

## CHAPTER 8

### ANALYSIS AND INTERPRETATION OF SEVERAL FACTORS AFFECTING IN-MIGRATION IN SOUTH AFRICA

#### 8.1 INTRODUCTION

In October 1996, South Africans were counted for the first time as citizens of a democracy. More than 100 000 people were employed to collect information on persons and households throughout the country using a uniform methodology. Census night, or the night of the count, was 9 – 10 October 1996. In preparation, the country was divided into about 96 000 small pockets of land, called enumerator areas. (EAS). An enumerator was assigned to each EA to visit the structures within it.

Questionnaires were made available in all eleven official languages which are English, Afrikaans, Sepedi, Sesotho, Setswana, Xitsonga, isiXhosa, isiZulu, siSwati, isiNdebele and Tshivenda. In addition, separate questionnaires were compiled for those living in hostels or institutions, and for the homeless. The information collected was processed in nine provincial centres, employing about 5 000 people to work in shifts for nine months to code the questionnaires and capture the data on computer. The captured data were then edited and made accessible for analysis. Census in brief summarises the findings generated by this process. These findings are going to be used to prove the hypothesis and the problem to be encountered, suggestions to be made and how to resolve these problems.

#### 8.2 THE LAND AREA OF SOUTH AFRICA

##### Analysis and interpretation

The biggest area of land (29.7%) as indicated in diagram 1.1 is the Northern Cape which is partly a semi-desert area and it has the smallest population distribution (2%) as seen in diagram 2.1. Gauteng province which attracts many people from within and from outside the country, has the smallest area (1.4%) of land and the second highest population distribution (18%) as

indicated in diagram 2.1, while KwaZulu-Natal has the highest population distribution (21%) on a (7.6%) proportion of the land. As indicated in the hypothesis this scenario will create economical, social, educational and other problems for the Gauteng province currently under investigation. This process will be clearly illustrated in the following table:

**TABLE 4.9 LAND AREA (SQUARE KM)**

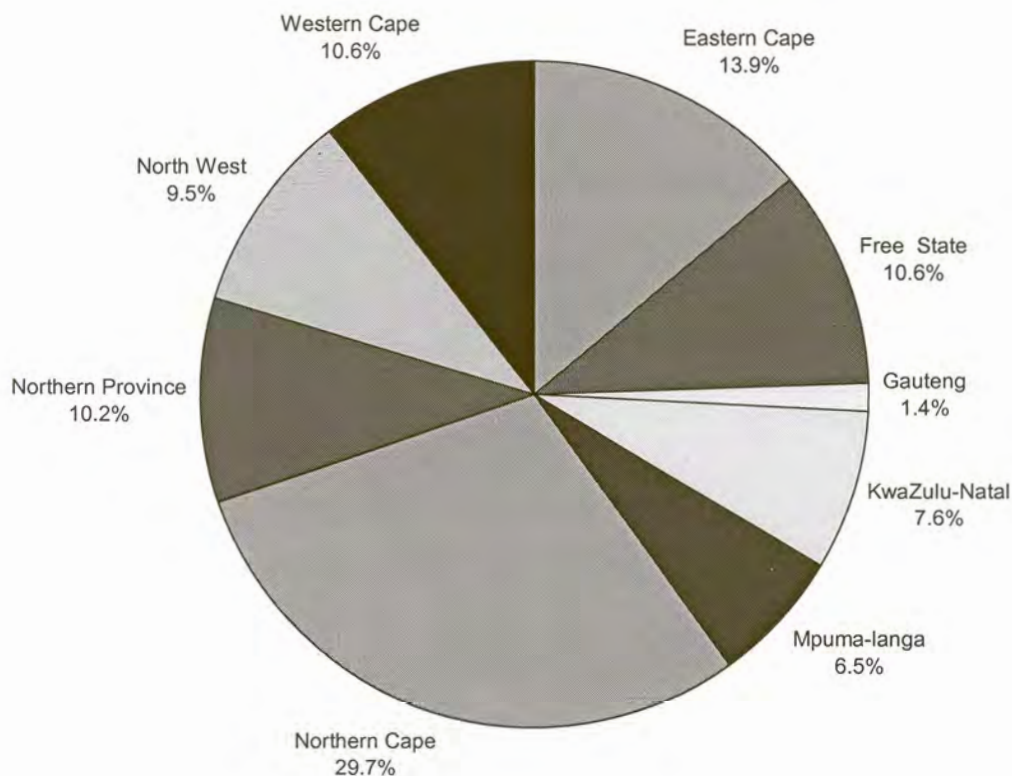
**1.1 Area (square km) covered by each province**

	Eastern Cape	Free State	Gauteng	KwaZulu-Natal	Mpumalanga	Northern Cape	Northern Province	North West	Western Cape	South Africa
Square km	169 580	129 480	17 010	92 100	79 490	361 830	123 910	116 320	129 370	1 219 090

Source: Census (1996:2)

**DIAGRAM 1.1**

**Distribution of the land area of South Africa by province**



Source: Census (1996:2)

### 8.3 THE POPULATION OF SOUTH AFRICA

**TABLE 4.10**

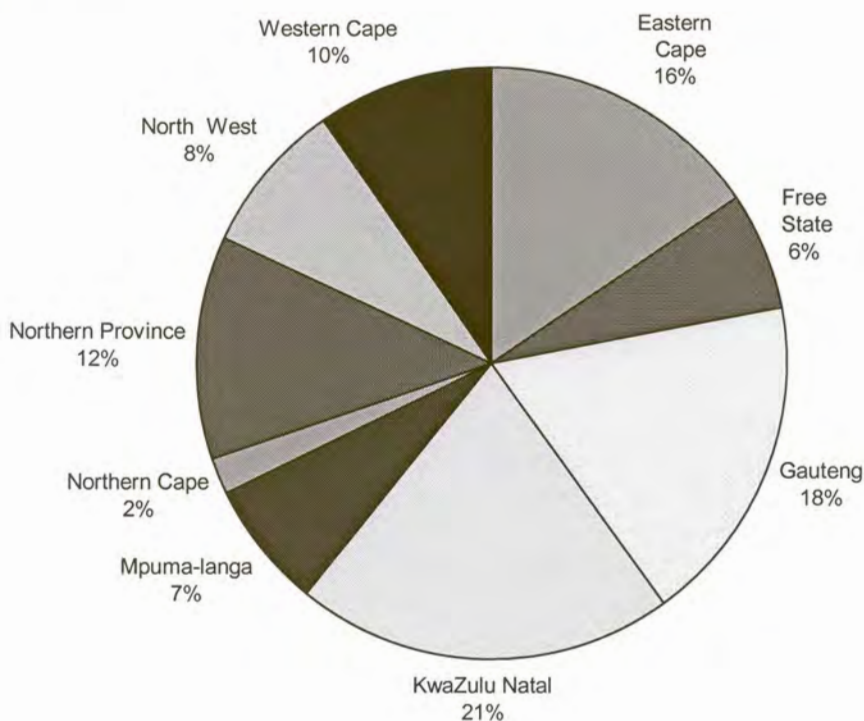
**Population of South Africa by province**

	Eastern Cape	Free State	Gauteng	KwaZulu Natal	Mpumalanga	Northern Cape	Northern Province	North West	Western Cape	South Africa
Total	6 302 525	2 633 504	7 348 423	8 417 021	2 800 711	840 321	4 929 368	3 354 825	3 956 875	40 583 573

Source: (1996:4)

**DIAGRAM 1.2**

**8.3.1 Percentage of the population in each province – October 1996**



Source: Census (1996:4)



TABLE 4.11

8.3.2 Data in total net population as depicted in table 1.1 and 2.1.

Taking Eastern Cape as an example:  $6\ 307\ 525 / 169\ 580 = 37.1$   
 persons per km<sup>2</sup>

Province	Persons per km <sup>2</sup>
Eastern Cape	37.19
Free State	20.34
Gauteng	432.01
KwaZulu-Natal	91.39
Mpumalanga	35.23
Northern Cape	2.32
Northern Province	39.78
North West	28.84
Western Cape	30.58

Source: Census (1996:6)

### Analysis and interpretation

The area under investigation, namely Gauteng, will naturally feel the pressure if people from other provinces in South Africa and those from other parts of Africa and elsewhere in-migrate into the overpopulated area. Problems will occur because people will start competing for jobs, land, housing and subsequently crime will escalate. As can be seen in the table above, Gauteng is the most densely populated area within South Africa with a factor difference of more than ten times that of other provinces.

TABLE 4.12

8.3.3 Country of birth by population group

	African/Black	Coloured	Indian/Asian	White	Unspecified/ Other	Total
SADC countries	413 133	7 792	2 140	102 529	4 091	529 685
Rest of Africa	7 395	329	657	11 358	296	20 035
Europe	4 661	529	783	209 144	2 081	217 198
Asia	405	377	17 888	9 194	690	28 554
North America	362	107	122	4 972	120	5 683
Central and South America	1 772	138	204	6 476	98	8 688
Australia and New Zealand	40	28	34	3 725	61	3 888
Unspecified/Others	75 420	4 522	5 670	55 682	3 162	144 456
Total	503 188	13 822	27 498	403 080	10 599	958 187

Source: Census (1996:16)

### Analysis and interpretation


Table 4.12 illustrates the distribution of people not born in South Africa by population and country of birth as a percentage of all people not born in South Africa counted 958 187 in total.

The following table 4.13 shows the highest percentage of people from each country.

