nearly to a month of work, and this would hardly affect the amount of labour involved in the payments. Weekly pay would certainly involve a large amount of such extra labour. In view of its inability to recognise that any real hardship is suffered by the labourers under the present system, the Commission can do no more than suggest that, if the dissatisfaction expressed by the workers should continue, the matter of decreasing the periods between pay days should receive the consideration of mine managements.

#### The Colour Bar.

430. The Commission has received many representations from persons concerned with the economic development of the Union or the improvement of the social and economic position of natives, in favour of the removal of what is commonly called "the Colour Bar," the representations generally being to the effect that the restriction is artificial and oppressive in its nature; that its displacement by the principle of freedom of occupation for all citizens of the Union, white or black, would result in a great improvement of the economic situation; and that such a measure of tardy justice to the native people of the Union would, *inter alia*, bring about an improvement of the wages and therefore of the social and economic position of a considerable body of the mine labourers.

431. Section 4 (1) (n) of the Mines and Works Act No. 12 of 1911 enacts that the Governor-General may make regulations for the grant, cancellation and suspension of certificates of competency to mine managers, mine overseers, mine surveyors, mechanical engineers, engine drivers, miners entitled to blast, and such other classes of persons employed in, at or about mines, works and machinery as the Governor-General may, from time to time, deem it expedient to require to be in possession of certificates of competency. Under an addition made to the section by Act No. 25 of 1926, these regulations may provide that in specified Provinces, areas or places, certificates shall be granted only to Europeans, Cape Coloured or Cape Malays born and resident in the Union, and Mauritian Creoles or St. Helena persons or their descendants born in the Union. Under this legislative authority a considerable number of the Mining Regulations prescribe duties which may be entrusted only to Europeans.

432. The "Colour Bar" (not quite accurately so named, in view of the exceptions provided by the Act) is not only dependent upon legislative authority, but is as powerfully enforced by custom and public opinion, which, in general, would vigorously contest the placing of natives upon mines and works in positions of authority in relation to Europeans. The Trade Unions, while no doubt still considerably influenced by this objection, would vigorously oppose the lowering of the standards of European wages which they would apprehend as a result of the substitution of natives for Europeans in positions upon the mines requiring skilled work.

433. It is this force of custom and public opinion which maintains the Colour Bar in operation upon the Kimberley diamond mines, the copper mines of Northern Rhodesia and in general in other industries within the Union, since in these cases no legislative provision is in operation. However competent a trained native may be from a purely technical point of view, the present relative social position of his race deprives him of that influence over the action of Europeans which it would be necessary for him to exercise in a position of authority.

434. The social and economic aspects of this brake upon freedom of occupation have received the consideration of various Commissions and other investigators. The Low Grade Mines Commission of 1920, after quoting extracts from the Reports of the Transvaal Indigents Commission 1906-08, the Economic Commission of 1914, the Relief and Grants-in-Aid Commission of 1916, the Native Grievances Inquiry Commission 1913-14 and the Johannesburg Sanitary Services Commission of 1918, all in effect reporting unfavourably upon the restriction, stated in paragraphs 178 *et seq.* of its Report, that while not agreeing entirely with the reasoning advanced by the previous investigators named, it was of opinion that the legal restrictions then in force (which in practical effect were the same as those operative under the 1926 Act) should be abolished; and that while it was not at all likely that a removal of the legal Colour Bar would have any noticeable effect on the relative position of white and black workers on the mines, its removal would satisfy a number of educated natives to whom the legal Colour Bar was a source of great irritation, and the boundary line of the employment of natives would become more elastic and could be altered by mutual agreement between employers and workmen.

435. The Economic and Wage Commission of 1925, after considering dicta on the matter by previous Commissions, stated in paragraph 214 of its Report that on general principles it appeared to it to be unsound policy to exclude by legislation a class which has no representation in the Legislature from economic opportunities presently open to them, for the benefit of the politically privileged class.

436. The Native Economic Commission, 1930-32, conveyed in paragraph 845 of its Report a statement by five of its seven members, that after carefully considering the question of the probable economic effect of the removal of the discrimination, they found themselves unable to agree that this could safely be done at that juncture: State policy could not allow free competition between peoples living on such widely different levels of civilisation as the native and the white population of the Union, and they did not consider that free competition would be to the ultimate benefit of the natives. The reports of the two remaining members of the Commission is one to the effect that freedom of occupation was a cardinal principle which should govern the movement and employment of all citizens of the Union, and the other favouring the unqualified removal of the restriction—were conveyed in paragraphs 847-852 of the Report.

437. The Low Grade Ore Commission, 1930-32, considered the matter rather from the point of view of the incidence of miners' phthisis than from that of the general economic or social position, and recommended in paragraph 104 of its Report that, with the object of reducing the incidence of the disease, the Mines and Works Regulations should be amended in such a manner as would permit trained natives to perform such operations underground as they are capable of performing without detrimentally affecting the safety and health of all underground employees.

438. There can be no doubt that a removal of the legislative restriction constituting the legal Colour Bar would afford much satisfaction to those persons and associations concerned with the welfare of the natives who have submitted representations to the Commission. Such a step would enable the protagonists of the movement for its removal to concentrate attack upon the custom and tradition which, as already pointed out, operate independently of any legislative provision, and wherein lies for them the principal difficulty of the situation. The mines, realising no doubt that the repeal of the legislative enactment would not by any means relieve them of the difficulties associated with the relations of white and black labour, and that the existence of the legislative enactment and its consequent regulations, does something towards stabilising the situation, have made no representations to the Commission on the subject, and are content to accept existing conditions. It is probable that, but for the existence of the Colour Bar, some few native workers would, by reason of their educational qualifications and technical ability, be fitted to secure entry into the ranks of skilled workers on the mines, but the probable consequent disturbance of white labour would no doubt deter any mine management from entering upon a policy which would permit such transitions to take place.

439. The issue is thus partly political and has its roots deep in tradition and custom. The Commission can do no more than state the facts of the present position.

#### The Lodging of Complaints and the Redress of Grievances.

440. *Alleged defects of system.*—Where large numbers of men of the type of the native mine labourer are living together under compound conditions, it is most necessary that adequate means should exist for the lodging of complaints and for the redress of grievances. The organization of the compounds on the gold mines upon the Witwatersrand comprises a proper provision for this, but whether the means designed are such as satisfactorily to attain the end aimed at is a matter on which there has been some question. A number of complaints have been received from mine labourers to the effect firstly that grievances lodged in the proper quarter, i.e. to a police boy or compound induna, have not been duly passed on but have been suppressed by the police boy or induna under the influence of fear lest he should incur the disfavour of the compound manager, and secondly that the investigation of grievances has in many cases produced no visible result.

441. *Room head boys.*—In each room of a compound one of the inmates is elected by his fellows to act as their spokesman and as intermediary with the police boy of their tribe. As such he has no official standing but exercises some undefined measure of influence and control in respect of the affairs of his room, and has a corresponding responsibility for the order of the room and the conduct of its tenants. Generally these are all of the same nationality, but this rule, of which the Commission has expressed its approval (vide paragraph 399), cannot always be carried out fully.

442. *Police boys.*—In respect of a number of members of any particular tribe varying from 80-300, it is customary subject to the approval of the compound manager, to permit the election by those members of one police boy, although sometimes such appointments are made by the compound manager. These police boys, though so called and appraised accordingly have no police authority. They are required to know all the natives under their charge, to refer to the relative induna such complaints as they are themselves unable to settle, to ensure that all the rooms of the natives under their charge are kept clean and tidy, to visit the rooms periodically with a view to the prevention of theft, to cause occupants of rooms to be aroused in sufficient time for the daily shifts, to arrange that any native complaining of illness is brought without delay to the attention of the medical authorities, and to inspect the workers for cuts and abrasions when coming off shift, and send them to the dressing station where necessary. Included amongst the duties of the police

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boys are the supervision of ingress and egress from the compounds, the control of queues at meal times, on pay days and other occasions, and generally the maintenance of order in the compound.

443.—*Indunas*.—For each compound one or more indunas are appointed, and usually where a considerable number of men of a particular tribe are employed, there is an induna for that tribe. In some cases a head-induna is also appointed. The induna is usually the channel through which complaints by any inmate of a compound are conveyed to the compound manager, and it is the principal duty of an induna to see that the rules and routine of a compound are duly complied with by the men placed under his control, to safeguard the rights of those men, and to ensure that all matters concerning the welfare of the natives receive due attention.

444. *Underground native supervisors*.—For the purpose of assisting in the control of underground native employees on their various duties about the mine, it is the custom to employ officials subordinate to the compound manager and designated as underground native supervisors or native controllers. Briefly the supervisor may be described as a liaison officer required to maintain contact between the senior underground officials and the compound manager, and to report all matters immediately affecting the welfare of individual natives to the compound manager, and matters concerning conditions of work to the senior underground officials. Native supervisors should be in possession of special qualifications, namely, proficiency in native languages, and in both the official languages of the Union; knowledge of native customs and habits which preferably should have been obtained through long acquaintance with native life; a sympathetic interest in natives, usually the outcome of knowledge of natives; a good understanding of underground work and working conditions; good character; tact; patience and intelligence and a high measure of integrity.

445. The chief duties of the underground native supervisor are as follows:— To see that newly-engaged labour is distributed to suitable occupations; to transfer natives from one gang to another; to receive and investigate complaints; and generally to act as a welfare officer to the underground labour force. Other duties allotted are, the instruction of new natives in safety first methods and the use of safety devices; lecturing boss boys on their duties; supervision of first aid stations, underground waiting places and ambulance work. In placing and transferring labour, due regard is paid to any previous experience that the labourer may have had, his physique, education, and general standard of intelligence.

446. As one of the main functions of the compound staff is to maintain contentment amongst the natives, and as the native supervisor is the individual official to whom is allotted special personal duty in this connection, it follows that an important section of the duties of a supervisor on all mines is the investigation of complaints made by natives either in respect of their conditions of work, incorrect payment of wages or bonuses, their ability to perform the duties allotted to them, ill-treatment by their gangers, or any other matter. Such complaints are investigated by the supervisor either in his office or, more generally, at the working place of the native.

447. From what has been said it would appear in the best interests of the management that the underground native supervisor, or native controller, should be an official on the staff of the compound manager and directly responsible to him. The representatives of the Chamber who gave evidence on this subject agreed, with certain reservations, that this would be the best arrangement. They stated that on twenty-five mines the native controller was responsible to the underground manager where the duties of the labourers were concerned and to the compound manager for welfare. On five mines the native controller is responsible to the underground manager only; on twelve mines he is responsible to the compound manager and on two he is responsible to the study department.

448. From the evidence of the native witnesses it appears that the "other duties" allotted to the supervisors referred to in paragraph 445 above have tended more and more to interfere with his main function as a welfare officer, and the Chamber, in commenting on this evidence, stated that there was no deliberate intention on its parts that the main duty of the supervisor should be neglected and that it was possibly the outcome of shortage of staff. Whatever the explanation may be, the Commission has formed the opinion that the ideal aimed at of a liaison between the underground department and the compound manager breaks down on the question of the responsibility and authority of these two departments. The underground manager, as the official responsible, for the most efficient use of the underground labour force, is concerned with the number of units of labour which are necessary for a particular job. The compound manager is responsible for the welfare of the individuals who form those units. It appears to the Commission that as one of the primary objects of the compound staff is that of welfare, the underground native supervisors should in all cases be subject to the direct control and instructions of the compound manager.

449.—*The compound manager*.—The personality and authority of the compound manager is the main factor for the maintenance of order in the compound and the proper treatment of its occupants. The Commission has found, on all the mines it visited, that these officials are men of considerable experience of natives and a large knowledge of the

native mentality, who, in general, exercise a wise and sympathetic control of their compounds. The Commission was favourably impressed by notices exhibited at one compound advising the natives that the compound manager was their father to whom they were entitled to bring their troubles; in most instances the office of the compound manager is open at all reasonable times for the reception of complaints, and no rule exists under which a complaint must be brought through a particular channel.

450. This is a wise provision and should be made generally known throughout the compounds, for in addition to a possibility of a disposition in some police boys or indunas to obstruct the expression of complaints—a matter which has been referred to in paragraph 440 of this Report—the Commission has in a few instances found the existence of a fear in compound natives that the making of a complaint, whether to a police boy, an induna or a compound manager, might result in his being looked upon as a trouble-maker whose presence in the compound is unwelcome to the compound authorities. No doubt a number of complaints brought forward by occupants of compounds will be found to be unfounded or frivolous, but it is of great importance that there should not be any tendency to suppress complaints or even a suspicion of it, for this might lead to the undesirable result of many genuine complaints being unheard and grievances unredressed. *There should, therefore, be a wise and generous administration of the rule that the compound manager will himself directly receive complaints in the event of such a course being necessary, and a careful watch should be kept upon the conduct of indunas and police boys with a view to the suppression of any tendency to obstruct the lodging and consideration of complaints.*

451. *Native Affairs Inspector*.—Each mine upon the Witwatersrand is within the area of a native affairs inspector, who visits it usually once a week. His functions apart from certain small judicial authority for the punishment of minor offences under the Native Labour Regulation Act of 1911 and the regulations thereunder, are of a general supervisory character. He visits the hospital, the kitchen, etc., consults with the compound manager in respect of particular difficulties, and reports to the Director of Native Labour any matter of particular interest or importance. He is always ready to receive complaints from the inmates of a compound in the case of unredressed grievances, but there is no evidence that use has been made to any appreciable extent of his services in this respect.

452. *The dealing with Complaints*.—The Commission has found in the compounds a genuine desire, on the part of the compound managers, to remove any cause for grievance and to deal justly with any complaint. In particular there is upon all the mines a general knowledge, which extends to the natives, that any assault upon a native by an European will be sternly dealt with. Cases do, however, occasionally occur where assaults, mostly of a minor character, are not followed by disciplinary action or prosecution, this usually resulting from either the reluctance of the native to complain through fear of reprisals or the refusal or unwillingness, under a like influence, of native witnesses of the assault to testify in favour of the complainant. Little more can be done in this connection than for compound managers and native supervisors and indunas to make it known generally amongst the natives that in all circumstances assaults will be sternly repressed and the offenders dealt with severely, and to emphasize the responsibilities of the native supervisor in this connection. Further, wherever, having regard to the frailties of human nature, the complaint by a native against an European ganger or miner might be thought to lead to vindictive feelings on the part of the latter, the native should be removed to other work, and the decision of the native supervisor should, in this respect, be absolute.

453. The complaint that the investigation of grievances has in many cases no result satisfactory to the complainant must, of course, to some extent be discounted by the fact that some complaints are found upon investigation to be groundless. Where disciplinary action is taken by the mine against an European employee at the instance of a native, the latter should always be informed of the result.

454. *Complaints as to legal redress*.—But a more serious phase of this matter was brought to the notice of the Commission by Col. A. E. Trigger, the manager of the Mines Police Organisation for a number of groups which comprise twenty-seven mines in all. Col. Trigger spoke not only from his mines experience but from a long experience of police administration, since prior to taking up his work upon the mines he had a long and honourable career in the South African Police. He cited to the Commission certain instances where public prosecutors, upon complaints of assaults upon mine Natives, had declined to prosecute; some cases in which, in his opinion, inadequate penalties had been imposed upon persons convicted of assaulting natives upon the mines; some in which admissions of guilt with deposits of fines in small sums had been accepted, although in his opinion the circumstances warranted severer penalties; and others again in which there had been apparently unwarranted delay in bringing charges to trial, resulting frequently in miscarriage of justice through disappearance of witnesses and other causes. He added that the serious delays in bringing to trial charges of assault by natives against Europeans did not occur in cases where natives were charged with assaults upon Europeans. Such delays in native cases frequently led not only to prosecutions having to be abandoned through the

disappearance of evidence but to a native complainant or his native fellow-worker witnesses having to be detained upon the mine to await the trial, notwithstanding that his or their periods of service had expired.

455. The Commission is not in a position to conduct any investigation of allegations made in these connections, but Col. Trigger's position is such as to convey an assurance that they are not lightly made. As regards the allegation that public prosecutors have in many cases declined to prosecute where evidence is available of assaults having been committed, it must, of course, be realised that it is the duty of a public prosecutor to consider and assess the value of evidence submitted to him of an offence having been committed, and to refrain from prosecution where he is satisfied that no offence can be proved to the satisfaction of a court. But where substantial and credible evidence is before him of an offence having been committed, then the existence in his own mind of some doubt should not justify him in refraining from submitting the matter to judicial decision. As regards the alleged delays in bringing to trial cases in which native mine labourers are complainants, it is realised that congestion of business in magistrates' courts often inevitably results in trials having to be postponed; but in this connection the statement that such delays are not evident where Europeans are complainants must be borne in mind.

456. Having regard to the nature and source of these allegations and to the fact that they are supported by information of specific instances, *the Commission is of opinion that the matter should be brought to the attention of the Department of Justice.* Col Trigger's evidence, and the names and dates of the cases which he cited in support of his allegations, will be obtainable from the record of the Commission's proceedings.

#### Trade Unionism.

457. Various societies concerned with the promotion of the welfare of the Bantu people, some European witnesses with like interests, and a few labour organisations have submitted to the Commission that the time has arrived for the inauguration and maintenance of a trade union or trade unions for the mine natives. There are in existence upon the Witwatersrand a number of native trade unions, but since, under the Industrial Conciliation Act, No. 36 of 1937, natives, with certain exceptions, are not within the definition of "employee", such unions are not entitled to registration as such. Nevertheless, they carry on their activities, and instances have been brought to the notice of the Commission in which one or more of such unregistered unions have been in communication with, and rendered assistance to, the Departments of Labour and Native Affairs in matters of difficulty. Some native labourers upon mines are members of such societies, but it is not possible to ascertain their numbers—probably they are negligible.

458. No movement for a trade union has emanated from the mine native labourers themselves, the vast bulk of whom know nothing about trade unions and are not concerned to become members of any society. They have not yet reached such a standard as to appreciate the power of collective bargaining or other benefits of trade unionism; nor might it be expected that a native labourer coming to the mines for a period of time, usually limited to fourteen months, after which he will return to his home for a period of possibly twelve months, would be likely to concern himself with any co-operative effort, membership of which would entail the necessity for a monthly cash subscription.

459. The Chamber, while admitting the principle of negotiation between employer and employee, strongly urged that the native labourers on the mines have not yet reached the stage of development which would admit of their using trade unions usefully or with safety. The natives are not, it was contended, sufficiently advanced to control and manage an organisation like a labour union without outside aid, and the Chamber is strongly antagonistic to the recognition as a trade union operative on the mines, of any society existing outside the mines, being apprehensive, and not without some ground, that in some cases officers of such societies are associated with communistic interests, though there is no allegation that the societies themselves are subject to any such influence.

460. The question of the desirability of establishing trade unions for native mine labourers and similar bodies of native workers has frequently of late years received consideration. Dealing with such a proposal in respect of the Copper Mines of Northern Rhodesia, the Commission appointed in 1940 to enquire into disturbances in the Copper Belt, stated in paragraphs 175 and 176 of its Report that it was necessary that some scheme should be devised to make mass grievances articulate, and to ensure that they were properly brought to the notice of the management, and that it was desirable that some method should be devised whereby the native could be educated up to that point where his participation in a trade union would seem not only desirable but a natural and indeed an inevitable development. That Commission, however, felt that for trade unions as generally understood by the British worker the native worker in Northern Rhodesia was clearly not ready: in no case has his education gone very far; in most instances it had not even begun; and his introduction to industrialism and industrial conditions was of too recent a date to admit of his intelligent participation in the more elaborate trade union system existing in Great Britain.

461. The Inter-Departmental Committee on the Social,

Health and Economic Conditions of Urban Natives, 1942, also considered this question, which it dealt with in paragraphs 33 to 41 of its Report. It found that there were 33 native trade unions in Johannesburg, which though in no sense unlawful, were precluded from registration and therefore from official recognition. It concluded that such native trade unions should be registered and afforded administrative recognition in accordance with rules agreed upon between the Departments of Native Affairs and Labour. From this recommendation, however, the Committee excluded the mining industry, basing its recommendation in this respect upon statements made in paragraph 40 of its Report, which reads as follows:—

"Natives for the gold mines are recruited almost exclusively from reserves and tribal areas; and there is a considerable percentage of foreign natives from tropical Africa and Mozambique. This labour force, over three hundred thousand strong, constitutes a mass of untutored humanity which, if well organised and wrongly directed, would be difficult to control; and a cleavage on colour lines might easily prove more explosive than past cleavages along lines of class or supposed conflicts of interests. All these men are serving under contract, for fixed periods, and have come forward under known and accepted conditions of service. They are well housed, well fed and physically well cared for."

462. The Commissioners appointed to enquire into the Pretoria Municipal Riot of 28th December, 1942, stated in paragraph 150 of their Report that the Pretoria City Council had just recently afforded a measure of recognition to the Pretoria Municipal non-European Workers' Union, imposing the conditions that all the officers of the Union must be non-European employees of the Council; the Union must submit a copy of a proper constitution to the Council; it must provide for regular and proper auditing of accounts; and it must not affiliate with anybody or organisation outside municipal service. The Commissioners thought it unlikely that the native employees concerned would accept these conditions without a struggle. It is understood that the present position in this matter is that a constitution has been submitted to the Council which complies in the main with these requirements.

463. The Municipal Council at Johannesburg at its meeting held on the 27th August, 1943, agreed in principle to recognise the Transvaal Municipal African Workers' Union, and to encourage its natives to join the Union on the conditions that the Union was confined exclusively to municipal native employees; all officers other than paid officials were to be such employees; all paid officials of the Union were to be natives and no non-native should in any way be connected with the Union; the channel for all representations or communications should be through the Town Clerk's department, and the Union was to submit annually an audited balance sheet to the Department of Labour. It is too early to ascertain whether the Union working under these conditions is operating successfully.

