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DRAFT WHITE PAPER FOR A POPULATION POLICY

**Proposed Population Policy and Strategies for
South Africa**

**MINISTRY FOR WELFARE AND
POPULATION DEVELOPMENT**

September 1996

Department of Welfare
Private Bag X901
Pretoria
0001
Republic of South Africa

KONSEPWITSKRIF VIR 'N BEVOLKINGSBELEID

**Voorgestelde Bevolkingsbeleid en -strategieë vir
Suid-Afrika**

**MINISTERIE VIR WELSYN EN
BEVOLKINGSONTWIKKELING**

September 1996

Departement van Welsyn
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0001
Republiek van Suid-Afrika

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EXECUTIVE SUMMARY

Population, development and the environment are intricately interrelated. The population situation of a country is chiefly the consequence of past and current aspects of the interaction between development and environmental variables. A country's population situation also affects its development prospects and the quality of the environment. The growing international understanding of these interrelationships enables and urges governments to take them into account when designing, implementing and monitoring development programmes.

An analysis of the human development and population situations in South Africa indicates that there are a number of population concerns that must be resolved in order to achieve equitable and sustainable human development. These population concerns need to be addressed through a new policy framework within the context of the national development strategy and related intersectoral and sectoral policies. The government is committed to resolve these concerns and their underlying factors within the overall development framework as currently contained in the Reconstruction and Development Programme.

The policy has been developed in the context of democratisation and within the framework of the Constitution. The guiding principles of the policy provide the ethical context for a human rights approach to integrating population concerns into development planning, implementation and monitoring.

Past policies aimed at addressing population issues focused on fertility reduction, restricted population movement and controlled settlement patterns. Through the new population policy the Government acknowledges the current international development paradigm which places the population at the centre of development as its driving force and ultimate beneficiary. The reciprocal relationships between population, development and the environment are therefore inherent to the approach of this population policy. This means that a basic tenet of the policy approach is that population concerns are multi-faceted and that efforts to address them within the context of the national development strategy should be multi-sectoral.

The proposed direction of the population policy is in line with the approach and recommendations advocated by the United Nations International Conference on Population and Development, held in September 1994.

The vision of the policy emphasises the attainment of a high and equitable quality of life for South Africans. The policy forms an integral part of the national development strategy. In this sense it is complementary to the overall development strategy and related intersectoral and sectoral policies. The goal and objectives of the policy focus on changes in the determinants of the country's population trends, so that these trends are consistent with the achievement of sustainable human development.

A range of strategies are identified as those that should be operationalised to achieve the objectives of the policy. The strategies comply with the multi-sectoral nature of the population

policy; they relate to programmes that should be implemented by a variety of government departments and supported by the private sector and organisations of civil society. It includes strategies concerning the availability of reliable data, capacity-building to interpret the interrelationships of population, development and the environment, and the effective use of such data and information in developing policies and designing, implementing and monitoring programmes. Strategies for reducing poverty, mortality and unwanted fertility, ensuring environmental sustainability, promoting gender equality and creating educational and economic opportunities are also essential to achieve the objectives of the policy. Strategies to ensure adequate provision for internal and international migration flows and to promote the participation of civil society in all aspects of the implementation of the policy are equally important.

The implementation of the policy will be the responsibility of the entire government at all levels and in all sectors as well as the private sector, civil society and all South Africans. This is due to the multi-faceted nature of population concerns and the factors that impact on them. Population units at national and provincial level attached to the departments responsible for the welfare function will be restructured to facilitate and support the implementation of the policy. Their functions will include promoting advocacy for population and related development issues; assisting government departments to interpret the population policy in relation to their areas of responsibility; analysis and interpretation of population dynamics; commissioning of research on the reciprocal relationships between population and development; and disseminating information to inform policy design and programming, and monitoring and evaluation of population policy implementation.

The design and implementation of interventions that will lead to the achievement of the objectives of the policy will be undertaken by all relevant government departments at all levels and in all sectors. Many of the programmes required to effectively operationalise the strategies are already being planned or implemented by various government departments at national and provincial level. However, existing and future development programmes may have to be oriented or reoriented towards achieving the objectives of the policy.

PART ONE

PREAMBLE

1.1 THE INTERRELATIONSHIPS BETWEEN POPULATION, DEVELOPMENT AND THE ENVIRONMENT

Population¹, development and the environment are intricately interrelated, often in ways not easily discerned. There has been increasing recognition of these interrelationships, resulting in different development paradigms gaining currency over time. The focus of the current paradigm is "sustainable human development". That is, the population is placed at the centre of all development. It is regarded as the driving force and ultimate beneficiary of development. "Sustainable human development" sees the development challenge in terms of meeting the needs of the present generation and improving their quality of life without destroying the environment or depleting non-renewable natural resources, in order to avoid compromising the ability of future generations to meet their own needs.

Internationally, there have recently been a number of fundamental changes in the conception and role of development, with a concomitant shift in focus to sustainable human-centered development. Development is now seen as "a process of enlarging people's choices". Its basic objective is creating "an enabling environment for people to enjoy long, healthy and creative lives".

The role of population in development within this paradigm is encapsulated in the Programme of Action of the International Conference on Population and Development which was agreed upon by the international community (including South Africa) in 1994. This Programme of Action endorses a new strategy on development that emphasizes the reciprocal relationships between population, development and the environment. It focuses on meeting the needs of individuals rather than on achieving demographic targets. Among its objectives and recommended actions are:

- The need to fully integrate population concerns into all development strategies, planning, decision making and resource allocation at all levels, with the goal of meeting the needs and improving the quality of life of present and future generations;
- promoting social justice and eradicating poverty;
- adopting appropriate population and development policies and programmes within the context of programmes aimed at achieving sustainable development; and
- reducing both unsustainable consumption and production patterns as well as the negative

¹ Technical concepts used in the White Paper are described in the section **CONCEPTS USED IN THE WHITE PAPER** - see page 33.

impact of demographic factors on the environment.

The Programme of Action also places emphasis on:

- gender equity;
- the equality and empowerment of women as an important end in itself and as essential for the achievement of sustainable development;
- improving education and health conditions;
- promoting sexual and reproductive health and reproductive rights;
- supporting the family and contributing to its stability as the basic unit of society;
- fostering a more balanced distribution of the population within countries and reducing the role of various push factors as they relate to migration flows; and
- establishing factual bases for understanding and anticipating the interrelationships of population, socio-economic and environmental variables, and for improving programme development, implementation, monitoring and evaluation.

The population situation is chiefly the consequence of past and current aspects of the interaction between development and environmental variables. Development affects population and the environment. Low levels of socio-economic development (a corollary of poverty) are typically characterised and perpetuated by high rates of fertility, mortality and population growth. Changes in various development indicators have a direct impact on population trends. For instance, increasing levels of income, education and the empowerment of women are positively associated with better health and declining fertility and mortality rates, and often also with migration from rural areas. Some patterns of economic production lower the quality of the environment while others enhance it. For example, unregulated industrial production can lead to air and water pollution. Population pressure, too, can affect the environment. For example, pressure on ecologically fragile areas can exacerbate environmental degradation and disrupt the ecosystem.

A country's population situation also affects its development prospects and the quality of the environment. For instance, high population growth places increasing pressure on government to provide services that will not only sustain but improve existing standards of living. When the rate of population increase is much higher than a country can cope with, given the resources available to it, the quality of life will decline. The more youthful the population, the greater the proportion of a nation's resources that will have to be invested in the provision of services (for example education and health) for the dependent population, thereby reducing the resources immediately available for stimulating economic growth in the short term. Further, a disproportionately young population will ensure that the population will increase in the future. When the population is thinly distributed throughout the country it is more expensive to make social services and infrastructure available than when it is concentrated in urban areas.

As a result of the close interrelationships between population, development and the environment, many population variables are now used as indicators of the development status of a country or geographical area. Similarly, other indicators of development reflect the population situation of a country. As a consequence of the improved understanding of these interrelationships, it is incumbent on government to take them into account when designing, implementing and monitoring development programmes. Recommendations by various

international forums are a further encouragement. The most recent of these international documents are the Rio Declaration on Environment and Development; the Programme of Action of the International Conference on Population and Development; the World Summit on Social Development and the Platform of Action of the Fourth World Conference on Women and Development. Among the recurring recommendations of these forums it has been agreed that "population issues should be integrated into the formulation, implementation, monitoring and evaluation of all policies and programmes relating to sustainable development". Further, the framework of population policies should be designed and conceived as an integral component of development policies and strategies; not as a substitute for them.

1.2 WHY SOUTH AFRICA NEEDS AN EXPLICIT POPULATION POLICY

South Africa needs an explicit, comprehensive and multi-sectoral population policy as an integral component of strategies for reducing past inequities while substantially enhancing the quality of life of the entire population. Past policies, especially with regard to the demographic processes of fertility, mortality and migration, were flawed in many respects. They were anchored in the apartheid ideology. They focused on:

- The forced and/or restricted movement and resettlement of especially blacks²;
- reducing the country's rate of population growth by reducing the fertility of the population primarily through the provision of contraceptive services and often by coercive means;
- demographic rather than human developmental targets;
- restricting the access of blacks to educational and employment opportunities; etc.

Past policies were also based on incorrect assumptions about the wide range of determinants of demographic processes, for instance, that poverty is the consequence of a high population growth rate instead of recognizing the reciprocal relationships between the two phenomena. Development plans largely excluded the majority of the population.

Data and other pertinent information on population and human development, though available, were either incomplete or deficient in many respects. Consequently, the knowledge base on the population, and on the interrelationship between population and development, was inadequate. Although population data were used in the formulation of many sectoral and inter-sectoral development plans and programmes, this was not usually done systematically for the entire population.

Existing institutional mechanisms which deal with population-related issues are limited by their location in government, and by the technical capacity of their staff. They are also limited by the ways in which they relate to other institutions, both inside and outside of government, with

² Please refer to the section **CONCEPTS USED IN THE WHITE PAPER** on page 33 for an explanation of the use of racial classification.

which they have to deal and through which their programmes can be implemented. Mechanisms for coordination and collaboration are either weak or ineffective. This lack of effective cooperation and coordination has resulted in programme interventions being neither realistic nor pragmatic.

An analysis of the population and human development situation in South Africa indicates that there are a number of population concerns that need to be addressed within the context of various development programmes and strategies. Some of these concerns constitute serious obstacles to improving the quality of life of the population, and therefore need to be resolved.

The Reconstruction and Development Programme (RDP) currently constitutes the country's overall planning framework. It is an integrated, coherent socio-economic policy framework that sets out the various interconnected programmes for addressing the many social and economic problems facing the country in a comprehensive and holistic manner. Its major programmes focus on meeting basic needs, developing human resources, democratising the state and society, and building the economy. The need for data on the population to be able to formulate and implement pragmatic and realistic interventions for achieving the objectives of the RDP, and for their continuous monitoring and evaluation, is recognized. These data, however, require further elaboration so as to make the RDP a more effective instrument for achieving the government's objectives in the post-apartheid era.

There is therefore a need for a new policy framework to address population issues in order to achieve equitable and sustainable development. In addition to removing the flaws in past policies and filling in gaps in the RDP, such a policy framework should also benefit from relevant international experience.

1.3 THE PROCESS OF DEVELOPING THE NATIONAL POPULATION POLICY

In June 1994, the Government of National Unity initiated a process of reviewing the population policy adopted during the apartheid era as well as the functions of the population units at national and provincial levels. This review was undertaken in a number of stages. Consultations were held with the staff of population units and with population experts in order to identify the key issues that needed to be reviewed. A core group of national consultants and a broader working group of members of the population units were set up to undertake the review and prepare a new policy.

A public discussion document, entitled *A Green Paper for Public Discussion: Population Policy for South Africa?* was launched in April 1995 during the Conference on Formulating Population Policy for South Africa, organised by the Department of Welfare. An NGO Conference Report-back on the International Conference on Population and Development and on consultation on population policy was also held in April 1995. The Green Paper was widely advertised (including advertisement on Internet) between April and September 1995. Written submissions were requested from interested parties and the general public. In addition, the population units facilitated workshops in all provinces for both government and the

representatives of civil society to build a broad based consensus on national population problems and the best means of addressing them.

A total of 749 submissions on the Green Paper were received from academics, community groups, government departments, the private sector and NGOs. These were then analysed and a report on the major findings was prepared by the core group and submitted to the national and provincial Ministers responsible for the population function in October 1995. Proposals were also made regarding the approach the population policy should take in order to reflect the findings of the submissions on the Green Paper.

The predominant views expressed in the submissions were that a new population policy for the country was necessary, and that such a policy should -

- form an integral part of national development strategies;
- instead of the achievement of demographic objectives, have as a major goal a broad range of social services to improve the quality of life of the entire population;
- ensure the establishment of effective mechanisms for the collection, analysis and interpretation of demographic and related socio-economic data and their use in policy formulation, planning, programming, monitoring and evaluation processes in various sectors;
- indicate the interventions that should receive attention as part of the implementation of specific programmes in sectoral departments.

A draft discussion document on the population policy was subsequently compiled in December 1995. Extensive consultations were held, during the drafting of the discussion document and the subsequent reviewing thereof, with all relevant ministries and departments as well as with demographers and other population experts, such as those in NGOs and the United Nations Population Fund and World Health Organization. The final draft of the White Paper was presented to the Minister for Welfare and Population Development in September 1996.

PART TWO

THE POPULATION AND HUMAN DEVELOPMENT SITUATION

2.1 DATA AND INFORMATION ON POPULATION AND HUMAN DEVELOPMENT

A considerable amount of information is available on South Africa's population and on various indicators of human development in the country. Unfortunately, however, this information is often deficient, especially with respect to its quality, reliability, coverage and completeness. Its usefulness is therefore limited, particularly with regard to accurately assessing the population and human development situation in the country, and developing, implementing, monitoring and evaluating development plans and programmes.

Although eleven population censuses have been conducted since 1904, their coverage has been limited because some of the former homelands were not included. This is especially the case in the more recent census enumerations. Inappropriate methodologies were adopted in the enumeration of populations residing in informal settlements around major cities. The organisation of the censuses was poor in several respects and the quality of data collected varied greatly between the various racial groups and provinces. Sample surveys conducted in the pre-1994 period did not as a rule cover the former homelands. The sampling procedures adopted were biased against the informal settlements. The coverage and completeness rates of the vital registration system have always been low. The system did not cover the entire country, nor did the registration of births take place in health institutions. Data on international migration is deficient. Significant numbers of people have immigrated into South Africa illegally while many people who leave the country do not declare themselves as emigrants. In addition, human resource capacities for undertaking analyses of the population and related data have been very limited, especially within government institutions.

As a result of the deficiencies mentioned above, there is no generally accepted set of reliable population and socio-economic data for the entire country. The estimates available are largely those made by national institutions and/or international agencies. There are few comprehensive or reliable analyses of demographic and socio-economic trends and of the interrelationships between population and demographic phenomena in the country. Consequently, statistics used in this document, and explanations about their levels, trends and determinants, are based on the "best" available information and should be treated as generally indicative.

The data situation is expected to be substantially improved in the immediate future since the

Government, through the Central Statistical Service, has already set in motion measures aimed at correcting past errors in the mechanisms for data collection, analysis, and dissemination. A system of integrated household surveys to be conducted annually (the October Household Survey series) became operational in 1993. A new Demographic and Health Survey (DHS) will be conducted in 1997 and is expected to be repeated at five-year intervals. The first post-apartheid population census to cover the entire country is scheduled for 1996.

2.2 THE HUMAN DEVELOPMENT SITUATION

With a Gross National Product (GNP) per capita of US\$2 980 and a Human Development Index of 0,649 in 1993, South Africa is classified as an upper-middle income country with a medium level of human development. But economic performance, as measured by the rate of economic growth, has fluctuated in the past decade. Furthermore, the level of human development for the majority of the population is low. National level figures mask huge differentials in the quality of life of the various sub-groups of the population, especially those identified by race and sex, and in the various geographical regions. These differentials are primarily a legacy of the apartheid system of government which promoted structural inequities as regards access to basic services and opportunities to contribute to and benefit from the economy.

The economic growth rate has fluctuated between 4,2 per cent and -2,2 per cent over the past ten years. World Bank estimates indicate that the average annual GDP growth rate declined from 3,2 per cent for the period 1970-80 to 0,9 per cent for the period 1980-93. With an average annual population growth rate of over 2,0 per cent throughout these periods (2,6 per cent in 1970-80; 2,4 per cent in 1980-93), a negative average annual growth rate of -0,2 per cent in GNP per capita was estimated for the period 1980-93. These figures indicate declines (instead of improvements) in the standard of living in the recent past. With existing inequities of access to resources, these declines are likely to have been more acutely felt among the disadvantaged sub-groups, which constitute the majority of the population. However, recent economic growth rates have increased to 2,7 per cent in 1994 and 3,3 per cent in 1995.

The nature of both economic development and population settlement have been unsustainable. Industrial production patterns have placed stress on the environment through air and water pollution. The reliance of 1,5 million households on agricultural production, in the context of forced removals to the homelands, has created overgrazing, overcrowding, and erosion in many areas which were already characterised by poor quality of land and low rainfall. Environmental degradation has been exacerbated by deforestation, as there are inadequate energy resources for these populations. In general, water is scarce. Sixty-five per cent of the land receives less than 500 millimetres of rain per year; ground water is limited. Consequently, international agreements on water transfers have been concluded with neighbouring countries. The demand for water for agricultural irrigation, municipal and domestic use, forestry, industry, power generation and nature conservation is increasing rapidly. A further pressure on the environment arises from a lack of sanitation and refuse removal services in many rural and urban areas.

Some key quality-of-life indicators such as infant mortality rate and life expectancy at birth are relatively high by African standards at an estimated 41 per 1000 live-births and 64 years respectively. The adult literacy rate is estimated at 81 per cent (1993). The combined enrolment rate at the first, second and third levels of education is estimated at 78 per cent (1993). Contraceptive prevalence is high at 60 per cent (1994).

In reality however, the relative levels of human development are much lower for the majority of South Africans than is reflected by the above national aggregate indicators. South Africa's history is characterised by colonialism, racism, apartheid, sexism and repressive laws. This history has created a divided society which has been reinforced and sustained by a system of separate and unequal development and by segregation in virtually all spheres of social, economic, political and cultural life. One section of society is characterised by extreme wealth, with high levels of consumption, human development and the enjoyment of fundamental human rights. However, the major part of society is characterised by abject poverty, squalor, and minimal access to basic social and economic services. In the absence of democracy, fundamental human rights (including the enjoyment of full citizenship rights) were granted to the majority of the population only in 1994.