**TABLE 4.13**

### **8.3.4 The number of people from foreign countries settling in South Africa**

	African/ Black	Coloured	Indian/ Asian	White	Unspecified/ Other	Total
SADC countries	<b>43.12</b>	0.81	0.22	10.70	0.43	55.28
Rest of Africa	0.77	0.03	0.07	<b>1.19</b>	0.03	2.09
Europe	0.49	0.06	0.08	<b>21.83</b>	0.22	22.67
Asia	0.04	0.04	<b>1.87</b>	0.96	0.07	2.98
North America	0.04	0.01	0.01	<b>0.52</b>	0.01	0.59
Central and South America	0.18	0.01	0.02	<b>0.68</b>	0.01	0.91
Australia and New Zealand	0.00	0.00	0.00	<b>0.39</b>	0.01	0.41
Unspecified/Others	<b>7.87</b>	0.47	0.59	5.81	0.33	15.08
Total	52.51	1.44	2.87	42.07	1.11	100.00

 Highest from each country

Source: Census (1996:19)

### Analysis and interpretation

From the above table it can clearly be seen that the bulk of the people not born in South Africa comes from Southern African Development Community (SADC) (55.28%) and Europe (22.67%). It can also be seen that the percentage for Gauteng (40.98%) is about four times that of the second and third largest provinces.

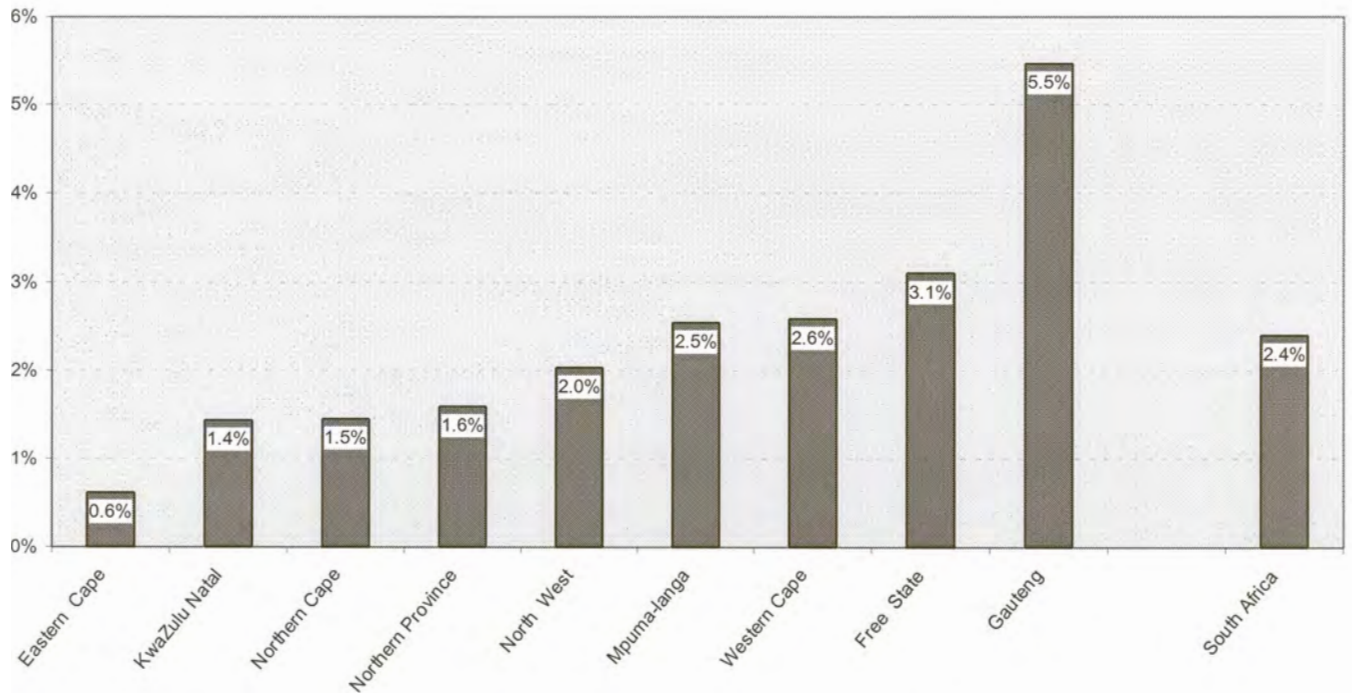
Nearly a quarter (22.16%) of the people not born in South Africa comes from the SADC and chose to settle in Gauteng, this also represents 40% of all the people coming from the SADC. About half (46.50%) of Europeans chooses to settle in Gauteng and this figure accounts for (10.54%) of all the people not



born in South Africa. More Asians settle in Gauteng (1.04%) than in KwaZulu-Natal (0.46%).

### DIAGRAM 1.3

#### 8.3.5 Percentage of the population not born in South Africa in each province and in South Africa overall – October 1996\*

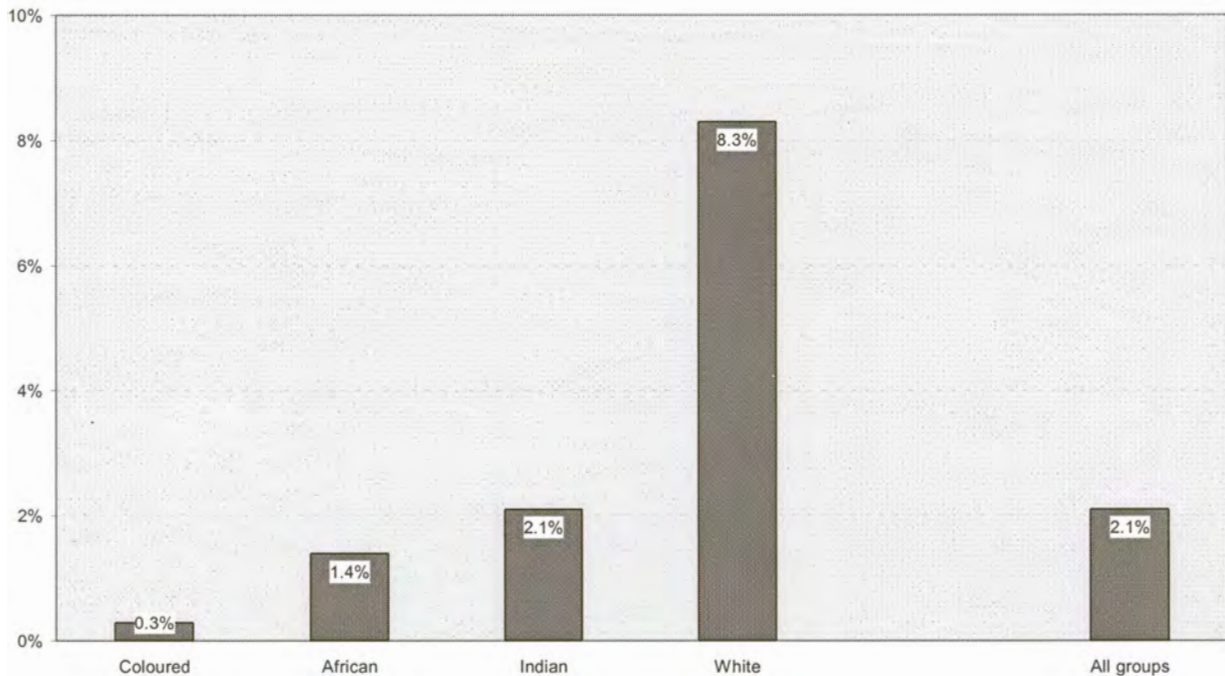


\* Excluding those in institutions and hostels

Source: Census (1996:17)

#### **Analysis and interpretation**

Although 2% of the people enumerated in South Africa on census night were not born in South Africa (right hand column of the graph). Gauteng (second last column from the right) contains the largest population of people who were not born in South Africa (4.8%), while Eastern Cape contains the largest proportion (0.4%) (less than half a percentage point). This scenario confirms the hypothesis stated that Gauteng will experience several problems if immigration is not well monitored.

**DIAGRAM 1.4****8.3.6 Percentage of the population who were not born in South Africa by population group – October 1996\***

\* Excluding institutions

Source: Census (1996:18)

**Analysis and interpretation**

A large proportion of whites (8.3%), second column from the right, was not born in South Africa compared to the other population groups. The second highest population group settling in South Africa is Indians with (2.1%) which is equivalent to all groups followed by Africans (1.4%) and coloureds with (0.3%). The government departments in charge of controlling in-migration should monitor and control this in-flow of the in-migration of people not born in South Africa permanently settling here. Those who bring in expertise should be allowed to in-migrate and the rest to be refused permanent residence.



TABLE 4.14

## 8.3.7 Citizenship by province

	Eastern Cape	Free State	Gauteng	KwaZulu-Natal	Mpumalanga	Northern Cape	Northern Province	North West	Western Cape	South Africa
SADC countries	3 572	50 488	110 316	7 924	20 184	1 246	25 685	37 740	5 677	262 832
Rest of Africa	1 476	181	4 280	1 025	372	33	221	547	1 006	9 141
Europe	4 901	1 562	45 207	17 626	2 439	293	616	1 279	26 267	100 190
Asia	1 445	598	5 328	2 370	203	56	494	930	1 822	13 246
North America	321	64	2 011	768	182	39	33	88	1 417	4 923
Central and South America	927	274	4 622	2 981	530	66	200	245	2 013	11 858
Australia and New Zealand	190	28	1 034	536	52	11	31	50	824	2 756
Unspecified/Others	2 660	2 188	21 893	7 738	2 493	324	4 313	3 785	4 871	50 265
Total	15 492	55 383	194 691	40 968	26 455	2 068	31 593	44 664	43 897	455 211

Source: Census (1996:20)

TABLE 4.15

## 8.3.8 Citizenship by population group

	African/Black	Coloured	Indian/Asian	White	Unspecified/Other	Total
SADC countries	247 473	2 061	1 382	9 660	2 256	262 832
Rest of Africa	7 051	159	350	1 371	210	9 141
Europe	1 445	294	518	96 364	1 568	100 189
Asia	376	193	8 857	2 930	891	13 247
North America	222	75	93	4 300	234	4 924
Central and South America	249	94	236	11 114	165	11 858
Australia and New Zealand	33	35	37	2 582	68	2 755
Unspecified/Others	25 772	1 165	2 302	19 215	1 811	50 265
Total	282 621	4 076	13 775	147 536	7 203	455 211

Source: Census (1996:20)

**Analysis and Interpretation**

Table 4.15 indicates that Gauteng has the highest percentage (41.97%) of in-migration from Southern African Development Community (SADC) as compared to other provinces. The following people who acquired citizenship in Gauteng come from Europe (45.12%) and the least come from Australia and New Zealand (37.98%). With Gauteng's total population of 7 153 733 and combining it with people coming from all over the world the number is increased to a total of 7 348 432 which is an increase of 194 699 (2.64%). It is natural that people cannot be denied movement from countries of their birth to settle where they feel they can make a difference, input and contribution to the area of their choice. The in-migration process should be monitored



carefully and strictly so that resources of the area such as Gauteng should be enriched.

