

ECONOMICS AND LABOUR

1. The Institute does not know why the date of 1960 has been taken as a starting point in the Directives for Memoranda on Coloured Labour. Important statutes affecting both the supply and use of Coloured labour were enacted in the nineteen fifties including: the Population Registration Act (1950); the Group Areas Act (1954) as amended by Acts 6 and 68 of 1955 and 29 of 1956; the redrafted Industrial Conciliation Act of 1956 which provided both for the separation into separate branches or separate unions of White and Coloured and for Job Reservation orders.

The Population Registration Act is important because it prevents persons passing from the Coloured to the White group in order, inter alia, to take advantage of the greater employment opportunities open to Whites.

The Amendment of the Industrial Conciliation Act to permit of job reservation orders has a much wider effect than its relatively limited application to a small number of industries and occupations.<sup>1</sup> It has had an inhibiting effect on employers. For it set the tone of Government policy which many employers fear to resist lest official displeasure should affect them through, for example, limiting their import quotas, withholding contracts for government work, more rigorous inspection for infringements of regulations in terms of the Factories Act etc. Some of these fears may be unjustified but they nevertheless influence employers. Job reservation retards innovations in the use of Coloured labour lest Job Reservation Determinations be invited. Only when the shortage of particular types of labour is very great will employers face this risk.

2. As mentioned above official policy has been a deterrent to the demand for and the upgrading of Coloured labour. In addition there are specific statutory and trade union enforced requirements which limit the employment of Coloured persons particularly in skilled work. Requirements in regard to apprenticeship and the policy of the Government itself in its capacity as an employer are especially important.

1. List of Job Reservation Determinations applicable in 1973 is appended to this section. Annexure 2.A

The effect of apprenticeship as a barrier to the participation of Coloured persons in the skilled artisan work has varied very much between different trades and industries and different areas of the country. It has been a great barrier to skilled work in the majority of the engineering and allied trades, including motor repair and servicing, and also to a less extent in printing. It has been much less of a barrier in the furniture industry and in building. It has been a much greater barrier in the industrial areas of the Transvaal than in the Cape Province. Such statistics as could be obtained or deduced for the years 1959 to 1971 are shown in Tables 2.1 to 2.5.

These statistics show the negligible number of Coloured apprentices in the public sector despite representations made to the Coloured Affairs Department by the Institute.

Before its takeover by the South African government the Simonstown Dockyard was one of the few sources of apprenticeship for Coloured persons in the engineering (ship-repair) industry.

Table 2.1 /...

TABLE 2.1

## INDUSTRIAL AND RACIAL BREAKDOWN ON A PERCENTAGE BASIS OF APPRENTICESHIP CONTRACTS FROM 1959-68.

Year	Total	Race	Engin- eering	Building	Furni- ture	Printing	Other
1959	92	White	97	54	57	-	-
	7	Coloured	3	46	43	-	-
	1	Asian	-	-	-	-	-
1960	91	White	95	60	66	-	-
	8	Coloured	5	40	34	-	-
	1	Asian	-	-	-	-	-
1961	89	White	95	43	64	-	-
	10	Coloured	5	57	36	-	-
	1	Asian	-	-	-	-	-
1962	89	White	94	26	34	-	-
	10	Coloured	6	74	66	-	-
	1	Asian	-	-	-	-	-
1963	91	White	94	34	68	-	-
	8	Coloured	6	66	32	-	-
	1	Asian	-	-	-	-	-
1964	92	White	93	53	81	-	-
	7	Coloured	7	47	19	-	-
	1	Asian	-	-	-	-	-
1965	91	White	94	60	70	-	-
	8	Coloured	6	38	30	-	-
	1	Asian	-	2	-	-	-
1966	90	White	96	55	69	91	-
	9	Coloured	4	42	31	9	-
	1	Asian	-	3	-	-	-
1967	90	White	95	40	69	83	-
	11	Coloured	5	55	31	27	-
	2	Asian	-	4	-	-	-
1968	87	White	92	34	54	-	88
	11	Coloured	8	61	46	-	11
	1	Asian	-	5	-	-	1

This table has been derived from a number of sources, none of them complete in themselves. Moreover, in order to provide a complete picture, it has been necessary to make the following simplifications.