464. The matter has received the attention of the Railways and Harbours Administration, in respect of the grant to the large body of unskilled Natives employed by it—some 49,000 in number—of some means of representing to the Administration their grievances and difficulties. The evidence of Mr. Timperley, the Administration's Chief Staff Superintendent, shows that attempts at trade unionism for this body of workers have been unfortunate failures, and that some other means of assisting them in the direction indicated is presently receiving the consideration of the Administration.

465. It has been thought necessary to place on record the above statements of recent developments in the consideration of the question of the desirability of establishing trade unions for large bodies of native unskilled workers; but while not regardless of the conclusions of other bodies who have been called upon to consider this matter, the Commission feels that it is its duty to deal with this matter untrammelled by any previous decisions.

466. On general principles the Commission feels the desirability of recognising the broad principle of negotiation between employer and employee, and that, where bodies of employees are concerned, the right of collective bargaining with employers and other benefits of trade unionism must not lightly be denied. The fact of the existence of so many trade unions working for the advancement of native workers in the large towns is evidence that amongst the more educated and socially advanced classes of natives there is a recognition of the value of trade unionism. That movement is likely to grow and extend: under wise governance, which would include legislative recognition and control and efficient guidance by the Departments of Native Affairs and Labour, the activities of such unions would be likely to tend to the general advancement of the native people, whose aspirations would thereby be directed into proper channels which, uncontrolled, might develop upon wholly wrong lines.

467. The position of the vast body of native labourers on the gold mines of the Witwatersrand is, however, different. As a result of meetings with many of them and several native associations purporting to make representations on their behalf, *the conclusion has very definitely been forced upon the Commission that they have not yet reached the stage of development which would enable them safely and usefully to employ trade unionism as a means of promoting their advancement.* Further, their periods of service are of comparatively short duration and non-continuous, and a con-

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siderable proportion of them are domiciled in foreign territory. Facts which would in themselves render it difficult for any trade union to operate amongst them successfully; it would be impossible for them to administer, and to find amongst their numbers persons who could maintain the organisation of a trade union; and the Commission which has met representatives of those bodies which would essay the task of constituting, maintaining and controlling trade unionism amongst the mine natives, is of opinion that the public interests would definitely negative the delegation of such powers to any of those bodies. When the time comes that the mine labourers of the Witwatersrand are capable of benefiting by any trade union organisation, the movement must, in the general public interests, be constituted and managed by those labourers themselves and under the guidance, instruction and influence of the Departments of Labour and Native Affairs.

468. As has been stated in paragraph 51, the terms of contract between the mines and its native labourers are well understood at recruitment. The Commission has found that the contractual terms—not only in matters of pay, but in the matters of feeding, housing and physical welfare—are faithfully carried out by the employers. This of itself would be no sufficient reply to a demand for trade unionism, for there can be no doubt that the excellence of the recruiting organisation and the economic necessities of the natives in their reserves do exercise a measure of compulsion which pro tanto may be said to clog the exercise of free will. The State is, therefore, concerned in this matter to see that the interests of the considerable body of its citizens who constitute the native mine labourers of the Witwatersrand are safeguarded.

469. The proceedings of this Commission have, for the present at any rate for some time to come, been a means of airing all such matters as would competently come within the province of a Witwatersrand mine labourers' trade union, and the Commission is of opinion that, so long as no trade union exists and operates in the interests of this large body of workers, the Government should maintain its surveillance. But simultaneously with, and indeed as a part of, this scheme of Government surveillance, some better means than presently exists should be set up, under which any general grievance of the workers or any serious suggestions made by them for the improvement of their labour conditions, could be brought under the consideration of the Government and the employers. The present organisation of head boys, police boys, indunas, native underground supervisors and compound managers, while well devised for bringing to notice individual complaints and grievances, is not adapted to the obtaining and the passing on of information of mass grievances or the enabling of the workers to convey to the right quarters expressions of their collective views.

470. The Commission has, in this connection, considered several possibilities. One was the constitution on each mine of an elected council of the workers with possibly a general council composed of a number of members of the mines councils. The Chamber of Mines strongly opposed this suggestion. The Councils would, it represented, develop into bodies for the special purpose of investigating grievances which must inevitably lead to the invention of subject matter for investigation. In this the Chamber was able to point to the disastrous consequences to the mining industry which resulted from the constitution some twenty-five years ago of grievances committees for the European workers. The Chamber represented that under existing conditions there is nothing to prevent those employees on a mine who are interested in any particular condition of employment of circumstance affecting their employment, to gather together, discuss the matter amongst themselves, and present their wishes to the compound manager or even to the mine manager. The Commission, after careful consideration, feels bound to admit the force of these arguments and to recognise that it would be impossible to foresee along what lines such councils, if suddenly brought into being and faced with the need for justifying their existence, would develop.

471. Upon the Copper Mines of Northern Rhodesia the solution of the difficulty has recently been sought along the lines of developing what has been known as the "Elders" system. The "Elders" of a mine are elected by the native workers, and in close touch with officers of the Labour Department are to present to the management, on behalf of the workers, any grievances there may be as to working conditions. They are responsible to and elected by the native workers, but are not to be beholden to either the Government or the mine managements. It is hoped by the Rhodesian authorities that the influence of the Labour officers will result in the exercise of wise discretion by tribal representatives and the avoidance of serious discontent and industrial unrest on the part of the workers. Where a tribe has a membership of 25 on any mine, they are invited to elect one representative; if the number is 250 or more, two representatives are allowed, and if 400 or more, three representatives. The scheme is still in its experimental stage.

472. In the view of the Commission, the tribal representation scheme is open to the same objection as the proposal to constitute mine councils.

473. It appears to the Commission that a scheme better designed to meet the present conditions of the native workers on the Witwatersrand mines would be to appoint as welfare officers working under and subject to the control of the Department of Native Affairs in consultation with the Department of Labour a number of men of sound knowledge of the native mentality, speaking one or more of the native

languages and preferably with experience of underground conditions, whose duty it would be to move about regularly amongst the mine workers; to hold at convenient times meetings with them or their chosen representatives at which the collective voice of the whole body of the native workers of the mine might find expression; and to present to the Department of Native Affairs and to the mine managements any matters of interest or importance which might be agitating the minds of the men. A discreet exercise by these officials of these important functions should not in any way tend to undermine the authority of the compound manager or disturb the discipline of the compound.

474. In paragraph 470 of this Report, the Commission has reported the arguments presented to it against the formation of regular councils for mine labourers, and its recognition of the force of those arguments. But while realising that standing councils which are suddenly instituted might not work satisfactorily, the Commission feels that such Councils are a means to be aimed at as a step forward in the development of the native labourer in the gold mining industry, and would warmly welcome the gradual evolution of Councils along lines which would exclude the dangers reasonably apprehended by the Chamber. It appears to the Commission as a not unlikely result of the scheme of meetings of representatives of the labourers with welfare officers that, under the wise influence and guidance of the latter, something in the nature of a mine council will develop which, while in no way subversive of the authority of the compound manager or operating to the detriment of discipline, would provide an effective means of enabling the workers to express their collective views, give them a lively interest in the maintenance of good order and living in the compound, and make for their general contentment. Such unofficial councils, as were found to function satisfactorily and in the general interests of the labourers, could, later be granted official recognition and larger scope of action.

475. The clerks and other like workers whose service, as already pointed out, is not, in truth, of a temporary nature and whose educational and social status differs from that of the mine labourers, stand in a different position. They already have their Mine Clerks' Association, which is recognised by the Chamber, and the clerks as a body are capable, without external aid, of controlling and managing an organisation of this character which can be developed on trade union lines. The Commission is of opinion that such development may properly be encouraged, subject to the safeguards that all officers of the Association must be non-European employees of the mines, that regular and proper auditing of the accounts must take place, and that there must not be affiliation with anybody or organisation outside the mine services. With such development, the Association is likely to command a larger measure of confidence from the clerks than it has hitherto received, and its membership would probably be considerably increased.

#### Concession Stores.

476. Upon many of the Witwatersrand mines there is established in the near neighbourhood of the compound a general dealer's store which, by reason of its proximity, attracts the custom of the native labourers of the compound. These stores have been established under concessions granted by the Government to the highest bidders therefor, and in some cases large sums of money, often approximating £20,000, have been paid for the right to occupy a site for trading purposes.

477. Complaints as to excessive prices charged at these stores for commodities, and particularly items of clothing, have been general. It has been stated that in many instances where controlled prices are chargeable, the price regulations are contravened. It is not unreasonable to suppose that, with so large a price paid for the concession, the temptation would be very great to charge excessive prices to ignorant natives. The matter is one which merits closer investigation than the Commission has been able to devote to it, and it is suggested that under the instructions of the Price Controller, test purchases might occasionally be made at these concession stores.

478. Some years ago, shops were in many instances conducted by the N.C.R. upon the mines. Mr. W. Gemmill stated in evidence that reasonable prices were charged by the concession stores and that, therefore, the reason ceased for the maintenance of shops by the Corporation. In the closed compounds of the Kimberley mines all commodities may be purchased by the natives from shops conducted by the management.

479. The maintenance of shops by the Witwatersrand mines would now be illegal by reason of section ninety-seven of the Transvaal Precious and Base Metals Act, 1908 Amendment Act, 1926, which makes it unlawful for any person in premises upon proclaimed land or land held under mining title to carry on any trade or business for which a licence from a local authority is required, if any person directly or indirectly has an interest in that business who carries on mining, or is a company or a director or official of a company carrying on mining, or is an employer or a recruiter of labour on behalf of a person who, or company which, carries on mining. Many sound reasons underlie this provision. It is obvious that employer carrying on a shop business at the seat of employment may be in a position to exercise much undue influence upon the employees. Nevertheless, if it were found that the concession stores are abusing the position, the question of an amendment of the enactment so as to enable the mines or the N.R.C. under careful safeguards to supply natives with their requirements without undue profit-making would merit consideration.

## PART II.—REMUNERATION AND CONDITIONS OF EMPLOYMENT OF NATIVES AT TRANSVAAL UNDERTAKINGS OF VICTORIA FALLS AND TRANSVAAL POWER COMPANY, LIMITED.

### XV.—INTRODUCTORY.

#### Terms of Reference.

480. By Your Excellency's further Commission dated the 28th July, 1943, the terms of reference of the Commission of the 17th February, 1943, were extended so as to authorise your Commissioners to examine and report on the remuneration and conditions of employment of natives employed by the Victoria Falls and Transvaal Power Company, Limited, at their undertakings in the Transvaal, and to make any recommendations which might seem meet in the circumstances.

#### Meetings and Inspections.

481. The Commission took evidence upon this matter at five meetings held at Johannesburg on the 12th, 13th, 14th, 18th and 25th October, 1943. In addition, visits were made to certain of the Company's power stations and compounds. The meeting of the 14th October was attended by twenty-five representatives of the native workers at all the Company's stations except Klip.

482. At the Commission's meetings the Company was represented by Mr. T. G. Otley, General Manager of the Company, with whom were Mr. F. McCardle, the Assistant Manager and Chief Accountant, Mr. O. R. Jeppe, the Compound Supervisor, and Mr. A. J. Slater, the Secretary. The case for the natives was put forward by Mr. G. Makabeni and Mr. D. K. Mhili, the Chairman and Secretary, respectively, of a native workers' association called the African Gas and Power Workers' Union. In addition to holding this office, Mr. Makabeni is Chairman of the Council of non-European Trade Unions.

#### History of Discontent amongst Company's Native Workers.

483. As a result of dissatisfaction arising chiefly from the fact that they had not been the subject of consideration by the Wage Board and did not share the benefits conferred upon unskilled workers by Wage Determination No. 105 dated the 6th November, 1942, certain of the Company's workers at the Rosherville station decided in December, 1942, upon strike action for increased pay. The Departments for Native Affairs and Labour intervened, and the matter was taken up on behalf of the natives by officials of the Council of non-European Trade Unions. The attitude of the Company to the natives' demand was that since the Company's treatment of their unskilled native labourers had been kept on lines parallel to those existing upon the mines, no alteration could be made in the wages of its native servants without the position of the native mine labourers being affected; any increase in wages given to the Company's workers would, it was urged, have serious repercussions in the mining industry, particularly as some of the Company's installations were on or in the near neighbourhood of mine properties. Eventually it was agreed that the strike action should end on the undertaking that the question of the rates of wages of the Company's native employees would be investigated.

### XVI.—THE COMPANY'S ORGANIZATION AND OPERATIONS.

#### Constitution.

484. The Victoria Falls and Transvaal Power Company, Limited (referred to throughout Part II of this Report as "the Company") was established in London with the primary object of supplying electric energy to the gold mines of the Witwatersrand, and is incorporated in Southern Rhodesia under the Companies Ordinance, 1895, of that Territory. It also furnishes a supply of compressed air to a number of mines and industries in an area extending from the Witwatersrand gold mine in the east to the Consolidated Main Reef mine in the west. The Company supplies electric energy to the whole of the gold mining industry of the Witwatersrand, save the Randfontein Estates, the East Rand Proprietary Mines and the New Kleinfontein Gold Mining Company, which have and operate their own generating plants. The Company further supplies electric energy in bulk to twenty-three municipalities, extending from Klerksdorp in the west to Delmas and Balfour in the East and Vereeniging in the south, and a partial supply of energy is now being provided by it for the City of Pretoria. Within the Municipality of Germiston, the Company is responsible for distribution as well as supply; the other municipalities reticulate the current to consumers within their respective boundaries. In addition the Company furnishes electric energy to a large number of industrial consumers on the Witwatersrand, and to the South African Railways for traction power and lighting between Randfontein and Springs and for part of the electrified section of the railway from Johannesburg to Pretoria.

485. During 1942, the Company's sales of electric and compressed air energy amounted to 4,054 million units; the figure for 1943 will be slightly less, due to reduced mining operations. Of the total energy sold, 85 to 87 per cent. is supplied to the mining industry; 7 to 8 per cent. to other industries, 3 to 4 per cent. to municipalities and 3 per cent.

to the South African Railways. Ranging from Witbank to Vereeniging the Company operates nine power and compressor stations. It also has minor operations on the Zambesi River, with which it is not the function of the Commission to deal.

#### Company's Financial Position.

486. The Company's financial statements for 1942 were made available to the Commission. The authorised and issued capital of the Company includes £2,500,000 ordinary stock in units of £1, and £2,000,000 six per cent. cumulative participating preference stock in units of £1. With the £150,000 transferred from profit and loss for the year ended 31st December, 1942, the Revenue Fund stood at £1,800,000. For that year the revenue from power, lighting, rents and sundries, less cost of generation, power purchased, distribution, pension schemes, etc., and taxation, and after allowing for the rebates due under the Company's contracts, amounted to £1,580,742; and £533,848 was carried to the balance sheet.

#### Association of Company with Gold Mining Industry.

487. The Company having been established with the primary object of supplying electric energy for the gold mining industry on the Witwatersrand, it works in close collaboration with that industry, of which indeed for practical purposes it considers itself a part, or at any rate an indispensable ancillary. It works and operates under the Mines, Works and Machinery Act and Regulations, and its native labour is regulated under the Native Labour Regulation Act of 1911 and its regulations. Constant endeavour has been made to maintain and treat the native labour force on the same footing as that of the mines. The Company's power operations are carried on under licences issued by the Electricity Control Board, established under the Electricity Act, No. 42 of 1925. Under contract with its consumers 65 to 70 per cent. of any additional cost in the production of energy may be passed on to the latter, and consumers share, by means of a scheme of rebates, in the Company's profits. The mining industry is, therefore, very closely concerned with the matter of any additional production costs of the Company.

### XVII.—THE COMPANY'S NATIVE LABOUR FORCE AND ITS PRESENT REMUNERATION.

#### The Labour Force.

488. The power stations and other operative departments of the company, together with the number of native labourers employed in each, are shown in the following table:—

Rosherville Power Station.....	521
Klip Power Station.....	372
Vereeniging Power Station.....	325
Simmerpan Power Station.....	152
Brakpan Power Station.....	206
Witbank Power Station.....	334
Robinson Compressor Station.....	26
Construction Department.....	407
Air Department.....	145
Cable Department.....	23
Germiston and Georgetown Lighting Department.....	25
	<hr/>
	2,530

489. Of the total number of native labourers, 73.5 per cent. are married and 26.5 per cent. unmarried. Of the married strength 12.6 per cent. have their homes and families in urban areas and 87.4 per cent. maintain their homes in rural areas—for the most part in Native Reserves—and with the exception of some 400 men employed in the construction department are housed in compounds of the Company in the stations at which they are employed. Of the single natives 7 per cent. have their homes in urban areas and 93 per cent. are from rural areas, mainly the native Reserves. The natives from the rural areas return thereto from time to time. To these men the Company are prepared to grant leave of absence without pay, and, provided they return to duty within six months (in some cases twelve), to re-engage them at the rate of pay they received before proceeding on leave. The period of absence usually does not exceed six months. The length of continuous service without leave ranges from 15½ months to 3½ years, the average over-all being twenty-one months.

490. The Company does not do any recruiting: its native labourers are engaged at its compound gates, and the demand has never exceeded the supply.

#### Rates of Pay.

491. All natives are engaged at a basic minimum wage of 2s. per shift, which figure was increased from 1s. 8d. per shift on the 22nd December, 1942; but rates above 2s. have been specially approved for certain types of work. Natives employed on ash dumps, the hardest manual work on the Company's concerns, receive 1d. extra per shift. Overtime

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492. The in 1941-42 clamation of mine la these all re 4s. per w receiving a the next no No deducti reason of natives hav for them i homes in t sistance.

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494. As in Determinati been the m the part of mination is and in Pret paid thereu in the distr areas, with week from t employer, 3 with an ad The Compan governed by have their their presen allowance w the second r of 1943, be the vast ma

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497. It wa grant of inc extremely ser collieries, so Company's st Cornelia and as in the ca coal mines w direct devast would have i gold mining coal, the grea cost-plus-profi application o allowance to tons of coal



be noted that the extension to the Company's natives of the cost of living allowance, which was withheld from the mine labourers, appears to have created no trouble.

503. *The Commission finds itself unable to accept the argument that, because the mines are the Company's largest consumers, the pay of its native labour force should be kept generally in the same position as that of the mines.* The concern is, in fact, entirely separate and distinct from gold mining, and there is as little ground in its case as there would be in the case of an engineering firm supplying the bulk of its manufactures to the mines, for the contention that the two concerns should be kept on parallel lines.

504. The minimum wage rate of the South African Iron and Steel Industrial Corporation, Ltd., for its native unskilled workers is 6½d. per hour, which is closely related to the 25s. per week presently operative under Wage Determination No. 105 for unskilled workers in the precincts of the Witwatersrand. By an Industrial Council agreement arrived at and given effect to under the Industrial Conciliation Act No. 36 of 1937, a general labourer in the metal engineering industry receives 6½d. per hour. Wage Determination No. 91 of the 24th April, 1942, fixed as the wage for unskilled labour in the coal and timber trades 26s. per week in the area of Johannesburg and 25s. per week in other Reef towns and in Pretoria.

505. The Commission accepts the argument that, speaking generally, the work of the Company's native labourers is neither so arduous as, nor is it attended with those risks to the workers which are associated with the work of the underground mining native; but on the other hand, in neither of these respects are the Company's workers in a more advantageous position than many of the industries covered by Wage Determinations Nos. 105 and 91.

506. The inter-relation of the Company's unskilled native wage rates to those paid by the mines and those operative under Wage Determination No. 105 to workers in the same class has been shown, and while on the one hand the Commission cannot accept the argument that the rates of pay on the mines must govern those paid by the Company, neither on the other hand can it admit that the Company's rates must necessarily be fixed in accordance with the wage determination scale. But as stated in paragraph 104 of the Report of the Economic and Wage Commission, 1925, no wage is an isolated thing, for every worker has other workers with whom to compare himself. Every change in a wage rate, therefore, excites hopes and fears in the minds of the workers outside its scope whose own rates have a customary relation to the rate changed.

507. In the present question, the capacity of the employer to pay, a factor which entered so largely into the consideration of the case of the mine labourers, is not present, though the Commission, of course, recognises that under the Company's existing contracts a considerable portion of any extra wage bill may be passed on to the mines.

508. Factors which are common to the cases of both the mines and the Company are that the great majority of the Company's labourers, like those of the mine native labourers, are peasants who at their homes have a subsidiary means of existence, and that both classes of men receive free board and lodging while at work, the period of which is 50 per cent. longer in the case of the Company's workers. But notwithstanding these equalities of circumstances, the Cost of Living Proclamation, while inapplicable to the mine workers, has conferred upon the Company's natives the benefit of its provision. The bulk of the Company's men fall within the wage group of 20s. and under per week, and therefore receive a cost of living allowance of 4s. per week as against the 1s. 6d. per week recommended by the Commission for the mine workers.

509. On the assumption that the Company's native labourers are all employed in areas of the Witwatersrand other than the magisterial district of Johannesburg or the municipal area of Kempton Park, the application to them of Wage Determination No. 105 would immediately increase their minimum pay from 12s. to 25s. per week, or, if the Company elected to retain them as daily instead of weekly employees, from 2s. to 4s. 9d. per day. The Determination prescribed 4s. 6d. per day or 24s. per week for employees in those areas for six months from the 30th November, 1942; 4s. 9d. per day or 25s. per week for the next twelve months; and 5s. per day or 26s. per week thereafter. The larger number of native labourers in the employ of the municipalities of Johannesburg and other Witwatersrand municipal areas and of Pretoria, whose pay rates were the same or closely similar to those of the Company's native labourers, came within the benefit of the Determination from November, 1942.

