b) Technical secondary schools:— in 1977, there were five such institutions, in Soweto, Pretoria, Bophutha-Tswana and two in KwaZulu. Two more are being built in Ciskei and OwaQwa. They offer courses leading to the junior and senior certificate in technical subjects, and include basic education. It is expected that these trainees will undergo more advanced training later as technicians and technologists. In 1976, over 3000 enrollees obtained their certificates, 96 per cent at the junior level.63) Apart from these specific technical schools, Blacks may also study for junior and senior certificates in commercial subjects at 85 other schools in various parts of the country.

c) Trade schools:— In March 1976, there were 21 trade schools, mostly in homeland or border areas, with an enrollment of 3214 trainees.64) These schools form the core of the State's attempt to train Blacks for industrial work. Courses, lasting two to three years, are both theoretical and practical, and the subjects taught include building and construction work, motor mechanics, welding and metalwork, leatherwork, dressmaking, upholstery and motor trimming, motorbody repairs and watchmaking. A further 22 trade schools offer post-primary vocational training for young females mostly in dressmaking, and in 1977, over 500 trainees were enrolled. One school in Soweto has 73 female trainees in a course designed to train supervisors for pre-school institutions.65)

d) Border industry schools:— In 1977, there were seven ad hoc State industrial schools in areas bordering on the homelands. These offer 13 week 'crash' courses in bricklaying, plastering, sheetmetalwork, plumbing, welding and motor repairs. There were also 20 registered privately-run ad hoc border industry schools for training factory workers.

63) Ibid; p.511
64) Ibid; p.510
65) Ibid; p.514
e) In-service training centres:- Eight such centres were in operation in 1977, in Benoni, Bloemfontein, Krugersdorp, Pinetown, Pretoria, Potchefstroom, Port Elizabeth and Vereeniging. No more are planned at present because the existing ones are not fully utilized. They offer 68 courses covering subjects needed by firms in the areas, and are voluntarily supported by local employers. However, in terms of the Blacks Employees In-Service Training Act, all local firms can be forced to pay a levy to keep the centres operational, if voluntary financial support is insufficient. Since the centres were started, 1662 enrollees have been trained, at a cost to the two government departments concerned, namely, the Department of Blacks Education and the Department of Public Works, of R3,2 million, or R1903 per enrollee. In addition to State training centres, there were 268 privately-administered in-service centres and schemes, which had trained over 75 000 persons between the time of their inceptions and December 1977.

f) Industrial training centres:- In 1977, eight such centres were operational and a further three were being built. They are all in Black townships in White areas, and are intended to help school leavers adjust to the demands of an industrial society. They offer courses in practical subjects, similar to those available in trade and border industry schools. In 1976, they had 7331 enrollees.

From the foregoing, it is apparent that in 1976/77, the State, alone, trained at least 15 000 Blacks, excluding those in border industry schools, for which figures are not available. This represents, very approximately, 0,5 per cent of the Black economically active population in those years. The proportion has increased steadily,

66) Act No.86 of 1976
68) Ibid
69) Ibid; pp.511-512
especially during the 1970's, and is likely to continue to do so. Although no specific policy is laid down, it is clear that the government's major effort is directed towards young Blacks who can be guided into vocational training schemes when they leave formal school. Certainly, older Black workers are not precluded from undergoing training or re-training, but no financial support is available from the government, as it is in the US. It is, therefore, unlikely that an older worker with a family to support could afford to stop working in order to participate in a training course, even though this might assist him in future occupational advancement.

It should also be noted that the majority of courses offered in State-run institutions are of a similar nature, i.e., concentrating on skills required in the building, construction and motor vehicle assembly and repair industries. Obviously such training is useful, and produces skilled artisans and semi-skilled operatives, but as the US authorities have found, a wide variety of courses is needed, if all potential workers are to find posts which suit their aptitudes and interests.

