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Department of Economic and Social Affairs

Population Studies, No. 62

# **WORLD POPULATION TRENDS AND POLICIES**

## **1977 Monitoring Report**

### **VOLUME II**

### **Population Policies**



**UNITED NATIONS**

**New York, 1979**



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## PREFACE

This report was prepared in response to a recommendation in the World Population Plan of Action, adopted at Bucharest in 1974 by the United Nations World Population Conference, to the effect that the monitoring of population trends and policies "should be undertaken continuously as a specialized activity of the United Nations and reviewed biennially by the appropriate bodies of the United Nations system, beginning in 1977."<sup>1</sup>

The study is published in two volumes: volume I comprises an introductory overview of population trends and policies and a report on population trends, while volume II consists of a report on population policies. The report on population trends was prepared by the Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat on the basis of inputs by the Division itself, the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization. The regional commissions also contributed helpful information. The report on population policies was prepared by the Division on the basis of information derived from the Third Inquiry among Governments on Population and Development, as well as from other official sources.

Part Two of the study, namely, the report on the monitoring of population policies, is presented in this volume. It includes an analysis of Governments' perceptions and policies with respect to population growth, mortality, fertility, spatial distribution and international migration. It also discusses institutional arrangements for the formulation and implementation of population policies. Detailed tables are presented in an annex.

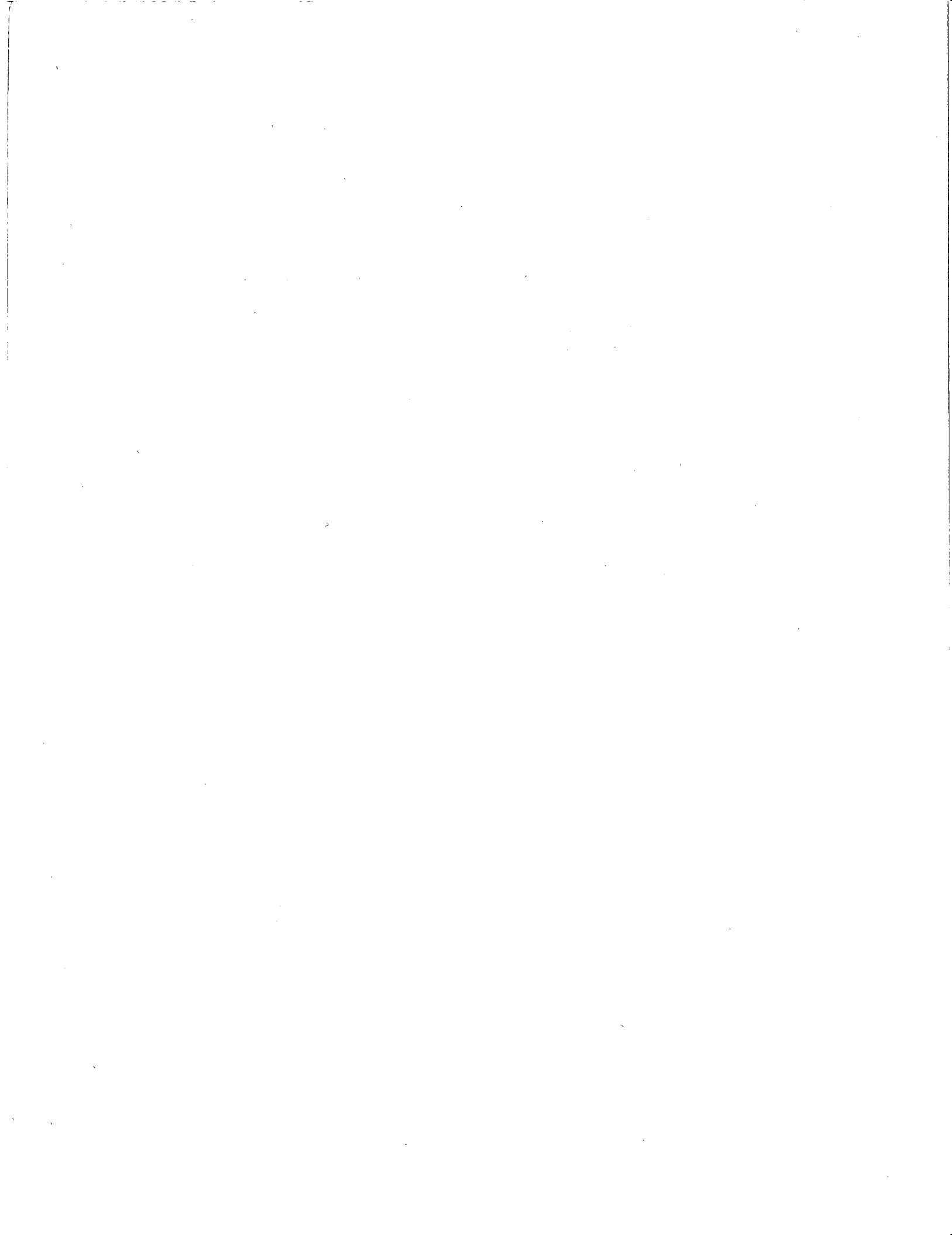
The Population Commission at its nineteenth session, held in January 1977, reviewed a draft of this report and concluded that the two parts "contain a wealth of information and analyses which should be made available to Governments, demographers and planners. The finalized versions of those two studies, together with their annexes, should be given wide circulation."<sup>2</sup>

Acknowledgement is due to the United Nations Fund for Population Activities whose grant made this publication possible.

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<sup>1</sup> *Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974* (United Nations publication, Sales No. E.75.XIII.3), part one, chap. I, para. 107.

<sup>2</sup> See *Official Records of the Economic and Social Council, Sixty-second Session, Supplement No. 4 (E/5913)*, chap. III, para. 64.





# CONTENTS

## Volume II

	<i>Page</i>
Explanatory notes .....	xii
<b>PART TWO: POPULATION POLICIES</b>	
<i>Chapter</i>	
VIII. GOVERNMENTS' PERCEPTIONS AND POLICIES WITH RESPECT TO POPULATION GROWTH .....	3
Introduction .....	3
A. Governments' perceptions .....	4
B. Governments' policies .....	19
C. Implications of Governments' perceptions and policies for the effective implementation of the World Population Plan of Action .....	33
IX. GOVERNMENTS' PERCEPTIONS AND POLICIES REGARDING MORTALITY, FERTILITY, SPATIAL DISTRIBUTION AND INTERNATIONAL MIGRATION .....	51
Introduction .....	51
A. Morbidity and mortality .....	51
B. Fertility .....	55
C. Spatial distribution .....	70
D. International migration .....	78
X. INSTITUTIONAL ARRANGEMENTS FOR THE FORMULATION OF POPULATION POLICIES AND THEIR INTEGRATION WITHIN DEVELOPMENT PLANS.....	86
Introduction .....	86
A. Recommendations of the World Population Plan of Action (paras. 71-109) .....	86
B. General aspects of the situation in the world as a whole .....	87
<i>ANNEX</i>	
Statistical data: tables 43-74.....	93

LIST OF TABLES

<i>Table</i>	<i>Page</i>
1. Governments' perceptions of the effect of natural increase as a positive contribution to development, by level of development and level of life expectancy, July 1976 .....	36
2. Governments' perceptions of the effect of natural increase as a constraint on development, by level of development and level of life expectancy at birth, July 1976 .....	36
3. Governments' perceptions of the balance between the effect of natural increase as a positive contribution to development and its effect as a constraint, by level of development and level of life expectancy at birth, July 1976 .....	37
4. Governments' perceptions of the desirability of different rates of natural increase, by level of development and level of life expectancy at birth, July 1976 .....	37
5. Governments' perceptions of the desirability of intervention to change rates of natural increase, by level of development and level of life expectancy at birth, July 1976 .....	38
6. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, by level of development, July 1976 .....	39
7. Frequency of identification of categories of positive contribution made by natural increase to development, by level of development, July 1976 .....	39
8. Frequency of identification of category of constraint imposed by natural increase on development, by level of development, July 1976 .....	40
9. Relationship between Governments' perceptions of acceptability of natural increase, July 1976, and actual rates of natural increase, 1970-1974, by level of development .....	40
10. Relationship between Governments' perceptions of the acceptability of natural increase, July 1976, and size of total population, 1975, by level of development .....	40
11. Determinants of changes in Governments' perceptions of the acceptability of natural increase and the desirability of intervention to change it, countries in more developed regions, August 1974-July 1976 .....	41
12. Determinants of changes in Governments' perceptions of the acceptability of natural increase and the desirability of intervention to change it, countries in less developed regions with a moderately high average life expectancy at birth (60 years and over), August 1974-July 1976 .....	42
13. Determinants of changes in Governments' perceptions of the acceptability of natural increase and the desirability of intervention to change it, countries in less developed regions with a moderate average life expectancy at birth (50-59 years), August 1974-July 1976 .....	44
14. Determinants of changes in Governments' perceptions of the acceptability of natural increase and the desirability of intervention to change it, countries in less developed regions with a low average life expectancy at birth (under 50 years), August 1974-July 1976 .....	44
15. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, by areas of responsibility of the regional commissions and demographic statistical regions, July 1976 .....	46
16. Relative importance attached to intervention in non-demographic and demographic processes and, within demographic processes, to intervention in natural increase and location of population, July 1976 .....	47
17. Frequency of selection of demographic and non-demographic processes in which to intervene, by level of development, July 1976 .....	47
18. Relative importance attached by Governments to the selection of policies of intervention rather than non-intervention, of policies designed to adjust demographic rather than non-demographic processes, and of policies designed to	

<i>Table</i>	<i>Page</i>
adjust natural increase or population location in order to resolve problems to which natural increase is believed to have contributed, by areas of responsibility of the regional commissions and demographic statistical regions, July 1976 .....	48
19. Frequency of intervention in demographic and non-demographic processes, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	49
20. Perceptions of the acceptability of levels of average life expectancy at birth in prevailing economic and social circumstances, by level of life expectancy at birth, July 1976 .....	52
21. Perceptions of the acceptability of average life expectancy at birth in prevailing economic and social circumstances, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	53
22. Relationship between average expectancy of life at birth in 1970-1974 and in 1985 according to United Nations medium variant projections as assessed in 1973 and according to estimates provided by Governments in their replies to the Third Inquiry among Governments on Population and Development, by level of development, July 1976 .....	54
23. Countries and total populations with an average life expectancy at birth of under 62 years in 1985, according to United Nations medium variant projections as assessed in 1973 .....	55
24. Policies regarding the effective access to modern methods of fertility regulation, by level of life expectancy at birth, July 1976 .....	60
25. Policies regarding the effective use of modern methods of fertility regulation, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	60
26. Changes in policies regarding the effective use of modern methods of fertility regulation, August 1974-July 1976 .....	61
27. Perceptions of the acceptability of national fertility and of the desirability of intervention to change it, by level of development, July 1976 .....	62
28. Relationships between Governments' perceptions of aggregate national fertility and current natural increase, July 1976 .....	64
29. Perceptions of the acceptability of national fertility and desirability of intervention to change it, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	65
30. Policies with regard to the effective use of modern methods of fertility regulation and policies with respect to intervention to induce changes in levels of national fertility, by level of development, July 1976 .....	68
31. Policies with regard to intervention to induce changes in levels of national fertility by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	69
32. Perceptions of the acceptability of the spatial distribution of population and the desirability of intervention to improve it, by level of development, July 1976 .....	72
33. Perceptions of the acceptability of the spatial distribution of population, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	73
34. Policies regarding basic trends in internal migration and rural and urban distribution, by level of development, July 1976 .....	74
35. Policies regarding basic trends in internal migration and the configuration of rural and urban distribution, by perceptions of acceptability of spatial distribution of population, July 1976 .....	75
36. Policies regarding spatial distribution of population and internal migration, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	77
37. Governments' perceptions of the acceptability of current international migration, July 1976 .....	79
38. Governments' perceptions of the demographic significance and acceptability of contemporary levels of immigration, by areas of responsibility of regional	



<i>Table</i>	<i>Page</i>
commissions, demographic statistical regions and general level of development, July 1976 .....	82
39. Governments' policies regarding immigration, by areas of responsibility of regional commissions, demographic statistical regions and general level of development, July 1976 .....	83
40. Governments' perceptions of the demographic significance and acceptability of contemporary levels of emigration, by areas of responsibility of regional commissions, demographic statistical regions and general level of development, July 1976 .....	84
41. Governments' policies regarding emigration, by areas of responsibility of regional commissions, demographic statistical regions and general level of development, July 1976 .....	84
42. Institutional organization with respect to the integration of population policy formulation and planning within national planning, by areas of responsibility of the regional commissions, demographic statistical regions and general level of development, July 1976 .....	90
43. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, countries in the more developed regions, July 1976 .....	95
44. Changes in Governments' perceptions of the over-all acceptability of natural increase and the desirability of different rates, countries in more developed regions, August 1974-July 1976 .....	99
45. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, countries in less developed regions with a moderately high average life expectancy at birth (60 years and over, 1970-1974), July 1976 .....	102
46. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, countries in less developed regions with a moderate average life expectancy at birth (between 50 and 59 years, 1970-1974), July 1976 .....	103
47. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, countries in less developed regions with a low average life expectancy at birth (under 50 years, 1970-1974), July 1976 .....	104
48. Changes in Governments' perceptions of the acceptability of natural increase and the desirability of different rates, countries in less developed regions with a moderately high average life expectancy at birth (60 years and over, 1970-1974), August 1974-July 1976 .....	105
49. Changes in Governments' perceptions of the acceptability of natural increase and the desirability of different rates, countries in less developed regions with a moderate average life expectancy at birth (50-59 years), August 1974-July 1976 .....	105
50. Changes in Governments' perceptions of the acceptability of natural increase and the desirability of different rates, countries in less developed regions with a low average life expectancy at birth (under 50 years), August 1974-July 1976 .....	106
51. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, by areas of responsibility of regional commissions and regions, July 1976: Economic Commission for Africa .....	108
52. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, by areas of responsibility of regional commissions and regions, July 1976: Economic Commission for Europe .....	109
53. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, by areas of responsibility of regional commissions and regions, July 1976: Economic Commission for Latin America .....	109
54. Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, by areas of	

	responsibility of regional commissions and regions, July 1976: Economic Commission for Western Asia .....	110
55.	Governments' perceptions of the effect of natural increase on development, its acceptability and the desirability of intervention to change rates, by areas of responsibility of regional commissions and regions, July 1976: Economic and Social Commission for Asia and the Pacific .....	110
56.	Combinations of policy options selected by Governments to solve problems associated with natural increase, by perception of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, countries in more developed regions, July 1976 .....	111
57.	Combination of policy options selected by Governments to solve problems associated with natural increase, by perception of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, countries in less developed regions with a moderately high average life expectancy at birth (60 years and over, 1970-1974), July 1976 .....	112
58.	Combination of policy options selected by Governments to solve problems associated with natural increase, by perception of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, countries in less developed regions with a moderate average life expectancy at birth (50-59 years, 1970-1974), July 1976 .....	113
59.	Combination of policy options selected by Governments to solve problems associated with natural increase, by perception of the effect of natural increase on development, its acceptability and the desirability of intervention to change it, countries in less developed regions with a low average life expectancy at birth (under 50 years, 1970-1974), July 1976 .....	114
60.	Policy options selected by Governments to solve problems associated with natural increase, by areas of responsibility of regional commissions and regions, July 1976 .....	116
61.	Average life expectancy at birth, 1970-1974, and Governments' perceptions of its acceptability in prevailing economic and social circumstances, by region, July 1976 .....	119
62.	Countries for which average life expectancy at birth of below 50 years in 1985 is anticipated in the United Nations projections, grouped according to the estimate of average life expectancy at birth in 1985 provided by Governments in their replies to the Third Inquiry among Governments on Population and Development .....	122
63.	Relationship between Governments' perceptions of national fertility and current natural increase, countries in more developed regions, July 1976 .....	123
64.	Relationship between Governments' perceptions of national fertility and current natural increase, countries in less developed regions whose populations have a moderately high average life expectancy at birth, July 1976 .....	124
65.	Relationship between Governments' perceptions of national fertility and current natural increase, countries in less developed regions whose populations have a moderate average life expectancy at birth, July 1976 .....	125
66.	Relationship between Governments' perceptions of national fertility and current natural increase, countries in less developed regions whose populations have a low average life expectancy at birth, July 1976 .....	126
67.	Governments' perceptions and policies regarding national fertility and access to effective fertility regulation, by regions, July 1976 .....	127
68.	Policies regarding spatial distribution of population by perception of acceptability of distribution, countries in more developed regions, July 1976 .....	129
69.	Policies regarding spatial distribution of population by perception of acceptability of distribution, countries in less developed regions, having moderately high life expectancy at birth (60 years and over), July 1976 .....	129
70.	Policies regarding spatial distribution of population by perception of acceptability of current distribution, countries in less developed regions with a moderate average life expectancy at birth (50-59 years, 1970-1974), July 1976 .....	130
71.	Policies regarding spatial distribution of population by perception of acceptability of current distribution, countries in less developed regions with a low	

<i>Table</i>	<i>Page</i>
life expectancy at birth (under 50 years, 1970–1974), July 1976 .....	130
72. Perceptions and policies regarding spatial distribution of population by areas of responsibility of the regional commissions, July 1976 .....	131
73. Governments' perceptions of the acceptability of current international migra- tion, by region, July 1976 .....	134
74. Contribution of institutions not primarily responsible for the formulation of population policy to research needed in the field, and institutional arrange- ments for the integration of the formulation of population policy and the preparation of plans into the formulation and preparation of national devel- opment strategy and plans, by region, 1976 .....	138



### Explanatory notes

The following symbols have been used in the tables throughout the report:

Three dots (. . .) indicate that data are not available or are not separately reported.

A dash (—) indicates that the amount is nil or negligible.

A blank in a table indicates that the item is not applicable.

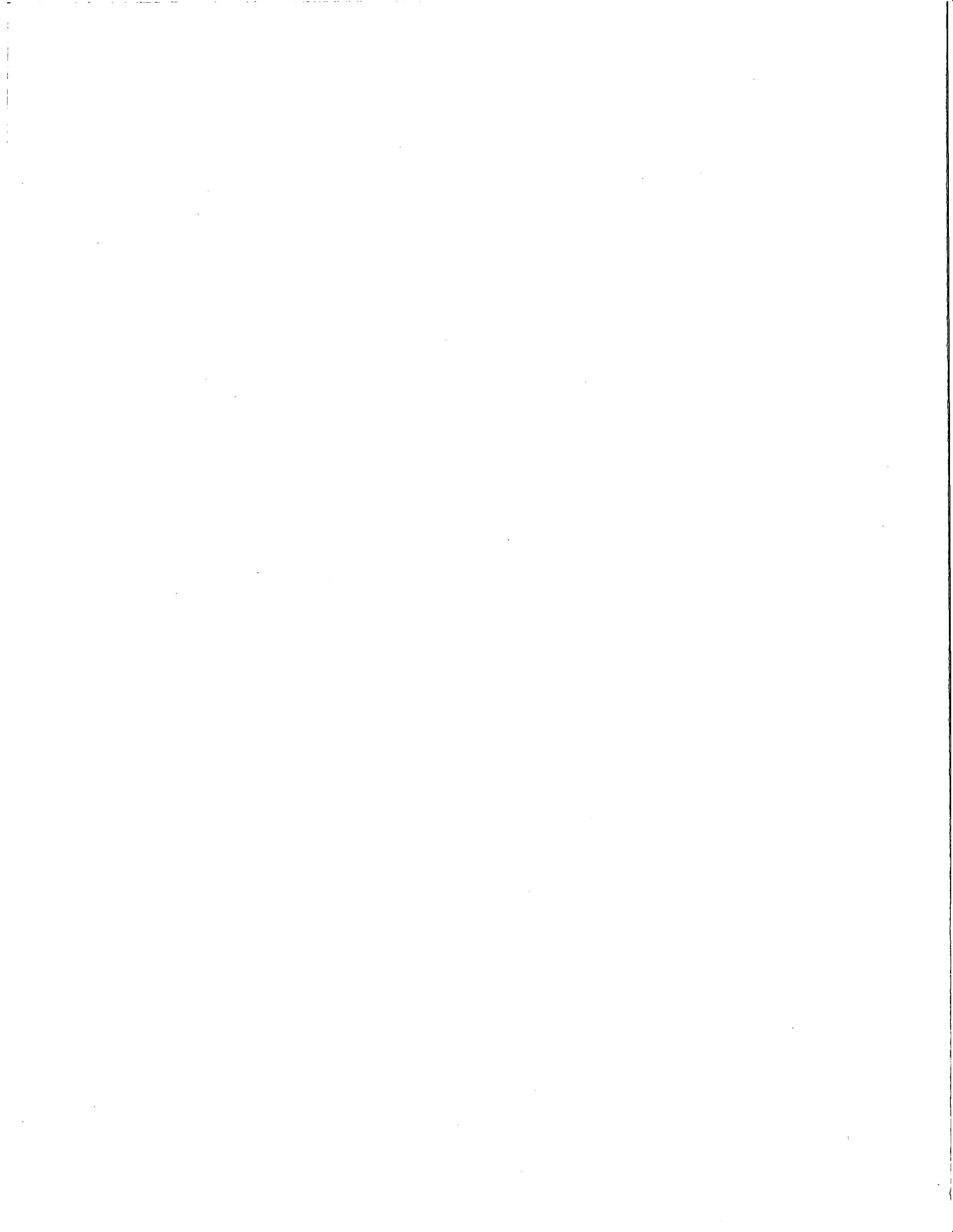
A minus sign (-) indicates a deficit or decrease, except as indicated.

A full stop (.) is used to indicate decimals.

A slash (/) indicates a crop year or financial year, e.g., 1970/71.

Use of a hyphen (-) between dates representing years, e.g., 1971-1973, signifies the full period involved, including the beginning and end years.

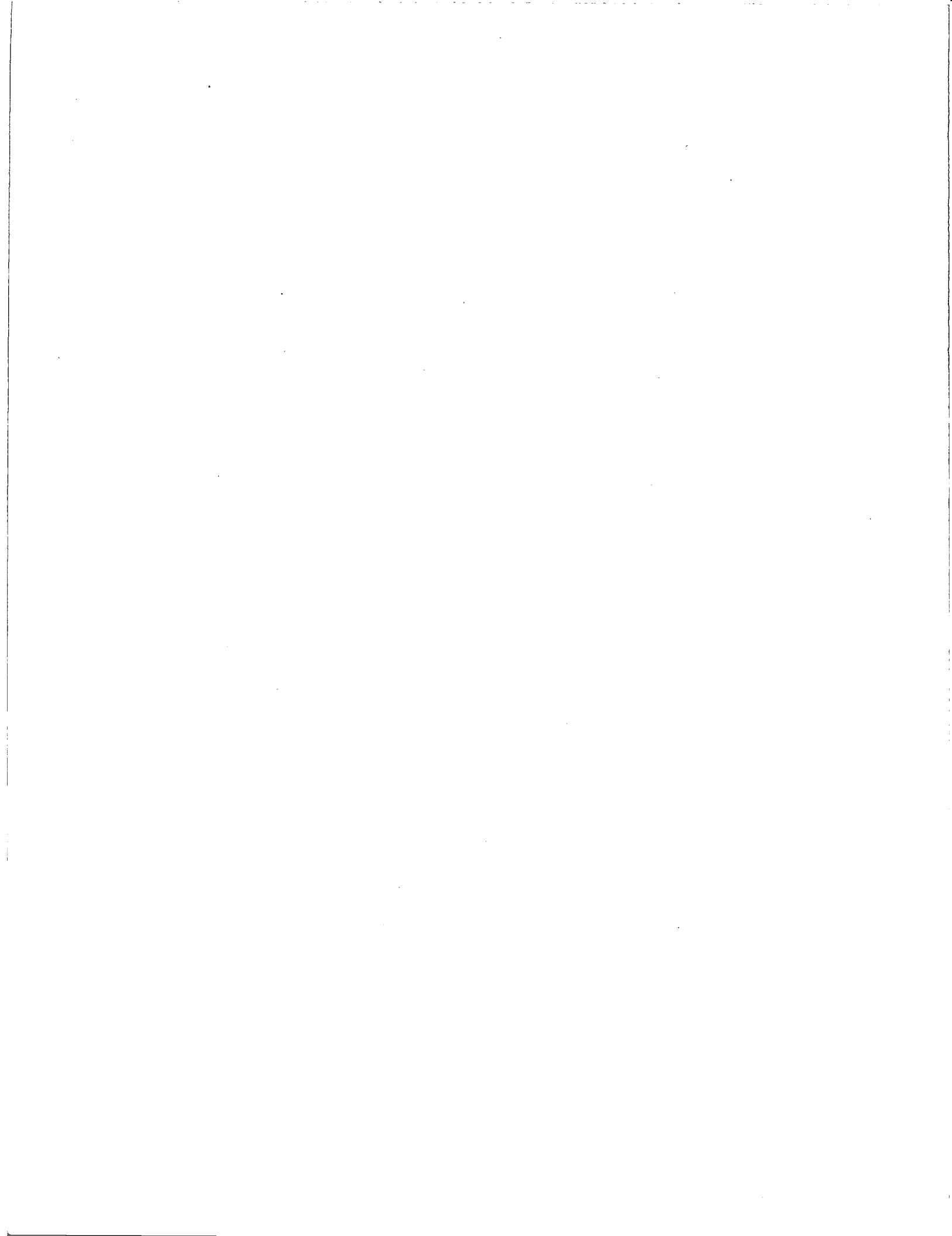
Details and percentages in tables do not necessarily add to totals, because of rounding.



**Part Two**

**POPULATION POLICIES**





## Chapter VIII

# GOVERNMENTS' PERCEPTIONS AND POLICIES WITH RESPECT TO POPULATION GROWTH

### INTRODUCTION

The object of this chapter is to report upon Governments' perceptions and policies regarding population growth in the context of the recommendations of the World Population Plan of Action concerning population growth and structure<sup>1</sup> and also in the context of other observations and comments contained in the Plan or made at the World Population Conference. We will first examine how Governments formulate their perception of the impact of current levels and trends of population increase on the achievement of their national objectives; recent changes in Governments' perceptions will also be described. Secondly, there will be a discussion of the factors that determine the selection by Governments of various combinations of policies in order to take full advantage of what they perceive to be the positive contributions of population growth, while reducing to a minimum the constraints that such growth might be expected to impose. The nature of the factors involved in the implementation of these policies will also be described. Thirdly, the principal implications of the existing and prospective situation for the successful implementation of the recommendations of the World Population Plan of Action will be examined.

The analysis of Governments' perceptions and policies will be presented consecutively. In order to facilitate the presentation of information concerning a situation that is both varied and complex, the 156 countries are grouped into "more developed" and "less developed" categories. In some instances the large and heterogeneous group of less developed countries will be divided into three subgroups, according to three different levels of life expectancy at birth (over 60 years, between 59 years and 50 years, and under 50 years). Consideration will be given first to the situation prevailing in July 1976 and then to the principal changes that had occurred during the period from August 1974 to July 1976.

In respect of government policies it must be clearly understood that, while the object of the policies discussed is to bring about a change in the acceptability of the relationship between population growth and societal processes, the means of achieving this object include intervention variously in mortality, fertility, international migration and spatial distribution, as well as intervention in non-demographic processes concerned

with technology and societal organization. A clear distinction must therefore be made between the discussion in the present chapter and that contained in chapter IX. The discussion of intervention in the various demographic variables in the present chapter is intended to be relevant only to the objective of resolving problems associated with population growth. Discussion of intervention in the same variables without any intention to solve problems associated with unsatisfactory population increase will be deferred to chapter IX.

### *Recommendations of the World Population Plan of Action (paras. 16-19 and 63-67)*

With respect to Governments' perceptions of natural increase, population growth and population size, the World Population Plan of Action made no statement as to what constituted an appropriate or an inappropriate situation.<sup>2</sup> It stated as one of its underlying principles that population and development were interrelated. It included among its aims the advancement of "national and international understanding of the interrelationship of demographic and socio-economic factors in development" and the advancement of "national and international understanding of the complex relations among the problems of population, resources, environment and development." In the recommendations for action explicitly addressed to population growth, the Plan implied that Governments were able themselves to identify ways in which rates of population growth contributed positively to economic and social development in stating that "Countries which consider that their present or expected rates of population growth hamper their goals of promoting human welfare are invited ... to consider adopting population policies ...". Moreover, it stated as a principle that man's "knowledge and ability to master himself and his environment will continue to grow. Mankind's future can be made infinitely bright". It also pointed out that "human beings must be regarded not only as consumers but also as producers". Thus, the emphasis of the Plan was clearly on recommending national and international action to resolve any problems associated with population that Govern-

<sup>1</sup> *Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974* (United Nations publication, Sales No. E.75.XIII.3), part one, chap. I, paras. 16-19 and 63-67.

<sup>2</sup> The reasons for repeating within the present report the recommendations and general observations of the Plan is to rearrange them in a sequence that will facilitate as much as possible a comparison between them and the information presented herein.

ments, in full exercise of their sovereignty, themselves perceived and identified.<sup>3</sup>

The Plan did not recommend any specific level or trend of rates of population growth as being either "satisfactory" or "unsatisfactory". It clearly implied that such descriptions could be applied only by individual Governments to the rates within their countries and in the context of their perceptions of the general effect of population growth upon the achievement of their national objectives for economic and social development. However, it noted that throughout history the rate of growth of world population had averaged only slightly above replacement levels, but that since about 1950 it had risen to 2 per cent per year and that "national rates of natural growth range widely, from a negative rate to well over 3 per cent a year". It also noted that "little change is expected to occur in average rates of population growth either in the developed or in the developing regions by 1985". United Nations low variant projections suggested that rates in developing countries as an aggregate might decline from the then level of 2.4 per cent per year to about 2 per cent by 1985, and that rates might remain below 0.7 per cent per year in developed countries. The world rate of population growth might decline from 2 to 1.7 per cent per year by 1985. Other than noting these levels and trends, the World Population Plan of Action attached no special significance to any particular value of either level or trend in rates of natural increase.