The country has one of the most skewed income distribution profiles in the world (as is reflected by a Gini coefficient of 0,65). On average, Africans earn 13 per cent of the income earned by whites, while Asians and coloureds earn 40 per cent and 27 per cent respectively. An estimated 45 per cent of the population live in poverty. Almost all of the poor are Africans who live in either rural areas or urban slums/squatter settlements. The rate of unemployment is estimated at 40 per cent for the entire country. Unemployment is particularly high amongst Africans, young people and women. With an estimated annual average of 2,7 per cent per annum growth rate of the labour force between 1993 and the year 2000, unemployment is likely to increase unless the economy grows by at least double that figure and in a manner which generates employment. African literacy levels are estimated at 45,3 per cent compared with 96,4 per cent for whites.

Further stress on the environment occurs as a result of widely differing consumer patterns within the total population. Only 27 per cent of the population have running water in or near their homes. A major challenge faces water resource management if it is to meet the entire population's needs for a safe and accessible water supply, given the generally limited water availability, the growing population and the great consumption differentials. Only 34,1 per cent of Africans have flush toilets in their homes.

Disparities by gender exist in many indicators of human development. These disparities reflect the generally low status of women. Although enrolment rates at primary, secondary and tertiary educational levels are estimated to be slightly higher for females (79,6 per cent) than for males (77,1 per cent), and adult literacy rates are almost equal (80,8 per cent for females; 81,3 per cent for males), the income share of females is only 30,5 per cent of total income. These figures reflect their lower labour force participation rate and indicate that they are employed largely in low-wage jobs. Women are under-represented in the decision-making structures of both government and the private sector. They hold only 23,7 per cent of seats in Parliament, and constitute only 17,4 per cent of administrators and managers. The maternal mortality rate of 230 per 100 000 deliveries reflects the poor reproductive health status of

women. The incidence of violence against women is high, with an average of one rape every 83 seconds. Although the Constitution guarantees equality between the sexes in all aspects of life, many administrative and cultural practices still discriminate against them. In addition, women cannot as a rule take advantage of such life enhancing opportunities as politics, education, community involvement or leisure, because of their heavy domestic and work burdens. Female-headed households are particularly disadvantaged; their average income is about half that of male-headed households (R1 141 and R2 089 respectively). Consequently, a larger proportion of female rather than male-headed households live in poverty.

2.3 THE DEMOGRAPHIC CONTEXT

The South African population situation is characterised by:

- Relatively high but declining fertility and population growth rates (compared with developed but not with developing countries);
- low overall (but high infant and maternal) mortality rate;
- a young age structure with a certain degree of built-in momentum for future increases in population size (even if the growth rate were to continue to decline in the immediate future);
- a high dependency ratio;
- high rates of immigration;
- a high level of urbanisation relative to provision of infrastructure and services; and
- high rural populations in areas without a productive base, infrastructure or services.

There are substantial differences in the demographic parameters between sub-groups of the population, mostly as a consequence of similar differences in the level of human development, which can be attributed to past patterns of development in the country.

2.3.1 POPULATION SIZE AND GROWTH RATE

Various estimates put the population size of South Africa at between 40 and 43,5 million in 1995. Projections by the United Nations indicate that the population size may increase to 46,3 million by the year 2000 and to 56,4 million by the year 2010.

The average growth rate of the population is currently estimated at 2,17 per cent per annum, having declined from about 2,26 per cent per annum in the 1990-95 period and from 2,6 per cent per annum in the 1965-75 period. The population growth rate is projected to decline further to about 1,99 per cent per annum in the 2000-2010 period. At the current rate of growth, the country's population size will be doubled in the next 32 years.

2.3.2 AGE, SEX AND RACIAL COMPOSITION

About four out of every ten South Africans (37,3 per cent) are under 15 years of age; 58,3 per cent are between 15 and 65 years; while 4,4 per cent are 65 years old and older. The

population is relatively young, with a consequent built-in momentum for future increases in the overall size of the population. The dependency ratio is high, at 72 per 100 persons in the economically active ages (15 - 64 years). This high dependency ratio is due to the large number of dependent children that have to be supported by the economically active population. The dependency burden is higher than is at first apparent as a large percentage of people in the economically active ages are either unemployed (estimated at 40 per cent) or do not actively participate in the economic life of the country.

The sex ratio (males per 100 females) is estimated at 98,9 but varies considerably between provinces and rural and urban areas as a consequence of past patterns of internal migration. Since rural to urban migration in the country has been selective of adult males in their most economically productive ages, there is a preponderance of females (as well as children and the elderly) in the rural areas and in the less economically developed provinces, and a preponderance of males in the economically active ages in the urban areas and more industrialized provinces. For instance, sex ratios at the economically active ages are well over 120/100 in Gauteng, the Free State, and the North-Western province, while they are as low as 60/100 in the Northern and Eastern Cape provinces.

Africans constitute over three quarters of the population (77,5 per cent); whites constitute 12,1 per cent while coloureds and Asians make up 8,1 per cent and 2,3 per cent respectively.

2.3.3 FERTILITY

The crude birth rate (CBR) is estimated at 31,2 per 1000 in the 1985-90 period, down from 37,2 per 1000 in the 1970-75 period. The total fertility rate (TFR) estimates range between 3,9 and 4,09. The fertility structure is characterized by a high incidence of high-risk childbearing. Teenagers and women over 35 years of age accounted for 15 and 16 per cent of births respectively in 1993. There is a considerable gap between preferred and actual family sizes, indicating that many couples are not able to achieve their preferred family size. The contraceptive prevalence rate is high at an estimated 60 per cent (for married women in 1994). The age at first marriage is increasing. However, the typical negative correlation between age at first marriage and fertility level does not seem to hold in South Africa. It would appear that marriage is no longer a social requirement for childbearing.

There are substantial differences in the fertility rates between the various sub-groups of the population, essentially reflecting differences in the levels of human development, as well as in the cultural values attached to children. The estimated total fertility rate of 1,5 for the white population is less than a third of the estimated TFR for Africans (4,3) and lower than the estimated TFRs of 2,2 and 2,3 for Asians and coloureds respectively. The magnitude (and rate) of decline in fertility also varies between the racial groups, being lowest for Africans and highest among coloureds, especially since the mid 1960s. Total fertility rates are higher in rural than in urban areas and in the less developed provinces (especially those that contain the former homelands) compared with the more developed provinces. The contraceptive prevalence rate is highest among whites (at 81 per cent in 1994) and lowest among Africans (at 55 per cent in 1994). It is also higher in metropolitan than in rural areas. There is a positive correlation between contraceptive prevalence and women's level of education. The

teenage birth rate has been on the increase for the African population, especially since 1980, but has been declining for other racial groups. Preferred family sizes are also much lower in urban areas and among younger women.

2.3.4 MORTALITY

Like fertility, the mortality rate for South Africa has been declining over time, leading to an increase in the expectation of life at birth. The crude death rate (CDR) is estimated at 9,4 per 1000 persons in 1994, down from 14 per 1000 persons in 1970. The infant mortality rate (IMR), an important indicator of the quality of life and level of development of a population, was estimated at 41 per 1000 live-births in 1994, less than half the rate of 89 per 1000 live-births in 1960. The mortality rate for children under 5 years of age was estimated at 68 per 1000 in 1994. Consequently, life expectancy at birth increased from an estimated 49 years for both sexes in 1960 to 64 years in 1994. The maternal mortality rate, an important indicator of the reproductive health and socio-economic status of women, was estimated at a high of 230 per 100 000 deliveries in 1993.

There are a number of characteristic (though not peculiar) features of the structure and pattern of mortality in the country. The level of premature adult mortality is high. In 1985 it was estimated that 38 and 25 per cent of fifteen year old men and women respectively were likely to die before reaching the age of 60, chiefly as a result of factors associated with lifestyle including the relatively high incidence of crime. The incidence of premature death due to AIDS is currently low but is likely to increase substantially in the future. About 15 per cent of all deaths are not due to natural causes. The primary causes of unnatural deaths are violent crime (which accounts for 50 per cent of all unnatural deaths: 59 per cent and 44 per cent for males and females respectively) and road accidents, which account for 13 per cent of unnatural deaths, largely of pedestrians.

There are also significant differentials in mortality indicators among various sub-groups of the population, which again reflect differences and past inequities in access to services, the quality of life, and thus on the level of human development. The infant mortality rate of 49 per 1000 live-births among the African population is six times the rates of 8,3 and 9 among the white and Asian populations respectively, and double the rate for coloureds at 23. Life expectancy at birth is nine years higher for whites than for Africans, and six years higher for females than for males (66,3 and 60,3 years respectively in 1993). Life expectancy is also lower in the less developed provinces. The magnitude and rate of decline in the infant mortality rate in the recent past has, however, been higher among Africans and coloureds than other racial groups, amongst whom the levels have been much lower in the past.

2.3.5 MIGRATION, URBANISATION AND SPATIAL DISTRIBUTION OF THE POPULATION

2.3.5.1 Internal migration

The rate of internal migration in the country has been very high though it is not accurately known. The most important underlying factors for the high rate of internal migration were the forced removals of African people from the commercial farms to the homelands from the 1960s until the early 1990s, and the continuing migrant labour system. This latter has traditionally been selective of able-bodied persons, primarily males, from the economically depressed provinces and rural areas to the industrial and urban centers in search of employment

and other opportunities for a better life. In addition, there is considerable movement of people between rural and urban areas, sometimes for long periods. Children and older people are often sent from cities and towns to rural areas for care and schooling. The new socio-political environment in the country may be associated with increased migration to the urban areas. The pattern of migration in the country, especially in the past, has had serious effects on the age and sex structure of the population, as well as negative effects on social cohesion and family stability.

Except in KwaZulu/Natal and certain parts of Gauteng, available evidence shows that there are relatively few people in the country who are displaced as a consequence of violence.

2.3.5.2 Urbanisation

Rural to urban migration, in combination with the natural increase of the population in the urban areas, has increased the level of urbanisation in the country. It is estimated that 53 per cent of the population live in formal urban areas (proclaimed towns with some form of local authority), which is slightly up from 47 per cent in 1960. Inclusion of the population living in areas adjacent to formal towns (such as "informal settlements") and in other settlements of more than 5 000 people which have not yet attained town status, raises the functional urbanisation level to an estimated 58 per cent. A large majority (70,1 per cent) of the urban population are concentrated in the four metropolitan centers; 14,8 per cent live in large towns and 15,1 per cent in small towns. Four fifths (79,3 per cent) of the rural population live in the former homelands, while a fifth (20,7 per cent) live in commercial farming areas.

2.3.5.3 International migration

As a result of the white settlement programme encouraged in the colonial and apartheid era, large numbers of persons (largely from Europe, the United States, Canada and Australia) have immigrated to South Africa. The number of immigrants from other countries (chiefly from neighbouring African countries) has also been high as a result of the contract labour system (though contract labourers never settled permanently) and, more recently, illegal immigration. National statistics are not usually kept on contract labourers. There are no reliable estimates of illegal immigrants though their number is thought to be high. The number of refugees in the country is estimated to be high, though again no reliable estimates are available. On the other

hand, fewer persons are recorded as having emigrated from the country. Overall, there has been a surplus of immigrants over emigrants in most years since 1945.

The Government, through the Department of Home Affairs and the Report of the Labour Market Commission, is reviewing various policies related to the regulation of immigration to the country and the naturalisation of immigrants from other African countries.

No comprehensive review of the impact of immigration on the population structure, economy and demand for services in the country has been undertaken.

2.4 PAST POLICY AND PLANNING CONTEXTS FOR POPULATION AND HUMAN DEVELOPMENT

As outlined above, the explicit and implicit policies adopted by government in the past impacted on population parameters (especially demographic processes), and past systems of development planning, and the implementation of plans played a key role in determining and shaping the country's population and human development situation.

In 1974 a national family planning programme was established to promote access to contraceptive services in order to lower the rate of increase of the black population. At the same time the government was encouraging an increase in the white population through immigration. Within the context of that programme, static and mobile family planning clinics were established and contraceptive commodities were provided free of charge. The clinics operated independently of other health services, which were often not accessible and were not free. The programme consequently came under much pressure, both for its ideological focus and the inadequacy of its services. By the mid-1980s the programme's management distanced itself from the demographic intent of the Population Development Programme. Instead, it promoted the programme's health benefits and started to integrate family planning into the other primary health care services.

In the early 1980s the government decided to implement a policy aimed explicitly at lowering the national population growth rate on the grounds that the country's resources (especially water) could not sustain the prevailing high levels of population growth. This policy was based on the recommendations of the 1983 Report of the Science Committee of the President's Council on Demographic Trends in South Africa. The Population Development Programme (PDP) was established in 1984 to implement this policy.

The PDP set a demographic target of achieving a total fertility rate of 2,1 by the year 2010 to stabilize the size of the population at 80 million by the year 2100. The major thrust of the programme was fertility reduction through family planning. However, in recognition of the fact that family planning by itself would not achieve this objective, the PDP included interventions in other areas that impact on fertility levels, namely education, primary health care (including family planning), economic development, human resource development, and housing. Although it did not concern itself directly with mortality or migration, it did consider

the impact of mortality, urbanisation and rural development on fertility. The recognition of the broader dimensions of population growth marked a significant shift in government attitudes to the population problem and ways of solving it. However, the programme did not address the fundamental question of the lack of citizenship rights of the black population, nor the institutionalised discrimination in the very areas it sought to address.

Since the PDP was multi-sectoral, it was to be implemented through an intersectoral committee consisting of representatives of departments responsible for education, primary health care, economic development, manpower development and housing. Each of these departments was to give priority to meeting the relevant needs of the population in the areas under its mandate. The Chief Directorate Population Development (CDPD) was established in the Department of Health and Population Development. Population units were also set up under the CDPD in the provinces. Similar units were subsequently established in the homelands.

The implementation of the PDP was inadequate for a variety of reasons. There was no substantial shift in national funding priorities. Consequently, the intersectoral committee operated more in form than in substance. The CDPD did not have any authority to intervene in the programmes of other departments to ensure that the aims of the PDP were being pursued. In addition, there was no viable strategy or mechanism for the effective coordination of the multi-sectoral programme. An over-arching socio-economic development plan for the country did not exist. There was insufficient reliable demographic data and an insufficient number of appropriately trained human resources to analyse and interpret the data and to integrate population variables into sectoral plans and programmes. Attempts by the provincial population units to pursue the objectives of the PDP through the implementation of various projects in the field were not very successful either. Their briefs were unclear. They had no development funds and so could only facilitate the access of communities to other departments' resources, or to other sources.

As a result of these difficulties, the focus of the CDPD and the provincial population units shifted (as from 1990) to the formulation and implementation of population information, education and communication (IEC) programmes. However, there were differences in focus, especially in the homelands, where the units concentrated on community development. The IEC programmes promoted the small family norm and stressed the relationship between poverty and large family size. The objective was to influence family size preferences and the reproductive behaviour of sub-groups with high fertility. Preference for a small family size increased during this period, especially among the Africans, though this change could also have been brought about by a variety of other factors, which may have included the effects of the IEC programmes. The population units worked closely with the private sector and non-governmental organisations, as well as with relevant government departments.

Insufficient use was made of population data in the allocation of resources at central, sectoral or provincial levels of government. Development planning and programming was seldom undertaken with the support of demographic analysis. The use of population data was further limited in scope because no over-arching socio-economic development planning framework existed for the country as a whole.

2.5 MAJOR NATIONAL POPULATION CONCERNS

The outline of the country's population and human development situation and of past government policies presented above is intended to help identify some of the major population concerns that could constitute obstacles to sustainable development. It also helps to identify underlying factors. The population concerns include:

- 2.5.1 A poor knowledge base regarding population and population-development relationships;
- 2.5.2 limited systematic use of population data in formulating and implementing, monitoring and evaluating development plans and programmes for the entire population;
- 2.5.3 limited institutional and technical capacity for demographic analysis and for integrated population and development planning;
- 2.5.4 the structure of the population, and consequent investments to meet the needs of the young and the aged;
- 2.5.5 high incidence of unwanted fertility and teenage pregnancy;
- 2.5.6 high rates of infant and maternal mortality, linked to high-risk child bearing;
- 2.5.7 high rates of premature mortality attributable to preventable causes;
- 2.5.8 the causes and consequences of urban and rural settlement patterns;
- 2.5.9 the absence of adequate analysis of the nature and impact of international immigration for policy development purposes;
- 2.5.10 the growth rate of the population and of the labour force, relative to the rate of growth of the economy, the backlog of social needs to be met, the level of unemployment, and the aspirations of the people;
- 2.5.11 the pressure of population, production and consumption patterns on the environment.

The underlying factors include:

- (a) Population-related policies and development planning approaches adopted by the government in the past, including the absence of democracy;
- (b) inequities in access to resources, infrastructure and social services;
- (c) insufficient availability to the people of appropriate information, education and communication on population and development-related issues.

- (d) high incidence and severity of poverty in both rural and urban areas;
- (e) the low status of women;
- (f) insecure family and community life.

The Government is committed to resolving these concerns and underlying factors in a comprehensive manner within the framework of its overall development framework as currently contained in the RDP. This commitment is a further justification for the population policy.

2.2.2	limited systematic use of population data in formulating and implementing monitoring and evaluating development plans and programmes for the entire population
2.2.3	limited institutional and technical capacity for demographic analysis and for integrated population and development planning
2.2.4	the structure of the population, and consequent investments to meet the needs of the young and the aged
2.2.5	high incidence of unwanted fertility and teenage pregnancy
2.2.6	high rates of infant and maternal mortality, linked to high-risk child bearing
2.2.7	high rates of premature mortality attributable to preventable causes
2.2.8	the causes and consequences of urban and rural settlement patterns
2.2.9	the absence of adequate analysis of the nature and impact of international immigration for policy development purposes
2.2.10	the growth rate of the population and of the labour force, relative to the rate of growth of the economy, the backlog of social needs to be met, the level of unemployment, and the aspirations of the people
2.2.11	the pressure of population, production and consumption patterns on the environment

The underlying factors include

- (a) Population-related policies and development planning approaches adopted by the Government in the past, including the absence of democracy
- (b) impediments in access to resources, infrastructure and social services
- (c) insufficient availability to the people of appropriate information, education and communication on population and development-related issues

PART THREE

POPULATION POLICY GOALS, OBJECTIVES AND STRATEGIES

3.1 GUIDING PRINCIPLES OF THE POLICY

The population policy is based on the following guiding principles:

- 3.1.1 All South Africans are born free and equal in dignity and rights. Everyone is entitled to all the rights and freedoms set forth in the Universal Declaration of Human Rights and the Bill of Rights of the Constitution of South Africa. Population policies should therefore respect human rights.
- 3.1.2 Population, sustained economic growth and sustainable development are closely inter-related. Population policy should therefore be an integral part of an integrated system of development policies and programmes in a country. Its ultimate goal should be enhanced human development.
- 3.1.3 A population policy is more comprehensive than a fertility policy. It includes such considerations as migration, mortality and fertility as well as their economic, social, cultural and other determinants.
- 3.1.4 Timely and reliable data and information are basic prerequisites for the design of an appropriate population policy.
- 3.1.5 The right to development is a universal and inalienable right. It is an integral part of fundamental human rights. The human being is the central subject of development. As people are the country's most important and valuable resource, all individuals should be given the opportunity to make the most of their potential. The role of the Government in the development process is to facilitate people's ability to make informed choices, and to create an environment in which they can manage their lives.
- 3.1.6 People have the right to be informed about all matters relating to their daily lives. The South African public should have access to relevant information concerning government policies, and an appropriate understanding of this information and its implications for all areas of their lives. This includes information on population and

development issues.