510. If the Commission felt able to deal with this matter without regard to Wage Determination No. 105, then, considering all the circumstances and the conclusions which have been drawn in the case of the mine labourers from a careful collation and examination of statements of income and budgets of expenditure, it would recommend as a just and adequate measure of relief due to the Company's native workers a wage which would fall short of that prescribed by the Determination. But while, as stated in paragraph 506 of this Report, the rates of Wage Determination No. 105 cannot be regarded as necessarily governing the matter, the Commission is bound to recognise their close inter-relation to those rates which should prevail in the Company's native service, and, having

regard to the classes of labour to which the Wage Determination is applied, can find no sound reason to justify the exclusion therefrom of the Company's natives. Standing alone, the justice of the case of the Company's natives would be met by a smaller increase of the basic wage; viewed, as it must be, in relation to the rates prevailing under the Determination, the justice of the claim of the Company's natives to wage equality thereunder cannot be denied.

511. If the rates of pay provided by Wage Determination No. 105 are applied, then the Company should also have the right to deduct from the wages of those employees, to whom food and quarters are supplied, the amount of 5s. per week provided by the Determination.

#### Recommendations.

512. Having regard to the considerations presented in the foregoing paragraphs, the conclusions of the Commission on the matter of pay of the Company's native labourers are as follows:—

(a) *The contention that the remuneration of the Company's native labourers should be maintained on practically the same scale as that of the labourers of the gold mining industry cannot be upheld;*

(b) *no sufficient ground exists for the granting to the Company's native labourers of rates of pay in excess of those prescribed by Wage Determination No. 105 for various branches of unskilled labour upon the Witwatersrand outside Johannesburg; and*

(c) *having regard to Wage Determination No. 105 and its area of application, the Company's native workers would have a just and reasonable grievance if the wage rates of that measure for areas outside Johannesburg were not applied to them.*

513. It has already been indicated that Wage Determination No. 105 lays down rates of pay which differ in respect of three defined areas, viz., the municipal area of Kempton Park, the magisterial district of Johannesburg and other areas of the Witwatersrand and Pretoria. The Company employs native labourers in the Johannesburg district, in the other areas of Witwatersrand and in places such as Witbank, which are entirely outside the area to which the Determination applies. It seems to the Commission most desirable that there should be uniformity in the wages paid by the Company to its employees. Lack of uniformity would lead to discontent amongst the lower paid employees and would make it difficult for the Company to transfer employees from one area to another, should the necessity arise. *The Commission, therefore, recommends that the rates laid down in respect of areas other than the municipal area of Kempton Park and the district of Johannesburg should be made applicable to all native labourers of the Company.*

514. The adoption of this recommendation would result in the Company's native labourers receiving a basic wage rate of 25s. per week. From this sum would be deducted 5s. per week for food and lodging if supplied by the Company. The net result in the case of the 1,936 men presently employed at the minimum rate would be an increase of their basic rate of pay from 12s. per week to 25s. with which they would receive the cost of living allowance of 5s. per week, being 1s. per week in excess of that paid them at present. All this is on the assumption that the Company would deal with the employees on the basis of the weekly rate prescribed by Determination No. 105. If the men are retained on terms of daily employment, then the alternative daily rates would have effect.

#### XIX.—CONDITIONS OF EMPLOYMENT OTHER THAN WAGE RATES.

##### Leave of Absence.

515. The African Gas and Power Workers' Union asked that the Company's native workers should receive annually one month's leave with full pay. Wage Determination No. 105 provides that all employees other than daily employees shall be entitled to and be granted two consecutive weeks' leave of absence in respect of each completed year of employment with the same employer. If the Company's native workers were brought under Determination No. 105, this provision would automatically apply to them, and the Commission would not be prepared to suggest any alteration of its terms.

##### Pay Days.

516. As in the case of the mine workers, the Company's native employees work for terms of 30 shifts. This, as explained in paragraph 427 of this Report, invariably carries well over the period of a calendar month and postpones the worker's pay day until probably the sixth week beyond the last pay day. This is felt to be a grievance by the workers, and the Company has undertaken to give the matter careful consideration.

517. If the Company's native workers are brought under Wage Determination No. 105, the matter will be settled by the terms of its section 4, which makes full provision for the times of payment of daily employees and other than daily employees respectively.

##### Compound Conditions.

518. In the matter of food, sleeping accommodation and medical attention, the system in working upon the mines is closely followed by the Company, and practically no complaint as to compound conditions has called for the Commission's serious attention. The fact that many of the Company's

workers have evidence in all inspections mission has

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workers have been for many years in its service is strong evidence that conditions in these respects are satisfactory, and this has received a measure of confirmation from such inspections of the Company's compound conditions as the Commission has been enabled to undertake.

519. Discipline in the compounds is maintained by the same means as are employed in the mine compounds. The Compound Manager is directly responsible for the welfare and discipline of his compound; he investigates all grievances and adjudicates in all cases where dismissals of natives are recommended. The indunas are personally responsible to the compound manager for the cleanliness, discipline and smooth running of the compound, and it is customary for all complaints to be submitted to the compound manager through the induna, but natives who feel that their grievances have not been satisfactorily dealt with by this means may submit their cases directly to the compound manager, and if still dissatisfied are permitted to make further representations to the Company's supervisor of compounds at the Company's headquarters in Johannesburg.

Trade Union.

520. In its preliminary statement to the Commission, the African Gas and Power Workers' Union asked that it might be recognised by the Company, and that its officials should be afforded facilities to interview the Company's workers when not actually engaged on their work. It was stated in evidence by the Secretary of the Union that the Union's monthly revenue from the Company's employees was about £25, which at the 1s. per month subscription meant a membership of 500.

521. Mr. Otley, on behalf of the Company, while not doubting the sincerity of the African Gas and Power Workers' Union, pointed out that the executive of this body were not labourers in the ordinary sense of the term and that the influence of the advanced doctrines of the Union's organisers upon the untutored natives who preponderate in the service of the Company could not fail to be pernicious in the long run. While in sympathy with and appreciating the value of trade unions, he expressed full agreement with the views set forth in paragraph 40 of the Report of the Inter-Departmental Committee on the Social, Health and Economic Conditions of Urban Natives, which has been set out in paragraph 461 of this Report, and which, he contended, were applicable to the Company's native labourers. The Union, he contended, had been able to attract a number of the Company's labourers to membership by the glittering prospect which had been held

out of obtaining pay at the rate of £1. 15s. per week or £7. 14s. 6d. per month.

522. The Commission appreciates the discretion and moderation which characterised Mr. Makabeni's submission of the case for the workers, and there can be no doubt but that in the troublesome negotiations of December, 1942, the Council of non-European Trade Unions, of which he was Chairman, wisely exercised its influence to restrain excessive demands and induce the workers to suspend further action pending the determination of their claims after inquiry by a Commission.

523. There is a widespread movement amongst native workers to improve their economic standards and conditions, and the Commission, subject to what has been said in paragraph 467 of this Report about the mine labourers, concurs in the belief expressed by the Inter-Departmental Committee of 1942 in paragraph 39 of its Report, that the growth of trade unionism amongst native workers in South Africa is as inevitable as it has proved to be in other countries, and that it would be unjust to refuse recognition to workers of one race when those of all other races have been statutorily recognised. As has been pointed out in paragraph 501 of this Report, the Company's native labourers are generally of a more constant type and of a higher standard than the mine labourers, and their average length of continuous service with the Company is 21 months, which is 50 per cent. longer than in the case of the mine labourers. One of the difficulties which stand in the way of a trade union for the mine labourers, i.e. the migratory character, though not entirely removed, is thus considerably diminished.

524. The Commission, however, feels strongly that a trade union movement must emanate from the particular section of workers whom the union is designed to serve; that in the case of a native trade union the administration and control of the Union's affairs must be by men selected from those workers; and that by means of an officer or officers of the Union Government, whose training and experience are such as to enable them to influence and direct its development, the Departments of Native Affairs and Labour should be kept in close touch with the affairs of the union.

525. The Commission believes that under these conditions a trade union for the native employees of the Company could be developed and would work to the satisfaction of the employer and the advantage of the workers, and that the scheme thus briefly outlined would operate to save the native labourers from external influences which the Commission would be compelled to regard with apprehension.

# PART III.—XX. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS AND CONCLUSION.

.526. The following is a brief summary of the Commission's conclusions and recommendations:—

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## XXI.—CONCLUSION.

### Report of Miners' Phthisis Commission, 1941-1943.

The Report of the Miners' Phthisis Commission, 1941-43, reached this Commission after the completion of the draft of its own Report. Your Commissioners beg leave to draw attention, in connection with their own conclusions on the subject of the condition of the Native Reserves and the economic position of the migrant labourer, to paragraphs 143 to 146 of the majority Report of that Commission, from which it will be seen that conclusions in close agreement with those arrived at by this Commission on that subject were reached. In the paragraphs referred to, the Commissioners stressed the facts that native mine or industrial workers have either already become, or are tending increasingly to become, very largely dependent on their wage earning ability and effort; that the economic conditions in the Native Reserves have caused, and tend increasingly to cause, native employees to seek a means of livelihood elsewhere; that the growing landlessness

stocking of intensified land; that standard increasing Reserves; livelihood employees' tion in fa which pr Chapters

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M. SMUTS Secretary

Johannesbu

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stocking of such land as is still owned by them has seriously intensified the difficulties of maintaining themselves on the land; that there has been a revolution in the nature and standard of living of the native peoples; and that the increasingly intense pressure upon the land in the Native Reserves is such that to-day the assumption of a guaranteed livelihood from agricultural resources for the native employee's family has, in most instances, very little foundation in fact, and in very many instances none at all. For all which propositions substantial evidence will be found in Chapters VII and VIII of the Report which we submit.

*Services Rendered to Commission.*

528. We feel that this Report cannot be concluded without a special word of recognition of the great assistance which the Commission has received in this course of its arduous investigation. To the Department of Native Affairs, the Director of Native Labour, Native Commissioners and Inspectors and many other of the Department's officers; to the Office of the Government Mining Engineer; to the Department of Inland Revenue; and to the Railways and Harbours Administration much is owed by the Commission for able assistance given.

529. To the Chamber of Mines, and those Mine Managements upon whom calls were made for information, a special word of thanks is due. The body of facts and arguments submitted by the Chamber, and most ably presented by Mr. W. Gemmill, entailed much research and labour, and the Chamber at all times responded most fully and frankly to the demands made upon it by the Commission for statistical and other information, some of which were of a most exacting nature.

530. Mine Managements went to considerable trouble to carry out arrangements made by the Director of Native Labour for the attendance before the Commission of representative bodies of their labourers; were always prepared to afford the Commission facilities for meetings upon their properties; and, whether or not notice had been given, always welcomed inspections by the Commission of their compounds and facilitated the interrogation of their native workers. In the prosecution of its enquiries under the extension of its terms of reference, the Commission received at all times the greatest possible assistance from the General Manager of the Victoria Falls and Transvaal Power Company and his officers.

531. We are much indebted to those persons and bodies who devoted time and thought to the presentation of the case for the native workers. While it was not to be expected of them that they would extend their researches to cover the intricacies of the economics of gold mining, they have done good work for their cause and some of them have shown a thoughtful appreciation of the difficulties of the problem which their submissions raised.

532. In the matter of staff the Commission has been well and most ably served. The selection of Mr. M. Smuts, of the Department of Native Affairs and Magistrate and Native Commissioner elect of the District of Victoria East, as Secretary, was a most fortunate choice. He has cheerfully sustained and most successfully carried through a heavy and exacting task, and his knowledge of native affairs, his capacity for organisation, and his indefatigable industry have been of invaluable service to the Commission. In the clerical duties of the position he has been ably assisted by Miss M. Itzigsohn, of the Department of Posts and Telegraphs, and Miss M. Pringle, of the Staff of the Magistrate's Court, Johannesburg, with Mrs. C. Botma as occasional assistant. The very arduous work of recording and reporting verbatim the proceedings of the Commission has been carried out with skill and accuracy by Miss M. Pringle and Miss D. Potgieter of the Department of Native Affairs.

- C. LANSDOWN, *Chairman.*
- H. P. SMIT.
- H. S. H. DONALD.
- A. A. MOORE.
- H. G. SCOTT.

M. SMUTS,  
Secretary.

Johannesburg, 21st December, 1943.

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LIST OF WITNESSES.

- AFRICAN GAS AND POWER WORKERS' UNION.  
Makabeni, G. (Chairman).  
Makiwane, A.  
Mfili, D. K. (Secretary).
- AFRICAN MINE WORKERS' UNION.  
Kosa, D.  
Luhabe, P. (Organiser).  
Majoro, J. (Secretary).  
Marks, J. B. (President).  
Nohee, G. (Vice-President).  
Thule, S. (Organiser).  
Weinberg, E. (Adviser).

Appendix A.

- AFRICAN NATIONAL CONGRESS.  
Godlo, R. E.  
Matthews, Z., Professor.  
Mofutsanyane, E.  
Xuma, A. B., Dr.  
Basner, H. M. (Senator).  
Bhengu, S. (Vryheid District).  
Bhengu (Induna—Port Shepstone District).  
Butelezi, Msentaleli (Mahlabatini District).  
Butelezi, Zephaniah (Mahlabatini District).

- CHAMBER OF MINES.  
Anderson, P. M. (Managing Director of the Union Corporation).  
Barry, G. E. (Legal Adviser).  
Beatty, G. A. (Member of the Gold Producers' Committee).  
Berjac, J. (Medical Practitioner, Crown Mines).  
Ceiliers, J. P. (Native Supervisor, Crown Mines).  
Gemmill, W. (General Manager for Tropical Areas of W.N.L.A.)  
Gilchrist, G. R. (Compound Manager, Nourse Mines).  
Granger, W. (Chairman, Compound Managers' Association).  
Harding, J. G. (Technical Adviser).  
Jones, Carleton (Director, Johannesburg Consolidated Investment Company).  
Keely, W. H. (Statistician).  
Lawrance, J. W. (Labour Adviser of Corner House Group).  
Limebeer, A. J. (Secretary, Gold Producers' Committee).  
MacLean, C. S. (Consulting Engineer, General Mining and Finance Corporation).  
Millar, J. G. (Chief Compound Manager, Crown Mines).  
Reid, W. (General Manager, Crown Mines).  
Sartorius, K. H. (Medical Practitioner, Mine Medical Officers' Association).  
Smith, A. E. (Senior Compound Manager, Randfontein Estates).  
Thomas, D., Col. (Manager of the Mines Police Organisation for various Groups).  
Thompson, H. Q. F. (Medical Practitioner, Transvaal Mine Medical Officers' Association).  
Trigger, A. E., Col. (Manager of the Mines Police Organisation for various Groups).  
Unger, F. A. (President, Transvaal Chamber of Mines).  
Ward, R. L. (Chief Group Surveyor of the Johannesburg Consolidated Investment Company).  
Wellbeloved, H. C. (Native Labour Consultant).  
Williams, L. S. (Chief Medical Officer of the New Consolidated Goldfields Group).  
Clark, O., Rev. (Springs Catholic Native Mission).  
Cook, H. S., Maj. (ex Director of Native Labour).  
Dalinyebo, Melitafa (Chief—Umtata).  
Damane, Arthur (ex mine worker).

- DEFERRED PAY INTEREST FUND.  
Bennet, P. J. (Secretary).  
Tandy, J. E. (Chairman).  
Delihlazo (Chief—Port Shepstone District).  
Dube, J., Dr. (Member, Natives' Representative Council).

- DURBAN AFRICAN MUNICIPAL WORKERS' UNION.  
Myeza, S. J.

- ESHOWE FARMERS' ASSOCIATION.  
Arbuthnot, R.  
Brockwell, H.  
Gale, C. W., Dr.  
George, Mataba (Native woman, Umtata).  
Guanault, P. H. (Lecturer in Commerce and Economics, Witwatersrand University).  
Hansen, J. M.  
Hemming, G. K. (Member of Parliament).

- HIGH COMMISSION TERRITORIES.  
Chaplin, A. G. T. (District Commissioner, Qacha's Nek, Basutoland).

- Native Chiefs:  
Bathoen.  
Mkwanazi, Max.  
Mokgasi, Ikaneng.  
Molapo, Ntseke.  
Nkoebe, Kekebone Coventry.

- INDEPENDENT LABOUR PARTY.  
Sachs, E. S.  
Jabavu, A. M. (Member, Tamacha Local Council).  
Jabavu, D. D. T. (Professor, Fort Hare University College).  
Jali, A. (Msinga).

- JOHANNESBURG DISTRICT COMMITTEE OF THE COMMUNIST PARTY OF SOUTH AFRICA.  
Bernstein, L.  
Mafutsanyane, E. T.

- JOHANNESBURG LOCAL COMMITTEE OF THE SOUTH AFRICAN TRADES AND LABOUR COUNCIL.  
du Toit, B. (Miss).  
Fleet, E.  
Kalk, W.  
Kalipa, Nopassage (Native woman, Kingwilliamstown).  
Kalipa, Nozamide (Native woman, Kingwilliamstown).  
Koko, B. E. (Secretary, Bantu Men's Social Centre).  
Lenona, L. (Vryheid District).  
Majola, F. G., Rev. (Msinga).  
Majola, W. (Member of Keiskama Hoek Local Council and Ciskei General Council).