It is also relevant that many of the training schools and centres are in, or near, homeland areas. This is in line with the overall government policy of establishing separate states based on common ethnicity. Thus, the trainees are expected, ultimately, to find work in the homeland areas. Nevertheless, the government also recognises the demand for trained Black workers in White areas, and the industrial training centres for Blacks established in eight White towns and cities, are intended to help meet this need. Similarly, governmental support for privately-run in-service training centres in White areas, also contributes to meeting this demand. It should be noted, that at this stage in the development of the homelands, there are insufficient job-opportunities for industrially trained Blacks, hence if their acquired knowledge is to be fully utilized, many have to seek work in the industrialised White areas.

Cost data are not available for many of the schemes, but it
is apparent that the government has invested large amounts in building vocational training centres and schools, and continues to supply instructors and facilities.

Compared with the US, the South African government's attempts to train the unskilled, uneducated and poor sections of the population are only touching the surface of the problem. This is largely for financial reasons, and because of the much greater size of the 'disadvantaged' group in South Africa. The US has adopted a system which actively seeks out those in need, whereas in South Africa, facilities are available but are under-utilized, which would indicate that many people are not aware of the schemes. However, it should be noted, that underutilization may be a result of the present depressed state of the economy. Nevertheless, US experience would suggest that the relevant South African agencies, such as welfare authorities, community workers and the local labour bureaux, could do more to advertise the existence of training facilities and to encourage both unskilled workers and new entrants to the labour force to follow the courses available.

As has been mentioned, South African courses cover a relatively limited number of subjects, compared with those available in the US. The latter country has attempted to offer training in subjects which will be attractive to each target group, and the latter are divided by age, education, sex, work-experience, race and level of income. South Africa would find it useful to consider introducing more diverse training courses, so that a greater part of the country's manpower has access to training suited to its various needs, aspirations and aptitudes. However, this may have to be a long-term object, since diversity of training requires greater financial resources than is presently available in South Africa. Nevertheless, some changes can probably be made now, while still emphasising training for young, inexperienced Black workers.

The cost factor is also important if South Africa is to lay more stress on the training of Blacks in the older age
groups. In the US, allowances are granted to family-heads undergoing training, or re-training, courses. In both countries, many Blacks started work in unskilled jobs at an early age, and have few prospects of promotion to more skilled and higher-paid positions. They are also prone to unemployment during recessionary periods. It would be worthwhile to invest more resources in the training of Blacks in the 20 to 30 year age group. The South African authorities (and private firms) should see them as a special target group, and emphasise the advantages of attending the 13 week 'crash' courses offered in border industry schools and in the in-service industrial training centres established in White areas. If financial resources were sufficient, such trainees should be paid the proposed minimum wage of R10,50 per week while undergoing this type of training. The present cost of the course, per person, would then be increased by R136,50 in allowances to those trainees requiring financial assistance for themselves and their families during training. The allowances could, however, be scaled down, say in line with whatever unemployment benefits each trainee was entitled to claim. If some income was available to older trainees, this would encourage more Blacks to take advantage of the opportunities available. This has been found to be the case in the US, and particularly amongst older workers who have not previously been in a position to undergo full-time, unpaid, training for any length of time. Moreover, older workers with families are generally considered to be more socially stable, hence in the South African context, investment in this target group would probably have both socially and economically desirable consequences.

As far as the physical accessibility of training centres is concerned, South Africa compares favourably with the US. There are facilities available in both urban and rural areas. The only comment that might be made at the present time, is that the demand for industrially trained labour is greater in the urban than the rural areas, which would suggest that new centres should be sited in, or near,
towns and cities, rather than in the homelands and border areas. However, there is also a need for more training centres in rural areas which will offer courses in farming techniques, as well as industrial subjects. This would ease the transition from the land to the cities, and also serve the interests both of those who are being forced away from the land and of those who intend to remain in the agricultural sector.

While the South African government has by no means neglected the training of the Black population, the private sector has also played an important role, as it has in the US. Indeed, many South African employers have established training schemes for their Black employees without governmental support or active encouragement. In general terms, it is the US government which has led the way in providing training schemes and employment opportunities for the country's 'disadvantaged' workers, while the private sector has followed, and sometimes been forced to do so. By contrast, the South African private sector, not the government, has adopted the equivalent of the US Affirmative Action programmes, with respect to their Black employees. Many have created openings for Black workers at various levels in their occupational hierarchies, and have provided the training necessary for them to fill such posts. Moreover, although tax concessions are available, for firms operating training programmes for Black employees, many have not yet claimed these rights. 70) As has been pointed out, by December 1977, privately administered in-service training programmes had trained over 75,000 black workers, which is 45 times more than have been trained in similar State schemes, and probably the same number who have been trained by all State training schemes.

