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**UNEMPLOYMENT AMONG
INDIANS IN DURBAN 1962**

MARGO RUSSELL, M. Soc. Sc.
in collaboration with
I. K. ALLAN, Hons. B. Com.



INSTITUTE FOR SOCIAL RESEARCH
UNIVERSITY of NATAL, DURBAN 1962

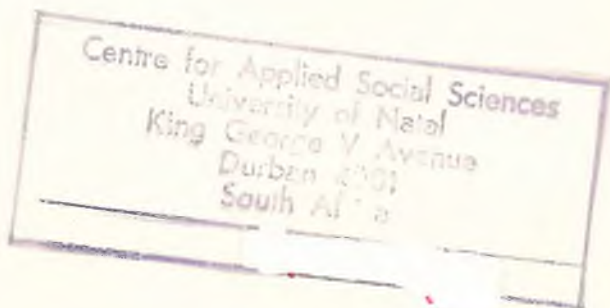
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FOREWORD.

This study of unemployment among Indians in Durban owes its origin to the initiative of Professor Leo Kuper, formerly Head of the Department of Sociology and Social Work at the University of Natal. Early in 1959 he was instrumental in forming the Durban Indian Unemployment Committee, an unofficial body whose purpose was to draw public attention to the high incidence of unemployment among Indians in Durban, and to explore ways and means of alleviating the hardships resulting therefrom.

Professor Kuper was the first Chairman of the Committee, the majority of the members of which were representatives of several Indian social welfare organisations. Other bodies closely associated with the Committee's work were the Natal Employers' Association and the Natal Chamber of Industries (jointly represented), the Durban Chamber of Commerce, the Rotary Clubs of Durban and Durban South, the Natal Indian Teachers' Society and the Durban Indian Municipal Employees' Society. Members of the staffs of the M. L. Sultan Technical College and of the University of Natal served on the Committee, as did some prominent figures in the Indian business community. Officials of the newly established Department of Indian Affairs attended meetings of the Committee as observers.

In the course of its discussions it became evident to the Committee that little progress could be made in tackling the problem of Indian unemployment in the absence of reliable information about the approximate number of unemployed Indians and about the characteristics of the unemployed. It was accordingly decided to request the Institute for Social Research of the University of Natal to undertake a statistical survey of the position.

Funds for this purpose were forthcoming from the Durban Chamber of Commerce, the Natal Employers' Association, the Muslim Merchants Charitable Fund, from the Institute itself and from other donors: Mr. P. R. Pather, Dhupelia & Son (Pty.)Ltd., Mr. R. M. Naidoo, the Jeena Family, Mr. S. K. Naidoo, Daya Khoosal (Pty.)Ltd., K. S. Mistri & Sons (Pty.)Ltd., Mr. R. J. Rustomjee, N. Naran Charity Trust, Mr. J. B. Patel, N. Bhoola & Sons (Pty.)Ltd., Mr. V. J. Thucker. This financial assistance, which has made possible the collection of information contained in this report, is gratefully acknowledged.

Acknowledgement is also made of the services of Mr. I. K. Allan of the Department of Commerce of the University of Natal, who supervised the research from the stage at which canvassers were about to go out into the field to gather data, edited the Report and contributed Chapter VI. Mrs. M. Russell of the Department of Sociology and Social Work of the University of Natal worked most enthusiastically, trained the canvassers, organised their work, performed most of the statistical analysis and wrote the Introduction and Chapters I to V. Dr. P. van der Bergh, who was attached to the Department of Sociology and Social Work of the University of Natal in 1961, designed the method of sampling. The student canvassers sacrificed a part of their University vacation to obtain information from Indian householders. Thanks are also due to the Director, Dr. J. F. Holleman, and the Executive Committee of the Institute for Social Research for responding so readily to the Indian Unemployment Committee's appeal for basic facts.

This report is presented in the earnest hope that public authorities and private employers will be sufficiently aroused by the appalling waste of human resources revealed by the survey's findings to offer more opportunities for the employment of Indians, and that remedial action can be sought along the lines suggested in the final Chapter.

T. H. KELLY
CHAIRMAN : DURBAN INDIAN
UNEMPLOYMENT COMMITTEE.

December, 1962.

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SUMMARY OF MAIN FINDINGS.

The main findings of this survey made in Durban in the third week of January, 1962 may be summarised as follows :

1. About 15, 000 adult Indians were unemployed and were actively seeking employment. This figure represents 12.3% of the Durban Indian population, and 27.7% of the Indian working population. (Table 2. Page 5 and paragraph 12 and Table 5. Page 9).
2. The average number of dependants of an Indian worker was 4.2, so that on the average, a worker's earnings had to support 5.2 persons. (Paragraph 11. Page 8).
3. The average weekly wage earned by an Indian worker in Durban was R10.56. (Paragraph 11. Page 8).
4. Unemployment is particularly marked amongst people under the age of 25 years, and over the age of 56 years. 57% of all workseekers under the age of 19 were unemployed. (Table 5. Page 9).
5. The percentage of unemployment is highest among workers of low educational attainment (being as high as ~~over~~ 30 per cent. among workers who had passed Standard III or IV) and lowest among workers of high educational standard (being under 8 per cent. among workers who had passed beyond Standard VIII and Nil among workers who had matriculated). (Table 6. Page 10).
6. Over 90 per cent of the unemployed had not passed beyond Standard VI, and half of these had not passed beyond Standard IV. About 9 per cent of the unemployed had received no formal education. (Table 12. Page 15).
7. Unemployment was most heavily concentrated among those trained in skilled industrial occupations (30%) and among the unskilled labourers (32%). (Table 7. Page 11).
8. With the exception of the building industry, where unemployment was high, industrial workers suffer less unemployment than non-industrial workers. (Tables 7/8. Page 11).

9. Just under half the unemployed (47.65%) had had no experience of skilled work. (Table 11 and paragraph 20, Page 14).
10. 23% of the unemployed had never worked. (Table 11. Page 14).
11. Nearly 30% of the unemployed had been entirely without work for at least 2 years, and about 20% had been unemployed for more than 3 years. (Tables 14/15 Page 16).
12. 40% of the chronically unemployed Indians, (i.e. unemployed for more than 2 years) and over 60% of those who had been unemployed for a lesser period were under 25 years of age. (Table 16. Page 17).
13. Only 47% of the Indian working population had been in continuous employment in the period, January 1959 to December 1961. The average duration of employment for the remaining 53% was less than 12 out of the 36 months. (Table 20. Pages 22 and 23).
14. An analysis of the past three years showed a slight but persistent increase in unemployment from 20.56% of the workers in 1959 to 22.31% in 1961 (averages of quarterly percentages). (Table 18. Page 19).
15. A third of the unemployed population had never contributed to the Unemployment Insurance Fund. (Table 21. Page 26).
16. Less than 11% of the unemployed population were in actual receipt of unemployment insurance benefits at the time of the survey. (Table 22. Page 26).
17. Over four fifths of all unemployed had been out actively seeking work in the week in which the survey was made. (Paragraph 37. 27.)
18. The survey revealed widespread failure to use the Department of Labour as a means of obtaining employment. (Table 22 and paragraph 36, Pages 26/27).

INDIAN UNEMPLOYMENT SURVEY REPORT

INTRODUCTION

1. The 1951 census of the Union of South Africa showed that in Durban Indians were the poorest of the four main racial groups. In 1951 the average annual per capita income for Indians was £40, less than £4 a month; compared with an annual average income of £283 or £23.6 a month for Whites. Even Africans, popularly envisaged as the poorest community in any urban area, received an average annual per capita income of £58. 1)

2. The Indian community in Durban in 1951 clearly could not afford any reduction in real income without grave consequences to the most elementary standards of health and happiness. Yet unemployment amongst this community has increased alarmingly between 1951 - 1960. Official statistics of the Department of Labour show an increase of 222.57% 2) in unemployment amongst Indians from 1951 to 1961 as against an Indian population that has increased by approximately 25% over this same period. Despite the partial nature of the official figures it appears certain that the proportion of unemployed persons in the Indian community has greatly increased in the last ten years.