- 3.1.7 People have the right to move freely within the boundaries of their country. Refugees may seek asylum from persecution in countries other than their own.
- 3.1.8 All couples and individuals have the basic right to decide freely and responsibly on the number and spacing of their children, and to have the information, education and means to do so.
- 3.1.9 Poverty is one of the most formidable enemies of choice. Therefore, one of the most important objectives of a population policy is to contribute towards the eradication of poverty and to draw all people into the mainstream of development.
- 3.1.10 Advancing gender equality, equity and the empowerment of women, while ensuring the ability of women to decide about their own behavior, are cornerstones of population and development programmes.
- 3.1.11 The overall well-being of children should be given the highest priority by government.
- 3.1.12 Civil society should be involved in the design and implementation of population policies and programmes.

3.2 VISION OF THE POLICY

The vision of this policy is to contribute towards the establishment of a society which provides a high and equitable quality of life for all South Africans and in which population trends are commensurate with sustainable socio-economic and environmental development.

The policy is therefore complementary to the national development strategy and related sectoral policies.

3.3 GOAL OF THE POLICY

The goal of the policy is to bring about changes in the determinants of the country's population trends, so that these trends are consistent with the achievement of sustainable human development.

3.4 OBJECTIVES OF THE POLICY

The objectives of the policy are to ensure:

- 3.4.1 The availability of reliable and up-to-date information on the population and human

development situation in the country in order to inform policy making and programme design, implementation, monitoring and evaluation at all levels and in all sectors;

- 3.4.2 the systematic integration of population factors into all policies, plans, programmes and strategies aimed at enhancing the quality of life of the people at all levels and within all sectors and institutions of government;
- 3.4.3 a coordinated, multi-sectoral, interdisciplinary and integrated approach in the design and implementation of programmes and interventions that impact on the major national population concerns.

3.5 MAJOR STRATEGIES OF THE POLICY

The policy objectives will be achieved through the following major strategies:

- 3.5.1 Strengthening commitment to, and enhancing national capacities and mechanisms for, the collection, analysis, interpretation and dissemination of population data, including data on all aspects of human development, and the use of such data for policy making and development programming;
- 3.5.2 establishing and continuously updating a national statistical database and information system that will pool pertinent data and information from various departments, making such information accessible to the various planning units and the general public in order to enhance the sharing and exchange of such information;
- 3.5.3 ensuring that all data collected, the analyses of such data and the findings of pertinent research studies are, to the extent possible:
 - (a) disaggregated by gender to permit the application of gender-sensitive planning techniques and the construction of gender indicators;
 - (b) disaggregated by geographical units to inform policy making and programming at local levels; and
 - (c) made available in formats that meet the needs of users;
- 3.5.4 developing and promoting the use of composite indicators, goals and targets for:
 - (a) monitoring changes in the dynamics of the population and in the levels of human development;
 - (b) revising the thrust of programme interventions (where necessary); and
 - (c) assessing progress in the achievement of the objectives of the policy;
- 3.5.5 enhancing the technical capacity of planning staff in pertinent government institutions at all levels and in all sectors with regard to the methodologies for integrated population, development and gender-sensitive planning and programming;

- 3.5.6 expanding opportunities for training in demography and population studies;
- 3.5.7 sharing of technical information, advice and services relating to population and development issues between various government institutions, the private sector and civil society, for the more effective design and implementation of programmes that impact on the major population concerns;
- 3.5.8 establishing and/or strengthening mechanisms for intersectoral consultation, collaboration and coordination;
- 3.5.9 sustaining advocacy on population and development issues targeted at leadership at all levels;
- 3.5.10 integrating information, education and communication strategies into all relevant programmes;
- 3.5.11 reducing poverty through meeting people's basic needs for social security, employment, education, training and housing, as well as the provision of infrastructure and social services;
- 3.5.12 ensuring environmental sustainability through comprehensive strategies which address population, production and consumption patterns independently as well as in their interactions;
- 3.5.13 improving the quality, accessibility, availability and affordability of primary health care services, including reproductive health³ and health promotion services, to the entire population in order to reduce mortality and unwanted fertility, with a special focus on disadvantaged groups, currently under-served areas, and adolescents; and eliminating all disparities in the provision of such services;
- 3.5.14 reducing the high incidence of crime and violence, especially violence against women;
- 3.5.15 promoting responsible and healthy reproductive and sexual behavior among adolescents and the youth to reduce the incidence of high-risk teenage pregnancies, abortion and sexually transmitted diseases, including HIV/AIDS, through the provision of life skills, sexuality and gender-sensitivity education, user-friendly health services and opportunities for engaging in social and community life;
- 3.5.16 advocating and facilitating the taking of measures that will enable women and girls to achieve their full potential through:

³Reproductive health services refers to the constellation of services aimed at fostering sexual and reproductive health. These include preventive and promotive services, such as information, education, communication and counselling, as well as treatment in relation to reproductive tract infections, sexually transmitted diseases, including HIV/AIDS, and other reproductive health conditions; contraception; prenatal care, safe delivery and post-natal care; infertility; abortion; and cancers of the reproductive system.

- (a) eliminating all forms of discrimination and disparities based on gender;
- (b) more effective implementation of laws that protect women's rights and privileges; and
- (c) increasing women's representation in decision-making bodies through affirmative action;

- 3.5.17 promoting the equal participation of men and women in all areas of family and household responsibilities, including responsible parenthood, reproductive health, child-rearing and household work;
- 3.5.18 improving the quality, accessibility, availability and affordability of education from early childhood through to adult education, with the emphasis on gender-sensitive and vocational education and the promotion of women's educational opportunities at the tertiary level;
- 3.5.19 incorporating population education (on the linkages between population dynamics and development) into school curricula in relevant learning areas at all levels;
- 3.5.20 creating employment-generating growth with a focus on economic opportunities for young people and women;
- 3.5.21 increasing alternative choices to migration from rural to urban areas through the provision of social services, infrastructure and better employment opportunities in the rural areas within the context of rural development programmes and strategies;
- 3.5.22 reducing backlogs in urban infrastructure and social services, and making adequate provision for future increases in the population living in urban areas;
- 3.5.23 reviewing the nature and impact of all forms of international migration in order to formulate and implement an appropriate policy;
- 3.5.24 promoting the participation of civil society in all aspects of the implementation of this policy.

Additional strategies will be developed -

- (a) as knowledge regarding the relationship between population and development in the country improves;
- (b) in the context of developing programmes for the implementation of the policy; and
- (c) in response to ongoing monitoring and evaluation.

PART FOUR

INSTITUTIONAL FRAMEWORK FOR IMPLEMENTING MONITORING AND EVALUATING THE POLICY

4.1 IMPLEMENTATION OF THE POLICY

Because of the multi-faceted nature of population issues and the factors that impact on them, the implementation of this policy, and the consequent achievement of its goal and objectives will be the responsibility of the entire government at all levels and in all sectors, as well as the private sector, civil society, and indeed of all South Africans. There is therefore a need for the active participation and involvement of all individuals and national institutions; for strong commitment on the part of the political leadership of all kinds and at all levels; for effective coordination of the relevant efforts and activities to be undertaken by many institutions in different locations; and for strong collaboration between these institutions.

New programmes or action plans may be designed for the implementation of this policy. But, more importantly, all existing and future programmes have to be oriented or reoriented towards achieving its objectives. Deliberate efforts will be made to utilize existing structures of government and civil society to implement the policy so as not to create additional institutional frameworks, unless these are absolutely necessary. Some reorientation of functions and the establishment and/or strengthening of operational linkages will, however, be necessary.

This population policy will be implemented in two ways. First by providing the necessary demographic and interpretative capacity in all relevant departments to ensure the undertaking of adequate demographic analysis and related policy interpretation to support the policy making and planning needs of each sectoral department. And secondly through sectoral and intersectoral programmes which impact on key population concerns.

4.2 THE CABINET

The President will report on the progress with this policy as part of the annual national development report.

The Cabinet Committee for Social and Administrative Affairs is responsible for ensuring the implementation, monitoring and evaluation of this policy as part of the national development strategy.

4.3 PARLIAMENT AND LEGISLATURES

In order to ensure that legislation supportive of the achievement of the objectives of the policy is enacted and that legislation militating against it is identified and repealed, all parliamentary and provincial legislature portfolio committees whose areas of responsibility are related to population and development issues should ensure that all current and future legislation is consistent with the goal and objectives of this policy. They should also monitor the implementation of this policy as it pertains to their sectors.

Interportfolio committee meetings will constitute mechanisms for facilitating coordination between sectors and for addressing any overarching legislative issues. They should also monitor the implementation of this policy.

4.4 POPULATION UNITS

Population units will be restructured at national and provincial levels to play a facilitative and supportive role in the implementation of the policy. They will be responsible for monitoring and evaluating the progress of the population policy as part of the monitoring of the national development strategy. The functions of the population units will be to:

- 4.4.1 Promote advocacy for population and related development issues targeted at government leadership at all levels;
- 4.4.2 disseminate, as part of the monitoring and evaluation role, relevant population information to all structures of government in suitable formats to inform them about population trends;
- 4.4.3 undertake the analysis and interpretation of data on the country's population dynamics and on the reciprocal relationships between population and development to inform policy design and programming;
- 4.4.4 develop means to assist government departments to enhance their capacity and expertise in analysing the linkages between demographic variables and their policies and programmes (this may involve the commissioning of appropriate training and capacity building to institutions in civil society);
- 4.4.5 assist government departments to interpret the population policy in relation to their areas of responsibility;
- 4.4.6 assist government departments to analyse data and to monitor and evaluate the effectiveness of programmes for purposes of assessing the overall successes and failures of the national development strategy;
- 4.4.7 monitor and evaluate population policy implementation;

- 4.4.8 commission relevant research in consultation with the Central Statistical Service and/or other departments in order to ensure comparability and compatibility of data and so as to prevent duplication;
- 4.4.9 liaise with institutions outside of South Africa to promote collaboration and the exchange of expertise and experience in the population and development field;
- 4.4.10 coordinate government preparations for and reporting on international population conferences.

In view of the above functions, the technical capacity of population unit staff needs to be enhanced.

The population units may initiate intersectoral collaboration in the analysis and interpretation of demographic data to inform the strategies and the monitoring and evaluation of this policy, as well as in the commissioning of research. They can call for intersectoral technical meetings to highlight the interaction of demographic trends with development, and encourage departments to develop strategies or campaigns, individually or intersectorally. Existing intersectoral coordinating mechanisms will be used where possible.

Collaboration between provincial population units and between provincial population units and the national population unit will be encouraged to facilitate the sharing of expertise and resources.

The national and provincial population units are at present attached to the departments responsible for the welfare function. This is due to historical decisions and does not reflect the cross-departmental and service nature of their functions. Their location will therefore be reviewed by Cabinet in the context of national and provincial debates about the preferred location for intersectoral development planning and monitoring functions and particularly the role of the central planning unit in the Office of the Deputy President. It is expected that this Office will ultimately play a coordinating role.

In the interim the national and provincial population units will be attached to the departments responsible for the welfare function. Their functions are different from those of welfare, and involve servicing many sectoral departments. The population units will therefore be separate entities with a unique mandate and functions. Their budgets and priorities will be approved and monitored separately from those of the welfare components.

The national population unit will collaborate closely with the central planning unit in the Office of the Deputy President in order to facilitate the incorporation of the population policy as part of the national development strategy.

Similarly, provincial population units will collaborate closely with the units responsible for provincial development planning.

The Cabinet Committee on Social and Administrative Affairs will make it clear to all relevant departments that the population units offer a service to all of them.

4.5 SECTORAL DEPARTMENTS

The design and implementation of interventions that will lead to the achievement of the objectives of the policy will be undertaken at sectoral level (and the provincial equivalent). The various ministries and departments (especially those in the social and economic sectors) therefore have the major responsibility for the implementation of the policy. All existing and future sectoral and intersectoral policies and programmes must be oriented towards achieving the objectives of this policy. This implies that the technical capacity of professional staff must be enhanced.

In order to ensure effective population policy implementation, including the development of shared goals, targets and indicators related to the strategies of this policy, interdepartmental liaison and co-ordination is necessary. Mechanisms and structures already established, such as various interdepartmental and intergovernmental task teams, the Office for the Status of Women or the Interministerial Committee on Youth at Risk, should be utilised as far as possible without creating unnecessary additional structures, in order to avoid duplication of effort and to maximise the use of resources.

A line function department may initiate intersectoral programmes in collaboration with other relevant departments. Such collaboration, facilitated through intersectoral committees, will be necessary to ensure a shared understanding of the key population concerns for which each sector has some responsibility.

4.6 CIVIL SOCIETY

The role of civil society is critical for the achievement of the objectives of this policy. Its involvement and participation is of paramount importance. Many government departments already have effective mechanisms for involving community structures in decision making and in the actual implementation of programmes. In addition, existing consultative structures, from community development forums to the National Economic Development and Labour Council (NEDLAC), will incorporate issues addressed in this population policy into their deliberations at national, provincial and local levels.

Many organisations representing civil society and NGOs are already dealing with some of the issues identified in this population policy in a complementary role to the Government. In addition, they will continue to monitor and critique this policy and its implementation in order to ensure the openness and responsiveness which is essential to democracy.

4.7 CONCLUSION

Through the concerted efforts of all of these structures, population concerns will be integrated

into the national development strategy from policy development to programme implementation, monitoring and evaluation. In this way, the population policy will contribute to the establishment of a society which provides a high and equitable quality of life for all South Africans.

The various ministries and departments (especially those in the social and economic sectors) therefore have the major responsibility for the implementation of the policy. All existing and future sectoral and intersectoral policies and programmes must be oriented towards achieving the objectives of the policy. This implies that the technical capacity of professional staff must be enhanced.

In order to ensure effective population policy implementation, including the development of shared goals, targets and indicators related to the strategies of the policy, interdepartmental liaison and co-ordination is necessary. Mechanisms and structures already established, such as various interdepartmental and intergovernmental task teams, the Office for the Status of Women or the Interministerial Committee on Youth at Risk, should be utilised as far as possible without creating unnecessary additional structures, in order to avoid duplication of effort and to maximise the use of resources.

A line function department may initiate intersectoral programmes in collaboration with other relevant departments. Such collaboration, facilitated through intersectoral committees, will be necessary to ensure a shared understanding of the key population concerns for which each sector has some responsibility.

4.6 CIVIL SOCIETY

The role of civil society is critical for the achievement of the objectives of this policy. Its involvement and participation is of paramount importance. Many government departments already have effective mechanisms for involving community structures in decision-making and in the actual implementation of programmes. In addition, existing consultative structures, from community development forums to the National Economic Development and Labour Council (NEDLAC), will incorporate issues addressed in this population policy into their deliberations at national, provincial and local levels.

Many organisations representing civil society and NGOs are already dealing with some of the issues identified in this population policy. A complementary role to the Government, in addition, they will continue to monitor and evaluate this policy and its implementation in order to ensure the openness and responsiveness which is essential to democracy.

4.7 CONCLUSION

Through the concerted efforts of all of these structures, population concerns will be integrated

CONCEPTS USED IN THE WHITE PAPER

Population or demographic trends

Population or demographic trends refers to changes over time in the three demographic processes of fertility, mortality and migration, as well as concomitant changes in the size, composition and distribution of the population.

Fertility

Fertility refers to the number of live births occurring in a population. The average number of children that would be born to a woman (or group of women) during her lifetime is referred to as the total fertility rate (TFR). The fertility rate (or general fertility rate) is the number of live-births per 1000 women aged 15 - 49 years in a given year.

Crude birth rate

The crude birth rate (CBR) is the number of live births per 1000 population in a given year.

Mortality

Mortality refers to deaths that occur within a population. The infant mortality rate (IMR) is the number of deaths to infants under one year of age per 1000 live births in a given year. Similarly, the child (under five) mortality rate is the number of deaths to children under five years of age per 1000 population under five years old in a given year. The maternal mortality rate is the number of women who die as a result of complications related to pregnancy and childbirth in a given year per 100 000 births in that year.

Crude death rate

The crude death rate (CDR) is the number of deaths per 1000 population in a given year.

Life expectancy at birth

Life expectancy at birth is an estimate of the average number of years a person can be expected to live from the time he/she is born. It is a good indirect measure of the mortality (and health) conditions of a population.

Migration

Migration is the movement of people across specified boundaries for the purpose of establishing a new residence. Such movements can be due to various reasons, for example, in search of a job or better life, to live with relatives, forced displacements, etcetera. Movements for the purpose of establishing a residence across international boundaries, or from one country to another, is referred to as international migration; as emigration when such movement is out of a country, and as immigration when such

movement is into a country.

Natural increase

Natural increase is the surplus (or deficit) of births over deaths in a population in a given period of time. The rate of natural increase is the rate at which a population is increasing (or decreasing) in a given year due to the surplus (or deficit) of births over deaths, expressed as a percentage of the population. The rate of natural increase does not include the effects of emigration or immigration.

Population growth

Population growth is the overall change in the size of the population in a geographic area, due to three processes, i.e. fertility, mortality and migration.

Population growth rate

The population growth rate is the rate at which a population is increasing (or decreasing) in a given year due to natural increase and net migration, expressed as a percentage of the base population. It takes into account all the components of population growth, namely births, deaths and migration.

Population policy

A population policy refers to explicit or implicit measures undertaken by a government to (directly or indirectly) influence the processes of fertility, mortality and migration as well as their outcomes such as the growth, distribution, composition, size and structure of the population. Population policies are often adopted and implemented as integral components of the development strategies of countries.

Racial classifications

The terminology used in this White Paper reflects systems of racial classification under apartheid, under which data were kept. The use of these classifications is necessary in order to indicate the challenges facing South Africa in its goal of achieving equality. The terms African, Asian, coloured and white are generally used, except when referring to Africans, Asians and coloureds collectively, in which case the term "black" is used.

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ERKENNINGS

Die Minister vir Welsyn en Bevolkingsontwikkeling erken graag die bydrae van al die persone en instansies wat betrokke was by die produksie van die Groen- en Witskrifte oor Bevolkingsbeleid. Sy wil spesifiek erkenning verleen aan die volgende:

Respondente op die Groenskrif wat kundige menings voorberei het of oorlegplegende vergaderings bygewoon het.

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“Women's Health Project” het navorsings- en logistieke ondersteuning verskaf.

