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TO/AAN : Head of the Administration
FOR ATTENTION/VIR AANDAG : Dr T Eloff
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1993 -11-18

For attention: Dr T Eloff

Dear Dr Eloff

POPULATION DEVELOPMENT IN A NEW CONSTITUTIONAL DISPENSATION

During a meeting of the Council for Population Development on 29 October 1993, it was decided that the above mentioned matter be brought urgently to your attention. Attached please find documentation in this regard.

You are kindly requested that the Chairman of the Council for Population Development, Dr N Motlana and the Vice-chairman, Mr RWK Parsons, be granted a interview to discuss the possibility that these matters may be added to your agenda for discussion. The Council is a body, representing the private sector and advises Government on population matters.

It will be appreciated if you could respond to the Secretary of the Council, Dr C A van der Merwe at fax nr. 322 3702.

Yours faithfully

DIRECTOR-GENERAL

POPULATION DEVELOPMENT IN A NEW CONSTITUTIONAL DISPENSATION

1. INTRODUCTION

Population involves the three demographic processes, fertility, mortality and migration. A population/demographic policy is a deliberate effort on the part of a government to influence these processes. In the case of South Africa, a Population Development Programme (PDP) has been introduced to curb the alarmingly high population growth. This matter is currently being ignored in the constitutional debate whilst it should have a high priority on the agenda. Care should however be taken that it is not politicised.

The effective implementation of a generally accepted population (demographic) policy calls for certain institutional measures. These would be, inter alia, the establishment of a population unit (such as the current Chief Directorate Population Development (CDPD) of the Department of National Health and Population Development) with the primary object of directing the implementation of population variables in national development planning would be an important task of such a unit. Internationally speaking, a population unit usually functions within a general planning or (socio-) economic planning institution and directly under a population council functioning at a high political level. The importance of political commitment at the highest political level, must be emphasized.

2. BASIC PRINCIPLES THAT SHOULD APPLY TO STRUCTURES FOR IMPLEMENTING POPULATION POLICY

The following principles are accepted internationally and formulated in terms of institutional measures:

- 2.1 The Government is responsible for the creation, co-ordination and monitoring of a population policy and programme with a view to the effective regulation of demographic matter, specifically the curbing of excessively rapid population growth.
- 2.2 Because population and development matters are closely interrelated, population policy, programmes and objectives should be formulated and implemented at the national level within the context of the specific economic, social and cultural circumstances of a particular country.
- 2.3 Projects emanating from population policy should be co-ordinated with other development projects at national level.
- 2.4 A population unit with specialised functions should be established at national level, preferably in a central (socio-economic) planning structure to exercise overall control over the implementation of the population policy and programme(s) by formulating appropriate programme projects and monitoring the progress achieved with their implementation.

- 2.5 Strong political commitment at the highest political level in terms of the allocation of financial and human resources, statutory status and political will is necessary to ensure the successful implementation of a population policy or programme.
- 2.6 A strong family planning programme should be implemented to complement a population programme in order best to achieve the demographic objectives of the country.
- 2.7 The co-operation of other Government departments and structures and relevant non-governmental institutions/organisations will have to be secured at all levels of society in order to optimise the implementation of a population programme. Concrete commitments should be obtained, for example by means of budgetary measures and appropriate legislation.
- 2.8 Participation of people at regional and local community level in a population programme is of the utmost importance.

3. FUNCTIONS OF A POPULATION UNIT

The CDPD (the South African equivalent of a population unit) has the overall responsibility of involving role associates in the practical execution of the programmes and projects of the PDP. For this purpose intensive consultation is conducted by officers of the CDPD with established and potential role associates of the PDP. The functions of the CDPD further entail the following:

- Advertising and publicity programmes to create an awareness among the public of the problem of high population growth. This is done at national and regional level.
- Presenting population information, education and communication programmes to promote the acceptance of a small family norm. At the national level this is done by means of informal television and radio programmes. At the regional level it is done by means of personal consultation with the target groups of the PDP.
- Monitoring the progress of the PDP by collecting data on specific demographic indicators.
- Expanding international liaison with organisations and experts involved in population matters in order to exchange knowledge.

The functions of a population unit may therefore be categorised broadly as follows:

* **National:**

Policy determination, monitoring, research, training, international liaison, population information, education and communication (IEC) and budgeting.

* **Regional:**

Implementation of the population policy/programme at the regional and local level on the basis of policy and implementation guidelines established by the central population unit.

4. PROPOSED STRUCTURES FOR THE FORMULATION AND IMPLEMENTATION OF A SOUTH AFRICAN POPULATION POLICY AND PROGRAMME IN A FUTURE CONSTITUTIONAL DISPENSATION

Taking into account the principles listed in paragraph 2 and on the assumption that regionalism is a federal constitutional structure will apply in a future dispensation in South Africa, the following structures may be proposed:

- 4.1 A Standing Cabinet Committee (Inter-ministerial) on population matters, to ensure co-ordination at Cabinet level.
- 4.2 A population council at a high level consisting of representatives with population and development expertise to advise the Minister/Standing Cabinet Committee on population matters. (The existing Council for Population Development could serve this purpose.)
- 4.3 A population unit (or National Technical Secretariat) at national level, similar to the current Chief Directorate Population Development (Head Office). This unit should be linked with a Government department with the central function of planning socio-economic development.

Population units in other African countries are, for example, based as follows:

Botswana	: Ministry of Finance and Planning (Department of Economic Affairs)
Namibia	: National Planning Commission
Lesotho	: Ministry of Planning and Economic Affairs
Malawi	: Office of the President and Cabinet (Department of Economic Planning and Development)
Kenya	: Office of the Vice-President, Ministry of Home Affairs and National Heritage
Tanzania	: National Economic Policy Division of the Ministry of Finance, Economic Affairs and Planning
Sierra Leone	: Central Planning Unit of the Ministry of Development and Economic Planning

It is not possible at this stage to be more specific regarding the future position of South Africa's proposed population unit and the Government department under which such a unit should fall. The type of constitutional dispensation introduced after negotiations will determine that.

- 4.4 A population unit in each of the regions responsible for the implementation of the population policy and programme at regional, subregional and local level. The government function in respect of population and development is therefore performed on a decentralised basis in order to account for specific circumstances at regional and local level and effect co-operation with role associates in the implementation of programme projects at these levels. The population units at the regional level will therefore be similar to the existing regional components of the Chief Directorate Population Development but they may be higher up in the hierarchy, depending on the degree of decentralisation. If regional governments have a large degree of autonomy, similar functions (although not identical) to those at the national level (cf. paragraph 3 above) may be allocated to these regional units.