With respect to the selection to be made by Governments among policy options, the Plan invited the Governments of those countries which considered that their present or expected rates of population growth hampered their goals of promoting human welfare to adopt appropriate population policies within the framework of socio-economic development, and consistent with basic human rights and national goals and values. A distinction was made between countries whose aim was to achieve moderate or low rates of population growth and those whose aim was to increase their rate of population growth. No distinction was made with respect to level of

<sup>3</sup> Each of the five regional consultations held as a follow-up to the United Nations World Population Conference came to similar conclusions in this respect. The consultation organized for the region covered by the Economic Commission for Western Asia (ECWA) concluded that contemporary rates of population growth "did not constitute an obstacle in the way of socio-economic development". Conversely, the consultation held for the region covered by the Economic and Social Commission for Asia and the Pacific (ESCAP) concluded that "many countries of the region consider that the current rates of population growth hamper their goals of promoting human welfare"; in fact, 18 of the 30 countries of that region surveyed in the present report held this view. However, the consultations for the regions covered by the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLA) and the Economic Commission for Africa (ECA) concluded that the complexity of the relationships between contemporary rates of population growth and economic and social development was so great that it was possible only to draw attention to the need for careful consideration of the specific nature of such relationships in order that appropriate—and usually complex—policies might be formulated. For a concise report on the five regional consultations, see *Population Bulletin of the United Nations, No. 8-1976* (United Nations publication, Sales No. E.76.XIII.3), p. 107.

development, and no indication was given of what combinations of policy might be most appropriate, the implication being that the number of possible combinations was considerable and would be most appropriately chosen by Governments in the exercise of their sovereignty.

## A. GOVERNMENTS' PERCEPTIONS

### *Introductory remarks on classification and components of perceptions*

#### *General comments on the over-all significance of natural increase to Governments<sup>4</sup>*

Rates of natural increase are aggregate statistics. The national demographic condition, of which the rate of natural increase is an indicator, has a different significance for each of the many economic sectors and aspects of organization within a single country. Thus the national rate may be conducive to the achievement of certain sectoral objectives, while simultaneously constraining the achievement of others. This complexity is inherent in the differing characteristics of technology and organization within each separate sector. Sectoral structure and societal organization differ widely even among countries that are homogeneous in their technology. Furthermore, the changes in technological and organizational processes which occur constantly and which have a significant effect upon sectors are not always likely to be consonant with the simultaneous changes in rates of natural increase. Thus a Government's over-all perception in fact consists of a set of perceptions, related to separate objectives. With respect to certain of these objectives, the Government's view may be that the national rate of natural increase contributes positively to their achievement. With respect to other objectives, the Government's view may be that the national rate constrains their achievement.

The classification of Governments' perceptions used throughout the present report represents an attempt to explain the main components of these perceptions, the relative importance of each and the procedures leading to their formulation. Most of the components used in this classification are derived from the analysis of the Governments' replies to the Third Inquiry among Governments on Population and Development, instituted in 1976.

<sup>4</sup> The procedure adopted for the purpose of this report is to take as the object of analysis Governments' perceptions and policies with respect to the natural increase of the population (that is, with respect to the balance between mortality and fertility). This is considered preferable to an analysis of population growth (natural increase as modified by international migration) because (a) for a considerable proportion of countries international migration is considered by the Governments concerned to be demographically insignificant, and because (b) Governments of countries that have significant international migration are initially concerned by the unsatisfactory natural increase and then, as a policy measure, permit or encourage either immigration or emigration in compensation (all legal international migration movements occur with the approval of Governments).

*An analytical approach to Governments' perceptions of the acceptability of natural increase*

The first component taken into consideration by Governments in formulating their perception of the acceptability of natural increase is the assessment of the positive impact of natural increase on development; three categories of positive impact are used here: (a) predominant, (b) significant and (c) minor. The second component is the impact of natural increase as a constraint (or negative impact) on development. Here, a fourth category, (d), is added, in which no constraints are perceived. This category is necessary because some Governments consider that natural increase does not create any constraints at all, whereas they all believe it makes at least some positive contribution.<sup>5</sup> A further aspect also has to be considered, namely, the direction of the impact, since natural increase may be viewed as being "too high" or "too low".<sup>6</sup> The third component is the relative weight to be attached to the separate impacts of each of positive contributions and constraints.<sup>7</sup> The fourth component is the desirability of a higher or lower rate of increase. This component is necessary because some Governments consider that, although current rates may in general be satisfactory, some change is desirable. The fifth and last component is the desirability of intervention to adjust natural increase if this is considered to be unsatisfactory, or satisfactory but capable of improvement. Where Governments perceive rates to be clearly unsatisfactory, intervention to change these rates may well be considered appropriate. Conversely, it may be expected that where Governments perceive rates to be satisfactory (including cases in which some constraints exist but are considered to be of minor significance), it is expected that intervention to change these rates will be felt to be inappropriate.

*A synthetical approach to Governments' perception of natural increase*

This disaggregation of the various components of the perception of natural increase is useful for an understanding of the different elements of Governments' perceptions and their relative importance. However, the process has to be followed by the opposite process of aggregation, where the five components are assembled in order to reproduce the final process by which the Governments express their over-all views on the acceptability of natural increase in relation to objectives of development.

This chapter summarizes the world situation with respect to these perceptions and goes on to discuss in

<sup>5</sup> Natural increase is always viewed as contributing positively to the maintenance of the country's national identity.

<sup>6</sup> As far as positive contributions are concerned, this aspect is not needed, whereas for policies designed to solve problems associated with constraints, it is essential to know whether rates are considered to be deficient or excessive.

<sup>7</sup> Obviously, there exists an element of mutual exclusion in the relationship: if positive contributions are held to be predominant, constraints cannot be viewed as being predominant too, but they may be considered either significant or minor.

greater detail the situation in the more developed and the less developed regions.

*The situation in the world as a whole as of July 1976*

*An analytical approach to Governments' perceptions of the acceptability of natural increase*

*Perceptions of the effect of natural increase as a positive contribution to development*

Table 1<sup>8</sup> shows the extent to which Governments throughout the world view the effect of natural increase as a positive contribution to the achievement of developmental objectives. Clearly the preponderant opinion is that the positive contribution of natural increase is important. In July 1976 almost 82 per cent of the 156 Governments surveyed in the present report considered that current natural increase contributed positively to the achievement of national objectives either to a predominant extent or at least significantly. No large difference is noticeable in this regard between the two groups of countries in more developed and less developed regions (the percentages are 86 and 80, respectively). However, there is a larger concentration of countries in the more developed regions in category A ("Positive contribution predominant"), and a smaller concentration of countries in these regions in category B ("Positive contribution significant"). A very similar pattern is shown if the distribution of the world's population, rather than countries, is considered.

*Perceptions of the impact of natural increase as a constraint on development*

It will be seen from table 2 that 45 per cent of all Governments considered either that their rates of natural increase had no negative impact at all on development or that the negative impact was a minor one. On the other hand, 55 per cent of the Governments believed that their rates, either predominantly or significantly, acted as a constraint on the achievement of objectives. A higher proportion of Governments in the more developed regions (60 per cent) believed that rates exercised only a minor constraint or none at all than was the case in the less developed regions (39 per cent). Conversely, the Governments of countries in less developed regions recognized the existence of predominant or significant constraints to a much greater extent than did those in the more developed regions (60 per cent compared with 40 per cent). In the category in which constraints were perceived to be predominant, the distribution of population in the less developed regions showed a much greater concentration than the distribution of Governments: 82 per cent of the total population of the less developed countries in 1975 was in this category.

<sup>8</sup> Because of frequent cross-referencing, tables 1-19 and figures I and II are grouped together at the end of the chapter.

### *Perceptions of the balance between the impacts of positive contributions and constraints*

For the world as a whole, 47 per cent of the Governments considered that, within the circumstances particular to each of their countries, positive contributions were more significant than constraints,<sup>9</sup> 44 per cent thought that positive contributions were less significant than constraints, and 10 per cent considered that positive contributions were as important as constraints (see table 3). This characteristically balanced distribution resulted from the aggregation of converse distributions among the groups of more developed and less developed regions. Thus, whereas in 67 per cent of the countries in more developed regions Governments perceived positive contributions to be more significant, the corresponding figure was 39 per cent in the less developed regions. However, it is interesting to note in this regard that in the less developed regions almost half of the Governments (55 out of 114) considered positive contributions to be of more importance than, or as important as, constraints.

Because of the effect of the distribution within perception categories and development categories of countries with very large populations, the pattern of distribution of the world's population, and the total population within each development category, although similar to the pattern for the numbers of Governments, was characterized by a greater concentration in certain perception categories. Thus, it is noteworthy that 82 per cent of the population of countries in less developed regions (and 62 per cent of the world's population) was concentrated in the category in which the significance of positive contributions was less than constraints, while, conversely, 83 per cent of the population of countries in more developed regions, but only 36 per cent of the world's population was concentrated in the categories in which Governments held the opposite view: that positive contributions were more significant than constraints.

### *Perception of the desirability of different rates of natural increase*

As table 4 indicates, the distribution of Governments at the world level was fairly symmetrical among the three perception groups, with as many as 45 per cent, considering that neither higher nor lower rates were desirable, 31 per cent believing that lower rates were desirable as opposed to the 24 per cent that found higher rates desirable. Again, this near symmetry at the world level resulted from the aggregation of rather different patterns of distribution in the more developed and the less developed regions. It is to be noted that while 38 per cent of the Governments in the more developed regions found higher rates desirable, the corresponding percentage in the less developed regions is only 18; and conversely, while 42 per cent of the Governments in the less developed regions considered that lower rates were desirable, only one Government in the more developed

regions was in this category. The pattern of distribution of the world population was similar, except that the populations of the less developed regions showed a much higher concentration in the category wanting lower rates (81 per cent), reflecting clearly the inclusion therein of countries with very large populations, and also showed a much lower concentration (3 per cent) in the category wanting higher rates. An important statistic in table 4, which is of considerable relevance to the prospects for future population growth, is that almost 60 per cent of the world population was in countries whose Governments considered lower rates of increase to be desirable.

### *Perceptions of the desirability of intervention to change rates of natural increase*

Table 5 represents the views of Governments on the desirability of direct intervention, indirect action or non-intervention to bring about or to maintain a desired situation: that is, either to maintain rates unchanged if it is considered that this would not otherwise occur, or to induce an acceleration of existing trends towards higher or lower rates, or to induce a reversal of these trends. Of the 156 Governments, 45 per cent (60 per cent in the more developed countries and 39 per cent in the less developed) considered that neither direct intervention nor indirect support was appropriate. These were the Governments which felt that no change was desirable in the rate of increase. On the other hand, 42 per cent of the Governments (50 per cent in the less developed regions as against only 21 per cent in the more developed regions) considered that direct intervention to modify rates was appropriate. It is also to be noted that, while no country in the more developed regions considered direct intervention to lower rates of natural increase to be desirable, one third of the Governments in the less developed regions (39 out of 114) were in this category. Conversely, 21 per cent of the Governments in the more developed regions viewed direct intervention to raise their rates as being desirable, as against only 6 per cent in the less developed regions.

With respect to the distribution of the world's population, the proportion in the category of countries whose Governments considered that direct intervention to change rates was desirable was 57 per cent at the world level and 80 per cent in the less developed regions.

### *A synthetical approach to Governments' perceptions of the acceptability of natural increase*

For the sake of clarity, the five different components relating to perceptions of natural increase have each been analysed separately in the preceding paragraphs. Now an attempt will be made to put these different components together, in order to synthesize Governments' perceptions regarding the acceptability of the relationship between natural increase and development. This has been done in table 6, which takes the form of a matrix in which the columns deal with perceptions of constraints and the rows show perceptions of positive

<sup>9</sup> Including the Governments which did not feel that any constraints were imposed by natural increase (15 per cent).

contributions to development. It is most likely that Governments which feel that the impact of natural increase on development is mainly a positive contribution will not consider it appropriate to intervene; in the opposite case, however, i.e. whenever natural increase is felt to be a constraint, the Government will probably consider intervention to be appropriate.

According to table 6, 15 of the 21 possible combinations of governmental perceptions actually occurred. Moreover, the degree of dispersion of the 156 Governments over these 15 perception categories was considerable. Although in three categories the number of Governments was over 20 (5.B, 7.B, and 4.A)<sup>10</sup> and these 74 Governments constituted 47 per cent of the total, there were six categories with between 5 and 19 Governments each and six categories with less than five Governments each. This evident variety reflects the complexity of the relationship between natural demographic processes, such as natural increase, on the one hand, and economic and societal processes on the other hand, as it is perceived by Governments.

Although over half of the Governments appeared in the total for row B (indicating that they considered the positive contributions of natural increase to the achievement of national objectives to be significant but not predominant), substantial numbers appeared also in the totals for rows A and C. With respect to the seven categories of perception related to the significance of constraints and the desirability of adjustment of natural increase, the largest proportion of Governments in any single category was only 25 per cent of the total.

The distribution of the world's population was similarly widespread. Nonetheless, the degree of concentration of the population is more noticeable than the concentration of Governments.<sup>11</sup> Thus 69 per cent of the world's population was concentrated in only three perception categories (7.A, 7.B and 4.A). Conversely, in each of nine of the 15 perception categories the proportion of the world's population was less than 3 per cent. This situation reflected the very great variation in the sizes of national populations. Whereas within certain perception categories the Governments of countries whose populations constituted 15 or 20 per cent of the world total may be included, in other categories there may have been a large number of Governments of countries whose population was less than 0.1 per cent of the total.<sup>12</sup> Although the distribution of the world's population by perception of the significance of positive contributions was more regular than the distribution of Governments, the distribution by perception of significance of constraints was much more concentrated, 57 per cent being in category 7.

<sup>10</sup> The column and row indicators used in table 6 will henceforth be used to identify the various categories of perception.

<sup>11</sup> In descending order the distribution is 35, 22, 14, 9, 6, 5, 2, 2, 2, 1, 0, 0, 0, 0.

<sup>12</sup> For the seven countries with a population of over 100 million, the distribution is as follows:

	Perception category	Population (millions)	Proportion of total world population
China .....	7.B	839	21 per cent
India .....	7.C	613	15 per cent
USSR .....	2.A	255	6 per cent

This higher degree of concentration has very considerable implications for the future of the world's population growth. As such a high proportion of the future increment in the world's population will occur within a small number of countries, the achievement of progress in resolving the "world population problem", if this is defined solely in terms of total numbers, is evidently the responsibility of a small number of Governments.

#### *A detailed analysis of Governments' perceptions of various categories of positive contribution*

Having described the main components of the various perceptions in general terms, we shall now analyse in greater detail two of the more important themes: "positive contributions" and "constraints". The positive contributions to development made by natural increase may be divided into two groups. The first comprises cases in which current natural increase is considered a positive contribution because it is low enough to permit the achievement of objectives: a higher rate might constrain rather than contribute to their achievement. The second group consists of cases in which the current increase has a contribution to make because it is sufficiently high to allow objectives to be achieved: a lower rate might act as a constraint rather than contribute to their achievement.

#### *Cases in which natural increase is perceived as making a contribution because it is sufficiently low*

The very considerable number of specific interrelationships within which Governments consider that natural increase contributes positively to the achievement of national objectives because it is sufficiently low are grouped into two categories for the purposes of the present report:

- (a) Rates considered sufficiently low to permit conservation of the environment for future use;
- (b) Rates considered sufficiently low (size considered sufficiently small) to ensure an acceptable balance between demand and supply of services.

With respect to the first of these principal categories of interrelationship, it may be noted that Governments perceive as a benefit the fact that the size of the population in relation to national territory, or in relation to the distribution of natural resources (including water resources and resources for recreational purposes) is so small that only a certain proportion of the resources are used even at existing levels of demand: consequently, it is relatively simple to conserve the remainder for the use of future generations without having to make difficult and costly adjustments to the structure of the existing society. Moreover, where current rates of natural increase are sufficiently low to ensure that the non-re-

	Perception category	Population (millions)	Proportion of total world population
United States .....	A	214	5 per cent
Indonesia .....	7.B	136	3 per cent
Japan .....	5.B	111	3 per cent
Brazil .....	4.A	110	3 per cent

newable resources, at their current rate of utilization, are unlikely to be exhausted in the foreseeable future, the situation is also an acceptable one, which makes it possible to hold the view that a positive contribution is being made.

With respect to the second category, the significant relationship here concerns the balance between the rate of increase of the population, contributing in part to increase and change in the demand for services and the capability of the respective sectors to respond by expanding and adjusting their provision of services. In this instance, it is the rate of change in population size rather than the actual size of population that is considered significant, irrespective of the total size of population involved. Considerable variety in the structure and extent of service provision exists among countries and among regions within countries, and variety exists also in the technological and organizational factors that determine optimal and acceptable size of population in relation to any service activity. However, Governments' perceptions are usually focused upon certain types of services, particularly upon those considered essential to the achievement of national objectives: education, health, sanitation, water supply and housing.

There is a third specific category, (c) "rate appropriate for the encouragement of income distribution, generation of savings and capital investment", which is of a variable nature. Thus, Governments may consider natural increase to be appropriate for the encouragement of desired income distribution; the generation of savings and capital investment: many perceive this to be because the rate of increase is sufficiently low; conversely, other Governments consider it is because the rate of increase is sufficiently high.

*Cases in which natural increase is perceived as making a contribution because it is sufficiently high*

Numerous interrelationships exist within which natural increase is perceived to contribute positively to the achievement of national objectives because it is considered to be sufficiently high. For the purposes of the present report, these are grouped into four categories:

(d) Rates considered high enough to provide sufficient manpower;

(e) Rates considered high enough to stimulate economic growth;

(f) Rates considered high enough to provide an adequate domestic market;

(g) Rates considered high enough to support national identity.

Little explanation is necessary with respect to categories (d), (e) and (f). Moreover, there is obviously a close relationship between the factors involved. However, it is important to emphasize the extent to which the technological and organizational aspects of societal structure may intervene and thereby limit the significance of demographic aspects. For example, large reserves of manpower may be present in a country, but, for structural reasons, cannot be applied to those sectors

and within those regions in which the greatest demand exists, or which the Government considers to be most capable of contributing to the achievement of national objectives. Rates of natural increase may or may not be a significant stimulus to the expansion of the domestic market, for this depends upon societal structure and the degree to which the entire population is either integrated within the national economy or separated from it in varying degrees of economic self-sufficiency. The extent to which international trade is significant is a further factor that determines the extent to which the demographic element is a significant determinant of market size.

With respect to category (g), many Governments have both a perception of what is an acceptable minimum limit below which any decline in population would constitute a threat to the continued existence of the political entity, and also a perception of the total size that would be appropriate to the country's international status. Such perceptions themselves are very much influenced by a complex of geopolitical and cultural factors only partly related to aggregate demographic processes.

*Frequency of identification of categories of positive contribution*

Although some Governments identified only one specific category in which natural increase was perceived as making a positive contribution, the majority pointed to two or more such categories. Table 7 shows that each of the four categories in which positive contributions were associated with rates that were considered to be sufficiently high (categories (d), (e), (f) and (g)) was identified by about half, or more, of the 156 Governments. The most frequently cited category was that of support for national identity (category (g)), which was identified by 107 Governments. Almost as many Governments (101) considered that current natural increase was high enough to provide enough manpower for economic and social activities. On the other hand, in the three categories in which a positive association was associated with rates that were considered either low enough or appropriate (categories (a), (b) and (c)), the proportion of Governments identifying each of the relationships was slightly less than one third of the total.

There is thus a clear distinction between the incidence of interrelationships in which rates are considered sufficiently high and those in which they are held to be sufficiently low. The greater incidence of the former cannot, however, be fully equated with the perception that high rates are more desirable than low ones. Nevertheless, the frequency of identification of these rates at least partially explains the fact that a large number of Governments, faced with high rates of population increase, still considered these to be either satisfactory or too low. Moreover, many Governments that considered lower rates desirable in the short-term context did not think that constraints associated with them were likely to remain severe in the longer term. Their concern was largely restricted to the short term, and reflected their



perception that problems were determined by the technological and organizational aspects of societal structure inherited from previous periods. This structure was perceived as imposing a severe constraint on their ability to derive the greatest advantages from the natural increase of their population. These Governments believed that structural distortions in their societies prevented the fullest extraction of potential benefits and the fullest reduction of the costs of further natural increase.

*A detailed analysis of Governments' perceptions of various categories of constraint*

The interrelationships within which a constraint is imposed are classified into two types, in which natural increase acts as a constraint upon the achievement of developmental objectives because it is either lower than desirable or higher than desirable.

*Categories of constraint perceived to be imposed by natural increase because it is lower than desirable*

For countries in the more developed regions, the possible future deficiency in manpower is associated by Governments with the demands for labour in secondary, and particularly tertiary, sectors of the economy brought about by continued economic growth. In countries in the less developed regions, the concern of Governments is more closely associated with the primary sector, and the perception of deficiency of manpower frequently takes into consideration the need for development of under-used and unused natural resources, particularly land resources. Moreover, the concept of deficient future manpower is sometimes associated with the demographic support needed to maintain national identity.

Where the problem is one of insufficient stimulus to economic growth and insufficient size of domestic market, Governments shift their emphasis from people as producers, which was the focus of concern discussed in the previous paragraph, to people as consumers and thereby generators of the production of goods and services. The significance of this question is determined by several different factors, operating in different circumstances. Countries whose economies are characterized by low elasticity in response to the impact of increases in both population and standard of living—such as those countries in more developed regions whose structure is still dominated by the primary sectors—are less concerned with the possible stimulus to economic growth provided by increasing population. Size of domestic market is a function of the technological requirements of each separate sector for the production of commodities, manufacture of goods and provision of services. For countries in which the export sector is significant, changes in the national population, and their impact upon the home market, may be of lesser significance than similar changes in countries whose economies are mostly directed at the internal market.

*Categories of constraint perceived to be imposed by natural increase because it is higher than desirable*

Four principal categories of constraint are identified as being associated with situations in which lower rates of increase are considered desirable:

- (l) Excessive pressure upon natural resources and the environment;
- (m) Excessive current unemployment;
- (n) Excessive absorption of savings;
- (o) Excessive pressure upon effective provision of services.

The same high level of generalization is again recognizable in a classification of this simplicity. It must also be pointed out that the relations involved are frequently indirect and complex. Take for example the constraint which natural increase may exert upon the achievement of an appropriate relationship between population and the environment, or between it and either the consumption or preservation of natural resources. Numerous intervening factors must be taken into consideration: the structure of the commodity demand within the society, the predominant technology and the nature of the environment itself. Other things being equal, it is a fact that certain natural environments have limited elasticity with respect to their increasing intensity of utilization: for example, those in which aridity is the dominant feature, or those in which the available agricultural land is already fully used and topography and soil fertility preclude any expansion in that area. But even with respect to these relationships there are obvious means of substituting different technology and societal organization. These are taken into account by Governments when considering the extent to which demographic processes are themselves significant within the complex of processes that act as a constraint in various ways and with varying degrees of intensity upon the achievement of the objectives of national development.

The question of "excessive current unemployment" is relatively clear, even taking into account the need for careful distinction between unemployment, disguised unemployment, underemployment, and individual preferences for various degrees of self-sufficiency as opposed to integration in wider economic systems.

The problems raised by the absorption of savings, associated generation of income and effects upon capital investment are also known not to be in a simple relationship to the rates of natural increase themselves, but to be affected by numerous intervening factors in the technology and form of organization of the society which are susceptible to change. This is equally true with respect to pressure upon the provision of services.

*Frequency of identification of categories of constraints*

Table 8 indicates that, of the eight principal categories of constraints, the most frequently identified was that of excessive current unemployment (79 Governments). The second most frequently identified was that

of excessive pressure upon the effective provision of services (68 Governments). Thus, for each of these categories, over half of the Governments<sup>13</sup> identified the constraint. Both categories are associated with situations in which lower rates of natural increase are considered desirable, but both are particularly susceptible to adjustment of technological and organizational factors in the short term. Almost as widespread, however, was the identification of the principal category in which constraints were associated with situations in which higher rates were considered desirable: that of insufficient future manpower (61 Governments). Similar numbers of Governments identified two further principal categories associated with situations in which lower rates of natural increase were desired: excessive pressure upon natural resources (57 Governments) and excessive absorption of savings (55 Governments), each with over 40 per cent of the total. Only about one quarter of the Governments identified each of the three remaining principal categories, which are associated with situations in which higher rates of natural increase are desirable: insufficient demographic support for national identity (34 Governments), insufficient stimulus to economic growth (34 Governments) and insufficient size of domestic market (27 Governments).

*Relationship between Governments' perceptions of the acceptability of natural increase and actual levels of natural increase*

It has been shown in the previous sections that many factors are involved when a Government adopts its particular perception of the acceptability of the rate of natural increase. These include non-demographic as well as demographic factors. However, it is useful to examine the relationship between the perception and the level of the rate of natural increase in order to evaluate the extent to which information on demographic processes may contribute to the formulation of perceptions. It might be postulated that a perception that lower rates are desirable would coincide frequently with high rates of natural increase; that, conversely, perceptions that higher rates are desirable would accompany low rates; and that perceptions that rates are satisfactory would generally correspond to moderate rates.

Table 9 presents the distribution of Governments by perception category and level of rate of natural increase during the period 1970-1974.<sup>14</sup> For the aggregate of 156 countries there was little correlation between actual rates of natural increase and Governments' perceptions of the desirability of either higher or lower rates. Of the 43 countries whose rates of natural increase were below 1.5 per cent, only two considered that lower rates were desirable; on the other hand, in 16 only of the 96 countries that experienced rates of natural increase equal to 2.0 per cent or more, the Governments considered that higher rates were desirable.

*Relationship between Governments' perceptions of acceptability of natural increase and size of population*

Table 10 indicates that there was some positive association between a large population and the Government's perception that lower rates of natural increase were desirable. Thus, among the 32 Governments of countries with a total population 20 million or more, only four considered that higher rates were desirable. The data taken as a whole, however, do not indicate a strong correlation between size of population and a Government's perception of the acceptability of natural increase. It will be noticed that among the 33 countries whose population was less than 1 million, there were 10 countries whose Governments considered that lower rates were desirable. In fact, among the first three categories of small countries (the first three rows in the table) the distribution was virtually evenly distributed between the perception that lower rates were desirable and the perception that higher rates were desirable. Some of these small countries were concerned that their political and cultural viability might be threatened. Others were going through an economic expansion for which their manpower was inadequate. Conversely, many were still suffering from the effects of traditional economies, high densities and unfavourable demographic structure. The fact remains that, at the global level, a country's population size alone could not account for the perception by Governments of the desirability of higher or lower population increase.

*The situation in countries within the more developed regions as of July 1976*

*An analytical approach to Governments' perceptions of the acceptability of natural increase*

*Perceptions of the effect of natural increase as a positive contribution to development*

Half of the Governments in the more developed regions considered that natural increase was predominant in contributing to the achievement of national objectives. An additional third of the Governments perceived a significant contribution, while only 14 per cent believed that natural increase contributed to national development to only a minor extent (see table 1). With respect to the distribution of the total population of these countries among these three categories of perception, the pattern was similar to that for the numbers of Governments, but with an even stronger concentration within the "predominant contribution" category, and with a corresponding reduction in the proportions in each of the other categories. Thus, among countries in the more developed regions the average total population of countries whose Governments perceived only "minor contributions" was smaller than that of countries whose Governments perceived a "major contribution".<sup>15</sup>

<sup>13</sup> Based on a total of 132 Governments (see table 8, foot-note a).

<sup>14</sup> Information on natural increase is derived from *World Population Prospects as Assessed in 1973* (United Nations publication, Sales Number E.76.XIII.4), tables 29, 33 and 34.

<sup>15</sup> This fact is largely explained by the inclusion of the Union of Soviet Socialist Republics and the United States of America in the "major contribution" category and of Liechtenstein, Monaco and Luxembourg in the "minor contribution" category. This might be

*Identification of categories of positive contribution.* The highest proportion of Governments (64 per cent) considered that rates were high enough to support national identity, while the second highest proportion (57 per cent) indicated that rates were high enough to provide sufficient manpower. The proportions identifying each of the other five principal categories were very much on a par with each other, constituting about half of the total number of Governments (see table 7).<sup>16</sup>

*Perceptions of the effect of natural increase as a constraint on development*

The pattern of distribution of the 42 Governments in the more developed regions by their perception of the extent to which current natural increase acted as a constraint on the achievement of national objectives (see table 2) was one of a relatively even balance between the four categories, 60 per cent of the Governments perceiving that natural increase either imposed no constraint at all on the achievement of national objectives, or did so only to a minor extent. Only 21 per cent considered that it imposed any major constraint. The distribution of population was broadly similar, with a progressive shift in its concentration from the countries which considered that natural increase imposed a substantial constraint on national objectives towards each of the categories in which its impact was perceived to be less serious.

*Identification of specific categories of constraints.* The most prominent characteristic of the perception of natural increase as a constraint was the high incidence of concern that future manpower might be deficient. Twenty Governments, about two thirds of those that identified some constraint, expressed this particular concern (see table 8). Insufficient demographic support for national identity was the second most frequently identified area of constraint.