3. The Department of Labour figures underestimate the magnitude of the problem for they refer only to the number of Indians currently registered with the Labour Bureau. The incentive for registration is the payment of unemployment benefits; once these have been exhausted, an unemployed man seldom maintains the statutory weekly registration with the central Labour Bureau. Other unemployed men, by reason of the nature of their previous employment, are not "workers" in terms of the Unemployment Insurance Act, and are ineligible for Unemployment Insurance payments. These too, rarely comply with statutory registration requirements.

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- 1) All figures based on calculations made by L. Kuper, H. Watts and R. Davies: Durban. A study in Racial Ecology, Cape, London, 1958, pp. 66, 227-229 (as corrected by authors). This comparison is per person, not per worker. See p. 6 'Dependency'.
- 2) The Department of Labour gives the average monthly registration of unemployed Indians as 1, 112 in 1951, 3, 587 in 1961.

Officials of the Department recognise this deficiency in their figures, without knowing its magnitude. In November 1961 estimates of current Indian unemployment in Durban from officials, trade union leaders and newspaper reporters varied between 10,000 and 40,000.

4. Plans to alleviate the situation were impeded by this lack of precise knowledge and an accurate assessment of the extent of Indian unemployment was therefore urgently required. Early in 1961 the Durban Indian Unemployment Committee, a voluntary body, representing persons and organisations concerned with the issue of Indian unemployment, decided to raise funds to make such a survey possible.

5. In September 1961 members of the Department of Sociology of the University of Natal, in conjunction with the Institute for Social Research, began planning the survey, within the confines of a small budget. In December 1961 a full-time research worker, Mrs. Margo Russell, was appointed to the project for three months to work under the supervision of Mr. I. K. Allan of the Department of Commerce of the University of Natal, and under the auspices of the Institute for Social Research.

The survey was planned to cover a random sample of 500 Durban Indian households to be selected in such a way that the information yielded would become the basis upon which statistically accurate statements about the whole Durban Indian population could be made. The main function of the survey was to provide an accurate statement of the extent of current Indian unemployment, and some demographic analysis of the unemployed, in terms of age, sex, education, skills, and employment history. In addition the survey was to investigate the relationship between the workers and the Department of Labour, in order to account for the discrepancy between official figures and the real state of unemployment.

Information was collected between 15th and 23rd January 1962, by Indian students who had been trained as interviewers. This period was selected as official figures over the past 5 years had indicated that January was a month of consistently high employment for Indians. At these dates local factories had been in production for at least a week following the seasonal shut-down over Christmas and the New Year. The survey therefore reflects a minimum rather than maximum of unemployment. 1)

1) See Table 19 below.

6. The report of this survey is divided into the following chapters :-

Chapter I describes very briefly the sample population; the percentages of workers and dependants and the percentage unemployed.

Chapter II contrasts the employed and the unemployed in terms of various demographic characteristics, their qualifications and working experience.

Chapter III describes the unemployed workers in terms of ability and employability. It distinguishes between the extreme categories of chronically unemployed and temporarily unemployed workers, and compares them.

Chapter IV analyses trends in unemployment over the past three years.

Chapter V deals with the relation of the unemployed to the Labour Bureau.

Chapter VI is a summary of the findings in terms of the prospects for alleviating the problem of Indian unemployment.

Two appendices follow. Appendix A contains an explanation of the methods adopted in the survey and criticism of these methods. The figures which follow are subject to this Appendix. Appendix B compares demographically the sample population with the total Durban Indian population.

CHAPTER I.DESCRIPTION OF SAMPLE CHIEFLY IN TERMS OF
EMPLOYMENT STATUS AND DEPENDENCY.

7. The sample of 500 households covered a population of 3,577 Indians, approximately 1 in 60 of the Durban Indian population. ¹⁾ Slightly more than half of this population is adult, i.e. 15 years and over. Slightly less than half are children. The sexes are fairly equally balanced, 50.7% being male, 49.3% female. The average household consists of 7.15 people.

Table 1 - Age and Sex of Sample Population.

	Adults		Children		Total	
	No.	%	No.	%	No.	%
Male	1014	28.35	801	22.37	1815	50.74
Female	951	26.59	811	22.67	1762	49.26
TOTAL	1965	54.94	1612	45.06	3577	100.00

This sample compares satisfactorily with the structure of the Indian population of Durban 1951 (the last census available). See Appendix B.

8. Our concern is to examine these people from the point of view of employment. We are concerned to discover how many of them were workers, and of these workers, how many were unemployed. We therefore divided the population into categories according to their employment status. There were seven categories amongst adults, but these 7 categories can be grouped into 2 main classes :

1) The 1960 Census gave the Indian population of the Durban magisterial area as 221,714. The latest estimate of the Durban City Health Department in December 1961, for the Indian population, was 224,227. The survey was restricted to persons living within the Durban municipal boundaries.

A. <u>Workers.</u>	B. <u>Dependents.</u>
(i) Fully employed	(i) Aged
(ii) Partially employed	(ii) Sick and disabled
(iii) Unemployed	(iii) Full-time students
	(iv) Domestic

We defined these categories of workers as follows :

- A (i) "Fully employed" are regular employees, employers, persons working on their own account, family workers who receive a cash allowance in return for services and employees working for temporarily reduced hours.
- A (ii) Partially employed are those working regularly for part of the day or part of a week.
- A (iii) Unemployed are those able to work, and actively seeking employment.

The people falling into this last category are the un-"employed", the groups with whom this survey is particularly concerned. Somewhat less than half the adult population are workers, and of these more than a quarter are without work. In Table 2 we analyse the workers in terms of these categories and estimate that 15, 152 of the Durban Indian population were unemployed in January 1962.

Table 2 - Employment Status of Adult Workers.

Category	Percentage Distribution of Sample			Estimated Actual Distribution in Durban. Indian population January, 1962.
	Males	Females	Persons	
(1) Fully employed	59.4	4.9	33.0	40, 653
(2) Partially employed	2.6	1.2	1.9	2, 341
(3) Unemployed	21.7	2.3	12.3	15, 152
TOTAL	83.7	8.4	47.2	58, 146 1)

1) See note to Table 3 below.

We defined the categories of the dependants as follows :

- B (i) The aged referred to unemployed women over the age of 60, and unemployed men over the age of 65.
- B (iv) 'Domestic' describes people whose daily activities were constantly confined to the house. This category describes chiefly women whose economic activity was restricted to care of children and home and preparation of meals, etc. Three instances were men who, while neither sick, aged, nor disabled, had no wish to work, and remained at home.

The numbers in the various categories of permanent adult dependants were estimated to be as follows :

Table 3 - Status of Dependent Adults.

Category	Percentage Distribution of Sample			Estimated Distribution in Durban. Indian population January, 1962.
	Males	Females	Persons	
(i) Aged	3.0	2.3	2.7	3,326
(ii) Sick and/or Disabled	1.7	1.1	1.4	1,725
(iii) Full-time Students	11.3	4.2	7.9	9,732
(iv) Domestic	0.3	84.0	40.8	50,261
TOTAL	16.3	91.6	52.8	65,044 ¹⁾

9. The most striking feature of this classification is the difference in employment status between men and women. Nearly all men are "workers" (83.7%) and relatively few are "dependents". Nearly all women are "dependents" (91.6%); relatively few are "workers". The problem of unemployment affects the men directly but concerns the entire community, for the average employed worker has many dependents upon him.

The dependants are of three kinds; first the non-working adults reflected in Table 3 who constitute 52.8% of the adult population. Second, the unemployed workers, (Table 2) who constitute more than a quarter of all workers and 12.3% of the adult

1) The totals are based on figures supplied by the Durban City Health Department who in December 1961 estimated the Indian population of Durban to be 224,227.

population. Finally the children, under the age of 15 years; in themselves a group who almost equal in total the adults.

10. Children were classified according to their position in relation to school and labour market. Five categories were established :

- (i) Pre-School age (i.e. 1 - 6 years).
- (ii) At school.
- (iii) Of school age (7 - 14 years) but not at school.
- (iv) Left school, seeking work.
- (v) Fully employed.