**TABLE 4.16**

**8.3.9 Economically active population by province amongst those aged 15 – 65 years\***

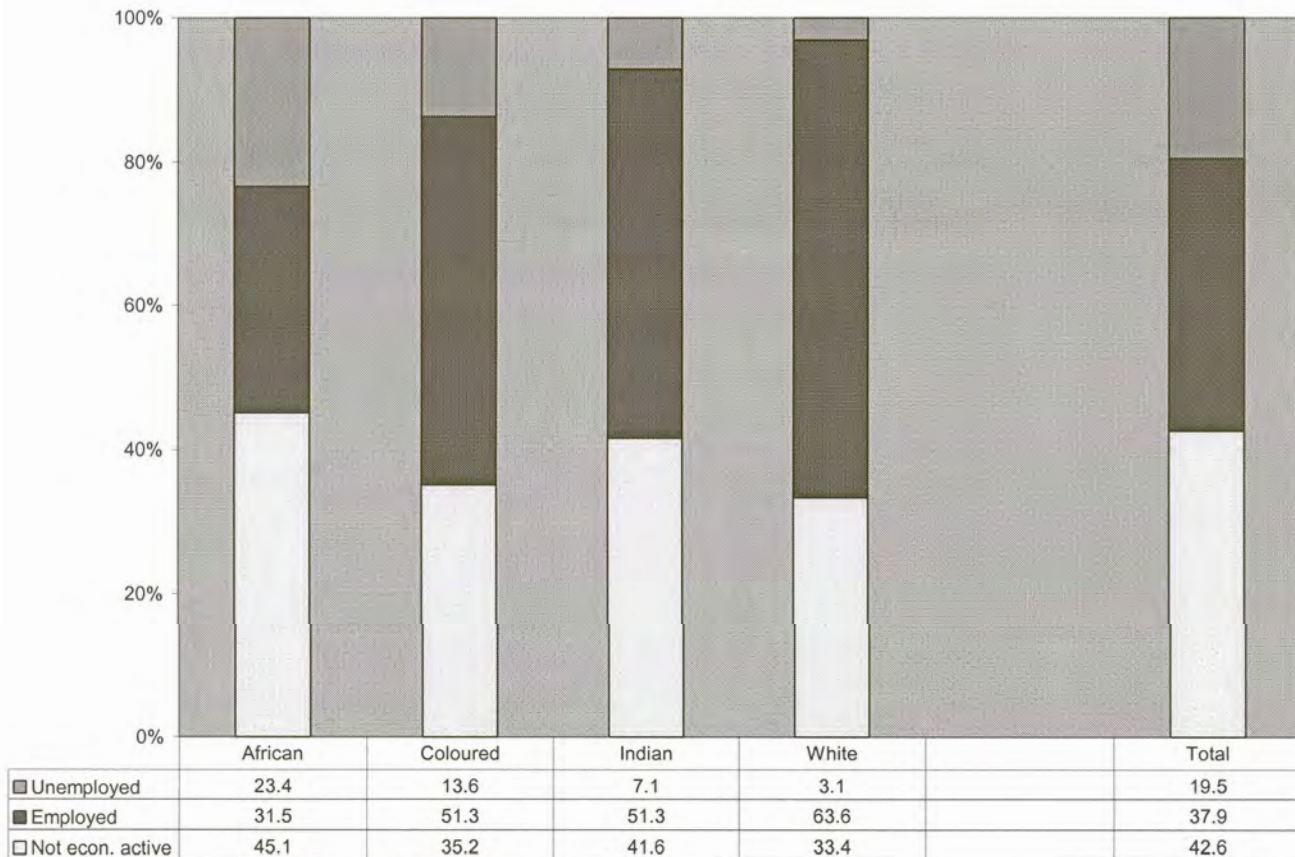
	Eastern Cape	Free State	Gauteng	KwaZulu-Natal	Mpumalanga	Northern Cape	Northern Province	North West	Western Cape	South Africa
Employed	786 818	701 175	2 564 243	1 570 573	605 925	215 523	570 129	725 287	1 374 174	9 113 847
Unemployed	742 427	299 948	1 007 766	1 008 944	297 290	86 060	486 554	443 546	299 114	4 671 649
Total	1 529 245	1 001 123	3 572 009	2 579 517	903 215	301 583	1 056 683	1 168 833	1 673 288	13 785 496

Excluding institutions

Source: Census (1996:44)

**DIAGRAM 1.5**

**8.3.10 Labour market status of the population aged 15 – 65 years by population group – October 1996**



Source: Census: 1996:46

### Analysis and interpretation

A larger percentage of Africans (45%: bottom section of the left hand column) and Indians (42%) compared to Coloureds (35%) and Whites (33%) are not economically active. Note that the unemployment rate (see next graph) is different from the percentage of unemployed people shown in this graph, because this percentage included those who are not economically active.

**TABLE 4.17**

### **8.3.11 Economically active population groups amongst those aged 15 – 65 years**

	African/Black	Coloured	Indian/Asian	White	Unspecified/Other	Total
<b>Employed</b>						
Male	3 506 509	633 417	234 583	1 060 736	46 658	5 481 903
Female	2 175 968	496 099	128 903	795 716	35 258	3 631 944
Total	5 682 477	1 129 516	363 486	1 856 452	81 916	9 113 847
<b>Unemployed</b>						
Male	1 810 570	141 555	29 312	45 938	12 543	2 039 918
Female	2 395 421	157 676	21 068	43 127	14 437	2 631 729
Total	4 205 991	299 231	50 380	89 065	26 980	4 671 647
<b>Total</b>						
Male	5 317 079	774 972	263 895	1 106 674	59 201	7 521 821
Female	4 571 389	653 775	149 971	838 843	49 695	6 263 673
Total	9 888 468	1 428 747	413 866	1 945 517	108 896	13 785 494

Source: Census (1996:47)

### Analysis and interpretation

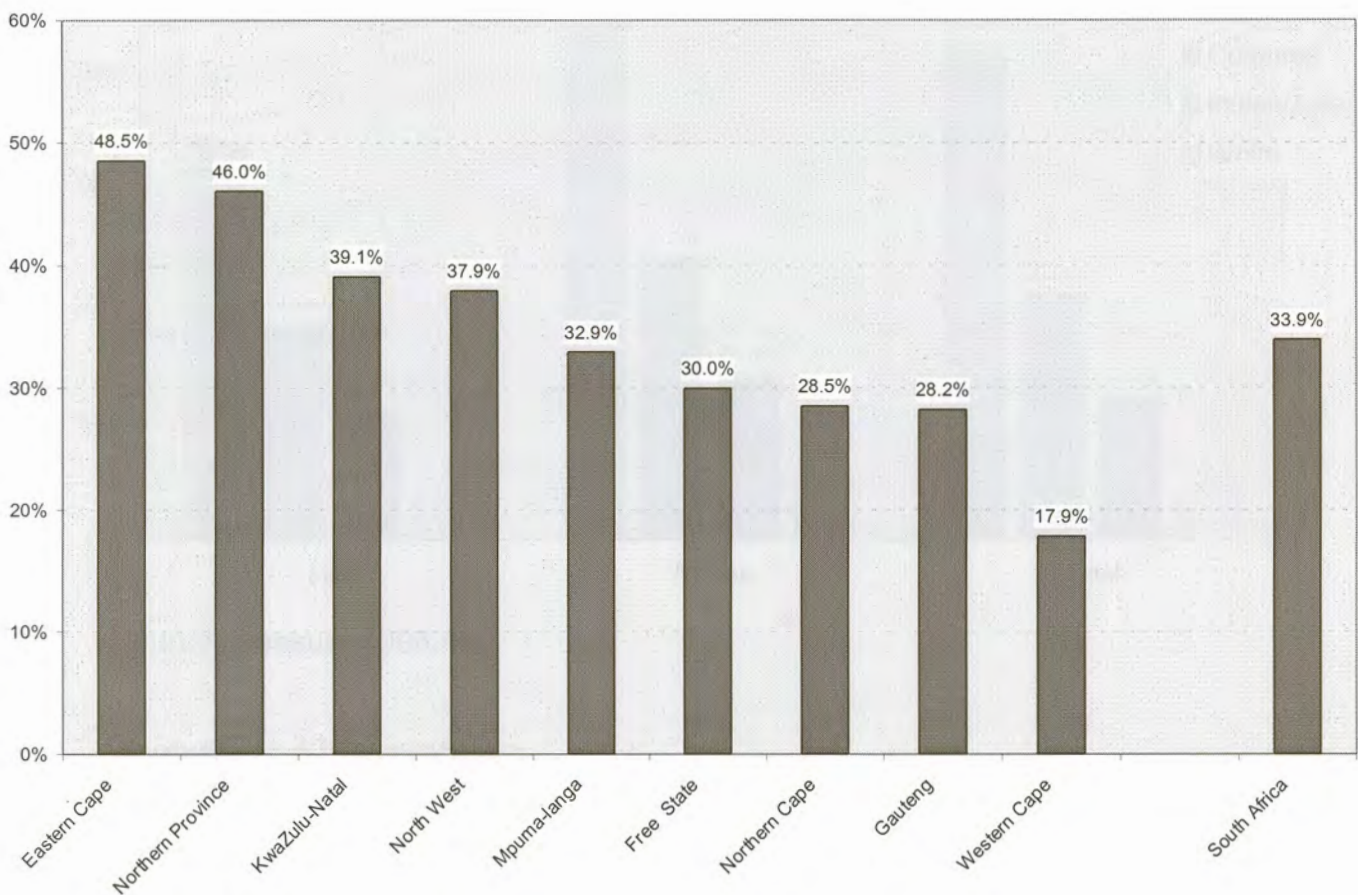
The unemployed Africa male (18.75%) being the highest of the population groups compared to Coloureds (6.93%), Whites (2.25%) and Asians (1.43%). The female unemployed group distribution being the difference of their male counterparts. With African female unemployed being 91.02%, Coloureds 5.99%, Whites 1.63% and Asians 0.80%. This scenario clearly indicates the high level of the unemployed African males and females of the country and warrants urgent attention, otherwise many problems such as acquisition of