- Majola, Wilson (Chief--Inanda Mission Reserve).  
Makubalo, Griffiths (Umtata).  
Meitakali, Ngwevumlunga (Kingwilliamstown).  
Mdontswa, Alfeus (ex mine worker).  
Mfana, Charlton. (Kingwilliamstown).
- MINE NATIVE EMPLOYEES.**
- Aurora West Consolidated G.M., Co., Ltd.*  
Stanley. Joshua.
- Brakpan Mines, Ltd.*  
Butelezi, Joseph. Pogo, Mugolo.  
Gulwa, Shylock. Salmon, Greddi.  
Makholela, Lebusa. Zulu, Elias.  
Molise, Moroleng.
- City Deep, Ltd.*  
Kumalo, J. Ndevu, Robert.  
Makoko, Elliot (Clerk). Sello, Tisetso.
- Consolidated Main Reef Mines & Estate, Ltd.*  
Gideon. Libabua.  
Guzubeza. Mpepu.  
John. Mavela.  
Joshua. Mdafelana.  
Kalazonke. Ndelamani, Gibson.  
Kamude. Nongongoza.  
Katson. Philemon (2).  
Lameck, Gilbert. Wilson.  
Lemba, Eliya.
- Crown Mines, Ltd.*  
Kgonaphalo, Alfred. Ntsume, Ebenezer (Clerk).  
Luti, William (Clerk). Ntlojane, Michel.  
Makusa, Jan. Piliso, H. B. (Induna).  
Manda, Wilson (Clerk). Sigai, Eddie.  
Mtusi, Andries. Vundhla, P. (Clerk).
- Daggafontein Mines, Ltd.*  
Mavezulwana. Sokati.
- Durban Roodepoort Deep, Ltd.*  
Albert. Molapong, M.  
Alfred. Mandtakapeli, A.  
Jim. Molefi, M.  
Keke. Nkombule, M.  
Lesonge. Palane.  
Mandlakapali. Sekoso.  
Mosime, A. Thomas.
- East Champ d'Or G.M. Co., Ltd.*  
Freddie. Peter.  
Johnson.
- East Daggafontein Mines, Ltd.*  
Tiya, Macabo (Induna).
- East Geduld Mines, Ltd.*  
Lotoli. Mshau, Mokete.  
Mohlolo, Mopope. Sallet.
- East Rand Proprietary Mines, Ltd.*  
Dhlamini, Timothy. Ntlanganisio, Lusize.  
Jonas, Vita. Pelembe, Julia.  
Kopana, Dimi. Phahlahlaka, Johannes.  
Mkize, Babane. Setlhako, Jim.  
Manyeke, Benjamin. Sibiya, Josiah.  
Molefe, Frans. Simondile, Bennet.  
Ndlovu, Ezekia. Sumbana, Paul.  
Ngwenya, Manuel.
- Geduld Proprietary Mines, Ltd.*  
David. Ntseti, Mohau.  
Ndiva. Ralekoekoe, Nkopana.
- Geldenhuis Deep, Ltd.*  
Baloyi, Mateu. Moshaya, Spenade.
- Glen Deep, Ltd.*  
Caba, Lawrence. Ngcobo, Antonio.  
Mahloteni, Abelle. Ndzuze, Moshana.  
Mbiza Mavuza. Thonsi, Phagame.
- Grootvlei Proprietary Mines, Ltd.*  
Gubeva. Melingazi.
- Jeppe Syndicate Mines.*  
Motsaule.
- Langlaagte Estate and G.M. Co., Ltd.*  
Mindo, Elijah. Siwazi, Wilfred.  
Mtambu, Paul.
- Luipaardsvlei Estate & G.M. Co., Ltd.*  
Daniel (2). Matthews.  
Finiche. Simon.  
Gitsi. Sogweba.  
Joseph. Stephen.
- Marievale Consolidated Mines, Ltd.*  
Abner. Richard.  
Baillie. Sigijini.  
Raymond. Seaja, Legamako.
- Modderfontein East, Ltd.*  
Adam. Joseph.  
Albert (2). Kalimashi, Edward (Police-  
man).  
Andrea. Mack.  
Charlie. Motlalepula.  
Dick. Mbokwe.  
Dube, Timothy (Police-  
man). Mabeta, Bishop.  
Dzingwa, Steward (Clerk). Modibedi, Ernest (Clerk).  
Jim. Rafsina, Samuel (Induna).  
Johnson. Tseleso.
- New Durban Roodepoort G.M. Co., Ltd.*  
Chazete. Ngwanya.  
Nyangweni. Seloyi.
- New Kleinfontein Co., Ltd.*  
Dhlamini, Masimini. Pelembe, Aramande.  
Dhlamini, Mawili. Zoakegi, Zachariah.  
Mojalefa, Patso.
- New Modderfontein G.M. Co., Ltd.*  
Dhlamini, Cabela. Monnayana, Lesinyebo.  
Elias. Popo, Jali.  
Gumede, Falaza. Veve.  
Monamathe, Samson.
- New Pioneer Central Rand G.M. Co., Ltd.*  
Gula, July. Mabaso, James.
- New States Areas, Ltd.*  
Chaaka, Isaac (Clerk). Mjokwane, Sergeant  
(Induna).  
Chamberlain. Moahloli, Daniel (Clerk).  
Dimba (Induna). Memane, Wiseman.  
Jali, James. Mbulaleka.  
July, Sabawu. Maru.  
Makabandise. Nogaga, Douglas.  
Magheti, Ben. Potjo.  
Magheti, Lilala. Tobelo, Tshobi.  
Marupeng, Paanya. Zwane, Charlie.
- Nigel G.M. Co., Ltd.*  
Luti, Edward (Clerk). Moshesh, M. M.
- Nourse Mines, Ltd.*  
Benbi, Fernando. Mboke.  
Moghale, Moses. Xosa, Jackson.  
Mtonga, Mvatane.
- Primrose Gold Mining Co., Ltd.*  
Hlongo, Jim.
- Randfontein Estates G.M. Co., Ltd.*  
Celinkosi, V. Metso.  
Chaka, L. Mochobane.  
Charlie. Mhlanga.  
Herbert. Msizwa.  
Jacob. Ntfoa.  
Jack. (2). Pinda.  
Jan. Petse.  
Jeremiah. Piet.  
John. Ramba.  
Lebati, K. Selias.  
Lelochane. Tsomolekae, J.  
Makitsheni.
- Rand Leases (Vogelstruisfontein) G.M. Co., Ltd.*  
Abram. Makhotla.  
John. Motau, Pepe.  
John. Mtetwe, Madabu.  
Kunene. Ramabanta.  
Luwayi. Shongwe, S.  
Mvungla. Tiji.  
Msweli. Xabololo.  
Msunda.
- Rietfontein Consolidated Mines, Ltd.*  
Nondoda. Zephonia.  
Twoboy.
- Robinson Deep, Ltd.*  
Dhlamini, Mtunzi. Kumalo, P. C. (Clerk).  
Dinalane, D. M. (Induna). Tshuma, Cosatino (Induna).  
Jan.
- Rose Deep, Ltd.*  
Makumba, Join. Ndaweni, Daniel.  
Malomu, Piet. Sebeta, Willie.  
Mapulangwa, Gwambana. Tyetye, Francisco.  
Motibe, Charlie.
- Simmer and Jack Mines, Ltd.*  
Gqubilizwe, Nomiya. Mangraba, James.  
Makwakwa, Valende.
- South African Land and Exploration Co., Ltd.*  
Dhlamini, Mandolwane. Letsie, Pshatlalla.  
Dhlamini. Molibeli, Tlali.
- South Roodepoort Main Reef Areas, Ltd.*  
Albert. Ndukuza.  
Joseph. Spencer.  
Lazarus. Vonge.
- Springs Mines, Ltd.*  
Johannes. Ramakopoloane.  
Kunene, J. S. Theophilus.  
Madimetsa.
- Sub-Nigel, Ltd.*  
Anton. Mokaleng, Justice.  
Hlabana, Elliot Lazbro. Mohlaba, Daniel.  
Joel. Molefe, D.  
Keketsi, Daniel. Moshesh, Posholi (Clerk).  
Khetteng, Mope. Muyanda, M. A. M.  
Letlatsa, Moloi. Nontanda, A. M.  
Makhala, Justice (Clerk). Nari.  
Makotyo. Qakhamba.  
Maloke, Chachole. Sishica.  
Mkanyeseni. Thloana, Milkall.  
Mohale, Ishmael Segobela. Thabo.  
Mohale, Joseph K. Tsibiyana.
- Van Ryn*  
Lawrer.  
Mcumi.  
Mkweni.
- Van Ryn*  
Dhlamini.  
Komo.
- Vlakfontein*  
Mamphe.  
Moshesh.
- Vogelstruisfontein*  
Fello.  
Mokoetsi.  
Nephla.
- Ventersburg*  
Albert.  
Ben.  
David.  
George.
- West Rand*  
Bobone.  
David.  
Free S.  
Israel.  
John.
- West Springs*  
Bhaliwe.  
Kona.
- Witwatersrand*  
Bikitsheni.  
Charlie.  
Fernando.  
Gaula.  
Koto.
- Mkize, Phi.*  
Mofokeng.  
Molteno, D.  
Mopepa, M.  
Mqokeleleli.  
Msimang, S.  
Mtambu, P.  
Mtsasa, Ph.  
Ciskei Ge.  
Mvundhilan.  
Mzaza, Zin.  
Mzimba, L.  
NATAL AFRICA  
Mofokeng  
NATIVE AFRICA  
Brink, J.  
Mears, G.  
Tandy, J.  
Woodley,  
District  
NATIVE MINES  
Kambule.  
Mangadhli.  
Sinombe.  
NATIVE REEF  
Behr, S.  
Clark, J.  
Geary, F.  
Horstall.  
Lovett, C.  
W.N.L.  
Thompson  
Umtata.  
Thompson  
maritzburg  
NATIVES REEF  
Champion.  
Matthews.  
Mosaka, I.  
Sakwe, O.  
Thema, R.  
Ncitiwane (Clerk).  
Ndlebe, Kw.  
Ndumbu, H.  
Newbury, C.  
dorp).  
Ngcobo, Sell.  
Ngidi, Dani.  
NKWALENI REEF  
Barrett, E.  
van Nieke.  
Ntloko, R. (Clerk).  
Nyawo, Lew.  
Phillips, Ra.  
Mission; Ra.  
Camps and  
Work).  
PIETERMARITZBURG  
Edmonds,  
Foxon, F.  
Otto, R.  
Pope-Ellis,

*Van Ryn Deep, Ltd.*  
Lawrence, J. J. (Clerk).  
Mcum, Ndimewa.  
Mkwentla, J. (Clerk).

*Van Ryn Gold Mines Estate, Ltd.*  
Dhlamini, Mdicane.  
Komo, Mhlengwane.

*Flakfontein G.M. Co., Ltd.*  
Mamphasa, Stena (Police-boy).  
Moshesh, S. M. (Clerk).

*Vogelstruisbult Gold Mining Areas, Ltd.*  
Fello.  
Mokoena, Moses.  
Nephlas.

*Venterspost G.M. Co., Ltd.*  
Albert (2).  
Ben.  
David.  
George.

*West Rand Consolidated Mines, Ltd.*  
Bobondani.  
David.  
Free State.  
Israel.  
John.

*West Springs, Ltd.*  
Bhaliwe.  
Kona.

*Witwatersrand Deep, Ltd.*  
Bikitsha (Induna).  
Charlie.  
Fernando.  
Gaula, Sam.  
Koto, Volonti.

Mkize, Philemon (Ingwavuma District).  
Mofokeng, Nko (ex mine worker).  
Moltano, D. B. (Member of Parliament).  
Mopepa, Mampetshwa (Native woman, Umtata).  
Mqokeleleli, Notembele (Native woman, Kingwilliamstown).  
Msimang, Selby (Pietermaritzburg).  
Mtembu, P. (Vryheid District).  
Mtsasa, Philgat (Member of Glen Grey District Council and Ciskei General Council).  
Mvundhlilana, Induna—Port Shepstone District).  
Mzaza, Zimangele (Kingwilliamstown).  
Mzimba, L. N., Rev. (Alice).

NATAL AFRICAN GENERAL LABOURERS' UNION.  
Mofokeng, P. T.

NATIVE AFFAIRS DEPARTMENT.  
Brink, J. M. (Assistant Director of Native Labour).  
Mears, G. (Under-Secretary for Native Affairs).  
Tandy, J. H. (Acting Director of Native Labour).  
Woodley, P. (Inspector of Native Labour, Springs-Nigel District).

NATIVE MINE CLERKS' ASSOCIATION.  
Kambule, Z. (Secretary).  
Mangadhla, D. (Chairman).  
Sinombe, M. (Executive Member).

NATIVE RECRUITING CORPORATION.  
Behr, S. (District Superintendent, N.R.C., Kokstad).  
Clark, J. B. (District Superintendent, N.R.C., Engcobo).  
Geary, F. C. (Boot Inspector of the N.R.C.).  
Horsfall, J. S. (District Superintendent, N.R.C., Stegi).  
Lovett, G. O. (General Manager of the N.R.C. and W.N.L.A.).  
Thompson, E. C. (District Superintendent, N.R.C., Umtata).  
Thompson, J. (District Superintendent, N.R.C., Pietermaritzburg).

NATIVES REPRESENTATIVE COUNCIL.  
Champion, A. W. G.  
Matthews, Z., Professor.  
Mosaka, P.  
Sakwe, C.  
Thema, R. V., Selope.  
Ncutwane (Chief—Port Shepstone District).  
Ndlabe, Kwayiyo (Kingwilliamstown).  
Ndumbu, Harry (Umtata).  
Newbury, C. P. (representing Clean-up Industry, Klerksdorp).  
Ngcobo, Selby (Teacher at Adams Mission).  
Ngidi, Daniel (Induna—Inanda Mission Reserves).  
NKWALENI FARMERS' ASSOCIATION, ESHOWE.  
Barrett, H. S.  
van Niekerk, J. A.  
Ntloko, R. G. (Chairman, Transkeian Native Voters' Association).  
Nyawo, Lewis (Ingwavuma District).  
Phillips, Ray E., Dr. (Social Worker of American Board Mission; Director of Y.M.C.A. Services in Native Military Camps and Director of Jan H. Hofmeyr School of Social Work).

PIETERMARITZBURG AND DISTRICT FARMERS' ASSOCIATION.  
Edmonds, C. A. G. (President).  
Foxon, F. E., Lt. Col. (Executive Member).  
Otto, R. J. P. (Executive Member).  
Pope-Ellis, F. C. (Vice-President).

PUBLIC HEALTH DEPARTMENT.  
Smit, Dr. R. (Medical Inspector, Department of Public Health, Ciskeian and Transkeian Native Areas).  
Readman, J. N., Dr. (Lecturer in Economics and Mathematics Witwatersrand University).  
Rosh, Harriet (Native woman, Umtata).  
Saffery, A. L. (Research Officer and Adviser on Industrial Labour Problems of Northern Rhodesia Labour Department).  
Sineke, Malimakwe (Umtata).

SOCIETY OF FRIENDS OF AFRICA.  
Ballinger, W.

SONS OF BASUTOLAND ASSOCIATION.  
Ntlamelle, T. O.  
Seleso, A. G.

S.A. INSTITUTE OF RACE RELATIONS.  
Hawarden, E., Miss (Executive Member).  
Jones, E. B. (Mrs.).  
Jones, J. D. Rheinallt (Adviser).  
Lewin, J. (Executive Member).

S.A. RAILWAYS AND HARBOURS ADMINISTRATION.  
Timperley, J. (Chief Superintendent, Staff).

S.A. TRADES AND LABOUR COUNCIL.  
Briggs, J. D. F. (Executive Member).  
De Vries, W. J. (Secretary).  
Downes, A. J. (Vice-President).  
Wolfson, I. (Executive Member).  
Tittlestad, E. W. (Farmer and Trader, Nkandhla).  
Tiva, Sadini (Umtata).  
Toyise, Politi (Kingwilliamstown).  
Tshaka, Noyamile (Native woman, Kingwilliamstown).

TRANSVAAL AFRICAN TEACHERS' ASSOCIATION.  
Lesolang, S. J. J. (President).  
Moleko, E. (Teacher).  
Nyati, H. B. (Supervisor of Schools).

UMTATA NATIVE WELFARE SOCIETY.  
Makiwane, T. M.  
Makongolo, D. L.

UNITED TRANSKEIAN TERRITORIES GENERAL COUNCIL.  
Dana, G. S. (Councillor).  
Monakali, C. W. (Councillor).  
Moshesh, Jeremiah (Chief and Councillor).  
Qamata, E. T. (Councillor).

VICTORIA FALLS AND TRANSVAAL POWER COMPANY.  
*Representatives of Company:*  
Jeppe, O. R. (Compound Supervisor).  
McCardle, F. (Assistant Manager and Chief Accountant).  
Otley, T. G. (General Manager).  
Slater, A. J. (Secretary).  
*Representatives of Native Employees:*  
Ambrose, Johannes (Withbank).  
Bacendeni, Frans (Withbank).  
Dhlamini, Skapeni (Germiston Construction Department).  
Dingana, Alfred (Rosherville).  
Jeli, Frans (Germiston Construction Department).  
Langa, Albert (Rosherville).  
Lepelle, Jack (Vereeniging).  
Maloyana, John (Vereeniging).  
Maseko, George (Rosherville).  
Matodzi, Jackson (Rosherville).  
Mdhuli, Amos (Withbank).  
Mengisa, Jameson (Rosherville).  
Monesa, Ephraim (Germiston).  
Mpoko, Lucas (Vereeniging).  
Msemang, David (Brakpan).  
Ngenbe, Dick (Rosherville).  
Ngobeni, Office (Rosherville).  
Pool, Abraham (Germiston).  
Qola, George (Germiston).  
Rakotsoana, Levy (Brakpan).  
Sekhibane, Mpeake (Germiston Construction Department).  
Skoli, Joseph (Vereeniging).  
Tshabalala, Isaac (Rosherville).  
Tshewu, Esau (Brakpan).  
Tuta, Loel (Germiston).  
Webber, H. O. K.

WITWATERSRAND COUNCIL OF NON-EUROPEAN TRADE UNIONS.  
Makabeni, G. (Chairman).  
Nikin, S. (Assistant Secretary).  
Xego, Mangoyo (Native woman, Umtata).  
Xiniwe, B. B. (Member of Natives' Representative Council).  
Xolimbila, Richard (Hawker, Pinville Location).

## APPENDIX B.

## PUBLICATIONS CONSULTED BY COMMISSION.

A. PUBLICATIONS BY PRE-UNION AND UNION GOVERNMENTS.  
Transvaal Labour Commission: Reports, 1903.  
South African Native Affairs Commission: Evidence, 1903-1905.  
South African Native Affairs Commission: Report, 1905.  
A Description of Native Foodstuffs and their Preparations, by the Rev. A. T. Bryant, 1907 (Natal Government).  
Native Grievances Inquiry: Report, 1913-1914.  
Low Grade Mines Commission: Interim and Final Reports, 1919-1920.

Unemployment Commission; Interim and Final Reports, 1921-1922.

Mining Industry Board: Report, 1922.

Economic and Wage Commission: Report, 1925.

New Kleinfontein (Gold Mine) Commission: Report, 1930.

Labour Resources of the Union: Inter-departmental Committee: Report, 1930.

Native Economic Commission: Report, 1932.

Low Grade Ore Commission: Interim and Final Reports, 1931-1932.

Native Labour Questions in Zululand, Transkei and Ciskei: Departmental Committee: Report 1935.

Native Farm Labour Committee: Report, 1939.

Industrial and Agricultural Requirements Commission: Third Interim Report: Fundamentals of Economic Policy in the Union: 1941.

Social, Health and Economic Conditions of Urban Natives: Inter-departmental Committee: Report, 1942.

Judicial Commission of Enquiry: Pretoria Municipal Riot, 28th December, 1942: Report, 1943.

Soldiers Pay and Allowances: Select Committee Report, 1943.

*Census and Statistics Office.*

Official Year Book of the Union of South Africa.

Report on Population Census, 5th May, 1936.

Report on Agricultural and Pastoral Production, 1936-1937.

Census of Industrial Establishments, 1937-1938.

*Commerce and Industries Department.*

Board of Trade and Industries: Report No. 219: Establishment of Industries in Native Territories, 1936.

*Labour Department.*

Industrial Council Agreements.

Wage Board Reports re:—

Unskilled Work, Durban, 1939.

Unskilled Work, Port Elizabeth, 1940.

Unskilled Work, East London, 1941.

Unskilled Work, Witwatersrand and Pretoria, 1942.

Unskilled Work, Cape, 1942.

Wage Determinations.

*Mines Department.*

Annual Reports of the Government Mining Engineer.

*Native Affairs Department.*

Native Affairs Commission: Reports, 1925-1926, 1936, 1937-1938, 1939-1940.

Statement of Land Policy under the Native Trust and Land Act, 1936, published 1939.

Memorandum on the Policy and Activities of the Native Affairs Department, 1942.

Review of the Activities of the Department of Native Affairs for the year 1942-1943.

Natives Representative Council: Report of Proceedings, 1940.

Overstocking in the Transkeian Territories: Departmental Committee: Report, 1941.

United Transkeian Territories General Council and Proceedings and Reports, 1942.

*Public Health Department.*

Annual Reports, 1939, 1940 and 1942.

**B. PUBLICATIONS BY OTHER GOVERNMENTS.**

Financial and Economic Position of Basutoland (by Sir Alan Pim): Report of the Commission appointed by the Secretary of State for Dominion Affairs, 1935.

Nyasaland Natives in the Union of South Africa and in Southern Rhodesia: Report by J. C. Abraham, Esq., 1937.

Labour Conditions in Northern Rhodesia: Report by Major G. St. J. Orde Browne, O.B.E., 1938.

Rhodesia-Nyasaland Royal Commission Report, 1939.

Commission appointed to inquire into the Disturbances in the Copperbelt, Northern Rhodesia: Report, 1940.

Statement by the Government of Northern Rhodesia on

the Recommendations of the Report of the Copperbelt Commission, 1940.

Northern Rhodesia: Annual Report of Labour Department for year, 1942.

**C. PUBLICATIONS BY INTERNATIONAL LABOUR OFFICE.**

The Recruiting of Labour in Colonies and in Other Territories with Analogous Labour Conditions, 1935.

Regulation of Contracts of Employment of Indigenous Workers, 1939.

International Labour Conference: Draft Conventions and Recommendations Adopted by the Conference, 8th to 23th June, 1939.

**D. PUBLICATIONS BY PRIVATE BODIES AND INDIVIDUALS.**

ABERCROMBIE, H. R.—“Africa’s Peril: The Colour Problem”.

BARNES, LEONARD.—“The New Boer War”.

BROOKES, E. H.—“The History of Native Policy in South Africa from 1830 to the Present Day”.

Chamber of Mines (Transvaal):—

Annual Reports of Chamber.

Annual Reports of Native Recruiting Corporation.

Annual Reports of Witwatersrand Native Labour Association.

Pamphlet on the Wage Position of the Witwatersrand Gold Mines, 1926.

Pamphlet on Training of Boss Boys, 1939.

A Preliminary Survey of the Agricultural and Nutritional Problems of the Ciskei and Transkeian Territories with special reference to their bearing on the Recruiting of Labourers for the Gold Mining Industry: by F. W. Fox and D. Back.

DAVIS, J. MERLE.—Modern Industry and the African.

FRANKEL, DR. S. HERBERT:—

Return to Capital Investment in the Witwatersrand Gold Mining Industry, 1887-1932. (Economic Journal, March, 1935.)

Capital Investment in South Africa.

HATCH AND CHALMERS.—The Gold Mines of the Rand.

HUBERMAN, L.—The Labour Spy Racket.

HUNTER, MONICA.—Reaction to Conquest.

Johannesburg Joint Council of Europeans and Natives: The Native in Industry: Memorandum No. 3.

JONES, EDITH, B.—South African Native Land Policy (Reprint from Bantu Studies, June, 1940).

JUNOD, HENRI A.—Life of a South African Tribe.

MACMILLAN, W. M.—Complex South Africa.

Rhodes-Livingstone Institute:—

Paper No. 6: An Essay on the Economics of Detribalization in Northern Rhodesia: By Godfrey Wilson.

Paper No. 7: Economy of the Central Barotse Plain: By Max Gluckman.

SCHAPEBA, I.—Select Bibliography of South African Native Life Problems (1941).

Western Civilization and the Natives of South Africa.

South African Institute of Medical Research.—Tuberculosis in South African Natives with Special Reference to the Disease amongst the Mine Labourers on the Witwatersrand.

South African Institute of Race Relations:—

The Colour Bar in the Copper Belt: By Julius Lewin.

The Basis of Trusteeship in African Native Policy: By Field-Marshal the Rt. Hon. J. C. Smuts.

Labour and the New Economic Policy: by Eleanor Hewarden.

The Union’s Burden of Poverty: By J. D. Rheinallt-Jones and R.F.A. Hoernle.

Race Relations, Vol. VI, No. 1, 1939: Problems of Nutrition in South Africa.

Race Relations, Vol. IX, No. 4, 1942.

VAN DER HORST, SHEILA T.—Native Labour in South Africa.

Year.	Y
1911..	
1912..	
1913..	
1914..	
1915..	
1916..	
1917..	
1918..	
1919..	
1920..	
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Yield

Year.
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1932-33
1933-34
1934-35
1935-36
1936-37
1937-38
1938-39
1939-40
1940-41
1941-42
1942-43 (Est.)

**GOLD MINING ARE NOT**  
Aurora W  
Blaauwba  
Jumpers  
Middelvie  
Molengra  
New Pion  
New Dur  
New Lan  
Old Heri  
Primrose  
Princess  
Village M  
Wilford  
Wolhuter  
Worcester

Copperbelt Com-  
Labour Depart-

TRANSVAAL CHAMBER OF MINES.

APPENDIX "C".

YIELD, WORKING COSTS AND PROFITS—WITWATERSRAND GOLD MINES (INCLUDING HEIDELBERG).