*Perceptions of the balance between the effects of positive contributions and constraints*

The majority (67 per cent) of the Governments of these 42 countries considered that positive contributions were more significant than constraints. Only 21 per cent considered that positive contributions were less significant (see table 3). When the question was examined from the point of view of population distribution, there was an even greater concentration (83 per cent) in the

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taken to support the argument that actual size of population is a factor relevant to the adoption by Governments of their perceptions (see the section in this chapter dealing with the global situation as of July 1976). However, caution is needed for France falls within the "minor contribution" category and Iceland and San Marino are within the "major contribution" category (see annex table 43).

<sup>16</sup> The differences in patterns of identification between Governments in each of the different categories of over-all acceptability of rates were chiefly characterized by the fact that, in the perception category where no constraints were perceived, a high proportion of countries identified each of the positive contributions; conversely, in the category where the rate was perceived as too low and the impact of constraints predominant, only a small percentage of the Governments did so.

category in which the positive contribution was considered more important than constraints, with only 10 per cent indicating the reverse.

*Perceptions of the desirability of different rates of natural increase*

The pattern of distribution of Governments' perceptions among the 42 countries was one of high concentration (60 per cent) in the category that felt no need for any change (see table 4). All but one of the remaining countries were in the category in which higher rates were considered desirable. The pattern of distribution of population was almost identical to that of Governments among these three categories.

*Perceptions of the desirability of intervention to change the rates of natural increase*

All of the Governments in the more developed regions that considered it desirable to intervene in order to change the rates of natural increase were concentrated in the category that wished to raise rates. The one Government that considered lower rates desirable did not think it appropriate to intervene directly (see table 5). It is worth noting, however, that of the 16 countries that saw the desirability of a higher rate of increase, almost half (7 as against 9) considered that, while direct intervention was inappropriate, indirect support might in some cases be appropriate to encourage an upward trend.<sup>17</sup> When population is taken into account, only 10 per cent of the total population of the more developed regions lived in countries whose Governments considered direct intervention appropriate. Three times this proportion lived in countries whose Governments advocated some form of indirect support instead.

*A synthetical approach to Governments' perceptions of the acceptability of natural increase*

The most significant aspect of the pattern of distribution of countries in the more developed regions by category of perception (see table 6) is the variety of combinations of specific perceptions, apparent in the fact that 11 of the 21 possible categories are filled. A further significant aspect is the concentration of Governments in the categories in which positive contributions were perceived to be either predominant or, at least, significant, and in those categories in which either a higher rate, or no change in rates, was perceived as being desirable. Moreover, only six Governments considered that the positive contributions made by current natural increase were of minor significance.

Annex table 43 lists countries within the more developed regions according to Governments' perceptions in July 1976 of the acceptability of natural increase, and the desirability of intervention to change it. Substantial foot-notes have been appended to this table to explain the positions taken by many of the Governments. The

<sup>17</sup> Note, however, the position taken by the Government of the Federal Republic of Germany, reflected in annex table 43, foot-note *u*.

need to qualify allocation to categories, even after the previous detailed discussion of their precise definition, is an indication of the complexity of the process of adopting an aggregate perception in the circumstances which are characteristic of these countries. These circumstances include (a) rates of natural increase which are very low; (b) severe constraints upon the extent to which influence can be brought to bear upon demographic processes affecting natural increase; (c) relatively greater significance of technological and organizational processes as opposed to demographic factors within the interrelationship: problems are much more susceptible to resolution as a result of an adjustment of technology and organization than as a result of attempts to induce changes in fertility.

*The relationship between the perception of acceptability of natural increase and actual levels of natural increase*

Table 9 indicates that, among the Governments of the 42 countries in the more developed regions there was little difference by category of rate of natural increase between the proportions perceiving higher rates to be desirable and the proportions perceiving no change to be desirable. However, the fact that only one Government considered that lower rates were desirable reflected the already low levels to which rates had fallen in the majority of those countries.

*Relationship between Governments' perceptions of the acceptability of natural increase and size of population*

Table 10 indicates that, among the small countries with a total population of less than 5 million, the proportion of countries whose Governments considered higher rates desirable was somewhat larger than that of the countries whose Governments perceived neither higher nor lower rates as being desirable. Nevertheless, over half of the countries whose Governments thought that higher rates were desirable had a total population of over 5 million, and four of them had a population of over 20 million. It is clear that, for these Governments, actual population size is not in itself a dominant factor in the process of formulation of Governments' policies with respect to the over-all acceptability of natural increase.

*Change in Governments' perceptions during the period from August 1974 to July 1976*

*Principal trends*

During the period from August 1974 to July 1976 a significant proportion of the Governments of the 42 countries within the more developed regions modified their perceptions of the over-all acceptability of current natural increase. Table 11 shows that in 10 countries the change in government perceptions was great enough to require their transfer from one of the perception categories defined in this report to another. Nine other Governments substantially strengthened the intensity of their perception that intervention to change rates was neces-

sary or that support to accelerate trends was appropriate. The countries concerned are listed in annex table 44. Other Governments reconsidered their positions in the light of changes, both in the demographic situation and in non-demographic circumstances. For various reasons, however, they had not by July 1976 considered it appropriate to modify their position. Certain of them were still studying the situation in July 1976.

The principal trend, affecting most of the Governments that had actually modified or at least reconsidered their over-all perceptions, was towards an increased appreciation that levels and trends in rates of natural increase were too low and that higher levels were desirable. This was clearly in response to the underlying demographic trend. The countries concerned are listed in annex table 2 and the nature of the changes are summarized in table 11 (category I), in which the substantial amount of detail is justified by the complex factors that are involved in many countries.

The trend was expressed by changes that may be divided into several categories of type and intensity. In August 1974 a number of Governments had already come to the conclusion that higher rates were desirable, and that intervention was appropriate either to raise rates or to support individual decisions which would have the effect of slowing or reversing the trend to lower rates. During the period, many of these Governments further strengthened measures that had previously been introduced. Other Governments progressively shifted their perceptions towards a more explicit identification of natural increase as being too low. Thus, the Government of Switzerland for the first time explicitly identified the trend in rates as to a certain extent acting as a constraint on the achievement of national objectives because rates were too low. However, it did not go so far as to characterize the situation as requiring higher rates. Slightly more active in their response to this trend were the Governments of the Federal Republic of Germany and Finland. Both, for the first time, characterized current natural increase as being too low, and stated that higher rates were desirable. While the former was constitutionally constrained from using any form of direct or indirect intervention to modify the situation, the Government of Finland appeared to consider the need for such intervention to have become more urgent, and consequently strengthened various existing measures which might support a reversal of the trend in natural increase. The furthest advance in relation to the trend in perception was that of the Government of Uruguay, which not only explicitly stated for the first time that intervention was desirable to achieve higher rates (having previously only indicated its general concern because rates were low), but also implemented various measures that were designed to bring about the desired improvement.

During this period other Governments maintained policies that had the effect of compensating for rates of natural increase which were perceived to be insufficient to provide the desired size of labour force or total population. It may be noted that the Governments of Albania and Ireland and of Argentina, Bulgaria and

Liechtenstein did not reduce in any way the extent of support provided to families and to women in order that they might combine the roles of mother and full participant in non-domestic activities. The Governments of Australia, the United States of America and Canada each gave consideration within the period to the over-all acceptability of population growth and the contribution of natural increase to it. Each reaffirmed its perception that continued population growth and further net immigration were desirable. The Government of Australia was attempting in July 1976 to accelerate rates of immigration. In one sense this implied that natural increase, particularly of the non-immigrant population, had become so low that achievement of at least some national objectives might be constrained if the option of permitting and encouraging further immigration were not available. This was also true to a more limited extent for Austria, the United Kingdom, and particularly for Sweden. The Government of the latter, although characterizing natural increase as being satisfactory, nevertheless permitted the continued entry of a certain number of immigrants and the maintenance of a substantial immigrant population, which continued to play an important part in filling the gaps between sizes of available indigenous labour and desired sized labour force in certain sectors. These Governments, however, characterized such sectoral and regional deficiencies as being more structural than demographic in origin.

Conversely, a number of Governments that had formerly considered rates to be too low were able to relax this perception as a result of the successful implementation of measures that had been introduced earlier (category III). Notwithstanding this change, the measures had been retained and were fully operative in order to preclude any re-establishment of the former undesirable trend.<sup>18</sup> The situation in Portugal resulted from substantial political changes, which, although they had begun to take place before 1974, had resulted in the reversal of many aspects of the Government's perceptions of natural increase and population growth during the period 1974-1976, as explained in table 11.<sup>19</sup>

As might be expected from a general situation in which rates were more likely to be considered too low than too high, only two Governments were involved in modifying perceptions associated with rates that were considered to be too high: New Zealand for the first time perceived that rates were too high, and Malta substantially reduced the intensity of its previous perception that natural increase was too high.<sup>20</sup> It may be noted that the Government of the Netherlands, which had earlier been concerned because an excessive pressure upon the environment was being generated in part

by continued high rates (the result of demographic inertia), was able to perceive a more satisfactory trend by the end of the period. Conversely, the Government of Belgium appeared to have shifted its perception in the opposite direction.

#### *Factors affecting future changes*

The combined effects of recession and inflation affected almost all of the more developed countries except those in Eastern Europe and the USSR during the period 1974-1976.<sup>21</sup> The most widespread effect was the decline in level of demand for labour and the subsequent increase in levels of unemployment. With increasing unemployment within the indigenous labour force, the need for immigrant labour declined. However, the actual extent of recession and inflation, and their implications for the economic structure of these countries varied significantly. There was also considerable variation in both the levels and sectoral patterns of unemployment and in the degree to which Governments tolerated that situation. The impact of these short-term events upon other aspects of the inter-relationship between demographic and other processes is less clear, in part because the period needed for this to appear is longer. In general, trends towards greater participation in higher education and non-domestic occupations were slowed. This might have induced a compensatorily greater interest in child-bearing and child-rearing, but for the fact that simultaneously increased inflation and decreased real incomes probably resulted in a further deterioration in conditions relevant to choice by couples and individuals of desired family size.<sup>22</sup> Long-term inflationary trends usually contributed to a perception of higher net costs of child-bearing and child-rearing, particularly when the provision by the economy of potentially compensatory consumer durable goods (particularly adequate housing) and services, had lagged behind. The importation of a degree of inflation, and the resultant increase in cost of some basic necessities, into those East European more developed countries whose Governments had recently given high priority to the provision of material incentives for child-bearing and child-rearing, in order to either reverse or halt the trend towards low levels of fertility and natural increase, may have acted as a serious constraint upon the achievement of the objectives of these policies.

It is apparent that much of the explanation for the changes in perception during the period was provided by the continuation of a long-term trend in almost all of the countries in more developed regions within a particularly unfavourable over-all economic context. For

<sup>18</sup> The Government of Poland introduced the same kind of measures designed to slow down and ultimately to halt a similar downward trend in rates of natural increase, which if continued, it was considered, would be likely to exert a constraint in the future. However, in this case, the trend had not progressed far enough for the Government to characterize rates of current natural increase as being too low.

<sup>19</sup> See also annex table 43, foot-note e.

<sup>20</sup> See annex table 43, foot-notes t and y.

<sup>21</sup> Recession and inflation were probably not significant in the socialist developed countries until the latter part of the period 1974-1976 and then only to a limited extent, particularly in countries which imported raw materials and manufactured goods and were therefore significantly related through trade with the capitalist more developed countries most affected by recession.

<sup>22</sup> National statistics reflect the effect of such factors only after some delay and the impact is not yet adequately known.

some countries, this resulted in an approach to or a crossing of certain thresholds of sensitivity and acceptability with respect to the relationships involved. Consequently they were identified as potential and actual constraints upon the achievement of national objectives. Neither changes in the ideological position of Governments nor general shifts in economic circumstances alone appear to have exercised so important and widespread an effect. Indeed, only to a limited extent, and for the most part in exceptional circumstances, has a change in Government resulted in a change in over-all perception. This naturally suggests that, as the trend is likely to continue at least for the medium term, an increasing proportion of the Governments of the countries in more developed regions are likely to adopt similar perceptions, and consequently to select similar combinations of policy options designed to achieve similar objectives.<sup>23</sup>

However, there are several factors that will probably preclude a shift by all Governments along these lines within the next decade. Only about half of the countries in the more developed regions may be described as having reached, at aggregate levels, a critical condition of low fertility and low natural increase, with an actual or potential severely deficient labour force. In some of the countries that had not reached that point, low current fertility levels might have been achieved, but the inertia inherent in the age structure continued to maintain moderate levels of natural increase and more particularly sufficient rates of entry into the labour force.<sup>24</sup> In other countries fertility itself remained relatively high. In some instances permanent immigration served both to maintain higher fertility and to prevent the appearance of an aggregate national deficit in the labour force.<sup>25</sup> Surplus labour in some regions still existed in a few countries, although in some of them it was still being reduced by emigration, and in others by movement to more developed regions within the same country. Nevertheless, in almost all these countries the trend was towards the conditions of low fertility and low natural increase that had already reached critical proportions in half of the countries in the more developed regions. It is true that there was no guarantee that such trends would continue, even if Governments were not to intervene to modify them. However, a more advanced position along the path of such a trend was usually most noticeable in the more developed, and principally the metropolitan, regions of each of these countries, and this suggests the probability of an extension of the condition, in time, to the majority of regions.

<sup>23</sup> A varying degree of success may be achieved, as was the case in the countries listed under category II in table 11 and even in some countries in less developed regions but with essentially similar demographic and societal circumstances to those in developed regions as defined in the Population Division of the United Nations Secretariat.

<sup>24</sup> As in the Netherlands and Norway.

<sup>25</sup> As in Australia and New Zealand.

### *The situation in countries within the less developed regions as of July 1976*

#### *An analytical approach to Governments' perceptions of the acceptability of natural increase*

As a further step in the refinement of the discussion presented in this section, the countries in the less developed regions are subdivided into three groups according to their levels of average life expectancy at birth during the period 1970-1974. It is considered that this stratification gives a clearer picture of levels of development among countries within these regions than would a simple aggregate. The three levels of life expectancy adopted are: moderately high (60 years or more), moderate (50-59 years) and low (under 50 years).

The distribution of numbers of Governments and populations of countries by each separate component of the system of perception will be examined in detail in the following sections. Comparisons will be made with the situation within more developed regions if it is thought that this will lead to a better understanding of the factors and relationships that are relevant to the process of adoption by Governments of their perceptions.

Annex tables 45, 46 and 47 list countries in each of the three categories of levels of life expectancy at birth according to the perceptions held by Governments in July 1976 with respect to the over-all acceptability of current natural increase and the desirability of intervention to change it. Ample foot-notes have been appended to each table describing the positions taken by some of the Governments.<sup>26</sup>

#### *Perceptions of the effect of natural increase as a positive contribution to development*

The most significant aspect of the views held by Governments of countries at each level of life expectancy regarding the extent to which current natural increase contributed positively to the achievement of national objectives was the similarity of the proportion of Governments (about two thirds in each case) which perceived a "significant contribution" (see table 1). The distribution of Governments at each level of life expectancy between the "minor contribution" and the "major contribution" categories was also similar.<sup>27</sup> With respect to the distribution of population among the three categories of perception, the pattern was similar to that of the numbers of Governments for the two levels of life expectancy defined in terms of moderately high and moderate average life expectancy, although the concentration in the "significant contribution" category was

<sup>26</sup> The relative briefness of these foot-notes, however, particularly when compared with those for the countries of the more developed regions, is an indicator of the more straightforward nature of the perceptions held by Governments in these regions.

<sup>27</sup> In the more developed countries, a much smaller proportion occurs in the "significant contribution" category, and a higher proportion in the "predominant contribution" category.

even greater for countries with moderately high average life expectancy.<sup>28</sup> For countries with a low average life expectancy at birth, however, the situation was different, since the greatest concentration was within the "minor contribution" category.<sup>29</sup>

*Identification of categories of positive contributions.* Table 7 indicates the proportions of Governments of countries in less developed regions that identified each of the categories of positive contributions made by natural increase to development. The most significant fact to emerge is that the proportions were much higher for those interrelationships in which natural increase was perceived to contribute positively because it was high enough. The highest proportion of Governments identified the interrelationships in which natural increase contributed positively by providing support for national identity (70 per cent) and by providing sufficient manpower (68 per cent).

An examination of the variation in the proportions of Governments identifying each of the categories of perception of over-all acceptability of current natural increase<sup>30</sup> reveals two expected patterns. First, the proportion of identification of positive contributions was highest in perception category 4, in which current natural increase was perceived to be satisfactory and to impose no constraints. It was lowest in perception categories 1 and 7 in which current natural increase was perceived to be unsatisfactory and intervention desirable in order to modify it. Secondly, those Governments which considered either that natural increase was not satisfactory or that minor constraints existed largely because higher rates were desirable were the ones which most frequently identified—as making positive contributions—those interrelationships within which rates were perceived to be low enough. As might be expected, the reverse was true for Governments which considered that the increase was not satisfactory because lower rates were desirable: in their cases, positive contributions were made because rates were high enough.

It will be seen from table 7 that the proportion of Governments of more developed countries which identified as positive contributions those interrelationships in which rates were considered to be either low enough or appropriate was substantially higher than the proportion of Governments of less developed countries making the same identification. Conversely, proportions among the Governments of less developed countries were higher for three of the four categories in which rates were considered to be high enough.

<sup>28</sup> For the group with a moderately high level of average life expectancy at birth, the inclusion of China in the "significant contribution" category is in part responsible for the unusually large proportion of the population of this group of countries.

<sup>29</sup> This is largely the result of the inclusion in this category of Bangladesh, India, Indonesia and Pakistan, all of which have a very large population.

<sup>30</sup> As identified in annex table 43.

### *Perceptions of the effect of natural increase as a constraint on development*

Table 2 reveals important differences in the three levels of life expectancy in the less developed regions. Thus, whereas in the two categories of moderately high and moderate life expectancy 72 per cent and 68 per cent, respectively, of the Governments concerned considered that natural increase imposed either a predominant or a significant constraint on the achievement of national objectives, the proportion was considerably lower (50 per cent) among countries with a low life expectancy at birth.<sup>31</sup> It is certainly significant that half of the 54 Governments of the countries in the less developed regions that had the lowest average life expectancy at birth (and generally the lowest rates of natural increase of countries in the less developed regions as well) considered that those rates imposed no more than a minor constraint on the achievement of national objectives. A critical situation would appear to arise at the second and third levels of life expectancy. The higher proportion in those two categories was possibly due both to the demographic inertia affecting those countries and to the slowness with which national economic autonomy was being achieved, in spite of the improvements in some general areas, which were reflected in a higher average life expectancy.

*Identification of categories of constraint.* The percentage of Governments in the less developed regions that identified each category of constraint is shown in table 8. It is interesting to note in this respect that the highest proportion of Governments identified constraints imposed by an excessive degree of natural increase. Among these, the category identified by the highest proportion of Governments was that of "excessive current unemployment" (72 Governments). Furthermore, all the constraints associated with an excessive rate of natural increase were identified by half or more of the Governments concerned (63 Governments identifying excessive pressure on the provision of services and 52 Governments citing excessive pressure on natural resources and excessive absorption of savings).

It will be noticed from table 8 that the proportion of Governments of more developed countries which identified as constraints those interrelationships in which rates were considered to be "insufficient" were, in regard to three out of the four interrelationships, substantially higher than the proportion of Governments of less developed countries making the same identification. Conversely, proportions among the Governments of less developed countries were substantially higher for the categories in which rates were considered to be "excessive".

<sup>31</sup> It is worth noting that, given the progressive increase in the proportion of Governments that perceive natural increase as a major, or at least significant, constraint on the achievement of national objectives as the level of life expectancy at birth increases, the transition thereafter to the fourth category—that of the more developed countries—in which the proportion is only 40 per cent, is all the more abrupt.



*Perceptions of the balance between the effects of positive contributions and constraints*

Half of the less developed countries at the low level of life expectancy perceived that the positive contributions of natural increase were more important than the constraints. This percentage decreased as the level of life expectancy at birth increased, to 32 in the "moderate" group and 28 in the "moderately high" group (see table 3). On the other hand, 63 per cent of the countries with a moderately high level of life expectancy considered that constraints were more important, and this percentage decreased as the level of life expectancy decreased, to 56 at the moderate level and 43 at the low level. It will be noticed from table 3 that the trends in percentages observed in the more developed countries were strikingly different. The concentration of the total population was even greater than the concentration of Governments within the categories in which constraints exceeded or equalled the positive contributions.<sup>32</sup>

*Perceptions of the desirability of different rates of natural increase*

The distribution of Governments by category of overall acceptability of rates of natural increase differed significantly among the three levels of life expectancy (see table 4). At the lowest level, the highest proportion of Governments (50 per cent) saw no need for change. Of the remainder, those wanting lower rates were somewhat more numerous than those wanting higher rates. Of the countries at the "moderate" level, two thirds were concentrated in the category desiring lower rates; no Government desired higher rates. Among the 35 Governments at the "moderately high" level, 15 wanted lower rates and the balance was divided evenly between those wanting higher rates and those that indicated that no change was desired. The distribution of population within the categories was essentially the same as that of Governments, but reflected the concentration of countries with very large populations within the category that expressed a desire for lower rates.

*Perceptions of the desirability of intervention to change rates of natural increase*

The proportion of Governments at each of the three levels of life expectancy that considered indirect intervention to be appropriate was relatively small (see table 5). In contrast, the proportion that viewed direct intervention to raise or lower rates as being appropriate was much higher. It is worth noting also that the proportion of Governments that considered neither direct intervention nor indirect support to be appropriate was higher (46 per cent) at the lowest level of life expectancy at birth. Conversely, over two thirds of the Governments of countries with higher levels of life expectancy perceived direct intervention or indirect support for change to be desirable.

*A synthetical approach to Governments' perceptions of the acceptability of natural increase*

A number of significant aspects of the pattern of distribution of countries by categories of perception are evident in table 6. The variety of combinations of specific perceptions was considerable: thus, 13 of the 21 possible categories were occupied. A further important aspect of the pattern was the concentration of Governments within the categories in which positive contributions were considered to be significant (72 of the 114), while the number of Governments that believed the effect of positive contributions to be predominant was almost the same as the number that considered it to be minor. This situation is particularly interesting in view of the widespread impression that contemporary natural increase only created problems—and severe ones at that—for most of the developing countries. It is true, however, that 54 of the Governments that considered positive contributions to be significant nevertheless believed that constraints were either predominant or equally significant.

An examination of annex tables 45–47 makes possible a comparison of the situation by each of the categories of life expectancy—low, moderate and moderately high. This reveals that at the moderate level there was much less variety of perception and accordingly greater concentration among categories in which constraints associated with excessively high rates were identified. The proportion of each group of Governments identifying either predominant or significant positive contributions was, however, high at each level.

*Relationship between Governments' perceptions of the acceptability of natural increase and actual levels of natural increase*

Table 9 indicates that, of the 114 countries in the less developed regions the percentage of Governments within each category of rate of natural increase that considered lower rates to be desirable was not significantly different from the proportion that considered, with respect to identical actual rates, that neither higher nor lower rates were desirable. In fact a number of Governments with high actual rates believed that even higher rates were desirable. Thus there was no strong correlation between the actual levels of rates of natural increase and governmental perceptions of their acceptability: clearly the latter were determined principally by non-demographic factors.

*Relationship between Governments' perceptions of the acceptability of natural increase and size of population*

Table 10 shows that among the Governments of less developed countries with a population of 20 million or more (19 countries), none found a higher rate of natural increase desirable, while the Governments of 14 of those countries considered that lower rates were desirable. Even among countries with a population of 10 million or more (34 countries), only one Government

<sup>32</sup> The reason for this being the inclusion of Bangladesh, India, Indonesia and Pakistan, all of which have a large population.

desired a higher rate while 21 found lower rates desirable. There was thus a clear tendency for Governments of the larger countries to want lower rates. The converse was not true, however. Among the 63 small countries with a population of less than 5 million, only 16 thought higher rates to be desirable while lower rates were considered desirable by 21 Governments. It is thus clear that many factors other than population size influenced Governments in formulating their perceptions of the acceptability of rates of natural increase.

*Changes in Governments' perceptions during the period from August 1974 to July 1976*

*Principal trends*

*Countries with a moderately high level of life expectancy.* During the period 1974-1976, relatively few changes occurred that were sufficient to bring about a reclassification of Governments' perceptions: only four of the 35 Governments in this group made such changes. Whereas many of the Governments that considered higher rates of natural increase to be desirable strengthened their intervention to that end, there were no departures from or new entrants into the group. The four changes in category were mutually compensating shifts: two towards a perception of a more satisfactory situation than had previously obtained, two in the opposite direction, towards a perception either that lower rates were desirable or that constraints of the excessive type had become significant. Governments in the relevant categories further strengthened their policies of lowering rates. The countries concerned, and the reasons underlying the changes, are shown in table 12 and annex table 48.

*Countries with a moderate level of life expectancy* (see table 13 and annex table 49). It has been pointed out that Governments at this intermediate level of life expectancy are more likely than Governments at other levels to consider that natural increase imposes constraints of the "excessive" type upon development. This is indicated by the fact that no Government perceived the existence of constraints of the "deficiency" type. During the period from August 1974 to July 1976, however, a number of Governments felt more strongly than before that intervention to lower rates of natural increase was inappropriate (and one country, as a result of a radical political change in its Government, also reversed its earlier opinion that lower rates were desirable). Four Governments of the 25, however, came round to the view that constraints of the "excessive" type did exist, that lower rates were desirable, or that intervention to achieve lower rates was necessary. In addition, each of the Governments that in August 1974 had already perceived that intervention to achieve lower rates was desirable increased their efforts and explicitly identified the successful implementation of development strategies designed to improve basic living conditions, particularly in rural areas, as a prerequisite for a further significant decline in fertility within acceptable time limits.

*Countries with a low level of life expectancy.* In the period 1974-1976, 11 of the 54 Governments in this group

changed their perceptions sufficiently to bring about a shift from one category to another. Two took the view that higher rates were desirable, or that rates were no longer associated with "excessive" constraints, while nine of the changes in perception were in the opposite direction. Governments already directly intervening to change rates further intensified measures designed to achieve their objectives. Table 14 and annex table 50 are largely self-explanatory in this respect.

*Factors affecting future changes*

The changes in Governments' perceptions during the period August 1974 to July 1976 may be explained in terms of two sets of factors: the first associated with a long-term trend, in which, with some important qualifications, perceptions were closely affected by the underlying demographic trends, and the second associated with short-term events which occurred both immediately prior to and during the period and in which the perception was closely affected by economic and political events at the national, regional and world levels.

Changes in perception were, in part, the continuation of a long-term trend in the evolution of Governments' perceptions, observable during the past 30 years. It is valuable to examine this evolution briefly, before proceeding to a discussion of its implications for the probable future policy behaviour of Governments. Although Governments and occupying administrations in a few of the countries in the less developed regions expressed concern with the then incipient trend towards higher rates of natural increase during the 1930s and 1940s (as in Egypt, India, and some territories in the Caribbean) the majority of Governments and administrations perceived rates to be satisfactory, or too low. The first Government within a less developed region to adopt the perception that lower rates were desirable and that intervention to achieve them by means of reduction of fertility was appropriate was India in 1952.<sup>33</sup> During the 24-year period that has elapsed since 1952, 38 other Governments have adopted similar perceptions, as indicated in figures I and II.<sup>34</sup> The proportion of the total number of countries in less developed regions and in the world has increased gradually since that date, the period of largest annual increments of Governments to the category being between 1963 and 1969, with later peaks in 1970 and 1974. Since 1974, the tendency, as explained above, has been for Governments to adopt the view that lower rates are desirable, but that intervention is not appropriate. After a rapid increase in the proportion of the population of the world within such countries from 1952 to 1960, during which period a number of countries with a very large population entered this category (Bangladesh, China, India and Pa-

<sup>33</sup> Shortly before this date, some Governments of countries in Eastern Europe had held a similar view, but they subsequently adopted the view that rates were satisfactory as the result of both changing circumstances and the successful implementation of programmes.

<sup>34</sup> The former Democratic Republic of Viet-Nam and the former Republic of South Viet-Nam are considered separately within this total. Of the 39 Governments, only that of Singapore has subsequently converted to a perception of satisfactory rates, as a result of successful implementation of programmes.

kistan), the increment in population has increased less rapidly but steadily during the last 15 years.

It is useful to ask at this point if this trend is likely to continue until a high proportion of the Governments of countries in less developed regions have adopted a perception that intervention to lower rates of natural increase is appropriate, or, conversely, whether the trend will decelerate or reach some point of equilibrium. Of the countries that are already sovereign States, it is probable that few of the ones which at present perceive that higher rates are desirable will shift to an opposite viewpoint. It is probable that some of those which currently identify minor constraints resulting from rates being too high will shift further, towards perceiving them to be significant. However, concurrently with this trend (resulting from demographic and economic factors) there is a strong compensatory trend towards considering that comprehensive intervention in economic and social sectors, rather than direct intervention in population, is necessary to resolve problems of population increase. Moreover, many of the Governments that identify short-term constraints resulting from rates being too high have also identified substantial long-term benefits from further growth in population, and possible future constraints arising from deficient population increase. Thus, it appears improbable that a substantial majority of those identifying minor constraints resulting from excessive increase will shift towards a perception that lower rates are necessary in the immediate future. Among the non-sovereign Territories that will become independent, it can be said that, on the basis of the present situation, it is probable that a slightly higher proportion of them than of the sovereign States are likely at least to recognize the existence of significant or predominant constraints of the "excessive" type, and possibly to consider them to be such that policies of intervention either to lower rates or to accelerate their decline will be adopted.