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BESTUURSOPSOMMING

Daar is 'n ingewikkelde verhouding tussen bevolking, ontwikkeling en die omgewing. Die bevolkingsituasie van 'n land is hoofsaaklik die gevolg van vorige en huidige aspekte van die interaksie tussen ontwikkeling en omgewingsveranderlikes. 'n Land se bevolkingsituasie beïnvloed ook sy ontwikkelingsmoontlikhede en die kwaliteit van die omgewing. Die verbeterde internasionale begrip van hierdie onderlinge verhoudinge stel regerings in staat en moedig hulle aan om dit in ag te neem wanneer ontwikkelingsprogramme ontwerp, geïmplementeer en gemoniteer word.

'n Ontleding van die menslike ontwikkeling- en bevolkingsituasies in Suid-Afrika dui daarop dat daar 'n aantal bevolkingsvraagstukke is wat opgelos moet word ten einde gelykwaardige en volhoubare menslike ontwikkeling te bereik. Hierdie bevolkingsvraagstukke moet gehanteer word deur middel van 'n nuwe beleidsraamwerk binne die konteks van die nasionale ontwikkelingsstrategie en verwante intersektorale en sektorale beleide. Die Regering is daartoe verbind om hierdie vraagstukke en die onderliggende faktore binne die oorhoofse ontwikkelingsraamwerk, soos wat dit tans in die Heropbou- en Ontwikkelingsprogram vervat is, op te los.

Die beleid is ontwikkel in die konteks van demokratisering en binne die raamwerk van die Grondwet. Die basiese beginsels van die beleid verskaf die etiese konteks vir 'n menseregtebenadering om bevolkingskwessies in ontwikkelingsbeplanning, -implementering en -monitering te integreer.

Vorige beleide wat daarop gerig was om bevolkingsaangeleenthede te hanteer, het op fertiliteitsverlaging, beperkte bevolkingsbeweging en beheerde vestigingspatrone gefokus. Deur middel van die nuwe bevolkingsbeleid erken die Regering die huidige internasionale ontwikkelingsparadigma wat die bevolking in die middelpunt van ontwikkeling plaas, synde die dryfveer en uiteindelijke bevooroordeelde van ontwikkeling. Die wedersydse wisselwerking tussen bevolking, ontwikkeling en die omgewing is dus onderliggend aan die benadering van hierdie beleid. Dit beteken dat dit 'n basiese uitgangspunt van die beleidsbenadering is dat bevolkingsvraagstukke veelfasettig is en dat pogings om dié vraagstukke in die konteks van die nasionale ontwikkelingstrategie te hanteer, multisektooraal moet wees.

Die voorgestelde rigting van die bevolkingsbeleid is in ooreenstemming met die benadering en aanbevelings wat deur die Verenigde Nasies se Internasionale Konferensie oor Bevolking en Ontwikkeling, wat in September 1994 gehou is, voorgestaan is.

Die visie van die beleid beklemtoon die bereiking van 'n hoë en gelykwaardige lewenskwaliteit vir alle Suid-Afrikane. Die beleid vorm 'n integrale deel van die nasionale ontwikkelingstrategie. In hierdie sin is dit komplementêr tot die oorhoofse ontwikkelingstrategie en verwante intersektorale en sektorale beleide. Die doelstelling en doelwitte van die beleid fokus daarop om verandering in die determinante van die land se bevolkingstendense teweeg te bring, sodat hierdie tendense in ooreenstemming met die bereiking van volhoubare menslike ontwikkeling is.

'n Reeks strategieë is geïdentifiseer wat in werking gestel moet word om die doelwitte van die

beleid te bereik. Die strategieë voldoen aan die multisektorale aard van die bevolkingsbeleid; hulle is afgestem op programme wat deur verskeie staatsdepartemente geïmplementeer en deur die privaatsektor en organisasies in die burgerlike samelewing ondersteun moet word. Dit sluit strategieë in wat betrekking het op die beskikbaarheid van betroubare data, die versterking van vermoë om die onderlinge verhoudinge tussen bevolking, ontwikkeling en die omgewing te vertolk, en die doeltreffende gebruik van sodanige data en inligting om beleide te ontwikkel en programme te ontwerp, te implementeer en te monitor. Strategieë vir die vermindering van armoede, sterftes en ongewenste geboortes, die versekering van die volhoubaarheid van die omgewing, die bevordering van geslagsgelykwaardigheid en die skep van opleidings- en ekonomiese geleenthede is ook noodsaaklik om die doelwitte van die beleid te bereik. Strategieë om voldoende voorsiening te maak vir binnelandse en internasionale migrasievloei en om die deelname van die burgerlike samelewing in alle aspekte van die implementering van die beleid te bevorder, is eweneens belangrik.

Die implementering van die beleid sal die verantwoordelikheid van die regering as geheel op alle vlakke en in alle sektore, van die privaatsektor, van die burgerlike samelewing en van alle Suid-Afrikaners wees. Dit is weens die veelfaset-aard van bevolkingskwessies en die faktore wat dit beïnvloed. Bevolkingseenhede op nasionale en provinsiale vlak wat verbonde is aan die departemente verantwoordelik vir die welsynsfunksie sal herstruktureer word om 'n fasiliterende en ondersteunende rol in die implementering van die beleid te speel. Hulle werksaamhede sal die volgende insluit: die bevordering van voorspraak vir bevolkings- en verwante ontwikkelingsaangeleenthede; ondersteuning van staatsdepartemente om die bevolkingsbeleid met betrekking tot hulle terreine van verantwoordelikheid te vertolk; die ontleding en vertolking van bevolkingsdinamika; opdraggewing vir navorsing oor die onderlinge verhoudinge tussen bevolking en ontwikkeling; die verspreiding van bevolkingsinligting as grondslag vir beleidsontwerp en programmering, en die monitering en evaluering van die implementering van bevolkingsbeleid.

Die ontwerp en implementering van ingrepe wat sal lei tot die bereiking van die doelwitte van die beleid sal deur tersaaklike staatsdepartemente op alle vlakke en in alle sektore onderneem word. Baie van die programme wat nodig is om die strategieë doeltreffend te implementeer, word alreeds deur verskeie staatsdepartemente op nasionale en provinsiale vlak beplan of geïmplementeer. Dit kan egter nodig wees om bestaande en toekomstige ontwikkelingsprogramme te oriënteer of te heroriënteer ten gunste van die bereiking van die doelwitte van die beleid.

DEEL EEN

INLEIDING

1.1 DIE ONDERLINGE VERHOUDINGS TUSSEN BEVOLKING, ONTWIKKELING EN DIE OMGEWING

Daar is 'n ingewikkelde verhouding tussen bevolking¹, ontwikkeling en die omgewing, wat dikwels nie maklik opgemerk word nie. Daar is toenemende erkenning van hierdie verhoudings, wat gelei het tot verskillende ontwikkelingsparadigmas wat met verloop van tyd al meer aanhang geniet. Die fokus van die huidige paradigma is "volhoubare mensontwikkeling". Dit beteken dat die bevolking in die middelpunt van alle ontwikkeling geplaas word. Die bevolking word beskou as die dryfveer en uiteindelijke bevoordeelde van ontwikkeling. "Volhoubare mensontwikkeling" beskou die ontwikkelingsuitdaging in terme van voorsiening in die behoeftes van die huidige geslag en die verbetering van hul lewenskwaliteit sonder om die omgewing te vernietig of nie-hernubare natuurlike hulpbronne uit te put ten einde te voorkom dat die vermoë van toekomstige geslagte om in hul eie behoeftes te voorsien, in gevaar gestel word.

Daar was onlangs internasionaal 'n aantal fundamentele veranderinge in die beskouing en rol van ontwikkeling, met 'n gepaardgaande verskuiwing in fokus na volhoubare mensgerigte ontwikkeling. Ontwikkeling word nou beskou as " 'n proses waardeur mense se keuses verbreed word". Die basiese oogmerk is die daarstelling van " 'n instaatstellende omgewing vir mense sodat hulle lang, gesonde en kreatiewe lewens kan geniet".

Die rol van bevolking in ontwikkeling binne hierdie paradigma word vervat in die program van optrede van die internasionale konferensie oor bevolking en ontwikkeling, waaroor die internasionale gemeenskap (insluitende Suid-Afrika) in 1994 ooreengekom het. Hierdie program van optrede onderskryf 'n nuwe strategie vir ontwikkeling wat die wedersydse verhoudinge tussen bevolking, ontwikkeling en die omgewing beklemtoon. Dit fokus op voorsiening in die behoeftes van individue in plaas van op die bereiking van demografiese doelwitte. Van die oogmerke en aanbevole aksies is die volgende:

- Die noodsaaklikheid om bevolkingsaangeleenthede ten volle in alle ontwikkelingstrategieë, -beplanning, besluitneming en hulpbrontoewysings op alle vlakke te integreer, met die doel om in die behoeftes van huidige en toekomstige geslagte te voorsien en hul lewenskwaliteit te verbeter;
- om maatskaplike geregtigheid te bevorder en armoede uit te roei;
- om toepaslike bevolkings- en ontwikkelingsbeleide en -programme te aanvaar binne die konteks van programme wat daarop gerig is om volhoubare ontwikkeling te bewerkstellig; en
- om nie-volhoubare verbruiks- en produksiepatrone en die negatiewe impak van

¹ Tegniesse konsepte wat in die Witskrif voorkom, word in die afdeling **KONSEPTE WAT IN DIE WITSKRIF VOORKOM** beskryf - kyk bladsy 66.

demografiese faktore op die omgewing te verminder.

Die Program van Optrede beklemtoon ook:

- Geslagsgelykheid;
- die gelykheid en bemagtiging van vroue as 'n belangrike doel op sigself en as noodsaaklik vir die bereiking van volhoubare ontwikkeling;
- verbetering van onderwys- en gesondheidstoestande;
- bevordering van reprodktiewe gesondheid en reprodktiewe regte;
- ondersteuning van die gesin en die bydra tot sy stabiliteit as die basiese eenheid van die samelewing;
- bevordering van 'n meer gebalanseerde verspreiding van die bevolking in lande en die vermindering van die rol van verskeie stootfaktore waar hulle met migrasiepatrone verband het; en
- daarstelling van feitelike basisse vir begrip en antiserping van die verhoudinge tussen bevolking, sosio-ekonomiese en omgewingsveranderlikes, en vir die verbetering van programontwikkeling, -implementering, -monitering en -evaluering.

Die bevolkingsituasie is hoofsaaklik die gevolg van vorige en huidige aspekte van die interaksie tussen ontwikkeling en omgewingsveranderlikes. Ontwikkeling beïnvloed bevolking en die omgewing. Lae vlakke van sosio-ekonomiese ontwikkeling ('n uitvloeisel van armoede) word tipies gekenmerk en voortgesit deur hoë koerse van fertiliteit, mortaliteit en bevolkingsgroei. Veranderinge in verskeie ontwikkelingsindikatore het 'n direkte uitwerking op bevolkingstendense. Stygende vlakke van inkomste, onderwys en die bemagtiging van vroue word byvoorbeeld positief geassosieer met beter gesondheid en dalende fertiliteits- en mortaliteitskoerse, en dikwels ook met migrasie van landelike gebiede af. Sommige patrone van ekonomiese produksie verlaag die kwaliteit van die omgewing, terwyl ander dit verhoog. Ongereguleerde industriële produksie kan byvoorbeeld tot lug- en waterbesoedeling lei. Ook bevolkingsdruk kan die omgewing beïnvloed. Druk op ekologies sensitiewe gebiede kan byvoorbeeld omgewingsagteruitgang vererger en die ekosisteem ontwrig.

'n Land se bevolkingsituasie beïnvloed ook sy ontwikkelingsmoontlikhede en die kwaliteit van die omgewing. Hoë bevolkingsgroei plaas byvoorbeeld toenemende druk op die regering om dienste te voorsien wat huidige lewenstandaarde nie slegs in stand sal hou nie, maar ook sal verbeter. Wanneer die koers van bevolkingstoename veel hoër is as wat 'n land kan hanteer, gesien die beskikbaarheid van hulpbronne, sal die lewenskwaliteit afneem. Hoe jeugdig die bevolking, hoe groter is die deel van 'n volk se hulpbronne wat in die voorsiening van dienste (byvoorbeeld onderwys en gesondheid) vir die afhanklike bevolking belê sal moet word, om sodoende die hulpbronne wat onmiddellik vir die stimulering van ekonomiese groei in die korttermyn beskikbaar is, te verminder. 'n Disproporsionele jong bevolking sal verder verseker dat die bevolking in die toekoms sal toeneem. Wanneer die bevolking dwarsdeur die land yl verspreid is, is dit duurder om maatskaplike dienste en infrastruktuur beskikbaar te stel as wanneer dit in stedelike gebiede gekonsentreerd is.

As gevolg van die noue onderlinge verhoudinge tussen bevolking, ontwikkeling en die omgewing, word baie bevolkingsveranderlikes tans as indikatore van die ontwikkelingstatus van 'n land of geografiese gebied gebruik. Net so weerspieël ander aanwysers van ontwikkeling die bevolkingsituasie van 'n land. As gevolg van die verbeterde begrip van hierdie verhoudinge is dit die plig van die regering om die verhoudinge in ag te neem wanneer

geografiese gebied gebruik. Net so weerspieël ander aanwysers van ontwikkeling die bevolkingsituasie van 'n land. As gevolg van die verbeterde begrip van hierdie verhoudinge is dit die plig van die regering om die verhoudinge in ag te neem wanneer ontwikkelingsprogramme ontwerp, geïmplementeer en gemoniteer word. Aanbevelings deur verskeie internasionale forums is 'n verdere aansporing. Die mees onlangse van hierdie internasionale dokumente is die rio-verklaring oor omgewing en ontwikkeling, die program van optrede van die internasionale konferensie oor bevolking en ontwikkeling, die wêreldberaad oor maatskaplike ontwikkeling, en die platform van optrede van die vierde wêreldkonferensie oor vroue en ontwikkeling. Van die aanbevelings wat hierdie forums in gemeen het, is dat "bevolkingsaangeleenthede in die formulering, implementering, monitering en evaluering van alle beleide en programme betreffende volhoubare ontwikkeling geïntegreer moet word." Voorts moet die raamwerk van bevolkingsbeleide ontwerp en bedink word as 'n integrale komponent van ontwikkelingsbeleide en -strategieë, en nie as 'n plaasvervanger daarvoor nie.

1.2 HOEKOM SUID-AFRIKA 'N DUIDELIKE BEVOLKINGSBELEID NODIG HET

Suid-Afrika benodig 'n duidelike, omvattende en multisektorale bevolkingsbeleid as 'n integrale komponent van strategieë vir die vermindering van vorige ongelykhede, terwyl dit die lewenskwaliteit van die hele bevolking verhoog. Vorige beleide, veral met betrekking tot die demografiese prosesse van fertiliteit, mortaliteit en migrasie, het vele tekortkominge gehad. Hulle was in die apartheidsideologie geanker en het gefokus op -

- Die gedwonge en/of beperkte beweging en hervestiging van veral swartes²;
- vermindering van die land se bevolkingsgroeikoers deur die verlaging van die fertiliteit van die bevolking, hoofsaaklik deur die voorsiening van kontraseptiewe dienste en dikwels op gedwonge wyse;
- demografiese eerder as menslike ontwikkelingsteikens;
- beperking van die toegang van swartes tot onderwys- en werksgeleenthede; ensovoorts.

Vorige beleide is ook gebaseer op foutiewe aannames oor die wye reeks determinante van demografiese prosesse, byvoorbeeld dat armoede die gevolg is van 'n hoë bevolkingsgroeikoers in plaas daarvan dat die wedersydse verhoudings tussen die twee verskynsels erken word. Ontwikkelingsplanne het die meerderheid van die bevolking grootliks uitgesluit.

Data en ander pertinente inligting oor bevolking en menslike ontwikkeling was wel beskikbaar maar óf onvolledig óf gebrekkig in vele opsigte. Gevolglik was die kennisbasis oor die bevolking en oor die verhoudings tussen bevolking en ontwikkeling onvoldoende. Hoewel bevolkingsdata gebruik is in die formulering van baie sektorale en intersektorale ontwikkelingsplanne en -programme, is dit gewoonlik nie stelselmatig vir die hele bevolking gedoen nie.

² Verwys asseblief na die afdeling **KONSEPTE WAT IN DIE WITSKRIF VOORKOM** op bladsy 66 vir 'n verduideliking van die gebruik van rasseklassifikasies.

geïmplementeer kan word. Meganismes vir koördinerings en samewerking is óf swak óf ondoeltreffend. Hierdie gebrek aan doeltreffende koördinerings en samewerking het tot gevolg gehad dat programingrepe nóg realisties nóg pragmaties was.

'n Ontleding van die bevolking- en menslike ontwikkelingsituasie in Suid-Afrika toon dat daar 'n aantal bevolkingsaangeleenthede is wat hanteer moet word binne die konteks van verskeie ontwikkelingsprogramme en -strategieë. Sommige van hierdie aangeleenthede verteenwoordig ernstige struikelblokke in die verbetering van die lewenskwaliteit van die bevolking, en moet dus opgelos word.

Die Heropbou- en Ontwikkelingsprogram (HOP) maak tans die land se oorhoofse beplanningsraamwerk uit. Dit is 'n geïntegreerde, samehangende sosio-ekonomiese beleidsraamwerk wat die onderskeie interafhanklike programme uiteensit wat nodig is om die vele maatskaplike en ekonomiese probleme wat die land in die gesig staar op 'n omvattende en holistiese wyse te hanteer. Die belangrikste programme van die HOP fokus op voorsiening in basiese behoeftes, die ontwikkeling van menslike hulpbronne, demokratisering van die staat en die samelewing, en die opbou van die ekonomie. Die behoefte aan data oor die bevolking wat nodig is vir die formulering en implementering van pragmatiese en realistiese ingrepe vir die bereiking van die doelwitte van die HOP en voortgesette monitering en evaluering daarvan, word besef. Hierdie data verg egter verdere uitbouing om die HOP 'n meer effektiewe instrument vir die bereiking van die regering se doelwitte in die post-apartheidsera te maak.

Daar is dus 'n behoefte aan 'n nuwe beleidsraamwerk vir die hantering van bevolkingsaangeleenthede ten einde gelyke en volhoubare ontwikkeling moontlik te maak. Bykomend tot die verwydering van die leemtes in vorige beleide en die vulling van gapings in die HOP, behoort so 'n beleidsraamwerk ook voordeel te trek uit tersaaklike internasionale ondervinding.