No children were found in full-time employment and the number in remunerative part-time employment was negligible. Only 0.1% had left school and were seeking work. The entire child population is therefore a dependent population.

Table 4 - Status of Children (0-14 years).

Category	Percentage Distribution of Sample			Estimated Distribution in Durban Indian Population
	Males	Females	Persons	
Pre-school age	42.2	42.4	42.3	42,739
At school	50.1	47.5	48.8	49,306
School age, not at school	7.5	10.1	8.8	8,891
Left school, seeking work	0.2	-	0.1	101
Fully employed	-	-	-	-
TOTAL	100.0	100.0	100.0	101,037 ¹⁾

Most children of school-going age are attending school. The 8.8% of those of school-going age who are not in school consist partly of children who, because of the economic circumstances of their families are unlikely to attend school, and partly of girls, for whom further school education is not desired. It is important to

1) Based on estimate of Indian population in Durban by Durban City Health Department, December, 1961.

note that none of this 8.8% have left school early in the hope of finding work. Children wanting work were classified separately, and were very few in number, 0.1% of the juvenile population.

These figures support a common suggestion that Indian children remain at school longer than they otherwise would on account of the difficulty of obtaining satisfactory employment. Education is one alternative to unemployment.

11. For the sample as a whole there are therefore 687 wage-earners supporting 2,890 dependants, an average of 5.2 persons to be fed, clothed and cared for out of each wage earned. ¹⁾ The average weekly wage earned by workers in the sample is R10.56. The average weekly per capita income for Indians in Durban is thus R2.03. ²⁾

-
- 1) Our figures yield a dependency rate of 420.67 dependants per 100 wage-earners considerably higher than the average Durban Indian dependency rate of 356.85 in 1951. (L. Kuper, H. Watts, R. Davies op. cit. pp. 89-90, Table XXII). The 1951 calculation was made in respect of all persons in receipt of income. While our income figures took into consideration income from all sources, only regular wage-earners were considered in the calculation of the dependency rate. In terms of the crude birth rate of Indians, which dropped from 44.62 in 1950 to 28.39 in 1960, we would have expected the Indian dependency rate to have declined. The apparent increase in dependency might reflect increased Indian unemployment.
- 2) Per capita income of Durban Indians in 1951, as reflected in an analysis of Census data, was R1.54 per week (derived from calculations by L. Kuper, H. Watts, R. Davies, op. cit. p.66). The January 1962 figures reflect current money wages. The retail price index for 1951 is 88.9, and for 1961 is 112.2. Therefore the real value of the 1961 wage in terms of 1951 prices is R1.52. Despite money wage increases average income has dropped slightly.

CHAPTER II.

**THE WORKERS - A COMPARISON OF EMPLOYED AND
UNEMPLOYED WORKERS IN TERMS OF VARIOUS
CHARACTERISTICS.**

12. Our survey covered 931 workers, more than a quarter (27.71 per cent) of whom were unemployed work seekers. ¹⁾ In this chapter we shall examine various characteristics of these workers, looking in particular for any significant differences between the employed and the unemployed, differences which might help us to learn if certain groups suffer unemployment more than others.

13. AGE AND SEX : Sex does not seem to be related to unemployment. 28% of all male workers, 26% of all female workers are unemployed. Age, on the other hand, seems to affect one's chances of employment. Unemployment is most severe amongst the younger workseekers, particularly those under the age of 19, only 43% of whom are employed.

Table 5 - Age and Unemployment.

Age Group	Number of Workers in each Age Group	Percentage Unemployment in each Age Group
Under 15	2	100.00%
15 - 18	102	56.86%
19 - 25	245	31.02%
26 - 35	254	20.08%
36 - 45	177	16.95%
46 - 55	110	26.36%
56 - 65	36	33.00%
66+	5	Not applicable*
TOTAL	931	27.71

* Unemployed persons over 65 classified as "aged".

Unemployment becomes more serious again for people over the age of 45, with increased unemployment over the age of 55.

1) The survey covered 929 adult workers, and 2 juvenile work seekers, a total of 931 workers of whom 649 were fully employed, 38 partially employed and 244 unemployed. For the purposes of subsequent analysis the category "partially employed" has been dissolved. Persons falling into this category have been reclassified either as employed or unemployed, depending upon their attitude to part-time employment, and the conditions under which they undertook part-time work, whether by choice or compulsion. There are finally 258 unemployed, 673 employed workers in the sample. This explains the difference between 27.71% shown in Table 5 as unemployed and the percentage revealed in Table 2 (viz. 15, 152 out of 58, 146, or 26.06%)

14. EDUCATION : There is an interesting relationship between employment and education. At both ends of the educational scale chances of employment improve. Those with no formal school education have a relatively favourable position in obtaining work in comparison with those who attend school up to Std. VI. This is presumably a consequence of the willingness of the illiterate to accept low remuneration and perform menial tasks which would be spurned by those with school learning.

Table 6 - Comparative Unemployment at each Educational Level.

Educational Level Attained	Distribution of all Workers	Distribution of Unemployed	Unemployed as a Percentage of each Educational Level
None	90	23	25.56
Up to Std. II	122	41	33.61
Std. III., IV	204	54	26.47
Std. V., VI	375	118	31.47
Std. VII., VIII	86	19	22.09
Std. IX., X.	39	3	7.69
Post Matric.	15	-	Nil
TOTAL	931	258	27.71

Education becomes a positive asset in securing employment only for those who have passed Std. VIII. But even these have an 8% or 1 in 12 chance of being unemployed. These findings cannot logically be pressed too far for we cannot be certain, even if those now leaving school early remained on, that total employment would increase. All that can be said is that those with higher qualifications have a relative advantage.

OCCUPATIONS : An examination of the kind of jobs held, or previously held, by workers revealed an unexpected concentration of unemployment amongst people trained and experienced in skilled industrial occupation, as many as 30% of whom were unemployed, a concentration equalled only amongst the unskilled workers, of whom 32% were unemployed. These two categories are, significantly, those at which competition with other groups is most marked. At the unskilled level Indian labourers compete with more favoured African labourers. The skilled Indian tradesmen compete with more protected White artisans. The relationship between occupation and unemployment is shown in Tables 7 and 8.

Table 7 - Occupation and Unemployment

Type of Occupation	Total number of persons in sample in each type of job	Percentage unemployment in each type of job
Professional and semi-professional	29	Nil
Administrative and Clerical	75	18.67
Commerce	102	21.57
Service and operating transport workers	163	23.31
Skilled industrial workers	70	30.00
Operatives and semi-skilled Industrial workers	207	19.32
Unskilled Labourers	178	32.02
Other (including farming and domestic	45	17.78
Never worked before	62	100.00
Not given	4	Nil
TOTAL	931	27.71

Workers in industrial employment are more fully employed than those in non-industrial employment. Unemployment amongst non-industrial workers is 30.6% ; amongst industrial workers 24.2%.

Table 8 - Industry and Unemployment

Classification of Industries	Numbers in each Industry	Percentage Unemployed in each Industry
1. Metal, engineering works etc.	13	23.08
2. Preparation of food, drink and tobacco	45	24.44
3. Production of clothing and textiles (excluding shoes)	158	21.52
4. Vehicle erection and repairs	10	30.00
5. Furniture, bedding and upholstery	36	19.44
6. Drugs, chemicals, paints varnishes, fertilizers, etc.	11	Nil
7. Leather and leatherware	36	19.44
8. Building and contracting	30	46.67
9. Other industries *	82	28.05
Industrial Total	421	24.23
Non-industrial employment	510	30.59
TOTAL	931	27.71

* Industries were selected for classification on the crude index of number of establishments in Durban. Industries represented by only a small number of firms were not separately classified. The residual category 9 is therefore rather large. It includes industries concerned with treatment of raw materials, processes in stone, clay, earthenware and glass, jewellery, plated ware, heat, light and power, ship building and repair.

At the time of the survey the building industry was most severely affected by unemployment - almost half of all building workers were unemployed. In all probability the depressed state of the building industry is directly related to the high percentage of skilled Indians unemployed.