It may be noted also that the majority of the countries at the low level of development which are most "at risk" of a change in perception have a very small population. Only Afghanistan, Ethiopia, Nigeria, the United Republic of Tanzania and Zaire have a population of over 10 million. Consequently, no substantial change in the proportion of the world's population within the category of Governments attempting to lower rates of natural increase is to be expected.

Short-term economic and political events that have occurred during the period have had some differentiating impact upon Governments' perceptions. The substantial changes that have taken place in international economic relations during this period have been of considerable significance for many of these countries. For most of the oil-producing countries, the economic expansion which resulted from the rapid acceleration of their revenues is expected to have significant demographic effects: the ability to achieve a rapid decline in mortality (a process begun before 1974-1976 in small countries that had been exporting petroleum for a long period); the ability to provide comprehensive

support for child-bearing and child-rearing in technologically modernized urban conditions; the ability to improve, by means of high capital investments in non-metropolitan regions, the situation regarding spatial distribution of the population; and a large-scale immigration of all levels of manpower—demographically significant in the case of low-level manpower from nearby countries, demographically less significant with respect to high-level manpower from more distant countries.

The converse of the rapid capital accumulation that occurred in some countries was the economic recession and imported inflation that affected many of the remainder, particularly those whose economic structure was closely dependent upon imports of food and petroleum products, including fertilizers. Although it had a severe effect, particularly upon the metropolitan populations in such countries, the crisis may be said to have had a possibly compensatory effect upon Governments' perceptions, in that arguments in favour of adopting strategies of self-reliance, of spatial adjustment and of the more effective use of national human and natural resources were considerably strengthened. The most important of the demographically significant effects of the changed circumstances may be a reduction in allocations to health and supporting programmes, and a consequent slowing of the rate of mortality improvement. Depression in the rural export sectors may have resulted in increased unemployment; on the other hand, however, labour may have been reabsorbed in the subsistence sector, particularly if the increasing costs of food imports resulted in a renewed emphasis upon self-sufficiency in agriculture. Unfortunately, fertilizer costs increased very considerably, thus offsetting some of these potential benefits.

#### *Comments on regional variation*

Table 15 indicates the distribution of Governments by each of the seven categories of perception of the effect of natural increase as a constraint on development, by each of the 24 demographic statistical regions and by each of the areas of responsibility of the regional commissions.<sup>35</sup> In the demographic statistical regions there is obvious variety in the patterns of distribution among perception categories. In some regions all Governments share the same perception: thus in China, Southern Africa and Melanesia all are within category 7; Japan is in category 5; the three components of the USSR region are all in category 2. In several demographic statistical regions there is a pattern of concentration within a group of contiguous perception categories: e.g., Northern America in categories 4 and 5, Middle America in categories 5-7, and Australia and New Zealand in categories 3 and 6. In seven demographic statistical regions there is an even wider variety in perception category, the range in each region being from category 1 to category 5: thus Middle Africa, Western South Asia, Temperate South America, Eastern Europe, Northern

<sup>35</sup> For the countries concerned, see annex tables 51-55.

Europe, Southern Europe and Western Europe. In nine demographic statistical regions there is the widest possible range of distribution, that is from category 1 to category 7. In Northern Africa, Western Africa, Cyprus, Israel and Turkey, Other East Asia, and Eastern South Asia there is no marked concentration within this maximum range. However, in Eastern Africa, the Caribbean, Middle South Asia and Micronesia-Polynesia there is a concentration in categories 4-7, or in category 7 alone, within this wide range.

The pattern of distribution of perception within demographic statistical regions is obviously affected by the number of countries within the region: in many but not all regions the smaller the number, the greater the homogeneity of perception. Consequently each of the five areas of responsibility of the regional commissions, being an aggregate of several demographic statistical regions (with the exception of Western South Asia), shows a considerable variety in the pattern of distribution. The widespread impression that there exists a certain regional homogeneity in Governments' perceptions requires some qualification on the basis of the information presented in table 15. Thus, in the African region, often considered to be an area in which most Governments perceive natural increase to be too low or satisfactory, 17 of the 48 Governments in fact find it too high. Conversely, in Asia and the Pacific, often considered to be an area in which almost all Governments believe natural increase to be too high, 12 of the 30 Governments do not hold that view. (See annex tables 51-55.)

## B. GOVERNMENTS' POLICIES

### *Introductory remarks on the classification and components of policies*

Although simple in comparison with the classification adopted to explain the variety in Governments' perceptions of the over-all acceptability of current natural increase and the desirability of intervention to change rates, the classification of Governments' policies requires careful consideration before we proceed to summarize the general aspects of the world situation.

As an initial point, it is useful to list the various elements included in the definition of policy set out for purposes of the present report, namely:

- (a) The identification of each of the positive contributions made by natural increase to the achievement of national objectives and the constraints it imposes;
- (b) The adoption of an over-all perception of the acceptability of the situation and the desirability of either direct intervention or indirect adjustment to modify demographic and other societal processes;
- (c) The identification of quantitative and non-quantitative objectives;
- (d) The identification of precise means for the achievement of changes, if these are desired, or

for the maintenance of existing acceptable conditions; and

- (e) Monitoring of the implementation of the measures, and review and appraisal of the objectives prior to a further sequence of policy formulation and implementation.

Population policy may be defined as a statement of intent accompanied by explanatory statements, made by the Government, in the present instance with respect to current national increase and associated demographic characteristics. It is a statement of a view of the nature and intensity of the problem, the necessity and urgency of its solution, and the means whereby such a solution may be achieved. The term "policy" itself is, therefore, entirely neutral in so far as the nature of the perceived problem, its determinants and consequences and the objectives of governmental activity are concerned.

The discussion of Governments' policies has shown clearly that all Governments have taken the first steps in the process of policy formulation: those concerned with the perception of over-all acceptability and desirability of intervention. The present section will show that all Governments have at least given some indication of the nature and objectives of intervention. Thus, it can be said that each Government has examined the relationship between current levels and trends in rates of natural increase and other non-demographic processes, has identified the positive and negative aspects of that relationship, and their implications for the achievement of national objectives, has decided whether or not intervention of varying intensity is appropriate, and if so, has identified the general objectives of such intervention.

The elements of the classification used in this report may be summarized as follows:<sup>36</sup>

(a) For all Governments, their position with respect to the desirability of policies of intervention as opposed to policies of non-intervention;

(b) For those Governments which have adopted a policy of intervention, the relative importance attached to intervention designed to adjust demographic as opposed to non-demographic processes (that is, technological and organizational aspects of societal structure): it may be noted that simultaneous adjustment of each is possible;

(c) For those Governments which have adopted a policy of intervention in demographic processes, the relative

<sup>36</sup> It is important not to define a population policy as a "policy of intervention", as this results in the assumption that a Government which has no policy of intervention in fact has no population policy. This assumption might be false, for evidently Governments which have no policy of intervention may have explicit or implicit policies of non-intervention. This may not result from their lack of consideration of the situation. In many cases a policy of non-intervention is the result of substantial investigation and consideration of the situation, and of the benefits and costs of numerous possible means of intervention, which may have concluded that intervention is either unnecessary in view of apparent trends towards dissolution of the problems, or necessary but not feasible or not desirable, irrespective of the existence of problems. One of the most important findings of the monitoring exercise was the fact that each of the Governments that had identified some problems associated with natural increase had given some consideration to the desirability and feasibility of intervention.

importance attached to policies designed to adjust natural increase as opposed to location of population: again simultaneous adjustment of each is possible;

(d) As a further elaboration, the importance attached to the selection of each of the various separate processes as the object of intervention: mortality, fertility, spatial distribution, international migration and the technological and organizational aspects of societal structure.

It is important to note that Governments may also intervene in each of these demographic and non-demographic processes in order to resolve problems not directly connected with natural increase. Thus, all Governments intervene to reduce morbidity and mortality for reasons of general welfare. The majority of Governments intervene in various processes that are relevant to individual behaviour with respect to fertility in order to achieve health, welfare, and the satisfaction of basic human rights. The majority of Governments intervene in various ways in order to improve the spatial distribution of the population and thus to achieve an acceptable balance between individual and collective aspirations. Almost all Governments intervene to regulate, or at least to monitor, the movement of their own citizens and that of citizens of other countries across their borders in order both to protect individuals and to protect their own and other national societies with whom agreements may have been made. All of these forms of intervention may be made irrespective of the perceived existence of problems resulting from a maladjustment between natural increase and societal processes. Although some forms of intervention may indirectly help to remedy such maladjustments, other forms may not contribute in any way to an improvement and others again may even have a negative effect, exacerbating already undesirable trends. The relationships between the formulation of policies for purposes related to natural increase and their formulation for other purposes will be examined first in this chapter, and will be discussed further in greater detail in chapter IX.

The situation at the world level in the more developed and the less developed regions will be discussed below in that order. A summary of the changes that took place in the period August 1974-July 1976 has been incorporated in the discussion of Governments' perceptions.

#### *The situation in the world as a whole as of July 1976*

##### *Position with respect to the desirability of policies of intervention and non-intervention*

Of the 156 countries surveyed in this report, 24 considered that their current natural increase imposed no constraint whatsoever upon the achievement of their national objectives (see table 16). Accordingly, each of these 24 Governments considered the adoption of policies of non-intervention to be appropriate. These Governments were equally divided between more developed and less developed regions. However, they formed different proportions of the total in each type of region: 29 per cent in the more developed regions and only 11 per cent in the less developed regions. All of the

remaining 132 Governments had adopted policies of intervention in one or more demographic or non-demographic process in order to resolve problems of varying nature, intensity and urgency arising from maladjustments between natural increase and non-demographic processes.

##### *Relative importance attached to policies of intervention designed to modify demographic and non-demographic processes*

Table 16 indicates that of the 132 Governments which considered that natural increase acted as a constraint upon the achievement of national objectives, only nine considered that adjustment of demographic processes alone was appropriate. Thus, the overwhelming majority of Governments (123, or 93 per cent) considered that the simultaneous adjustment of both demographic and non-demographic processes was appropriate. It will be noticed in table 16 that a high proportion (95 Governments, or 78 per cent) considered that intervention to adjust demographic processes was equal in significance to intervention to adjust non-demographic processes. Of the remaining 27 Governments, nine (7 per cent) were of the opinion that intervention should be principally demographic, while 19 (14 per cent) considered that it should be principally non-demographic.

Table 16 also shows that, of the 30 Governments in the more developed regions which considered that some constraint was imposed by current population increase, 60 per cent attached equal significance to intervention in demographic and non-demographic processes (compared with 75 per cent in the less developed regions) and 20 per cent were of the opinion that they should only intervene in order to adjust demographic variables (as against 3 per cent in the less developed regions).

##### *Relative importance of intervention in natural increase and in location of population<sup>37</sup>*

It is interesting to note from table 16 that of the 132 Governments which considered that some form of constraint was imposed by the rates of natural increase, only two were of the opinion that adjustment through natural increase alone was appropriate, while the other 130 Governments were of the view that adjustment through location of population should be resorted to, either alone (54 Governments) or together with intervention in natural increase (76 Governments). The large number of those that found it appropriate to intervene in location alone is very significant (54 Governments, or 41 per cent), particularly since 41 of them were in the less developed regions. The pattern of relative importance of intervention in natural increase and in location of population was broadly similar among Governments in more and less developed regions. The two countries whose Governments found it appropriate to intervene in natural increase without simultaneous intervention in

<sup>37</sup> For the purposes of the present report, location of population covers both international migration and internal spatial distribution of population.

population location were both within the more developed regions.

Governments may be divided into three categories with respect to their perception of the appropriate balance between adjustment of natural increase and adjustment of population location for the purposes of resolving problems seen to arise from maladjustment between current natural increase and societal processes:

(a) Governments which considered that constraints imposed by natural increase had a predominant impact upon the achievement of national objectives preferred to modify rates of natural increase by direct intervention, supported in almost all instances by a simultaneous adjustment of population location;

(b) Governments which held the view that the impact of constraints was significant but not predominant in general preferred to modify population location by direct intervention if the constraints were of the "excessive" type, but preferred supportive or indirect intervention in natural increase along with a simultaneous adjustment in population location where constraints were of the "deficient" type;

(c) Governments which considered that constraints were of minor significance generally found that direct intervention in population location was the most appropriate means of resolving the problem, although some considered that simultaneous supportive adjustment of natural increase was appropriate or that supportive action alone was required.

#### *Selection of specific demographic and non-demographic processes in which to intervene*

The World Population Plan of Action made no specific recommendations with respect to selection among policy options, and merely invited Governments which considered that their present or expected rates of population growth hampered their goals of promoting human welfare to adopt appropriate policies within the framework of socio-economic development which were consistent with basic human rights and national goals and values.<sup>38</sup> The following discussion will examine for each of the demographic processes and for the non-demographic processes taken as a whole the extent to which Governments were able to intervene effectively to modify the situation in order to resolve problems arising from maladjustments between natural increase and societal processes.

Table 17 indicates the percentage of the 132 Governments holding the view that current natural increase imposed at least a minor constraint upon the achievement of national objectives which selected each of the four demographic processes (mortality, fertility, spatial distribution, and international migration) and the non-demographic complex (technological and organizational aspects of societal structure) as appropriate for

<sup>38</sup> A systematic evaluation of the weight attached to each element of the intervention for all countries, on a compatible basis, was not available for this report, although such information was evident in the governmental statements for many countries.

intervention. The highest proportion of Governments selected adjustment of the non-demographic complex of processes: (123 Governments, or 93 per cent of the total). The second most frequently selected process was spatial distribution (113 Governments, or 86 per cent); the third most frequently selected was international migration (80 Governments, or 61 per cent), followed closely by fertility (75 Governments, or 57 per cent). The least frequently selected process was mortality (29 Governments, or 22 per cent).<sup>39</sup>

Among Governments in the less developed regions by far the most frequently identified variables were technology and organization and internal spatial distribution: of the 102 Governments which indicated that some constraint was imposed by natural increase, 99 selected for intervention the former variable and 94 the latter (see table 17). For the Governments of countries in the more developed regions, as opposed to those in the less developed regions, the patterns differed in some respects. Adjustment of technological and organizational aspects of societal structure was the process most frequently selected in both groups, and adjustment of mortality the least frequently selected. However, the percentage selecting mortality in the more developed regions was considerably higher (27 per cent as against 19) and the percentage selecting adjustment of technological and organizational aspects of societal structure somewhat lower (83 per cent compared to 99). However, the second most frequently selected processes at the world level—adjustment of internal spatial distribution—was less frequently selected by Governments of countries in the more developed regions (60 per cent). It is noteworthy that the proportion of Governments in the more developed regions that selected adjustment of fertility in countries was higher than among countries in less developed regions: this reflects the considerable interest expressed by the 16 Governments concerned in raising rates of fertility (or preventing their further decline) in order to achieve higher rates of natural increase than might otherwise occur.

#### *The situation in countries within the more developed regions as of July 1976*

#### *Intervention in demographic processes which directly determine natural increase*

#### *Morbidity and mortality*

*Factors affecting selection.* All Governments of countries in the more developed regions have policies of comprehensive intervention designed to secure a continuing improvement in the health status of their populations and consequently a further decline in levels of morbidity and an extension of the average expectancy of life at birth. These policies have been formulated and

<sup>39</sup> It is necessary to emphasize again that this refers to situations in which Governments believe that intervention to reduce mortality contributes to a rise in the rate of natural increase and thereby to the solution of problems that Governments feel are due in part to the current rate of natural increase being deficient.

implemented irrespective of the Governments' perceptions of the acceptability of current natural increase. As a result of their relatively successful implementation, the populations of almost all of these countries have achieved high levels of average life expectancy, although in many countries there remain significant differentials in levels of morbidity and mortality between sub-populations. Consequently, the scope for including intervention in mortality within combinations of policies designed to contribute to a desired change in aggregate natural increase was not very great. Nevertheless, for almost all of the countries in the more developed regions, the objectives of general policy with respect to mortality coincided with the objective of contributing to adjustment in natural increase.<sup>40</sup> Thus, any decline in mortality would result in a slightly higher natural increase, which for many of the Governments was desirable, or at least acceptable.

*Relative importance attached by Governments to intervention in mortality as a means of resolving problems associated with natural increase.* Table 17 indicates that 8 of the 30 Governments which had policies of intervention had included in those policies intervention to adjust mortality. All held the view that higher rates of natural increase would alleviate constraints of the "deficiency" type (i.e. resulting from natural increase being too low). Seven of the Governments considered that higher rates of natural increase were desirable. Intervention in mortality was never selected as the only means of intervention, but only in association with intervention in three or four other processes.<sup>41</sup>

### Fertility

*Factors affecting selection: policies influencing fertility but adopted primarily to achieve non-demographic objectives.* A fairly new feature of Governments' attitudes towards fertility in the more developed regions was their concern with undesirable declines in rates of natural increase. As many as 17 Governments were intervening in fertility, eight with a view to raising its level, and eight with a view to maintaining the current levels in the face of a trend towards lower levels, which was considered likely to continue if no intervention took place. Only in one country, with a relatively high fertility level and in circumstances of high levels of immigration by families characterized by relatively high fertility, did the Government consider lower fertility to be desirable. Most Governments of countries in these more developed regions had adopted economic and social policies which might influence individual fertility behaviour, and consequently aggregate national fertility, but which had been designed primarily to achieve non-demographic objectives. These included (a) general economic and social policies whose implementation affected the environment within which individuals developed their

attitude towards reproduction; (b) policies whose objectives were more specifically concerned with family welfare, and whose implementation might affect the immediate context within which fertility behaviour was determined (policies regarding nuptiality, housing and taxation might be included); (c) policies involving individual aspects of fertility, but having no objectives of achieving any specific level of aggregate fertility. These included the provision of maternal and child health services, sex education and information concerning fertility regulation. The policies included in these three types may in certain cases have been mutually supportive, while in others they may have had the opposite effect upon individual fertility.

Three policy areas may be identified as having the greatest relevance to individual fertility, namely, policies concerned with: (a) the status of women, (b) the family, and (c) control by individuals of the size of their completed families and the spacing of the births of their children. Almost all of the Governments of countries in the more developed regions had intervened in these three areas with varying degrees of intensity, and had thereby affected the fertility behaviour of their populations. Available information suggests that, although it might have had the potential capability to induce an increase in fertility, family policy had not had any significant effect. However, policies with respect to the status of women and to individual control over fertility had contributed to a strengthening of the trend towards lower fertility.

*Constraints, uncertainties and options available to Governments wishing to change aggregate levels of fertility.* It is apparent that, as both the spontaneous trend, which reflects the sum of individual decisions, and also prevalent forms of governmental intervention lean towards the achievement of lower levels of fertility, those Governments whose objective with respect to aggregate levels of fertility was to achieve lower rates or to encourage the declining trend found relatively few constraints. Conversely, Governments whose objective was to secure a deceleration of the existing downward trend, and particularly to obtain its reversal in order to bring about an increase in levels of aggregate fertility, were faced with much greater constraints and were therefore forced to devote a much higher proportion of their available resources to the achievement of that objective. The task of the latter Governments has been to strengthen those policies which have had an effect consonant with their objectives of aggregate fertility and natural increase, while simultaneously continuing implementation of the potentially discordant policy (in order to achieve its own separate objective) and also neutralizing or compensating for its possibly undesirable effect upon aggregate fertility. This task has been difficult: the intensity of intervention has depended upon the urgency of the perceived need to reverse the trend and to resolve, by means of higher rates of natural increase, the associated national problems.

Given the limitations upon changing policies with respect to supporting individual freedom of fertility behaviour, and improvement in the status of women, the

<sup>40</sup> This is not the case for many of the countries in the less developed regions, where the Governments' objectives are to achieve an acceleration in spontaneous trends towards lower rates, or at least to maintain rates at acceptable levels.

<sup>41</sup> For the names of the countries concerned, see annex table 56.



only means of intervention likely to bring about some reversal of the trend, while at the same time being fully consonant with the achievement of other social objectives, has been that of support for the family, and specifically support for women in the exercise of their potential or actual dual role as mothers and as simultaneous participants in non-domestic activities. However, the material subsidy of families with children, and the removal of material constraints upon child-bearing and child-rearing have required a very considerable diversion of resources from other areas of consumption and particularly from capital investment. Some change in the structure of both production and distribution has also been made necessary. For example, greater emphasis has had to be placed upon production of housing and labour-saving domestic appliances. Moreover, such diversion of investment (although recognized as in fact diversion to the production of future "national demographic capital") has been made in conditions of some uncertainty as to the likely result and incomplete knowledge of the balance between the benefits and costs involved in such diversion. It is for this reason that many of the Governments involved have undertaken substantial research in this field.

The 16 Governments that adopted policies whose objectives were either to prevent a further decline in fertility or to induce its increase had previously adopted social and family policies whose objectives were unrelated to demographic trends. Subsequently, however, each Government recognized that the provision of material support for child-bearing and child-rearing, and the creation of an environment within which women might perform the roles of both mother and participant in non-domestic employment, were policies whose impact might effectively complement the objectives of either maintaining or increasing fertility. Accordingly, each Government strengthened its policies with respect to the family and to women in order that the demographic objective might also be achieved.

Support for the dual role of women as mothers and as participants in the labour force was clearly considered by the respective Governments to be most appropriate in circumstances which included an extremely limited immigration, almost complete absorption of the rural labour force, full achievement of societal restructuring and extremely high rates of economic expansion. In those circumstances, such support was one of the few options available to Governments in their search for means to achieve the mutual adjustment of aggregate demographic and other societal processes. In such countries Governments not only explicitly identified that option, but continued to allocate an increasing proportion of national resources to its implementation.<sup>42</sup> A number

<sup>42</sup> This was so particularly for the Governments of Albania, Bulgaria, the Byelorussian Soviet Socialist Republic, the German Democratic Republic, Poland, the Ukrainian Soviet Socialist Republic and the USSR. The Governments of Czechoslovakia, Hungary and Romania had previously adopted similar policies when fertility was considered to be too low. As a result in part of successful implementation the former trend of declining fertility was reversed, and levels were in July 1976 held to be satisfactory.

of other Governments did not state explicitly that the primary purpose of similar sets of measures was a demographic one for in each case the purely social function was at least equally important. In a few instances, Governments acknowledged that the presumed demographic impact had been beneficial, but emphasized the fact that their primary intention, at the time of policy formulation, had not been demographic.<sup>43</sup>

The policy of the Governments of countries in the more developed regions varied considerably with respect both to the liberalization, for purely social reasons, of legislation formerly restricting the ability of couples to decide freely on the timing of the births of their children and the size of their completed families, and also with respect to their selection of intervention in that process as part of demographic policy. Many Governments had completed the process, and, moreover, fully supported within their public services the provision of both guidance and means of contraception, sex education, and varying levels of access to sterilization and abortion. Other Governments had not completed the liberalization process, although they were in general supportive of the general trend. Some Governments preferred to adopt a *laissez-faire* position, leaving to private organizations the provision of guidance in sex education and contraceptive use and not taking a leading position in the public discussions of the desirability of the liberalization of abortion and sterilization laws that had occurred in most countries. In a few countries, liberalization was relatively slow, in response to public opinion, which in general preferred only a partial liberalization. A few Governments either restricted the liberalization process, or reversed it.<sup>44</sup>

The liberalization of constraints upon individual freedom to regulate fertility was generally perceived as contributing to the achievement of social and human rights objectives. None of the Governments of countries in the more developed regions currently supported complete liberalization in order to encourage a fall in fertility. Indeed, it may be noted that Governments of some countries had continued to encourage full liberalization, although in their prevailing socio-economic circumstances this was expected to contribute to an undesired

<sup>43</sup> For example, the Government of France, in its reply to the Third Inquiry among Governments on Population and Development on this point, stated that "there is no precisely formulated policy in this area, but the new measures recently adopted by the Government within the area of social and family policy could have impact upon the actual level of fertility". This statement was made in the immediate context of an acknowledgement that the current level of fertility was too low. In contrast, the Government of Finland, which in its reply also stated that the present level of fertility was too low, remarked that "there is a general understanding that the fertility rate has been too low during recent years, but the policy is not a formulated one in a strict sense. During last year the birth rate has been rising". The Government further noted, as a policy which might influence the contribution of fertility to rates of natural increase, that "The two most recent cabinets have in their programmes given attention to the intensification of family policies". It noted further that several of a "comprehensive set of family supportive measures" were to be "intensified in accordance with the cabinet's programme of March 1976".

<sup>44</sup> For example, Argentina, Ireland and Uruguay.

decline in fertility.<sup>45</sup> Conversely, in some countries a restriction of the liberalization process by the Government had been intended as a partial demographic objective, to contribute to a slowing of the decline in fertility. However, in most such countries restrictions on liberalization reflected socio-cultural preferences and had no demographic objective. Conversely, the slower liberalization appeared to have had little demographic impact, as fertility in these countries has continued to decline.

Finally, Governments had in some instances exercised the option of encouraging migration, both internal and external, not only in order to satisfy short-term manpower requirements but also to contribute individuals with a potential for higher than average fertility (because of age, marital status, or cultural preference).

#### *Intervention in demographic processes which determine population location*

##### *Spatial distribution of population*

*Factors affecting selection.* In chapter IX it will be shown that the Governments of most of the countries in the more developed regions, although perceiving that the distribution of their populations over national territory posed relatively limited problems, had nevertheless adopted policies designed to secure a still more appropriate configuration of both urban-regional systems and rural settlement, and consequent distribution of population. To a great extent, these policies had objectives that were associated with an improvement in standards of living and quality of life, the protection of the environment and of natural resources for future use, and the achievement of greater efficiency in economic terms. In most countries they had not been expressed in terms of contributing to a change in rates of natural increase. Nevertheless, an important relationship exists, for many of the constraints which natural increase imposes upon the achievement of national objectives results from population excess or deficiency as perceived to exist within certain regions, and not as an average for the country as a whole. Therefore, the redistribution of population from the regions of excess to those of deficiency will contribute to the resolution of problems whose existence may have caused Governments to adopt the view that national rates of natural increase are unsatisfactory and require adjustment.

Most Governments of countries in the more devel-

<sup>45</sup> Some Governments have adopted a policy of restricting access to abortion and substituting for it greater access to contraception. This policy was designed to contribute to improved health and welfare by reducing the morbidity and mortality determined in part by frequent induced abortion. It is true, however, that a reduction in miscarriages and in sub-fecundity and hence a contribution to higher fertility would also result, and this had been taken into account by these Governments when formulating their policy. It is true, also, that a distribution delay sometimes occurred with respect to the substitution of contraceptive for abortion services, with a consequent short-term rise in births. Notwithstanding these effects this was considered by the respective Governments to have been primarily a social and health policy.

oped regions had only limited recourse to the policy option of attempting to induce a spatial redistribution of their population different from that likely to result from current trends in migration and regionally differentiated natural increase. This was so whether redistribution was perceived as a means of responding to the spatially differentiated impact of the constraints exercised by natural increase (i.e., excessive pressure upon services and the environment in metropolitan regions, deficient manpower in regions of recent economic expansion), or as a means of contributing to changes in individual and aggregate fertility and consequently of natural increase. In many of these countries, this was partly because previous rural labour surpluses had been almost completely absorbed, either by internal migration or by emigration. In non-socialist countries, a contributing factor was the fact that institutions responsible for locational decisions with respect either to labour or to capital were usually highly resistant to intervention by Governments. In socialist countries the potential for using spatial redistribution as a means of resolving problems associated with natural increase was to some extent limited because policies of regional development had already achieved a relatively homogeneous pattern of levels of living and expectations.<sup>46</sup>

Nevertheless, the Governments of some countries were continuing to attempt to bring about a redistribution of population in order to resolve problems to which the recent trends in national aggregate natural increase had contributed. Thus, in countries where there was no immigration and where women already participated fully in the labour force, the highest priority was given to the achievement and maintenance of the most rational use of human resources. One aspect of this policy was the planning of the redistribution of human resources. In some countries, societal problems felt at the national level as a result of relatively high pressures of population in certain regions, which may have been either rural or metropolitan, were being relieved by policies which included an attempted redistribution of population as well as of capital. In other countries pressures originating in a perceived aggregate deficiency of natural increase were being met in part by an attempt to improve the distribution of population, involving a deconcentration from metropolitan regions in which rates of population growth, as well as of investment, were considered to have been excessive.

*Relative importance attached to intervention in spatial distribution.* Table 17 indicates that 19 of the 30 Governments which had policies of intervention had included in their policies intervention to adjust the spatial distribution of their populations. This total included 11 of the 16 Governments which considered that higher rates of natural increase would alleviate problems of the "deficiency" type, and three Governments which be-

<sup>46</sup> Of course, each of these countries had policies designed to adjust the relationship between spatial distribution of population and the distribution of natural resources, environmental characteristics, and capital equipment and infrastructure, in order to ensure the achievement of societal objectives that were not directly related to natural increase or to population growth.

lieved that spatial redistribution would contribute to the resolution of similar problems without changing the rates of natural increase themselves. It also included the single Government which considered that lower rates of natural increase would alleviate problems of the "excessive" type, together with four Governments which believed that spatial redistribution would contribute to the resolution of similar problems, without changing the rates of natural increase. In only two countries did the Government feel that intervention in spatial distribution alone was appropriate to resolve constraints (those of the "excessive" type): in each of the other cases, intervention was combined with a simultaneous intervention in other processes.<sup>47</sup>

### *International migration*

*Factors affecting selection.* In contrast to the situation with respect to mortality, fertility and spatial distribution, the objectives of Governments with respect to international migration were very largely those of securing compensation for inadequacies of past, current and future rates of natural increase, population structure and population size. Thus, to a substantial extent, international migration flows in the more developed regions were determined by Governments' policies designed to resolve problems arising from maladjustment between natural increase and societal processes. It is true that some objectives of policy with respect to international migration were unrelated to the need to compensate for undesirable rates of natural increase: movements for humanitarian purposes, notably of refugees and movements of particularly skilled persons in relatively small numbers (as in "brain drain" flows). These movements were not usually considered by Governments to be demographically significant, and accordingly were not considered to be part of their population policy.