1.3 DIE PROSES VAN DIE ONTWIKKELING VAN DIE NASIONALE BEVOLKINGSBELEID

In Junie 1994 het die Regering van Nasionale Eenheid 'n proses geïnisieer om die bevolkingsbeleid wat gedurende die apartheidsera aanvaar is, sowel as die funksies van die bevolkingseenhede op nasionale en provinsiale vlakke, te hersien. Hierdie hersiening is in 'n aantal fases onderneem. Samesprekings is met personeel van bevolkingseenhede en met bevolkingskundiges gehou ten einde die kernaangeleenthede wat hersien moes word, te identifiseer. 'n Kerngroep van nasionale konsultante en 'n breër werkgroep van lede van die bevolkingseenhede is daargestel om die hersiening te onderneem en 'n nuwe beleid voor te berei.

'n Dokument, getiteld **'n Groenskrif vir Openbare Bespreking: Bevolkingsbeleid vir Suid-Afrika?** is in April 1995 bekendgestel tydens 'n konferensie oor die formulering van 'n bevolkingsbeleid vir Suid-Afrika wat deur die Departement van Welsyn georganiseer is. 'n NRO-konferensie vir terugrapportering oor die Internasionale Konferensie oor Bevolking en Ontwikkeling en oor konsultasie oor bevolkingsbeleid is ook in April 1995 gehou. Die Groenskrif is tussen April en September 1995 wyd geadverteer (insluitende advertering op Internet). Skriftelike voorleggings van belanghebbende partye en die algemene publiek is versoek.

Hierbenewens het die bevolkingseenhede van werkwinkels in al die provinsies vir beide regeringsamptenare en verteenwoordigers die burgerlike samelewing gefasiliteer om 'n breë basis van konsensus oor nasionale bevolkingsprobleme en die wyse vir die hantering daarvan te bewerkstellig.

Altesaam 749 voorleggings oor die Groenskrif is van akademië, gemeenskapsgroepe, staatsdepartemente, die private sektor en nie-regeringsorganisasies ontvang. Die voorleggings is ontleed en 'n verslag oor die belangrikste bevindinge is deur die kerngroep opgestel en in Oktober 1995 aan die nasionale en provinsiale ministers wat vir die bevolkingsfunksie verantwoordelik is, voorgelê. Voorstelle is ook gemaak ten opsigte van die benadering wat met die bevolkingsbeleid gevolg moet word om die bevindinge van die voorleggings oor die Groenskrif te weerspieël.

Die menings wat in die voorleggings uitgespreek is, was dat 'n nuwe bevolkingsbeleid vir die land nodig was, en dat so 'n beleid -

- 'n Integrale deel van nasionale ontwikkelingstrategieë moet uitmaak;
- eerder die voorsiening van 'n breë spektrum van maatskaplike dienste as die bereiking van demografiese doelwitte as hoofdoel moet hê ten einde die lewenskwaliteit van die hele bevolking te verbeter;
- die daarstelling van effektiewe meganismes moet verseker vir die insameling, ontleding en interpretasie van demografiese en verwante sosio-ekonomiese data en die gebruik daarvan in beleidsformulerings-, beplannings-, programmerings-, moniterings- en evalueringsprosesse in verskeie sektore;
- die intervensies moet aantoon wat aandag verdien as deel van die implementering van spesifieke programme in sektorale departemente.

'n Konsepbesprekingsdokument oor die bevolkingsbeleid is daarna in Desember 1995 saamgestel. Tydens die opstel van die konsepbesprekingsdokument en die daaropvolgende hersiene weergawes is omvattende samesprekings gehou met alle relevante ministeries en departemente asook met demograwe en ander bevolkingskundiges, diegene verbonde aan nie-regeringsorganisasies en die Verenigde Nasies Bevolkingsfonds (UNFPA) en die Wêreldgesondheidsorganisasie. Die finale konsep van die Witskrif is in September 1996 aan die Minister vir Welsyn en Bevolkingsontwikkeling voorgelê.

DEEL TWEE

DIE SITUASIE BETREFFENDE BEVOLKING EN MENSLIKE ONTWIKKELING

2.1 DATA EN INLIGTING OOR BEVOLKING EN MENSLIKE ONTWIKKELING

'n Redelike hoeveelheid inligting is beskikbaar oor Suid-Afrika se bevolking en oor verskeie indikatore van menslike ontwikkeling in die land. Hierdie inligting is egter ongelukkig dikwels gebrekkig, veral ten opsigte van die kwaliteit, betroubaarheid, dekking en volledigheid daarvan. Die nut daarvan is dus beperk, veral met betrekking tot die akkurate evaluering van die bevolkings- en menslike ontwikkelingsituasie in die land, en die ontwikkeling, implementering, monitering en evaluering van ontwikkelingsplanne en -programme.

Hoewel elf bevolkingsensusse sedert 1904 gedoen is, was hul dekking beperk omdat sommige van die voormalige tuislande nie ingesluit was nie. Dit is veral die geval met die meer onlangse sensustellings. Ontoepaslike metodologieë is gebruik in die telling van bevolkings wat in informele nedersettings rondom groot stede woon. Die organisering van die sensusse was in vele opsigte swak en die kwaliteit van data wat ingesamel is, het baie tussen die onderskeie rassegroepe en provinsies verskil. Steekproefopnames wat in die voor-1994-periode gedoen is, het oor die algemeen nie die voormalige tuislande gedek nie. Die steekproefprosedures wat gevolg is, was bevooroordeel teen die informele nedersettings. Die dekkings- en volledigheidskoerse van die lewenstatistiekstelsel was nog altyd laag. Die stelsel het nie die hele land gedek nie en die registrasie van geboortes het ook nie in gesondheidsinstellings plaasgevind nie. Data oor internasionale migrasie is gebrekkig. Beduidende getalle mense het onwettig na Suid-Afrika geïmmigreer, terwyl baie mense wat die land verlaat hulself nie as emigrante verklaar nie. Hierbenewens is die mensehulpbronvermoëns vir die ontleding van bevolkings- en verwante data baie beperk, veral in staatsinstellings.

As gevolg van die gebreke hierbo genoem, is daar geen algemeen aanvaarde betroubare bevolkings- en sosio-ekonomiese data vir die hele land nie. Die ramings wat beskikbaar is, is grootliks dié deur nasionale instellings en/of internasionale agentskappe. Daar is min omvattende of betroubare ontledings van demografiese en sosio-ekonomiese tendense en van die onderlinge verhoudinge tussen bevolking en demografiese verskynsels in die land. Gevolglik is statistiek wat in hierdie dokument gebruik word en verduidelikings van hul vlakke, tendense en determinante gebaseer op die "beste" beskikbare inligting en moet dus as algemeen aanduidend beskou word.

Die datasituasie sal na verwagting in die nabye toekoms aansienlik verbeter wees aangesien die Regering deur middel van die Sentrale Statistiekdiens reeds maatreëls in werking gestel het wat daarop gemik is om vroeëre foute in die meganismes wat vir die insameling, ontleding en verspreiding van data gebruik is, reg te stel. 'n Stelsel van geïntegreerde huishoudingsopnames wat jaarliks uitgevoer moet word (die Oktober Huishoudingsopnamereekse) is in 1993 in werking gestel. 'n Nuwe Demografiese en Gesondheidsopname (DGO) sal in 1997 onderneem word en sal na verwagting met vyfjaartussenposes herhaal word. Die eerste na-apartheidsbevolkingsensus

wat die hele land sal dek, is vir 1996 geskeduleer.

2.2 DIE MENSLIKE ONTWIKKELINGSITUASIE

Met 'n Bruto Nasionale Produk (BNP) per capita van US\$2,980 en 'n Menslike Ontwikkelingsindeks van 0,649 in 1993, word Suid-Afrika geklassifiseer as 'n hoër-middelinkomsteland met 'n medium vlak van menslike ontwikkeling. Ekonomiese prestasie, soos gemeet aan die koers van ekonomiese groei, het egter die afgelope dekade gefluktueer. Hierbenewens is die vlak van menslike ontwikkeling vir die meerderheid van die bevolking laag. Syfers oor die nasionale vlak verberg groot verskille in die lewenskwaliiteit van die onderskeie subgroepe van die bevolking, veral dié wat deur ras en geslag geïdentifiseer is, en in verskeie geografiese streke. Hierdie verskille is hoofsaaklik te wyte aan die apartheidstelsel van die regering wat strukturele ongelykhede bevorder het betreffende toegang tot basiese dienste en geleenthede om by te dra tot en voordeel te trek uit die ekonomie.

Die ekonomiese groei koers het gedurende die afgelope tien jaar tussen 4,2 persent en -2,2 persent gefluktueer. Skattings wat deur die Wêreldbank gedoen is, dui daarop dat die gemiddelde jaarlikse groei koers van die BNP van 3,2 persent vir die tydperk 1970-80 tot 0,9 persent vir die tydperk 1980-93 afgeneem het. Met 'n gemiddelde jaarlikse bevolkingsgroei koers van meer as 2,0 persent regdeur hierdie tydperke (2,6 persent in 1970-80; 2,4 persent in 1980-93), is 'n negatiewe gemiddelde jaarlikse groei koers van -0,2 persent in die BNP per capita vir die tydperk 1980-93 geraam. Hierdie syfers dui op 'n afname in plaas van 'n verbetering van die lewenstandaard in die onlangse verlede. Met bestaande ongelykhede van toegang tot hulpbronne, was hierdie afnames waarskynlik meer akuut gevoel deur die minderbevoorregte subgroepe van die bevolking, wat die meerderheid uitmaak. Onlangse groei koerse het egter tot 2,7 persent in 1994 en 3,3 persent in 1995 toegeneem.

Die aard van sowel ekonomiese ontwikkeling as bevolkingsvestiging is nie-volhoubaar. Industriële produksiepatrone plaas druk op die omgewing deur lug- en waterbesoedeling. Die feit dat 1,5 miljoen huishoudings op landbouproduksie aangewese is, het, in die konteks van gedwonge verskuiwings na die tuislande, gelei tot oorbeweidings, oorbewoning en erosie in baie gebiede wat alreeds gekenmerk was deur swak gehalte grond en lae reënval. Omgewingsagteruitgang is vererger deur ontbossing omdat daar onvoldoende energiebronne vir hierdie bevolkings is. Water is oor die algemeen skaars. Vyf-en-sestig persent van die land het 'n jaarlikse reënval van minder as 500 millimeter. Grondwater is beperk. Gevolglik is internasionale verdrae oor wateroordragte met buurlande gesluit. Die vraag na water vir landboubesproeiing, munisipale en huishoudelike gebruik, bosbou, die nywerheid, kragopwekking en natuurbewaring verhoog baie vinnig. Verdere druk op die omgewing word veroorsaak deur 'n gebrek aan sanitasiegeriewe en afvalverwyderingsdienste in baie landelike en stedelike gebiede.

Sommige belangrike indikatore vir lewenskwaliiteit soos infantiele mortaliteit en lewensverwagting by geboorte is relatief hoog gemeet aan Afrikastandaarde, naamlik 'n geraamde 41 per 1000 lewende geboortes en 64 jaar, onderskeidelik. Die volwassene-geletterdheidsyfer word geraam op 81 persent (1993). Die gesamentlike inskrywingsyfer op die eerste, tweede en derde vlakke van onderwys word op 78 persent geraam (1993). Kontraseptiewe gebruik is hoog teen 60 persent (1994).

In werklikheid is die relatiewe vlakke van menslike ontwikkeling egter veel laer vir die meerderheid Suid-Afrikaners as wat deur die bostaande nasionale aggregeerindikatore weerspieël word. Suid-Afrika se geskiedenis word gekenmerk deur kolonialisasie, rassisme, apartheid, seksisme en onderdrukkende wette. Hierdie geskiedenis het 'n verdeelde samelewing geskep wat versterk en in stand gehou is deur 'n stelsel van afsonderlike en ongelyke ontwikkeling en deur segregasie in byna alle sferes van sosiale, ekonomiese, politieke en kulturele lewe. Een gedeelte van die samelewing word gekenmerk deur buitengewone rykdom, met hoë vlakke van verbruik, menslike ontwikkeling en die voorreg van fundamentele menseregte. Die grootste gedeelte van die samelewing word egter gekenmerk deur absolute armoede, plakkery, en beperkte toegang tot basiese maatskaplike en ekonomiese dienste. In die afwesigheid van demokrasie, is fundamentele menseregte (insluitende die voorreg van volle burgerskapregte) eers in 1994 aan die meerderheid van die bevolking toegestaan.

Die land het een van die mees verwronge inkomsteverspreidingsprofiële ter wêreld (soos weerspieël deur 'n Gini-koëffisiënt van 0,65). Swartmense verdien gemiddeld 13 persent van die inkomste wat witmense verdien, en Asiërs en kleurlinge onderskeidelik 40 persent en 27 persent daarvan. 'n Geraamde 45 persent van die bevolking leef in armoede. Byna al die armes is swartmense wat óf in landelike gebiede óf in stedelike agterbuurte of plakkergebiede woon. Die werkloosheidskoers word op 40 persent vir die hele land geraam. Werkloosheid is veral hoog onder swartmense, jongmense en vroue. Met 'n geraamde gemiddelde arbeidsmaggroei koers van 7,7 persent per jaar vir die tydperk 1993 tot die jaar 2000, sal werkloosheid na verwagting toeneem tensy die ekonomiese groei koers ten minste verdubbel en op so 'n wyse dat werkgeleenthede geskep word. Die geletterdheidsvlakke van swartmense word op 45,3 persent geraam, vergeleke met 96,4 persent vir witmense.

Verdere druk op die omgewing kom voor as gevolg van die groot verskille in verbruikerspatrone binne die totale bevolking. Slegs 27 persent van die bevolking het lopende water in of naby hul huise. 'n Groot uitdaging word deur waterhulpbronbestuur in die gesig gestaar indien daar aan die totale bevolking se behoeftes vir veilige en toeganklike watervoorsiening voldoen moet word, gesien die algemeen beperkte beskikbaarheid van water, die groeiende bevolking en die groot verskilsyfers in verbruik. Slegs 34,1 persent van swartmense het spoeltoilette in hul huise.

Geslagsongelykhede bestaan ten opsigte van talle indikatore van menslike ontwikkeling. Hierdie ongelykhede weerspieël die algemene lae status van vroue. Hoewel inskrywingsyfers op primêre, sekondêre en tersiêre onderwysvlakke na raming ietwat hoër vir vroue (79,6 persent) as vir mans (77,1 persent) is, en volwassene-geletterdheidsyfers byna gelyk is (80,8 persent vir vroue; 81,3 persent vir mans), is die inkomste-aandeel van vroue slegs 30,5 persent van die totale inkomste. Hierdie syfers weerspieël vroue se laer arbeidsmagdeelname en dui daarop dat vroue merendeels in laagbesoldigde werk in diens is. Vroue is onderverteenvoortwoordig in die besluitnemingstrukture van sowel die owerheid as die private sektor. Hulle beklee slegs 23,7 persent van die setels in die parlement, en maak slegs 17,4 persent van administrateurs en bestuurders uit. Die moedersterftesyfer van 230 per 100 000 geboortes weerspieël die swak reprodusiewegesondheidstatus van vroue. Die voorkoms van geweld teen vroue is hoog, met 'n gemiddeld van een verkragting elke 83 sekondes. Hoewel die Grondwet gelykheid tussen die geslagte op alle lewenssterreine waarborg, diskrimineer baie administratiewe en kulturele praktyke steeds teen vroue. Hierbenewens kan vroue weens hul swaar huishoudelike en werksladings gewoonlik nie voordeel trek uit sulke lewensverrykende geleenthede soos politiek, onderwys, gemeenskapsbetrokkenheid of ontspanning nie. Huishoudings met vroue aan die hoof is veral minder bevoorreg; hul gemiddelde inkomste is ongeveer die helfte van dié van huishoudings met

mans aan die hoof (R1 141 en R2 089 onderskeidelik). Gevolglik leef 'n groter gedeelte van die eersgenoemde tipe huishoudings in armoede.

2.3 DEMOGRAFIESE KONTEKS

Die Suid-Afrikaanse bevolkingsituasie word gekenmerk deur:

- Relatief hoë maar dalende fertiliteits- en bevolkingsgroeikoerse (vergeleke met ontwikkelde maar nie met ontwikkelende lande nie);
- lae algehele (maar hoë infantiele en moeder-) sterftesyfer;
- 'n jeugdige ouderdomstruktuur met 'n sekere mate van ingeboude momentum vir toekomstige toenames in bevolkingsgrootte (selfs al sou die groeikoerse voortgaan om in die onmiddellike toekoms te daal);
- 'n hoë afhanklikheidskoerse;
- hoë immigrasiekoerse;
- 'n hoë koerse van verstedeliking in verhouding tot die voorsiening van infrastruktuur en dienste; en
- groot konsentrasies van bevolking in landelike gebiede sonder 'n produktiewe basis, infrastruktuur of dienste.

Daar is merkbare verskille in die demografiese parameters tussen subgroepe van die bevolking, meesal as gevolg van soortgelyke verskille in die vlak van menslike ontwikkeling, wat aan vorige patrone van ontwikkeling in die land toegeskryf kan word.

2.3.1 BEVOLKINGSGROOTTE EN GROEIKOERS

Verskeie ramings skat die bevolkingsgrootte van Suid-Afrika op tussen 40 en 43,5 miljoen in 1995. Projeksijs wat deur die Verenigde Nasies gedoen is, dui daarop dat die bevolkingsgrootte teen die jaar 2000 tot 46,3 miljoen en teen die jaar 2010 tot 56,4 miljoen kan toeneem.

Die gemiddelde groeikoerse van die bevolking is tans 'n geraamde 2,17 persent per jaar, wat afgeneem het vanaf ongeveer 2,26 persent per jaar in die 1990-95 tydperk en vanaf 2,6 persent per jaar in die 1965-75 tydperk. Projeksijs dui daarop dat die bevolkingsgroeikoerse verder sal afneem tot ongeveer 1,99 persent per jaar in die 2000-2010 tydperk. Teen die huidige groeikoerse sal die land se bevolkingsgrootte in die volgende 32 jaar verdubbel.

2.3.2 OUDERDOM-, GESLAG- EN RASSESAMESTELLING

Ongeveer vier uit elke tien Suid-Afrikaners (37,3 persent) is onder die ouderdom van 15 jaar, 58,3 persent is tussen 15 en 65 jaar, terwyl 4,4 persent 65 jaar en ouer is. Die bevolking is relatief jonk, met 'n gevolglike ingeboude momentum vir toekomstige toenames in die totale grootte van die bevolking. Die afhanklikheidskoerse is hoog op 72 per 100 persone in die ekonomies aktiewe ouderdomsgroep (15-64 jaar). Hierdie hoë afhanklikheidskoerse is te wyte aan die groot getal afhanklike kinders wat deur die ekonomies aktiewe bevolking onderhou moet word. Die afhanklikheidslas is hoër as wat dit met die eerste oogopslag blyk omdat 'n groot persentasie mense in die ekonomies aktiewe ouderdomsgroepe óf werkloos is (geraam op 40 persent) óf nie aktief in die ekonomiese aktiwiteite van die land betrokke is nie.