Since only the overall annual total (no racial breakdown) was available consistently for the period, it was necessary to resort to Technical College registrations as a means of obtaining such a breakdown. The method employed was to subtract the Non-Whites registered at Technical Colleges in the Western Cape from the published total of apprenticeship contracts registered during that year. Although the majority of Coloured apprentices are in the Western Cape, there may be Coloured apprentices elsewhere in the country. Moreover, not all apprentices register at Technical Colleges. As a result it must be emphasised that the table does not represent a breakdown of the actual number of apprenticeship contracts registered each year: it is merely an indicator of the general trend.

No consistent figures for the changing number of Asian apprentices over the years were available. There were only figures for the three years 1966 - 1968. In each of these three years the proportion of Asians in the total was at least 1%. In view of the comparative

insignificance of Asians in the total figure, and in order to grant recognition to their existence, an approximation of 1% has been made for each of the years 1959-1965.

However, this should not be taken to imply that Asian apprenticeship is of little importance. In Natal (containing the greatest concentration of Asians) they represent the fastest growing proportion of apprentices in the building industry, (See table below). The building industry is representative, as the majority of Asian apprentices in Natal are registered in it. For example, in 1968, 60 out of a total of 117 were training to be builders.

TABLE 2.2

APPRENTICESHIP IN THE BUILDING TRADE IN NATAL

	<u>White</u>	<u>Coloured</u>	<u>Asian</u>	<u>Total</u>
1965	284	152	27	463
1966	260	247	38	545
1967	239	282	50	571
1968	211	331	60	602
1969	170	396	100	666

Source: "Property Mail" p.150; supplement to 'Financial Mail', Feb. 20, 1970.

A third qualification to be made about Table 2.1 is that it certainly understates the increasing proportion of Non-White apprentices, both on a country-wide and, especially, on a regional basis. From the national point of view - as pointed out - only registrations at Technical Colleges in the Western Cape have been taken into account in the calculation of the figures for Coloured apprentices. Moreover, from a regional point of view, it appears that the concentration of Coloured and Asian is becoming increasingly great. The figures cited in Table 2.2 for the Building trade in Natal, and trends in the Building and Furniture trades in the Western Cape, seem to indicate this.

The information put forward suggests that Non-White apprentices represent a small but slowly increasing proportion of the total number of apprentices in South Africa which is born out by the more complete figures available for 1969, 1970 and 1971 given in Tables 2.3 to 2.5 below.

TABLE 2.3

NEW APPRENTICESHIP CONTRACTS REGISTERED 1969

	<u>Total</u>	<u>% White</u>	<u>% Coloured</u>	<u>% Asian</u>
Total	9,469	85.0	13.3	1.8
Metal Engineering	2,384	96.5	3.0	.5
Motor " "	1,702	93.7	4.5	1.8
Building	1,391	41.4	53.8	4.7
Furniture	396	9.0	78.0	13.1
Printing	535	91.4	7.1	1.5
Govt. Undertakings	252	97.2	2.4	.4
S.A. Railways	1,346	100.0	-	-
Mining	535	100.0	-	-

TABLE 2.4<sup>1</sup>APPRENTICES NEW CONTRACTS 1970

	Total	% White	% Coloured	% Asian
Metal Engineering	2,532	95.6	4.1	.4
Motor "	2,179	90.1	7.8	2.1
Building	1,810	34.0	54.1	11.9
Furniture	413	6.3	75.5	18.2
Printing	600	91.2	7.8	1.0
Govt. Undertakings )				
S.A. Railways )	248	95.6	4.4	-
Mining )				
Other trades )	3,159	100.0		

TABLE 2.5<sup>2</sup>APPRENTICES NEW CONTRACTS 1971

	Total	% White	% Coloured	% Asian
Metal Engineering	2,760	94.5	4.9	.6
Motor "	2,214	87.8	7.3	4.0
Building	2,014	30.1	50.1	19.7
Furniture	301	7.3	65.1	27.6
Printing	619	86.2	12.0	1.8
Govt. Undertakings				
S.A. Railways	1,634	100.0	-	-
Mining				
Goldsmiths and Jewellers	22	72.7	27.3	-
Hairdressing	410	99.8	-	.2
Other trades	448	98.4	.4	1.1

1. Race Relations Survey 1971 p. 197 (from Hansard 1970, No. 3 cols. 207-8).
2. Race Relations Survey 1972 p. 266 (from Hansard 1972, No. 4 col. 35).

3. All the measures enumerated under (a) to (e) of the Directives would be of great assistance in expanding the demand and supply and raising the level of employment of Coloured workers.

