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## CONTENTS

	PAGE	
1	INTRODUCTION	1
2	WHITES	3
2.1	White men	4
2.2	White women	5
3	COLOUREDS	6
3.1	Coloured men	6
3.2	Coloured women	7
4	ASIANS	8
4.1	Asian men	8
4.2	Asian women	9
5	BANTU	10
5.1	Bantu men	10
5.2	Bantu women	12
6	CONCLUSIONS	12
7	CONCLUDING REMARK	16



The Institute for Manpower Research of the HSRC conducted an investigation into the demand for and supply of manpower in 1980. Two reports containing detailed information in connection with the method of estimating and extensive statistics have been published. This report treats the main findings of this investigation and is being published so that the findings of the investigation may be made known more widely, also to those who are not much interested in the methodological aspects and extensive statistics.

In the first part of this study<sup>1)</sup> a forecast was made of the size of the labour force (supply of manpower) of the RSA for each population group according to age and sex for 1980, 1990 and the year 2000. A calculation was also made of the educational level which this supply will have in 1980.

In the second part of the study<sup>2)</sup> a forecast was made of the demand for labour for the various population groups according to occupation, sex, economic sector and level of education for the year 1980. The demand for and supply of manpower in the RSA can therefore be compared on the basis of educational level.

It should be emphasised that this study does not attempt to be prophetic, i.e. it is NOT estimated what the manpower situation will be in 1980, but an attempt is made to indicate what may happen if the tendencies of the 1960-1971 period should continue. Any changes in the economic climate, government policy, pressure brought to bear on certain sectors of the economy and changes in the demand for certain population groups and sexes, will naturally tend to change these trends.

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1) Vermaak, J.A. Die vraag na en aanbod van mannekrag in die RSA: Deel I: Raming van die grootte van die ekonomies bedrywige bevolking volgens ouderdom, geslag en volksgroep in die jare 1980, 1990 en 2000. RGN, Instituut vir Mannekragnavorsing, MM-46, 1974.

2) Vermaak, J.A. Die vraag na en aanbod van mannekrag in die RSA: Deel II: Raming van die vraag na mannekrag in die RSA volgens volksgroep, geslag, ekonomiese sektor en beroep en 'n vergelyking tussen die vraag na en aanbod van die arbeidsmag op 'n onderwyspeilgrondslag in 1980. RGN, Instituut vir Mannekragnavorsing, MM-56, 1975.

On the one hand the normal interaction between demand and supply should be accepted, but it should also be realised that the labour market, in an economical sense, is a particularly imperfect market.

The shortages and surpluses indicated should be viewed against the background of the interaction between (a) the occupational structure changes during the 1960-1971 period, (b) the increase of the demand in specific sectors, (c) participation in a sector and (d) the educational level of the workers in an occupation and sector.

It is also important to remember that the conclusions and inferences drawn are based on the assumption that the high economic rate of growth of 6,4 per cent as visualised in the EDP will be realised. If the RSA should share in the general economic recession of most Western countries, the situation may change drastically. The manufacturing industry in particular is a sensitive sector in this respect as regards employment.

Before the surpluses and/or shortages are discussed, it should be mentioned that

(a) the method of projections consistently renders a conservative estimate of changes,

(b) the margins of error of the estimates in the study are fairly large, owing to defects in basic data and theoretical premises, so that smaller differences between demand and supply of manpower are ignored, and

(c) the size of the White labour force was estimated with a net immigration gain of 20 000 per annum.

A shortage of approximately a quarter of a million workers is estimated for 1980. It should be mentioned in this connection that the estimate makes no provision for the presence of foreign Bantu within the borders of the RSA and that these are therefore not included in the estimate of the supply. In 1970 there were in fact approximately 450 000 foreign Bantu workers in the RSA.

Table 1 gives a summary of the outcome of the estimates in the two studies and after that the estimate for the different population groups is briefly discussed.