17. RELIGION : In Table 9 religion and unemployment are correlated.

Table 9 - Religion and Unemployment

Religious Group	Number in Group	Percentage unemployed in each Group.
Hindu	780	27.3%
Muslim	108	34.3%
Christian	43	18.6%
TOTAL	931	27.71

81.4% of Indian Christians are employed, well above the Durban average of 72.29%. Muslims are the religious group most affected by unemployment. More than a third of Muslim Indians are unemployed. The Muslims, however, comprise but a small proportion (11%) of the sample population, but absolutely there are far more Hindus unemployed than Muslims.

18. LANGUAGE : A correlation of unemployment with language group reveals the following pattern :

Table 10 - Language Group and Unemployment

Language Group	Number in Group	Percentage unemployed in each Group
Gujerati	51	11.76%
Tamil	337	25.82%
Telegu	148	27.70%
Hindi	304	30.26%
Urdu	87	35.63%
Other	4	25.00%
TOTAL	931	27.71

The Gujerati-speaking Indians (both Muslim and Hindu) emerge as the language group least affected by unemployment. Urdu and Hindi-speaking groups are most affected. The position of the Urdu group at the end of the scale, is consistent with an analysis of 1951 census data, in which they are shown to have an unusually high dependency rate, amongst males as well as females.¹⁾

While no causal link between religion or language and employment can be suggested, this analysis does serve to indicate the extent to which different sections of the Indian population are differentially affected by unemployment.

19. In this chapter we have analysed the working population in order to see what particular characteristics and qualifications of workers are correlated with high unemployment rates. We have found that certain age groups are particularly affected by unemployment, that certain educational standards provide very poor security against unemployment, that certain occupations at the time of the survey were more affected by unemployment than others. In the following chapter we shall consider the unemployed workseekers describing them demographically as well as in terms of skills and experience.

1) L. Kuper, H. Watts and R. Davies, *op. cit.* pp. 89-90, Table XXII.

CHAPTER III.THE UNEMPLOYED WORK-SEEKERS.

20. In Chapter II we have been looking at the unemployed in relation to the employed, trying to see if they differ significantly from one another. In this Chapter we shall consider the unemployed by themselves, in terms of their qualifications and experience; thinking of them as potential material for the labour market.

21. Nearly all unemployed work-seekers are men. Only 8.5% of them are women. Their average age is 29.8 years, compared to the average age of 33.4 years for employed workers. But this low average is mainly due to the presence in this group of youths who have left school and have not yet found any employment. They are not, however, necessarily people who have just left school, seeking work for the first time. Many of them have been unemployed for 2 and 3 years. ¹⁾ However, if we exclude these from our sample, the average age of work-seekers rises to 33.03.

In terms of both their formal school education and their previous working experience, the unemployed are mostly poorly trained workers.

Table 11 - Previous Employment Experience of the Unemployed.

Previous Occupation	Percentage Distribution
Never worked before	22.48
Unskilled labourer	22.09
Operative and semiskilled industrial workers	15.50
Service and operating transport workers	14.73
Commerce	8.53
Skilled industrial workers	8.14
Administrative and Clerical	5.43
Professional	Nil
Other (including farming and domestic work)	3.10
TOTAL	100.00

Almost half of them (47.57%) have had no experience of skilled work of any description. Of these, half (22.48%) have never worked before.

1) See Table 16, Page 17.

But balancing these poorly experienced workers is a small group (13.57%) of considerable ability, being either skilled tradesmen, or with experience of a clerical and administrative nature.

Table 12 - Educational Achievement of the Unemployed.

Educational Level	Percentage distribution in terms of maximum standard achieved
None	8.91
Less than Std.II	15.90
Std. III., IV	20.93
Std. V., VI	45.74
Std. VII., VIII	7.36
Std. IX., X., or VIII plus special training	1.16
Post-Matriculation	Nil

22. The educational standards of the unemployed are low. While proportionately few of them (8.9%) have had no formal school education (the comparative figure for employed persons is 10.0%) their number excludes any persons of high education, and very few (8.5%) who have proceeded beyond Std. VI at school. The largest group have passed Std. IV., but not Std. VI., which last is the most common school-leaving standard among Durban Indians according to our sample.

Two important questions now arise. What is the immediate cause of the unemployment of these people? And, secondly, how long have they been unemployed?

23. IMMEDIATE CAUSES OF UNEMPLOYMENT : One fifth have been dismissed. For various reasons they have been considered undesirable employees, e.g. inefficiency, trade union activity, or prolonged absenteeism. Ten per cent have resigned, dissatisfied with the conditions, the hours of work, or the remuneration. In the main, these dismissals and resignations do not contribute to overall unemployment as it appears that they were replaced.

The major group are those who claim to be the victims of the seasonal and cyclical changes in the labour market. Their employers have reduced staff, have closed down or transferred their establishments. In addition almost a quarter have never worked before. People in these groups are unemployed for reasons beyond their control.

Table 13 - Reasons for loss of previous employment.

Reasons Given	Percentage Distribution
Never worked before	22.48
Dismissed	19.38
Resigned	9.69
Expiration of contract	8.14
Seasonal and cyclical instability of labour market	36.82
Not given	3.49
TOTAL	100.00

24. DURATION OF UNEMPLOYMENT : The duration of unemployment amongst the unemployed varies between a few weeks, and a number of years.

Table 14 - Duration of Continuous Unemployment
Amongst the currently Unemployed.

Length of Continuous Unemployment	Percentage Distribution
More than 3 years	19.38
2 - 3 years	10.08
1 - 2 years	18.22
6 months - 1 year	13.95
Less than 6 months	38.37
TOTAL	100.00

The figures in Table 14 can be consolidated to establish three categories of unemployment; short-term, where unemployment has lasted not more than 6 months; protracted unemployment, where the worker has been without a job for more than 6 months but less than 2 years; and chronic unemployment, the residual category in which unemployment has persisted for more than 2 years.

Table 15 - Categories of Unemployment.

Category	Duration	Percentage of Unemployed Workers in each Category
Short term unemployment	Less than 6 months	38.37
Protracted unemployment	6 months - 2 years	32.17
Chronic unemployment	More than 2 years	29.46
TOTAL		100.00

A comparison of the short-term unemployed and the chronically unemployed groups will contribute to understanding the nature of unemployment. We need to establish whether the chronically and the short-term unemployed differ from one another in a significant way. Are there special factors operating to produce chronic unemployment within any particular category of persons ?

25. AGE : Comparing the two categories in terms of age, we find that the chronically unemployed are noticeably older.

Table 16 - Comparative Age Distribution of Chronically and Short-term Unemployed.

Age Group	Percentage Distribution	
	Short-term	Chronic
Under 18	30.3	14.5
19 - 25	31.3	26.3
26 - 40	25.3	30.3
41 - 55	10.1	21.0
55+	3.0	7.9
TOTAL	100.0	100.0

60% of the short-term unemployed are under the age of 25; 60% of the chronically unemployed are over the age of 25, with the highest concentration in the age-group 26 - 40. These figures show that chronic unemployment affects all age groups seriously. Even at the age of 18 there are a considerable number of Indian youths who have been unemployed for at least 2 years. As many as 40% of all the chronically unemployed are under the age of 25.

26. EDUCATION : Comparing the two categories in terms of educational standards, we find a very similar distribution, the only significant feature being the near absence, amongst the chronically unemployed, of people with education beyond Std. VI. Post-primary school education would appear to be a good safeguard against chronic unemployment, but not all types of unemployment.

Table 17 - Comparative Educational Standards of
Short-term and Chronically Unemployed.

Highest Standard Achieved	Percentage Distribution	
	Short-term	Chronic
None or less than Std. I	14.14	14.47
Std. I., II., III., IV	27.27	32.90
Std. V., VI	44.45	47.37
Std. VII., VIII	11.11	5.26
Std. IX., X or VIII plus technical training	3.03	Nil
Post-Matriculation	Nil	Nil
TOTAL	100.00	100.00

27. For every 3 Indians working there are 1.1 unemployed, seeking work. 40% of these unemployed may be regarded as temporarily out of work. They can be expected to find work within 6 months. 30% form the hard core of chronically unemployed. Their unemployment can be expected to last at least 2 years. This analysis would suggest that there is indeed little the individual can do to safeguard himself against unemployment.