In regard to the responsibility of employers for applying these measures, obviously their co-operation, and in addition that of organised labour, would be required and it would be difficult for a third party to compel employers to embark on them against their will. However, in the past, and especially since 1948, as explained in 1, government policy has appeared to be opposed to the upgrading and extension of the employment of Coloured labour in many occupations and areas of the country. Therefore a clear lead from the government would be of great importance in creating a more favourable attitude on the part of employers who would rather swim with the tide than against it.

Not until 1971 was there an apparent change in attitude on the part of the government in regard to the employment of Coloured labour, e.g. in skilled work in the building industry in the Transvaal. The "Job Reservation" Determinators<sup>was</sup> in force in 1973 are listed in Annexure 2.A.

4. The Institute has consistently argued that there should be no restrictions on the occupational mobility of Coloured labour. Employers would have to negotiate the abolition of restrictions on the shop floor and overcome such difficulties as are likely to be encountered from other employees. Those most likely to object would probably be White, and especially White trade unionists. The strength of such objections is likely to vary in different parts of the country and be greater in the north than the south. We would suggest that racially segregated trade unions should not be allowed to incorporate a closed shop agreement in Industrial Council Agreements. Such clauses effectively operate as a colour bar. They have operated more against African than against Coloured employees but they have in the past operated to exclude Coloured persons from skilled work e.g. in the building trade and the engineering industry in the industrial areas of the Transvaal.

An increasing degree of racial segregation has been brought about within the trade union movement since the newer all-White unions were formed and as a result of the Legislation of 1956, which prohibited the establishment of any further racially mixed unions (with White and Coloured and/or Asian members) and required the splitting of existing such unions along racial lines. There were ninety White and forty-nine Coloured registered Trade Unions as at 31st December, 1970, which comprised 350,191 White members and 71,481 Coloureds (including Asiatics). There were also forty-three racially mixed registered Trade Unions which had 54,841 White members and 110,729 Coloured (including Asian).

There have, from time to time, been moves to set up a separate Coloured co-ordinating body, but adequate support has not been forthcoming.

Trade unionism in the Republic is not only divided, but has failed to obtain support among large numbers of the workers. It is estimated that of the economically active population at the end of 1968 only 30.3% of the White 16.0% of the Coloured 21.2% of the Asian and 0.3% of the African workers were members of trade unions. The highest degree of organisation among Coloured and Asian employees is in the furniture, printing and clothing industries.

Occupations in which a fair proportion belong to unions include, for Coloured and Asian workers, the food, tobacco and leather industries, engineering, construction, commerce and private road transport services. There is a negligible degree or no organisation of workers of any racial group engaged in agriculture or domestic service (both large employers of Coloured labour) or of Coloured employees in mining, the chemical industry, the public service, and in hotels and restaurants. The total White membership of all unions grew by 26% between 1961 and 1969; the movement has expanded to a much greater extent among Coloured workers (i.e. 41%). With the eclipse of Sactu, there has been a large increase in the Coloured membership of Tucsa, from 58.3% to 71.4% of all Coloured trade unionists in the same period. As mentioned earlier, the Industrial Conciliation Act of 1956 prohibited the registration of additional racially mixed trade unions.

If mixed unions wish to extend their interests to a new area or industry, they may do so in respect of persons of one racial group only. Mixed unions must have separate racial branches and hold separate meetings for their White and Coloured and/or Asian members, and their executive committees must consist of White persons only. Exemptions from these requirements may be granted if in any particular case there are too few White or too few Coloured members to enable the Union to function if they were separated. In some cases of racially mixed unions, where Whites are considerably outnumbered, the executive committee consists only of Coloured members, but this is the exception.

Arrangements for the representation of non-White members in mixed trade unions vary greatly. In most cases the Coloured members elect their own Coloured committees to handle domestic problems.

It is noteworthy that the majority of Coloured trade unionists belong to the racially mixed, rather than segregated, unions. Membership of the older established mixed unions offers various economic advantages. These unions possess well-endowed benefit funds and are able to give security during difficult periods and powerful backing if members are victimized. In most of the industries concerned, the principle of the rate for the job applies, thus non-Whites who remain in separate branches of mixed unions benefit from improvements in conditions of work gained as the result of representation made by the central executive committee.