Die geslagsverhouding (mans per 100 vroue) word geraam op 98,9 maar varieer aansienlik tussen provinsies en landelike en stedelike omgewings as gevolg van vorige patrone van binnelandse migrasie. Aangesien landelike en stedelike migrasie in die land hoofsaaklik volwasse mans in hul ekonomies mees produktiewe jare geraak het, is daar 'n oorwig van vroue (asook kinders en bejaardes) in die landelike gebiede en in die ekonomies minder ontwikkelde provinsies, en 'n oorwig van mans in die ekonomies aktiewe ouderdomsgroepe in die stedelike gebiede en meer geïndustrialiseerde provinsies. Byvoorbeeld, geslagsverhoudings in die ekonomies aktiewe ouderdomsgroepe is meer as 120 in die Gauteng-, Vrystaat- en Noord-Wesprovinsies, terwyl die verhouding so laag as 60 in die Noordelike en Oos-Kaapprovinsies is.

Swartmense maak meer as driekwart van die bevolking (77,5 persent) uit, witmense 12,1 persent, terwyl kleurlinge en Asiërs 8,1 persent en 2,3 persent, onderskeidelik, van die bevolking uitmaak.

2.3.3 FERTILITEIT

Die gewone geboortesifer (GGS) word op 31,2 per 1000 vir die 1985-90 tydperk geraam, wat minder is as die 37,2 per 1000 vir die 1970-75 tydperk. Die beraamings vir die totale fertiliteitsifer (TFS) wissel tussen 3,9 en 4,09. Die fertiliteitstruktuur word gekenmerk deur 'n hoë voorkoms van hoërisiko-kinderbaring. Tieners en vroue ouer as 35 jaar was verantwoordelik vir onderskeidelik 15 en 16 persent van geboortes in 1993. Daar is 'n aansienlike gaping tussen gewenste en werklike gesinsgroottes, wat daarop dui dat baie pare nie in staat is om hul gewenste gesinsgrootte te bereik nie. Die kontraseptiewe gebruiksyfer is hoog op 'n geskatte 60 persent (vir getroude vroue in 1994). Die ouderdom tydens 'n eerste huwelik is aan die verhoog. Die tipiese negatiewe korrelasie tussen ouderdom tydens 'n eerste huwelik en fertiliteitsvlak geld egter blykbaar nie in Suid-Afrika nie. Dit wil voorkom asof die huwelik nie meer 'n sosiale vereiste is om kinders te hê nie.

Daar is beduidende verskille tussen die fertiliteitsifers van die onderskeie subgroepe van die bevolking, wat in werklikheid die verskille in die vlakke van menslike ontwikkeling asook die verskille in kulturele waardes wat daar aan kinders geheg word, weerspieël. Die geraamde fertiliteitsifer van 1,5 vir die wit bevolking is minder as 'n derde van die geraamde TFS vir swartmense (4,3), en laer as die geraamde TFS'e van 2,2 en 2,3 vir Asiërs en kleurlinge onderskeidelik. Die omvang (en koers) van afname in fertiliteit varieer ook tussen bevolkingsgroepe; dit is die laagste vir swartmense en die hoogste vir kleurlinge, veral sedert die middel van die 1960's. TFS'e is hoër in landelike as in stedelike gebiede en in die minder ontwikkelde provinsies (veral dié waarin die gewese tuislande geleë is), vergeleke met die meer ontwikkelde provinsies. Die kontraseptiewe gebruiksyfer is die hoogste by witmense (81 persent in 1994) en die laagste by swartmense (55 persent in 1994). Dit is ook hoër in metropolitaanse as in landelike gebiede. Daar is 'n positiewe korrelasie tussen kontraseptiewe gebruik en die onderwysvlak van vroue. Die tienergeboortesifer is aan die styg vir die swart bevolking, veral sedert 1980, maar is aan die afneem vir die ander bevolkingsgroepe. Voorkeurgesinsgroottes is ook veel kleiner in stedelike gebiede en by jonger vroue.

2.3.4 MORTALITEIT

Net soos fertiliteit, neem die mortaliteitsifer in Suid-Afrika algaande af, wat aanleiding gee tot 'n toename in die lewensverwagting by geboorte. Die gewone sterftesyfer (GSS) word geraam op 9,4 per 1000 persone in 1994, wat laer is as 14 per 1000 persone in 1970. Die infantiele sterftesyfer (ISS), 'n belangrike aanwyser van lewenskwaliteit en ontwikkelingsvlak van die

bevolking, is op 41 per 1000 lewende geboortes in 1994 geraam, wat minder as die helfte van die syfer van 89 per 1000 lewende geboortes in 1960 is. Die sterftesyfer vir kinders onder 5 jaar is op 68 per 1000 in 1994 geraam. Gevolglik het lewensverwagting by geboorte van 'n geraamde 49 jaar vir albei geslagte in 1960 tot 64 jaar in 1994 toegeneem. Die moedersterftesyfer, 'n belangrike indikator van die reprodktiewe gesondheid en sosio-ekonomiese status van vroue, is op 'n hoë 230 per 100 000 geboortes in 1993 geraam.

Daar is 'n aantal onderskeibare (hoewel nie eienaardige) kenmerke van die struktuur en patroon van mortaliteit in die land. Die vlak van premature volwassene-mortaliteit is hoog. In 1985 is daar geraam dat 38 en 25 persent van vyftienjarige mans en vrouens, onderskeidelik, waarskynlik voor die ouderdom van 60 jaar sal sterf, hoofsaaklik as gevolg van faktore wat met lewenstyl verband hou, insluitende die relatief hoë voorkoms van misdaad. Die voorkoms van premature sterftes as gevolg van VIGS is tans laag maar sal in die toekoms waarskynlik beduidend toeneem. Ongeveer 15 persent van alle sterftes is nie aan natuurlike oorsake toe te skryf nie. Die primêre oorsake van onnatuurlike sterftes is gewelddadige misdaad (wat die oorsaak van 50 persent van alle onnatuurlike sterftes is: 59 persent en 44 persent vir mans en vroue onderskeidelik) en motorongelukke, wat die oorsaak van 13 persent van die onnatuurlike sterftes is, hoofsaaklik van voetgangers.

Daar is ook beduidende verskille in die indikatore vir mortaliteit tussen die onderskeie sub-groepe van die bevolking, wat weer eens die verskille en vorige ongelykhede in die toegang tot dienste, die lewenskwaliteit, en dus die vlak van menslike ontwikkeling weerspieël. Die infantiele sterftesyfer van 49 per 1000 lewende geboortes by die swart bevolking is ses maal die syfer van 8,3 en 9 by die wit en Asiërbevolking, onderskeidelik, en dubbel die syfer vir kleurlinge, vir wie die syfer 23 is. Lewensverwagting by geboorte is nege jaar hoër vir witmense as vir swartmense, en ses jaar hoër vir vroue as vir mans (66,3 en 60,3 jaar, onderskeidelik, in 1993). Lewensverwagting is ook laer in die minder ontwikkelde provinsies. Die omvang en koers van die afname van die infantiele sterftesyfer in die onlangse verlede was egter hoër by swartmense en kleurlinge as by ander bevolkingsgroepe, by wie die vlakke in die verlede veel laer was.

2.3.5 MIGRASIE, VERSTEDELIKING EN RUIMTELIKE VERSPREIDING VAN DIE BEVOLKING

2.3.5.1 Binnelandse migrasie

Die koers van binnelandse migrasie in die land is baie hoog, hoewel die omvang nie presies bekend is nie. Die belangrikste onderliggende faktore vir die hoë koers van binnelandse migrasie is die gedwonge verskuiwings van swartmense vanaf kommersiële plase na die tuislande vanaf die 1960's af tot die vroeë 1990's, asook die voortgesette trekarbeidstelsel. Laasgenoemde was tradisioneel gerig op liggaamlik geskikte persone, hoofsaaklik mans, vanaf die ekonomies minder ontwikkelde provinsies en landelike gebiede na die industriële en stedelike sentra op soek na werk en ander geleenthede vir 'n beter lewe. Hierbenewens is daar 'n beduidende beweging van mense tussen die landelike en stedelike gebiede, soms vir lang tydperke. Kinders en ouer persone word dikwels vanaf stede en dorpe na landelike gebiede gestuur vir versorging en skoling. Die nuwe sosio-politieke omgewing in die land kan gepaard gaan met toenemende migrasie na die stedelike gebiede. Die migrasiepatroon in die land, veral in die verlede, het ernstige gevolge vir die ouderdom- en geslagstruktuur van die bevolking gehad, asook negatiewe gevolge vir maatskaplike saamhorigheid en gesinstabiliteit.

Behalwe in KwaZulu/Natal en sekere dele van Gauteng, dui beskikbare inligting daarop dat daar relatief min persone in die land is wat as gevolg van geweld ontwortel is.

2.3.5.2 Verstedeliking

Landelike-na-stedelike migrasie tesame met die natuurlike toename van die bevolking in die stedelike gebiede, het die vlak van verstedeliking in die land verhoog. Na raming woon 53 persent van die bevolking in formele stedelike gebiede (geproklameerde dorpe met 'n vorm van plaaslike owerheid), wat effens hoër is as die 47 persent in 1960. Insluiting van die bevolking wat woon in gebiede aangrensend tot formele dorpe (soos informele vestigingsgebiede) en in ander vestigings van meer as 5 000 mense wat nog nie dorpstatus verkry het nie, verhoog die funksionele verstedelikingsvlak tot 'n geraamde 58 persent. 'n Groot meerderheid (70,1 persent) van die stedelike bevolking is in die vier metropolitaanse sentra gekonsentreerd; 14,8 persent woon in groot dorpe en 15,1 persent in klein dorpe. Vier-vyfdes (79,3 persent) van die landelike bevolking woon in die voormalige tuislande, terwyl een-vyfde (20,7 persent) in kommersiële landbougebiede woon.

2.3.5.3 Internasionale migrasie

As gevolg van die bevordering van die vestigingsprogram met betrekking tot witmense gedurende die koloniale en apartheidsera, het groot getalle persone (hoofsaaklik vanaf Europa, die Verenigde State, Kanada en Australië) na Suid-Afrika geïmmigreer. Die getal immigrante van ander lande af (hoofsaaklik van naburige Afrika-lande) is ook hoog as gevolg van die kontrakarbeidstelsel (hoewel kontrakarbeiders hulle nooit permanent gevestig het nie), asook, meer onlangs, onwettige immigrasie. Daar word gewoonlik nie nasionale statistiek oor kontrakarbeiders bygehou nie. Daar is geen betroubare beramings van onwettige immigrante nie, hoewel hul getalle vermoedelik hoog is. Na raming is die getal vlugteling in die land hoog, hoewel daar weer eens geen betroubare beramings beskikbaar is nie. Aan die ander kant is daar minder persone gedokumenteerd wat die land verlaat het. In die algemeen beskou was daar jaarliks sedert 1945 meer immigrante as emigrante.

Die Regering, met behulp van die Departement van Binnelandse Sake en die Verslag van die Arbeidsmarkkommissie, is tans besig met die hersiening van verskeie beleide betreffende die regulering van immigrasie na die land en die naturalisasie van immigrante van ander Afrika-lande af.

Geen omvattende hersiening van die uitwerking van immigrasie op die bevolkingstruktuur, ekonomie en die vraag na dienste in die land is nog onderneem nie.

2.4 VORIGE BELEIDS- EN BEPLANNINGSKONTEKSTE VIR BEVOLKING EN MENSLIKE ONTWIKKELING

Soos hierbo beskryf, het die eksplisiete en implisiete beleide wat in die verlede deur die regering aanvaar is, 'n uitwerking gehad op bevolkingsparameters (veral die demografiese prosesse) en op vorige stelsels van ontwikkelingsbeplanning en het die implementering van planne 'n belangrike rol gespeel om die land se bevolking en menslike ontwikkelingsituasie te bepaal en te vorm.

In 1974 is 'n nasionale gesinsbeplanningsprogram van stapel gestuur om toegang tot

kontraseptiewe dienste te bevorder ten einde die toename in die aanwaskoers van swartes te verminder. Terselfdertyd het die regering 'n toename in die wit bevolking aangemoedig deur immigrasiemaatreëls. Volgens die gesinsbeplanningsprogram is statiese en mobiele gesinsbeplanningsklinieke opgerig en kontraseptiewe middels gratis versprei. Die klinieke het onafhanklik van ander gesondheidsdienste, wat dikwels nie toeganklik en gratis was nie, gefunksioneer. Die program het gevolglik onder sterk druk gekom, beide as gevolg van die ideologiese fokus daarvan en die ontoereikendheid van die dienste. Teen die middel van die 1980's het die programbestuur homself van die demografiese fokus van die Bevolkingsontwikkelingsprogram gedistansieer. In plaas daarvan het die bestuur die gesondheidsvoordele van die program bevorder en begin om gesinsbeplanningsdienste by die ander primêre gesondheidsorgdienste te integreer.

Die regering het gedurende die vroeë 1980's besluit om 'n beleid te implementeer wat eksplisiet daarop gerig was om die nasionale bevolkingsgroeikoers te verlaag op grond daarvan dat die land se hulpbronne (veral water) nie kon voldoen aan die heersende hoë vlakke van bevolkingsgroei nie. Hierdie beleid was gebaseer op die aanbevelings van die 1983 Verslag van die Wetenskapkomitee van die Presidentsraad oor Demografiese Tendense in Suid-Afrika. Die Bevolkingsontwikkelingsprogram (BOP) is in 1984 van stapel gestuur om hierdie beleid te implementeer.

Die BOP het 'n demografiese mikpunt gestel om 'n totale fertiliteitsyfer van 2,1 teen die jaar 2010 te bereik ten einde die grootte van die bevolking teen die jaar 2100 op 80 miljoen te laat stabiliseer. Die fokus van die program was fertiliteitsverlaging deur middel van gesinsbeplanning. In die besef dat gesinsbeplanning alleen nie hierdie doelwit sou bereik nie, het die BOP intervensies in ander gebiede wat 'n invloed op fertiliteitsvlakke het, ingesluit, naamlik onderwys, primêre gesondheidsorg (insluitende gesinsbeplanning), ekonomiese ontwikkeling, menslike hulpbronontwikkeling, en behuising. Hoewel die program nie direk by mortaliteit en migrasie betrokke was nie, het dit wel die effek van mortaliteit, verstedeliking en landelike ontwikkeling op fertiliteit in aanmerking geneem. Die erkenning van die breër dimensies van bevolkingsgroei het 'n beduidende verskuiwing in die regering se houding ten opsigte van die bevolkingsprobleem en wyses vir die hantering daarvan teweeg gebring. Die program het egter nie vir die kernkwessie, naamlik die gebrek aan burgerskapsregte van swartes, voorsiening gemaak nie, en ook nie die institusionele diskriminasie juis op dié terreine wat die program wou hanteer het nie.

Aangesien die BOP multisektooraal van aard was, moes dit deur middel van 'n intersektorale komitee bestaande uit verteenwoordigers van departemente verantwoordelik vir onderwys, primêre gesondheidsorg, ekonomiese ontwikkeling, manekragontwikkeling en behuising, geïmplementeer word. Elkeen van hierdie departemente moes prioriteit aan die tersaaklike behoeftes van die bevolking in die gebiede onder sy jurisdiksie verleen. Die Hoofdirektoraat Bevolkingsontwikkeling (HBO) was in die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling gevestig. Bevolkingseenhede is ook onder die HBO in die provinsies ingestel. Soortgelyke eenhede is daarna in die tuislande daargestel.

Die implementering van die BOP was weens verskeie redes onvoldoende. Daar was geen wesenlike verskuiwing in nasionale befondsingtoewysingsprioriteite nie. Gevolglik het die intersektorale komitee dus meer in vorm as in wese gefunksioneer. Die HBO het geen bevoegdheid gehad om in die programme van ander departemente tussenbeide te tree om te verseker dat die doelstellings van die BOP nagestreef word nie. Hierbenewens was daar geen lewensvatbare strategie of meganisme vir die effektiewe koördinering van die multisektorale

programme nie. 'n Oorhoofse sosio-ekonomiese ontwikkelingsplan vir die land het nie bestaan nie. Daar was onvoldoende betroubare demografiese data en 'n onvoldoende getal toepaslik opgeleide menslike hulpbronne vir die ontleding en interpretering van die data en vir die integrering van bevolkingsveranderlikes in sektorale planne en programme. Pogings deur die provinsiale bevolkingseenhede om die doelwitte van die BOP na te streef deur die implementering van verskeie projekte in die veld, was ook nie baie suksesvol nie. Hul opdragte was nie duidelik nie. Hulle het geen ontwikkelingsfondse gehad nie en kon dus slegs die toegang van gemeenskappe tot ander departemente se hulpbronne, of ander bronne, fasiliteer.

As gevolg van hierdie probleme het die fokus van die HBO en die provinsiale bevolkingseenhede (van 1990 af) verskuif na die formulering en implementering van bevolkingsinligtings-, -opvoedings- en -kommunikasiëprogramme (IOK). Daar was egter verskille in fokus, veral in die tuislande, waar die eenhede op gemeenskapsontwikkeling gekonsentreer het. Die IOK-programme het die klein gesinsnorm bevorder en die verband tussen armoede en groot gesinsgrootte beklemtoon. Die doelwit was om voorkeure vir gesinsgrootte en die reprodutiewe gedrag van subgroepe wat 'n hoë fertiliteitsyfer het, te beïnvloed. Voorkeur vir 'n klein gesinsgrootte het gedurende hierdie tyd verhoog, veral onder swartmense, hoewel hierdie verandering ook teweeggebring kon gewees het deur 'n verskeidenheid faktore, onder andere die uitwerking van die IOK-programme. Die bevolkingseenhede het nou met die private sektor en nie-regeringsinstellings, asook met tersaaklike staatsdepartemente, saamgewerk.

Bevolkingsdata is nie voldoende benut by die toewysing van hulpbronne op sentrale, sektorale of provinsiale owerheidsvlakke nie. Ontwikkelingsbeplanning en -programmering was selde met behulp van demografiese ontledings onderneem. Die gebruik van bevolkingsdata was verder in omvang beperk omdat geen oorhoofse sosio-ekonomiese ontwikkelingsbeplanningsraamwerk vir die land as geheel bestaan het nie.