In the following chapter we shall analyse the incidence of unemployment for the entire working sample over the preceding three years, to ascertain the extent to which unemployment is a general characteristic of the entire Indian working population.

CHAPTER IV.ANALYSIS OF UNEMPLOYMENT FROM 1959 TO 1962.

28. An analysis of the three-year employment histories of the workers in our sample showed a slight but persistent increase in unemployment from 1959 to 1962. Thus the average quarterly percentage of unemployment amongst workers rose from 20.56% in 1959, through 21.09% in 1960, to 22.31% in 1961. Quarterly percentages of unemployment for this three-year period show some slight decrease towards the end of 1961, the period immediately preceding the survey.

Attention should be drawn to the fact that in order to be classified as "unemployed" during any quarter, it was necessary that a man be entirely without employment for the three months of that quarter. People who were employed for only part of any quarter were classified as partially employed, and are not reflected in Table 18, which is, thus, a rather conservative statement of the degree of unemployment in any three-monthly period.

Table 18 - Quarterly Trend in Indian Unemployment.

	<u>Quarterly Percentage Workers Unemployed throughout whole Quarter</u>	<u>Average quarterly Percentage of un- employed workers</u>
<u>1959</u>		
January-March	19.78	
April-June	20.27	20.56
July-September	20.79	
October-December	21.38	
<u>1960</u>		
January-March	21.83	
April-June	20.59	21.09
July-September	20.99	
October-December	20.94	
<u>1961</u>		
January-March	22.28	
April-June	22.94	22.31
July-September	22.92	
October-December	21.08	

Figures of the Department of Labour of registered unemployed workers in Durban for the same period, presented as a percentage of the estimated working population ¹⁾ reflect a steeper, steadier rise in unemployment over this period than our figures would suggest.

Table 19 - Quarterly Trends in Indian Unemployment
1959 - 1961 as reflected in Registrations
with Durban Labour Exchange.

	Percentage Unemployment *
<u>1959</u>	
January-March	3.63%
April-June	3.88%
July-September	4.34%
October-December	4.43%
<u>1960</u>	
January-March	4.08%
April-June	4.20%
July-September	5.24%
October-December	5.40%
<u>1961</u>	
January-March	5.52%
April-June	6.38%
July-September	6.85%
October-December	7.32%

* Number of registered unemployed workers expressed as a percentage of the estimated working population.

- 1) The Divisional Inspector of Labour estimates the Indian working population to be 55,000 or half of the male population, as reflected in the 1960 census. This corresponds fairly closely with our estimate of the working population, 58,146, which is based on demographic analysis of the sample.

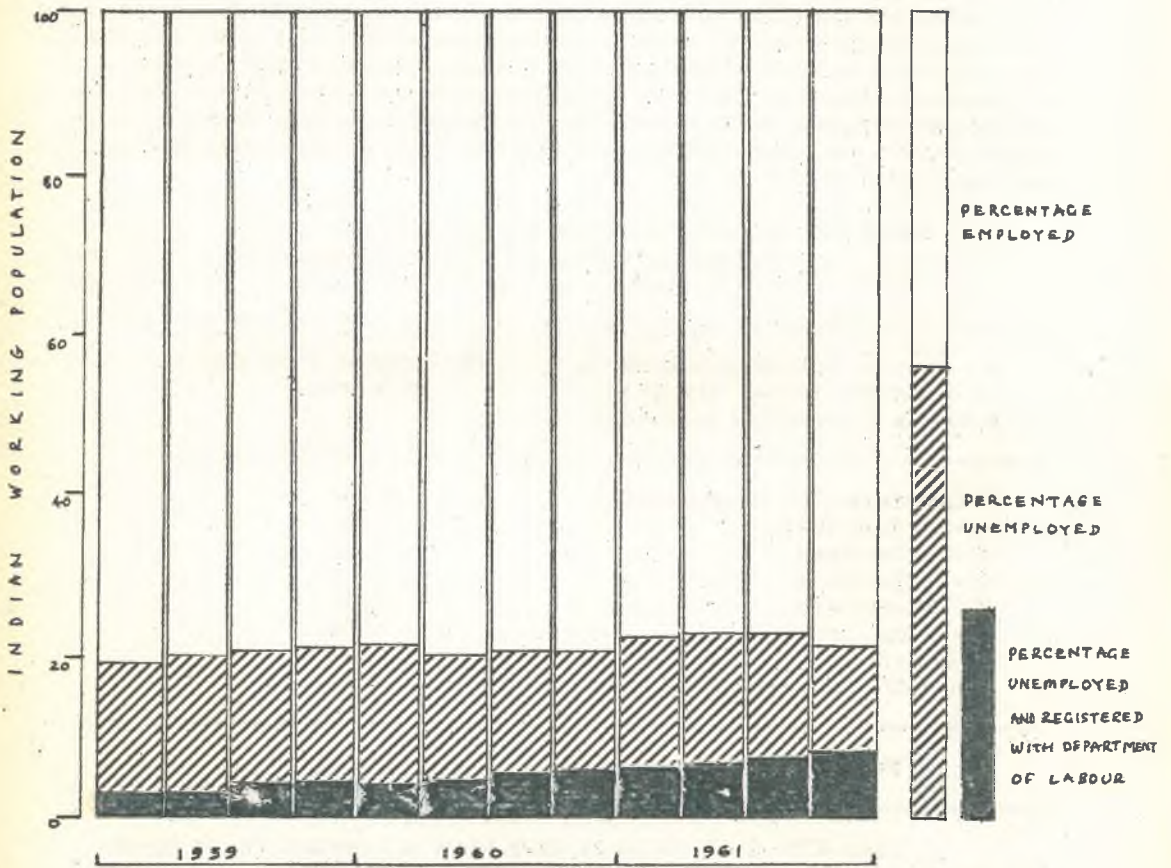


DIAGRAM A - QUARTERLY TRENDS IN INDIAN UNEMPLOYMENT - DURBAN 1959-1961

The trends are compared graphically in Diagram A. The discrepancy between the rate of change shown in our figures and those of the Department of Labour is likely to be due to the latter's containing mostly those eligible for employment benefits whereas ours include also those suffering from protracted unemployment. The official percentages, therefore, are likely to be more volatile in time of changing employment level.

Our figures indicate that a persistent proportion of about one-fifth of all workers have been unemployed throughout the past three years.

29. The question arises how many workers have been affected by this unemployment, and whether unemployment has been restricted to a select group. Up to this point our analysis of unemployment has been restricted to those currently unemployed at the time of the survey. We now move to the broader question of past unemployment amongst all workers, whether currently unemployed or not. What proportion of the workers have been constantly employed throughout the preceding three years? To what extent have individual workers been affected by unemployment in this period?

Table 20 - Incidence of Employment amongst Indian Workers, January 1959-December 1961.

Duration of Full Employment in each quarter out of Maximum possible 3 years (12 quarters)	Percentage Distribution of Workers
12 Quarters (full employment)	47.05
10 - 11 Quarters	5.05
8 - 9 Quarters	9.56
6 - 7 Quarters	3.54
4 - 5 Quarters	6.77
2 - 3 Quarters	6.87
1 Quarter	3.33
Not fully employed in any Quarter	17.83
TOTAL	100.00

Only 47% of all workers have been in constant employment for three full years. These have not necessarily been employed in the same position throughout three years, but they have not at any point been without work. The remaining 53% have all to a lesser or greater extent suffered unemployment. In the three-year period, 17.8% have not been fully employed in any quarter.

A breakdown of this 17.8% shows approximately a third of these men to have been fully available, and wholly unemployed, for the entire period. A third have been fully available and have been employed only for brief intermittent periods, none of which as long as a three months stretch. The remaining third have not been fully available for three years. School-leavers, convalescents and persons who have been ill, fall into this last category.

30. The figures indicate that, far from being a problem restricted to a few inadequates, unemployment is a constant threat to most Indian workers. In a short period of three years more than half the Indian working population has experienced unemployment.