Over time, the role that mixed and Coloured trade unions will play in the economic development of the Coloured is likely to increase, especially as trade union membership appears to be advancing rapidly.<sup>1</sup>

#### Job Evaluation

Nearly twenty years ago Prof. Sheila Van der Horst advocated a colour-blind job evaluation on the lines suggested by Prof. Lloyd Reynolds for the U.S.A. Such an evaluation was intended to provide guidelines for employers, industrial councils and the Wage Board in bringing about a more rational structure of wage rates. The

1. Based on M. Horrell; South Africa's Workers, S.A. Institute of Race Relations, Johannesburg, 1969. Appended.



passage of time has not much reduced, and may even in certain aspects have increased, the artificial nature of the job and wage structure in South Africa. Professor Van der Horst's article is appended.<sup>1</sup>

In regard to wages in manufacturing industries there has been a fall in the average relative earnings of Coloured and White. In 1945/46 Coloured average earnings were 42 per cent of White, in May 1970, they were 26 per cent.

5. It is impossible to allocate quantitative or even relative importance to the different factors that have detrimental affects on the supply and quality of labour. Moreover, persons in different areas will be affected in different ways. Among many, but not all, of the Coloured people, there can be little doubt that there is a 'culture of poverty' which is more fully described under our evidence headed Social Sphere and Social Welfare, copies of which section are appended.

Nevertheless, despite the underprivileged position of the Coloured people and their low ranking as compared to Whites on such social indicators as income, education and training, infant and mortality rates, life expectancy, occupational group and housing, there have been considerable improvements e.g. in greater Cape Town the proportion below the poverty datum line fell from approximately one half in 1938-39 to one third in 1951 and appears to have remained at about the same level until 1970.<sup>2</sup> Infant mortality rates have fallen but, despite all the improvements in medicine, have not yet reached the 1913 position of Whites.

One aspect of the removal of Coloured persons further from many factories and of the lawlessness in the new townships is a dislike of working on night shifts.

1. Annexure 2.B, Sheila T. Van der Horst, Equal Pay for Equal Work, reprinted from the South African Journal of Economics Vol. 22 No. 2, June 1954.
2. Calculated from data in Report No. 27/6/1972, Bureau of Market Research, Unisa.

6. See our evidence Section 4 on Education attached.
7. An examination should be made as to how far full apprenticeship is really required in different industries and in how far shorter periods of training, either on the job or in training classes off the job, could be used as a substitute for long periods of apprenticeship. Information as to what is already being done in different industries and firms should be collated, and also information as to how much use is being made of the Provisions of the Industrial Conciliation Act which permit of a levy on employers for training purposes. As far as we have been able to ascertain training levies are in force in the following industries:

Training Levies:

- (a) Hotel Board.
- (b) Building Industries Federation of S.A.
- (c) Motor Transport Undertakings (Goods) - retraining of drivers.
- (d) Steel and Engineering Industries Federation of S.A. They have issued a publication: The Metal and Engineering Industries Education and Training Fund - A Guide to Employers.
- (e) National Industrial Council for the Motor Industry.
- (f) Sugar Industry.
- (g) Industrial Council for the Clothing Industry (Transvaal).
- (h) Industrial Council for the Clothing Industry (Cape).
- (i) Business Equipment Association of S.A. - Government Notice No. R 1067 of 22 June 1973.

We would like to draw the Commission's attention to an article entitled Manpower training in South African commerce and industry in which Dr. Arnt Spandau pointed out that comparatively few White, Coloured, and Asian youths register for an apprenticeship and that while the training of these apprentices is inadequate in many respects, the training of Africans is almost non-existent. He said: "Even enlightened firms hardly provide any institutionalised training at all. In the factories, most training is done on-the-job, i.e. under the instruction of the foreman rather than under the auspices of a centralised Training Centre. Foremen and journeymen, however, are pre-occupied with production rather than with the instruction of their charges. On-the-job training is, therefore, generally less effective than institutionalised training".

We should also like to draw the Commission's attention to the business equipment industry which has registered a training scheme with the Department of Labour with a levy of R1,50 per employee<sup>1</sup> per month on each l. Government Notice No. R 1067, 22 June 1973.

employer in the industry on a Republic-wide basis; and also to the Toyota's, South Africa's, specialised training through one or more of a variety of courses run by Toyota, South Africa, at its service training centres in Johannesburg and Cape Town, where White, Coloured and Asian motor mechanics have received training. We understand the Motor Industries Federation is to launch a campaign to stimulate the training of about 20 000 garage repairshop assistants, "half-way up the ladder to full artisan status".<sup>1</sup> Of particular interest in regard to training in the motor industry is Spandau's On-the-job training on the assembly-plant of a South African motor vehicle producer: a case study.<sup>2</sup>

The Commission will also be aware of the clothing industries' training schemes.