TABLE 1

COMPARISON BETWEEN DEMAND FOR AND SUPPLY OF THE LABOUR FORCE IN THE YEAR 1980  
ACCORDING TO POPULATION GROUP AND SEX

Population group and sex		Supply (a)	Demand (b)	Shortages/Surpluses		% of the total la= bour force according to popula= tion group
				Supply-Demand (a) - (b)		
		N	N	N	%	
Whites:	M	1 290 275	1 311 402	- 21 127	- 1,6	-0,2
	F	558 921	618 498	- 59 577	-10,6	-0,6
	T	1 849 196	1 929 900	- 80 704	- 4,4	-0,8
Coloureds:	M	663 861	586 894	+ 76 967	+11,6	+0,7
	F	350 248	395 869	- 45 621	-13,0	-0,4
	T	1 014 109	982 763	+ 31 346	+ 3,1	+0,3
Asians:	M	197 220	211 745	- 14 525	- 7,4	-0,1
	F	45 857	45 792	+ 65	+ 0,1	0,0
	T	243 077	257 537	- 14 460	- 5,9	-0,1
Bantu:	M	4 940 503	5 260 222	-319 719	- 6,5	-3,0
	F	2 565 315	2 437 078	+128 237	+ 5,0	+1,2
	T	7 505 818	7 697 300	-191 482	- 2,6	-1,8
Total:	M	7 091 859	7 370 263	-278 404	- 3,9	-2,6
	F	3 520 341	3 497 237	+ 23 104	+ 0,6	+0,2
	T	10 612 200	10 867 500	-255 300	- 2,4	-2,4

## 2 WHITES

A shortage of 80 704 workers is estimated for the year 1980. The largest shortages occur among the higher educational levels, viz Std 10 and higher, whereas surpluses occur in the lower educational levels (Std 9 and lower), mainly among White men.

## 2.1 WHITE MEN

A general shortage of 21 127 White men in the year 1980 is estimated. Although there are shortages in the case of men in the higher educational levels (Std 10 and higher), there are considerable surpluses in the lower levels (Std 9 and lower). At first these figures appear highly peculiar. However, these figures may be explained if the occupational structure changes and sectoral growth during the period 1960 to 1980 are carefully examined.

With regard to vocational groups, the following general statements apply to White men:

(a) The percentage of professional, semi-professional and technical workers increases considerably.

(b) The percentage of executive and managerial workers also increases markedly.

(c) The percentage of male clerks decreases.

(d) The percentage of transport and communication workers decreases.

(e) The percentage of artisans and production workers decreases slightly.

If the labour force of White men is analysed according to economic sectors, it shows that 81 per cent of the labour force is employed in the Services and Financing sector (33,4%) in the Manufacturing sector (19,6%) in the Transport and Communication sector (14,0%) and in the Trade sector (13,9%). The largest percentage of the professional, semi-professional, technical, managerial and administrative workers is found in the first two sectors and, as mentioned before, the demand for these workers has increased greatly. Most of these persons (between 70 and 80 per cent) command a formal scholastic training of Std 10 and higher, which explains the shortages of persons of this educational level.

A surplus is estimated in the lower educational levels (primary school to Std 9). It should not be assumed that the surpluses refer to artisans and production process workers. If the aforementioned four economic sectors, which will absorb 81 per cent of the future White male labour force, are analysed, a considerable increase in the demand for artisans and production workers is indicated in all the sectors except Manufacturing. The increase in the total demand in the Manufacturing sector was moreover relatively slow, so that the total demand for White labour in this sector decreased. Although more than 80 per cent of this occupational group commands a qualification of at most Std 9, only a fraction of the surpluses may be due to the relatively slow increase (artisans and production process workers).

In all four economic sectors, however, the demand for clerical workers dropped sharply. The cumulative effect of this tendency, together with the decrease of transport and sales workers in particular in the Transport and Communication and Trade sectors respectively, where 80 per cent or more of the workers have Std 9 as their highest qualification, entails that surpluses are estimated in these educational level categories.

## 2.2 WHITE WOMEN

The comparison between the demand for and supply of the White female labour force according to educational level, shows that shortages in the year 1980 are forecast in all educational levels, except in Stds 6 and 7 where there is a small surplus.

The last part of the 1960-1971 period was characterised by a fairly general shortage of White male workers. This shortage caused a sharp increase in the percentage of women in the labour force. The projection of this tendency is partly responsible for the estimated shortage of White women.

With regard to occupational groups, the following general statements apply to White women:

(a) The percentage of professional and semi-professional workers increases.