2.5 BELANGRIKE NASIONALE BEVOLKINGSVRAAGSTUKKE

Die breë beskrywing van die land se bevolkings- en ontwikkelingsituasie en van vorige regeringsbeleide wat hierbo weergegee is, is bedoel om by te dra tot die identifisering van sommige van die belangrike bevolkingsvraagstukke wat struikelblokke kan wees vir volhoubare ontwikkeling. Dit help ook om die onderliggende faktore te identifiseer. Hierdie bevolkingsvraagstukke sluit die volgende in:

- 2.5.1 'n Swak kennisbasis betreffende bevolking en bevolkings-ontwikkelings-verhoudinge;
- 2.5.2 beperkte sistematiese benutting van bevolkingsdata in die formulering en implementering, monitering en evaluering van ontwikkelingsplanne en -programme vir die hele bevolking;
- 2.5.3 beperkte institusionele en tegniese vermoë vir demografiese analise en vir geïntegreerde bevolkings- en ontwikkelingsbeplanning;
- 2.5.4 die struktuur van die bevolking, en gevolglike beleggings om aan die behoeftes van jongmense en bejaardes te voldoen;

- 2.5.5 hoë voorkoms van ongewenste fertiliteit en tienerswangerskap;
- 2.5.6 hoë koerse van infantiele en moedersterftes, gekoppel aan hoërisiko-kinderbaring;
- 2.5.7 hoë koerse van premature sterftes toeskryfbaar aan voorkombare oorsake;
- 2.5.8 die oorsake en gevolge van stedelike en landelike vestigingspatrone;
- 2.5.9 die afwesigheid van voldoende ontleding van die aard en invloed van internasionale immigrasie vir beleidsontwikkelingsdoeleindes;
- 2.5.10 die groeikoers van die bevolking en van die arbeidsmag in verhouding tot die ekonomiese groeikoers, die agterstand van sosiale behoeftes waaraan voldoen moet word, die vlak van werkloosheid, en die aspirasies van die mense;
- 2.5.11 die druk van bevolkings-, produksie- en verbruikspatrone op die omgewing.

Die onderliggende faktore sluit in:

- (a) Bevolkingsverwante beleide en ontwikkelingsbeplanningsbenaderings wat in die verlede deur die regering aanvaar is, insluitende die afwesigheid van demokrasie;
- (b) ongelykhede in toegang tot hulpbronne, infrastruktuur en sosiale dienste;
- (c) onvoldoende beskikbaarheid aan die mense van toepaslike inligting, opvoeding en kommunikasie oor bevolkings- en ontwikkelingsverwante aangeleenthede;
- (d) hoë voorkoms en erge graad van armoede in landelike en stedelike gebiede;
- (e) die lae status van vroue;
- (f) onstabiele gesins- en gemeenskapslewe.

Die regering is daartoe verbind om hierdie vraagstukke en die onderliggende faktore op 'n omvattende wyse op te los binne die raamwerk van sy oorhoofse ontwikkelingsraamwerk, soos dit tans in die Heropbou- en Ontwikkelingsprogram (HOP) vervat is. Hierdie verbintenis is 'n verdere regverdiging vir die bevolkingsbeleid.

DEEL DRIE

BEVOLKINGSBELEIDSDOELSTELLINGS, -DOELWITTE EN -STRATEGIEë

3.1 BASIESE BEGINSELS VAN DIE BELEID

Die bevolkingsbeleid is op die volgende basiese beginsels gebaseer:

- 3.1.1 Alle Suid-Afrikaners is vry en gelyk in waardigheid en regte gebore. Elkeen is geregtig op al die regte en vryhede soos uiteengesit in die Universele Verklaring van Menseregte en die Verklaring van Regte van die Grondwet van Suid-Afrika. Bevolkingsbeleide moet menseregte dus eerbiedig.
- 3.1.2 Bevolking, volgehoue ekonomiese groei en volhoubare ontwikkeling het 'n noue onderlinge verband. Bevolkingsbeleid behoort dus 'n integrale deel van 'n geïntegreerde stelsel van ontwikkelingsbeleide en -programme in 'n land te wees. Die uiteindelijke doel daarvan behoort verbeterde menslike ontwikkeling te wees.
- 3.1.3 'n Bevolkingsbeleid is meer omvattend as 'n fertiliteitsbeleid. Dit sluit oorwegings in soos migrasie, mortaliteit en fertiliteit, asook ekonomiese, sosiale, kulturele en ander determinante daarvan.
- 3.1.4 Tydige en betroubare data en inligting is basiese voorvereistes vir die ontwerp van 'n toepaslike bevolkingsbeleid.
- 3.1.5 Die reg tot ontwikkeling is 'n universele en onvervreembare reg. Dit is 'n integrale deel van fundamentele menseregte. Die mens is die sentrale onderwerp van ontwikkeling. Aangesien mense die land se belangrikste en waardevolste hulpbron is, behoort alle individue die geleentheid gegun te word om hul potensiaal ten volle te ontwikkel. Die rol van die Regering in die ontwikkelingsproses is die fasilitering van mense se vermoë om ingeligte keuses te maak en om 'n omgewing te skep waarin hulle hul lewens kan bestuur.
- 3.1.6 Mense het die reg om ingelig te wees oor alle sake wat hul daaglikse lewe raak. Die Suid-Afrikaanse publiek behoort toegang te hê tot tersaaklike inligting aangaande regeringsbeleide, en 'n behoorlike begrip van hierdie inligting en die implikasies daarvan vir alle terreine van hul lewens. Dit sluit inligting oor bevolkings- en ontwikkelingsaangeleenthede in.
- 3.1.7 Mense het die reg om vryelik binne die grense van hul land te beweeg. Vlughtelinge kan om asiel teen vervolging in ander lande aansoek doen.
- 3.1.8 Alle pare en individue het die basiese reg om vryelik en verantwoordelik oor die getal en spasiëring van hul kinders te besluit, en om die inligting, opvoeding en middele te hê om dit te kan doen.

- 3.1.9 Armoede is een van die mees gedugte vyande van keuse. Daarom is een van die belangrikste doelwitte van 'n bevolkingsbeleid om by te dra tot die uitwissing van armoede en om alle mense in die hoofstroom van ontwikkeling te betrek.
- 3.1.10 Die bevordering van geslagsgelykheid, billikheid en die bemagtiging van vroue, asook die versekering van die vermoë van vroue om oor hul eie gedrag te besluit, is hoekstene van bevolkings- en ontwikkelingsprogramme.
- 3.1.11 Die algehele welsyn van kinders behoort die hoogste prioriteit by die regering te geniet.
- 3.1.12 Die burgerlike samelewing behoort betrek te word by die ontwerp en implementering van bevolkingsbeleide en -programme.

3.2 VISIE VAN DIE BELEID

Die visie van die beleid is om by te dra tot die daarstelling van 'n samelewing wat 'n hoë en gelykwaardige lewenskwaliteit vir alle Suid-Afrikaners verskaf en waarin bevolkingstendense eweredig is aan volhoubare sosio-ekonomiese en omgewingsontwikkeling.

Die beleid is dus komplementêr tot die nasionale ontwikkelingstrategie en verwante sektorale beleide.

3.3 DOELSTELLING VAN DIE BELEID

Die doelstelling van die beleid is om veranderinge in die determinante van die land se bevolkingstendense teweeg te bring, sodat hierdie tendense in ooreenstemming met die bereiking van volhoubare menslike ontwikkeling is.

3.4 DOELWITTE VAN DIE BELEID

Die doelwitte van die beleid is die versekering van -

- 3.4.1 die beskikbaarheid van betroubare en betydse inligting oor die bevolking en menslike ontwikkelingsituasie in die land ten einde as grondslag te dien vir beleidmaking en programontwerp, -implementering, -monitering en -evaluering op alle vlakke en in alle sektore;
- 3.4.2 die sistematiese integrering van bevolkingsfaktore met alle beleide, planne, programme en strategieë, gerig op die verbetering van die lewenskwaliteit van die mense op alle vlakke en in alle sektore en owerheidsinstellings;
- 3.4.3 'n gekoördineerde, multi-sektorale, interdisiplinêre en geïntegreerde benadering in die ontwerp en implementering van programme en intervensies wat belangrike nasionale bevolkingsaangeleenthede beïnvloed.

3.5 BELANGRIKE STRATEGIEË VAN DIE BELEID

Die beleidsdoelwitte sal deur middel van die volgende belangrike strategieë bereik word:

- 3.5.1 Versterking van die verbintenis tot, en bevordering van nasionale vermoëns en meganismes vir die insameling, ontleding, interpretering en verspreiding van bevolkingsdata, insluitende data oor alle aspekte van menslike ontwikkeling, en die benutting van sodanige data vir beleidmaking en ontwikkelingsbeplanning;
- 3.5.2 daarstelling en voortdurende bywerking van 'n nasionale statistiese databasis en inligtingstelsel wat tersaaklike data en inligting van verskeie departemente sal versamel, wat sulke inligting toeganklik sal maak vir die onderskeie beplanningseenhede en die algemene publiek ten einde die deel en uitruil van sodanige inligting te bevorder;
- 3.5.3 versekering dat alle data wat ingesamel word, die ontledings van sodanige data, en die bevindinge van tersaaklike navorsingstudies, in soverre dit moontlik is:
 - (a) gedisaggregeer is volgens geslag om die toepassing van geslags sensitiewe beplanningstegnieke en die konstruksie van geslagsindikatore moontlik te maak;
 - (b) gedisaggregeer is volgens geografiese eenhede om as grondslag te dien vir beleidmaking en programmering op alle vlakke; en
 - (c) in formate beskikbaar is wat aan die behoeftes van die gebruikers voldoen;
- 3.5.4 ontwikkeling en bevordering van die gebruik van saamgestelde indikatore, doelstellings, en mikpunte vir:
 - (a) die monitering van veranderinge in die dinamika van die bevolking en in die vlakke van menslike ontwikkeling;
 - (b) die hersiening van die essensie van programingrepe (waar nodig); en
 - (c) die evaluering van vordering met die bereiking van die doelwitte van die beleid;
- 3.5.5 verbetering van die tegniese vermoë van beplanningspersoneel in tersaaklike owerheidsinstellings op alle vlakke en in alle sektore, ten opsigte van die metodologieë vir geïntegreerde bevolkings-, ontwikkelings- en geslags sensitiewe beplanning en programmering;
- 3.5.6 uitbreiding van geleenthede vir opleiding in demografie en bevolkingstudies;
- 3.5.7 deel van tegniese inligting, advies en dienste betreffende bevolkings- en ontwikkelingsaangeleenthede tussen verskillende owerheidsinstellings, die private sektor en die burgerlike samelewing, met die oog op die meer effektiewe ontwerp en implementering van programme wat die belangrikste bevolkingsvraagstukke beïnvloed;
- 3.5.8 daarstelling en/of versterking van meganismes vir intersektorale oorlegpleging, samewerking en koördinerings;
- 3.5.9 volhou van voorspraak vir bevolkings- en ontwikkelingsaangeleenthede gemik op leierskap op alle vlakke;

- 3.5.10 integrering van inligtings-, opvoedings- en kommunikasiestrategieë in alle tersaaklike programme;
- 3.5.11 vermindering van armoede deur te voorsien in mense se basiese behoeftes vir maatskaplike sekuriteit, indiensneming, onderwys, opleiding en behuising, asook die voorsiening van infrastruktuur en maatskaplike dienste;
- 3.5.12 versekering van die volhoubaarheid van die omgewing deur middel van omvattende strategieë wat bevolkings-, produksie- en verbruikspatrone afsonderlik sowel as in hul onderlinge wisselwerking hanteer;
- 3.5.13 verbetering van die kwaliteit, toeganklikheid, beskikbaarheid en bekostigbaarheid van primêre gesondheidsorgdienste, insluitende reprodktiewe gesondheid³ en gesondheidsbevorderingsdienste, aan die hele bevolking ten einde mortaliteit en ongewenste fertiliteit te verminder, met spesiale klem op agtergeblewe groepe, gebiede wat tans onderbedien is, en adolessente; en die uitskakeling van alle dispariteite in die voorsiening van sulke dienste;
- 3.5.14 vermindering van die hoë voorkoms van misdaad en geweld, veral geweld teen vroue;
- 3.5.15 bevordering van verantwoordelike en gesonde reprodktiewe en seksuele gedrag by adolessente en jongmense om die voorkoms van hoërisiko-tienerswangerskappe, aborsie en seksueel-oordraagbare siektes, insluitende HIV/VIGS, te verminder deur die voorsiening van lewensvaardighede, geslags- en geslagtelike sensitiwiteitsopvoeding, gebruikersvriendelike gesondheidsdienste en geleenthede om in die sosiale en gemeenskapslewe betrokke te raak;
- 3.5.16 voorspraak vir en fasilitering van die doen van stappe wat vroue en dogters in staat sal stel om hul volle potensiaal te bereik deur:
(a) uitskakeling van alle vorme van diskriminasie en ongelykhede gebaseer op geslag;
(b) meer effektiewe implementering van wette wat vroue se regte en voorregte beskerm;
en
(c) vermeerdering van vroue se verteenwoordiging in besluitnemingsliggame deur middel van regstellende aksie;
- 3.5.17 bevordering van die gelyke deelname van mans en vroue op alle terreine van gesins- en huishoudingsverantwoordelikhede, insluitende verantwoordelike ouerskap, reprodktiewe gesondheid, kinderopvoeding en huishoudelike werk;
- 3.5.18 verbetering van die kwaliteit, toeganklikheid, beskikbaarheid en bekostigbaarheid van onderwys van die vroeë kinderjare af tot by volwassene-onderwys, met die klem op geslagsensitiewe en beroepsopleiding en die bevordering van vroue se onderwysgeleenthede op tersiêre vlak;

³ Reprodktiewe gesondheidsorgdienste verwys na die konstellasië van dienste wat daarop gerig is om seksuele en reprodktiewe gesondheid te bevorder. Dit sluit in voorkomende en bevorderende dienste soos inligting, opvoeding, kommunikasie en berading, asook behandeling ten opsigte van reprodktiewekanaalinfeksies, seksueel oordraagbare siektes, insluitende HIV/VIGS en ander reprodktiewe gesondheidstoestande; kontrasepsie; voorgeboortesorg, veilige geboorte en nageboortesorg; infertiliteit; aborsie; en kankers van die reprodktiewe stelsel.

- 3.5.19 inkorporering van bevolkingsopvoeding (oor die verbande tussen bevolkingsdinamika en ontwikkeling) in skoolkurrikula in toepaslike leergebiede op alle vlakke;
- 3.5.20 daargestelling van groei wat indiensneming genereer, met die klem op ekonomiese geleenthede vir jongmense en vroue;
- 3.5.21 vermeerdering van alternatiewe keuses met betrekking tot migrasie vanaf landelike na stedelike gebiede deur die voorsiening van maatskaplike dienste, infrastruktuur en beter indiensnemingsgeleenthede in die landelike gebiede binne die konteks van landelike ontwikkelingsprogramme en -strategieë;
- 3.5.22 vermindering van agterstande in stedelike infrastruktuur en maatskaplike dienste, en voldoende voorsiening vir toekomstige toenames in die bevolking wat in stedelike gebiede woon;
- 3.5.23 ondersoek na die aard en invloed van alle vorme van internasionale migrasie ten einde 'n toepaslike beleid te formuleer en te implementeer;
- 3.5.24 bevordering van die deelname van die burgerlike gemeenskap in alle aspekte van die implementering van hierdie beleid.

Bykomende strategieë sal ontwikkel word -

- (a) soos wat kennis oor die verwantskap tussen bevolking en ontwikkeling in die land verbeter;
- (b) in die konteks van die ontwikkeling van programme vir die implementering van die beleid; en
- (c) in reaksie op voortdurende monitering en evaluering.

DEEL VIER

INSTITUSIONELE RAAMWERK VIR DIE IMPLEMENTERING, MONITERING EN EVALUERING VAN DIE BELEID

4.1 IMPLEMENTERING VAN DIE BELEID

As gevolg van die veelfaset-aard van bevolkingskwessies en die faktore wat dit beïnvloed, sal die implementering van hierdie beleid en die gevolglike bereiking van die doelstelling en doelwitte daarvan die verantwoordelikheid van die regering as geheel op alle vlakke en in alle sektore, van die privaatsektor, van die burgerlike samelewing, en inderdaad van alle Suid-Afrikaners wees. Daar is dus 'n behoefte aan die aktiewe deelname en betrokkenheid van alle individue en nasionale instellings; aan sterk verbintenis deur die politieke leierskap van alle tipes en op alle vlakke; aan doeltreffende koördinering van toepaslike pogings en aktiwiteite wat deur talle instellings in verskillende plekke onderneem moet word; en aan goeie samewerking tussen hierdie instellings.

Nuwe programme of aksieplanne kan vir die implementering van hierdie beleid ontwerp word. Dit is egter belangriker dat alle bestaande en toekomstige programme georiënteer of heroriënteer moet word vir die bereiking van die beleidsdoelwitte. Doelbewuste pogings sal aangewend word om bestaande strukture van die regering en burgerlike samelewing te benut om die beleid te implementeer sodat geen addisionele institusionele raamwerke geskep word tensy dit absoluut noodsaaklik is nie. 'n Mate van heroriëntering van werksaamhede en die daarstelling en/of versterking van funksionele bande sal egter nodig wees.

Hierdie bevolkingbeleid sal op twee wyses geïmplementeer word. Eerstens deur voorsiening van die nodige demografiese en vertolkingsvermoë in alle toepaslike departemente om die onderneming van voldoende demografiese ontleding en verwante beleidsvertolking ter ondersteuning van die beleidmakings- en beplanningsbehoefte van elke sektorale departement te verseker. En tweedens deur sektorale en intersektorale programme wat 'n uitwerking op die belangrikste bevolkingsvraagstukke het.

4.2 DIE KABINET

Die President sal oor vordering met hierdie beleid verslag doen as deel van die jaarlikse nasionale ontwikkelingsverslag.

Die Kabinetskomitee vir Maatskaplike en Administratiewe Aangeleenthede is verantwoordelik om die uitvoering, monitering en evaluering van hierdie beleid as deel van die nasionale ontwikkelingstrategie te verseker.

4.3 DIE PARLEMENT EN WETGEWENDE LIGGAME

Ten einde te verseker dat wetgewing ter ondersteuning van die bereiking van die doelwitte van die beleid verorden word en dat wetgewing wat daarteen indruis, geïdentifiseer en herroep word, moet alle portefeuljekomitees van die Parlement en provinsiale wetgewers met terreine van verantwoordelikheid wat met bevolkings- en ontwikkelingskwessies verband hou, verseker dat alle bestaande en toekomstige wetgewing in ooreenstemming met die doelstelling en doelwitte van hierdie beleid is. Hierdie portefeuljekomitees moet ook die implementering van die beleid monitor waar dit op hulle sektore betrekking het.

Interportefeulje-komiteevergaderings sal meganismes voorsien om koördinasie tussen sektore te vergemaklik en om enige oorkoepelende wetgewende kwessies te behandel. Hulle moet ook die implementering van die beleid monitor.