The South African Sugar Millers' Association is establishing a R800 000 apprentice training centre at Mount Edgecombe. This will cater initially for some 100 White, Coloured and Indian youths at the same rates of pay. At a later stage the millers may introduce training facilities for African apprentices in Zululand.<sup>3</sup>

#### Transport and Housing

Except where the source of employment is isolated (e.g. mines, cement works) individual employers should not be taxed in order to provide transport. If the location of housing which leads to high transport costs is the result of public policy in terms of the Group Areas Act, then the cost should be born by those, e.g. the Whites, who are responsible for the policy giving rise to such costs.

#### Employers Responsibility for Housing

Similarly, except where the factory, mine or works, is isolated, employers should not have to provide housing for employees who then become tied to that employer because leaving the job means finding alternative accommodation, which is very difficult for the lower income groups. Tied housing of this type reduces the mobility of labour. In a crisis situation, which the present may be judged to

1. Rand Daily Mail 17th May, 1973.

2. Rhodesian Journal of Economics 6(4), 1972, 26-45.

3. The South African Sugar Journal, November 1972, p.502-3, 505.

be, it may be justified to call on employers to assist in providing housing but such housing should be situated within general housing schemes and it should be made possible for individual employees to buy such houses over a period of time, so that the tied housing gives place to home ownership.

In the evidence on housing we have also suggested that a site and service scheme may be appropriate as a temporary measure because of the critical housing situation. (See our Evidence, Section 7, Housing).

8. In terms of the Industrial Conciliation and Wage Acts which govern the wages of the majority of workers in manufacturing and commerce, minimum wages are the same for members of different racial groups except where different wages are laid down in terms of the clause 77 of the Industrial Conciliation Act. We do not know of such differential wages having been laid down for many industries.

In practice, however, wage drift (the difference between statutory, minimum wage rates and actual rates paid) tends to be greater in the case of White employees than Coloured and particularly African.

The latest figures available to us of wage drift in the printing and newspaper, the building, and engineering industries are given below in Tables 2.6, 2.7 and 2.8.

#### Wage Determinations

An analysis of Wage Determinations current at 30th June, 1973, is appended. Annexure 2C.

Tables 2.6, 2.7 and 2.8/ ...

TABLE 2.6

CAPE PENINSULA<sup>1</sup>

White-Coloured Wage Gap in Various Industries

	Date	Minimum per week	Actual Wage Rate (per week)		Ratio of Coloured to White (percentage)	
			Coloured			White
			R	R		R
PRINTING AND NEWSPAPER INDUSTRY						
Compositor (hand)	1960	31 10	33 48	36 04	93	
	1964	31 10	34 88	38 40	91	
Machine binder	1960	31 10	53 76	36 76	92	
	1964	31 10	36 20	40 36	90	
Bookbinder	1960	31 10	31 60	33 92	93	
	1964	31 10	34 84	37 12	94	
General Assis- tant (male)	1960	16 08	17 04	16 84	101	
	1964	16 08	17 40	21 12	82	
Operator	1960	19 63	20 88	No information	-	
	1964	19 63	22 68	available for Cape	-	

TABLE 2.7

BUILDING INDUSTRY

		R	R	R	
Carpenter	1960	28 32	28 64	31 68	90
	1964	30 80	31 36	35 00	90
Bricklayer and plasterer	1960	28 32	28 72	30 96	93
	1964	30 80	31 12	34 76	90
Painter	1960	26 68	26 84	30 36	88
	1964	29 20	29 48	31 24	94
Plumber	1960	28 32	28 72	33 40	86
	1964	30 80	31 60	35 16	90

TABLE 2.8

ENGINEERING INDUSTRY

		R	R	R	
Boilermaker	1960	32 46	33 53	36 16	93
	1964	34 35	36 50	41 22	89
Welder	1960	32 46	33 03	35 10	94
	1964	34 35	38 84	39 51	99
Machinist	1960	No information			
	1964				
Operator	1960	13 93	29 67	30 64	97
	1964	15 26	31 23	34 16	91

1. Bureau of Statistics, Labour Statistics Reports Nos. 294, 295, 301. (September, 1964).

In the public service, however, very different wages are paid to persons doing the same work.