Privately run training schemes vary considerably. Some

70) See Section 3.2.2.1, p.214 below, for details of the tax concessions available to firms.
firms rely entirely on the 'sit-by-Nellie' approach for new recruits, while others have highly sophisticated schemes covering recruitment, placement, induction, formal on-the-job training, job-rotation, and formal in-service training courses for specific types of work at all levels of skill and responsibility. The majority of firms operate between these two extremes. Induction courses are common, often only a few hours in length, and cover the introduction of new recruits to the general workings of the firm (usually known as orientation), rules and regulations. Safety measures are sometimes included in induction courses, and sometimes taught separately, depending on the extent to which a knowledge of safety procedures is necessary. Many firms also use on-the-job training, but generally it tends to be of the informal, learning-by-doing variety, where recruits learn the job required simply by working next to a more experienced worker and copying what he does. The experienced worker advises the new-comer, explains how the work is done and rectifies his mistakes on a casual basis, while continuing to do his own work at the same time. A more formal approach may be used, where a recruit spends a short period of time performing the work required in the work situation, but with a foreman or supervisor providing full-time explanation and guidance. After this initial training period, the recruit is usually placed near a more experienced worker, and continues to receive on-the-job training on the casual basis explained above. The supervisor or foreman may spend more time checking the beginner's work than others until his standard is satisfactory.

This type of training is all that is necessary for many types of factory work, particularly if it is of a simple repetitive nature. When a vacancy arises for a more

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71) This is the common term for the informal training procedure where a new recruit is placed beside an experienced worker, who continues to do his own work, but also explains the technique and 'teaches' the recruit.
skilled or supervisory post, firms usually promote workers from the ranks on a superiority, or length of service, basis, although aptitude and merit may also be taken into account. The opinion of other supervisors and more skilled workers may also play a part in the selection process.

A more formal approach towards promotion would involve the use of aptitude tests and organised training courses. A course for supervisors would cover such matters as job-instruction, job-method, job-evaluation, personal relationships and the basic principles of supervision. Training for more skilled work may also be provided either on-the-job, or in a 'mock-up' work situation, with a qualified instructor providing the tuition.

Probably the most comprehensive worker-training programmes in operation in South Africa at present, are those provided by the mining companies. Some 93 per cent of the Black mine labour force consists of migrant workers, hence certain personnel practices aimed at reducing labour turnover, such as medical aid and retirement schemes, and home improvement loans, are not practical. However, training schemes and other educational programmes have acquired greater importance. Moreover, most employees work underground, where conditions are dangerous, good personal relations and teamwork are essential and communications vital. Hence, training is even more important.

Most mines have adopted training programmes, and many have fully equipped and staffed training centres. New recruits undergo induction courses, which include aptitude testing for initial job-placement and possible career development. Job-evaluation techniques are also widely used. The training centres are staffed by qualified instructors, and training is given for all mining work, both to recruits and to experienced miners. The courses vary in duration according to the type and level of skill.

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and responsibility required for each position.

While the emphasis is, naturally, on essential training for mine work, the centres also offer free, voluntary courses after working hours. These cover not only literacy lessons and handicrafts, but also training in industrial and/or mining work which an individual employee may not need for his particular job. For example, a blasting assistant may voluntarily undergo a training course as a fitter.

It should be stressed that the South African private sector has played, and continues to play, an important role in the training of the Black labour force. Much of this effort is at the level of the individual firm, which is natural in a basically free enterprise system. Employers are generally against State 'interference', preferring to accept only indirect assistance or advice, where necessary. Nevertheless, there are good reasons for firms to combine resources in certain aspects of manpower planning.