Thus, with the exceptions mentioned above, it is probable that very few international migration movements would have occurred but for the variety in Governments' perceptions of the over-all acceptability of rates of natural increase. In these circumstances, Governments considered that immigration or emigration offered a relatively straightforward solution.

Among the countries whose Governments had traditionally supported permanent immigration as a means of supplementing levels of natural increase,<sup>48</sup> several had recently undertaken a formal review of the desirability of allowing substantial immigration to continue in the context of changing economic circumstances. Only the Government of New Zealand, however, had decided to limit effectively any further movements. Other Governments considered that the continued entry of selected persons constituted a valuable source of needed skills and thus helped to stimulate the economy and generate employment, as well as contributing to the

maintenance of satisfactory levels of aggregate fertility.<sup>49</sup> Some states that had been taking in significant numbers of immigrants from countries formerly under colonial administration maintained the substantial limitations on further immigration that had recently been imposed. Governments of other countries into which permanent immigration might otherwise have been substantial had formulated and recently strengthened limiting measures of varying degrees of severity. Conversely, a number of Governments had previously adopted policies to induce permanent immigration but these had not been attended by much success. Thus, some of the Governments concerned found that this option had been effective and that most of the constraints associated with a "deficiency" in natural increase had been sufficiently compensated for. Consequently, many Governments reached the conclusion that their rates of population growth were acceptable and that further intervention, in particular to change natural increase, would be inappropriate.

*Relative importance of intervention in international migration of natural increase.* Table 17 indicates that 21 of the 30 Governments which had policies of intervention had included therein intervention to adjust or to maintain existing flows of international migration. This total included 16 of the 21 Governments that identified constraints of the "deficiency" type (and 12 of the Governments which considered that higher rates of natural increase were desirable), and five of the nine Governments that identified constraints of the "excessive" type (including the single Government which considered that a lower rate of natural increase was desirable). In only two countries did Governments consider that intervention in international migration alone was appropriate: each of the other Governments intervened simultaneously in one or more other demographic or socio-economic processes.<sup>47</sup>

### *Intervention in technology and societal organization*

*Factors affecting selection.* It is useful to reemphasize the fact that the constraints imposed by current natural increase upon the achievement of national objectives are not an automatic expression of the value of rates themselves but are in fact maladjustments between actual rates and the rate appropriate to the technology and organization of society in each of its component sectors, regions, groups and individuals, assembled as an aggregate perception at the national level. The maladjustment can be resolved, and future maladjustments avoided, by a change either in the rates of natural increase themselves, in the location of population or in the societal processes with which they are in functional interaction. Thus, one of the means of resolving such problems is to induce change in the technological and organizational aspects of societal structure. Such intervention may consist of the selection of more appropriate rates of economic expansion, determination of supply

<sup>47</sup> For the names of the countries concerned, see annex table 56.

<sup>48</sup> Levels of natural increase in many countries in the more developed regions which received many immigrants had remained substantially higher than the average for those countries, in part because of the contribution made by immigrant families to aggregate fertility.

<sup>49</sup> An interesting negation of the point of view that further immigration leads to a situation in which immigrants compete for jobs with unemployed nationals.

schedules more appropriate to the existing technological and organizational capacity of the labour force and selection of more appropriate technology and forms of societal organization. In support of these structural changes, the educational system can be modified. The age of retirement, length and pattern of working hours, availability of temporary labour force (student, military, voluntary) and psycho-social determinants of occupational preferences can all be adjusted to affect the aggregate manpower available. It may be noted that each of these factors is not only determined in part by the demographic processes themselves—such as age structure, spatial distribution, fertility behaviour preferences and family formation—but may itself contribute to demographic processes, for example in respect of the provision of the goods and services that are necessary to reverse the trend in fertility decline. The complexity of interrelationships is thus once again made apparent, a complexity which it is difficult to take adequately into account in the over-all formulation of policies and the preparation of plans.<sup>50</sup>

Perceptions of the desirability and feasibility of technological and organizational response to the problems to which declining rates of natural increase have contributed varied among the Governments of countries in the more developed regions. Countries with systems of comprehensive central planning, which had not selected the option of immigration, and in which a very high percentage of women were already participating in the non-domestic labour force, found it both necessary and feasible to undertake a continuing process of technological and organizational adjustment within their societies, because other options were not available, as well as for the purposes of their over-all development. Thus, in these countries, much emphasis was placed upon increasing mechanization and automation, while the demand structure of the economies was to a certain extent limited in respect of sectors such as services, for instance, in which other countries substituted the use of large numbers of temporary immigrants.

In other countries in the more developed regions with advanced, industrialized and diversified economies, the capacity for technological adjustment was very high, but the societal organization, including the desire to use central planning systems and the capability for intervention of governmental institutions responsible for planning in the broadest sense of the term, was less appropriate for making the complex and mutually supportive adjustments needed. Although changes in economic structures were not fully responsive to the problems to which natural increase had contributed, other options were available in compensation. Thus, it is possible that residual problems to which rates of natural increase have contributed may have co-existed with large-scale immigration, which was found to be a relatively easily controlled short-term policy option. Finally, some other countries within the more developed

regions as defined in this report still had relatively undiversified economies and technologically and organizationally had relatively less complex societal structures. However, although this might have limited the ability of their Governments to make the complex adjustments necessary if natural increase were found to be deficient, it was not in fact a serious constraint, as these were countries in which the trend towards a lower level of natural increase was less advanced.

*Relative importance attached to intervention in technology and societal organization as a means of solving problems associated with unsatisfactory natural increase.* Table 17 indicates that 24 of the 30 Governments which had policies of intervention had included in their policies intervention to adjust technological and organizational aspects of societal structure. This total included 19 of the 21 Governments that identified constraints of the “deficiency” type (and all 16 of the Governments which considered that higher rates of natural increase were desirable), and five of the nine Governments that identified constraints of the “excessive” type (including the single Government which perceived that a lower rate of natural increase was desirable). In no case did Governments consider that intervention in technological and organizational aspects of societal structure alone was appropriate: in all cases it was considered that intervention in this complex of processes should be simultaneous with intervention in one or more demographic processes.<sup>47</sup>

#### *The situation in countries within the less developed regions*

##### *Intervention in demographic processes which determine natural increase*

###### *Mortality*

*Factors affecting selection.* Of the two demographic processes determining rates of natural increase, mortality, rather than fertility, has been more susceptible to the successful intervention of Governments. The position of Governments of countries in the less developed regions with respect to the desirability of inclusion of intervention in mortality within the combination of policy options adopted in order to change natural increase reflected the relative weight of several contradictory factors. In order to satisfy basic national developmental objectives, all Governments of countries in these regions were attempting to reduce levels of morbidity and mortality and thereby to extend the average expectancy of life at birth. However, the Governments of the least developed countries usually had the least resources available for achieving substantial improvement in this respect. Moreover, in contrast to the situation among the more developed countries, the consequence of a reduction in mortality, higher natural increase, in some cases ran counter to the desired trend, which was one of decline in rates of natural increase. Accordingly, compensating intervention in other processes was frequently necessary: whether in fertility, population location, or technological and organizational aspects of societal structure.

<sup>50</sup> The complexity of these interrelationships was, in fact, made a subject of research at the behest of certain Governments, since it had been proving difficult to quantify sufficiently for insertion within macro-societal planning.

Governments had always attempted to improve the health of their populations. However, a most significant recent trend was that of greater recognition by many of them of the urgent need for a much greater allocation of resources and a much greater degree of technical and institutional innovation in order to reduce quickly the persistently excessive rates of morbidity and mortality among large proportions of the population. This recognition was determined in part by awareness of the fact that the selection by Governments of appropriate technological and organizational measures, when adequately supported by economic and social policies, could in fact accelerate the rate of decline in morbidity and mortality even when it was no longer caused by major endemic and epidemic disease. Several countries, either by the application of massive capital and imported technology and personnel or by the application of innovative technology and organization within the health sector, supported by a full mobilization of the public even in remote rural areas and by a thorough restructuring of society, in fact succeeded in inducing a rapid decline in infant and maternal morbidity and mortality.

In addition, there was growing awareness among Governments that rates of current economic progress depended upon a healthy and productive labour force, and that rates of future economic progress depended upon physically and mentally healthy infants and children.

Furthermore, among the Governments that considered a decline in fertility to be necessary in order to bring about a change in rates of natural increase, as well as among the Governments which held the view that improved morbidity and mortality was essential for the free exercise of desired individual fertility behaviour, improvement in health was increasingly recognized to be an essential prerequisite for qualitative or quantitative change in fertility behaviour.

Thus, an increasing proportion of Governments of countries in these regions adopted health policies which placed greater emphasis upon the provision of rural preventive services, supported by programmes in nutrition, primary education, water supply and sanitation. This marked a significant change from the previous reliance upon urban curative services without effective supporting social programmes. An increasing proportion of these Governments also adopted innovative methods in the organization of their health services, including the training of auxiliary personnel directly from within the rural population and the integration of traditional medicine within the public health services. In some countries these innovations were linked to substantial spatial redistribution of population designed both to reduce the hazards to health of various environmental factors and to make more effective the provision of improved services.

*Relative importance of intervention in mortality.* All Governments, as a result of their intervention in morbidity and mortality, were thereby influencing natural increase. However, for the majority of Governments this was not a primary objective. Table 17 shows that only 21 of the 102 Governments which had policies of intervention to resolve problems associated with natural

increase had explicitly included provisions to adjust mortality. This total included 19 of the 23 Governments that identified constraints of the "deficiency" type (and of the 21 Governments which considered that higher rates of natural increase were desirable) but only two of the 79 Governments that identified constraints of the "excessive" type (but none of the 48 Governments which considered that lower rates of natural increase were desirable).<sup>51</sup> Intervention in mortality was not selected by any country as the only means of intervention, but only in association with intervention in three or four other demographic or socio-economic processes.

### *Fertility*

*Factors affecting selection.* For those Governments in the less developed countries which wish to induce a further or more rapid decline in fertility and natural increase, the problem has arisen of how to bring about a change in attitudes and wishes of the remaining female population of fertile age and, once this has been achieved, of how to ensure that the provision of means of fertility regulation and supporting social services can keep pace with the new demand. Whereas it appears that a certain number of individuals and couples are susceptible to public programmes of education and persuasion, prior to comprehensive societal change, it also appears to be the case that a considerable number—representing in many countries a substantial majority—are not susceptible until after significant changes in their social and economic circumstances have occurred. The experience of several countries facing these problems suggests that considerable societal change has first to be generated. The diffusion throughout the country of the net benefits of economic growth and the subsequent improvement in living standards may generate or stimulate change. The second generator of societal changes, which may be a prerequisite of significant modification of fertility behaviour, is societal restructuring and modification of social, economic and political relationships, notably with respect to education, the reduction of infant and child mortality and the improvement of the status of women within society, which appears to have been more significant in respect to fertility behaviour than any drastic modification of technology alone.

It is significant that, during the recent period, an increasing number of Governments of countries in which a decline in fertility is considered desirable have recognized the need for this approach, which is of a more comprehensive nature than approaches characterized by an emphasis upon clinical family planning programmes alone. However, this expansion has been accompanied by a simultaneous increase in the support for or direct intervention in family planning programmes, including the provision of guidance and services in modern methods of fertility regulation and sex education. An objective of these family planning pro-

<sup>51</sup>For countries concerned, listed by each of the three categories of life expectancy at birth to which countries in the less developed regions have been allocated for the purposes of this report, see annex tables 57, 58 and 59 respectively.

grammes is, of course, to ensure that couples may freely exercise their choice in respect to fertility behaviour while maintaining high levels of health.

Several significant differences with respect to fertility existed between countries in each of the three categories of life expectancy. Variety appeared to exist in the proportion of their populations which was disposed to change its fertility behaviour in either quantitative or qualitative terms. Consequently, it appeared to exist also in the extent to which it was possible for governmental intervention to induce a change in individual fertility sufficient to have a significant effect upon aggregate fertility and hence upon national rates of natural increase. The proportions of the population for whom economic and social changes had already been such that a change from traditional fertility behaviour was considered desirable was generally very small in those countries within the less developed category defined in terms of its low average life expectancy, and, in effect, was likely to be limited to the higher-income and middle-income population in the metropolitan region. In the next most developed of the three categories (defined in terms of moderate average life expectancy) the proportion was likely to be higher, and to consist of a broader range of middle and lower income couples in metropolitan regions and major urban centres and also in certain rural areas already affected by substantial change in societal structure. In the most developed category of the three (defined in terms of moderately high average life expectancy) the proportions of such individuals were likely to be more substantial, including all but those having the lowest socio-economic status. Consequently, it was likely that a spontaneous trend toward lower individual fertility was already well under way and was having a significant effect upon aggregate national rates in such countries. Conversely such a trend was likely to be only at an early stage in the second most developed category and consequently to have only a limited effect upon aggregate rates and in the least developed of the categories it probably had no significance at all at the national level.

*Relative importance attached to intervention in fertility.* Table 17 shows that 58 of the 102 Governments which had policies of intervention as a means of contributing to the resolution of problems associated with aggregate levels of natural increase had included therein intervention to adjust fertility. This total included 18 of the 23 Governments that identified constraints of the "deficiency" type (and of the 21 Governments which considered that higher rates of natural increase were desirable) and 40 of the 79 Governments that identified constraints of the "excessive" type (including 39 of the 48 Governments which held the view that lower rates of natural increase were desirable).<sup>51</sup>

A comparison of the situation for each of the three categories of life expectancy at birth within the less developed regions shows first that the percentage of Governments intervening in fertility grew progressively smaller when the level of life expectancy at birth was lower, and secondly—and paradoxically—that the percentage intervening in fertility was higher where higher

rates of natural increase were considered desirable than where lower rates were favoured. Whereas 90 per cent of the Governments in the category of moderately high average life expectancy at birth that identified constraints of the "deficiency" type intervened to raise fertility, only 70 per cent of those in the same category that identified "excessive" types of constraint intervened to lower fertility. Only 31 per cent of the Governments in the lowest category of life expectancy at birth that identified constraints of the "excessive" type intervened to lower fertility.

None of the 58 Governments that considered intervention in fertility to be appropriate in order to resolve problems associated with natural increase felt that intervention in this process alone was appropriate. Moreover, only one Government intervened in fertility and one other process at one and the same time. Seventeen Governments intervened in fertility and simultaneously in two other processes, 31 Governments intervened in fertility and three other processes and nine Governments intervened in fertility and simultaneously in four other processes. It is interesting to note that of the 18 Governments that were intervening in fertility in order to resolve constraints of the "deficiency" type, and hence in order to contribute to higher rates of natural increase, half were intervening simultaneously in four other processes, and almost 90 per cent in at least three other processes. In contrast, of the 40 Governments intervening in fertility to resolve constraints of the "excessive" type (39 of them also in order to contribute to lower rates of natural increase), none intervened in four other processes simultaneously (because intervention in mortality as a means of reducing the rate of natural increase would have results contrary to those desired) and only 60 per cent intervened in three other processes.<sup>52</sup>

#### *Intervention in demographic processes which determine population location*

##### *Spatial distribution of population*

*Factors affecting selection.* The relationships between the dynamics of spatial distribution of population and its natural increase constitute a set of numerous mutual interactions. As in the case of each of the other demographic processes, Governments may intervene to adjust the distribution of population within national territory in order to achieve objectives unconnected with natural increase. It is unlikely that any such changes will have no indirect effects upon mortality or fertility, or both, and thereby upon natural increase. Governments may also intervene to adjust population distribution explicitly in order to contribute directly to a change in rates of natural increase or, more frequently, in order to resolve the problems to which, in their view, natural increase has contributed. Changes in the location of components of population are closely related to structural changes within society: they may be said to be the spatial reflection of technological and organizational adjustments. Be-

<sup>52</sup>For information on countries by combinations of policy options selected by their Governments, see annex tables 57-59.

cause of these complex interrelationships a full discussion of the means whereby Governments may intervene in spatial distribution, and the constraints upon the extent to which intervention is effective, will be presented in this section, rather than in chapter IX, which will limit its attention to an examination of specific perceptions and types of intervention policy.

Intervention to attempt to decelerate and reverse the trends towards further maladjustment of the pattern of spatial distribution of the population was considered by all the Governments of less developed countries with intermediate levels of mortality to be high on the list of priorities. This was due to the fact that almost all such countries suffered from the diseconomies associated with this maladjustment, and the consequent constraints upon rapid technological and organizational modernization, increased production and improved welfare. In addition, the relief of metropolitan and urban congestion, the more effective allocation of human resources and the establishment of a functionally effective system of urban centres were all considered essential for the solution of the problem of high morbidity and mortality and consequently for the removal of associated constraints upon fertility behaviour. As has already been noted, effective adjustment of these factors is a prerequisite for the modification of fertility behaviour in those countries where such modification was considered desirable. In addition, a significant factor with respect to aggregate fertility was the distribution of population in relation to the pattern of spatial distribution of those centres of technological and organizational innovation which were generating the diffusion throughout national territory of the changes in societal structure within which fertility behaviour also changed. Consequently, the character of spatial distribution of population was of substantial significance to the regional variety in natural increase from which the national aggregate rates were derived.

There were, however, extremely severe constraints upon effective intervention in the political, economic, social and psycho-social processes, which in most countries combined to ensure an increasing concentration of investment of both material and human resources in limited, and predominantly metropolitan, areas. The problem which most of these countries faced in common was the fact that, unless intervention were achieved to modify technological and organizational relationships, the process of capital-intensive economic expansion resulted in the accumulation of growth in the metropolitan region and in a small number of secondary urban centres. The diffusion of benefits from these regions occurred only after substantial delay and only after the prior diffusion of generally negative effects such as the wastage of human resources, disruption of local and subregional social and economic systems and disruption of the previously established delicate system of relationships with the physical environment.

It will be noted that the relationship was very close between these forms of intervention in spatial distribution and adjustment in the technology and societal organization of the components of the national

population involved in relocation. This was but an expression of the fact that change in spatial distribution was mainly an expression and concomitant of technological and organizational change. In the case of this type of intervention Governments were intervening in all these aspects simultaneously because all were inextricably interrelated in real life.

For the purpose of the present discussion, it is relevant to state that almost all of the countries in the less developed regions were affected similarly as far as the relationship between spatial distribution and natural increase was concerned. The principal difference lay in the fact that those in the highest category of life expectancy had already resolved the most severe aspects, by means of the successful implementation of appropriate policies<sup>53</sup> or because of their particular geographical characteristics, they were not so severely affected,<sup>54</sup> or were able rapidly to resolve problems by means of large-scale capital investment.<sup>55</sup>

*Relative importance attached by Governments to intervention in spatial distribution.* Table 17 indicates that 94 of the 102 Governments which had policies of intervention as a means of contributing to the resolution of problems associated with aggregate levels of natural increase had included in their policies intervention to adjust the spatial distribution of their populations. This total included 20 of the 23 Governments that identified constraints of the "deficiency" type (including 18 of the 21 Governments which considered that higher rates of natural increase were desirable) and 74 of the 79 Governments that identified constraints of the "excessive" type (including 44 of the 48 which considered that lower rates of natural increase were desirable).<sup>51</sup> These high proportions were a reflection of the extent to which Governments were aware of the interrelationships involved.

Only one Government, perceiving only minor constraints of the "excessive" type, considered intervention in spatial distribution to be appropriate without simultaneous intervention in one or more other processes.<sup>56</sup>

#### *International migration*

*Factors affecting selection.* As has been explained above, international migration is the demographic process which most closely responds, as a result of policy intervention, to the variety among Governments in their perceptions of the over-all acceptability of current natural increase. Many Governments which held the view that higher rates of natural increase were desirable considered that immigration might be an appropriate means of resolving existing problems in the short term, until higher rates of natural increase could be achieved.

<sup>53</sup>As in Cuba, the Democratic People's Republic of Korea and Mongolia.

<sup>54</sup>Some of these countries have territories which coincide with the metropolitan region, as in Bahrain and Nauru.

<sup>55</sup>As in Kuwait and Libyan Arab Jamahiriya.

<sup>56</sup>In order to relieve congestion in irrigated areas, the Government of Burma had attempted to stimulate migration to less populated peripheral areas. For the categories of policy options which include intervention in spatial distribution for each of the three categories of life expectancy, see annex tables 57, 58 and 59 respectively.



Some Governments also viewed immigration as a long-term measure, which would contribute to higher rates by adding to the population individuals with higher fertility. Conversely, many Governments which considered that lower rates of natural increase were desirable viewed emigration as an appropriate short-term measure, capable of contributing to the solution of existing problems. In certain cases, it was considered capable of contributing to an acceleration in the decline of rates of natural increase, as innovative attitudes were diffused by returning emigrants.<sup>57</sup>

International migration is easily susceptible to Government intervention, either to encourage such migration or to discourage it. However, the desire of one Government to induce or reduce movement in either direction is necessary but not sufficient, for the existence of a reciprocal desire upon the part of a second Government—of a spatially accessible country—is also necessary: In a number of regions of the world the absence of this condition explains the very limited extent of intervention in international migration as a means of resolving problems associated with natural increase. In addition to this basic constraint, there were a number of problems caused by international migration and identified by many Governments, both in countries into which immigration occurred and in those from which there was emigration. In some cases, these problems had been sufficiently serious to cause Governments to change their perception of the desirability of this solution for problems associated with natural increase.

In many countries in less developed regions, international migration represented only the extension over national frontiers of the processes of population relocation, whose causes, consequences and means of resolution were basically the same as those discussed above in relation to internal migration. The circumstance which was special to international migration, and not to internal migration, was the fact that it was even more difficult to arrange for the transfer of the economic benefits of these flows from the metropolitan regions of their immigration within countries of destination to the rural regions of their out-migration within the countries of origin, when this transfer had to be arranged between Governments of different countries, than when arrangements had to be made by one Government between regions within a single country. This was particularly true when, in the case of many less developed countries, neither the countries of origin nor those of destination had sufficient resources to be generous in the matter.<sup>58</sup> Such problems could be solved only by adequate discussion

<sup>57</sup>Of course, some international migration was perceived by the Government concerned to be unconnected with the resolution of problems associated with natural increase.

<sup>58</sup>Where the destination or beneficiary country was sufficiently rich, and was generous in its transfers of assistance to the country of origin of the immigrants, as was the case, for example, between Saudi Arabia and Yemen, it is possible that in the long term the effect would be the increased capacity of the origin country to absorb its increment to the labour force. This in turn might result in a decline in migration. This possible effect was but one more of the compensatory mechanisms which had to be taken into account in the formulation of governmental policies concerned with natural increase and population growth within the context of societal development.

between the Governments concerned, either bilaterally or regionally. There also existed internal problems, particularly concerning the acceptance of immigrants in the short term and their possible absorption into national societies in the longer term. This was especially true where certain critical threshold proportions in the ratio between immigrant and native labour force and populations had been reached.

Whereas permanent migration still appeared to be a very useful means of allocating available natural resources to the human resources of some of the less developed regions, temporary migration appeared to some Governments to involve more costs than benefits, particularly in the longer term. In certain circumstances countries of origin might unavoidably still rely upon such migration as a means of alleviating unemployment and deriving additional income. Conversely, a few countries with very high levels of economic expansion might still rely heavily upon temporary immigration.

*Relative importance of international migration.* Table 17 indicates that 59 of the 102 Governments which had policies of intervention had included therein intervention to adjust or maintain international migration as a means of contributing to resolution of problems associated with aggregate levels of natural increase. This total included 15 of the 23 Governments that identified constraints of the "deficiency" type (including 15 of the 21 Governments which considered that higher rates of natural increase were desirable) and 44 of the 79 Governments that identified constraints of the "excessive" type (including 31 of the 48 Governments which considered that lower rates of natural increase were desirable).<sup>59</sup>

A comparison of the situation for each of the three categories of countries within the less developed regions defined in terms of their life expectancy shows little significant difference with respect to the proportion of the Governments that identified constraints of the "deficiency" type and had included international migration within their combinations of intervention policies. However, with respect to Governments which perceived constraints of the "excessive" type, there was a significant difference between the level defined in terms of its moderately high life expectancy, in which 17 of the 19 Governments intervened in international migration and the two lower levels, in which the proportions were less than 50 per cent.<sup>59</sup>

In only one case did a Government consider that international migration alone (in this instance emigration) was appropriate: in each of the other 60 instances intervention was simultaneous with intervention in other demographic processes and with adjustment of some technological and organizational aspects of societal structure.<sup>60</sup>

<sup>59</sup>This contrast largely reflects the fact that many of the Governments in the higher category of life expectancy represent either countries that had experienced recent rapid economic expansion with development of petroleum resources, or island countries of the Caribbean and of the Indian and Pacific Oceans from which emigration had been a traditional means of relieving pressures of levels of natural increase perceived to be excessive.

<sup>60</sup>For the categories of policy options that include intervention in international migration for each of the three levels of life expectancy, see annex tables 57, 58 and 59 respectively.



*Factors affecting selection*

The need for an adjustment of the technological and organizational aspects of societal structure has been mentioned above in relation to various policy options. As has already been emphasized, many Governments considered such adjustments to be necessary if the problems associated with rates of natural increase were to be resolved in a reasonable space of time; at the same time, those aspects of the structure of international political and economic relationships which at one and the same time contributed to the major demographic problems and acted as a constraint upon the ability of Governments to deal with them would need to be modified accordingly. The greater the delay, it was felt, the more likely it was that other, attendant, problems would arise. Societal restructuring could be achieved in several ways. It could be brought about by rapid economic growth—characteristic both of countries in the less developed regions with large revenues derived from the export of basic commodities and of countries that already possessed a substantial metropolitan industrial and service capacity. It might also result from the radical socio-political changes that have already occurred in certain countries. In some cases, elements of both have occurred simultaneously. Thus, non-socialist countries with only limited prospects of economic growth are likely to make slow progress in solving the problems of natural increase. These matters are obviously closely related to the establishment of a new international economic order and to the associated modification of the political and economic relations between States Members of the United Nations. Close integration of the World Population Plan of Action with the International Development Strategy for the Second United Nations Development Decade and the Programme of Action on the Establishment of a New Economic Order was called for in the World Population Plan of Action.

It may be noted also that a successful change in the technological and organizational aspects of societal structure, in particular of existing patterns of allocation of capital investment and other means of stimulus to societal change, hitherto characterized by an overwhelming concentration in metropolitan regions and within certain socio-economic sectors, was considered by many Governments to be necessary for the full implementation of desirable policies with respect to mortality and spatial distribution of population and consequently with respect to fertility.

During the period 1974–1976 Governments in many countries gave much greater emphasis to measures designed to stimulate and support innovative forms of technology and organization capable of effective adoption by the mass of the population in both rural and urban areas. These, in many ways, restored traditional labour-intensive and labour-supportive approaches to environmental protection, production and provision of services. It must be stressed that Governments did not anticipate that these approaches would remain as permanent features; rather they were considered to be the most appropriate to the circumstances of labour surplus

and capital scarcity: as the availability of capital increased, further adjustments would be possible.

*Relative importance of intervention in technological and organizational aspects of societal structure*

Table 17 indicates that 99 of the 102 Governments which had policies of intervention had included in their policies intervention to adjust technological and organizational aspects of societal structure as a means of contributing to resolution of problems associated with aggregate levels of natural increase. This total included 22 of the Governments which considered that higher rates of natural increase were desirable.<sup>51</sup> Two Governments perceived minor constraints of the “excessive” type, but did not include intervention in technological and organizational aspects of societal structure as a means of resolving these constraints.

*Comments on regional variation*

Previous discussion of the factors determining the selection of policies designed to resolve problems of maladjustment between natural increase and societal processes has shown how complex the situation is. The determining factors may be divided first into those related to the underlying processes of global technological and organizational change, which affect almost all countries in one way or another and may be termed in very general terms the processes of development. Secondly, factors may be identified, which are, if not completely unrelated to this modern process of technological and organizational change, at least much less closely linked to it. Included are the impact of major differences in environmental constraints (for example, between arid and humid climates); major differences in cultural context derived from conditions prior to the nineteenth century; and differences in the size and geographical location of national territories. On the basis of the spatial variety introduced by each of these partly related, partly unrelated factors, various sets of regional groupings of countries may be defined. In relation to such groupings, the division of the world into the five areas of responsibility of the regional commissions constitutes an extremely crude form of regionalization, which separates like and brings together unlike conditions. Consequently, the variety within each of the five regions is as great as for the world as a whole.

The allocation of countries to 24 demographic statistical regions goes a long way towards overcoming these problems, although this form of regionalization is still insufficiently adjusted to the differences between countries to be a major factor in explaining the underlying processes that determine the policy behaviour of Governments with respect to natural increase. It nevertheless has important advantages for the purpose of the present report, in which comparable information on demographic trends is presented for the 24 demographic statistical regions. The regional commissions constitute important components in the system of institutions responsible for the implementation of the recommendations of the World Population Plan of Action. In this

section the principal differences in the 24 demographic statistical regions and the five areas of responsibility of the regional commissions will be identified.