housing, paying for basic necessities such as water, electricity, sewage and dirt removals will not be accomplished. Crime rate will escalate and illiteracy will prevail. The inflow of migrants also aggravates the situation. The hypothesis stated (Supra 1.5) becomes, relevant and the authorities in charge should jealously guard against mismanagement of in-migration.

## DIAGRAM 1.6

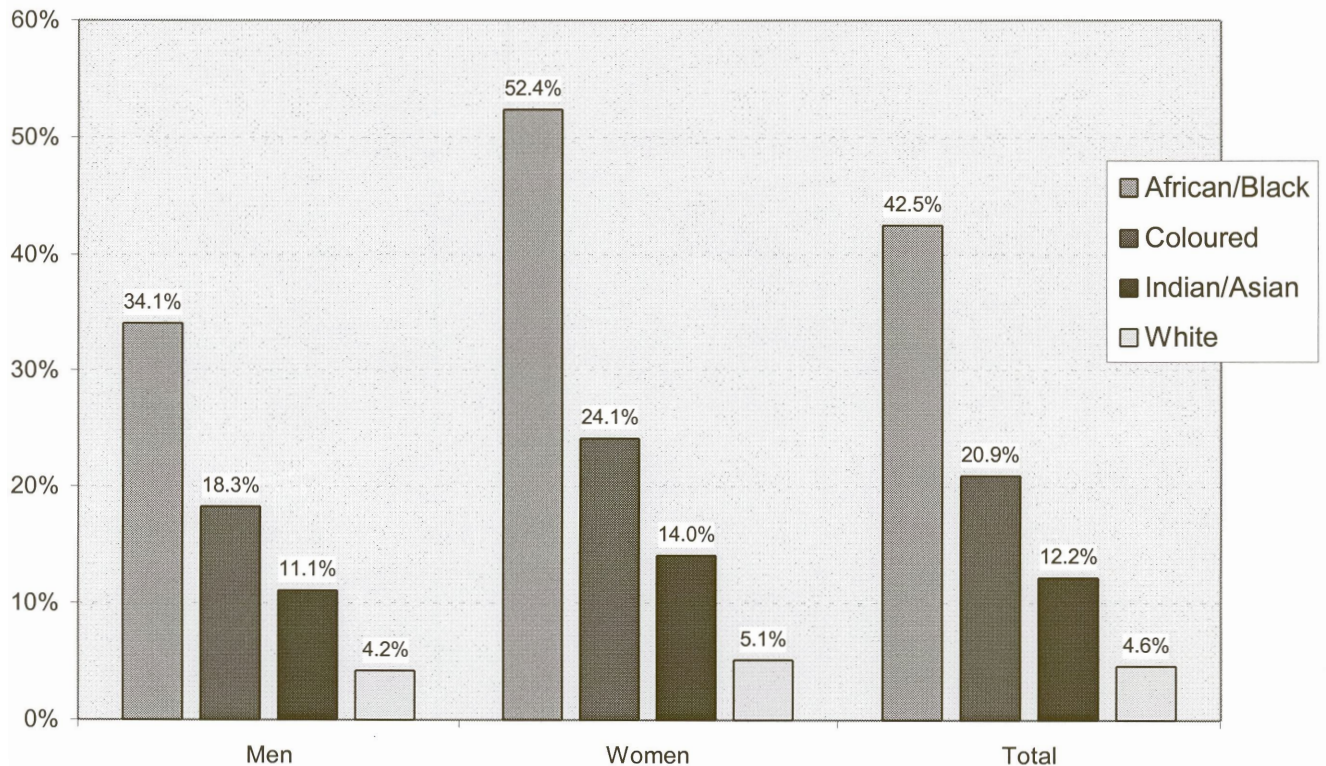
### 8.3.12 Unemployment rates by provinces amongst those aged 15 – 65 years – October 1996



Source: Census (1996:48)

#### Analysis and interpretation

According to Diagram 1.6, unemployment rates were (33.9%) for the country as a whole (right hand column), but they were particularly high at (48.5%) in the Eastern Cape (left hand column), and (46.0%) in the Northern Province. Gauteng (28.2%) comes second best to the Western Cape (17.9%)

**DIAGRAM 1.7****8.3.13 Unemployment rate by population group and gender – October 1996**

Source: Census (1996:49)

**Analysis and interpretation**

According to diagram 1.7 unemployment rates were particularly high among African women (52.4% fifth column from the left) and African men (34.1% left hand column).

**8.4 THE MANAGEMENT OF IN-MIGRATION PROGRESS**

South African citizens pay millions of rands (of tax) to the government for public services. In return they demand a more careful allocation of scarce resources, proper management of human movement (in-migration) and evidence that the services rendered are of an adequate quality. These



demands have led the South African government to become much more attentive to quality and proper service delivery. Obviously there are various mechanisms through which improved service delivery is established. By far the most common way to do this is by transforming the internal component of management, namely organising, leading, control and evaluation. Indeed, the management of in-migration plays a major role in ensuring that private and public sector institutions will survive and prosper and in adding value to the management in a direct and indirect manner. Therefore, it is of the utmost importance that government in its current transformation initiatives also pays attention to the in-migration management component .

Historically, in-migration management has been regarded largely as an administrative or technical matter rather than receiving the strategic management concern it deserves. In the past there have been rapid, turbulent and often strained developments in the government concerning in-migration. Some solutions in the previous dispensation included putting into operation systems to cluster people according to ethnicity, demography, wage income, status, exclusive areas, and other related factors, this trend has currently drastically changed. Although these projects were tackled with great enthusiasm, it was still done by means of the old-style people administration, which implies uniformly applied central rules and prescripts. However, post-1994 in-migration management faces a quite different set of trends and challenges. Currently it is regarded as a key activity in public administration and plays an important role in guiding future activities. Post-1994 the management of in-migration faces enormous challenges, both in terms of transformation within the broader context of change in the public sector, private sector and in terms of the transformation of the services which it provides to its clients. What brought this urgent need for change to the fore? Of course the most obvious reason is the tendency all over the world to embark on a thorough re-evaluation of the role, structure and functions of the state and public sector institutions in general, and in-migration management in particular. These challenges of in-migration are currently being addressed through a comprehensive programme of transformation by government and

manifest in different policy initiatives, most of which are underpinned by an integrated and strategic process of progressive new Acts, White Papers and other policy documents.

This section will seek primarily to provide a policy framework within which in-migration functions are currently managed and (in some instances) are expected to be managed in the future. Nothing affects the work of those in public sector institutions and private sector institutions more clearly than the problems in the environment. Of course the South African in-migration is no exception. It needs to be said at the outset that the existing South African public sector inherited enormous problems in 1994 when it took over from the previous National Party government, which was characterised by a number of problematic policies and practices. For this reason, it may be helpful to review some of the key problems currently experienced by strict application of in-migration managers – which application of in-migration managers – which in turn could be regarded as reasons for change. The management of migrants into South Africa are cause for concern because the control systems are not respected by those in control. There has occasionally been easy entry into South Africa of illegal immigrants from African States and abroad. The previous and present public administration were more concern with the application of rules and procedures which are not effective than with the development of a culture and ethos of quality service delivery to the community. This problem is referred to as centralised control or top-down management/ To date, the in-migration legislative framework which includes the Public Service Act of 1994, the Public Service Regulations issued in terms of section 41(1) of the Public Service Act of 1994, the Public Service Staff Code issued in terms of Section 42(1)(b) of the Public Service Act of 1994 and the personnel Administration Standards (that is, the grading system covering all work performed in the public sector) reflects and perpetuates the problem of centralised control. The content of these documents is structured in such a manner as to ensure that employees who are to manage these processes comply with the complex set of rules and regulations rather than concentrate on quality control, output and delivery. Overall, in-migration practices are ineffective discriminatory and inefficient. For example, it takes



around three months, and in extreme cases up to 12 months, to recruit a new entrant. One of the reasons for this inefficiency lies in the multiple provisions stipulated in the existing public service in-migration legislative framework.