OUR OFFICE.  
and in Other  
ns, 1935.  
of Indigenous  
Conventions and  
ce, 8th to 28th

Year.	Yield Oz.	Tons Milled.	WORKING REVENUE.			WORKING COSTS.			WORKING PROFIT.			DISTRIBUTABLE PROFIT.
			£	Gold Price per Oz. £	Per Ton Milled. s. d.	£	Per oz. s. d.	Per Ton Milled. s. d.	£	Per Oz. s. d.	Per Ton Milled. s. d.	
1911..	7,967,198	24,075,502	33,842,503	—	28 1	21,740,000	55 3	18 1	11,468,131	29 2	9 6	8 7
1912..	8,358,547	25,995,837	37,523,799	—	29 2	24,060,000	55 1	18 9	12,759,468	29 2	9 11	9 0
1913..	8,512,359	25,842,692	36,155,207	—	28 0	23,215,917	55 1	18 0	12,259,907	29 0	9 7	8 6
1914..	8,111,238	25,900,789	34,454,553	—	26 7	22,222,558	53 6	17 2	11,602,071	27 11	9 0	8 1
1915..	8,852,433	28,522,499	37,602,745	—	26 4	24,951,777	56 10	17 6	11,965,449	27 3	8 5	7 5
1916..	9,061,799	28,757,532	35,492,070	—	26 9	26,106,951	58 1	18 2	11,658,673	25 11	8 1	7 0
1917..	8,822,431	27,507,890	37,475,303	—	27 3	26,472,853	60 6	19 3	10,827,409	23 7	7 6	6 4
1918..	8,274,174	25,040,068	35,146,461	—	28 1	27,057,317	65 11	21 7	7,605,563	18 6	6 1	5 0
1919..	8,182,909	24,158,688	34,758,773	—	28 9	27,752,204	68 4	23 0	6,678,645	16 5	5 6	4 7
1920..	8,022,010	24,217,177	42,688,573	—	35 3	31,093,509	78 0	25 8	11,575,069	29 0	9 7	8 8
1921..	7,992,858	28,519,805	41,549,567	—	35 4	30,370,030	76 5	25 10	11,179,537	28 2	9 6	7 9
1922..	8,376,163	19,614,414	30,977,229	—	4-614	23,152,327	67 11	23 7	7,824,202	23 0	8 0	7 3
1923..	8,974,838	26,649,675	39,408,227	—	4-544	29,784,298	60 3	20 1	12,628,929	28 4	9 6	7 7
1924..	9,428,414	28,336,073	42,458,702	—	30 0	27,323,998	59 8	19 8	14,600,932	31 4	10 4	8 1
1925..	9,428,468	28,431,508	39,843,410	—	28 0	28,239,448	58 6	19 3	12,522,414	26 10	8 9	6 9
1926..	9,773,173	29,624,072	41,350,423	—	27 11	28,239,448	58 2	19 1	13,116,977	27 1	8 10	6 7
1927..	9,951,301	29,381,617	42,064,346	—	4-243	28,961,188	58 2	19 9	13,103,163	26 7	8 11	6 9
1928..	10,170,723	30,327,500	43,156,878	—	28 6	30,166,153	59 6	19 9	12,990,725	25 9	8 7	6 6
1929..	10,233,321	30,797,300	43,968,020	—	28 2	30,491,743	59 8	19 10	12,876,277	25 5	8 4	6 3
1930..	10,550,701	31,477,000	44,566,775	—	28 4	30,935,241	59 3	19 8	13,631,534	26 1	8 8	6 4
1931..	10,707,805	32,226,220	45,361,877	—	28 0	31,629,293	59 5	19 6	15,306,034	25 10	8 6	6 4
1932..	11,378,064	34,906,450	46,832,093	—	4-306*	35,769,566	66 5	19 5	18,732,584	31 4	9 1	6 4
1933..	10,841,054	36,860,900	47,267,320	—	6-235	37,598,412	66 5	19 5	31,497,754	56 6	17 1	9 2
1934..	10,304,923	39,722,850	70,557,132	—	6-901	38,593,213	75 6	19 5	32,263,919	63 2	16 3	9 7
1935..	10,564,904	44,234,650	74,413,919	—	7-103	41,773,656	79 11	18 11	32,640,263	62 5	14 9	7 2
1936..	11,117,327	48,221,120	77,367,038	—	7-013	46,317,911	82 3	18 9	32,049,125	58 2	13 4	7 2
1937..	11,445,087	50,725,750	79,712,858	—	7-035	45,008,241	84 9	18 11	31,704,417	56 6	12 6	7 2
1938..	11,339,077	53,834,150	83,620,595	—	7-127	51,724,900	88 4	19 3	31,895,695	56 6	11 10	7 2
1939..	12,495,111	58,340,200	92,281,219	—	7-765	56,609,412	91 8	19 5	35,671,807	57 9	12 3	7 8
1940..	13,683,418	64,515,350	114,207,553	—	8-400	66,832,366	98 6	20 8	47,325,187	70 3	14 9	7 4
1941..	14,039,912	67,255,450	116,978,499	—	8-400	71,133,456	102 6	21 2	45,845,043	66 1	13 7	6 5
1942..	13,761,035	66,979,700	114,455,214	—	8-400	70,800,068	104 4	21 2	43,655,146	64 4	13 0	5 6

NOTE.—For various reasons the working profit shown prior to 1920 is not in all cases the exact difference between the Revenue as shown and the Working Costs as shown.  
Figures for total working costs are approximate to 1912.  
Figures for total working profit are approximate to 1907.  
Yield includes production of Miscellaneous Companies in respect of which no figures are available for tonnage, Revenue, Costs and Profits.  
\* Gold at £4.24773 until 27/12/32.

INDIVIDUALS.  
The Colour,  
Policy in South  
Corporation.  
Native Labour  
Witwatersrand  
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African.  
Witwatersrand  
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Land Policy  
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frican Native  
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Problems of  
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TRANSVAAL CHAMBER OF MINES.

APPENDIX "D".

GOVERNMENT REVENUE FROM GOLD MINING, 1911-1943.

Year.	Income Tax.	Lease Share.	Lease and Bewaarplaats.	Bewaarplaats.	Licences and Mynpachts.	Appropriation of Price exceeding 150s. per Oz. Fine.	Special Contribution.	Gold Realisation. A/c.	Total.	Lease Share and Bewaarplaats.		All Other Payments to Government.	
										Per Ton.	Per Oz.	Per Ton.	Per Oz.
1911-12..	£ 1,003,546	£ —	£ —	£ 140,811	£ 304,651	£ —	£ —	£ —	£ 1,448,808	s. d. 0 1	s. d. 9 4	s. d. 1 1	s. d. 3 5
1912-13..	1,011,428	—	—	152,124	237,050	—	—	—	1,450,602	0 1	0 4	1 0	2 11
1913-14..	1,049,067	—	—	175,868	274,505	—	—	—	1,499,440	0 2	0 5	1 0	3 1
1914-15..	974,745	—	—	193,040	244,278	—	—	—	1,413,063	0 2	0 6	0 11	3 0
1915-16..	1,258,195	—	—	187,008	241,024	—	—	—	1,681,227	0 2	0 5	1 1	3 5
1916-17..	1,423,314	5,112	—	208,823	239,520	—	—	—	1,881,769	0 2	0 6	1 2	3 8
1917-18..	1,290,377	238,062	—	124,725	261,307	—	—	—	1,914,971	0 3	0 10	1 2	3 6
1918-19..	768,311	478,139	—	119,055	259,069	—	—	—	1,622,574	0 6	1 5	0 10	2 6
1919-20..	643,236	630,353	—	205,452	279,380	—	—	—	2,055,461	0 8	2 1	1 0	3 0
1920-21..	1,189,956	900,490	—	893,965	272,279	—	—	—	2,570,743	0 11	2 9	1 2	3 8
1921-22..	1,107,948	893,965	—	208,021	272,279	—	—	—	2,360,713	0 10	2 6	1 2	3 5
1922-23..	834,933	743,502	—	95,840	262,960	—	—	—	1,964,689	0 11	2 6	1 1	3 2
1923-24..	1,236,434	1,202,608	—	120,295	265,939	—	—	—	2,777,497	1 0	2 10	1 1	3 4
1924-25..	1,473,369	1,025,218	—	79,362	259,098	—	—	—	3,471,908	1 3	3 8	1 3	3 6
1925-26..	1,065,659	1,732,882	—	103,813	269,608	—	—	—	3,183,860	1 4	3 11	0 11	2 10
1926-27..	1,112,263	2,169,079	—	112,937	272,388	—	—	—	3,687,695	1 6	4 7	1 0	2 11
1927-28..	1,104,905	2,024,397	—	86,547	313,906	—	—	—	3,517,295	1 5	4 3	1 0	2 10
1928-29..	1,110,276	2,007,249	—	72,409	310,818	—	—	—	3,500,802	1 4	4 1	0 11	2 10
1929-30..	1,128,460	1,996,214	—	79,360	305,179	—	—	—	3,510,901	1 4	4 1	0 11	2 10
1930-31..	1,148,885	2,089,722	—	69,538	302,988	—	—	—	3,623,146	1 5	4 1	0 11	2 9
1931-32..	1,181,877	2,214,270	—	69,538	302,988	—	—	—	3,768,673	1 5	4 3	0 11	2 9
1932-33..	1,797,876	2,397,758	—	124,409	369,334	—	—	—	4,587,440	2 7	8 10	5 6	15 8
1933-34..	9,746,590	4,674,247	—	121,401	386,269	—	—	—	14,915,197	2 0	9 8	4 4	16 8
1934-35..	8,236,676	4,846,822	—	118,115	298,615	—	—	—	13,541,168	2 1	8 9	4 6	17 6
1935-36..	9,672,245	4,509,572	—	103,309	316,944	—	—	—	14,598,547	2 1	8 9	4 6	17 6
1936-37..	9,398,822	4,215,913	—	93,535	399,056	—	—	—	14,029,994	1 0	7 3	4 0	17 6
1937-38..	9,455,830	4,037,013	—	76,469	332,256	—	—	—	13,990,484	1 8	7 3	3 7	16 1
1938-39..	9,204,199	5,311,468	—	—	322,393	—	—	—	12,930,392	1 3	5 9	3 7	16 1
1939-40..	10,232,509	—	3,575,773	—	322,393	—	—	—	17,017,469	1 3	5 9	4 7	16 1
1940-41..	14,729,058	—	4,037,639	—	322,393	—	—	—	26,740,470	1 3	5 11	7 0	33 2
1941-42..	14,447,979	—	3,499,122	—	849,202	—	—	—	27,328,862	1 0	5 0	7 1	33 11
1942-43 (Est.)..	13,977,978	—	2,937,099	—	367,910	—	—	—	27,703,104	0 11	4 3	7 5	36 0

NOTE.—The Income Tax figures include Profits Tax up to 1917-18.

APPENDIX E.  
GOLD MINES ON THE WITWATERSRAND, WHICH ARE NOT MEMBERS OF THE CHAMBER OF MINES.

- Aurora West Consolidated G.M. Co., Ltd.
- Blaauwbank Mine (Pty.), Ltd.
- Jumpers Consolidated G.M. Co., Ltd.
- Middelvlei G.M. Co. (Peltz, E.B.).
- Molengraaf Gold Mine (Ebels, E.H.).
- New Pioneer Central Rand G.M. Co., Ltd.
- New Durban Roodepoort G.M. Co., Ltd.
- New Lancaster G.M. Company, Ltd.
- Old Heriot Mine (Pty.), Ltd.
- Primrose G.M. Co. (1934), Ltd.
- Princess Mining Syndicate (Pty.), Ltd.
- Village Main Reef G.M. Co. (1934), Ltd.
- Wilford (Pty.), Ltd.
- Wolhuter Estates (Pty.), Ltd.
- Worcester Tributors (Pty.), Ltd.

APPENDIX F.  
NYASALAND.

GOVERNOR'S PERMIT TO THE WITWATERSRAND NATIVE LABOUR ASSOCIATION, LIMITED, TO ENGAGE NATIVES FOR WORK OUTSIDE THE PROTECTORATE.

In exercise of the powers conferred upon him by Section 25 of the Employment of Natives Ordinance (Cap. 39 of the Laws) His Excellency the Governor has been pleased to permit the Witwatersrand Native Labour Association, Limited, to engage during the period 1st May, 1942, to 30th April, 1943, 8,500 natives for service on the gold mines of the Witwatersrand, conditional upon the said Association agreeing as follows:—

(a) To engage adult male natives only, and on written contract only, in the form attached to this Permit, it being understood that an average of not more than 8,500 natives

shall be serving under contract during the period of the permit.

(b) To pay the Nyasaland Government a Pass Fee of sixpence per calendar month of employment in respect of each native so engaged, to include those engaged in the Union.

(c) To comply with all the provisions of the Employment of Natives Ordinance, and of this permit.

(d) To arrange for free medical examination by a person holding any of the degrees, diplomas or licences specified in Section 6 of the Medical Practitioners and Dentists Ordinance (Cap. 84 of the Laws) of all natives prior to their engagement.

(e) To advance to each native on engagement a sum equal to the amount of his current tax (if any) due to the Nyasaland Government at that date and to pay the same to the Nyasaland Government.

(f) To provide free transport from the place of engagement in Nyasaland to railhead and free rail transport from Nyasaland to Johannesburg to the natives engaged at the railway rates now existing.

(g) Subject to satisfactory service by the railway company, the transport of the natives engaged, on routes within the Protectorate served by the railway company, shall be by rail transport; provided, however, that the Governor may, at his discretion, permit transport by motor vehicle or by air over these routes.

(h) To provide for each employee: free quarters in a sanitary and habitable condition, food according to a scale not less than that required by law, and an adequate supply of drugs and dressings, and the services of a qualified medical practitioner in the case of serious illness.

(i) Immediately to notify the Nyasaland Labour Officer in Johannesburg in the event of any dispute arising regarding the terms of the agreement under which such employee was engaged and also in the case of a contracted employee who deserts or leaves the service of the employer other than in terms of his contract.

(j) To report to the Nyasaland Labour Officer in Johannesburg, any dispute regarding the terms of the agreement under which the natives are engaged, and allow facilities for the investigation of such dispute by the said officer.

(k) To provide for medical examination, repatriation and transport to their homes at their own cost of all natives so engaged, at the termination of their period of employment or re-employment—which shall in no case exceed a total period of eighteen calendar months.

(l) To provide a competent person to accompany all natives engaged when travelling in accordance with paragraphs (g) and (k).

(m) To provide at the place of employment such interpreter or interpreters as shall be necessary throughout the period of engagement.

Should the said Witwatersrand Native Labour Association, Limited, fail to comply with any of the abovementioned conditions the Governor may cancel this permit.

By Command of His Excellency the Governor,

W. S. PHILLIPS,  
Labour Commissioner.

Zomba, Nyasaland,  
2nd April, 1942.

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#### RATES OF WAGES.

- (1) During the first twenty-six days of employment every native engaged under this Agreement shall, as an acclimatization period for underground mining work, undertake such surface work as the Member or the Association may require him to do, and whilst thus employed he shall be paid at Mine surface rates of pay with a minimum of one shilling per day.

Clause (2) of Rates of Wages is hereby substituted as follows:—

- (2) Upon the completion of the aforesaid period of twenty-six days' surface work the Native, if medically fit, will be transferred to underground work and be paid a minimum wage of 2s. per shift.
- (3) Subject to the foregoing minimum rates of pay mentioned in Item 2 above, the Native shall be paid at the prevailing mine rates of pay for a full day's work of an able-bodied adult according to the accepted standard of the member employing the services of the Native.

Under this contract a Native is required to work on every working day, on day or night shift, on piece work or day's pay, at the option from time to time of the member, and, when called upon, to do Sunday work authorised by the Government of the Union of South Africa.

During any period in which the member shall be prevented from furnishing work for any Native engaged hereby owing to act of God, vis major, flooding, fire, strike of workmen, accidents to mine or to plant, or other cause beyond the control of the member, such Native will receive half pay calculated on the average pay earned by him during the preceding three months or during such shorter period as the Native may have worked prior to the cessation of work.

During the period in which the member is prevented from furnishing work for any Native engaged hereby for any of the causes contemplated in the preceding paragraph hereof any Native engaged hereby may be put to any class of work underground or surface irrespective of the class of work he was engaged for or was performing at the commencement of such period or during the time thereof, and he shall be paid the mine rate of wages in respect of the work to which he is so put, provided such pay shall not be less than the half pay referred to in the preceding paragraph

#### LIST OF GOLD MINING COMPANIES REPRESENTED BY THE WITWATERSRAND NATIVE LABOUR ASSOCIATION, LIMITED.

Blyvooruitzicht G.M. Co., Ltd.	Nigel G.M. Co., Ltd.
Brakpan Mines, Ltd.	Nourse Mines, Ltd.
City Deep, Ltd.	Palmietkuil G.M. Co., Ltd.
Consolidated Main Reef Mines & Estate, Ltd.	Randfontein Estates G.M. Co., Witwatersrand, Ltd.
Crown Mines, Ltd.	Rand Leases (Vogelstruisfontein) G.M. Co., Ltd.
Daggafontein Mines, Ltd.	Rietfontein Consolidated Mines, Ltd.
Durban Roodepoort Deep, Ltd.	Robinson Deep, Ltd.
East Champ D'Or G.M. Co., Ltd.	Rose Deep, Ltd.
East Daggafontein Mines, Ltd.	Simmer and Jack Mines, Ltd.
East Geduld Mines, Ltd.	South African Land & Exploration Co., Ltd.
East Rand Proprietary Mines, Ltd.	Spaarwater G.M. Co., Ltd.
Geduld Proprietary Mines, Ltd.	Springs Mines, Ltd.
Geldenhuis Deep, Ltd.	Sub Nigel, Ltd.
Government Gold Mining Areas (Modderfontein) Consolidated, Ltd.	Van Dyk Cons. Mines, Ltd.
Grootvlei Proprietary Mines, Ltd.	Van Ryn Deep, Ltd.
Hoffontein (T.C.L.) G.M. Co., Ltd.	Van Ryn Gold Mines Estate, Ltd.
Langlaagte Estate & G.M. Company, Ltd.	Venterspost G.M. Co., Ltd.
Libanon G.M. Co., Ltd.	Vlakfontein G.M. Company, Ltd.
Lupaards Vlei Estate & G.M. Company, Ltd.	Vogelstruisbult G.M. Areas, Ltd.
Marievale Consolidated Mines, Ltd.	Welgedacht Exploration Co., Ltd.
Modderfontein B. Gold Mines, Ltd.	Western Reefs Exploration & Development Co., Ltd.
Modderfontein Deep Levels, Ltd.	West Rand Consolidated Mines, Ltd.
Modderfontein East, Ltd.	West Spaarwater, Ltd.
New Kleinfontein Company, Ltd.	West Springs, Ltd.
New Modderfontein G.M. Company, Ltd.	West Vlakfontein G.M. Co., Ltd.
New State Areas, Ltd.	Witwatersrand Deep, Ltd.
	Witwatersrand G.M. Company, Ltd.

APPENDIX Fa.

B.N.P.  
(NYASALAND)

CONTRACT No.

WITWATERSRAND NATIVE LABOUR ASSOCIATION, LIMITED.

CONTRACT No.

## AGREEMENT.

WE THE UNDERSIGNED NATIVES, not being deserters from the King's African Rifles, do hereby severally undertake and agree with the WITWATERSRAND NATIVE LABOUR ASSOCIATION, LIMITED (hereinafter called "the ASSOCIATION"), of JOHANNESBURG, Transvaal, and its MEMBERS (hereinafter called "the MEMBER"):

- (1) To proceed immediately, under the aegis and protection of the ASSOCIATION and by such facilities and means of transport as are provided by it to the depot of the ASSOCIATION at JOHANNESBURG in the Transvaal, and there to remain until placed in mining work by the ASSOCIATION;
- (2) When called upon to do so by the ASSOCIATION and if passed as medically fit for mining work underground, to be registered for, and immediately to enter upon mining work (underground or on the surface as may be required by the MEMBER) in the service of any MEMBER of the ASSOCIATION; for a period of 12 (twelve) calendar months, at the rates of wages and relative conditions set forth at the back hereof together with food as prescribed by Government regulation, medical attention, and quarters free of cost to ourselves; and to reside in the quarters provided by the MEMBER;
- (3) Upon the completion of the aforesaid 12 (twelve) calendar months, and if we do not then desire to return to our homes, to re-engage ourselves for further mining work only with a MEMBER, as may be required of us, and for such period or periods as shall not exceed in all a further 6 (six) calendar months;
- (4) Upon the completion of the aforesaid contract period or periods, as the case may be, to return and allow ourselves to be returned by the ASSOCIATION, as and when called upon to do so, through its depots to SALIMA, Nyasaland, via such point of exit from the Union of South Africa and route thereafter as may be laid down from time to time, and to use only the facilities and means of transport for return to SALIMA aforesaid as are provided by the ASSOCIATION;
- (5) That the amounts set opposite our respective names, being for advances, shall, together with a sum not exceeding 60s. (sixty shillings) to cover the cost of transport and food for the return journey, be recovered by deduction from the moneys in excess of 10s. (ten shillings) earned by us severally for each completed ticket of 30 (thirty) shifts until the whole of such amounts shall have been recovered, after which our respective earnings shall be paid to each of us in full, subject to the conditions of Clauses (6), (7) and (8) hereof;
- (6) In order to conform with Clause 22 (1) (a) of the Employment of Natives Ordinance (Cap 39), to remit, upon the completion of six months' mining work, through the ASSOCIATION, to our dependants in Nyasaland a sum of £2, and for this purpose the MEMBER shall advance at that time the sum of £2 and shall hand such sum to the ASSOCIATION for payment, on our behalf, to the relative or dependant named by us and recorded in the column numbered 15 hereunder. The MEMBER shall be entitled to recover the said advance from the earnings next due for payment to us in accordance with Clause (5) hereof;
- (7) That the amount of the Hut Tax which may become due and payable by us annually to the Nyasaland Government during the period of our mining employment shall be deducted by the MEMBER from our earnings next due for payment after the Hut Tax is due and payable. The amount of Hut Tax so deducted shall be handed by the MEMBER to the ASSOCIATION for transmission to the Nyasaland Government;
- (8) After the first four months of employment (104 shifts worked) and during any period or periods of re-engagement, deferred pay at the rate of 7d. (sevenpence) per shift worked shall be retained from our several earnings by the Mines on which we are employed, and shall be paid to us severally through the ASSOCIATION in Nyasaland upon our return thereto on completion of the aforesaid period or periods;
- (9) And I, \_\_\_\_\_, the accredited representative of the ASSOCIATION, duly authorised so to act, hereby contract with the Natives whose names are set forth below that their services are hereby engaged for mining work, subject to the terms and conditions aforesaid; and furthermore agree, for and on behalf of the ASSOCIATION, to do all such things on their behalf as are or may be required by the Employment of Native Ordinance (Cap 39) now in force in British Nyasaland or by any Ordinance which may in future come into force therein, or by any Rules made and published or to be made and published by the Governor of the Nyasaland Protectorate;
- (10) Any Native detailed herein who may subsequently be rejected as unfit to commence, or to remain in, mining work, shall be returned to SALIMA aforesaid at the cost of the ASSOCIATION;
- (11) All Natives military reservists engaged by the ASSOCIATION under this Agreement shall be released immediately for military service on application being made to the ASSOCIATION by the Chief Secretary to the Government of Nyasaland.