The writer proposes that firms operating in the same or related fields, combine resources to establish a common information centre, the main function of which should be to provide certain centralized information services. It is envisaged that separate centres would cater for each industry sub-group, such as clothing, food processing, engineering, steel, footwear, furniture, paper production, chemicals, etc. The centres would act as a central recruiting, testing and placement agency for the firms concerned, similar to that provided by the Chamber of Mines for the mining industry. Potential employees seeking work in the industry, not a firm, would register with the appropriate centre, which would provide vocational guidance, counselling and aptitude testing services on behalf of member firms. They would also provide job-evaluation services for the firms, who, in turn, would inform the centre of existing and expected vacancies. The centres would then be in a position to match work-seekers with vacancies. This service by the centres would provide a saving to firms in personnel
costs. It should be noted that the centres will not undertake any training of firms' employees, but will inform the firms of the type of training which recruits will need, on the basis of job-evaluation studies within each firm on the one hand, and testing of recruits on the other. Firms will continue to organise their own training programmes as best suits their individual needs and resources.

The other object of these proposed industry sub-group centres is that they should perform liaison duties with the various government departments concerned with the full utilisation of the country's manpower. The centres would maintain records relating to the number and type of employees in employment, and any future changes, in a combined industry sub-group format, which could be supplied to the government agencies.

So far, the writer has proposed:
1) that firms should centralise their information procedures;
2) that the State should extend and diversify its training facilities;
3) that a compulsory, contributory, national insurance scheme be established for unemployed, sick and retired workers; and
4) that local welfare offices be established, both to administrate the insurance scheme and to provide liaison between the private and public sectors in all matters relating to employees' welfare.

What is now needed is the last link in the 'unemployment-welfare assistance - training - employment' chain, and the writer proposes that this be supplied by the Department of Labour, by modifying the present duties of the local labour bureaux.

At present these duties include the matching of work-seekers with vacancies; the issuing, renewal and checking of documents associated with influx control measures; and the administration of unemployment and sickness insurance claims, in terms of the Unemployment Insurance Fund.
It has already been proposed that the last mentioned be transferred to the Department of Social Welfare and Pensions, and administered locally by welfare offices sited in the same place as labour bureaux. This will free some of the resources of the Department of Labour for other responsibilities. However, it is also proposed that the officials dealing with unemployment benefit claims ensure that the claimants also register with the labour bureau officials, and continue to call weekly to check if any vacancies have arisen. This process can be performed by welfare officials issuing an unemployment benefit claim card, which must be stamped weekly by a labour bureau official, before payment is made. There will then be a direct and obvious link between the receipt of welfare benefits and attempts to find other employment. Moreover, it will be clear to recipients that much of the onus for finding new work is theirs, and that financial assistance will not be forthcoming unless they make genuine efforts to be re-employed.

Labour bureau officials can then concentrate on the process of matching vacancies with work-seekers. The latter will be referred to them by the welfare officials. However, in order to ascertein the number and type of job vacancies available, they will need the assistance of employers. Public sector agencies should automatically inform labour bureaux of vacancies, but for the private sector, it is proposed that the suggested industry subgroup information centres act in a liaison capacity between individual firms and labour bureaux. Thus, the information which the centres compile of vacancies amongst member firms, can be passed to the labour bureaux, who, in turn, can contact the centres for further advice concerning particular job-openings and particular work-seekers. This link between labour bureaux and private sector employers should not be limited to the simple matching of jobs with employees. It should also be concerned with training. Thus, an unskilled and unemployed person registered with a bureau, can be referred to an information centre for testing by the
latter to see if the person can be placed as a trainee with one of the member firms.

It should also be the responsibility of the labour bureaux to recommend to unemployed persons that they undergo a training course in one of the State schools or centres. This is particularly important for Black workers, both new entrants to the labour force lacking knowledge of industrial work, and older, experienced workers who need either basic training or re-training in order to enhance their chances of finding another job. This aspect also requires close liaison between welfare and labour bureau officials, since participation in a training course may necessitate ad hoc emergency relief payments to cover allowances for family support, as well as travelling costs and other expenses associated with being a trainee.