Another important problem which needs to be managed in the control of in-migrants is a lack of accountability. Previously accountability within the public sector was limited to bureaucratic accountability. Public officials were almost always expected to adhere to the rules rather than strive for higher efficiency in order to be more productive. Despite the international shift towards operational accountability, where public officials even those dealing with in-migration are directly accountable to end – users, citizens and communities, public officials in the old South African public sector acted only according to the set of rules, policies and regulations. That this style of public management has had a negative effect on service delivery cannot be denied. The low productivity figures, particularly in terms of the ability to deliver services that meet the needs, demands, and expectations of the citizenry, illustrate this most dramatically national and provincial departments are extremely dissatisfied with current in-migration management practices, which are perceived to be overcentralised, excessively bureaucratic and rule-bound (White Paper on the Resource Management in the Public Service, 1995:18 of Sunday Times, 1997:22)/

That these problems have had a negative effect on general in-migration management in South Africa is undoubtedly true. In short, it appears that the public sector capacity to meet its in-migration control needs and demands is inadequate.

What lessons can be drawn from the ideas about the management on in-migration in South Africa that might guide the actions or thoughts of the contemporary in-migration manager? One way to begin to answer this question is to summarise the points of departure highlighted here. Many of the thoughts seem to suggest that the changing environment of the in-migration management with its infinite problems needs to be taken into consideration on a continuous basis. An understanding of the problems in-

migration management is faced with not only puts the negative affects into perspective, but also facilitates the change efforts of the future. The observation has also been made that in-migration management is not performing well at the moment. The New Constitution should be regarded as the supreme law for public human management and all actions be guided by it. This implies that constitutional provisions such as the increased emphasis on basic human rights for migrants and the setting of specific values to govern public management should be adhered to. Basically it suggests performing every human resource activity in the light of the anticipated conditions of the New Constitution, thus putting the relevant public in-migration management in the best position to deal with constitutional provisions.

It is clear that the contemporary in-migration manager faces enormous challenges. It can be accepted that public in-migration managers are in daily contact with the issues of the human control function. In order to enhance an understanding of the contemporary issues the in-migration manager should have proper knowledge of the content of the latest Acts, regulations, Bills, White Papers and codes. The in-migration manager is actually the one who deals with the organising, leading, control and evaluation function in its totality. Therefore, he or she must not lag behind but react positively to all the developments and implement them accordingly. This can be achieved through a proper study of all the latest documents, and attendance of courses, workshops, conferences and seminars which deal with the relevant in-migration topics. The manager of in-migration must also try to bring all the stipulations of these documents to the attention of all the relevant roleplayers, who include immediate subordinates, line managers, senior and middle managers and other colleagues.

## **8.5 CONCLUSION**

It is evident from above scenarios that legal migration is allowed but should strictly be controlled to ensure that it benefits the development of the relevant country, to raise more opportunities and in general to raise the socio-economic standards of the country. On the other hand, illegal in-migration has serious negative effects on the socio-economic situation of any country,



including South Africa. It undermines all efforts at structured planning, supplying and maintaining of infrastructure, economic growth, socio-economic growth and socio-economic upliftment. In the South African context, especially in Gauteng Province, illegal in-migration undermines the Regional Development Programme (RDP) and places a severe strain on resources.

South Africa has a population of 50 583 573 (census 1996:5) that is annually increasing by approximately 2.3%. It is expected that the population will increase to 74 million by the year 2025. South Africa's resources to sustain a population of this size are limited by the fact that arable land for food production is scarce, especially in Gauteng province. South Africa has 11 million hectares of a high agricultural potential. South Africa's water resources are extremely limited and water already has to be diverted from a neighbouring country to satisfy the demands up to the year 2020. Unemployment is rife with approximately 33% of the active economic persons being unemployed at present.

As depicted (Supra 2.2 and 2.3) various factors such as overpopulation, political strife, droughts or famine in many African countries are driving people to seek a better life. The influx of migrants is not just from Africa, but from other economical stable countries such as Europe, Asia, North America, Central and South America, Australia and New Zealand. South Africa, especially Gauteng is pressurised to provide services such as education, jobs, health, housing and others to its own citizens who are desperately in need of such facilities. It has been reported that Gauteng province is spending R200 million annually on the education of children of illegal immigrants. Gauteng hospital services had to go to the extend of writing off R300 000 in medical costs in respect of foreigners who did not pay their bills.

According to a survey done in 1995 by the Human Science Research Council, there are between 2.5 and 4.1 million illegal immigrants in South Africa and every year more are entering by either illegally crossing the borders or by entering legally through border posts, ports of entry and then overstaying the validity period or contravening the conditions of their temporary residence

permits. Recognising the rights of in-migrants is seen as a luxury for a country such as South Africa, especially Gauteng with limited resources.

Unfortunately, the state's reaction to the issue of in-migration is diverse and inconsistent. The different perspectives are not only between different provinces, but also between different departments, as well as local governments. Until 1991, the main criterion for in-migration in South Africa was race. A prospective in-migrant had to be readily assimilable by the white inhabitants and not a threat to the language, culture or religion of any white ethnic group (Hough, 1995:209)

Current policy responses are not only discordant with the post-apartheid normative shift, but are also non sustainable, as the following realities suggest that the continuing criminalisation of illegal in-migrants are influenced by the burgeoning corruption of the systems which are intended to control them and the increasing financial expenditure on apparently futile attempts at plugging and policing leaky borders and ports of entry into South Africa, the growing deployment of understaffed and over-extended security forces, which identifies increasing attempts by the South African public in identifying illegal migrants which can result in xenophobic witch-hunts, destabilising communities and adversely affect South Africa's relationship with in-migrant's country of origin and the unveiling of high crime rate caused by illegal in-migrants in the form of car hijackings, rape, robbery and other related matters are cause for concern.

In South Africa, as is the case in other Western states, it is characteristic that there is an ever increasing demand for a greater and better management of in-migration. This demand causes increasing pressure on the South African executive public institutions to render maximal qualitative and quantitative management services at the lowest possible cost within the framework of the boarder political and socio-economic environment. As a result of this, personnel in supervisory and management positions in public institutions are confronted with problems which require special administrative and management skills. Due to the fact that the personal experience of the



supervisory officials is probably not sufficient to find solutions for such problems, it has become necessary for persons aspiring to positions in higher echelons of the hierarchy of executive institutions, who manage the in-migration process and functions, to acquire some training in the administrative and management sciences. Because training in the administrative and management of in-migration also implies some knowledge of in-migration to enable the supervisory officials to have the correct cognitive approach pertaining to the in-migration functions, problems and questions. It should also enable the officials to identify and find solutions and timelessly bring about structural changes where necessary.

The government-of-the-day which comes into effect by means of free general elections has as its primary objective the maintenance and improvement of the country. Since it is impossible for political officer-bearers to manage all the activities related to their objectives, a multitude of public executive institutions are utilised to provide essential services, as well as to maintain the required infrastructure. As far as the nature, extent and number of executive institutions are concerned, it is interesting to note that circumstances peculiar to a state will be the determining factor. In this regard, South Africa is no exception, and depending on a variety of prevailing circumstances, executive departments have been established to make a reasonable existence possible for all citizens of the country.

The efficiency and effectively with which public executive institutions perform their functions concerning the management of in-migration are closely correlated with the organisation pattern of such institutions. Although government institutions tend to be structured in a mechanistic way due to statutory and other requirements, the adaptability of these institutions to in-migration influences may be increased by the selective use of suitable organisational systems (Roux, Brynard, Botes & Fourie 1997:57-63). When reflecting on the updating of procedures and methods of managing in-migration, all the relevant considerations should also be taken into account. Procedures and methods are carried out by officials, and if their co-operation and sympathetic attitude are not obtained all meritorious proposals

concerning the effective and efficient ways of managing in-migration will be doomed to failure.



## CHAPTER 9

### MANAGEMENT OF URBAN IN-MIGRATION IN SOUTH AFRICA : EVALUATION, CONCLUSIONS AND RECOMMENDATIONS

#### 9.1 EVALUATION

The primary aim of this study was to assess the negative and positive impact in-migration has on South Africa especially in Gauteng province. By means of an investigation based on the hypothesis of this study it is stated that to verify this hypothesis data was obtained. To do this, data in the form of histograms, diagrams, pie chart diagrams and tables was obtained from the departments of Statistics, Home Affairs and Housing, as well as a study of relevant and recent literature. The conclusions and recommendations of this thesis will partly be based on these investigations. In-migration and industrialisation are responsible for profound social and economic changes throughout the present day world. Old established values, ideas, practices have to be abandoned or at least re-assessed at a rate unparalleled in recorded history. As a consequence, the future today seems to be even more unpredictable and uncertain than ever before. If this is true of the world's economically advanced nations, it applies much more to the less advanced peoples, South Africans included – peoples that have only recently emerged from colonial rule and are now seeking to free themselves from poverty, ill health, ignorance and superstition, and to become nations embraced by success in the full sense of the word. The chasm that separates actual achievement from the goals they are striving for, far from being bridged, in fact appears to be widening.

It cannot meaningfully be spoken about the South African peoples' transition to the urban economy if the global setting is ignored. In no other country can one find a more striking contrast between a highly sophisticated industrial society on the one hand and the persistence of time honoured social and economic patterns on the other. South Africa mirrors the international scene in many crucial respects. It is important to recognise that the South Africans are in the midst of an evolutionary process between a point of departure which is truly not understood and a destination that lies in an unknown future.

All that can be certain of is that there is no way back into a tribal pattern and that Western technology will increasingly shape the South African society.

The rate at which the South African in-migrants are becoming town and city dwellers has a crucial bearing on the economic, social and political destiny of the country. However, despite these various factors, the urban areas, especially the larger ones, are a catalyst of dramatic change in South Africa. New ways of thinking, new social patterns, a new awareness and sophistication arise that find their authentic expression in many South African way of living. Consciously or unconsciously, all this is a powerful magnet for a society that is no longer content with its old stationery mode of living and is awakening to the challenges and the frustration of the space age. Primarily however, it is the lack of employment opportunities, famine, illiteracy, poverty and other related factors in South Africa, Africa and the rest of the world that are responsible for mounting pressure of migrants seeking to enter the existing metropolitan areas. The pressure will abate only to the extent that alternative ways of making a living are opened up in the people's country of origin.