(b) The percentage of clerical workers increases.

- (c) The percentage of sales workers decreases.
- (d) The percentage of service workers decreases.
- (e) The percentage of artisans and production workers also decreases.

The greatest demand for White women occurs in the Services and Financing sector (58,9%), Commercial sector (21,8%) and the Manufacturing sector (11,1%) where approximately 92 per cent of the White female labour force is employed. The demand for clerical workers is by far the greatest percentage of each of the above-mentioned economic sectors and if it is taken into account that 85 per cent and more of these workers have a Std 8 or higher qualification, shortages in the higher educational levels may be expected.

The small surplus of White women with Stds 6 and 7 will probably occur among the sales and service workers and to a larger extent among the artisans and production workers, since a large percentage of these workers are of this educational level and the demand for this kind of worker has decreased, probably as a result of the vocational structure changes among the Non-White groups.

### 3 COLOUREDS

A joint surplus of 31 346 Coloureds is estimated for the year 1980, apart from the fact that a shortage of 45 621 Coloured women is estimated.

#### 3.1 COLOURED MEN

The estimate shows large surpluses of Coloured men among the lower educational levels (Std 9 and lower), whereas shortages are indicated among the higher educational levels in the year 1980.

With regard to occupational groups, the following general statements apply to Coloured men:

- (a) The percentage of artisans and operators in the main economic sectors has increased.

(b) The percentage in teaching professions has increased gradually.

(c) There has been a sharp increase in the percentage of administrative and clerical workers during the projection period.

(d) The percentage of labourers, farmers and farm workers has decreased.

The greatest demand for Coloured male labour is in the Manufacturing sector (26,9%), the Services and Financing sector (21,3%), the Agricultural sector (20,9%) and the Building and Construction sector (11,5%), which absorb approximately 81 per cent of the labour force.

The estimated shortage of persons with diplomas and degrees is the result of the projection of a sharp increase, particularly in the percentage of administrative and clerical workers, while the rise in the percentage of teachers also contributed to this.

Most Coloureds with an educational level for which surpluses have been estimated, are employed in the Manufacturing, Services and Financing and Agricultural sectors. Although the demand for artisans and operators has increased in all these sectors, the demand in the Manufacturing sector (where the largest percentage of artisans and operators are employed) has risen relatively slowly. The fact that there has been a sharp decrease in the demand for labourers in all the economic sectors, the service workers in the Services and Financing sector and the farmers and farm workers in the Agricultural sector, together with the relatively slow rise in the Manufacturing sector, causes the surplus manpower of Coloured men with a relatively low educational level.

### 3.2 COLOURED WOMEN

A general shortage of Coloured women of approximately 45 000 is estimated.

The greatest demand for Coloured women occurs in the Services and Financing sector (61,5%) and the Manufacturing sector (30,0%) where approximately 92 per cent of the female labour force is employed.

As regards occupational groups, the following general statements apply to the aforementioned sectors:

- (a) The percentage of service workers in the Services sector dropped slightly. In the other sectors the demand for service workers increased considerably, with the result that the general demand for this kind of worker increased.
- (b) The percentage of female teachers increased.
- (c) The percentage of administrative and clerical workers increased.
- (d) The percentage of sales workers increased.

The shortage of Coloured women in the higher educational level is the result of a rapid increase in the demand for female teachers and administrative and clerical workers in the Service sector, while the shortages among lower educational levels may be the result of the tremendous increase in the demand for operators in the Manufacturing sector and particularly the demand for sales workers in the Services and Financing sector.

#### 4 ASIANS

A joint shortage of approximately 15 000 Asians can be expected in the year 1980. Although surpluses are estimated among Asian women in the lower educational levels, shortages of the same extent are estimated in the higher educational levels, which indicates that the shortage of workers is among Asian men.

##### 4.1 ASIAN MEN

A shortage of approximately 15 000 Asian men is estimated for 1980. This shortage must be ascribed to the fast economic development in Natal during the past number of years up to 1971. This development causes a relative increase in the demand for Asian workers in comparison with Coloured workers during the projection period, a tendency which has been projected further.

With regard to occupational groups, the following general statements apply to Asian men:

(a) The percentage of artisans and operators has increased.