The 1972 ratio of White to Coloured salaries paid in certain professions in the public service was:

	<u>White</u>	<u>Coloured</u>
Doctors	100	80
Nurses	100	61
Teachers	100	72
University Teaching Staff	100	73 <sup>1</sup>

The following figures give a picture of the wage structure in the South African Railways and Harbours Administration.<sup>2</sup>

<u>Monthly wage</u>	<u>White</u>	<u>Percentage</u>	<u>Coloured</u>	<u>Percentage</u>	<u>Indian</u>	<u>Percentage</u>	<u>African</u>	<u>%</u>
R50 or less	-	0.0	20	0.1	-	0.0	37,641	37.
R51-R100	2,020	1.8	14,101	89.9	1,112	90.9	59,062	59.
R101-R200	35,972	32.0	1,539	9.8	112	9.1	2,685	2.
R201 - R300	46,968	41.7	36	0.2	-	0.0	4	Less than 0
R301 - or more	27,562	24.5	-	0.0	-	0.0	-	0
	<u>112,522</u>	<u>100.0</u>	<u>15,696</u>	<u>100.0</u>	<u>1,224</u>	<u>100.0</u>	<u>99,392</u>	<u>100</u>

From further information it appears that 13,302 or 11.8 per cent of the Whites earn more than R400 per month.<sup>3</sup> On the other hand, no Coloured person earns more than R272 per month, no Indian more than R156 and no African more than R218.<sup>4</sup> This does, however, show improvement over last year's figures for more black employees are moving into rather better paid grades.

1. Hansard, 1972 No. 2 cols. 85, 86.

2. Hansard No. 10, April 1973, col. 647.

3. Hansard No. 2, 1973, col. 78-9.

4. Hansard No. 3, 1973, cols. 202-4, 23rd February.

9. The question of whether an increase in wages would adversely affect the employment of Coloured labour is one on which it is impossible to generalise. It depends on many factors including, the amount of the increase in wages, the so-called 'shock' effect of raising the productivity of labour through causing better organisation; the re-action of the workers themselves in the form of greater physical efficiency, improved morale etc., the sensitivity (elasticity) of demand for the product to changes in price.

These factors are likely to differ between industries and individual firms. In so far as the worker is concerned, higher cash wages may compensate for work which is disagreeable in other respects, but the opposite also may be true. A worker may be able to offset prejudice against him by offering to work for lower wages.

10. (f) Neither industrial nor commercial areas should be the monopoly of any group; although there may be a case for temporarily assisting members of a disadvantaged group to establish factories or shops in certain areas. In general this can be better done through providing subsidies than through the creation of monopoly power. There are two reasons why subsidies are a preferable method of assistance. (i) They will tend to lower and not raise costs and prices, (ii) it is more likely that such assistance will be temporary, because the cost is more easily ascertainable and visible.

#### 11. Other Matters

##### Trends in the Employment of Coloured Workers

Despite the many disabilities which they face Coloured people have advanced notably, along with the majority of the Whites, in economic attainment. The number and proportion doing higher grades of work, has increased greatly especially since World War II.

Tables 2.9 and 2.10 below show the number and proportion of White and Coloured economically active men and women in different grades of work. It will be seen that the number and proportion, particularly of Coloured women, in the professional, clerical and sales worker categories more than doubled between 1960 and 1970, as did the number of Coloured men in the clerical and related and sales worker grades. Very unfortunately, the 1970 census sample tabulation of occupations does not differentiate between transport workers, craftsmen, machine operators and labourers. Therefore, one cannot determine the extent to which Coloured men have risen above the rank of labourer.

TABLE 2.9

## MAJOR OCCUPATIONAL GROUPS (Numbers)

Occupational Group	White Male		Coloured Male		White Female		Coloured Female	
	1960	1970	1960	1970	1960	1970	1960	1970
Professional, technical and related worker	81,901	124,670	7,297	9,670	50,645	77,720	6,533	15,010
Administrative and managerial	51,714	66,820	1,129	760	5,289	3,030	81	30
Clerical and related worker	135,346	170,370	6,026	26,280	145,492	249,100	2,140	10,890
Sales worker	61,628	102,440	7,920	18,230	36,932	57,840	2,649	9,000
Service worker		79,560	16,789	24,930	15,495	25,450	100,323	108,120
Farmer, forest worker and fisherman	109,305	93,790	120,761	97,210	3,196	3,420	5,332	10,690
Miner, quarryman	31,464		860		70		50	
Transport worker	64,663	393,970	21,780	238,540	7,974	14,330	81	70,430
Craftsman, production worker and labourer	254,381		157,798		18,757		36,397	
Not classified by occupation and unspecified	14,656	20,140	32,099	24,280	10,779	14,490	25,705	22,840
Total economically active	851,013	1,051,760	372,459	456,540	294,629	445,800	179,291	247,010
Not economically active	678,465	804,420	378,373	537,910	1,250,607	1,424,560	577,135	779,970
TOTAL	1,529,478	1,856,180	750,832	994,450	1,545,236	1,870,360	758,426	1,026,980

For both 1960 and 1970 the figures in the sample tabulation of the Occupational Census have been used. The full tabulation is not yet available for 1970. The use of the sample tabulation figures does not significantly affect the percentages for 1960 calculated in Table 2.10.