It would be fruitfull to evaluate the preceding chapters of this document so that the reader could grasp and get to understand the value of the area under investigation. The preceding chapters have described the extent, benefits, losses, consequences and other related negative and positive factors in the world, third world and South Africa in particular with a purposeful strategy of managing the process of in-migration successfully.

Chapter one dealt with the aims and objectives, methodologies applied to research the phenomenon of in-migration followed by the identified problems with a hypothesis which was utilised to prove that effective and efficient management of urban in-migration leads to the improvement of several factors such as quality of life, reduction of unemployment, promotion of progress and elimination of crime in the urban areas. For this document to be meaningful to the reader the title and important concepts were explained and the structure of the report concluded this chapter.



Chapter two revealed interesting scenarios about in-migration world wide, it also touched on the past ,present and future trends of in-migration in South Africa and elsewhere in the world. Urban settlements were experienced differently in all parts of the world with some originating in the form of legislations and others being economically or industrially taking a different route. The South African government of the future will face unique challenges concerning in-migration and this will warrant total onslaught by development of good strategies such as resources (human and material) skills, methods, systems and other important factors so as to be successful. The problem of in-migration was untapped to be not only topical for the African, Asian continents and other parts of the world, but more so for South Africa with its diversified ethnic dimensions. The settlement patterns revealed that developments occurred

through the interaction of economic and political powers that were ethnically and sharply differentiated, particularly between whites and blacks, especially in South Africa. It was also revealed in this chapter that most of the world population will be urbanised and this warrants proactive planning systems which will be applied so that in-migration can be successfully managed. To resolve the problems caused by in-migration the machinery of law enforcement and the rules and regulations should be speedily and seriously applied. The main cause of accelerated urban in-migration are rapid population growth and the inability of rural areas to support this growing population. New priorities, strategies and different methods should be clearly established by the urban administrators.

In Chapter three it was revealed that South Africa will require sound planning and research to get through the current bottlenecks and policy transitions. Given the level of mobilisation in communities in South Africa, it also seemed unlikely that even the present democratically elected government will be able to re-impose its will in any absolute way. Any attempt to plan in the traditional top down of the past is unrealistic and therefore bound to fall. Planning procedures will have to be worked out that gives serious consideration to the interests of the powerless – the needy and the dispreveledged. The urban

policy framework should be affordable, satisfy the need for shelter and services. The mobility of people should be facilitated as much as possible, thus enabling them to move to areas of greater opportunity. Since that the local authorities live in the community itself they should be easily accessible. To bring about planned and structured in-migration, an in-migration policy should be highly developed and soundly structured.

Chapter four deals with urban in-migration in the third world and it provides insight into the understanding of the necessity to realise that rural areas of the third world contain a high proportion of very poor people who are in the majority illiterate, are provided with a minimum of social services and infrastructure and are offered minimum wages and with high illiteracy background. It was also revealed that in some countries, particularly those in Africa, the volume of in-migration began to create conditions of rural urban shortage and that do affect the viability of agricultural production.

Chapter five introduces the reader to the various activities and processes related to the policies, economic and social forces that affect in-migration in South Africa, especially Gauteng province. It also states that an urban-rural per capita income difference is an almost universal phenomenon, and rural-urban income ratios of ten to one are common in developing countries. This pervasive income differential is based, in turn, on another well-established but less obvious economic fact of life – namely, that urban industrial productivity per worker is nearly always considerably higher than rural activity per worker.

Chapter six correlates the comparison between Asia and South Africa concerning both urban and rural urban concentration. The urban concentration of Asia is calculated as 26 percent with Africa indicating 29 percent with Europe being 71 and North America as high as 74 percent urban population. This is a clear indication that Europe and North America are already urbanised. The pace of in-migration in Asia varies considerably as indicated by East Asia with 71 percent and South Asia ranging from 10 percent in Bangladesh to 28 percent in Pakistan. South Africa's provinces experience the following in-migration of 18 percent in Gauteng, 21 percent in

KwaZulu-Natal. The low level of in-migration in some areas of Asia resulted from high rural growth rates and this could be encouraged in South Africa so as to balance the rural-urban settlements. Despite the slow pace of in-migration for Asia and South Africa as a whole, both countries urban populations have been growing at very high rates, and the proportions of urban populations in the large cities such as Johannesburg has been increasing. These trends are expected to continue because of high fertility rate and inflow of people from neighbouring countries and abroad.

Chapter seven concentrates on the different models and theories impacting on in-migration and how best it could be used to drive the in-migration process. The theories are categorised and analyse the forces determining the nature, scope and direction of in-migration. The increase in the urban population as a whole is ascribed to the result of natural urban growth, a redefinition of geographical boundaries, or rural in-migration. Increased in-migration is the process that follows when these casual factors lead to an increasing percentage of the total percentage of the total population taking up residence in urban areas. It is also important to note that migrant activity is far too complex to be incorporated into a single universal model that can be applied to any historical period. However, a great deal can be learnt from the existing theory that may be relevant to the present situation. A comprehensive understanding of the in-migration process also requires an interdisciplinary approach. Thus, in-migration models should include inputs from fields such as Economics, Sociology, Geography, Psychology and Anthropology to be more holistic and inclusive. It should also be noted that all development policies affect and are affected by in-migration. Reliable statistics and empirical studies are therefore the only way to reconcile the theory and practice of in-migration.

Chapter eight dealt with census 1996 to get a global view about South African population and the impact of foreigners on many facets of our country. The area under investigation, namely Gauteng, will naturally feel the pressure if people from other provinces in South Africa and those from other parts of Africa and elsewhere in-migrate into the overpopulated area. Problems will occur because people will start competing for jobs, land, housing and subsequently crime will escalate. Gauteng province is the most densely



populated area within South Africa with a factor difference of more than ten times that of other provinces. Another scenario experienced from this chapter is that the bulk of the people not born in South Africa come from Southern African Development Community (SADC) with 55.28% and Europe with 22.67%. It has also being proven that the percentage for Gauteng (40,98%) is about four times that of the second and the largest provinces. This scenario confirms the hypothesis stated that Gauteng province will experience several problems of in-migration if not well managed. The unemployment of both African male and female warrants urgent attention, otherwise many problems such as acquisition of housing, paying of basic necessities such as water, electricity, sewage and dirt removals will not be accomplished. Crime rate will escalate and illiteracy will prevail.

Chapter nine concludes this thesis by evaluating, concluding and making different types of recommendations for the present and future research.

## **9.2 CONCLUSIONS**

The under mentioned conclusions are to a large extent based on the findings, analysis and interpretation of data of the research, which is divided into a literature study and data analysis.

### **9.2.1 Conclusions concerning the literature study**

- (i) There should be provision for a stronger base for urban settlement in South Africa especially in Gauteng province.
- (ii) The influx into the urban areas needs some control to avoid congestion, but encouragement of equal distribution of the inflow of people into the urban areas should be emphasised.
- (iii) The statement echoed as stated is correct and needs some attention before chaos and confusion reign. Squatting and informal settlement are really becoming the order of the day, as seen in cities such as Johannesburg, Germiston, and Pretoria which are becoming areas of decay and should be well managed for the success of the country.
- (iv) The machinery of law enforcement and the rules and regulations of the country such as South Africa are of vital importance in moulding the in-

migration process. Special planning, integration and settlement patterns should be encouraged so as to put South Africa on a good economic foundation.

- (v) The fostering of subsistence food production and job creation possibilities is one unconventional proposal for addressing poverty and unemployment in towns and cities and should be encouraged.
- (vi) The roots of the decision to leave an area, mainly because of economic factors such as illiteracy, poverty, unemployment and population pressure should be discouraged.
- (vii) Policies concerning job creation and earning an income should be formulated and encouraged to attract rural settlement so that the population distribution can be balanced and to make it attractive for rural and urban dwellers.
- (viii) The future of Gauteng province, be it political, social or economic, should depend on the manner in which the phenomenon of in-migration is managed, that is, the planning, organising, leading and control of these movements of people should be high on the priority list.
- (ix) Public administration should develop strategies and respond to certain challenges. New priorities, methods and skills should be clearly established. One of the tasks to be performed is to ensure that sufficient land where people can settle, is identified and utilised.
- (x) South Africa, especially Gauteng province will require sound planning and research to get through the current bottlenecks and policy transition on in-migration. A new kind of urban planning and urban policy framework is needed.
- (xi) The Gauteng local government has an important role to play in the planning for in-migration and should be easily accessible for the people to contact them when they experience unresolved problems. These officials should have the potential to be most responsive in terms of community interests.
- (xii) Although it happens fairly often that the poorest segment of the population in cities such as Pretoria commutes over large distances, such a situation is not necessarily desirable, since it can have far reaching implications for the quality of life of poor people.

- (xiii) There should be a planned process to control migrant-labour hostels which are at times heavily overcrowded with relatives and friends living unlawfully with the registered occupants.
- (xiv) For the principles of equity, sustainability and viability to succeed, inter-disciplinary, knowledge-based, cross-cultural, participatory planning and community-building are needed.
- (xv) Since people attach meaning to things they were initially involved in and call them theirs, it is important to commit, involve and respect their input because they will then feel that decisions were made with them, and that ownership and pride must prevail and not be lost to destruction. The only viable approach to urban participatory planning is one which entails a decision-making partnership between planners and the community.
- (xvi) Since a positive in-migration indicates that the urban population is increasing at a faster pace than the total population, this process should be discouraged and proper control of in-migration should be put in place.