(b) The percentage of administrative and clerical workers in all the sectors has increased tremendously.

(c) The percentage of teachers has increased.

(d) The percentage of sales and service workers has decreased.

The biggest demand for Asian men is in the Manufacturing sector (38,8%), Services and Financing sector (27,6%) and the Commercial sector (20,1%), which cover approximately 87 per cent of the labour force.

The shortages of more highly qualified workers (Std 8 and higher) are due to the fast increase in the demand for teachers and especially administrative and clerical workers.

Shortages among workers with lower qualifications (lower than Std 6) may be due to the fact that the demand for artisans and operators has increased sharply during the projection period in those economic sectors where most of this group of workers are employed (Manufacturing).

#### 4.2 ASIAN WOMEN

The estimate shows a surplus of Asian women in the lower educational levels, whereas a shortage may be expected in the higher educational level categories in the year 1980. The participation figure of Asian women changed dramatically during the 1960-1971 period. A much larger percentage of Asian women is now available for work and the general education level of this group is comparatively low (only 25 per cent of the women in the labour force possess an educational qualification of Std 8 and higher).

With regard to occupational groups, the following apply in general to Asian women:

(a) The percentage of medical and paramedical workers has increased sharply.

(b) The percentage of administrative and clerical workers has, as with Asian men, increased tremendously.

(c) The percentage of artisans and operators has increased.

(d) The percentage of female teachers has decreased.

(e) The percentage of service and sales workers and labourers has dropped sharply.

The biggest demand for female workers is in the Manufacturing sector (51,6%), Services and Financing sector (34,1%) and the Commercial sector (12,5%), which absorb 88 per cent of the labour force.

The shortages among the more highly qualified workers (Std 8 and higher) are the result of the fast increase over the projection period in the demand for medical and paramedical workers as well as the large demand for administrative and clerical workers, especially in the Services and Financing and the Commercial sectors.

Although the demand for artisans and operators in the Manufacturing sector has increased, the demand for labourers, service workers and especially sales workers, has decreased, with the result that surpluses among the workers with a relatively low educational level are estimated.

## 5 BANTU

The estimate shows a joint shortage of 191 482 Bantu in the year 1980. These shortages occur mainly among Bantu men, since a surplus is estimated in the case of Bantu women. It should be remembered that foreign Bantu are not taken into consideration in the supply.

### 5.1 BANTU MEN

A shortage of 319 719 Bantu men is estimated in 1980. A surplus of Bantu men with some school qualification is estimated and a shortage of those without any school qualification.



The greatest demand for Bantu men in 1980 is estimated in the Agricultural sector (36,8%), Manufacturing sector (16,0%), Mining sector (13,8%) and the Services and Financing sector (12,3%), which absorb approximately 80 per cent of the total male Bantu labour force.

If the occupational groups in these main economic sectors are analysed, it is found that:

- (a) The percentage of farmers and farm workers increases.
- (b) The percentage of artisans and operators increases.
- (c) The percentage of labourers, except in the Mining sector where there has been a hundred per cent increase, decreases.
- (d) The percentage of domestic servants decreases.

The estimate for the supply of labour according to educational level is based on the assumption that the educational level for the projection period will increase at the same rate as in the 1960-1970 period. This implies a large increase of Bantu with some school qualification or other.

Foreign Bantu work mainly as labourers in the Mining sector where no school training is required. The demand for labourers in this sector increased from 4,4 per cent in the basis period to an estimated 8,8 per cent in the projection period. The fact that approximately 450 000 foreign Bantu employed in the RSA in 1970 were not included in the estimate of the supply, may account for the shortage of Bantu men without any school training. Another important sector in the employment of this kind of labour is the Agricultural sector. If it is taken into consideration that a large increase of Bantu with some school qualification or other is projected in the estimate of supply, shortages may occur in this educational level.

The estimated surpluses of Bantu with degrees and diplomas are insignificant. Although a considerable increase is estimated in the occupational group artisans, operators and skilled workers, this increase is not sufficient to absorb the available manpower. Most of the men in this occupational group work in the Manufacturing sector and, as previously mentioned, the rise in the demand in this sector is relatively small.