*The desirability of policies of non-intervention as opposed to policies of intervention*

Of the 24 Governments that had not identified any problems associated with natural increase and had, accordingly, adopted a policy of non-intervention, 12 represented countries in more developed regions, and 12 countries in the less developed regions. Table 18 indicates that of the former, 11 were in Europe (where the proportion exceeds 50 per cent in the Eastern Europe and Northern Europe demographic statistical regions) and one in Northern America. The 12 Governments of countries within the less developed regions were located within each of the four areas of responsibility of the regional commissions: five in Africa (10 per cent of the regional total), two in Western Asia (17 per cent) and three in Latin America (11 per cent), but only two in Asia and the Pacific (7 per cent of the regional total).

*Relative importance attached to policies of intervention in non-demographic as opposed to demographic processes*

Table 18 indicates that in this respect the distribution by each of the areas of responsibility of the regional commissions was broadly similar to that for the world as a whole: that is, the overwhelming majority of Governments in all regions considered that simultaneous intervention in demographic and non-demographic processes was appropriate. However, several variations can be identified. Of the four areas of responsibility consisting predominantly of less developed regions, Latin America and Western Asia had the highest proportion of Governments in which intervention in demographic processes was considered to be equal in significance to intervention in non-demographic processes (88 and 90 per cent respectively). Africa, and Asia and the Pacific, had about 70 and 71 per cent respectively, while Europe had only 56 per cent. The proportions of Governments that considered intervention in non-demographic processes to be of greater significance than demographic intervention within each of the four areas of responsibility were 19 per cent in Africa, 11 per cent in Asia and the Pacific and 8 per cent in Latin America. There were none in Western Asia. However, the proportion in Europe (and North America) was higher: 22 per cent. Conversely, Governments in Asia and the Pacific (18 per cent), Africa (12 per cent), Western Asia (10 per cent) and Latin America (4 per cent) considered that intervention in demographic processes was more significant, compared with 22 per cent in Europe (and North America).

*Relative importance attached to policies of intervention in natural increase as opposed to intervention in population location*

Table 16 shows that 58 per cent of the Governments that identified some constraints and had a policy of intervention considered that simultaneous intervention in

natural increase and population location was appropriate in order to resolve problems to which natural increase had contributed. Similar proportions of the Governments in Africa (51 per cent), in Latin America (58 per cent) and in Europe (56 per cent) had this perception of the relative importance of each type of intervention. The principal variations occurred in Western Asia, where only 20 per cent of the Governments held this view (80 per cent considered that intervention to adjust population location alone was appropriate), and conversely in Asia and the Pacific, where 82 per cent of Governments considered simultaneous intervention to be appropriate. One Government in Latin America and one in Europe considered intervention in natural increase alone to be appropriate (see table 18).

*Frequency of selection of policies of intervention in each of the four demographic processes and in technological and organizational aspects of societal structure*

Table 19 indicates that the proportions of Governments within the demographic statistical regions selecting intervention in mortality as a means of contributing to the resolution of problems associated with natural increase were highest (over 66 per cent) in two types of region: first, in regions in which higher rates of natural increase were desired, little significant increase in fertility appeared possible in the short term, intervention in immigration was either not desirable or was ineffective and a limited improvement in mortality was still possible (USSR, Temperate South America, Other East Asia); and secondly in regions where mortality was extremely high and had imposed a severe constraint on the desired increase in fertility (Middle Africa). Proportions ranging from one third to one half of the Governments occurred in the seven regions where Governments of one or more countries faced similar situations, and in four other regions a single Government was in a similar situation. In 10 regions no Government intervened in mortality for this purpose.

In nine of the 25 demographic statistical regions all of the Governments selected intervention to modify fertility as appropriate, and in a further five regions more than two thirds did so. Of these 14, eight demographic statistical regions included Governments attempting to lower rates (Caribbean, Northern Africa, Southern Africa, China, Middle South Asia, Eastern South Asia, Melanesia and Micronesia-Polynesia). Four included Governments attempting to raise rates (Northern Europe, Eastern Europe, USSR, other East Asia), and three regions include Governments having different objectives for their policies of intervention in fertility (Other East Asia, Cyprus-Israel-Turkey and Temperate South America).

Proportions of Governments intervening in spatial distribution were high in almost all regions: in 14 of them, all the Governments did so, and in only three regions was the proportion less than two thirds (Northern America, Western Europe and Micronesia-Polynesia). In the first two of these regions Governments considered that spatial distribution was largely satisfactory,

while in the latter region, because of the very small size of the national territories involved and the limited potential for exercising an effective influence upon natural increase in this way, Governments found that intervention would not be appropriate.

In nine of the 25 demographic statistical regions all Governments were intervening in international migration in order to contribute to the resolution of problems to which natural increase was believed to have contributed, and in a further four regions the proportion was higher than two thirds. These included first the regions in which Governments considered immigration to be appropriate (Northern Europe, Western Europe, Northern America, Temperate South America and Australia-New Zealand) and secondly, the adjacent regions in which, reciprocally, Governments viewed emigration—to the countries in the first group of regions—as being appropriate (Southern Europe, Cyprus-Israel-Turkey, Northern Africa, Caribbean, Tropical South America, Micronesia-Polynesia). The Southern Africa demographic statistical region contained within it both the country of destination and the countries of origin.

With respect to intervention in the technological and organizational aspects of societal structure, either all Governments, in each of the demographic statistical regions, or a very high proportion of them, considered intervention to be appropriate. The single exception, Japan, was because the Government believed that only minor constraints were exercised by current rates of natural increase and that these could be resolved by a spatial redistribution of population alone.

#### *Combinations of policy options exercised by Governments*

Two aspects deserve attention. First, the intensity of governmental concern may be expressed in part by the numbers of different processes in which intervention is being attempted, although it has been explained above that intensity of concern is not necessarily indicated by a statement of intention to intervene alone. A second aspect involves the actual combinations themselves. Several interesting factors affecting the situation in the world as a whole may be identified.

At the level of generalization used in this report, several categories of demographic statistical region can be identified on the basis of the predominant behaviour of their constituent Governments:

- (a) Regions characterized by a common interest in lower fertility:
  - (i) Supported by intervention in spatial distribution and in technological and organizational aspects of societal structure, but not by intervention in mortality or in international migration (China, Middle South Asia, Eastern South Asia,<sup>61</sup> Melanesia);
  - (ii) Regions similar to those in (i) above, with added intervention in emigration (Caribbean, Northern Africa and Micronesia-Polynesia);

<sup>61</sup> The position held by some Governments in this region differed significantly from the preponderant view.

- (iii) Regions characterized by similar interests to (i) and (ii) above within which intervention in both immigration and emigration occurs (Cyprus-Israel-Turkey,<sup>61</sup> Southern Africa).
- (b) Regions characterized by an absence of interest in intervention in fertility:
  - (i) Regions in which Governments considered intervention in spatial distribution and in technological organizational aspects of societal structure alone to be appropriate, without intervention in fertility, international migration or mortality (Western Africa,<sup>61</sup> Eastern Africa<sup>61</sup>);
  - (ii) Regions similar to those in (i) above but with the addition of intervention in both emigration and immigration (and repatriation) (Tropical South America, Western South Asia, Southern Europe);
  - (iii) Regions similar to those in (i) above, in which Governments were interested in immigration alone (Northern America, Western Europe);
  - (iv) Regions similar to (i) above, but with added interest in intervention in mortality (Middle Africa<sup>61</sup>).
- (c) Regions in which Governments were interested in higher fertility, or at least in the maintenance of fertility at current levels in the face of a potential decline:
  - (i) Regions in which Governments were interested in the improvement of mortality as well as in spatial distribution and the technological and organizational aspects of societal structure (USSR, Eastern Europe, Other East Asia);
  - (ii) Regions in which Governments were interested in higher fertility, spatial distribution and international migration (Northern Europe).

The number of regions in which there were Governments that maintained positions that were significantly different from the predominant view indicates the extent to which the above classification generalizes and distorts the real situation in the world as a whole. Nevertheless, it may be valuable as a broad indication of the distribution of various combinations of governmental interest in different means of resolving problems associated with natural increase.

#### C. IMPLICATIONS OF GOVERNMENTS' PERCEPTIONS AND POLICIES FOR THE EFFECTIVE IMPLEMENTATION OF THE WORLD POPULATION PLAN OF ACTION<sup>62</sup>

The situation during the period August 1974 to July 1976, as monitored in this report, appeared to be fully consonant with the general observations of the Plan with respect to Governments' perceptions of the impact of natural increase on development. As explained in the introduction to this chapter, the Plan implied that Governments were able themselves to identify the manner in which natural increase contributed positively to the achievement of national objectives with respect to de-

<sup>62</sup> *Report of the United Nations World Population Conference, 1974* (United Nations publication, Sales No. E.75.XIII.3), part one, chap. I.

velopment and the promotion of human welfare. The Plan did not state what constituted an appropriate or an inappropriate relationship between natural increase and development, only that "Countries which consider that their present or expected rates of population growth hamper their goals of promoting human welfare are invited... to consider adopting population policies...". The United Nations Secretariat, in its studies of national experience in the formulation and implementation of population policies with respect to natural increase, and in its examination of the replies of Governments to the Third Inquiry among Governments on Population and Development, found that all Governments, except those that had encountered severe environmental or political problems during the period and previously, gave considerable attention to the nature of the relationship between natural increase and the development of their countries. Governments identified the extent to which natural increase, to varying degrees, contributed positively or acted as a constraint on the achievement of various national objectives. The monitoring that was undertaken during the period revealed very clearly that the level of Governments' awareness of problems associated with population was considerable. There seems little doubt that the World Population Conference and its associated activities, and in particular the adoption and consequent consideration of the World Population Plan of Action, had further stimulated the activities of Governments in this field. However, it must be emphasized that Governments were already very active before 1974. Their positions were reflected in the international discussions associated with the World Population Conference, and were not an original response to it.

The Plan of Action had also emphasized the need to consider the benefits as well as the costs of natural increase (whether high or low, rising or declining). Monitoring revealed that almost all Governments recognized such benefits, derived from the positive contribution that natural increase made to the achievement of development, and specifically to a wide range of separate goals within development. In most countries Governments recognized both positive contributions and constraints simultaneously derived from the natural increase of their populations, and relating to a variety of short-term and long-term relationships within their societal evolution. It was the normal situation that Governments, including those which had adopted vigorous programmes designed to change natural increase to obtain higher or lower levels, far from adopting a dogmatic view of the relationship between natural increase, population growth and structure and development, in almost all instances recognized the complexity and delicacy of the situation and sought to formulate policies that included a wide range of measures to resolve in various ways the problems they had identified. The widespread existence of this mature approach to the problems is encouraging. Many Governments considered, and stated at the regional consultations which followed the World Population Conference during 1975, that the Conference itself, and the formulation and

adoption of the World Population Plan of Action in particular, had been valuable in that they had expressed a view of the situation which better accorded with the Governments' own experience than had certain aspects of the discussion in international circles during the previous decade.

#### *Aspects of implementation in countries in more developed regions*

The problems of mutual adjustment between individuals and society, between women as mothers and women as participators in non-domestic activities, between indigenous and immigrant populations, were discussed by representatives of the Governments of 24 countries in the more developed regions in July 1975, at the consultation held at Geneva as a follow-up to the World Population Conference. However, little consideration was given to certain of the recommendations of the World Population Plan of Action which were concerned with the contribution that countries in more developed regions might make to the resolution of the "world population problem" identified in terms of the aggregate growth of the world's population, and in particular the pressure which that growth implied for the environment and the rate of utilization of natural resources. The Plan had noted that the *per capita* consumption of natural resources by populations of the more developed countries was substantially higher than in less developed countries. It stated that it was "imperative that all countries, and within them all social sectors, should adapt themselves to more rational utilization of natural resources, without excess, so that some are not deprived of what others waste". It urged the developed countries "to adopt appropriate policies in population, consumption and investment, bearing in mind the need for fundamental improvement in international equity".

#### *Aspects of implementation in countries in less developed regions*

The World Population Plan of Action included a recommendation directly relevant to the situation of the less developed countries having high mortality. This stated that "Countries wishing to increase their rate of population growth should, when mortality is high, concentrate efforts on the reduction of mortality, and where appropriate, encourage an increase in fertility and encourage immigration". In the same paragraph it was suggested that "Countries which aim at achieving moderate or low population growth should try to achieve it through a low level of birth and death rates". Emphasis was clearly placed upon a reduction of mortality, and where desired, a compensating decline in fertility. "The short-term effect of mortality reduction on population growth rates is symptomatic of the early development process and must be viewed as beneficial. Sustained reductions in fertility have generally been preceded by reductions in mortality. Although this relationship is complex, mortality reduction may be a prerequisite to a

decline in fertility". For the specific purpose of contributing to the modification of inappropriate rates of natural increase, the constraints of undertaking such policies for the less developed countries have been summarized above. During the period 1974-1976 there was very little improvement in the situation of most of these countries with respect both to the problems themselves and to the capability of their Governments to respond to them. Indeed, it is possible that there was in some of these countries a deterioration in the situation as a result of the world economic crisis and the limited progress made in reducing the constraints imposed by the current structure of international economic and political relationships. It would appear that only the few countries that benefited exceptionally from the export of certain of their natural resources are likely in the near

future to make rapid progress in the implementation of the recommendations of the World Population Plan of Action, unless external structural constraints are modified or removed.

Thus the situation monitored during the period 1974-1978 clearly showed that the World Population Plan of Action was, as is stated in its first paragraph, an important component of the system of international strategies, for which the most recent over-all framework for international co-operation was provided by the Declaration on the Establishment of a New International Economic Order and the Programme of Action to achieve it, adopted by the United Nations General Assembly at its sixth special session in Resolutions 3201 (S-VI) and 3202 (S-VI) of 1 May 1974.

TABLE 1. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE AS A POSITIVE CONTRIBUTION TO DEVELOPMENT, BY LEVEL OF DEVELOPMENT AND LEVEL OF LIFE EXPECTANCY, JULY 1976<sup>a</sup>

	Positive contribution minor (C)	Positive contribution significant (B)	Positive contribution predominant (A)	Total
<i>Number and percentage of countries in each category<sup>b</sup></i>				
More developed regions .....	6 (14)	15 (36)	21 (50)	42 (100)
Less developed regions .....	23 (20)	72 (63)	19 (17)	114 (100)
Life expectancy at birth moderately high .....	6 (17)	22 (63)	7 (20)	35 (100)
Life expectancy at birth moderate .....	6 (24)	16 (64)	3 (12)	25 (100)
Life expectancy at birth low .....	11 (20)	34 (63)	9 (17)	54 (100)
TOTAL	29 (19)	87 (56)	40 (26)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category<sup>b</sup></i>				
More developed regions .....	82 ( 7)	275 (24)	774 (68)	1 131 (100)
Less developed regions .....	883 (31)	1 657 (59)	268 (10)	2 809 (100)
Life expectancy at birth moderately high .....	20 ( 2)	1 002 (87)	124 (11)	1 146 (100)
Life expectancy at birth moderate .....	70 (18)	269 (67)	59 (15)	399 (100)
Life expectancy at birth low .....	793 (63)	387 (31)	85 ( 7)	1 264 (100)
TOTAL	965 (24)	1 933 (49)	1 042 (26)	3 940 (100)
<i>Percentage of world's population in 1975<sup>c</sup></i>				
More developed regions .....	2	7	20	29
Less developed regions .....	22	42	7	71
Life expectancy at birth moderately high .....	0	26	3	28
Life expectancy at birth moderate .....	1	7	1	10
Life expectancy at birth low .....	20	10	2	32
TOTAL	24	49	27	100

<sup>a</sup> For countries within each category in the more developed regions, see annex table 43; for countries in the less developed regions, see annex tables 45-47.

<sup>b</sup> Percentages shown in parentheses.

<sup>c</sup> Excluding the population of countries not States Members of the United Nations or members of the specialized agencies.

TABLE 2. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE AS A CONSTRAINT ON DEVELOPMENT, BY LEVEL OF DEVELOPMENT AND LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976<sup>ab</sup>

	Constraint predominant (A)	Constraint significant (B)	Constraint minor (C)	No constraint	Total
<i>Number and percentage of countries in each category<sup>c</sup></i>					
More developed regions .....	9 (21)	8 (19)	13 (31)	12 (29)	42 (100)
Less developed regions .....	57 (50)	12 (11)	33 (29)	12 (11)	114 (100)
Life expectancy at birth moderately high .....	22 (63)	3 ( 9)	5 (14)	5 (14)	35 (100)
Life expectancy at birth moderate .....	14 (56)	3 (12)	6 (24)	2 ( 8)	25 (100)
Life expectancy at birth low .....	21 (39)	6 (11)	22 (41)	5 ( 9)	54 (100)
WORLD	66 (42)	20 (13)	46 (30)	24 (15)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category<sup>c</sup></i>					
More developed regions .....	117 (10)	328 (29)	286 (25)	401 (36)	1 131 (100)
Less developed regions .....	2 304 (82)	40 ( 1)	298 (11)	167 ( 6)	2 809 (100)
Life expectancy at birth moderately high .....	1 000 (87)	6 ( 0)	18 ( 2)	122 (11)	1 146 (100)
Life expectancy at birth moderate .....	295 (74)	16 ( 4)	60 (15)	28 ( 7)	399 (100)
Life expectancy at birth low .....	1 008 (80)	18 ( 1)	221 (18)	16 ( 1)	1 264 (100)
WORLD	2 421 (61)	368 ( 9)	584 (15)	568 (14)	3 940 (100)
<i>Percentage of world's population in 1975<sup>d</sup></i>					
More developed regions .....	3	8	7	10	29
Less developed regions .....	58	1	8	4	71
Life expectancy at birth moderately high .....	25	0	0	3	29
Life expectancy at birth moderate .....	8	0	2	1	10
Life expectancy at birth low .....	25	0	6	0	32
TOTAL	61	9	15	14	100

<sup>a</sup> See table 1, foot-note a.

<sup>b</sup> Some Governments simultaneously viewed the effect of natural increase as a positive contribution of either minor or significant importance.

<sup>c</sup> Percentages shown in parentheses.

<sup>d</sup> Excluding the population of countries not States Members of the United Nations or members of the specialized agencies.

TABLE 3. GOVERNMENTS' PERCEPTIONS OF THE BALANCE BETWEEN THE EFFECT OF NATURAL INCREASE AS A POSITIVE CONTRIBUTION TO DEVELOPMENT AND ITS EFFECT AS A CONSTRAINT, BY LEVEL OF DEVELOPMENT AND LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976<sup>a</sup>

	Positive contribution more important than constraints <sup>b</sup>	Positive contribution of same importance as constraints	Positive contribution less important than constraints	Total
<i>Number and percentage of countries in each category<sup>c</sup></i>				
More developed regions .....	28 (67)	5 (12)	9 (21)	42 (100)
Less developed regions .....	45 (39)	10 (9)	59 (52)	114 (100)
Life expectancy at birth moderately high .....	10 (28)	3 (9)	22 (63)	35 (100)
Life expectancy at birth moderate .....	8 (32)	3 (12)	14 (56)	25 (100)
Life expectancy at birth low .....	27 (50)	4 (8)	23 (43)	54 (100)
TOTAL	73 (47)	15 (10)	68 (44)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category<sup>c</sup></i>				
More developed regions .....	942 (83)	72 (6)	117 (10)	1 131 (100)
Less developed regions .....	464 (17)	36 (1)	2 307 (82)	2 809 (100)
Life expectancy at birth moderately high .....	141 (13)	5 (0)	1 000 (87)	1 146 (100)
Life expectancy at birth moderate .....	88 (21)	16 (4)	295 (74)	399 (100)
Life expectancy at birth low .....	237 (19)	15 (1)	1 011 (80)	1 264 (100)
TOTAL	1 406 (36)	108 (3)	2 424 (62)	3 940 (100)
<i>Percentage of world's population in 1975<sup>d</sup></i>				
More developed regions .....	24	2	3	29
Less developed regions .....	12	1	59	71
Life expectancy at birth moderately high .....	4	0	25	29
Life expectancy at birth moderate .....	2	0	8	10
Life expectancy at birth low .....	6	0	25	32
TOTAL	36	3	62	100

<sup>a</sup> See table 1, foot-note a.

<sup>b</sup> Including situations in which no constraints are perceived (24 countries).

<sup>c</sup> Percentages shown in parentheses.

<sup>d</sup> Excluding the population of countries not States Members of the United Nations or members of the specialized agencies.

TABLE 4. GOVERNMENTS' PERCEPTIONS OF THE DESIRABILITY OF DIFFERENT RATES OF NATURAL INCREASE, BY LEVEL OF DEVELOPMENT AND LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976<sup>a</sup>

	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total
<i>Number and percentage of countries in each category<sup>b</sup></i>				
More developed regions .....	16 (38)	25 (60)	1 (2)	42 (100)
Less developed regions .....	21 (18)	45 (39)	48 (42)	114 (100)
Life expectancy at birth moderately high .....	10 (29)	10 (29)	15 (43)	35 (100)
Life expectancy at birth moderate .....	—	8 (32)	17 (68)	25 (100)
Life expectancy at birth low .....	11 (20)	27 (50)	16 (29)	54 (100)
TOTAL	37 (24)	70 (45)	49 (31)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category<sup>b</sup></i>				
More developed regions .....	441 (39)	687 (61)	3 (0)	1 131 (100)
Less developed regions .....	72 (3)	465 (17)	2 271 (81)	2 809 (100)
Life expectancy at birth moderately high .....	27 (2)	140 (13)	979 (85)	1 146 (100)
Life expectancy at birth moderate .....	0 (0)	88 (22)	311 (78)	399 (100)
Life expectancy at birth low .....	45 (3)	237 (18)	981 (77)	1 264 (100)
TOTAL	513 (13)	1 152 (29)	2 274 (58)	3 940 (100)
<i>Percentage of world's population in 1975<sup>c</sup></i>				
More developed regions .....	11	17	0	29
Less developed regions .....	2	12	57	71
Life expectancy at birth moderately high .....	1	4	25	29
Life expectancy at birth moderate .....	—	2	8	10
Life expectancy at birth low .....	1	6	25	32
TOTAL	13	29	57	100

<sup>a</sup> See table 1, foot-note a.

<sup>b</sup> Percentages shown in parentheses.

<sup>c</sup> Excluding populations of countries not States Members of the United Nations or members of the specialized agencies.

TABLE 5. GOVERNMENTS' PERCEPTIONS OF THE DESIRABILITY OF INTERVENTION TO CHANGE RATES OF NATURAL INCREASE,  
BY LEVEL OF DEVELOPMENT AND LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976<sup>a</sup>

	<i>Direct intervention desirable</i>		<i>Total</i>	<i>Some indirect support appropriate</i>		<i>Total</i>	<i>Intervention to raise or lower rates or indirectly to support upward or downward trends inappropriate</i>	<i>Total</i>
	<i>To raise rates</i>	<i>To lower rates</i>		<i>To encourage upward trend</i>	<i>To encourage downward trend</i>			
	<i>Number and percentage of countries in each category<sup>b</sup></i>							
More developed regions .....	9 (21)	—	9 (21)	7 (17)	1 ( 2)	8 (19)	25 (60)	42 (100)
Less developed regions .....	18 ( 6)	39 (34)	57 (50)	3 ( 3)	9 ( 8)	12 (11)	45 (39)	114 (100)
Life expectancy at birth moderately high .....	8 (23)	14 (40)	22 (63)	2 ( 6)	1 ( 3)	3 ( 9)	10 (38)	35 (100)
Life expectancy at birth moderate .....	—	14 (56)	14 (56)	—	3 (12)	3 (12)	8 (32)	25 (100)
Life expectancy at birth low .....	10 (18)	11 (20)	21 (38)	1 ( 2)	5 ( 9)	6 (11)	27 (46)	54 (100)
TOTAL .....	27 (17)	39 (25)	66 (42)	10 ( 6)	10 ( 6)	20 (12)	70 (45)	156 (100)
	<i>Population in 1975 (millions) and percentage of total in each category<sup>b</sup></i>							
More developed regions .....	117 (10)	—	117 (10)	324 (29)	3 ( 0)	327 (29)	687 (61)	1 131 (100)
Less developed regions .....	67 ( 2)	2 236 (80)	2 304 (82)	5 ( 0)	35 ( 1)	40 ( 1)	465 (17)	2 809 (100)
Life expectancy at birth moderately high .....	23 ( 2)	977 (85)	1 000 (87)	4 ( 0)	2 ( 0)	6 ( 0)	140 (13)	1 146 (100)
Life expectancy at birth moderate .....	—	295 (74)	295 (74)	—	16 ( 4)	16 ( 4)	88 (22)	399 (100)
Life expectancy at birth low .....	44 ( 3)	964 (76)	1 008 (79)	1 ( 0)	17 ( 1)	18 ( 1)	235 (18)	1 264 (100)
TOTAL .....	184 ( 5)	2 236 (57)	2 421 (61)	330 ( 8)	38 ( 1)	368 ( 9)	1 152 (29)	3 940 (100)
	<i>Percentage of world's population, 1975<sup>c</sup></i>							
More developed regions .....	3	—	3	8	0	8	17	29
Less developed regions .....	2	56	58	0	1	1	12	71
Life expectancy at birth moderately high .....	1	25	25	0	0	0	4	29
Life expectancy at birth moderate .....	—	8	8	—	0	0	2	10
Life expectancy at birth low .....	1	24	25	0	0	0	6	32
TOTAL .....	5	56	61	8	1	9	29	100

<sup>a</sup> See table 1, foot-note a.

<sup>b</sup> Percentages shown in parentheses.

<sup>c</sup> Excluding the population of countries not States Members of the United Nations or members of the specialized agencies.



TABLE 6. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

		Governments' perceptions of the effect of natural increase as a constraint on development and the desirability of intervention							Total
		Rates too low		Rates neither too low nor too high			Rates too high		
		Effect of constraints		Effect of constraints					
		Pre-dominant (A)	Signif-icant (B)	Minor (C)	No constraints	Minor (C)	Signif-icant (B)	Pre-dominant (A)	
		Higher rates desirable		No change in rates desirable			Lower rates desirable		
Governments' perceptions of the effect of natural increase as a positive contribution to development		Full intervention appropriate (1)	Some support appropriate (2)	No intervention appropriate (3)	appropriate (4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)	
World total	Predominant (A)	—	4	4	22	10	—	—	40
	Significant (B)	16	6	3	2	28	8	24	87
	Minor (C)	11	—	—	—	1	2	15	29
More developed regions	Predominant (A)	—	3	4	10	4	—	—	21
	Significant (B)	3	4	1	2	4	1	—	15
	Minor (C)	6	—	—	—	—	—	—	6
Less developed regions	Predominant (A)	—	1	—	12	6	—	—	19
	Significant (B)	13	2	2	—	24	7	24	72
	Minor (C)	5	—	—	—	1	2	15	23

<sup>a</sup> See table 1, foot-note a.

TABLE 7. FREQUENCY OF IDENTIFICATION OF CATEGORIES OF POSITIVE CONTRIBUTION MADE BY NATURAL INCREASE TO DEVELOPMENT, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

Category of positive contribution made by natural increase to development	Number of occurrences identified			Percentage of total number of occurrences			Percentage of total number of countries <sup>b</sup>		
	More developed regions	Less developed regions	Total	More developed regions	Less developed regions	Total	More developed regions	Less developed regions	Total
(a) Low enough rate to permit environmental conservation	21	25	46	46	54	100	50	22	29
(b) Low enough rate to ensure effective service provision	20	26	46	43	57	100	48	23	29
(c) Rate appropriate for the encouragement of desired income distribution, savings generation, capital investment	21	29	50	42	58	100	50	25	32
(d) High enough rate to provide sufficient manpower	24	77	101	24	76	100	57	68	65
(e) High enough rate to stimulate economic growth	20	52	72	28	72	100	48	46	46
(f) High enough rate to provide adequate domestic market	21	64	85	25	75	100	50	56	54
(g) High enough rate to support national identity	27	80	107	25	75	100	64	70	69
TOTAL NUMBER OF OCCURRENCES	154	353	507	30	70	100			

<sup>a</sup> Because of the complexity of this table, less developed countries have not been subdivided into three levels of life expectancy at birth,

as they were in tables 1-5.

<sup>b</sup> Calculated on the base of all 156 Governments.

TABLE 8. FREQUENCY OF IDENTIFICATION OF CATEGORY OF CONSTRAINT IMPOSED BY NATURAL INCREASE ON DEVELOPMENT, BY LEVEL OF DEVELOPMENT, JULY 1976

Specific category of constraint imposed by natural increase on development	Number of occurrences identified			Percentage of total number of occurrences			Percentage of total number of countries <sup>a</sup>		
	In more developed regions	In less developed regions	Total	In more developed regions	In less developed regions	Total	In more developed regions	In less developed regions	Total
(h) Insufficient future manpower .....	20	41	61	33	67	100	67	40	46
(i) Insufficient stimulus to economic growth .....	7	27	34	21	79	100	23	26	26
(j) Insufficient size of domestic market .....	8	19	27	30	70	100	27	19	20
(k) Insufficient demographic support for national identity .....	13	21	34	38	62	100	47	21	26
(l) Excessive pressure on natural resources .....	5	52	57	9	91	100	17	51	43
(m) Excessive current unemployment .....	7	72	79	9	91	100	23	71	60
(n) Excessive absorption of savings .....	3	52	55	5	95	100	10	51	42
(o) Excessive pressure on provision of services .....	5	63	68	7	93	100	17	62	52
TOTAL NUMBER OF OCCURRENCES	68	347	415	16	84	100			

<sup>a</sup> Since 24 Governments perceived no constraints associated with natural increase, the percentages in this table are calculated on the base of the remaining 132 Governments. For this reason, they should be carefully distinguished from those in table 7, calculated on the base of all 156 Governments.