4.4 BEVOLKINGSEENHEDE

Bevolkingseenhede sal op nasionale en provinsiale vlakke herstruktureer word om 'n fasiliterende en ondersteunende rol in die uitvoering van die beleid te speel. Die bevolkingseenhede sal verantwoordelik wees vir die monitering en evaluering van die vordering van die bevolkingsbeleid as deel van die monitering van die nasionale ontwikkelingstrategie. Die werksaamhede van die bevolkingseenhede sal die volgende behels:

- 4.4.1 Bevordering van voorspraak vir bevolkings- en verwante ontwikkelingskwessies gerig op regeringsleierskap op alle vlakke;
- 4.4.2 verspreiding van toepaslike bevolkingsinligting aan alle regeringstrukture in gepaste formate om hulle oor bevolkingstendense in te lig, as deel van die moniterings- en evalueringsrol;
- 4.4.3 onderneming van ontledings en vertolking van data oor die land se bevolkingsdinamiek en oor die onderlinge verhoudinge tussen bevolking en ontwikkeling om as grondslag vir beleidsontwikkeling en programmering te dien;
- 4.4.4 ontwikkeling van middele om aan regeringsdepartemente bystand te verleen in die uitbouing van hulle vermoë en kundigheid in die ontleding van die verhoudinge tussen demografiese veranderlikes en hulle beleide en programme (dit kan die opdraggewing vir toepaslike opleiding en uitbouing van vermoë deur instellings in die burgerlike gemeenskap insluit);
- 4.4.5 ondersteuning van staatsdepartemente om die bevolkingsbeleid met betrekking tot hulle terreine van verantwoordelikheid te vertolk;
- 4.4.6 ondersteuning van staatsdepartemente om data te ontleed en die doeltreffendheid van programme te monitor en te evalueer ten einde oorhoofse suksesse en mislukkinge van die nasionale ontwikkelingstrategie te bepaal;

- 4.4.7 monitering en evaluering van bevolkingsbeleidsimplementering;
- 4.4.8 opdraggewing vir toepaslike navorsing in oorleg met die Sentrale Statistiekdiens en/of ander departemente ten einde vergelykbaarheid en versoenbaarheid van data te verseker en om duplisering te voorkom;
- 4.4.9 skakeling met instellings buite Suid-Afrika om samewerking en die uitruil van kundigheid en ondervinding op die bevolkings- en ontwikkelingsterrein te bevorder;
- 4.4.10 koördinerings van regeringsvoorbereidings vir en verslagdoening oor internasionale bevolkingskonferensies.

In die lig van bostaande werksaamhede sal die tegniese vermoë van personeel van die bevolkingseenhede uitgebou moet word.

Die bevolkingseenhede kan intersektorale samewerking inisieer in die ontleding en vertolking van demografiese data om as grondslag te dien vir die strategieë en die monitering en evaluering van hierdie beleid, asook met betrekking tot die opdraggewing vir navorsing. Hulle kan intersektorale tegniese vergaderings byeenroep om die wisselwerking tussen demografiese tendense en ontwikkeling te beklemtoon, en departemente aanmoedig om, hetsy individueel of gesamentlik, strategieë of veldtogte te ontwikkel. Bestaande intersektorale koördineringsmeganismes sal waar moontlik gebruik word.

Samewerking tussen provinsiale bevolkingseenhede onderling en tussen provinsiale bevolkingseenhede en die nasionale bevolkingseenheid sal aangemoedig word om die deel van vaardighede en hulpbronne te bevorder.

Die nasionale en provinsiale bevolkingseenhede is tans verbonde aan die departemente verantwoordelik vir die welsynsfunksie. Dit is die gevolg van historiese besluite en weerspieël nie die dwarsliggende en dienslewerende aard van hulle werksaamhede nie. Hulle plasing sal daarom deur die Kabinet hersien word in die konteks van nasionale en provinsiale debatte oor die voorkeurplasing van intersektorale ontwikkelingsbeplannings- en moniteringsfunksies en in besonder die rol van die sentrale beplanningseenheid in die Kantoor van die Adjunkpresident. Na verwagting sal hierdie Kantoor uiteindelik 'n koördineringsrol speel.

In die tussentyd sal die nasionale en provinsiale bevolkingseenhede verbonde wees aan die departemente verantwoordelik vir die welsynsfunksie. Hulle werksaamhede verskil van dié van welsyn, en behels dienslewering aan vele sektorale departemente. Die bevolkingseenhede sal daarom afsonderlike entiteite met 'n eiesoortige mandaat en werksaamhede wees. Hulle begrotings en prioriteite sal afsonderlik van dié van die welsynskomponente goedgekeur en gemoniteer word.

Die nasionale bevolkingseenheid sal nou saamwerk met die sentrale beplanningseenheid in die Kantoor van die Adjunkpresident ten einde die inkorporering van die bevolkingsbeleid as deel van die nasionale ontwikkelingstrategie te fasiliteer.

Provinsiale bevolkingseenhede sal op soortgelyke wyse nou saamwerk met die eenhede verantwoordelik vir provinsiale ontwikkelingsbeplanning.

Die Kabinetskomitee vir Maatskaplike en Administratiewe Aangeleenthede sal dit duidelik aan alle tersaaklike departemente stel dat die bevolkingseenhede 'n diens aan hulle almal bied.

4.5 SEKTORALE DEPARTEMENTE

Die ontwerp en implementering van ingrepe wat sal lei tot die bereiking van die doelwitte van die beleid sal op sektorale vlak (en die provinsiale ekwivalente) onderneem word. Die verskillende ministeries en departemente (veral dié in die maatskaplike en ekonomiese sektore) het dus die hoofverantwoordelikheid vir die implementering van die beleid. Alle bestaande en toekomstige sektorale en intersektorale beleide en programme moet ten opsigte van die bereiking van die doelwitte van hierdie beleid georiënteer word. Dit impliseer dat die tegniese vermoë van professionele personeel versterk moet word.

Interdepartementele skakeling en koördinering is nodig ter versekering van die doeltreffende uitvoering van bevolkingsbeleid, insluitende die ontwikkeling van gesamentlike doelstellings, mikpunte en indikatore wat met die strategieë van hierdie beleid verband hou. Meganismes en strukture wat reeds gevestig is, soos die verskillende interdepartementele en interregeringstaakspanne, die Kantoor vir die Status van Vroue of die Interministeriële Komitee oor Jeug in Risiko-omstandighede, moet so ver moontlik benut te word sonder om onnodige bykomende strukture te skep, ten einde duplisering van pogings te voorkom en die benutting van hulpbronne te optimaliseer.

'n Lynfunksiedepartement kan intersektorale programme inisieer in samewerking met ander toepaslike departemente. Samewerking van dié aard, wat moontlik gemaak word deur intersektorale komitees, sal nodig wees om gedeelde insig in die belangrikste bevolkingsvraagstukke waarvoor elke sektor 'n mate van verantwoordelikheid het, te verseker.

4.6 DIE BURGERLIKE SAMELEWING

Die rol van die burgerlike samelewing is baie belangrik vir die bereiking van die doelwitte van hierdie beleid. Die betrokkenheid en deelname van die burgerlike samelewing is van die grootste belang. Baie staatsdepartemente het reeds doeltreffende meganismes om gemeenskapstrukture by besluitneming en die werklike implementering van programme te betrek. Hierbenewens sal bestaande raadplegende strukture, van gemeenskapsontwikkelingsforums tot die National Education, Development and Labour Commission (NEDLAC), kwessies wat in hierdie bevolkingsbeleid ter sprake kom, in hulle beraadslagings op nasionale, provinsiale en plaaslike vlakke insluit.

Baie organisasies wat die burgerlike samelewing verteenwoordig asook nie-regeringsorganisasies hanteer alreeds, in 'n komplementêre rol tot die regering, baie van die sake wat in hierdie bevolkingsbeleid geïdentifiseer word. Hierbenewens sal hulle voortgaan om hierdie beleid en die implementering daarvan te monitor en te kritiseer ten einde die openheid en deelnemendheid wat onontbeerlik vir demokrasie is, te verseker.

4.7 TEN SLOTTE

Deur die gesamentlike optrede van al hierdie strukture sal bevolkingsaangeleenthede in die nasionale ontwikkelingsstrategie geïntegreer word, vanaf beleidsontwikkeling tot programimplementering, monitering en evaluering. Sodoende sal die bevolkingsbeleid bydra tot die daarstelling van 'n samelewing wat 'n hoë en gelykwaardige lewenskwaliteit vir alle Suid-Afrikaners moontlik maak.

Fertilitasie verwys na die getal lewende geborenes wat in 'n bevolking voorkom. Die totale fertilitasie (TFR) verwys na die gemiddelde getal kinders waarvan 'n vrou (of groep vroue) gedurende haar leeftyd geborene sal skep. Die fertilitasie (of gewone fertilitasie) is die getal lewende geborenes per 1000 vroue wat 15 tot 49 jaar oud is in 'n bepaalde jaar.

Die gewone gebortesyfer (GFR) is die getal lewende geborenes per 1000 van die bevolking in 'n bepaalde jaar.

Mortaliteit verwys na sterftes wat in 'n bevolking voorkom. Die inwaaier sterftesyfer (ISR) verwys na die getal sterftes van babas onder een jaar oud per 1000 lewende geborenes in 'n bepaalde jaar. Hier so verwys die kindsterftesyfer na die getal kinders onder vyf jaar oud per 1000 van die bevolking onder vyf jaar oud in 'n bepaalde jaar. Die moersterftesyfer is die getal vroue wat sterf as gevolg van komplikasies tydens swangerskap en afgeleë daarvan in 'n bepaalde jaar per 1000 geborenes in daardie jaar.

Die gewone sterftesyfer (GSR) is die getal sterftes per 1000 van die bevolking in 'n bepaalde jaar.

Lewensverwagting by geboorte is die gemiddelde aantal jare wat 'n persoon na verwagting sal lewe, gegewe sy of haar geboorte. Dit is 'n globale indeks wat aandui van die mortaliteits- (en gesondheids-) toestande van 'n bevolking.

Migrasie is die beweging van mense oor spesifieke grense met die doel om 'n nuwe woonplek te vestig. Soos enige beweging kan as gevolg van verskillende redes wees, byvoorbeeld op soek na beter lewensomstandighede, om by familie te woon.

KONSEPTE WAT IN DIE WITSKRIF VOORKOM

Bevolkings- of demografiese tendense

Bevolkings- of demografiese tendense verwys na veranderinge met verloop van tyd ten opsigte van drie demografiese prosesse, naamlik fertiliteit, mortaliteit en migrasie, asook die ooreenstemmende veranderinge in die grootte, samestelling en verspreiding van die bevolking.

Fertiliteit

Fertiliteit verwys na die getal lewende geboortes wat in 'n bevolking voorkom. Die totale fertiliteitsyfer (TFS) verwys na die gemiddelde getal kinders waaraan 'n vrou (of groep vroue) gedurende haar leeftyd geboorte sal skenk. Die fertiliteitsyfer (of gewone fertiliteitsyfer) is die getal lewende geboortes per 1000 vroue wat 15 tot 49 jaar oud is in 'n bepaalde jaar.

Gewone geboortesyfer

Die gewone geboortesyfer (GGS) is die getal lewende geboortes per 1000 van die bevolking in 'n bepaalde jaar.

Mortaliteit

Mortaliteit verwys na sterftes wat in 'n bevolking voorkom. Die infantiele sterftesyfer (ISS) verwys na die getal sterftes van babas onder een jaar oud per 1000 lewende geboortes in 'n bepaalde jaar. Net so verwys die kindersterftesyfer na die getal kinders onder vyf jaar oud per 1000 van die bevolking onder vyf jaar oud in 'n bepaalde jaar. Die moedersterftesyfer is die getal vroue wat sterf as gevolg van komplikasies tydens swangerskap en inderbaring in 'n bepaalde jaar per 1000 geboortes in daardie jaar.

Gewone sterftesyfer

Die gewone sterftesyfer (GSS) is die getal sterftes per 1000 van die bevolking in 'n bepaalde jaar.

Lewensverwagting by geboorte

Lewensverwagting by geboorte is die gemiddelde aantal jare wat 'n persoon na verwagting sal lewe vanaf sy of haar geboorte. Dit is 'n goeie indirekte maatstaf van die mortaliteits- (en gesondheids-) toestande van 'n bevolking.

Migrasie

Migrasie is die beweging van mense oor spesifieke grense met die doel om 'n nuwe woonplek te vestig. Sodanige bewegings kan as gevolg van verskillende redes wees, byvoorbeeld op soek na werk of beter lewensomstandighede, om by familie te woon,

gedwonge ontworteling, ensovoorts. Beweging met die doel om 'n woonplek oor internasionale grense te vestig, of van een land na 'n ander, word internasionale migrasie genoem; emigrasie verwys na beweging uit 'n land, en immigrasie verwys na beweging in 'n land in.

Natuurlike toename

Natuurlike toename is die surplus (of tekort) van geboortes teenoor sterftes in 'n bevolking in 'n spesifieke tydperk. Die koers van natuurlike toename is die koers waarteen die bevolking vermeerder (of verminder) in 'n bepaalde jaar as gevolg van die surplus (of tekort) van geboortes teenoor sterftes, uitgedruk as 'n persentasie van die bevolking. Die koers van natuurlike toename sluit nie die invloed van emigrasie of immigrasie in nie.

Bevolkingsgroei

Bevolkingsgroei is die algehele verandering in die grootte van die bevolking in 'n geografiese gebied, as gevolg van drie prosesse, naamlik fertiliteit, mortaliteit en migrasie.

Bevolkingsgroeiakoers

Die bevolkingsgroeiakoers is die koers waarteen die bevolking vermeerder (of verminder) in 'n bepaalde jaar as gevolg van natuurlike toename en netto migrasie, uitgedruk as 'n persentasie van die bevolking. Dit neem alle komponente van bevolkingsgroei, naamlik geboortes, sterftes en migrasie, in ag.

Bevolkingsbeleid

'n Bevolkingsbeleid verwys na eksplisiete of implisiete maatreëls wat 'n regering onderneem om die prosesse van fertiliteit, mortaliteit en migrasie (direk of indirek) en hulle gevolge soos die groei, verspreiding, samestelling, grootte en struktuur van die bevolking te beïnvloed. Bevolkingsbeleide word dikwels ingestel en geïmplementeer as integrale komponente van die ontwikkelingsstrategie van lande.

Rasseklassifikasies

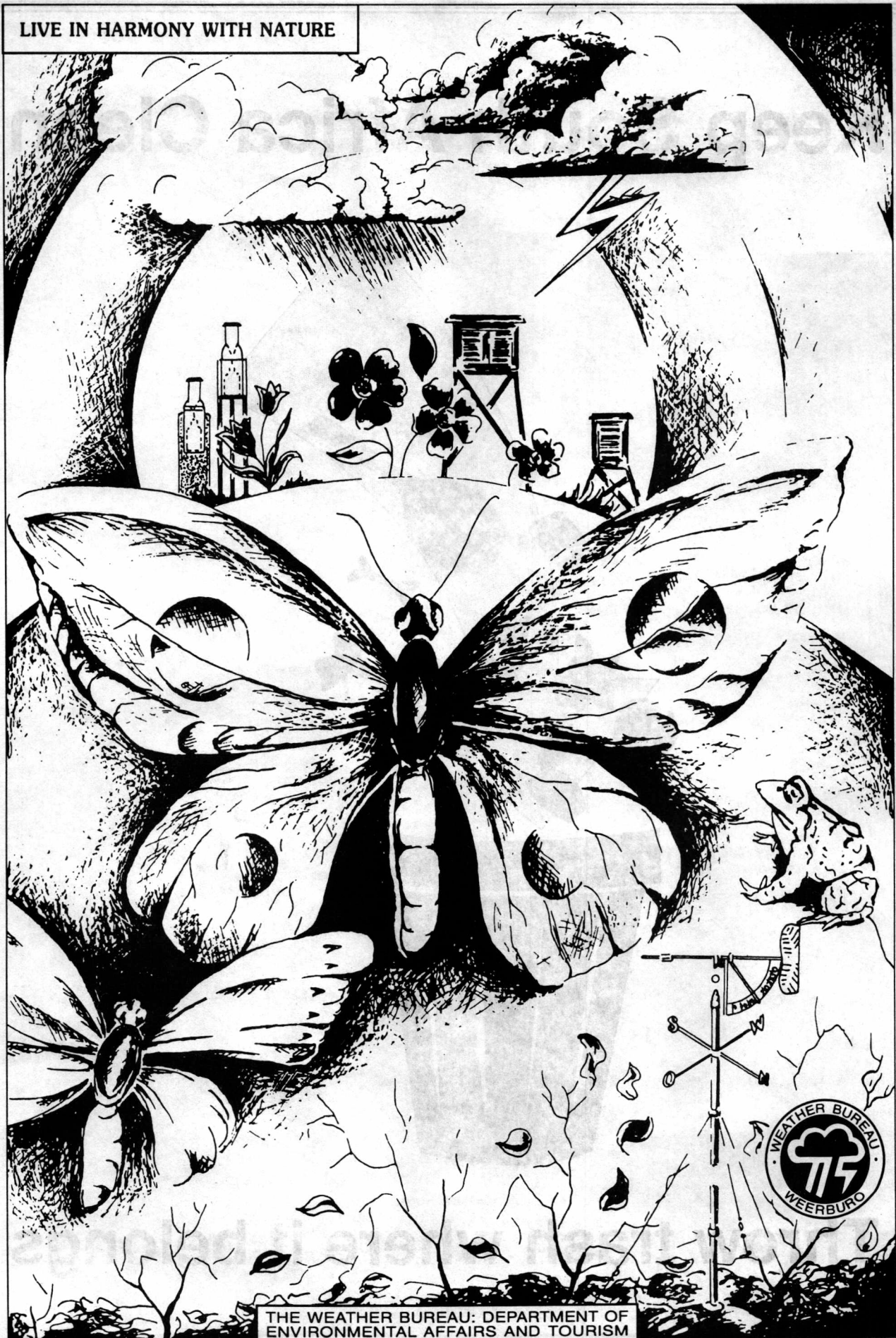
Die terminologie wat in hierdie Witskrif gebruik word, weerspieël rasgebaseerde klassifikasiestelsels waarvolgens data ten tye van die apartheidsregering bygehou is. Die gebruik van hierdie klassifikasies is nodig teneinde die uitdagings aan te toon wat Suid-Afrika in die gesig staar in sy poging om gelykheid te bereik. Die terme swartmense, Asiërs, kleurlinge en witmense word algemeen gebruik, behalwe wanneer daar gesamentlik na swartmense, Asiërs en kleurlinge verwys word, in welke geval die term "swart" gebruik word.

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LIVE IN HARMONY WITH NATURE



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Keep South Africa Clean



Throw trash where it belongs

Save a drop — and save a million

Water conservation is very important to the community and industry to ensure their survival. So save water!



Spaar 'n druppel — en vul die dam

Indien almal van ons besparingsbewus optree, besnoei ons nie slegs uitgawes nie maar wen ook ten opsigte van ons kosbare water- en elektrisiteitsvoorraad

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