The average period of active employment for all Indian workers, excluding partial employment within each quarter over the past three years is approximately 22.5 months of a possible 36, i.e. 62.5% of the time. If we exclude from this calculation the 47% of workers who have been continuously employed in this period, the average duration of employment for the remaining 53% is less than 12 months of the possible 36, or less than 33% of the time.

These figures show that more than half of all workers have on the average been unemployed for more than two-thirds of the time. Unemployment is therefore a far wider problem than might have been suggested by the figure of 20% unemployment reflected in Table 18.

It is evidence of ever-present and severe threat of insecurity of work and income amongst the entire Indian population.

CHAPTER V.

UNEMPLOYMENT AND THE LABOUR BUREAU.The Role of the Labour Department in Indian Unemployment Problems.

31. The Unemployment Insurance Act, 1946, makes insurance against unemployment compulsory in respect of most persons who work under a contract of service. Casual, seasonal, domestic and agricultural workers, however, are excluded from the provisions of the Act, as are persons whose income exceed R2, 500 per annum. Persons employed in the Public Service, South African Railways and Harbours, and most employees of the Provincial Administration are also excluded. ¹⁾

32. There is thus a fairly large group of Indian workers who are not covered by the Unemployment Insurance Act, and who consequently have no established resources from which to draw at the time of unemployment. Nor is any alternative relief available to them. While indigent applicants for Poor Relief ²⁾ are required to register for employment with the local Labour Exchange, there is no automatic reciprocity where the unemployed become eligible for Poor Relief, although some of them are assisted in this way as of privilege, and not of right. ³⁾

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- 1) Most Bantu employees are also specially excluded from the provisions of the Act, but these are irrelevant to our present consideration.
- 2) Poor Relief refers to temporary material assistance granted to destitute persons by the Department of Social Welfare. The philosophy of Poor Relief administration, as contained in the Departmental Memorandum on Poor Relief, 1/4/46, is the provision of minimum subsistence needs (para. 14) for a temporary period (para. 13) not necessarily sufficient for the basic needs of the family (para. 15) and unattractively presented (para. 14). While provision is made for poor relief to include rent payments, (para. 47, 48), rail warrants (para. 49-51) and household requirements such as fuel, clothing and blankets (para. 46), most assistance is in the form of weekly food parcels in accordance with a maximum laid down by the Department (para. 37-41), and Annexure A.
- 3) "The granting of poor relief should not be regarded as a right to be demanded of the State by an applicant. The State, therefore, reserves to itself the right, on adequate grounds, to modify, curtail or withdraw poor relief at any time from any beneficiary." *ibid.* para. 12.

33. Workers who fall within the provisions of the Unemployment Insurance Act are legally obliged to pay into the Unemployment Fund a fixed small percentage of their earnings. To this amount is added a fixed contribution by the employers, and a fixed contribution by the State. These moneys are credited to workers against future unemployment. Provided that a worker has been employed as a contributor under the provisions of the Act for at least 13 weeks, he may, upon ceasing to be employed, regardless of the reason for this cessation, 1) become eligible for unemployment insurance benefits in the form of a weekly cash payment scaled in accordance with his normal earnings, provided that he has satisfied the Labour Exchange that he is actively seeking, but unable to obtain suitable work.

Throughout his period of unemployment, every worker is required to report weekly to the Labour Exchange. In Durban, Indians in receipt of benefits must therefore report twice every week at the Melbourne Road Labour Depot, once to sign and once to draw cash payment.

A worker may not draw more in unemployment benefits than has been credited to him as a contributor to the fund; and no worker may draw more than one week's benefit for each completed 4 weeks employment as a contributor since January 1950. No worker may draw for more than six months in every year.

This then, in briefest outline, is the method established by the State for dealing with the problem of unemployment. The effectiveness of this programme in respect of Durban Indian workers may be gauged from the following analysis of data gathered from men who were unemployed in January, 1962.

34. More than a third of these men had never been contributors to the Unemployment Insurance Fund. The bulk of these were persons who had never worked before; others had for one or other reasons been excluded from participating in operation of the Act. A small percentage of the unemployed knew nothing of the Unemployment Insurance Scheme, and did not know if deductions had been made on their behalf. The remaining 61% had contributed to the Fund, and were, or had been, eligible for benefits under the Act.

1) Persons who leave employment voluntarily without "just cause", or who lose employment through misconduct, may however, be penalised through the withdrawal of unemployment benefits for a period of six weeks. These and other details of the main provisions of the Unemployment Insurance Act, as at the time of the survey, are available to the public from the Department of Labour in pamphlet U. F. 100.

Table 21 - Relationship of Unemployed Workers to the Unemployment Insurance Fund.

	Number of Unemployed Workers	Percentage Distribution	
Contributors	158	61.24%	
Non-Contributors	90	34.88%	
Never worked	56		21.70
Lawfully excluded	16		6.20
Otherwise excluded	18		6.98
Don't know if contributor.	10	3.88%	
TOTAL	258	100.00	

35. At the time of the survey, the second half of January 1962, only 10.85% of the unemployed workers were currently in receipt of unemployment insurance allowances. A further 8.14% were awaiting benefits for the first time and were, therefore, currently registering with the Labour Exchange. Thus it was that in the third week of January 1962, less than a fifth (19.00%) unemployed workers were registered with the Labour Exchange.

More than a quarter of all unemployed (25.97%) had exhausted their credits with the Department of Labour; 8.14% had drawn their legal maximum for the year, and were awaiting the time when they would once again become eligible for assistance. 1)

Table 22 - Relation of Unemployed Workers to The Department of Labour, January 1962.

Position in Relation to Department	Percentage of Workers
1. Drawing benefits	10.85
2. Awaiting benefits for first time	8.14
3. Drawn benefits and now waiting to draw again	8.14
4. Benefits exhausted	25.97
5. Never applied to Department (Contributors 8.14) (Non Contributors 38.76)	46.90
TOTAL	100.00

1) An unemployed contributor is entitled to draw unemployment insurance until the credits standing to his account have become exhausted. He may not, however, draw for more than 26 out of any 52 weeks.

36. Of the unemployed 46.9% have never applied to the Department of Labour. This figure which indicates that there is a group of workers (8.14%) who, while knowing themselves to be contributors to the fund, nevertheless do not, for various reasons, apply for benefits. Some said that they resented the attitudes of the Departmental Officials, and disliked the manner in which they were treated. Some said that registration with the Department served no useful purpose. A few had lost their cards, and were consequently uncertain of their status with the Department. Most felt that they did not have time or money for the bi-weekly attendance at the Labour Exchange; and that their time could be more usefully spent in active search for employment.

37. Relatively few of the unemployed make use of the Department of Labour as an employment exchange. The majority are actively engaged in private search for employment; 82.17% claimed to have been away from home in this search at least once in 7 days preceding the survey interview. People who had not been out looking for work were usually able to offer plausible and reasonable grounds for not having done so. Only 3 said they did not want to work; another 9 found job-hunting tiring and unrewarding.

CHAPTER VI.REMEDIAL ACTION.

38. The previous chapters of this survey give some idea of the nature of the problem, this chapter attempts to suggest possible lines of remedial action.

39. The most significant features of this survey of Indian unemployment in Durban are its wide prevalence among almost all groups and its chronic nature. No single line of action is likely to provide a cure and corrective action will have to be sought in a number of different fields.

Except among those with advanced education, the survey has found that all classes of Indian workers suffer unemployment. But it is clear that no solution of Indian poverty is to be found in the frequently expressed argument that more of the home-staying dependants, or more of the school-goers, should make efforts to find work. The survey establishes clearly that there are persistently more work-seekers than opportunities, and for the individuals of these groups to find work will only transfer the burden of unemployment to other persons. The fundamental difficulty lies not in the customs or habits of the Indian community, but in the paucity of opportunities afforded by the society in which it lives.

40. More employment at all levels is the urgent necessity, and any employer, or employers' association, that has concern for general social wellbeing in the community needs to consider if it can take positive action to create opportunities for Indian employment. It would not be useful to replace employees of one race by another but to seek to provide new openings for Indians in any expansion contemplated in the future. .