Signature

(Representative of the ASSOCIATION).



## APPENDIX G.

## WITWATERSRAND NATIVE MINE LABOUR COMMISSION.

## EVIDENCE OF THE GOLD PRODUCERS' COMMITTEE OF THE TRANSVAAL CHAMBER OF MINES.

## STANDING INSTRUCTIONS ISSUED BY THE GOLD PRODUCERS' COMMITTEE IN REGARD TO HOUSING, WAGES, LEAVE, RATIONS, ETC., FOR MABALANS.

## (1) HOUSING ACCOMMODATION.

The Gold Producers' Committee recommends that all mine managements should provide housing accommodation for all married Mabalans. At present, in many cases, married Mabalans continue to reside in locations, and it is considered that this practice is detrimental not only to the interests of the natives concerned but also to those of the Industry.

The Committee recommends that the practice of paying an allowance of 30s. to married Mabalans instead of providing accommodation should be discontinued. Natives already in receipt of such allowance should continue to receive it until accommodation is provided for them on the mines.

In regard to unmarried Mabalans, it is recommended that suitable accommodation, segregated from that provided for other native employees, should be made available for them in mine compounds. It is considered undesirable that natives of this class should be required to mix in the general rooms amongst their own tribes.

## (2) WAGES.

The Committee would refer to the standing recommendations that the rates of wages should be as follows:—

*Indunas.*—£7. 10s. to £10 for each 30 shifts worked, with food and quarters.

*Chief Native Clerks.*—£7. 10s. to £9 for each 30 shifts worked, with food and quarters.

*First-Class Mabalans.*—£6 to £7 for each 30 shifts worked, with food and quarters.

*Second and Third-Class Mabalans.*—£4 to £6 for each 30 shifts worked, with food and quarters.

*Probationers.*—A minimum of £3 for each 30 shifts worked, with food and quarters.

It is considered that natives of the type under reference should in no case be paid less than these rates, but the higher grades are mentioned as guides rather than as rules. The payment of rates up to or exceeding the figures mentioned would rest in the discretion of individual mines.

## (3) LEAVE.

The Gold Producers' Committee endorses the recommendation contained in N.R.C. Circular No. 350/1921, which reads as follows:—

"It was decided, therefore, to leave the matter for decision by each individual mine, with the recommendation that Native Clerks be granted Occasional Leave, without pay, and that they be promised reinstatement in their previous vocation if they return to their duties within a period to be specified by the mine when granting such leave."

## (4) PASS LAW EXEMPTION.

The Gold Producers' Committee recommends that Compound Managers should give sympathetic consideration to applications made by Mabalans of good character for exemption certificates. These certificates are issued by the Native Affairs Department, particularly to educated natives of good character who have been in the service of the same employer for a number of years.

## (5) MEETINGS.

The Gold Producers' Committee considered a proposal—

"that a more sympathetic attitude on the part of mine managements should be taken towards the holding of meetings of the Native Mine Clerks' Association in mine compounds."

The Committee considers that the decision should be left to the individual managements, but recommends that this proposal should receive sympathetic consideration.

## (6) RATIONS.

The Gold Producers' Committee does not favour the practice of rations being given to natives who reside off the property. It is recommended, however, that until such time as accommodation for all married Mabalans is provided on the mine, the procedure under which married Mabalans residing off the property are supplied with dry rations for themselves and their families should be continued.

## APPENDIX H.

## CONDITIONS IN NORTHERN RHODESIA, NYASALAND AND PORTUGUESE EAST AFRICA.

## NORTHERN RHODESIA.

The Commission has been able to gather information as to conditions in the Territory from replies to a questionnaire submitted to the authorities there.

The mineworkers from Northern Rhodesia who work on the Witwatersrand Gold Mines are drawn from Barotseland, the average number recruited during the period 1940-1942 being 2,799. Owing to shortage of labour in the Territory for essential war production it was found necessary to suspend recruiting from the 1st January, 1943, and the suspension is still in force. There is a certain amount of

detribalisation occurring among those working in industrial areas, but Barotseland is less affected by this than other parts of Northern Rhodesia.

In reply to a question as to whether the natives live in a reserve (land vested in the State or a semi-Government body and set aside for occupation by tribes) it was stated that Barotseland, where they have their homes, is not a Native Reserve as described in the questionnaire, but under the Lewanika Agreement is to all intents and purposes of that status. It may be compared with Basutoland and the Bechuanaland Protectorate in this respect. Occupation of land is on a communal basis. In Barotseland sufficient land is available for all families to have arable allotments and to graze their stock. The average family raises sufficient crops for its own requirements in a normal year, but there is a seasonal shortage in some areas in November and December.

The Commission's questionnaire contained the following questions:—

Does the average family raise sufficient crops for its own requirements in a normal year?

Is there normally a surplus for sale?

Does the average family own sufficient stock for its meat and milk requirements?

Give a description of the food consumed by the natives at their homes.

Is malnutrition observable amongst the families of the workers?

Give the normal cash requirements of a family of five.

Can you give a sample budget showing the annual income and expenditure of a family of five?

The answer to these questions is contained in a memorandum by Dr. Max Gluckman, Director of the Rhodes-Livingstone Institute, which was attached to the completed questionnaire by the Chief Secretary to the Government, Lusaka, and is set out hereunder:—

"It is impossible to answer these questions with a simple 'Yes' or 'No'. On the whole, in South Africa land is of the same type within a single ecological area, and it is the extent of overcrowding in any native reserve which produces variations in the production of each family. Overall calculations can be made on the basis of area of arable land and number of stock to population. In Barotseland the situation is complicated.

(a) The Lozi, the dominant tribe, live in the great Upper Zambezi flood-plain, where their remarkable agricultural system produces many crops from a variety of winter, spring, and summer gardens. The basic crops are sorghum and maize, with finger-millet, cucurbits, sweet-reeds, root-crops, pulses and imported fruit and vegetables. In adjacent bush country they grow bulrush-millet and cassava. The Plain also supports large herds of cattle, at present thinned by pleuro-pneumonia. Finally, the flood in the Plain enables the Lozi to catch many thousands of pounds of fish. Yields of crops vary greatly from year to year with drought and height of the floods, and the latter markedly affects catches of fish. The above may be said of a number of other flood plains on the Zambezi's course. The productive system of the Plain contrasts sharply with that of the Kwangwa, Totela, and other tribes living at dambos in the bush which stretches east and west of the Plain. Here cassava and bulrush-millet are the staple crops, with maize, sorghum, cucurbits, etc., as subsidiaries. There are few cattle, for most of the area adjacent to the Plain is flood-season grazing for Lozi cattle from the Plain. Fish catches are very small. The yield of crops here increases from east to west and north, as rainfall increases; from Balovale District there is a steady trade in grain and meal to the Lozi Plain.

Little is known of the economy of the swamp-dwelling Nyengo and Mashi.

For the reasons set out above I give my answers under three heads:—

(a) The flood-plain Lozi;

(b) bush-dwelling people close to the Plain; and

(c) the people of Sesheke District, where rainfall is less and uncertain, and famine is recurrent.

In areas (a) and (b) I have done intensive work; in area (c) I have to supplement my own cursory data by other information.

(b) It must be noted that it is extremely difficult to generalise for 'a typical family' in any of the above areas but especially the Plain (area A). The mixed economy described above, together with smithing, forest-crafts, basket and mat-making, wood-carving, etc., allows for far more specialisation than is found anywhere in South Africa. The incidence of particular types of trees, reeds, grass, deposits of iron, etc., encourages a local specialisation. This is complicated, again in contrast to South Africa, by great variation in the amount and quality of diversified and scattered arable—and fishing-sites between families. This situation I have described fully in my book *Economy of the Central Barotse Plain* (Rhodes-Livingstone Paper No. 7). The situation produces considerable internal trade in meal, fish, cattle products, including manure, implements and other goods. In some cases, this trade balances, purchases and sales being more or less equal, in others there is a margin on one side or the other, and a few people earn their living by specialising or acting as middlemen. Therefore to present an accurate account of family budgets would require graphs showing percentages of families in Barotseland at a certain level of subsistence. This I am unable to do: My family

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budgets collected in 1940 were burnt (see p. 115-6 of my book) and the time allowed for preparing this memorandum is insufficient for me to work through my 1942 budgets. Therefore I have to give general statements without statistics.

(c) At present, between 60-70 per cent. of able-bodied men are away at work outside the Province. The incidence of absentees from different family-groups markedly affects the statements. In general, the exodus has lowered agricultural and fishing production to an extent which worries the administration.

(d) As a result of the above factors, complicated by whether wage-earners do local and supplementary work, or full-time work, or are away at labour centres, cash earnings vary greatly between families. Only a few men can both earn money as labourers and 'farm': every increase in money-earnings is matched by a decrease in farm-produce.

With the above provisos, I give the following answers to the questions posed:—

**A.—THE LOZI OF THE FLOOD-PLAIN.**

1. *Does the average family raise sufficient crops for its own requirements in the normal year?*

Every year the Lozi have a period (4-6 weeks) of grain-shortage. It is shortened by crops from winter-gardens. In 2 out of 3 years flood and drought cause some shortage. This is balanced to some extent by export of fish from Plain to Bush in return for meal. The absence of men does affect, but not in a very dangerous degree, gardening, for women work Plain-gardens; it materially lowers the fish-catch. On the whole the average Lozi family purchases 1-2 bags of meal or grain per annum.

2. *Is there normally a surplus for sale?*

Normally, Plain families sell very little of their crops, except for European fruits or vegetables to Whites. There is no sale to distant markets because of transport. Milk and cattle are sold, and fish. I am informed that the transport of dried fish to Livingstone, by carrier, has reduced home-supplies in 1943.

3. *Does the average family own sufficient stock for its meat and milk requirements?*

No, the proportion of all stock to people in all Barotse-land is 1 cattle unit per head of population, among the Lozi the proportion is about 2.51. Owing to the uneven ravages of pleuro-pneumonia many families (on my figures 50 per cent.) have no cattle. Much of the milk of others is sold to Whites.

4. *Description of food consumed by the natives at their homes.*

The basis of all meals is a hard, indigestible porridge of maize, sorghum or cassava, eaten with a relish of fish, meat or milk, and in extremity vegetables. Salt is put in the relish. Beer is illegal by native laws: it is made of bulrush-millet or sorghum. Rootcrops are eaten as additional courses. Vegetables, and to a lesser extent fruit, though available, are neglected.

5. *Is malnutrition observable among the families of the natives?*

I am not a doctor, and it is difficult for the layman to distinguish the effects of malnutrition from those of endemic malaria, hookworm, bilharzia, etc. A doctor informed me that the Lozi, with their fish and some milk, are comparatively well-fed. However, scurvy is prevalent through the neglect of vegetable foods. In contrast to the above-quoted medical opinion, Dr. West, who examined Barotse going to Southern Rhodesia, found over 75 per cent. (I quote from memory) in a state of serious malnutrition. He did not distinguish Plain from Bush people, nor could he allow for the effects of the journey to the Victoria Falls.

6. *Give normal cash requirements of a family of 5:*

Without time to work my family budgets, it is difficult to base a calculation on actual expenditure. After a cursory examination of these budgets, related to bare subsistence needs, I should say, for a typical family (not an average family):—

	Per Annum.
	£ s. d.
(a) Food.....	1 10 0
(b) Clothing, blankets, etc.....	13 0 0
(c) Household goods.....	3 5 0
(d) Implements, etc.....	0 15 0
(e) Church (no school fees).....	0 2 6
(f) Tax (no land dues).....	0 6 0
(g) Other items.....	0 10 0
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These figures are based on my idea of subsistence level if (c) seems higher according to present standards, in other years it will balance higher expenditure under other items. The rest of the report is purely descriptive.

Very few families attain anywhere near this standard of expenditure. Cash expenditure of Clerks, etc., is much higher.

**B. THE BUSH AREA NEAR THE PLAIN.**

1. *Does the average family raise sufficient crops for its own requirements in a normal year?*

The 'hunger-months' in the bush are longer than at the Plain, because there are fewer winter-gardens. Absence

of men handicaps gardening severely for they are required to fell trees. Drought is a danger, but not floods. Where there are sufficient men in a family-group at home, sufficient food is produced, but owing to shortage of fish and milk much is traded to the Plain. Where men are away, there is a shortage for home-requirements.

2. *Is there normally a surplus for sale?*

There is a lot of selling of grain, but not normally from a surplus above food needs.

3. *Does the family own sufficient stock, etc.?*

No, these bush people are very short of stock.

4. *Description of food, etc.*

As at the Plain, there is a basic porridge, but relishes are more often vegetables or insects, because of the lack of fish and milk. Rootcrops are also scarcer, as are European vegetables, and fruits.

5. *Malnutrition observable?*

To my layman's eye, markedly worse than on the Plain, as might be expected from the lack of animal protein. The people are far thinner; I have seen noticeable scurvy, tropical ulcers and what I took to be pellagra.

6. *Cash needs:*

I place these at about the same as for the Plain, but add that the further one gets from the Plain, the lower is the average income. Barkcloth skirts and blankets are still used. This is because the Plain people have some market among resident whites for produce and temporary labour, and more of the Barotse National Treasury's expenditure is in the Plain.

**C. THE SESHEKE AREA:**

The Sesheke Plain is like the Lozi Plain, but poorer, but most of the country is 'bush'. In the north and west of the country, except on routes where the people can live on repatriates, the people are extremely poor in cash, crops, cattle and fish, save for a couple of rich pockets of cattle. The general picture is that given under (B) with poverty, shortage and malnutrition heightened.

In the above areas, but especially in the south and east of the District, there are recurrent famines due to drought met by imports from the Caprivi Strip and by Government relief. Lozi authorities say Sesheke, near the district centre, has lots of money, and in 1942 I was informed that in a prevailing famine people had money to buy food, but there was none to buy. Prominent Lozi Chiefs and indunas sent to Livingstone for meal. This famine condition is endemic in the district, and the Native Authority is attempting to meet it by fostering the cultivation of gardens adopted from the Lozi Plain, where there is suitable ground."

The wages paid to unskilled labourers in agriculture are from 7s. 6d. to 15s. and in industry (excluding mines) 12s. 6d. to 25s. in each case per ticket of 30 days. Native soldiers serving in Northern Rhodesia Units are paid 20s. per month on attestation as a recruit and 28s. per month on being drafted to a Unit as a private, plus proficiency pay.

The cost of living has gone up 75 per cent. in respect of certain articles which are regarded by the Northern Rhodesian Government as minimum essentials, consisting of clothing for the man and his family and certain household utensils. The cost of these before the war was 10s. per month and at present is at least 17s. 6d. per month. As the Barotse for the most part grow their own food the increased prices brought about by the war do not affect them to any extent.

**NYASALAND.**

The following particulars are taken from information supplied by the authorities in Nyasaland:—

The great majority of the Natives live on Native Trust land vested in the Secretary of State for the Colonies, but a few reside on European owned estates. In the latter case the tenant may elect to pay rent or in lieu work for wages for a specified period at prevailing market rates or grow an economic crop which the owner of the estate is obliged to buy at current market rates.

The average Native family raises sufficient crops for its own requirements in a normal year and of recent years had a surplus for sale.

Owing to the presence of tsetse fly on the lower levels and the fact that many of the tribes are not pastoral, large parts of Nyasaland have little or no cattle population. Cattle generally have a social rather than an economic significance. Milk is not usually consumed.

The staple foods are maize or cassava or millet flour or rice. No meal is satisfying without one of these. However, just as essential are the "side dishes" the recipes for which are many and varied and include:—

A variety of leaves, beans, peas, groundnuts, cucumbers, tubers, mushrooms, tomatoes, melons, unripe pawpaws, insects, fish and meat. Then there are extra foods such as mangoes, guavas, pawpaws, bananas, peaches and various kinds of citrus, tubers of sweet potatoes and fresh cassava and pumpkins.

The wages paid to unskilled labourers are from 9s. to 12s. per month (inclusive of food). The rate of pay for privates on military service is 28s. per month plus 2s. to 4s. proficiency pay. Non-commissioned officers are paid up to a maximum of £5 per month.

Assuming that the division of labour between husband and wife is balanced in so far as the working of their land is concerned, it is estimated that a cash income of 10s. upwards per month is required according to the standard of living of each family in ordinary years. The following is given as a sample budget for a villager living at home:—

<i>Income.</i>	
£1 4 0	Cash earnings from occasional employment (man alone working for wages in Nyasaland).
3 10 0	Income from crops.
1 6 0	Income from other sources.
<hr/>	
£6 0 0	
<i>Expenditure.</i>	
Grown	
£3 5 0	Food.
1 0 0	Clothing.
0 5 0	Household goods.
0 9 0	Farming implements.
0 6 0	Tax.
0 15 0	Church and school fees.
	Other items.
<hr/>	
£6 0 0	

It is pointed out, however, that as conditions vary so considerably even in adjoining villages any sample budget must be regarded with caution; and that a native who is not working for an employer would cultivate a greater average acreage than a native who is so working.

The war has not materially affected the native's cost of living so far as his staple diet is concerned. The cost of cotton piece goods has gone up over 100 per cent.

Consideration of the figures given goes to show that the ordinary native in Nyasaland is not dependent upon his earnings to supplement his reserve subsistence to the same extent as his counterpart in the Union.

#### PORTUGUESE EAST AFRICA.

The authorities in Portuguese East Africa were invited to submit evidence as to the economic condition of the natives in that Territory, but declined the invitation, but the Commission has been able to gather certain information from other sources.

Natives for mine work are recruited from Portuguese East Africa south of latitude 22° South. Actually natives between this latitude and the River Save are also employed, so that for all practical purposes it may be taken that all the natives south of the River Save are potential recruits and are very largely tribal.

Generally speaking the native in Portuguese East Africa lives on land which may be called "Government land". He may squat on any land, not already occupied, free of charge by simply taking up his abode on it and once he is established there he cannot be moved without compensation for such improvements as he has made by the planting of trees, building of houses, etc. There appears to be plenty of land available for arable allotments though not all of high quality and there is plenty of grazing land for such stock as the natives have.

Taking the country as a whole it would seem that the natives do not raise sufficient crops to support themselves and their families. Some land, particularly that near the rivers, is much better than that elsewhere. It is estimated that only 50 per cent. of the natives can raise sufficient crops for their sustenance, and normally there is no surplus for sale. Generally speaking all natives rely on a few months employment each year to pay their taxes.

The average family does not own sufficient stock for its meat and milk requirements. Only portions of the country are suitable for stock such as, for instance, the Limpopo Valley, the Magude district and part of the country between the Transvaal border and Lourenco Marques. The dearth of domestic animals is largely made up for by game, particularly in the north of the Colony.

The natives of Portuguese East Africa eat very much the same food as those in the Union of South Africa. In addition they eat cassava root, coconuts and game when obtainable, and those living near the sea or lakes consume large quantities of fish. Another substantial article in the diet is rice, but at present this is difficult to obtain from outside and local production is on a very small and unsatisfactory scale. It is considered that malnutrition is observable among the native inhabitants.

The average family is comprised of father and mother, three to four children, a second wife or an old relation, but as tax is payable on a per capita basis in respect of both men and women heads of families are no longer interested in accommodating relations and the tendency is for families to split up. All natives between the ages of 18 and 60 in the case of men, and 18 to 50 in the case of women are liable to tax at the rate of about £2 per head per annum. A man's first wife and unattached women who have no apparent means of support are exempt. The tax on natives living within the Lourenco Marques area is about £2. 10s. per head per annum.

The cash requirements for a family is, generally speaking, the total amount of tax liability. The average wage basis of urban natives is approximately £2 per month to which may be added a small income derived from his garden in the location.

The following budget has been submitted to the Commission:—

<i>Income.</i>		
Earnings.....	£12 0 0	i.e. six months work at £2 per month.
Income from crops....	3 0 0	
<hr/>		
	£15 0 0	
<i>Expenditure.</i>		
Food.....	£2 8 0	
Clothing.....	3 0 0	
Household goods.....	0 3 0	(Probably only knife and fork as natives make their own household utensils).
Farming implements...	0 9 0	(Hoe, 3s.; axe, 6s.).
Church and school fees		
Taxes.....	6 0 0	
Other items.....	2 0 0	
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	£14 0 0	

It is somewhat difficult to reconcile the item of £3 income from crops with the statement that taking the natives as a whole they do not raise sufficient crops to support themselves and their families. Possibly this item is meant to show the value of the crops raised, in which case there should be a corresponding entry on the expenditure side. In that case there would be a deficit of £2 instead of an excess of income over expenditure of £1.