TABLE 2.10  
MAJOR OCCUPATIONAL GROUPS (Percentages)

Occupational Group	White Male		Coloured Male		White Female		Coloured Female	
	1960	1970	1960	1970	1960	1970	1960	1970
Professional, technical and related worker	9.6	11.9	1.2	2.1	17.4	17.4	3.6	6.1
Administrative and managerial	6.1	6.4	0.3	0.2	1.8	0.7	0.1	0.0
Clerical and related worker	15.9	16.2	1.6	6.0	49.9	55.9	1.2	4.4
Sales worker	7.2	9.7	2.1	4.0	12.7	13.0	1.5	3.6
Service worker	5.0	7.6	4.5	5.5	5.3	5.7	56.0	43.8
Farmer, forest worker and fisherman	12.9	8.9	32.4	24.9	1.1	0.8	3.0	4.3
Miner, quarryman	3.7		0.2		-		0.0	
Transport worker	7.6	37.5	5.9	52.3	2.7	3.2	0.05	28.5
Craftsman, production worker and labourer	29.9		42.4		6.2		20.3	
Not classified by occupation and unspecified	1.7	1.9	8.6	5.3	2.9	3.3	14.3	9.3
Total economically active	55.3	60.0	49.6	46.0	18.8	23.8	23.6	24.0
Not economically active	44.7	40.0	50.4	54.1	81.2	76.2	76.4	76.0

Tables 2.9 and 2.10 reveal interesting and significant differences in occupational distribution as between the Coloured and White working populations. The most important occupational groups for Coloured men are production and transport workers (43.9%), service workers (18.9%) and farm and forestry workers (17.7%). Coloured persons are concentrated in certain occupational groups, whereas the Whites are more evenly distributed; clerical workers (16.2%), production and transport workers (37.5%), professional, technical and related workers (11.9%) are the major occupations for White men. Coloured women are concentrated in the service worker group (43.8%) and the production and transport worker group (28.5%), while White women are concentrated to a very large extent in the clerical worker group (55.9%) and to a lesser extent in the professional, technical and related worker group (17.4%).

The economic significance of these differences is that in South Africa, as in other industrial countries, social and economic status, to a large extent, determines a person's occupation. Thus, Coloured workers tend to be concentrated in those types of occupational groups characteristic of a lower middle and lower social and economic status, while White workers tend to be concentrated in the middle, upper-middle and higher status groups. There, therefore, appears to be a relatively strong coincidence between a person's social and economic stratification in our society and his or her pigmentation.

Agriculture in 1970 still formed the largest single source of employment for Coloured men, although between 1960 and 1970 there was a numerical decrease from 113,950 (30.9%) to 107,940 (23.6%). Manufacturing (21.3%), construction (16.7%), commerce (11.7%) and services (11.0%) follow agriculture as important industrial divisions in which Coloured men find employment. In the fields of manufacturing and construction, there have been fairly large increases over the 1960 figures (i.e. 16.8% and 10.7%), in commerce a smaller increase from the 1960 figure (i.e. 8.9%) and in services a slight decrease over the 1960 percentage (i.e. 11.1%). In terms of absolute numbers in employment, the industries showing the largest increases of Coloured male workers are construction 92.6% (i.e. 39,527 to 76,120), commerce 61.8% (i.e. 32,916 to 53,240), transport 62.8% (i.e. 16,555 to 26,950) and manufacturing 56.4% (i.e. 62,177 to 97,260). In agriculture there was a decrease of 5.27% (i.e. 113,950 to 107,940).

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A higher proportion of Coloured women were in employment than were women of any other racial group. Services (including domestic service) were the largest single source of employment for Coloured women in 1970; although between 1960 and 1970 there was a percentage decrease from 56% to 45%, there was a numerical increase from 99,861 to 110,960. Manufacturing is the next industrial division which plays an important role as a source of employment for Coloured women 29% (or 71,660). However, the expansion of services as an avenue of employment for Coloured females has been relatively slow (i.e. 11% from 1960 to 1970) in comparison with other industrial activities. Viewed in this way, the development of commerce as a source of employment is by far the most spectacular. Since 1960 the number of Coloured women employed in commerce has increased 397% (from 5,701 to 24,350 in 1970).