The public authorities in the City come first to mind. Employment in Government, Provincial and Municipal positions for Indians is extremely limited, and might be expanded, particularly at the lower levels of skill, without raising any controversial issues. Particular attention might be given to requiring a minimum percentage of workers to be Indian when contracts to provide for Indian requirements, e. g. in Indian housing, Indian schools etc., are awarded to private contractors. It probably would not be practical to require a stated proportion for each level of skill, but an overall percentage is quite possible. More skilled employment could be encouraged by a simple weighting system which counted an employee above the lowest levels of skill as, say, two when the employment total was calculated.

Private employers could be asked, as a public duty, to increase opportunities for Indians in any expansion they are contemplating. This is particularly relevant in the cases of large employers who have hitherto employed no Indians as a matter of policy. The dire and urgent need of employment at all levels as revealed by this report could well serve to invite reconsideration of such policy by commercial banks, large insurance companies, building societies and certain big industrial concerns, that have many Indian customers.

41. This report has some implications for formal educational policy. It certainly refutes any suggestion that Indian children are being educated beyond the opportunities available to them. Only those with higher qualifications secure some protection against severe unemployment. It indicates specifically that all Indian children (except those intellectually incapable of it), should be encouraged to attend at least to Std. VIII, and that the high school facilities to permit of this should be provided. While education does not of itself provide employment, those that have advanced to this suggested level stand a much better chance of gaining work and should not be prevented from proceeding as far as they wish.

42. The survey also reveals the inadequacy of the Unemployment Insurance Act to meet the needs of the Indian community. While the Act was not designed to deal with protracted and chronic unemployment, this does not alter the fact that this community is left without effective state help in a situation of great and continuing hardship. Provision of assistance for those who are able and willing to work but cannot be offered it has become accepted policy in most industrial societies.

APPENDIX A.METHOD OF SELECTING THE SAMPLE.

A sample of 500 Indian households was drawn in two steps.

1. The 1960 Census figures indicated the distribution of population by racial groups within 379 sub-areas on the basis of which all sub-areas were weighted according to the size of the Indian population in each of these sub-areas. A weight of 1 was accorded for each 50 Indian persons. Areas with less than 25 Indian residents were disregarded.

Using tables of random numbers twenty-five sub-areas were selected. To obtain a sample of 500 households, 20 households were to be selected from each of these.

In fact, through the effects of weighting, one sub-area came up twice, another came up thrice and these provided 40 and 60 households respectively. One sub-area contained less than 20 households, necessitating selection of a further sub-area from which the balance could be drawn. The final sample was therefore drawn from 23 sub-areas, these being weighted as described above.

2. The second step involved the selection of households from sub-areas. Unfortunately source lists, either of Indian households or postal addresses were available for very few areas only. City maps indicated plots but not racial occupation of plots. The estates register indicated ownership but not occupation.

In the 5 instances where a source list of households existed (e.g. the Municipal Indian Barracks, housing employees of the Corporation) or where such source list could be readily compiled (e.g. in consecutively numbered dwellings in a housing scheme, or a compact central built-up area where multiplicity of households per address was not a problem), a scattered sample of 1 in n addresses was drawn (the size of n determined by the size of the population, divided by household size) starting at a random starting point.

In those 20 sub-areas where there was no source list we faced various alternatives.

(a) To compile a source list of Indian households and select a random sample. This was impractical because :-

(i) Only Indian plot owners, not Indian plot occupiers, are registered with the Durban Corporation.

- (ii) A record of the occupancy of plots, even if one had been available, would not have produced a list of households which were the units required.

Only a full-scale census enumeration of the selected sub-areas could have produced the data required, and this was far beyond the scope of available time and funds.

- (b) To estimate the number of Indian households for each area, on the basis of census figures and authoritative estimates of Indian household size, and then to select every n^{th} household, replacing non-Indian households with the following n^{th} Indian household.

This procedure also proved impossible for us because dwellings were scattered without discernible order on large tracts, because roads and tracks twisted and intersected in haphazard fashion making determining any order of sequence arbitrary and raising as many problems as it would solve, and finally because the presence of multiple households in and around any one dwelling produced again the difficulty mentioned in (ii) above.

- (c) A third alternative was to cluster the sample about a randomly selected point. This seemed the best procedure within the limits of our budget.

In practice we followed (c) and selected at random for each sub-area a compass bearing (e.g. South), inspected the sub-area to judge if this selection produced samples visibly distinct from the rest of the sub-area, and proceeded to include in the sample the 20 Indian households in closest conformity with that bearing (e.g. the twenty most southerly households).¹⁾

The shortage of living space amongst the Indian community has encouraged a widespread practice of sub-letting of rooms and backyard cottages. This method of selection meant that we automatically included in our sample owners, tenants and sub-tenants, thereby gaining a heterogeneity which might have been lost had we worked taking every n^{th} plot.

1) To illustrate, having chosen South as our bearing we drew an imaginary line from East to West, which we moved across our map from South to North. Properties falling South of that line were examined for Indian occupation. The twenty households situated South were selected, and addresses recorded. In practice extra households were recorded as reserves.

The above method of selecting households within the randomly selected areas has been criticised. It was held that by this means an unknown degree of clustering has resulted, thereby offending the essential prerequisite of a random sample that every Indian household should have had an equal opportunity of being selected.

It seems that by strict standards the claim of this sample to be truly random is on this account vitiated, and that the figures derived from it cannot claim to be statistically verified.

Nevertheless, in drawing the sample, adequate steps were taken to prevent systematic bias, and no haphazard selection of households occurred. The basis of the criticism is, however, that households not clustered close to the periphery of all sub-areas did not have an equal chance of being included where this method was adopted. This is a valid criticism, in that such households may contain some significant differences from those on the periphery and thereby introduce a systematic bias.

There are, however, commonsense grounds for believing that the chance of such a bias is slight. These grounds are :

- (a) The boundaries of the sub-areas were entirely arbitrary and did not represent lines of demarcation that would distinguish the type of households on the boundary from those away from it.
- (b) The research worker, together with the interviewer, examined each district to ensure that no visible sign of differentiation existed.
- (c) The percentages of population sampled from each area by this method were not insignificant as is shown by the table below :-

Percentage of Population of each census area included in "clustered" sample.	No. of Sub-Areas.
Under 5%	2
From 5% and Under 10%	5
From 10% and Under 15%	10
From 15% and Under 20%	2
Over 20%	1

All these considerations tend to suggest that it is unlikely that significant and systematic bias occurred and the sample may be considered as reasonably representative, although not within known limits of certainty and confidence.

In conclusion, therefore, this sample cannot, with a known measure of statistical confidence, give the incidence of unemployment within stated limits.

But its estimate is very probably a sound and reliable indication of the general magnitude of the unemployment problem of Indians in Durban. This is all that was intended and this information is useful. Even if a much more exact figure had been obtained by much more elaborate and costly means, it would still not be accurate after the passage of a few months.

The more interesting and valuable part of the report is the analysis of the workers and the unemployed which is much less closely dependent upon the true randomness of the sample, and should provide adequate information upon which to base remedial action.

Data Collection :

The data were collected over 7 days from 15th to 21st January, 1962, a period in which we expected above-average employment. Prior to this a pilot survey had been conducted, to act both as training period for fieldworkers, and to allow pre-testing of the schedule. Ten Indian fieldworkers were each given a full day's training in interviewing, and completing the two schedules which were used.

These two schedules were Schedule A, a household schedule in which the total household composition, structure and occupation of members was recorded, with other descriptive material such as religion, language, and income of household; and Schedule B which was concerned with individual workers or workseekers, both employed and unemployed. In this schedule we recorded details of education and work experience of the worker; a history of his employment over the last three years; and, in the case of the unemployed, his relationship to the Department of Labour, and the Unemployment Insurance Act.

The Indian public co-operated well. Information was deliberately withheld only twice. Of 500 households in the original sample, eleven had to be replaced: 8 of these occurred in the S. A. R. & H. barracks in Somtseu Road. After the matter had been specially referred to Pretoria by telephone, the Railways Administration refused our worker permission to interview family heads except in the presence of the manager in his office. This was unacceptable to us, because we believed such conditions would distort the data. Two households were away on holiday throughout the field work period. The head of another was constantly unavailable.