The rate of wages shown is that of an urban native and accordingly the income from earnings shown is considerably higher than that of the main body of natives. On the other hand the items for "Clothing" and "Other items" on the expenditure side is possibly also on the high side for the native living in the rural areas.

The budget given above refers only to natives who remain in the colony and not to mine working natives. The latter on their return from the mines bring with them on the average £11 plus a quantity of clothing for the family, so that financially they are no better off than the native who does not work on the mines. The mine native, too, has to pay duty on the goods he introduces into the Colony.

The cost of living for natives as well as other inhabitants of Portuguese East Africa has increased by at least 50 per cent. since the outbreak of war.

It is understood that the native of the mine labourer class in Portuguese East Africa has, in general, a lower standard of living than the Union natives.

APPENDIX "I".

ANALYSIS OF TEST CHECK MADE BY DIRECTOR OF NATIVE LABOUR IN OCTOBER AND NOVEMBER, 1943, IN REGARD TO NATIVES ARRIVING IN THE DEPOT OF THE WITWATERSRAND NATIVE LABOUR ASSOCIATION WITH A VIEW TO SHOWING: NUMBER OF NEW ARRIVALS; NUMBER PREVIOUSLY EMPLOYED ON THE MINES; DURATION OF PERIODS SPENT IN RESERVES BETWEEN PERIODS OF WORK, AS STATED BY THEM; AND COMPARISON WITH RESULTS OBTAINED BY SIMILAR TEST CHECK IN 1931 (SEE ANNEXURE 2I-III TO REPORT OF NATIVE ECONOMIC COMMISSION).

A. Territory of Origin.	B. Number Tested.	C.		D.		PERIOD IN MONTHS SPENT IN RESERVES BY NATIVES UNDER COLUMN "D" AS STATED BY THEM.										E. Percentage of Natives arriving in "D" to "D".	F. 1931 Percentages Comparable with "E".		
		Number not Previously Employed on W.W. Rand Mines.	Percentage of "B".	Number Previously Employed on W.W. Rand Mines.	Percentage of "B".	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.			11.	12 Mos. and Over.
Cape Province.....	5,518	686	14.97	4,632	85.03	269	224	267	314	299	498	174	231	305	187	65	1,929	41.11	48.21
Natal.....	1,069	67	28.87	780	71.31	80	59	59	82	86	76	25	41	26	87	14	216	27.69	39.10
Orange Free State.....	124	53	28.69	691	57.24	10	34	41	86	30	72	28	31	19	82	19	295	42.69	45.45
Basutoland.....	1,511	280	28.33	1,231	81.47	154	132	101	121	112	144	42	39	64	27	15	280	26.76	38.86
Bechuanaland.....	251	68	27.10	213	75.80	57	35	22	21	13	14	1	8	15	4	2	43	22.75	20.19
Swaziland.....	508	58	11.42	450	88.58	21	23	38	35	27	55	17	10	23	26	2	165	36.67	37.00
TOTALS.....	10,000	1,872	18.70	8,128	81.30	647	501	531	620	541	802	290	366	455	314	114	2,947	36.20	44.00
Percentages to "D".....	—	—	18.70	—	81.30	7.96	6.17	6.53	7.63	6.66	9.87	3.57	4.50	5.59	3.86	1.40	36.23	—	—
1931 Comparable Percentages.....	—	—	17.90	—	82.10	5.17	5.62	7.17	7.32	6.43	7.91	4.55	4.32	3.99	2.57	1.05	44.00	—	—

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RESULTS OF BUDGETS COMPLETED BY NATIVE COMMISSIONERS (SEE PARAGRAPH 218).

*Explanatory Note.*—The figures in this tabulation were computed from budgets completed by Native Commissioners in respect of a number of Native kraals situated in various parts of their districts. The figures in the second line indicate the numbers of kraals in respect of which the surveys were made, but not necessarily the numbers of families, as more than one family may live at one kraal. The averages have not been worked out per kraal, but per wage earner, each wage earner representing a family of 5.4 persons—See last column. The average numbers of persons per kraal are:—

Transkeian Territories.....	9.1	Northern Areas.....	9.1
Ciskei.....	8.7	Union.....	9.9
Natal.....	12.3		

The following are the districts from which suitably completed returns were received; the number of returns received from each district is indicated in brackets after its name:—

*Transkeian Territories.*

Elliotsdale (12), Engcobo (12), Flagstaff (12), Idutywa (12), Kentani (12), Libode (13), Mount Fletcher (12), Mount Frere (8), Ngqeleni (11), St. Marks (12), Tabankulu (10), Umtata (12), Umzimkulu (9).

*Ciskei.*

Herschel (12), Keiskama Hoek (3), Lady Frere (7), Middeldrift (7), Peddie (7), Queenstown (10).

*Natal.*

Alfred (Harding) (12), Emtongjaneni (Melmoth) (12), Eshowe (12), Hlabisa (3), Misinga (12), Ndwedwe (9), Nongoma (10), Pietermaritzburg (12), Port Shepstone (6), Ubombo (8), Umlazi (6).

*Northern Areas.*

Thaba Nchu (12), Witzieshoek (12), Letaba (13), Louis Trichardt (Zoutpansberg District) (3), Sekukuniland (Lydenburg District) (12), Sibasa (Zoutpansberg District) (12), Marico (7), Taungs (9)].

	TRANSKEIAN TERRITORIES.		CISKEI.		NATAL.		NORTHERN AREAS.		UNION.	
	Total.	Average per Wage Earner.	Total.	Average per Wage Earner.	Total.	Average per Wage Earner.	Total.	Average per Wage Earner.	Total.	Average per Wage Earner.
No. of Districts.....	18	—	6	—	11	—	8	—	38	—
No. of Kraals or Budgets.....	147	—	46	—	101	—	80	—	374	—
No. of Huts.....	558	2.3	123	1.6	376	1.6	217	1.8	1,270	1.9
No. of Men.....	288	1.2	87	1.1	290	1.2	152	1.2	817	1.2
No. of Woman.....	325	1.3	82	1	321	1.3	191	1.6	919	1.3
No. of Children.....	725	3	232	2.9	623	2.6	336	3.1	1,971	2.9
No. of Persons.....	1,338	5.5	401	5	1,239	5.1	729	5.9	3,707	5.4
No. of Wage Earners.....	244	1	80	1	240	1	123	1	687	1
<i>Period at Work.</i>										
(a) Persons.....	198	.8	65	.8	183	.75	98	.8	544	.8
(b) Months.....	1,739	7.1	666	8.3	1,673	7	1,094	8.9	5,172	7.5
No. of Lands.....	141	—	49	—	95	—	67	—	346	—
Area of Lands (Morgen).....	839	3.4	161	2	333	1.4	369	3	1,716	2.5
No. of Cattle.....	1,330	7.5	335	4.1	1,721	7.1	534	4.7	4,470	6.5
No. of Sheep and Goats.....	3,128	12.8	1,033	13.5	957	4	455	4	5,653	8.2
No. of Pigs.....	274	1.1	38	.4	76	.3	49	.4	437	.6
<i>No. of Kraals Owning.</i>										
(a) Cattle.....	124	—	40	—	93	—	57	—	314	—
(b) Sheep and Goats.....	97	—	32	—	56	—	42	—	227	—
(c) Pigs.....	110	—	22	—	40	—	52	—	224	—
<i>Cash Income from—</i>	£	£	£	£	£	£	£	£	£	£
(a) Wages.....	5,484	22.5	232.7	27.9	6,569.9	27.4	3,920.5	31.8	13,207.1	26.5
(b) Sale of Stock.....	579.9	2.3	167.25	2.1	627.6	2.6	315	2.5	1,680.75	2.4
(c) Sale of Produce.....	499.4	2	175	2.2	57.9	.2	10	.08	742.3	1.1
<b>TOTAL.....</b>	<b>£ 6,554.3</b>	<b>26.8</b>	<b>2,574.95</b>	<b>32.2</b>	<b>7,255.4</b>	<b>30.2</b>	<b>4,245.5</b>	<b>34.5</b>	<b>29,630.1</b>	<b>30.0</b>
<i>Value of Own Produce Consumed by Kraals.</i>	£	£	£	£	£	£	£	£	£	£
(a) Mealies.....	1,081.5	6.9	240.1	3	716.3	3.0	291.9	2.36	2,930.6	4.3
(b) Beans.....	267	1.1	14.4	.2	80.9	.4	43.1	.4	411.4	.6
(c) Kaffir-corn.....	157.75	.6	153	1.9	186	.8	148.75	1.2	648.5	1
(d) Pumpkins.....	39	.2	5	.1	14.85	.1	4.6	.04	63.65	.1
(e) Milk.....	1,146.75	4.7	252.5	3.1	1,193.75	4.9	467.75	3.8	3,060.75	4.4
(f) Meat.....	358	1.5	134	1.7	510	2.1	62	.5	1,064	1.5
<b>TOTAL.....</b>	<b>£ 3,650</b>	<b>15.0</b>	<b>802.8</b>	<b>10.0</b>	<b>2,707.8</b>	<b>11.3</b>	<b>1,018.3</b>	<b>8.3</b>	<b>8,178.9</b>	<b>11.9</b>
<i>Cash Expenditure on—</i>										
(a) Clothing.....	1,914.58	7.3	323.65	10.3	1,520.25	6.3	1,848.1	15	6,108.6	8.9
(b) Food.....	1,403.2	5.8	771.35	9.6	1,911.55	8	1,399.9	11.4	5,488	8
(c) Labourer's Expenses.....	499.85	2.1	208.5	2.6	944.65	3.9	426.9	3.4	2,079.9	3
(d) Purchase of Stock.....	419.25	1.7	159.75	2	203.5	.9	31.46	.7	879.9	1.3
(e) Miscellaneous Articles.....	321.95	1.3	216.85	2.7	322.6	1.3	205.1	1.7	1,066.6	1.5
(f) Taxes, School and Church Fees, School Books, etc.....	516.8	2.1	206.9	2.6	520.85	2.2	351.65	2.8	1,596.2	2.3
<b>TOTAL.....</b>	<b>£ 5,075.63</b>	<b>20.8</b>	<b>2,337</b>	<b>29.3</b>	<b>5,429.4</b>	<b>22.6</b>	<b>4,323.1</b>	<b>35</b>	<b>17,215.1</b>	<b>25</b>
<i>Savings.....</i>	£ 445.6	£ 1.8	£ 74.3	£ .9	£ 174	£ .7	£ 162	£ 1.3	£ 855.9	£ 1.2
Lobola Received.....	688	2.5	100	1.3	453	1.9	240	2	1,401	2
Lobola Paid.....	438	1.8	200	2.5	543	2.2	326	2.6	1,507	2.2

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105. 6/11/42  
110. 19/3/43



TRANSVAAL CHAMBER OF MINES.

MONTHLY ANALYSIS OF GOLD PRODUCTION IN THE TRANSVAAL.

DECEMBER, 1942.

NOTE.—The particulars regarding individual Companies are published on the authority and responsibility of those Companies.

Reference Number.	NAME OF COMPANY.	Tons Milled.	YIELD.		WORKING REVENUE.		WORKING COSTS.		DECLARED ESTIMATED.		DIVIDENDS.				REMARKS.	Reference Number.
			Declared Total Ounces Finer.	Dwt. per Ton Milled.	Declared Revenue. £	Value of Revenue per Ton Milled. s. d.	Total. £	Per Ton Milled. s. d.	Per Oz. s. d.	Total. £	Per Ton Milled. s. d.	On a Capital £	Rate per Cent.	Amount Declared during Month. £		
1	Blyvooruitzicht.	10,000	4,406	3,212	34,510	69 0	28,086	56 0	136 6	6,488	13 0	2,450,000	20	280,000	431,950	1
2	Brakpan Mines.	125,000	28,578	3,212	198,880	31 9	144,602	28 2	122 8	53,700	18 7	1,150,000	90	300,000	431,950	2
3	City Deep.	100,000	27,045	3,212	188,425	30 11	138,425	24 6	111 7	67,644	12 5	1,435,000	121	140,355	204,375	3
4	Cons. Main Reef.	182,000	4,358	3,212	201,089	25 0	136,707	20 6	133 0	40,768	4 6	1,247,602	114	140,355	204,375	4
5	Crown Mines.	264,000	43,007	2,152	277,698	43 4	321,887	24 5	94 8	250,101	18 11	943,063	60	565,888	1,225,982	5
6	Daggfontein.	175,000	33,737	3,447	363,290	35 6	142,893	17 10	65 7	223,398	27 11	1,750,000	27	481,250	918,750	6
7	Durban Deep.	84,000	23,737	3,447	275,590	33 6	173,869	20 6	109 5	98,251	11 0	1,093,500	22	201,563	465,001	7
8	East Champ d'Or.	39,000	8,201	4,970	69,280	40 1	73,369	20 6	109 5	36,182	11 0	2,598,875	82	84,459	163,918	8
9	East Geduld.	158,000	46,341	5,865	359,476	49 4	119,754	15 6	56 1	91,051	19 4	1,869,000	14	208,094	501,210	9
10	East Rand Prop. Mines.	209,000	39,980	3,980	336,038	33 8	239,082	23 2	171 6	269,722	34 2	4,995,000	27	315,000	990,000	10
11	East Rand Prop. Mines.	199,000	26,445	2,843	282,210	40 9	105,090	19 4	162 0	110,956	21 6	1,800,000	17	315,000	990,000	11
12	Gaika's Deep.	69,000	7,149	4,770	188,461	42 0	57,904	19 4	162 0	143,880	13 0	1,466,838	32	488,257	894,775	12
13	Gauteng G.M. Areas.	217,000	45,837	4,225	390,585	36 0	247,205	22 0	107 10	195,208	13 6	2,600,000	32	495,000	63,750	13
14	Government G.M. Areas.	160,000	41,438	5,180	346,228	43 7	153,125	19 2	73 11	53,901	23 6	1,500,000	12	367,463	679,180	14
15	Langlaagte Estate.	125,000	14,984	2,338	127,165	24 11	113,843	23 11	162 8	88,887	8 11	1,519,383	12	367,463	679,180	15
16	Luthard's Reef.	50,000	18,098	4,160	159,180	35 0	72,694	26 1	125 3	40,802	16 4	2,250,000	15	112,500	250,000	16
17	Matielale.	89,000	13,310	3,404	113,766	45 6	65,638	19 0	95 0	61,000	12 5	700,000	20	143,000	280,000	17
18	Modder Deep (in Ltd).	49,200	13,283	3,369	116,638	28 5	40,802	18 8	130 6	12,803	5 10	900,805	17	162,891	325,782	18
19	Modder Deep.	20,940	8,245	5,208	27,508	21 8	100,138	15 3	95 8	76,393	11 10	500,000	17	162,891	325,782	19
20	New Kleinfontein.	80,000	13,662	3,416	116,826	27 1	85,690	22 3	126 2	75,393	6 10	1,435,387	1	101,676	212,586	20
21	New Modderfontein.	173,000	21,415	2,490	180,441	29 0	136,401	15 9	80 5	45,040	5 8	1,400,000	10	140,000	315,000	21
22	New State Areas.	107,000	25,194	4,636	232,749	32 0	163,916	21 0	90 5	99,188	18 6	1,400,000	10	151,404	302,803	22
23	Nourse Mines.	45,000	13,852	3,877	112,161	43 4	61,359	26 0	159 4	37,162	20 9	1,714,435	17	125,026	260,063	23
24	Randfontein Estates.	75,000	14,152	3,690	111,806	33 9	299,256	18 7	108 2	28,010	7 8	827,321	10	78,366	166,528	24
25	Randfontein Estates.	81,000	48,563	3,956	312,856	37 7	195,826	18 0	108 2	112,034	9 7	4,063,553	2	389,968	761,916	25
26	Randfontein Estates.	186,500	36,894	3,410	185,420	28 8	26,847	21 0	123 2	110,690	17 8	1,900,000	16	243,750	487,500	26
27	Robinson Deep.	24,000	20,029	4,261	188,420	35 10	128,419	27 4	123 2	40,001	6 6	700,000	16	258,056	56,112	27
28	Sluiter and Jack.	95,000	1,765	3,096	188,968	26 1	75,357	20 6	123 11	23,111	8 6	700,000	16	150,000	300,000	28
29	South African Lands.	12,000	2,453	3,592	188,862	39 2	171,591	27 5	123 11	17,371	2 9	843,750	10	150,000	300,000	29
30	Spring Mines.	140,000	85,098	5,709	245,504	45 3	108,418	19 2	71 3	143,386	26 1	483,125	6	59,250	140,000	30
31	Sub Nigel.	64,000	86,917	11,537	376,379	62 2	168,099	23 4	83 0	132,060	18 10	1,560,000	15	386,719	737,969	31
32	Van Kyn Deep.	94,000	23,184	4,933	195,119	47 6	134,239	35 9	61 11	196,038	61 3	885,938	50	284,000	468,000	32
33	Van Kyn Deep.	97,000	12,222	2,177	103,202	31 9	100,095	27 5	111 0	66,423	14 1	2,750,000	7	206,250	378,125	33
34	Van Kyn Estate.	60,000	6,531	2,177	56,004	18 3	52,450	20 2	160 3	5,277	1 1	1,196,892	23	29,922	29,922	34
35	Venterskop.	100,000	20,334	4,067	171,009	34 2	138,623	24 9	108 2	85,505	7 5	250,000	7	18,750	50,000	35
36	Venterskop.	19,000	7,883	3,268	64,263	69 9	46,203	28 6	109 8	37,818	7 5	2,450,000	5	182,500	275,625	36
37	West Rand.	67,000	17,193	5,102	144,573	42 11	94,250	23 0	109 8	30,900	21 9	3,600,000	7	220,000	608,571	37
38	West Rand.	198,000	87,770	8,816	325,575	32 11	177,807	18 0	84 2	2,614,236	21 1	2,180,000	8	364,167	497,500	38
39	West Rand.	74,600	16,098	4,322	185,303	36 4	81,458	21 0	93 0	143,068	14 11	1,380,000	3	125,637	143,126	39
40	Witwatersrand Deep.	50,000	16,009	4,652	156,460	39 1	86,514	21 7	93 0	58,885	17 6	1,380,000	3	125,637	143,126	40
41	Witwatersrand G.M. Co.	70,000	62,704	8,005	265,303	25 4	55,303	21 7	93 0	69,948	17 6	1,380,000	3	92,599	642,500	41
42	Witwatersrand Nigel.	70,000	3,133	3,133	98,716	26 8	98,716	26 8	143 4	9,401	3 9	550,000	6	39,963	39,963	42
43	Miscellaneous (Witwatersrand).	5,800	15,000	5,253	18,312	44 1	12,732	23 0	142 5	16,200	4 4	469,825	8	41,092	52,184	43
44	Miscellaneous (Outside Districts).	5,137,900	1,109,234	4,137	3,964,668	34 11	5,516,256	21 6	103 10	3,443,412	13 5	17,439,225*	8	8,841,170	17,439,225*	44

\* Certain companies in the above list received in total the sum of £596,708 from other companies also in the list. This amount, therefore, is deducted from the total in order to arrive at a net total of £16,892,617 for the dividends declared by the companies in the list.

NOTE.—(1) A working month of 26 days was returned by 45 of the above 47 companies.  
 (2) In this analysis, the realisable value of December Gold (before deduction of Realisation Charges) has been assumed to be £8. 8s. 0d. per ounce fine.  
 (3) In arriving at Working Costs and Profits, no account has been taken of expenditure charged to Capital Account of Expenditure in connection with Debentures and Loans. A few mines have some further expenses of trivial amounts, which are not included.

NOTE.—(1) A working month of 26 days was returned by 45 of the above 47 companies.  
 (2) In this Analysis, the realisable value of December Gold (before deduction of Realisation Charges) has been assumed to be £8. 8s. 0d. per ounce fine.  
 (3) In arriving at Working Costs and Profits, no account has been taken of expenditure charged to Capital Account of expenditure charged to Debentures and Loans. A few mines have some further expenses of trivial amounts, which are not included.

£8,841,170 | 17,480,225\* | 109 | 3,448,412 | 13 | 5

APPENDIX L.

TRANSVAAL CHAMBER OF MINES.  
 PROGRESSIVE ANALYSIS OF GOLD PRODUCTION IN THE TRANSVAAL.

JANUARY-DECEMBER, 1942.

NOTE.—The particulars regarding individual Companies are published on the authority and responsibility of those Companies.