### **9.2.2 Recommendations based on this investigation and for further research**

- (i) Recommendations of the in-migration plan of action regarding data collection and analysis continue to be both valid and urgent and thus every effort should be made for their full implementation.
- (ii) Government, assisted by inter-governmental and non-governmental organisations, are urged to provide individuals and families with all relevant information regarding in-migration and its implication for scarce resources.
- (iii) The Gauteng government is urged to base policies aimed at influencing population distribution on a comprehensive evaluation of costs and benefits to individuals, families, different socio-economic groups, communities, provinces local structures and the country as a whole.
- (iv) Population distribution goals should be pursued to the extent that they help to achieve broader societal goals, such as raising per capita incomes, increasing efficiency, making the distribution of income more



equitable, protecting the environment and improving the quality of life. In so doing, governments should ensure that the rights of indigenous and other groups are protected and recognised.

- (v) The South African government especially Gauteng province is urged, in formulating population distribution policies, to take into account the policy implications of various forms of population mobility, for example (circular, seasonal, rural-rural, and urban-rural, as well as rural-urban), to consider the direction, duration and characteristics of these movements and the inter relationships between territorial mobility and the levels and characteristics of in-migration.
- (vi) The South African National and provincial governments are urged to review their socio-economic policies in order to minimize any diverse spatial consequences, as well as to improve the integration of population factors in territorial and sectional planning, especially in the sectors concerned with human settlements.
- (vii) The National and provincial governments, especially Gauteng province wishing to minimize undesired in-migration should implement population distribution policies through incentives, rather than migratory controls, which are difficult to enforce and may infringe human rights.
- (viii) The governments which have adopted, or intend to adopt, a comprehensive in-migration policy, should seek to integrate such policies into the overall development planning process, with the aim of achieving, inter alia, a reduction in the current high migration to capital cities and other large urban centres, the medium-sized towns and a reduction of rural-urban and regional inequalities. Developed countries and the international community should extend the necessary assistance to the efforts of developing countries in this direction.
- (ix) The governments either national or provincial especially Gauteng should support programmes of assistance, information and community action in support of internal migrants and should consider establishing networks of labour exchanges that could allow potential migrants to have adequate information about social conditions and about availability of employment in receiving areas.

- (x) Rural development programmes should be primarily directed towards increasing rural production and efficiency, raising rural incomes and improving social conditions and rural welfare, particularly for small agricultural producers and rural women.
- (xi) Gauteng government should improve the accessibility of basic social services and amenities to scattered populations, regularise land ownership, facilitate access to credit, new technology and other needed inputs, and adopt pricing policies geared to the needs of small holders.
- (xii) Appropriate measures must be taken to carry out agrarian reform as one of the important factors which increase agricultural production and promote the development of rural areas,
- (xiii) Gauteng government should adopt effective policies to assist women migrants especially those who are agricultural workers, as well as men, children and the elderly left behind unsupported in rural areas.
- (xiv) Gauteng governments is also urged to pay special attention to the difficulties of adaptation encountered in the urban areas by migrant people of rural origin and take appropriate measures to overcome these difficulties.
- (xv) It remains true that the basis for an effective solution of in-migration problems is, above all, socio-economic transformation and, therefore, in-migration policies must always be considered as a constituent element of socio-economic development policies and never as substitutes for them.
- (xvi) An area of labour migration that continues to be a source of concern is that involving emigration of skilled personnel from developing countries such as South Africa. It must be pointed out, however, that persons with skills have emigrated not only from developing countries to developed countries, but also, and with significant frequency, between developing countries. Moreover the experience of Gauteng province has shown that scarcity of skills, at almost any level, may present problems for the successful implementation of an effective development strategy. Thus, it is recommended that it is necessary to recast the issues related to the emigration of qualified persons in more

general terms and not only focus our attention on the negative effects of in-migration.

- (xvii) It became apparent from this study that most regions of the world, urban populations continue to increase far more rapidly than total populations. On the basis of the point mentioned above, rapid urban population growth has become a matter of a growing policy concern to most governments, particularly in developing regions such as Gauteng in which the urban unemployment level remains extremely high.
- (xviii) This study also revealed that the flows of refugees are increasing in different regions of the world and are also a matter of increasing concern and Gauteng province is no exception.
- (xix) This research also revealed that there is persistence of high rates of internal migration, new forms of mobility, high rates of in-migration, and the concentration of population in large cities in developing countries where these phenomena have negative consequences for development. The need to find solutions to all problems related to in-migration should be high on the agenda.
- (xx) Being aware of the existing links between peace and development, it is of great importance for the Gauteng community to work ceaselessly to promote, among its people, peace, security, co-operation and disarmament, which are indispensable for the achievement of the goals of human population policies and for economic and social developments. Creating the conditions for real peace and security would permit an allocation of resources to social and economic rather than to military programmes, which would greatly help to attain the goals and objectives of the country.

Many of the above conclusions are addressed to the Gauteng government. This is not meant to preclude the efforts or initiatives of international organisations, non-governmental organisation, private sector, or families or individuals where their efforts can make an effective contribution to overall population or developmental goals on the basis of strict respect for sovereignty and regional legislation in force.



### 9.2.3 Conclusions based on analysis of data

- (i) The collection and analysis of population and related statistics are an indispensable basis for a full and accurate understanding of population trends and prospects for formulating population and development plans and programmes and for monitoring effectively the implementation of these plans and programmes.
- (ii) The Gauteng government is urged to monitor population trends and to assess future demographic prospects and their implications on a regular basis. Inasmuch as population projections provide basic tools for economic and social development planning, efforts should be made to prepare statistics relevant for this purpose. Co-ordination and co-operation in this work within and between provinces should be promoted.
- (iii) The area in kilometer square covered by Gauteng Province is (1,4%) and this is a clear indication that overcrowding, crime, unemployment, under resourcing and many other economic and social factors will be affected by this issue. The land is too small to accommodate people from Overseas, Africa, and from other provinces. In-migrants could be encouraged to settle and develop the Northern Cape which occupies the largest (29.7%) square kilometers of land. The investors from abroad could be encouraged to open up factories such as motorcar, diamonds, and several others which will give people jobs, and allow growth of the population in this area.
- (iv) The population distribution is experienced as unequal and uneven. The population distribution of South African provinces indicates that Gauteng with the area of land (1.4%) has the second highest population distribution of 18.1% with KwaZulu-Natal (20.7%) being the highest. Northern Cape with (29.7%) kilometer square of land accommodating at least (2.1%). This scenario emphasises that the latter province needs much attention to encourage people to settle and even invest in this area so that the pressures and discomfort experienced by Gauteng Province could be resolved.
- (v) Urban and non-urban population taking Gauteng as an example shows great disparities of 97% urban dwellers which indicates that

these urban areas are overpopulated and may experience divergence of problems such as unemployment, crime, rivalry for resources and a decline in facilities such as health, education, housing and others .

- (vi) As indicated in a diagram more than three-quarters (77%) of the population of South Africa are African. This poses a major problem since the majority of this high percentage of people are illiterate and are a threat for the economic development of the country. They are mostly found in need of professional, semi-professional, technical occupations, engineers and related technologies. The country is also recruiting medical practitioners, experts of education and related occupations, accountants, artisans, management personnel, executive and administrative personnel from countries such as Cuba, Australia and other African countries.
- (vii) The Gauteng government is strongly urged to integrate African people fully into all phases of the development process, including planning, policy and decision-making. The government should more aggressively pursue action programmes aimed at improving and protecting the legal rights and status of its people especially of Africans. This can be done through efforts to identify and to remove institutional and cultural barriers to Africans' education, training, employment and access to health care. In addition, the South African government should provide remedial measures, including mass education programmes, to assist Africans in attaining equality with other population groups in the social, political and economic areas of the country.

The promotion of community support and the collaboration (at the request of the government) of non-governmental organisations, particularly of African people, in expediting these efforts should be given paramount attention. The government should promote and encourage, through information, education, communication and also through employment legislation and institutional support, where appropriate, the active involvement of Africans in all areas of responsibility, including the culture of time, respect for authority, workethics,

and dedication, so that this development can be fully shared by those responsible for growth.

- (viii) The percentage of the people coming from the Southern African Development Community (SADC) settling permanently in Gauteng causes call for alarm because 40% of them has settled there, and the remaining percentage is shared by the remaining eight provinces. The same scenario of people from Europe is experienced by Gauteng with a total intake of 46% which is the highest as compared to other provinces.
- (ix) The citizenship gained by (SADC) countries who settled in Gauteng province is 41.97% with the Free State being second best with 19.20% and the rest of the seven provinces sharing the spoils. A very good 45.12% of the European people have acquired citizenship in Gauteng with the difference being shared by the remaining eight provinces. There are also other people from other countries gaining citizenship in South Africa but the majority of these people settle in Gauteng, that is people from Asia, North America, Central and South America, Australia and New Zealand.
- (x) National non-governmental organisations should be invited to continue, in accordance with the policies and laws, their pioneering work in opening up new paths and to respond quickly and flexibly to request from Government, intergovernmental, and international non-governmental organisations, as appropriate, for the further implementation of the in-migration plan of action. The Gauteng government should be urged, as appropriate, within the framework of national objectives, to encourage the innovative activities of officials dealing with the in-migration process, the government should draw upon officials' their expertise, experience and resources in implementing national programmes for in-migration.
- (xi) Members of legislature, the scientific community, the mass media, and others in influential positions should be invited, in their respective areas of competence, to create an awareness of in-migration issues and to support appropriate ways of dealing with these issues.