These eleven were replaced from the extra households occurring in the sample address lists. The 11 were randomly selected from amongst 17 of these "excess" households.

The schedules were edited and coded by the fieldworkers, checked and cross-checked for accuracy by the organiser. The data were then transferred on to punched cards for mechanized sorting and tabulating.

Specimens of the schedules follow Annexure B.

APPENDIX B.COMPARISON OF CERTAIN ASPECTS OF SAMPLE
POPULATION WITH DURBAN INDIAN POPULATION
AS DESCRIBED IN 1951 CENSUS DATA. 1)

Some assessment of the representativeness of our sample may be obtained by comparing the data yielded by our sample with that obtained from the 1951 census data. The 1960 Census material has not yet been made available to the public; the 1951 material is therefore the most recent available. Discrepancies between our figures and the census data may be accountable to demographic changes which have taken place in the Durban Indian population over the past 11 years. They may be accountable to sampling error, in our sample selection. The comparison tends, however, to demonstrate a close agreement between our figures and the census figures.

1. Sex Ratio:

	1962 Survey Sample	1951 Census Population
Males	1815	74,503
Females	1762	71,680
TOTAL	3577	146,183
Ratio $\frac{\text{Males}}{\text{Females}}$	1.03	1.04

An analysis of sex and age structure of Indians in 1951 drew attention to a bulge of aged Indian males in an otherwise very balanced sex distribution. The evening of the sexes, reflected in our figures, is therefore to be expected.

2. Age Structure:

	Percentage Distribution	
	1962 Survey Sample	1951 Census Population
Under 15	45.07	47.52
15 and Over	54.93	52.48
TOTAL	100.00	100.00

1) The material throughout this Appendix is taken from L. Kuper, H. Watts, R. Davies (op. cit.)

The proportionate increase of older persons in the Indian population is what we would expect in terms of the steep decline in Indian birthrate from 44.62 live births per 1,000 population in 1950, to 28.39 live births per 1,000 population in 1960.

3. Home Language:

Language	Percentage Distribution	
	1962 Survey Sample	1951 Census Population
Tamil	32.8	37.72
Hindi	31.8	25.37
Telegu	15.4	11.68
Urdu	8.2	9.32
Gujurati	5.6	6.00
English	5.2	5.71
Other	1.0	4.20
TOTAL	100.00	100.00

The rank order of the two distributions is the same. Variations in the proportionate distributions for different languages may be affected by family size. Our data were collected in terms of households; the census data in terms of individuals.

We collected our data according to 'language group', not home language, and therefore had no "English" group to correspond with that census category. We were, however, able to extract from amongst the various language groups those households in which English was the chief language medium. We adjusted the residual categories accordingly.

4. Religion:

	Percentage Distribution	
	1962 Survey Sample	1951 Census Population
Hindu	82.4	73.87
Muslim	12.6	16.03
Christian	5.0	6.68
Other or none	-	3.42
TOTAL	100.0	100.0

Our survey appears to have undersampled Muslims, oversampled Hindus. This, to an unknown extent, could be accounted for by the tendency for Muslims to live in inter-racial areas where their numbers in the sub-areas might be less than 25 persons. This would cause such persons to be omitted from these calculations. Also our information was collected by household, rather than by individual, which explains the less frequent occurrence in our sample of those who are often deviants from the majority of their family, namely Christians, "Other" and "None".

UNIVERSITY OF NATAL
INSTITUTE FOR SOCIAL RESEARCH

DUREAN INDIAN UNEMPLOYMENT SURVEY

NAME OF INTERVIEWER: _____ DATE: _____ CHECKED: _____

SCHEDULE B

This schedule is to be completed in respect of each member of the family over 14 years of age who is either employed, or is unemployed and wants employment:

1. Number assigned to individual, and serial number of Schedule A: _____
2. Age _____
3. Sex _____
4. Language group _____
5. Religion _____
- 6 (a) English School

None	
Less than Std. I	
Std. I or II	
Std. III or IV	
Std. V or VI	
Std. VII or VIII	
Std. IX or X or VIII plus technical training	
Post matric (degree or teaching diploma)	
Other (specify)	

- 6 (b) Mother tongue education (vernacular school)

None	
Less than 2 years	
2 - 4 years	
4 - 6 years	
More than 6 years	

7.

8.
9.
10.
11.
12.
13.

List of jobs held by the person for the last three years:

Year	Type of Job	Fully employed	Partly employed	Unemployed
<u>1959</u>				
Jan/Feb/March				
Apl/May/June				
July/Aug/Sept				
Oct/Nov/Dec				
<u>1960</u>				
Jan/Feb/March				
Apl/May/June				
July/Aug/Sept				
Oct/Nov/Dec				
<u>1961</u>				
Jan/Feb/March				
Apl/May/June				
July/Aug/Sept				
Oct/Nov/Dec				

IF THE PERSON IS CURRENTLY EMPLOYED - Ask questions 8 to 13.

What is your present job? _____

Where are you working? (give name and address): _____

What is the race of your employer? _____

How many hours did you work in the last completed week? _____

Have you had any "short time" during the past 6 months? _____

How much did you earn last week (or last month if paid monthly)? (State "per month" or "per week"): R _____ (per _____)

IF THE PERSON IS CURRENTLY UNEMPLOYED - Ask questions 14 to 29.

14. What was your last job? _____
15. On what date did you stop working? _____
16. Where did you work? (give name and address): _____

17. What was the race of your employer? _____
18. Why are you no longer working in your last job? _____

ASK TO SEE THE UNEMPLOYMENT CARD

19. Has this person got his unemployment card? _____
20. If not, why not? _____

21. Did he pay into the Unemployment Insurance Fund? _____
22. If he did, has he drawn any benefits yet from the Labour Department? _____
23. Indicate his position in relation to the Labour Department -

Awaiting benefits for the first time	
Drawing benefits	
Has drawn benefits and is now waiting to draw for the second time	
Benefits are completely exhausted	
Has never applied to the Labour Department	

24. Did he register this week at the Labour Department? _____
25. If not, why not? _____

26. Has he been out looking for a job this week? _____
27. If not, why not? _____

28. Does he want a job now? _____
29. If not, why not? _____

UNIVERSITY OF NATAL
INSTITUTE FOR SOCIAL RESEARCH

Serial No.

DURBAN INDIAN UNEMPLOYMENT SURVEY

NAME OF INTERVIEWER: _____ DATE: _____ CHECKED: _____

SCHEDULE A

List all persons normally living in the same house. Include all relatives and in-laws, but exclude servants and boarders.

1. NAME OF HEAD OF HOUSEHOLD: _____
2. ADDRESS: give Street and number: _____
3. Census tract number _____
4. Language(s) spoken at home _____
5. Language group of family _____
6. Religion of family _____
7. Family Composition _____

	Sex	Age	Relationship to Head of Household	Employment Status, whether employed, unemployed or domestic, etc	Whether at School (YES or NO)	Weekly income Earned (Rand)
(1)						
(2)						
(3)						
(4)						
(5)						
(6)						
(7)						
(8)						
(9)						
(10)						
(11)						
(12)						
(13)						
(14)						
(15)						
(16)						
(17)						
(18)						
(19)						
(20)						

SURVEY OF CRIPPLES:

For the purpose of this survey a cripple is defined as "A person who by virtue of disease, deformity, injury, defect or disability of his locomotor system suffers recurrent or continuous interference with normal social activities, education, or ability to earn a living".

Name of Crippled Person: _____

Address: _____

Number assigned to individual on Schedule A: _____

HOUSEHOLD SUMMARY

A. ADULTS (15 years and over)

	Employed	Unemployed	Part-time Employed	Domestic	Studying Full-time	Pensioner	Sick or Disabled
MALE							
FEMALE							

B. JUVENILES (14 years and under)

	Schooling	School age but not yet at school	Left school looking for work	Working full- time	Pre-school
MALE					
FEMALE					



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