In spite of the big advances in the employment of Coloured persons, both men and women, they remain underrepresented in the occupations with higher economic status and pay. Annexure 2D shows the average numbers employed and the average earnings in different sectors of the economy for February 1973, while Annexure 2E gives the individual breakdown of the economically active population and the racial composition of the labour force in different sectors of the economy. It is hoped they may be useful to the Commission.

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At the same time that the Coloured people have been increasingly employed in commerce they have maintained their important participation in manufacturing. This is shown in Table 2.11.

TABLE 2.11

Racial Composition of Employment in Manufacturing Industry in South Africa

<u>Year</u>	<u>White</u>	<u>African</u>	<u>Asian</u>	<u>Coloured</u>
1915/16	39.1	34.6	11.2	15.1
1925/26	39.2	41.8	5.1	13.9
1935/36	42.5	43.5	3.7	10.3
1945/46	34.4	50.0	3.5	12.1
1952/53	31.7	53.3	3.1	11.9
1954/55	30.3	56.0	4.0	14.0
1960/61	27.0	54.0	4.0	15.0
1967	25.0	53.0	6.0	16.0
June 1973	22.3	54.6	6.2	16.8

Source: Adapted from "S.S. Industries and Trade", March 1960 and the Statistical Yearbook 1968. Department of Statistics, Statistical News Release 24th October, 1973.

Nevertheless, in spite of the increased supply and demand for Coloured workers in nearly all types of work, there is still, especially in times of expansion, a great shortage, particularly in higher grades of work.

The Commission is doubtless aware of the Department of Labour's Manpower Survey No. 9 which related to the situation as at 30th April 1971. We should like to draw the Commission's attention to the fact that while excluding private domestic service and employment in agriculture this survey indicated that there was a shortage of some 95,655 White and Coloured workers in the Republic or about 5 per cent of such workers. Acute shortages were recorded in the following areas of employment: (a) professional, semi-professional and technical, 16,585 Whites; (b) managerial, executive and administrative, 1,410 Whites; (c) clerical, 8,265 Whites; (d) sales and related work, 2,532 Whites; (e) mining and quarrying, 985 Whites; (f) transportation, delivery and communications, 10,089 Whites; (g) metal, plastics, machinery parts, and operatives in the motor industry, 2,768 Whites; (h) clothing and textiles, 2,205 Coloured women; (i) supervisors and other skilled and semi-skilled, 2,028 Whites and 1,510 Coloured people; (j) service capacities, 4,595 Whites and 2,183 Coloured people; (k) labourers, 6,035 Coloured men. In addition there were the following shortages in specific sectors:

<u>Industry or Trade</u>	<u>Race</u>	<u>Artisans</u>	<u>Apprentices</u>
Metal and engineering	White	5,892	1,299
Electrical trades	White	2,047	220
Motor trades	White	2,177	611
Building trades	White	6,844	1,146
	Coloured	1,306	371
Ladies hairdressing	White (women)	588	979

It should be borne in mind that the Department of Labour's data in this regard is rather out of date by the time that it is released to the public and that its figures do not always accord with those issued by organised commerce and industry in the private sector. The Minister of Planning has said that there will be a shortage of 22,000 White workers by 1977. The Economic Development Programme<sup>1</sup> pointed

1. Department of Planning, Economic Development Programme 1972-1977.

out that White employment fell short of projected targets by 7,500 in 1970 and by 13,200 in 1971 whilst black employment exceeded projections by 52,200 in 1970 and by 51,700 in 1971.

The Institute considers that these estimates of the shortage of workers in racial categories, especially in regard to Coloured and White, is artificial, particularly in the Western Cape, and does not truly represent either the needs of industry, the potential supply of labour or the existing position. For there is a very considerable overlap in the areas of White and Coloured employment.

It supports the Reynders Commission recommendation that "increased and continuous attention should be given by the Government, the trade unions and employers to the occupational mobility, particularly of Bantu employees, along the lines indicated in the White Paper on the Decentralisation of Industry. This concerns very largely the whole question of job reclassification".

It welcomes the Prime Minister's statement when opening the annual conference of the Motor Industries Federation, that "It should be clear that in terms of Government policy there is nothing to prevent employers, with the co-operation of the trade unions, taking the necessary steps to bring about improvements in the productive use of non-White labour". But it understands there is **still** considerable confusion among employers, e.g. in the building industry in the Transvaal, as to the permissible use of Coloured labour. We should like, therefore, to reiterate the necessity for a clear lead from the Government.

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