It should be noted that these comments concerning training for unemployed and unemployable persons, are based on the US system. Where an unemployed person cannot be placed directly in employment, because of the lack of appropriate skills, training should be provided, either by the State or private industry, so that their skills, and hence their employability, are enhanced. It is a fundamental aspect of manpower planning that the country's labour force should be fully utilised. Where lack of skills and education prevent this, society should make every effort to redress the shortfall. It must be re-emphasised at this point, that South Africa's efforts to increase the employability of its labour force through training schemes, will be smaller than those of the US, because of the lack of sufficient resources and the greater numbers who require assistance. Nevertheless, available resources must be utilised fully and efficiently, and it is suggested that the proposed measures will do this more effectively, on a co-ordinated basis, than the existing system.

There is one further point relating to the duties of South Africa's labour bureaux which must be discussed, and that is the administration of influx control measures. Blacks generally object to being forced to carry passes
at all times, since they represent the wide differences in geographic and job mobility between themselves and the White population. Moreover, it is a known fact that large numbers of Blacks reside and work in White urban areas without being in possession of the documents which the law demands they carry. These people have obtained work through unofficial channels, i.e. not the labour bureaux, and the absence of the necessary papers is frequently ignored by employers. As a result of their illegal status, however, such Blacks cannot make use of any of the assistance rendered by labour bureaux, since, not being in possession of valid and current passes, automatically makes them liable for prosecution and/or immediate and enforced return to a homeland area.

Inevitably, in the minds of many Blacks, the bureaux are linked with the pass laws, and since the latter are strongly disliked, the former are generally distrusted. It is thought, for example, that many 'legal' Black workers, entitled to unemployment benefits, do not claim them because it involves calling at the local bureaux, and they fear that the consequences may be a withdrawal of their permit to seek work and live in the area, and possibly, also, enforced return to their homeland.

It has been stated earlier that restrictions on the mobility of Black workers is not in the economic interests of South Africa. Future industrial growth demands a labour force which is skilled, experienced and stable. Since migrant workers are not stable, it is not worthwhile for firms to invest resources in training such workers for more skilled positions.73) On the other

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73) It should be noted that there will always be special cases where migrant, or contract, labour will be necessary. For example, a number of mines have a short 'working life' of about 10 years, and farmers need additional labour at harvest times. However, these workers would be in a similar category to those presently employed in the building of SASOL II and III, and the infrastructural facilities for the surrounding town of Secunda.
hand, there is already a pool of labour permanently resident in urban areas, and totally dependent on wage employment for a livelihood. If these workers were given legal permanent resident status, firms could expect to have lower labour turnover rates and to gain some returns from providing training. It is here that the labour bureaux could make a useful contribution to manpower utilisation, working in conjunction with the proposed private sector industry sub-group information centres.

Controls over the movement of all labour will have to remain for some time, but with a more positive object as regards maximum utilisation of the country's manpower. In other words, the aim should not be simply to prevent Blacks entering White areas, but rather to assess the labour needs of all sectors of the economy and to assist in meeting these needs. Every local labour bureau should concentrate on the process of matching work-seekers to vacancies. The co-operation of employers is essential if this is to be meaningful. They must ensure that a detailed and complete list of current and expected future vacancies is supplied to a central labour bureau office, which in turn, will notify all relevant local bureaux, including the rural ones. As has been suggested, the proposed information centres could collate the vacancies list for their member firms. It is equally essential that work-seekers co-operate with the bureaux. If everyone registered with their local office, it would be possible to build up a list of people to be matched with the vacancies. This will also enable the Department of Labour to build up a detailed profile of the manpower available in the country, which could be used for a variety of purposes, such as indicating which types of training are most needed and in which areas. Courses offered by State training centres could then be adjusted to meet these needs.

The most difficult problem to overcome will be persuading the labour force, and especially Black workers, that the primary function of the bureaux is to assist people in
finding work or training opportunities suited to their experience, aptitude and aspirations, rather than to prevent or hinder them from finding work in urban areas where most job vacancies occur. It must be emphasised that controlling the flow of Blacks from rural areas to cities must be seen to be necessary for economic reasons, rather than for the maintenance of the present political system of separate development. The 'image' of the labour bureaux must change from being agencies designed to administer the pass laws, and the political system which they represent, to being agencies genuinely involved in helping all workers to find jobs and firms to find employees.