TABLE 9. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF ACCEPTABILITY OF NATURAL INCREASE, JULY 1976, AND ACTUAL RATES OF NATURAL INCREASE, 1970-1974, BY LEVEL OF DEVELOPMENT

Category of actual average annual rate of natural increase, 1970-1974 (percentage)	Governments' perceptions of acceptability of natural increase											
	Countries in more developed regions				Countries in less developed regions				Total			
	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total
4.0-4.4 .....					1			1	1			1
3.5-3.9 .....												
3.0-3.4 .....					5	11	13	29	5	11	13	29
2.5-2.9 .....		1		1	5	15	15	33	5	16	15	36
2.0-2.4 .....					5	11	14	30	5	11	14	30
1.5-1.9 .....		1		1	3	8	5	16	3	9	5	17
1.0-1.4 .....	4	6	1	11	2		1	3	6	6	2	14
0.5-0.9 .....	7	10		17				7	7	10		17
0.0-0.4 .....	4	7		11				4	4	7		11
-0.4-0.0 .....	1			1				1	1			1
TOTAL	16	25	1	42	21	45	48	114	37	70	49	156

Source: World Population Prospects as Assessed in 1973. (United Nations publication), Sales No. E.76.XIII.4.

TABLE 10. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE, JULY 1976, AND SIZE OF TOTAL POPULATION, 1975, BY LEVEL OF DEVELOPMENT<sup>a</sup>

Category of total size of population, 1975 (millions)	Governments' perceptions of the acceptability of natural increase <sup>b</sup>											
	Number of countries and percentage of total in perception category				Countries in more developed regions				Countries in less developed regions			
	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total	Higher rates desirable	Neither higher nor lower rates desirable	Lower rates desirable	Total
0.0- 0.9 .....	11	12	10	33	4	3	—	7	7	9	10	26
1.0- 4.9 .....	12	19	12	43	3	2	1	6	9	17	11	37
5.0- 9.9 .....	7	13	6	26	3	6	—	9	4	7	6	17
10.0-19.9 .....	3	12	7	22	2	5	—	7	1	7	7	15
20.0-49.9 .....	1	8	8	17	1	5	—	6	—	3	8	11
50.0-99.9 .....	2	3	3	8	2	2	—	4	—	1	3	4
100.0 and over .....	1	3	3	7	1	2	—	3	—	1	3	4

<sup>a</sup> For totals for the 156 countries and sources, see table 9.

<sup>b</sup> See table 1, foot-note a.

TABLE 11. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN MORE DEVELOPED REGIONS, AUGUST 1974-JULY 1976<sup>a</sup>

<i>General direction of change in perception</i>	<i>Significance for allocation to categories of perception</i>	<i>Description of determinants of change in, or strengthening of, perception</i>	<i>Countries</i>
I. Towards an increased concern that levels and trends in natural increase may be too low	No change, only strengthening	In August 1974 the Government already considered natural increase to be too low and had intervened with various degrees of intensity to decelerate and even reverse the trend. In July 1976 it maintained this view but, as previous measures had been inadequate it had introduced new measures during the intervening period, had strengthened the ones that had been implemented earlier, and had assigned higher priority to research and to the establishment and strengthening of institutions designed to give more effective guidance in policy formation and plan preparation.	France German Democratic Republic Greece Luxembourg Monaco
	Change from (2) to (1)	In August 1974 the Government already considered natural increase to be too low, but had not implemented measures explicitly designed to slow or reverse the trend. During the period 1974-1976 measures of varying intensity were introduced.	Uruguay
	No change, only strengthening	In August 1974 the Government characterized levels and trends as being in general satisfactory, but nevertheless considered that higher rates were desirable, in part because of the identification of trends that had already led within some regions and sectors to problems associated with a deficient rate of natural increase. During the period 1974-1976 measures designed to support the dual role of women as child-bearers and child-rearers and also as full participants in non-domestic sectors were further strengthened.	Byelorussian SSR Ukrainian SSR USSR
	Change from (3) to (2)	In August 1974 the Government characterized levels and trends in natural increase as being "satisfactory" although identifying the appearance of problems associated with a deficient rate in respect of certain sectors and regions, but in July 1976 characterized levels and trends as being "too low". In addition, measures were implemented and others strengthened during the period 1974-1976 in order to provide material support to the "dual role" of women as child-bearers and child-rearers and also as full participants in non-domestic sectors. Governments characterized such measures as not being primarily designed to intervene in fertility trends.  During this period no measures were implemented with the primary or secondary object of influencing fertility, which was specified to be purely a matter of private decision.	Finland  Germany, Federal Republic of
	Change from (4) to (3)	In August 1974 the Government characterized rates of natural increase as being "satisfactory" and did not believe that any significant problems were raised by the trend toward low levels; in July 1976, however, it explicitly identified such problems.	Switzerland
II. Towards a decreased concern levels and trends in natural increase may be too high	Change from (7) to (5)	In August 1974 the Government considered the level and trends of natural increase to be "too high", but in July 1976 it found them "satisfactory", although problems associated with an "excess constraint" were identified.	Chile
	No change, only strengthening	In August 1974 the Government considered the rates of natural increase to be satisfactory, but still identified problems of entry into the labour force, which was excessive (as a result of earlier, higher, rates of natural increase); in July 1976, however, it held the view that, in part because of a decline in annual entries but largely because of improved economic conditions, the remaining aspects of the problem were structural in origin rather than partly demographic.	Malta

TABLE 11. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN MORE DEVELOPED REGIONS, AUGUST 1974-JULY 1976<sup>a</sup> (continued)

<i>General direction of change in perception</i>	<i>Significance for allocation to categories of perception</i>	<i>Description of determinants of change in, or strengthening of, perception</i>	<i>Countries</i>
III. Towards a decreased concern that levels and trends in natural increase may be too low	Change from (1) to (4)	The Government had begun intervention to reverse the trend toward low rates of natural increase during the latter half of the 1960s and was still strengthening measures and adding new ones during 1973 and 1974, when the perception was still that rates were "too low" although the reverse trend was already in itself "satisfactory". By August 1976, as a result of the continued implementation and strengthening of the measures, the Government was able to characterize current levels as being "satisfactory".	Czechoslovakia Hungary Romania
	Change from (2) to (4)	Before August 1974 the Government had considered the levels of natural increase to be "too low", although no explicit intervention had been implemented, but in July 1976, as a result not of a reversal of the trend, but of a substantial change in its over-all context, it changed its perception to one of "satisfactory", at least under current economic circumstances.	Portugal
IV. Towards an increased concern that levels and trends in natural increase may be too high	Change from (4) to (6)	In August 1974 the Government considered the level and trends of natural increase to be satisfactory, but in July 1976 it held the view that they were too high, partly because of deterioration in economic conditions, but mostly as the culmination of a longer process of considering the implication of further population growth for maintenance of quality of life. Although the perception of acceptability and the initial policy response in limitation of immigration changed, there was no policy of intervention to modify natural increase itself.	New Zealand

<sup>a</sup> For countries by category in August 1974 and July 1976 and explanatory foot-notes, see annex table 44.

TABLE 12. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER), AUGUST 1974-JULY 1976<sup>a</sup>

<i>General direction of change in perception</i>	<i>Significance for allocation to categories of perception</i>	<i>Description of determinants of change or strengthening of perception</i>	<i>Countries</i>
I. Towards an increased concern that levels and trends in natural increase may be too low	No change, only strengthening	In August 1974 the Government characterized levels and trends as being in general satisfactory, but nevertheless considered that higher rates were desirable, in part because of the identification of trends which had already led within some regions and sectors to problems associated with a deficient rate of natural increase. During this period measures designed to support the dual role of women as child-bearers and child-rearers and also as full participants in non-domestic sectors were further strengthened.	Democratic People's Republic of Korea Mongolia
II. Towards a decreased concern that levels and trends in natural increase may be too high	Change from (5) to (4)	In August 1974 the Government considered that, although rates were still characterized as being satisfactory, significant constraints of the "excessive" type existed; as a result of a substantial improvement in economic conditions during the period 1974-1976, however, by July 1976 it no longer held this view.	Bahrain
	Change from (7) to (4)	In August 1974 the Government was still assigning very high priority to programmes designed to induce a smaller average size of completed family, in part for reasons of family welfare, but in part in order to contribute to aggregate natural increase, but in July 1976 it stated that rates of natural increase had since fallen to a satisfactory level.	Singapore

TABLE 12. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER), AUGUST 1974-JULY 1976<sup>a</sup> (continued)

General direction of change in perception	Significance for allocation to categories of perception	Description of determinants of change or strengthening of perception	Countries
III. Towards a decreased concern that levels and trends in natural increase may be too low	No changes during period		
IV. Towards an increased concern that levels and trends in natural increase may be too high	Change from (2) to (5)	The Government had previously held the view that, because of the relationship between small population size and substantial natural resources, population size was insufficient, and hence rates of natural increase were deficient; largely as a result of political changes, changes, however, it has to an increasing extent identified the more pressing short-term constraints imposed by high levels of natural increase particularly in new conditions of limited opportunities for emigration.	Surinam
	Change from (5) to (7)	In August 1974 the Government identified significant "excessive" constraints but considered rates to be satisfactory; by July 1976 it considered that rates of natural increase were too high and had already stated that emphasis would be given to inducing a reduction in fertility in order to arrive at lower rates.	Seychelles
	No change; only strengthening	By August 1974 the Government had already adopted policies designed to induce lower rates of natural increase but in the period 1974-1976 it substantially strengthened the set of measures previously adopted.  In addition, the Government adopted and strengthened comprehensive policies designed to accelerate structural change, and explicitly linked the achievement of these policies to further reduction in fertility.	Tonga Fiji Jamaica  Barbados, China Republic of Korea, Trinidad, Sri Lanka

<sup>a</sup> For countries by category in August 1974 and July 1976, see annex table 48.

TABLE 13. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS), AUGUST 1974-JULY 1976

General direction of change in perception	Significance for allocation to categories of perception	Description of determinants of change or strengthening of perception	Countries
I. Towards an increased concern that levels and trends in natural increase may be too low	No Governments in this category		
II. Towards a decreased concern that levels and trends in natural increase may be too high	No change during the period		
III. Towards a decreased concern that levels and trends in natural increase may be too low	Change from (7) to (5)	After radical political change, the Government reversed its former perception that natural increase imposed a constraint on the achievement of the objectives of national development because it was too high, and adopted the view that the principal cause of problems encountered was structural, not demographic.	Cape Verde

TABLE 13. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS), AUGUST 1974-JULY 1976<sup>a</sup> (continued)

<i>General direction of change in perception</i>	<i>Significance for allocation to categories of perception</i>	<i>Description of determinants of change or strengthening of perception</i>	<i>Countries</i>
IV. Towards an increased concern that levels and trends in natural increase may be too high	Change from (3) to (5)	In August 1974 the Government held the view that the constraints upon the achievement of national objectives were predominantly the result of a deficient population size, and therefore considered that no acceleration in decline was appropriate; in July 1976, however, it considered that constraints associated with "excessive" rates were preponderant. In both years, the Government nevertheless considered that no change in rates was necessary.	Honduras
	Change from (4) to (6) and from (5) to (6)	In August 1974 the Government held the view that constraints of the "excessive" type did not exist or were of only minor significance; in July 1976, it considered that they were significant and that lower rates were desirable, but had not formulated a policy of intervention to change rates.	Ecuador (4) to (6) Nicaragua (5) to (6)
	Change from (5) to (7)	The Government had stated before August 1974 that constraints of the "excessive" type existed and that attention would be given to programmes that would contribute to a decline in natural increase; it had not yet implemented any such programme by August 1974, however, and in July 1976 it stated explicitly that it desired lower rates of natural increase and was shortly to implement programmes to that end.	Uganda
	No change, only strengthening	In August 1974 the Government had already adopted policies designed to induce lower rates of natural increase but in the period 1974-1976 it substantially strengthened the set of measures previously adopted, without, however, significantly modifying the societal structure.  In addition, the Government adopted and strengthened comprehensive policies designed to accelerate structural change, and explicitly linked the achievement of these policies to further reduction in fertility and consequently in natural increase.	Malaysia Philippines South Africa  Dominican Republic El Salvador Haiti Iran

<sup>a</sup> For countries by category in August 1974 and July 1976, see annex table 49.

TABLE 14. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS), AUGUST 1974-JULY 1976<sup>a</sup>

<i>General direction of change in perception</i>	<i>Significance for allocation to categories of perception</i>	<i>Description of determinants of change or strengthening of perception</i>	<i>Countries</i>
I. Towards an increased concern that levels and trends in natural increase may be too low	No change, only strengthening	In August 1974 the Government already held the view that higher rates of natural increase were desirable; in the period 1974-1976, however, it not only increased levels of material support for families and reduced mortality constraints upon fertility, but also introduced measures to limit access to modern means of fertility regulation.	Saudi Arabia
	Change from (7) to (1)	In August 1974 the Government already held the view that higher rates of natural increase were desirable; in the period 1974-1976 that perception was strengthened as a result of the termination of traditional sources of immigrant labour, which had previously compensated for the deficiency of natural increase in the labour force, and additional emphasis was given to mortality reduction and spatial redistribution.  As a result of radical political changes in the country, the Government that assumed power during this period reversed previous perceptions and policies of intervention.	Equatorial Guinea  Lao People's Democratic Republic
II. Towards a decreased concern that levels and trends in natural increase may be too high	Change from (5) to (4)	In August 1974 the Government identified minor constraints of the "excessive" type, but in July 1976 it explicitly stated its view that natural increase exercised no constraints.	Benin

TABLE 14. DETERMINANTS OF CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS), AUGUST 1974-JULY 1976<sup>a</sup> (continued)

General direction of change in perception	Significance for allocation to categories of perception	Description of determinants of change or strengthening of perception	Countries
III. Towards a decreased concern that levels and trends in natural increase may be too low	Change from (3) to (5)	As a result of radical political changes in the country, the Government that assumed power during this period modified previous perceptions, while continuing to hold the view that no change in rates was necessary.	Sao Tome and Principe
IV. Towards an increased concern that levels and trends in natural increase may be too high	Change from (4) to (5)	The Government had not previously identified the existence of problems associated with excessive rates; it now identified such problems for the first time, considering them to be limited but still significant.	Ethiopia Nigeria
	Change from (5) to (6)	The Government had previously identified constraints of the "excessive" type, but had not explicitly characterized rates as being too high; in July 1976, however, it stated for the first time that lower rates were considered desirable, although it did not at that time indicate that intervention was appropriate.	Liberia Madagascar Senegal Sierra Leone
	Change from (5) to (7)	In August 1974 the Government was not yet independent, and had indicated only an identification of constraints of the excessive type to be of minor significance which upon achievement of independence, for the first time indicated their perception that lower rates of natural increase were desirable.	Papua New Guinea
	Change from (6) to (7)	In August 1974 the Government, although having previously identified significant constraints of the "excessive" type, and having indicated its perception that lower rates were desirable, had not yet intervened explicitly to induce such a change; in July 1976, however, it indicated that such intervention had begun although at a gradual pace, and that it intended to secure long term results.	Lesotho
	No change, only strengthening	In August 1974 the Government had already adopted policies designed to induce lower rates of natural increase; during the period 1974-1976 it had substantially strengthened the set of measures previously adopted without, however, significantly modifying the societal structure.  In addition, the Government adopted and strengthened comprehensive policies designed to accelerate structural change, and explicitly linked the achievement of these policies to further reduction in fertility and consequently in natural increase.	Bangladesh  Ghana Indonesia Pakistan Viet Nam

<sup>a</sup> For countries by category in August 1974 and July 1976, see annex table 50.

TABLE 15. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS AND DEMOGRAPHIC STATISTICAL REGIONS, JULY 1976<sup>a</sup>  
(Number of Governments)

	Governments' perceptions							Total
	Rates considered too low		Rates considered neither too low nor too high			Rates considered too high		
	Effect of constraints		Minor (C)	No constraints	Minor (C)	Effect of constraints		
	Predominant (A)	Significant (B)				Significant (B)	Predominant (A)	
	Higher rates desirable		Neither higher nor lower rates desirable			Lower rates desirable		
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)		
<b>ECA area</b>								
Eastern Africa .....	1	—	—	1	6	2	4	14
Middle Africa .....	4	—	1	—	3	—	—	8
Northern Africa .....	1	—	—	1	1	—	3	6
Southern Africa .....	—	—	—	—	—	—	4	4
Western Africa .....	1	—	1	3	7	3	1	16
TOTAL	7	—	2	5	17	5	12	48
<b>ECWA area</b>								
Western South Asia <sup>b</sup> .....	4	1	—	2	5	—	—	12
<b>ECLA area</b>								
Caribbean .....	1	—	—	1	—	—	6	8
Middle America .....	—	—	—	—	2	3	2	7
Temperate South America <sup>c</sup> .....	2	—	—	—	1	—	—	3
Tropical South America .....	—	1	—	2	4	1	1	9
TOTAL	3	1	—	3	7	4	9	27
<b>ECE area</b>								
Eastern Europe <sup>c</sup> .....	2	—	—	3	1	—	—	6
Northern Europe <sup>c</sup> .....	—	2	1	4	—	—	—	7
Southern Europe <sup>c</sup> .....	1	1	1	3	3	—	—	9
Western Europe <sup>c</sup> .....	4	1	2	1	1	—	—	9
Cyprus, Israel and Turkey .....	1	—	—	—	1	—	1	3
Northern America <sup>c</sup> .....	—	—	—	1	1	—	—	2
USSR <sup>c</sup> .....	—	3	—	—	—	—	—	3
TOTAL	8	7	4	12	7	—	1	39
<b>ESCAP area</b>								
China .....	—	—	—	—	—	—	1	1
Japan <sup>c</sup> .....	—	—	—	—	1	—	—	1
Other East Asia .....	2	—	—	—	—	—	1	3
Eastern South Asia .....	2	—	—	1	1	—	5	9
Middle South Asia .....	—	1	—	1	1	—	6	9
Australia and New Zealand <sup>c</sup> .....	—	—	1	—	—	1	—	2
Melanesia .....	—	—	—	—	—	—	1	1
Micronesia-Polynesia .....	1	—	—	—	—	—	3	4
TOTAL	5	1	1	2	3	1	17	30
GRAND TOTAL	27	10	7	24	39	10	39	156

<sup>a</sup> For countries within each category in the more developed regions, see annex table 43; for countries in the less developed regions see annex tables 51-55.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

<sup>c</sup> More developed regions.



TABLE 16. RELATIVE IMPORTANCE ATTACHED TO INTERVENTION IN NON-DEMOGRAPHIC AND DEMOGRAPHIC PROCESSES AND, WITHIN DEMOGRAPHIC PROCESSES, TO INTERVENTION IN NATURAL INCREASE AND LOCATION OF POPULATION, JULY 1976<sup>a</sup>

Relative importance of intervention in non-demographic and in demographic processes	Relative importance of intervention in natural increase and in location of population											
	Number and percentage of countries in more developed regions <sup>b</sup>				Number and percentage of countries in less developed regions <sup>b</sup>				Total			
	Natural increase only	Natural increase and location	Location only	Total	Natural increase only	Natural increase and location	Location only	Total	Natural increase only	Natural increase and location	Location only	Total
Principally non-demographic, minor demographic intervention .....	—	4 (13)	2 (7)	6 (20)	—	3 (3)	10 (10)	13 (13)	—	7 (5)	12 (9)	19 (14)
Both non-demographic and demographic intervention .....	—	11 (37)	7 (23)	18 (60)	—	51 (50)	26 (25)	77 (75)	—	62 (47)	33 (25)	95 (72)
Principally demographic, minor non-demographic intervention .....	—	—	—	—	—	6 (6)	3 (3)	9 (9)	—	6 (5)	3 (2)	9 (7)
Demographic intervention only .....	2 (7)	—	4 (13)	6 (20)	—	1 (1)	2 (2)	3 (3)	2 (2)	1 (1)	6 (5)	9 (7)
Total number of Governments with policy of intervention .....	2 (7)	15 (50)	13 (43)	30 (100)	—	61 (60)	41 (40)	102 (100)	2 (2)	76 (58)	54 (41)	132 (100)
Adjustment considered inappropriate .....	—	—	—	12	—	—	—	12	—	—	—	24
TOTAL	—	—	—	42	—	—	—	114	—	—	—	156

<sup>a</sup> For countries in both developed and less developed regions, see annex tables 56-59.

<sup>b</sup> Percentages shown in parentheses.

TABLE 17. FREQUENCY OF SELECTION OF DEMOGRAPHIC AND NON-DEMOGRAPHIC PROCESSES IN WHICH TO INTERVENE, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

	Demographic and non-demographic processes subject to intervention						Total	Policy of nonintervention	Total
	Mortality	Fertility	Spatial distribution	International migration	Technology and organization	Total			
	<i>Number of countries</i>								
More developed regions .....	8	17	19	21	24	30	12	42	
Less developed regions .....	21	58	94	59	99	102	12	114	
Life expectancy at birth moderately high .....	7	23	22	25	28	30	5	35	
Life expectancy at birth moderate .....	—	15	23	10	22	23	2	25	
Life expectancy at birth low .....	14	20	49	24	49	49	5	54	
TOTAL	29	75	113	80	123	132	24	156	
	<i>Percentage of countries with an intervention policy</i>								
More developed regions .....	27	67	60	67	83	100			
Less developed regions .....	19	55	92	58	99	100			
Life expectancy at birth moderately high .....	23	77	73	83	93	100			
Life expectancy at birth moderate .....	—	65	100	43	96	100			
Life expectancy at birth low .....	29	41	100	49	100	100			
TOTAL	22	57	86	61	93	100			

<sup>a</sup> See table 16, foot-note a.

TABLE 18. RELATIVE IMPORTANCE ATTACHED BY GOVERNMENTS TO THE SELECTION OF POLICIES OF INTERVENTION RATHER THAN NON-INTERVENTION, OF POLICIES DESIGNED TO ADJUST DEMOGRAPHIC RATHER THAN NON-DEMOGRAPHIC PROCESSES, AND OF POLICIES DESIGNED TO ADJUST NATURAL INCREASE OR POPULATION LOCATION IN ORDER TO RESOLVE PROBLEMS TO WHICH NATURAL INCREASE IS BELIEVED TO HAVE CONTRIBUTED BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS AND DEMOGRAPHIC STATISTICAL REGIONS, JULY 1976  
(Number of Governments)

	Policy of intervention										Total	
	Intervention principally in non-demographic processes with minor demographic intervention in		Equal intervention in non-demographic and demographic processes		Intervention principally in demographic processes:							
					minor non-demographic intervention			Intervention in demographic processes only				
	natural increase and location	location only	Natural increase only	Location and natural increase	Location only	Natural increase only	Location and natural increase	Location only	Natural increase only	Location and natural increase		Location only
ECA area												
Eastern Africa .....	—	3	5	4	—	1	—	—	—	—	1	14
Middle Africa .....	—	1	3	1	2	1	—	—	—	—	—	8
Northern Africa .....	—	—	5	—	—	—	—	—	—	—	1	6
Southern Africa .....	—	—	4	—	—	—	—	—	—	—	—	4
Western Africa .....	—	4	3	5	—	1	—	—	—	—	3	16
TOTAL	—	8	20	10	2	3	—	—	—	—	5	48
ECWA area												
Western South Asia* .....	—	—	1	8	1	—	—	—	—	—	2	12
ECLA area												
Caribbean .....	—	—	7	—	—	—	—	—	—	—	1	8
Middle America .....	1	1	2	3	—	—	—	—	—	—	—	7
Temperate South America .....	—	—	2	—	—	—	1	—	—	—	—	3
Tropical South America .....	—	—	2	5	—	—	—	—	—	—	2	9
TOTAL	1	1	13	8	—	—	1	—	—	—	3	27
ECE area												
Eastern Europe .....	1	—	1	—	—	—	1	—	—	—	3	6
Northern Europe .....	—	—	2	—	—	—	—	—	1	—	4	7
Southern Europe .....	—	1	2	2	—	—	—	—	—	1	3	9
Western Europe .....	—	1	4	2	—	—	—	—	—	1	1	9
Cyprus, Israel and Turkey .....	—	—	1	—	1	—	—	—	—	1	—	3
Northern America .....	—	—	—	1	—	—	—	—	—	—	1	2
USSR .....	3	—	—	—	—	—	—	—	—	—	—	3
TOTAL	4	2	10	5	1	—	1	—	—	4	12	39
ESCAP area												
China .....	—	—	1	—	—	—	—	—	—	—	—	1
Japan .....	—	—	—	—	—	—	—	—	—	1	—	1
Other East Asia .....	—	—	3	—	—	—	—	—	—	—	—	3
Eastern South Asia .....	—	—	7	—	—	—	—	—	—	1	1	9
Middle South Asia .....	—	1	6	—	1	—	—	—	—	—	1	9
Australia and New Zealand .....	—	—	—	2	—	—	—	—	—	—	—	2
Melanesia .....	1	—	—	—	—	—	—	—	—	—	—	1
Micronesia-Polynesia .....	1	—	1	—	1	—	—	1	—	—	—	4
TOTAL	2	1	18	2	2	—	—	1	2	—	2	30
GRAND TOTAL	7	12	62	33	6	3	2	1	6	—	24	156

\* Excluding Cyprus, Israel and Turkey.

TABLE 19. FREQUENCY OF INTERVENTION IN DEMOGRAPHIC AND NON-DEMOGRAPHIC PROCESSES, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>  
(Number of Governments)

	Demographic and non-demographic processes subject to policy intervention						Total
	Mortality	Fertility	Spatial distribution	International migration	Technology and organization	No problems identified	
ECA area							
Eastern Africa .....	1	5	12	5	13	1	14
Middle Africa .....	5	4	8	3	8	—	8
Northern Africa .....	2	4	5	5	5	1	6
Southern Africa .....	—	4	4	4	4	—	4
Western Africa .....	2	2	13	6	13	3	16
TOTAL	10	19	42	23	43	5	48
ECWA area							
Western South Asia <sup>b</sup> .....	4	4	9	9	10	2	12
ECLA area							
Caribbean .....	—	7	6	7	7	1	8
Middle America .....	—	3	7	2	7	—	7
Temperate South America <sup>c</sup> .....	2	3	2	2	2	—	3
Tropical South America .....	1	1	7	5	7	2	9
TOTAL	3	14	22	16	23	3	27
ECE area							
Eastern Europe <sup>c</sup> .....	1	3	2	—	2	3	6
Northern Europe <sup>c</sup> .....	1	2	2	3	2	4	7
Southern Europe <sup>c</sup> .....	2	2	4	4	5	3	9
Western Europe <sup>c</sup> .....	—	4	3	8	7	1	9
Cyprus, Israel and Turkey .....	1	2	2	3	2	—	3
Northern America <sup>c</sup> .....	—	—	—	1	1	1	2
USSR <sup>c</sup> .....	2	3	3	1	3	—	3
TOTAL	7	16	16	20	22	12	39
ESCAP area							
China .....	—	1	1	—	1	—	1
Japan <sup>c</sup> .....	—	—	1	—	—	—	1
Other East Asia .....	2	3	3	1	3	—	3
Eastern South Asia .....	2	7	8	1	7	1	9
Middle South Asia .....	1	6	8	4	8	1	9
Australia and New Zealand <sup>c</sup> .....	—	—	2	2	2	—	2
Melanesia .....	—	1	1	—	1	—	1
Micronesia-Polynesia .....	—	4	—	4	3	—	4
TOTAL	5	22	24	12	25	2	30
More developed regions <sup>c</sup> .....	8	17	19	19	24	12	42
Less developed regions .....	21	58	94	60	99	12	114
TOTAL	29	75	113	79	123	24	156

<sup>a</sup> For the countries concerned, see annex table 60.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

<sup>c</sup> Demographic statistical regions which are considered to be more developed.

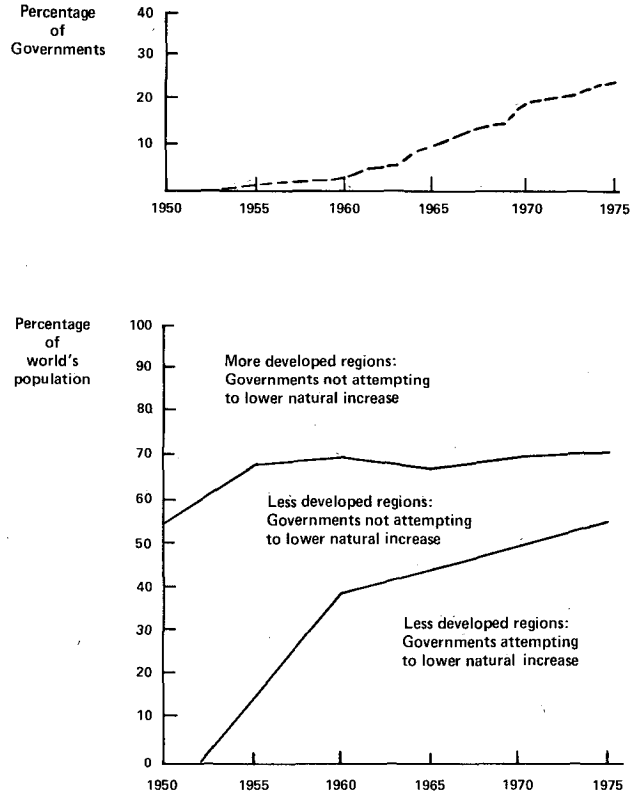
**Figure I. Governments that have adopted policies of lowering natural increase, by period during which policy was maintained, 1950-1976**



<sup>a</sup> Former Democratic Republic of Viet-Nam only.