## 5.2 BANTU WOMEN

The overall surplus of 128 237 Bantu women in the year 1980, is made up mainly of women without school training, since shortages are estimated among women with some school training.

The biggest demand for female Bantu labour is in the Services and Financing sector (50,0%) and the Agricultural sector (41,7%), which absorb approximately 92 per cent of the female Bantu labour force.

The estimated surplus of Bantu women without any educational qualification must be ascribed to the large increase in the participation figure during the period 1960-1970, which is mainly based on a change in the definition of economic activity in the Agricultural sector. Figures show that more than 600 000 women were classified as economically active in the Agricultural sector in 1970.

The shortages of Bantu women with some educational qualification must be ascribed to an increase in the demand for women as workers in the clerical occupations, service workers, operators and especially sales workers.

## 6 CONCLUSIONS

The findings of this study result from the conservative projection of tendencies of change which occurred in the participation rates, the occupational and educational level structure of the South African labour force for the period 1960-1971.

The comparison between demand and supply shows that some of the tendencies of the past simply cannot continue during the projection period (1972-1980). The projected differences between demand and supply in some categories are too large for that. Examples of these large differences are the projected shortages of White and Coloured women. The projections are also affected by the complicated interaction between the population groups and sexes. It is clear from the preceding paragraphs that in most of the occupational fields where the relative participation of the Whites is decreasing, the contribution of the Non-Whites is increasing. This tendency can especially be perceived in the case of Coloureds and Asians.

The occupational projections for White men produce a demand of 28 to 30 per cent of the White male labour force in the occupational groups professional, semi-professional, technical and managerial-executive in 1980. The large demand for these persons is the cause of the estimated shortages of persons with qualifications higher than Std 10. It is most improbable

that the White labour force will satisfy this demand. It is doubtful whether any nation has the potential to allow so many of its labour force to be absorbed by these two occupational groups. If persons are appointed to posts for which they are not suitable, the result is a loss in productivity. There is a maximum of which the White labour force is capable. This point has not yet been quantified, but it should be pointed out that the percentage of White males in these posts is already higher than in most industrialised countries of the West. In the USA, for example, the percentage in 1972 was only 25 per cent, whereas in the United Kingdom and Australia it was respectively 14 and 17 per cent in 1966 and 1971. The question now arises how these shortages may be overcome. Possibilities already mentioned, are

(a) restructuring of the labour force which will allow the greater use of Non-Whites and which will increase the supply of Whites for other posts

(b) greater use of White women

(c) increased immigration

(d) a lower rate of economic growth.

These possibilities deserve a brief discussion.

The period 1960-1970, especially the last part of the decade, was characterised by fairly general shortages, particularly of White male workers. As a result of this, White women were employed on a large scale. The rising participation rates for women are evidence of this. In Part I of the study, provision was made for increased participation of women in the labour force. As a result of the change of the White population, however, the average participation rate is relatively unchanged and is estimated at 35,5 per cent in 1980. The participation rate for women will probably only be raised significantly if many more part-time posts than at present are created. However, employers still envisage many problems in the creation of part-time posts. A shortage of nearly 60 000 women is estimated in 1980. Drafting these 60 000 women from the female population implies that the participation figure for women will have to increase from approximately 36 per cent to 43 per cent, a rise of approximately 7 per cent. Owing to the present system of taxation, the lack of part-time work and shortages of space in creches, it is improbable that women will be tempted to the labour

force on such a scale. It was revealed in an HSRC study on married graduated women in the Pretoria-Witwatersrand-Vereeniging area that women who want to work full-time are already employed.

To relieve the expected shortages in the aforementioned occupational groups, it is therefore necessary that the present immigration policy be continued, that the participation of women be increased by creating more part-time jobs and that the training of Non-Whites in the professional, semi-professional, technical and managerial fields receive ever increasing attention. This training should be selective, since the customs of the community cannot be changed in a day, and to train Non-Whites for posts where for some reason or other they cannot be used, is to cause frustration. Within the framework of the present policy, it would be advisable to concentrate these attempts in the decentralised areas and homeland growth centres.

The projection of the tendencies results in an estimate of a surplus of White men with an educational level lower than Std 10. It was shown in Part I of the study that the rise in educational level of Whites was estimated very conservatively and that the point of view is held that the educational level structure of the Whites is approaching a ceiling. This assumption may be incorrect, especially in view of the new system of differentiated education.