In order to offer a counselling service to all who register, whether unemployed and experienced workers or new entrants to the labour force, there must also be close liaison between the training centres and the local labour bureaux, with regard to the existing number of places for each course offered, and the need to increase or decrease those places, and the need to introduce new courses or cancel others.

A further aspect of training relates to costs and returns. Thus, every institution, whether public or private, incurs costs when training is provided, and unless the trainee continues to work for the employer, there is no return on that investment. The type of vocational training which has been discussed, is mainly directed at unskilled Black persons with low education standards and low income levels. It would defeat the object of attempting to provide training opportunities for the whole labour force, if trainees were charged. Nevertheless, some of the costs could be recovered by a post-training contract system, i.e. the trainees should contract with the State, or the private employer, to work for them for a specified period after the training course is satisfactorily completed. This method of recouping costs is used by South African Provincial Education authorities, for example, who pay student teachers while they are undergoing training, providing they contract to work as
teachers in State run schools for the same number of years as the length of their training course, i.e. a four year diploma or degree course is followed by four years' service with the State. Moreover, if they fail the course, or do not complete the post-training contract period, they are required to repay the grant in full plus interest. If similar schemes, with varying lengths of post-training service, were adopted by South African firms, it would not only help to make investment in training schemes worthwhile, but it would also reduce labour turnover rates. Moreover, it would also make it clear to trainees that they, too, have a responsibility to 'pay' for their vocational training. It should be noted that State training centres would only be able to adopt this contract system, if trainees found jobs in government departments. In order to ensure that all trainees contribute, in some measure, to the cost of their training, the writer proposes that persons trained in State centres and employed by private firms, and not subject to a contract with the employer, must repay, say, 25 per cent of the training costs to the Department of Labour. The amount would be payable in regular instalments over a number of years, and would be deducted from the employee's wages by the employer.

If these proposals were adopted, the labour bureaux would be in a strong position to 'direct' the utilisation of manpower. They would be the central agency linking welfare agencies, public and private sector employers, training centres and the labour force. Their duties would be both active, in employment and training placement, and advisory, for workers, employers and training centre administrators. Both the Departments of Labour and of Social Welfare and Pensions will maintain centralised records, easily cross-referenced. This will enable the government to identify problem areas, to consider these in the light of overall economic policy objectives, and to make changes and re-allocate resources as appropriate.

Historically, South Africa's economic development has been the result of both Black and White persons working
together, using different but complementary levels of skills. It is difficult to see how growth can continue to take place in any other way. White industrial areas need labour, while Black homelands need capital, technical expertise and entrepreneurship; each lacks what the other has. However, future growth and development will require higher levels of skills from all sections of the population, whether it be in the industrial sectors or in the development of rural and homeland areas. Hence, the most urgent need is to provide training facilities for all workers, covering subjects as widely diverse as electronic engineering and agricultural implements repairs and maintenance. The important point is that the training provided must be of the sort which will be useful in industry or agriculture, so that a high level of employment is attained. The increased income which this will generate throughout the labour force, will help to reduce poverty. Both will assist in raising the economic growth rate so that further development of, and investment in, all the country's resources will become a self-perpetuating process.

2.3.4 South African Investment in Human Resources: Summary of Proposed Changes

Recall that, in response to demands by various pressure groups, the US government has adopted laws which require that all citizens receive equal treatment in employment matters. Moreover, it has followed an active policy of ensuring that disadvantaged groups of workers are given additional assistance and, in some cases, preferential employment opportunities. Encouraged by State agencies, the private sector has also generally adopted similar attitudes and practices.

Within South Africa there are also certain pressure groups demanding equal rights for Blacks and Whites. Some of these are politically or socially orientated, such as the South African Institute of Race Relations, but others, such as the Urban Foundation, the Federated Chamber of Industries and individual firms, are equally interested
in the benefits to the economy, and themselves, arising from a free labour market, and the disappearance of socio-politico-economic unrest, and uncertainty. The response of the South African government to these pressures, would have to be described as 'negative' by critical commentators.

It is, in fact, as has been noted, the South African private sector which has taken the lead in implementing fair employment practices for Black and White workers. Nevertheless, if all barriers which discriminate against Blacks are to be removed, the South African government will have to initiate certain changes which will have economic implications for both the public and private sectors.