Reference Number	NAME OF COMPANY.	Tons Milled.	YIELD.		WORKING REVENUE.		WORKING COSTS.		ESTIMATED WORKING PROFIT.		DIVIDENDS.		REMARKS.
			Declared Tons Ounces Fine.	Dwts. Per Ton Milled.	Declared Revenue.	Per Ton Milled.	Total.	Per Ton Milled.	Total.	Per Ton Milled.	On a Capital of £.	Total Declared for Year 1942.	
1	Blyvooruitzicht.....	(1) 60,400	(2) 120	(3) 8	(4) 184,878	(5) 4	(6) 157,445	(7) 2	(8) 86,933	(9) 2	(10) 2	(11) 2,450,000	
2	Brakpan Mines.....	1,605,500	313,533	3,906	2,957,257	32 10	1,902,245	52 2	733,701	136 2	12 2	1,150,000	
3	City Deep.....	1,343,000	298,409	4,444	2,571,257	32 10	1,902,245	25 8	818,109	121 4	2 2	1,635,000	
4	Cons. Main Reef.....	2,459,000	568,983	2,960	5,063,157	39 4	4,569,043	25 3	584,114	188 3	2 2	1,247,602	
5	Crown Mines.....	3,777,000	888,169	4,677	7,482,716	39 4	6,577,383	22 4	921,909	321 1	0 0	943,063	
6	Durkop Mine.....	1,942,000	535,612	5,515	4,563,301	46 4	3,577,383	22 4	2,855,918	97 7	0 0	1,225,982	
7	East Rand Prop. Mines.....	2,890,000	426,001	3,610	3,610,124	30 4	2,853,973	18 9	1,251,146	17 7	0 0	1,162,500	
8	East Rand Prop. Mines.....	415,000	102,327	4,943	862,599	41 8	408,065	17 7	1,251,146	10 6	0 0	465,001	
9	East Rand Prop. Mines.....	1,525,000	277,446	4,887	2,332,681	41 8	1,287,195	22 8	1,455,631	10 4	0 0	259,875	
10	East Rand Prop. Mines.....	1,823,000	556,383	5,787	4,651,416	48 8	1,592,358	27 7	1,946,496	18 5	0 0	1,835,000	
11	East Rand Prop. Mines.....	1,332,000	508,778	8,903	4,257,863	32 10	2,911,808	26 6	3,039,058	32 1	0 0	1,800,000	
12	East Rand Prop. Mines.....	1,773,000	331,622	4,761	2,789,771	40 1	1,367,732	20 4	1,429,039	20 4	0 0	1,800,000	
13	Government G.M. Areas.....	2,993,000	788,889	4,809	4,809,710	32 2	3,075,024	18 5	1,731,689	17 1	0 0	1,450,587	
14	Grosvlaagte.....	1,845,000	484,606	5,722	4,052,609	43 11	1,872,482	20 4	2,180,127	23 7	0 0	910,000	
15	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
16	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
17	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
18	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
19	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
20	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
21	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
22	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
23	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
24	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
25	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
26	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
27	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
28	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
29	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
30	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
31	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
32	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
33	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
34	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
35	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
36	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
37	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
38	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
39	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
40	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
41	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
42	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
43	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
44	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
45	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
46	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
47	Langlaagte Estate.....	1,067,000	233,804	4,175	1,895,774	23 2	1,595,564	21 11	1,110,220	11 0	0 0	1,519,393	
TOTALS AND AVERAGES—TRANSVAAL.		66,979,700	14,120,817	4,068	114,455,214	34 2	70,800,068	21 2	43,655,146	104 4	18 0	17,480,225*	

\* Certain companies in the above list received in total the sum of £598,708 from the companies also in the list. This sum should be added to the total from the list in order to arrive at a net total of £18,892,617 for the dividends declared by the companies in the list.

NOTE.—In arriving at Working Costs and Profits, no account has been taken of expenditure charged to Capital Account or Expenditure in connection with Debentures and Loans. A few mines have some further expenses of trivial amounts, which are not included.

APPENDIX L.

TRANSVAAL CHAMBER OF MINES.

MONTHLY PROGRESSIVE STATEMENT OF GOLD PRODUCTION IN THE TRANSVAAL, 1942.

Note.—The particulars regarding individual Companies are published on the authority and responsibility of those Companies.

MONTH.	Tons Milled.	YIELD.		WORKING REVENUE.		WORKING COSTS.		ESTIMATED WORKING PROFIT.		DIVIDENDS.		Estimated Resalable Value of Gold per Ounce Fine.	REMARKS.
		Declared Total Ounces Fine.	Dwts. per Ton.	Declared Revenue.	Declared Value of Revenue per Ton Milled.	Total.	Per Ton Milled.	Per Oz.	Total.	Per Ton Milled.	Total Declared.		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	
		£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	£	£	
January.....	5,768,300	1,216,104	4-085	9,863,410	34 3	6,125,303	21 3	104 8	3,738,107	13 0		8-400†	
February.....	5,208,300	1,129,310	4-081	9,151,244	34 6	5,623,836	21 5	104 9	3,462,858	13 1		8-400†	
March.....	5,790,900	1,214,180	4-087	9,851,881	34 9	6,103,803	21 1	104 5	3,748,022	12 11		8-400†	
April.....	5,577,000	1,182,678	4-077	9,668,822	34 5	5,957,110	21 4	104 9	3,646,712	13 1	25,000	8-400†	
May.....	5,784,800	1,214,637	4-086	9,840,290	34 0	6,105,593	21 1	104 7	3,754,707	12 11		8-400†	
June.....	5,711,000	1,199,569	4-061	9,755,866	34 2	6,048,051	21 2	104 7	3,707,815	13 0	8,598,055	8-400†	
July.....	5,820,000	1,229,154	4-029	9,831,630	33 11	6,152,450	21 2	104 11	3,723,380	12 9		8-400†	
August.....	5,632,500	1,182,437	4-027	9,530,702	33 11	5,931,184	21 0	104 3	3,659,518	12 11		8-400†	
September.....	5,537,500	1,169,541	4-031	9,410,035	34 0	5,797,792	20 11	103 11	3,613,243	13 1		8-400†	
October.....	5,635,500	1,165,964	4-019	9,451,140	33 11	5,837,473	20 11	104 0	3,643,667	13 0	25,000	8-400†	
November.....	5,216,000	1,125,440	4-042	9,091,176	34 1	5,538,671	20 10	103 1	3,524,505	13 3		8-400†	
December.....	5,137,900	1,109,234	4-137	8,964,668	34 11	5,516,256	21 6	103 10	3,443,412	13 5		8-400†	
TOTALS AND AVERAGES.....	66,979,700	14,120,617	4-053	114,455,214	34 2	70,800,068	21 2	104 4	43,655,146	13 0	17,439,225*		

\* See note on preceding pages.

NOTE.—† Subject to Realisation Charges which consist of the "war-time" special charge of 35/3 per cent. plus the Bank's "turn" of 3s. per cent. In arriving at Working Costs and Profits no account has been taken of expenditure charged to Capital Account, or expenditure in connection with Debentures and Loans. A few mines have some further expenses of trivial amount, which are not included. Various items of Revenue from sources other than the sale of Gold are included in the Working Revenue by certain mines.

BOARD  
DONA  
Basutola  
Basutola  
Basutola  
Dutch R  
French I  
Mafeteng  
Mafeteng  
Masera I  
Mohales  
Morija T  
Pretoria  
Roman C  
Scott H  
Teyateya  
Dutch R  
Kanye M  
Kanye D  
King Ge  
Scottish  
Sefhare  
African C  
All Saint  
Athlone  
Blythswo  
Brak Riv  
C.P....  
Brownlee  
Butterwo  
Cala (Xal  
Catholic  
Christmas  
Children  
Clydesdale  
East Lond  
Easton A  
Fort Bea  
Fort Hare  
Frere Hos  
Frontier F  
Glen Grey  
Glen Red  
Holy Cross  
Istimela  
Kentani N  
Kentani S  
Kingwillia  
Kingwillia  
Kokstad H  
Kuruman  
Mary Ther  
Matatiela  
East Gri  
Mendl Men  
Methodist  
Middledrif  
Mount Cok  
Native Agr  
Native Clin  
Native Clin  
Native Head  
Nessie Kn  
Cumbu  
Palmerston  
Queens M  
Roman Cat  
Roman Cat  
Rural Nurs  
St. Barnab  
St. John's  
St. Lucy's  
St. Mary's  
St. Michael  
St. Matthe  
Shaawbur  
Sir Henry  
South Afric  
Stutteretu  
Transkel  
Umlahl H  
Victoria H  
Victoria H  
Addington  
Benedictine  
Charles Joh  
Church of S  
Convent of  
Distress am  
Ekombe M  
Etalaneli H  
King Edwar  
Magut Wom  
McCord Zul  
Mseleni Mis  
Mission H  
Nkonjeni Na  
Ohlange Ins  
Pathfinder A  
Piela Instit  
St. Augustin  
St. Mary's H  
Scandinavian  
Tugela Perry  
Umlazi Nati  
Whitby Mem  
Winter's Klo

## APPENDIX " M ".

## SWAZILAND.

BOARD OF CONTROL DEFERRED PAY INTEREST FUND.  
DONATIONS PAID FROM INCEPTION TO 30TH APRIL, 1943.

	£	s.	d.		£	s.	d.
BASUTOLAND.					British Red Cross Society.....		
Basutoland Sports Association, Maseru.....	250	0	0		Full Gospel Mission of Norway, Ekutleni.....		
Basutoland Girl Wayfarers, Maseru.....	25	0	0		Khatkulu Native Hospital.....		
Basutoland Pathfinders, Maseru.....	25	0	0		Holy Rood Hospital, Bremersdorp.....		
Dutch Reformed Mission, Witzieshoek.....	250	0	0		Methodist Church of South Africa Mahamba Hospital.....		
French Protestant Mission, Basutoland.....	50	0	0		Norway's Free Evangelical Mission to Heathen.....		
Mafeteng Sports Club, Basutoland.....	25	0	0		Raleigh Fitkin Hospital, Bremersdorp.....		
Mafeteng Sports Union, Basutoland.....	5	0	0				
Maseru Native Cricket and Tennis Club, Basutoland.....	25	0	0				
Monsieshoek Native Cricket and Tennis Club, Basutoland.....	25	0	0				
Morija Training Institute, Basutoland.....	1,210	0	0				
Pathfinder Movement, Qachas Nek, Basutoland.....	25	0	0				
Roman Catholic Mission, Basutoland.....	1,550	0	0				
Scott Hospital, Morija.....	400	0	0				
Tevaleyaneng Native Tennis Club, Basutoland.....	5	5	0				
BECHUANALAND.					TRANSVAAL.		
Dutch Reformed Church of South Africa, Mochudi, Bechuanaland	800	0	6		Alexandra Health Centre, Johannesburg.....		
Kanye Medical Mission.....	500	0	0		American Board Mission in S.A., Johannesburg.....		
Kanye Dispensary (London Missionary Society).....	75	0	0		Association for the Prevention of Delinquency among Non-European Girls (Taliha Home).....		
King George V. Memorial Hall, Kanye.....	800	0	0		Bantu Men's Social Centre, Johannesburg.....		
Scottish Livingstone Hospital, Molepolole.....	250	0	0		Bantu Refuge for Destitute Natives, Witwatersrand.....		
Sefhare Hospital, Mahalapye.....	500	0	0		Bantu Sports Club, Johannesburg.....		
CAPE PROVINCE AND PONDOLAND.					Bochem Leper Institution, Pietersburg district.....		
African Child Welfare Benevolent Society, Port Elizabeth.....	50	0	0		Bridgman Memorial Hospital, Johannesburg.....		
All Saints Medical Mission, P.O. All Saints.....	2,075	0	0		Broadcasting to Natives in Mine Compounds, Witwatersrand.....		
Athlone School for the Blind, Faure, C.P.....	660	0	0		Bushbuckridge Native Hospital.....		
Blythwood Institution, Butterworth.....	100	0	0		Catholic Mission, Glen Cowie.....		
Brak River Location Clinic and Nurses Quarters, Fort Beaufort, C.P.....	25	0	0		Children's Aid Society.....		
Brownlee Mission Station, Kingwilliamstown.....	25	0	0		Congregational Union of S.A., Johannesburg.....		
Butterworth Hospital, Butterworth.....	1,900	0	0		Diepkloof Reformatory for Natives, Johannesburg.....		
Caia (Xalanga) Hospital, Caia.....	2,551	10	0		Director of Native Labour, Johannesburg.....		
Catholic Mission Hospital, Taungs.....	50	0	0		Distress amongst ex-mine natives, Johannesburg.....		
Christmas Stamp Fund (Queenstown Preventorium for Native Children).....	4,000	0	0		Ethel Lucas Memorial Dispensary.....		
Clydesdale Mission, Umzimkulu.....	1,250	0	0		Distress amongst Natives, Johannesburg.....		
East London High School (Native), East London.....	50	0	0		Donald Fraser Hospital, Sibasa.....		
Enskent Medical Mission, Umzimkulu.....	50	0	0		Dutch Reformed Church of S.A., Mooiplaats.....		
Fort Beaufort Hospital Board.....	450	0	0		Ekutleni, Orlando and Princess Alice Native Missions.....		
Fort Hare Native College, Alice (Medical Students).....	700	0	0		East Rand Medical Mission, Benoni.....		
Frere Hospital, East London.....	700	0	0		Eilm Hospital, P.O. Eilm.....		
Frontier Hospital, Queenstown.....	1,600	0	0		E.R.P.M. Native Mission, Witwatersrand.....		
Girl Wayfarers' Association, Cape East Section.....	425	0	0		Exhibition Native Arts and Crafts, Krugersdorp.....		
Glen Grey Mission Hospital, Lady Frere.....	750	0	0		Ezenzeleni Home for Non-European Blind.....		
Glen Red Medical Mission.....	8,525	0	0		George Stegmann Hospital, Sauspoort.....		
Holy Cross Medical Mission, Flagstaff.....	150	0	0		Girl Wayfarers' Association.....		
Isilimela Mission, Port St. Johns.....	10	0	0		Geynes Venereal Disease Clinic.....		
Kentani Native Farmers' Association, Kentani, C.P.....	120	0	0		Groothoek Mission Hospital.....		
Kentani Spinning and Weaving School, Kentani, C.P.....	120	0	0		Gospel Mission Maternity Home.....		
Kingwilliamstown Bantu Social Club, Kingwilliamstown.....	750	0	0		Jane Furse Memorial Hospital, Sekukundland.....		
Kingwilliamstown Hospital, Kingwilliamstown.....	600	0	0		Johannesburg General Hospital.....		
Kokstad Hospital, Kokstad.....	25	0	0		Khaiso School, Pietersburg.....		
Kuruman Hospital Board.....	140	0	0		Lichtenburg Distress Fund.....		
Mary Therese Hospital, Mount Frere.....	3,800	0	0		Methodist Church of South Africa, Witwatersrand Native Mission.....		
Matatiele and Mount Fletcher Hospital (Taylor Bequest Hospital), East Griqualand.....	250	0	0		Middelburg Hospital for Natives.....		
Mendi Memorial Creche, Queenstown.....	1,160	0	0		Native Arts, Crafts and Agricultural Show, Graskop.....		
Methodist Church of South Africa.....	5	0	0		Native Agricultural and Crafts Exhibition, Pokwani.....		
Middledrift Native Public Library, Middledrift, C.P.....	5	0	0		Ouma's Christmas Poy Fund.....		
Mount Coke Native Hospital, Kingwilliamstown.....	3,667	10	0		Pathfinder Movement, Johannesburg.....		
Native Agricultural Show, Herschel, C.P.....	10	10	0		Paul Kruger Memorial Hospital, Rustenburg.....		
Native Clinic, Port Beaufort, C.P. (Child Welfare Society).....	100	0	0		Phokeng Clinic, Rustenburg.....		
Native Clinic, Mafeking Stad.....	700	0	0		Piet Retief Hospital.....		
Native Health Centres, Transkeian Territories.....	2,547	5	1		Potgietersrust Hospital Board.....		
Nessie Knight Hospital of the Church of Scotland, Sulekama, Qumbu, C.P.....	110	0	0		Siloam Native Hospital, Louis Trichardt.....		
Palmarion Mission, Pondoland East.....	20	0	0		Social Work amongst Natives, Crown Mines, Johannesburg.....		
Queens Mercy, Rural Nursing Service, Matatiele.....	100	0	0		South African Girl Guide Association.....		
Roman Catholic Mission, Mafeking.....	250	0	0		South African Institute for Medical Research, Witwatersrand.....		
Roman Catholic Mission, Taungs.....	62	0	0		South African Institute of Race Relations, Johannesburg.....		
Rural Nursing Service, Umatale.....	1,000	0	0		South African Red Cross Society, Witwatersrand.....		
St. Barnabas Mission, Ngqeleni, Pondoland.....	2	15	0		South African Social Hygiene Society, Witwatersrand.....		
St. John's College Hospital, Umatale.....	1,350	0	0		South African Union Conference of Seventh Day Adventists, Johannesburg (including Bochabela Leper Settlement).....		
St. Lucy's Hospital, Tsolo, C.P. (St. Catharine's Mission).....	400	0	0		Taber Memorial Fund, Crown Mines, Johannesburg.....		
St. Mary's Mission Hospital, Mafeking.....	50	0	0		Transvaal Association of Boys' Clubs.....		
St. Matthew's College Hospital, St. Matthews, C.P.....	50	0	0		Transvaal African Football Association, Witwatersrand.....		
St. Michael's Mission, Batharos, Kuruman.....	7,908	15	1		Transvaal Bantu Football Association, Witwatersrand.....		
Shawbury Secondary School, Qumbu.....	50	0	0		Transvaal Native Rugby Football Union.....		
Sir Henry Elliot Hospital, Umatale.....	190	0	0		Transvaal Society Non-European Blind.....		
South African Bantu Rugby Football Board, Kimberley.....	35	0	0		Wilberforce Institute, Evaton.....		
Stutterheim Women's Social Aid Society.....	175	0	0		Witwatersrand Native Labour Association, Johannesburg.....		
Transkeian Native Reference Library, Transkei.....	4,500	0	0		Y.M.C.A. South African War Work Fund.....		
Umlanli Hospital, Herschel.....	475	0	0		Native Sports on Gold Mines, Blyvooruitzicht G.M. Co., Ltd.....		
Victoria Hospital, Lovedale, Alice, C.P.....					Brakpan Mines, Limited.....		
Victoria Hospital Board, Mafeking.....					City Deep, Limited.....		
NATAL AND ZULULAND.					Consolidated Main Reef.....		
Addington Hospital, Durban.....	600	0	0		Crown Mines, Limited.....		
Benedictine Mission, Nongoma.....	1,508	0	0		Daggafontein Mines.....		
Charles Johnson Memorial Hospital, Ngquta.....	460	0	0		Durban Rooodepoort Deep, Limited.....		
Church of Sweden Mission.....	470	0	0		East Daggafontein Mines, Limited.....		
Convent of the Precious Blood, Marianhill.....	350	0	0		East Geduld Mines, Limited.....		
Distress amongst Natives in Zululand, Maritzburg.....	1,000	0	0		East Rand Proprietary Mines.....		
Ekombe Mission Hospital, Kranskop.....	250	0	0		Geduld Proprietary Mines.....		
Etalanteni Hospital, Nkandha.....	300	0	0		Geldenhuis Deep, Limited.....		
King Edward VIII Hospital, Natal.....	20	0	0		Government Gold Mining Areas.....		
Magut Women's Institute, Natal.....	1,350	0	0		Grootvlei Proprietary Mines, Limited.....		
McCord Zulu Hospital, Durban.....	280	0	0		Hollfontein (T.C.L.) Gold Mining Company.....		
Mseleni Mission Station, Ubombo, Northern Zululand (Berachah Mission Hospital).....	510	0	0		Libanon G.M. Company.....		
Nkonjeni Native Mission Hospital, Mahlabatini, Northern Zululand	600	0	0		Limpasardvlei Estate.....		
Obangwe Institute, Phoenix, Natal.....	5	0	0		Marisvale Consolidated Mines.....		
Pathfinder Movement, Maritzburg.....	500	0	0		Modderfontein "B".....		
Polela Institution, Bulwer.....	60	0	0		Modder Deep Levels.....		
St. Augustine's Hospital, Ngquta, Zululand.....	185	0	0		Modderfontein East.....		
St. Mary's Hospital, Kwa Magwaza.....	1,075	0	0		New Modderfontein.....		
Scandinavian Alliance Mission, Magut, Northern Zululand.....	1,850	0	0		New State Areas.....		
Tugela Ferry Medical Mission of the Church of Scotland.....	210	0	0		Nigel G.M. Company.....		
Umlazi Native Mission Hospital, Natal.....	150	0	0		Nourse Mines, Limited.....		
Whitby Memorial School, Pisgah Mission, Harding, Natal.....	70	0	0		Randfontein Estates.....		
Winter's Kloof Nursing Association, Natal.....					Rand Leases, Limited.....		
					Robinson Deep, Limited.....		
					Rose Deep, Limited.....		
					Sturper and Jack Mines, Limited.....		
					South African Land.....		
					Spaarwater G.M. Company.....		
					Springs Mines, Limited.....		
					Sub Nigel, Limited.....		
					Van Dyk Consolidated Mines, Limited.....		
					Van Ryn Deep, Limited.....		
					Venterspost G.M. Company, Limited.....		
					Vlakfontein G.M. Company, Limited.....		
					Vogelstruif G.M. Areas.....		
					Welgedacht Exploration Company, Limited.....		
					West Rand Consolidated.....		
					West Springs, Limited.....		
					Witwatersrand Deep, Limited.....		
					ORANGE FREE STATE.		
					Maroka Hospital, Thaba 'Nchu.....		
					St. Raphael's Mission Hospital, Modderpoort.....		
					Artificial Limbs.....		
					TOTAL.....		

£147,535 5 9

## APPENDIX "N".

THE VICTORIA FALLS AND TRANSVAAL POWER  
COMPANY, LIMITED.  
SUMMARY OF NATIVES EMPLOYED BY THE COM-  
PANY IN THE TRANSVAAL SHOWING RATES OF  
PAY.

	Rate of Pay.		+	Cost of Living.		=	Total.	Number Employed.
	s.	d.		d.	s.			
Native Labourers.....	2	0	+	8		=	2 8	1,936
" "	2	1	+	8		=	2 9	62
" "	2	2	+	8		=	2 10	295
" "	2	3	+	8		=	2 11	102
" "	2	4	+	8		=	3 0	42
" "	2	5	+	8		=	3 1	50
" "	2	6	+	8		=	3 2	17
" "	2	7	+	8		=	3 3	8
" "	2	8	+	8		=	3 4	2
" "	2	9	+	8		=	3 5	4
" "	2	10	+	8		=	3 6	2
" "	3	0	+	8		=	3 8	4
" "	3	2	+	8		=	3 10	1
" "	3	4	+	10		=	4 2	4
" "	3	5	+	10		=	4 3	1
" "	4	0	+	10		=	4 10	2
" "	4	1	+	10		=	4 11	1
" "	4	3	+	10		=	5 1	2
" "	4	7	+	10		=	5 5	1
								<u>2,536</u>

NOTE.—Basic rates include long-service allowances, if applicable, but exclude cycle and/or ration allowances.