It is also true that job opportunities are becoming scarce for Whites with a low educational level and without occupational training. However, the demand for White artisans remains fairly constant, i.e. in actual numbers it is increasing. Non-White sales workers, low-level clerks and transport workers are employed to an increasing extent. In the past Whites with a relatively low educational level were employed in these occupations. There is no reason to surmise, given the salary structure, that the tendency to use Non-Whites in these occupations will change in future.

The estimate shows a shortage of Bantu labour. These shortages are restricted to the men and only to the lowest educational level. A surplus of labour is indicated in all the other categories. The estimated shortage arises because of the fact that the approximately 450 000 foreign Black workers employed in the RSA in 1970 were not taken into consideration in the estimate. Since the large majority of Bantu without any school training

are found in mining and agriculture, it will be these sectors in particular that will be affected if foreign workers are no longer available for the South African economy. Surpluses are indicated in the other educational level categories, but it will probably not be so easy to accomplish a re-allocation of labour. Research by the HSRC among the Tswana showed that mining and agriculture are fairly unpopular and this probably applies to other Bantu peoples as well. The Black man is also reasonably familiar with present wage levels in various kinds of work, whereas the financial value of certain fringe benefits is perhaps not always sufficiently taken into consideration. It was also shown that Tswana work-seekers prefer to be unemployed for comparatively long periods, even six months or longer, rather than to accept employment which they do not like.

The large surplus of Bantu women without any school training is mainly due to a change in the definition of economic activity in the agricultural sector and should therefore not be interpreted as a serious lack of job opportunities for this category of workers.

As explained, a surplus of Bantu labour with some form of school training is estimated. This implies that a basis for training in a variety of occupational fields already exists or is developing. HSRC research showed that pronounced occupational aspirations are developing among Black people and that occupational prospects are considered in the choice of work. The extent of the estimated surpluses indicates one of the major manpower problems of the RSA, viz the creation of enough job opportunities for a fast growing Black population with a reasonable level of education.

It may thus be possible to find Black workers for training in some of the areas in which shortages of Whites are experienced. Such action would entail rearrangement of labour measures. This again emphasises the importance of decentralised growth where it will probably be easier to make the necessary labour arrangements on a geographical basis.

The estimate shows a shortage of Bantu women with some school training. This estimate is the result of a rapid increase in the employment of Bantu women in a variety of occupations for which some form of school training is advisable. A certain degree of substitution between men and women will be possible, although many Blacks have decided views on what is woman's work and what is not. The estimated shortage should therefore not be regarded as an actual bottle-neck in the provision of labour. The surplus of men in most categories is considerably larger than the shortage of women.

38-1004 The projections reveal regional differences in the economic development of the RSA. The rapid development in Natal and a relatively slow development in the Western and Eastern Cape cause tendencies which result in the projection of a shortage of Asian and a surplus of Coloured workers. Despite the problems with the availability of raw materials, transport and markets, an attempt should be made from a manpower point of view to accomplish balanced regional development. The development in the Northern Cape and Saldanha is therefore most welcome. It should be remembered, however, that the nature of the job opportunities and its acceptance or rejection by a population group may confirm or confound calculations. As a continuation and consequence of the policy of decentralization, labour arrangement on a regional basis should be considered.

#### 7 CONCLUDING REMARK

After the publication of the Economic Development Programme (EDP), on which the demand side of this investigation is based, the economics of the whole Western world experienced a condition of recession. The RSA cannot entirely avoid this condition and it is highly unlikely that a growth rate of 6,4 per cent will be maintained for the programming period. This implies that the pressure on the labour force will not be so heavy. However, the direction of the occupational structure changes will probably not be seriously affected.

On the other hand, the Angola situation has caused compulsory military service to be extended and Citizen Force units at present to be called up for periods of 3 months. If we act on the assumption that approximately 30 000 White males who are liable to military service are annually called up for a full period of 18 months instead of 12 months and that annually these persons have to do military service for a period of 3 months for 8 years instead of 3 weeks per year for 10 years, the White labour force will decrease by 3 per cent at most.