The effects of lifting the influx control measures would, almost certainly, be the creation of Black urban ghettos, with all their concomitant social, political and welfare problems. These would be far more severe in South Africa that in the US, simply because of the greater relative numbers involved. For this reason, it is not suggested that they be lifted, but that the Department of Labour and other relevant government agencies emphasise that employment considerations are to be the sole deciding factor in the move away from the land and into the cities. Moreover, regular working habits will also determine who shall earn the right to claim welfare benefits.

To ensure that the country's manpower is utilised effectively, and that influx control measures are based on this objective, the Department of Labour will become the central agency. Labour bureaux will maintain records of all persons working or seeking work (regardless of colour), and will offer vocational guidance and counselling. They will also be kept informed of present and expected vacancies, liaising closely with both the private sector and other government departments and agencies. Apart from matching employees and employers, they will be concerned with the need for training before placement, and will recommend changes in courses offered by State training.
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To ensure that the country's manpower is utilised effectively, and that influx control measures are based on this objective, the Department of Labour will become the central agency. Labour bureaux will maintain records of all persons working or seeking work (regardless of colour), and will offer vocational guidance and counselling. They will also be kept informed of present and expected vacancies, liaising closely with both the private sector and other government departments and agencies. Apart from matching employees and employers, they will be concerned with the need for training before placement, and will recommend changes in courses offered by State training
institutions. There should also be a strong link with welfare departments, so that problems stemming from unemployment or training can be alleviated.

Providing they are linked with employment, welfare benefits for the whole labour force are a useful way of encouraging worker commitment to the industrial way of life. Large sections of the Black population in South Africa, like disadvantaged groups in the US, are not accustomed to, or have never had the opportunity to develop, attitudes necessary to be useful industrial employees. The US is tending towards a welfare policy which is allied to that found in the more socialistic countries of Western Europe, and based on the assumption that the State should help all those in need regardless of the circumstances. South Africa does not have the resources to do this, nor, indeed, the underlying philosophy. The national insurance scheme which has been proposed, makes unemployment, sickness and retirement payments conditional on a person's employment and contribution record. The longer a person works, and/or the more he earns as a result of increasing skills and responsibilities the greater the benefits he will receive. Linking welfare payments to employment records will build up a permanent and committed industrial labour force, which will gradually accept the idea that regular working habits are part of the normal way of life. Hence, benefits must be earned, rather than merely needed, and must also, at least in part, be paid for by the recipient. Welfare offices will need to maintain records in order to administer the payments, and to consider exceptional cases. While this will be their prime function, they must also bear in mind that lack of training and/or work-experience may be the root cause of employment difficulties, hence the need to liaise with labour bureaux, so that both facilities and funds can be made available to enable workers to undergo training, or re-training, while receiving a low, but sufficient, allowance from the State.
The wide variety of training and work-experience programmes available in the US, and funded by the Federal and State governments, are probably beyond the resources of the South African fiscal system at present. However, it has been pointed out that most State training schools and centres offer courses in almost identical subjects. There is certainly room for more flexibility here, and the proposed liaison between the Department of Labour and the training centres will indicate what changes should be made. The private sector has already started to develop training schemes for many employees, and it is certain that they will continue to expand. The need to co-ordinate the private and public sectors' separate training and employment opportunities efforts, led to the proposal that industry sub-groups should establish centralised information and recruitment centres, which will liaise with the local offices of the Department of Labour.

In order to help meet the costs involved, it is proposed that employees legally contract to work for the same employer for a specific length of time. This will also benefit the worker, with regard to regular work and income, as well as establishing a contribution record for welfare payments.

Underlying the private sector's industry-specific training schemes, will be the existing and future State-run centres offering both specific trade courses and general courses designed to introduce new labour force entrants to industrial life and attitudes, particularly in rural areas where there are few opportunities of being recruited directly by private industry.

As US experience has demonstrated, developing new systems of laws, welfare and worker-training programmes takes many years to show positive results. The proposals for South Africa are based on what has been found effective in the US, the facilities which already exist in this country, the resources available, and present and future needs in the field of effective manpower utilisation and equal employment opportunities for the labour force as a whole.
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