### **9.3 OPERATIONAL RECOMMENDATIONS**

It is important to realise that there are some loopholes regarding in-migration in South Africa and in Gauteng in particular which need to be addressed. Officials dealing with the movement of people into urban areas such as Gauteng need to know how to deal with this inflow problem which impacts negatively on several resources of the area under investigation. It is recommended that further research be undertaken with the aim of improving in-migration in general. This could also help to arouse the interest of those affected by the process of in-migration. This process should also be extended to rural areas and other provinces where there are problems regarding uncontrolled in-migration and its impact on the socio-economic factors and other related issues which are of importance to the people living in those areas.

Policy makers, parliamentarians, and other persons in public life should be encouraged to continue to promote and support actions to achieve an effective and integrated approach to the solution of in-migration problems by arousing public awareness and working towards the implementation of national in-migration policies and programmes. The National Government and the other organisations with vested interest in this field should be invited to continue providing support for such actions and should be urged to examine and support the recommendations for further implementation of this plan of action and to include population issues in their major priorities.

### **9.4 SOLUTION OF THE PROBLEM AND ATTAINMENT OF GOALS**

With reference to the statement of the problem and the stated hypothesis the researcher holds the opinion that the above mentioned objectives have been satisfactorily reached.

### **9.5 CONCLUSION**

In many ways the problem of in-migration in South Africa and especially in Gauteng is similar to that of the rest of the developing countries of the world. It also emerged from the literature study of this research that the people

dealing with the general understanding of in-migration are almost entirely limited towards understanding the proper administration of migratory processes. The government departments directly involved with the management and administration of in-migration must operate effectively and efficiently. As professional leaders, the officials dealing with in-migration should have a proper, working, system of control within their working environment which assists them in making important correct decisions when dealing with recording, safe keeping and evaluating who comes into the country for what reason and how long that migrant stays in the country.

The South African government should respect the basic human rights and fundamental freedom of individuals as set out in the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, the International Covenant of Civil and Political Rights and other pertinent international instruments. In keeping with these documents, receiving countries should adopt measures to safeguard the basic human rights of all migrants in their territory and to ensure the respect of their cultural identity. Measures should also be taken to promote the mutual adaptation of both immigrant groups and the population of the receiving country.

In planning for economic and social development the government of the provinces of South Africa should give appropriate consideration to shifts in family and household structures and their implications for requirements in different policy fields.

## **9.6 ISSUES FOR FURTHER RESEARCH**

In-migration is now generally recognised as one of the most significant socio-economic phenomena of the twentieth century. In the past decade or two it has assumed even greater prominence, not only as an intrinsic dimension of the development process itself, but also as an area of policy and research concern. As in the case of other major socio-economic changes of this century, however, the lag between the emergence of in-migration issues on the one hand, and the research necessary to address them and policy implementation on the other, remains wide. In addition, the co-ordination of

policy and research leaves much to be desired. This is one of the principal conclusions to emerge from the Conference on Population growth, In-migration, and Urban Policies in the Asian-Pacific Region.

While the chapters of this thesis may provide a flavour of the state of our knowledge and shed some light on knotty policy issues, they also raise important research questions. The issues dealt with in the different chapters are laid out as items for future research, with a view to policy improvement. It is also realised that several of these issues are not altogether new,- still, they remain critical and far from resolved.

In regard to the future of in-migration, there is a need to improve projection methods by expanding the factors that should be considered. These improved methods should be able to take into account market forces, institutional factors, and policy interventions. For instance, we should be able to project population under different in-migration scenarios, with and without various types of policy interventions.

Most importantly, we need to be able to project with some degree of accuracy the growth of particular urban places or cities. For purposes of urban policy it is the growth of particular places that matters, not of the urban sector as a whole. Aggregative projection methods are now available to some extent but methods for projecting the growth of individual cities to determine, for example, the needs for infrastructure and social services are still rudimentary at best. It has been claimed that projections are partly self-fulfilling prophesies; that is, if rapid growth is projected for a city and public services are provided in anticipation of that growth, the city may become more attractive for migrants. In the cities of Pacific Asia, however, such services tend to lag far behind demand.

Another research issue on which renewed efforts would be worthwhile is the relationship between structural economic transformation and spatial change. Conventional wisdom has it that structural economic change inevitably results in the spatial movement of labour, particularly from rural areas to urban



centers. But recent studies in several East and South East Asian countries suggest that this need not be so. Labour released from the farm, rather than moving to cities, can be engaged instead in non-farm economic activities in the rural areas or in small towns near agricultural lands. When rural-to-urban migration occurs, it is important to find out the extent to which such moves are permanent, temporary, or circular. Also requiring study is the seasonal reverse movement of labour from towns to farms during peak months of agricultural work. These are strategic questions because they bear directly on the issues of decentralisation and the design of appropriate spatial policy.

Before planners even consider adopting explicit dispersal or decentralisation strategies, they should have a good grasp of the special impacts of existing implicit policies and industrialisation factors. As researchers, we need to be able to demonstrate to planners at least the direction of these impacts. How useful and cost-effective might computable general equilibrium models be for this purpose? Would a partial quantitative analysis or careful analytical description suffice in case the rigorous requirements for a computable general equilibrium model cannot be met?

Assuming that we can reach some understanding of the role of implicit policies and institutional factors, the next question is, what decentralisation policies will be effective and not conflict with macro- and sectoral objectives? Also, what is the proper timing for intervention? Likewise, we need to know the scale economy requirements for various types of infrastructure and services to achieve viability in secondary cities. For these questions, we need to study closely economic and political structures that exhibit some success in decentralisation. Specific dispersal policies could also be examined in a comparative context, both intra-country and cross-national.

It has become increasingly evident that policies and programmes designed for the rural sector have urban effects as well. It is therefore essential to understand the effects of rural development policy interventions. For instance, does farm mechanisation induce out-migration whereas irrigation projects lead to retention of farm populations? What scales and types of

mechanisation and irrigation bring about these results? What are the effects of feeder roads? What is the role of agricultural growth in fostering rural off-farm employment under different land tenure, social, and political structures? What types and sizes of industries can be successfully decentralized to smaller towns and rural areas?

An important role of government is to try to internalise externalities, that is, to reduce the divergence between net private costs and net social costs. This entails empirical knowledge, still lacking, about the effects of in-migration of people outside the migration decision-making unit. Are pecuniary externalities such as redistributive of in-migration or rural-to-urban migration larger in countries where there is more public ownership of resources and services such as socialist economies? What, in general, are the efficiency and equity in terms of in-migration, that is, what difference does high versus low urban primacy or concentrated versus dispersed in-migration really make for economic efficiency and equity?

These questions raise the larger issue of the consequences of in-migration for individuals and larger social aggregates. How does in-migration differentially affect those living in different sizes and types of settlement? What are the comparative costs and benefits, not just economic but including the social-life effects of permanent versus temporary migration, in rural versus urban areas? For most of these questions, specialised longitudinal surveys and case studies, and approaches other than those of economists, may be required.

A key policy question about the welfare effects of in-migration has to do with user fees. If these can be effectively enforced so that the migrant pays the full cost of the services to which he gains access by migration, then the externalities from in-migration can be eliminated and there will probably be less in-migration. However, little is known about what is politically feasible and economically desirable insofar as user fees are concerned. It would be especially desirable to sort out the issue of user fees because of its distributional and efficiency implications.

In this connection, it is also necessary to examine the general issue of whether efficiency really does lead to equity and under what conditions, and whether policy should therefore simply focus on the efficiency concern. Because of the divergence of private and social benefits and costs, market forces need to be modified by policy. These issues are central to the debates about the need for and scope of policy.

Although our understanding of the intricate relationships governing immigration and labour markets, and of informal and formal sectors, have been improving in an academic sense, it still remains rudimentary in relation to the needs of policy. Many earlier studies on this subject suggest, for example that the informal sector represents a mere transitional phase for migrants, but more recent studies show that informal – sector activities can also be dynamic and provide stable employment. If governments are sincerely concerned about equal opportunity issues, we also need to know more about gender preference in employment and sexual stereotyping of occupations.

The increasingly critical area of urban management would benefit from further study of policy institutions and processes. To come to grips with a host of urban management issues, we need to examine political and administrative systems that seem to be working effectively in providing various public and social services and learn how they differ from those that are ineffective. We would also be able to help identify the types of social infrastructure that are best suited to a particular urban political structure. It would be useful to carry out an evaluation of housing and transport policies, pricing policies, and cost-recovery schemes (user fees) in the context of the efficiency and equity considerations discussed earlier. Here, too, we need to find out what really happens at the grassroots level when various policies are implemented.

National immigration policy, to be effective, requires both spatial and intertemporal co-ordination of economic and social activities by an appropriate government ministry. For this, anticipatory or proactive rather than reactive strategies are called for, and this requires forward-looking research. We should at least be able to help clarify the terms of the trade off between



interspatial and intertemporal choices that have to be made by government. Government needs sound formulas for resource allocation among those choices. For instance, should government spend more on areas where public services are most efficient, or on places where they are most needed, to raise everyone to the same level? Is this a matter of ethics, an area for political compromise, or an area where social scientists can provide clarification, if not guided?

There are several critical and sensitive issues having to do with the political process in policy formulation, implementation, and evaluation, about which anecdotal impressions abound but little hard documentation and analysis are available. We need to understand inter-ministerial and inter-departmental as well as central-local relations and interactions (or the lack thereof). A useful mechanism for such needed understanding would be increased by interplay between social scientists and policy actors. Social scientists may need to heighten their relations with the government, and vice versa, to achieve progress in this area.

Finally, to close on a theme introduced in the foreword, an improved understanding of in-migration processes and better urban policies will require a more comprehensive effort by wider array of social scientists than are currently engaged in Urban policy research. It is all too apparent that advances in urban theory and policy require an increase in the contributions of other social scientists and, on the part of all, the development of more holistic and truly interdisciplinary frameworks than have yet been achieved.