<sup>b</sup> Singapore is the first country in the less developed regions whose Government, upon achievement of the objectives of a policy designed to lower rates, has reverted to the view that natural increase is acceptable.

**Figure II. Percentage of Governments that have adopted policies of lowering natural increase, and percentage of the world's population constituted by those countries, 1950-1976**



## Chapter IX

# GOVERNMENTS' PERCEPTIONS AND POLICIES REGARDING MORTALITY, FERTILITY, SPATIAL DISTRIBUTION AND INTERNATIONAL MIGRATION

### INTRODUCTION

In this chapter Governments' perceptions and policies will be monitored with respect to the recommendations of the World Population Plan of Action concerning mortality, fertility, spatial distribution of population and international migration.<sup>1</sup> These demographic processes were given extensive treatment in chapter VIII, where the focus was on policies designed to induce change in the processes, specifically in connexion with the natural increase of population. The relationship between such policies (which might be termed "global" or "aggregate" demographic policies) and policies designed to intervene in each process for reasons other than the consequent effect on natural increase (which might be termed "sectoral" demographic policies) was also discussed in chapter VIII. In the present chapter attention will be centred on the latter aspect, namely, Governments' perceptions and policies concerning the processes themselves.

### A. MORBIDITY AND MORTALITY

The situation with respect to morbidity and mortality differs in several ways from the situation regarding each of the other demographic processes and the method of presentation is not therefore the same as that adopted for other sections. The most significant difference lies in the fact that Governments were unanimous in their perception of the desired direction of change in morbidity and mortality: all desired a reduction and all had policies designed to achieve such an objective. A second difference lies in the fact that for most Governments their policies in this area were regarded not primarily as demographic policies, but as health or social policies designed to attain one of the basic objectives of development, the achievement by the entire population of acceptable levels of health and welfare. Thus, the variety that existed among Governments lay not in their perceptions of the problem but in the different technological and organizational means adopted for the purpose of achieving their objectives, the intensity of effort assigned to reduction of morbidity and mortality among the many developmental tasks, and consequently the period of time needed to achieve certain minimum standards.

Thus, for the purpose of this report, no detailed discussion of Governments' perceptions and policies will be provided. Rather, attention will be focused upon the possible implications of Governments' efforts—differentiated as they are by their various probabilities of success—for the implementation of the recommendations of the World Population Plan of Action.

### *Recommendations of the World Population Plan of Action (paras. 20–26)*

The Plan recommended that Governments should allocate the highest priority to the reduction of morbidity and mortality, which "to the maximum feasible extent is a major goal of every human society", that reduction should be achieved "in conjunction with massive social and economic development" and that, where morbidity and mortality were very high, "concentrated national and international efforts should be applied to reduce them as a matter of highest priority in the context of societal change". It recommended, moreover, that health and nutritional programmes should be integrated "within a comprehensive development strategy and supplemented by a wide range of mutually supporting social policy measures". Specifically, the Plan recommended that "special attention should be given to improving the management of existing health, nutrition and related social services and to the formulation of policies to widen their coverage so as to reach, in particular, rural, remote and underprivileged groups".

Specific goals were recommended for achievement by the year 1985 with respect to levels of average life expectancy at birth and infant mortality rates. Thus, it was recommended that Governments of countries with the highest levels of mortality "should aim by 1985 to have an expectation of life at birth of at least 50 years and an infant mortality rate of less than 120 per thousand live births". The Plan had noted in its "background" section that declines in mortality had been very unevenly distributed, and that average expectation of life at birth was 63 years in Latin America, 57 years in Asia and only a little over 46 years in Africa. In its recommendations, it noted that "the attainment of an average expectation of life of 62 years by 1985 and 74 years by the year 2000 for the world as a whole would require by the end of the century an increase of 11 years for Latin America, 17 years for Asia and 28 years for Africa".

The Plan recommended a number of specific measures designed to achieve a rapid decline in morbidity and mortality. In each case, a prerequisite was substan-

<sup>1</sup> See *Report of the United Nations World Population Conference, 1974, Bucharest, 19–30 August 1974* (United Nations publication, Sales No. E.75.XIII.3), part one, chap. I, paras. 20–26 ("Morbidity and mortality"); paras. 27–43 ("Reproduction, family formation and the status of women"); paras. 44–50 ("Population distribution and internal migration"); and paras. 51–62 ("International migration").

tial improvement in the basic living standards of the population, particularly in rural areas.

The Plan also specifically noted that the "short-term effect of mortality reduction on population growth rates is symptomatic of the early development process and must be viewed as beneficial. Sustained reductions in fertility have generally been preceded by reductions in mortality. Although this relationship is complex, mortality reduction may be a prerequisite to a decline in fertility".

#### *Governments' perceptions*

No Government considered the levels of mortality in its country to be fully satisfactory. This was so even in countries which had the highest levels of average life expectancy at birth. There remained problems of differential levels of morbidity and mortality among regions, socio-economic classes, cultural groups, occupational classes and between sexes. In addition, there was in some developed countries the newly identified problem of an apparent reversal of the previous trend towards lower mortality, specifically among men over 40 years of age, and in some less developed countries a slowing down of the same trend. However, some Governments considered that, within a highly qualified sense of the term, they were able to characterize current levels of morbidity and mortality as "acceptable". That is, they could be considered satisfactory within the particular societal context. The Third Inquiry among Governments on Population and Development included a question designed specifically to obtain this information.<sup>2</sup> On the basis both of the replies to this question which were received from Governments and of information with respect to other countries where Governments had been sufficiently explicit, the global situation is summarized in table 20. This table shows a relationship that was generally as might be expected: an increasing perception of general acceptability with increasing average life expectancy at birth. Thus, only one country out of 54 with a life expectancy at birth of under 50 years found this level acceptable under the prevailing circumstances; the proportion increased to 25, 58 and finally to 100 per cent for the Governments at successively higher levels of life expectancy. In the less developed regions as a whole, less than one quarter of the countries found their mortality level acceptable. In the more developed regions, on the other hand, two thirds of the countries with a life expectancy at birth of between 62 and 69 years found it acceptable, and the corresponding proportion among those with a life expectancy at birth of 70 years and over was almost 80 per cent.<sup>3</sup>

#### *Comments on regional variation*

Table 21 indicates that variety among regions was very much a reflection of the close correlation between perceived acceptability of levels of average life expectancy at birth (within prevailing existing economic and social circumstances) and level of general development. Thus, it was in those regions and areas of responsibility in

which a high proportion of the countries were classified as more developed that the highest proportion of Governments considered the situation with respect to morbidity and mortality to be "acceptable". In six of the 25 demographic statistical regions, none of the constituent Governments found the levels acceptable, and in seven other regions less than half of the Governments considered them to be so. Only in four demographic statistical regions did all the Governments identify such over-all acceptability. With respect to the areas of responsibility of the five regional commissions, the highest proportion was in Europe (74 per cent), with intermediate proportions in Western Asia (42 per cent), Latin America (41 per cent) and Asia and the Pacific (37 per cent). The smallest proportion, only 4 per cent (and comprising only two Governments), was in Africa.

TABLE 20. PERCEPTIONS OF THE ACCEPTABILITY OF LEVELS OF AVERAGE LIFE EXPECTANCY AT BIRTH IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976.

	Average life expectancy at birth	Perceptions of acceptability of average life expectancy at birth (number and percentage of Governments)		Total countries <sup>a</sup>
		Acceptable <sup>a</sup>	Unacceptable <sup>a</sup>	
More developed regions	70+	26 (79)	7 (21)	33(100)
	62-69 <sup>b</sup>	6 (67)	3 (33)	9(100)
	TOTAL	32 (76)	10 (24)	42(100)
Less developed regions	70+	4(100)	—	4(100)
	62-69 <sup>b</sup>	14 (58)	10 (42)	24(100)
	50-61	7 (22)	25 (78)	32(100)
	Under 50	1 (2)	53 (98)	54(100)
TOTAL	26 (23)	88 (77)	114(100)	
GRAND TOTAL	58 (37)	98 (63)	156(100)	

Source: ESA/P/WP.55 and United Nations, *Demographic Yearbook*, various issues.

<sup>a</sup> Percentages shown in parentheses.

<sup>b</sup> The value of 62 years is adopted for this section of the report because the World Population Plan of Action implied its achievement as a world average by 1985. Elsewhere in the report the class boundary used is 60 years. Seven countries that are estimated to have had an average life expectancy of 60 and 61 years during the period 1970-1974 are included in the class with boundaries of 50 and 61 years. The seven countries are (with the average life expectancy of their populations): Brazil (61.4), China (61.6), Colombia (60.9), Democratic People's Republic of Korea (60.6), Mongolia (60.7) and Republic of Korea (60.6).

#### *Governments' policies*

All Governments were found to have policies whose object was to improve health. Important differences existed among them, however, in the priority attached to those policies and in the extent to which they were likely effectively and rapidly to reduce morbidity and mortality. Significant differences existed with respect to the following aspects of policies:

(a) The extent to which effective action was being taken to bring about a societal restructuring sufficient to permit a significant improvement in the basic living standards of the under-privileged population;

(b) The extent to which health programmes were organized to include a full range of innovative methods designed to bring about health improvements among the poorest and least educated sections of the population, including those in the least accessible areas, and were supported by thorough and effective programmes

<sup>2</sup> Question 2.1 "Does the Government regard the present level of average life expectancy at birth as acceptable or unacceptable in prevailing economic and social circumstances?"

<sup>3</sup> For countries listed by region, see annex table 61.

TABLE 21. PERCEPTIONS OF THE ACCEPTABILITY OF AVERAGE LIFE EXPECTANCY AT BIRTH IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976  
(Number of Governments)

	More developed regions				Less developed regions				Under 50		Total				
	70 years and over		62-69		70 years and over		62-69		50-61		Acceptable	Non-acceptable			
	Acceptable	Non-acceptable	Acceptable	Non-acceptable	Acceptable	Non-acceptable	Acceptable	Non-acceptable	Acceptable	Non-acceptable					
<b>ECA area</b>															
Eastern Africa .....	—	—	—	—	—	—	1	1	—	2	1	9	2	12	14
Middle Africa .....	—	—	—	—	—	—	—	—	—	—	—	8	—	8	8
Northern Africa .....	—	—	—	—	—	—	—	1	—	4	—	1	—	6	6
Southern Africa .....	—	—	—	—	—	—	—	—	—	1	—	3	—	4	4
Western Africa .....	—	—	—	—	—	—	—	—	—	1	—	15	—	16	16
TOTAL	—	—	—	—	—	—	1	2	—	8	1	36	2	46	48
<b>ECWA area</b>															
Western South Asia <sup>a</sup> .....	—	—	—	—	—	—	3	2	2	1	—	4	5	7	12
<b>ECLA area</b>															
Caribbean .....	—	—	—	—	—	—	4	2	—	2	—	—	—	4	8
Middle America .....	—	—	—	—	—	—	3	—	1	3	—	—	—	4	7
Temperate South America <sup>b</sup> .....	—	—	2	1	—	—	—	—	—	—	—	—	—	2	3
Tropical South America .....	—	—	—	—	—	—	—	3	1	4	—	1	1	8	9
TOTAL	—	—	2	1	—	—	7	5	2	9	—	1	11	16	27
<b>ECE area</b>															
Eastern Europe <sup>b</sup> .....	3	—	3	—	—	—	—	—	—	—	—	—	—	6	6
Northern Europe <sup>b</sup> .....	5	2	—	—	—	—	—	—	—	—	—	—	—	5	7
Southern Europe <sup>b</sup> .....	5	1	1	2	—	—	—	—	—	—	—	—	—	6	9
Western Europe <sup>b</sup> .....	8	1	—	—	—	—	—	—	—	—	—	—	—	8	9
Cyprus, Israel and Turkey .....	—	—	—	—	2	—	—	—	—	1	—	—	—	2	3
Northern America <sup>b</sup> .....	2	—	—	—	—	—	—	—	—	—	—	—	—	2	2
USSR <sup>b</sup> .....	—	3	—	—	—	—	—	—	—	—	—	—	—	—	3
TOTAL	23	7	4	2	2	—	—	—	—	1	—	—	—	29	39
<b>ESCAP area</b>															
China .....	—	—	—	—	—	—	—	—	—	1	—	—	—	—	1
Japan <sup>b</sup> .....	1	—	—	—	—	—	—	—	—	—	—	—	—	1	1
Other East Asia .....	—	—	—	—	—	—	—	—	—	3	—	—	—	—	3
Eastern South Asia .....	—	—	—	—	—	—	1	—	3	1	—	4	4	5	9
Middle South Asia .....	—	—	—	—	—	—	1	—	—	1	—	7	1	8	9
Australia and New Zealand <sup>b</sup> .....	2	—	—	—	—	—	—	—	—	—	—	—	—	2	2
Melanesia .....	—	—	—	—	—	—	—	—	—	—	—	1	—	—	1
Micronesia-Polynesia .....	—	—	—	—	2	—	1	1	—	—	—	—	—	3	4
TOTAL	3	—	—	—	2	—	3	1	3	6	—	12	11	19	30
More developed regions <sup>b</sup> .....	26	7	6	3	—	—	—	—	—	—	—	—	—	32	42
Less developed regions .....	—	—	—	—	4	—	14	10	7	25	1	53	26	91	114
TOTAL	26	7	6	3	4	—	14	10	7	25	1	53	26	98	156

Source: ESA/P/WP.55.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

<sup>b</sup> See chap. IX, table 19, foot-note c.

of communal sanitation, water supply, nutrition, housing and clothing.<sup>4</sup>

(c) As a corollary, the extent to which the constraints upon the reduction of distortions in the health sector, maintained by various groups, were being removed.

It is not within the terms of reference of the present report to include a detailed analysis of the extent to which the health and supporting programmes of each country were responsive to some or all of these factors. It is sufficient to state that there existed, among both the more developed and the less developed countries, substantial differences in this respect. Thus, the Governments of some of the wealthiest countries still did not have policies designed to ensure that adequate health status was achieved by the least privileged among their populations. Conversely, some of the poorest countries had implemented with considerable success policies designed to bring about a rapid improvement in the health of their populations.

Government policies with respect to intervention to modify morbidity and mortality have been discussed in chapter VIII in the context of the means whereby problems associated with population increase might be resolved. In cases in which population increase was considered to be too low, Governments viewed intervention in mortality as part of a demographic as well as a health policy, because it was explicitly considered that modification of the contribution made by mortality to natural increase was necessary to resolve problems associated with it.

In the Third Inquiry, Governments were asked to indicate a level of average life expectancy at birth in 1985 which they considered feasible to achieve given expected resources. The replies to this question constituted the only broadly compatible indication of the

<sup>4</sup> As recommended in paragraph 25 of the World Population Plan of Action.

specific aspirations of Governments. These targets are compared in table 22 with the levels projected by the United Nations for 1985. This table indicates that, among the 64 Governments replying to the Inquiry with respect to mortality and giving an estimate of level which could be reached in 1985, 43 Governments (67 per cent) gave estimates that were approximately equal to the United Nations projections, six gave lower estimates and 15 gave higher estimates. All of the latter 15 countries were in the less developed regions, and 13 of them had a life expectancy at birth of under 62 years in 1970-1974.<sup>5</sup>

*Implications of Governments' perceptions and policies for the implementation of the relevant recommendations of the World Population Plan of Action*

The World Population Plan of Action recommended as an explicit target that "countries with the highest mortality should aim by 1985 to have an expectation of life at birth of at least 50 years".<sup>6</sup> It also noted the extent to which an improvement would be necessary in Africa, Asia and Latin America if a world average of 62 years were to be achieved by 1985, and an average of 74 years were to be achieved in 2000. This level of 62 years has been adopted for the purpose of the present report as an implied general target beyond the 50-year minimum level.

<sup>5</sup> For countries for which an average life expectancy at birth of under 50 years in 1985 is anticipated in United Nations projections, grouped according to the estimate of this value provided by Governments, see annex table 62.

<sup>6</sup> The Plan also recommended a reduction of the rate of infant mortality to less than 120 per 1,000 live births. No attempt has been made in the present report to apply a similar type of analysis, as Governments were not asked in the Inquiry to indicate their estimates of the probability of achieving that goal.

TABLE 22. RELATIONSHIP BETWEEN AVERAGE EXPECTANCY OF LIFE AT BIRTH IN 1970-1974 AND IN 1985 ACCORDING TO UNITED NATIONS MEDIUM VARIANT PROJECTIONS AS ASSESSED IN 1973 AND ACCORDING TO ESTIMATES PROVIDED BY GOVERNMENTS IN THEIR REPLIES TO THE THIRD INQUIRY AMONG GOVERNMENTS ON POPULATION AND DEVELOPMENT, BY LEVEL OF DEVELOPMENT, JULY 1976

	Average expectancy at birth 1970-1974 (years)	Number of Governments that replied to the Inquiry							Number of Governments that did not reply to the Inquiry	Total number of Governments
		Replied to question concerning estimate of level that could be reached				Government estimate not provided	Did not reply to question	Total		
		Government estimate provided			Subtotal					
		Higher than United Nations projection <sup>a</sup>	Same as United Nations projection <sup>a</sup>	Lower than United Nations projection <sup>a</sup>						
More developed regions .....	70+	—	16	—	16	9	1	26	7	33
	62-69	—	5	2	7	1	—	8	1	9
	SUBTOTAL	—	21	2	23	10	1	34	8	42
Less developed regions .....	70+	—	1	—	1	1	—	2	2	4
	62-69	2	5	3	10	4	—	14	10	24
	60-61 <sup>b</sup>	1	—	—	1	1	—	2	5	7
	50-59	5	8	1	14	5	2	21	4	25
	Under 50	7	8	—	15	16	2	33	21	54
	SUBTOTAL	15	22	4	41	27	4	72	42	114
	TOTAL	15	43	6	64	37	5	106	50	156

Sources: ESA/P/WP.55, United Nations, *Demographic Yearbook, 1974* (United Nations publication, Sales No. E/F.75. XIII.1) and governmental statistics; replies of Governments to the Third Inquiry on Population and Development.

<sup>a</sup> Government's estimate is considered to be the same as United Nations projection when within same quinquennial class, higher when in higher quinquennial class, lower when in lower quinquennial class.

United Nations projections for 1985 derived by calculating arithmetic average of medium variant projections for 1980-1985 and 1985-1990 (see ESA/P/WP.55). For the 19 countries for which no separate projection was prepared (because population was very small), projections of adjacent countries expected to experience similar levels were used.

<sup>b</sup> See table 20, foot-note b.



Several methods of measuring the likelihood that these targets will be achieved are possible:

(a) By identification of the numbers of countries which, according to current United Nations population projections,<sup>7</sup> would have an average life expectancy respectively of under 50 years, 50-61 years and 62 years and over in 1985;<sup>8</sup> and

(b) By identification of the number of countries likely to achieve these levels on the basis of the targets which Governments have themselves adopted, where these are known to the United Nations Secretariat, or by virtue of the estimates available in the replies to the Third Inquiry among Governments on Population and Development.

The results of the first method can be used as a basis for comparison with those of the second and third methods. Table 23 shows the numbers of countries with a level of average life expectancy in 1975 and 1985 of less than 62 years, their total populations, and the proportion of the total world population that this population represents. The principal findings may be summarized as follows: in 1975 the populations of 54 countries with 1,264 million inhabitants (32 per cent of the world's total) had a life expectancy of under 50 years; by 1985 only 39 countries with 430 million inhabitants (only 9 per cent of the world's total) are expected to remain in this category. This improvement is more apparent than real, however, because, of the 15 countries that moved

from the category of 50 years and under in 1970-1974 to 50-61 years in 1980-1984, three (India, Indonesia and Pakistan) with very large populations (a total of 820 million in 1975, 1,056 million in 1985) were estimated to have in 1970-1974 an average life expectancy of 49.5, 47.5 and 49.8 years, respectively. Consequently, improvement need only be slight to result in exceeding the minimum of 50 years recommended by the World Population Plan of Action. With respect to the world average life expectancy of 62 years noted in the Plan, it will be noticed from table 23 that in 1975 86 countries with 2,692 million inhabitants (68 per cent of the world's total) had a life expectancy which was lower: by 1985 72 countries with 1,965 million inhabitants (40.8 per cent of the world's total) are expected to remain in this category.

If known Government targets and estimates are used in place of the United Nations projections, the situation appears only very slightly changed as regards the number of countries and the total population with an average life expectancy at birth of under 62 years in 1985. However, the effect upon the residual of countries with an average expectancy of life at birth of under 50 years would be greater, with the number of countries falling to 32 from the 39 identified on the basis of the United Nations projections, and the proportion of the total world population falling to 5.5 per cent from 8.9 per cent.<sup>9</sup>

TABLE 23. COUNTRIES AND TOTAL POPULATIONS WITH AN AVERAGE LIFE EXPECTANCY AT BIRTH OF UNDER 62 YEARS IN 1985, ACCORDING TO UNITED NATIONS MEDIUM VARIANT PROJECTIONS AS ASSESSED IN 1973

<i>Average life expectancy at birth</i>	<i>Estimated by the United Nations for 1970-1974</i>	<i>Projected by the United Nations for 1985 (medium variant)</i>	<i>Anticipated in 1985 on the basis of targets and estimates provided by Governments</i>
<b>Under 50 years</b>			
Number of countries .....	54	39	32
Population (millions) .....	1 264	430 <sup>a</sup>	267
Proportion of total world population (percentage)	31.9	8.9	5.5
<b>50-61 years</b>			
Number of countries .....	32	33	35
Population (millions) .....	1 428	1 535 <sup>b</sup>	1 647
Proportion of total world population (percentage)	36.0	31.9	34.2
<b>Total under 62 years</b>			
Number of countries .....	86	72	73
Population (millions) .....	2 692	1 965	1 914
Proportion of total world population (percentage)	67.9	40.8	39.7

Source: ESA/P/WP.55 and United Nations, *Demographic Yearbook, 1974*. (United Nations publication, Sales No. E/F.75.XIII.1).

<sup>a</sup> Excluding the population of Maldives and Sao Tome and Principe, for which projections were not prepared.

<sup>b</sup> Excluding the population of Oman, for which projections were not prepared.

## B. FERTILITY

In this section, information will be presented in two separate parts, the first dealing with individual fertility regulation, with associated aspects of family formation and the second with aggregate national fertility and its relationship with natural increase, again together with

associated aspects of family formation. Within the latter, the interrelationship between aggregate and individual fertility will be included. In each of the two parts information will be provided first with respect to Governments' perceptions and secondly with respect to their policies. Discussion will be preceded by a summary of

<sup>7</sup> Medium variant as assessed in 1973 (ESA/P/WP.55).

<sup>8</sup> In fact, on average, for the period 1980-1984. Therefore, 1985 levels can be expected to be slightly higher, the normal rate of increase assumed for most of the less developed countries being an additional 0.5 years of life expectancy per year.

<sup>9</sup> For countries for whose populations United Nations projections suggest levels of life expectancy at birth of under 50 years in 1985, listed by Governments' estimates of the likelihood of achieving levels of 50 years and over, see annex table 62.

the recommendations of the World Population Plan of Action, grouped according to the pattern of discussion outlined above.

*Recommendations of the World Population Plan of Action (paras. 27-43)*

*Individual fertility*<sup>10</sup>

The Plan recognized the variety that existed in individual fertility and specifically stated that it did not recommend "any world family-size norm". It recognized "the necessity of ensuring that all couples are able to achieve their desired number and spacing of children and the necessity of preparing the social and economic conditions to achieve that desire". It was recalled that the latter recommendation was consistent with "the Proclamation of the International Conference on Human Rights, the Declaration on Social Progress and Development, the relevant targets of the Second United Nations Development Decade and the other international instruments on the subject". The Plan made specific recommendations with respect to means whereby Governments might support the achievement of effective fertility regulation by individuals.

*Aggregate national fertility*

The Plan recognized "the variety of national goals with regard to fertility" and did not recommend "any world family-size norm". It invited those Governments which considered "their birth-rates detrimental to their national purposes...to consider setting quantitative goals and implementing policies that may lead to the attainment of such goals by 1985". However, it emphasized the fact that nothing within the Plan should "interfere with the sovereignty of any Government to adopt or not to adopt such quantitative goals". The Plan did not suggest that any particular value of the rate of aggregate fertility was either more or less appropriate to the achievement of national objectives, stating clearly that the matter could be assessed only within the context of each country's circumstances, and by exercise of the sovereignty of each Government. It noted, however, that the projections of future declines in rates of population growth were "consistent with declines in the birth-rate of the developing countries as a whole from the present level of 38 per thousand to 30 per thousand by 1985" and that to "achieve by 1985 these levels of fertility would require substantial national efforts, by those countries concerned, in the field of socio-economic development and population policies." Moreover, it recommended that "countries wishing to affect fertility levels give priority to implementing development programmes and educational and health strategies which, while contributing to economic growth and higher standards of living, have a decisive impact upon demographic trends, including

fertility". It listed a number of development goals, the achievement of which would have an "effect on the socio-economic context of reproductive decisions that tends to moderate fertility levels". Included in the list were the reduction of infant and child mortality, the full integration of women into the development process, the promotion of social justice, the promotion of wide educational opportunities, the elimination of child labour and child abuse and the establishment of an appropriate lower limit for age at marriage.

*Relationship between individual and aggregate fertility*

The Plan made several recommendations concerning the need to safeguard the rights of individuals with respect to their fertility when Governments considered that a change in aggregate fertility (that is, in the sum of individual fertility) was appropriate. Thus, it recommended that Governments, regardless of their overall demographic goals should respect and ensure "the rights of persons to determine, in a free, informed and responsible manner, the number and spacing of their children". Furthermore, Governments should seek to ensure "the continued possibility of variations in family size when a low fertility level has been established or is a policy objective". It recommended that when attempting to bring about changes in individual fertility behaviour among a sufficient proportion of the population to effect a desired change in aggregate national fertility Governments should make provision "in both their formal and non-formal educational programmes for informing their people of the consequences of existing or alternative fertility behaviour for the well-being of the family, for educational and psychological development of children and for the general welfare of society, so that an informed and responsible attitude to marriage and reproduction will be promoted". It noted also that family size might be affected by incentive and disincentive schemes, but that it was "essential that they should not violate human rights". While it was pointed out that social welfare programmes, such as the provision of family allowances and maternity benefits, might have a positive effect on fertility and might be strengthened when such an effect was desired, the Plan nevertheless recommended that such programmes "should not, in principle, be curtailed if the opposite effect on fertility is desired". Finally, Governments that desired to reduce their birth-rates were "invited to give particular consideration to the reduction of fertility at the extremes of female reproductive ages because of the salutary effects this may have on infant and maternal welfare".

*Governments' perceptions and policies regarding individual fertility*

*Governments' perceptions*

*Classification*

Four aspects of Governments' perceptions may be identified. They correspond to the areas of emphasis

<sup>10</sup> Individual fertility behaviour, and Governments' perceptions of its acceptability in both quantitative and qualitative aspects, in terms of the achievement of the individual's own goals, is separated in this report from considerations of the aggregate fertility at the national level, which results from the sum of individual fertility behaviour.

within the World Population Plan of Action which have been identified above. They are:

(a) Health aspects of fertility, particularly with respect to the health of the mother, and related aspects of family welfare;

(b) Human rights aspects of fertility, specifically with respect to the exercise by individuals of their right to decide freely and responsibly upon the timing of the births of their children and the completed size of their families;

(c) Social and socio-legal aspects of fertility, specifically with respect to the social and legal rights and obligations of parents, children and the family;

(d) The relationship between fertility and the status of women.

Because of the substantial variation in Governments' perceptions, and consequently in Governments' policies, the first two aspects will be examined together for countries grouped in each of the four categories of life expectancy. The third aspect will not be examined within this report because the information at present available to the Secretariat is not yet adequate for a global survey. The fourth aspect, that concerned with the relationship between fertility and the status of women, will be examined separately.

#### *The situation in the world as a whole as of July 1976*

*General aspects of differences in the nature of Governments' concern with health, welfare and human rights aspects of individual fertility.* Before proceeding to an examination of the situation in the world, the changes which have occurred during the period August 1974 to July 1976, and the extent to which the recommendations of the World Population Plan of Action have been implemented, it is necessary to review the differences which exist between countries at different levels of development, since the concerns, objectives, and types of intervention of Governments differ substantially with respect to individual (qualitative) aspects, as well as to aggregate (quantitative) aspects, of fertility.

In order to be able to measure the extent to which Governments have responded to different types of aggregate situation, it is necessary to explain the principal differences in individual fertility behaviour in the various groups of countries. This is because the policies that are appropriate to the support of effective individual fertility regulation in a developed country are unlikely to be the same as the ones that Governments of the least developed countries may be expected to adopt, given their entirely different general circumstances and their vastly different capability of intervention. In the more developed countries, the first requirement is to ensure that the necessary information on individual fertility regulation and the means for practising it are available, and to intervene more directly only with respect to certain minorities within the population that might not be able to regulate their fertility fully and effectively themselves. In the least developed countries, on the other hand, it may be more appropriate to intervene directly to reduce the constraints imposed by general morbidity and mortality upon the effective use of

traditional methods of fertility regulation and gradually to ensure the effective adoption of methods that are more appropriate to different societal conditions. In countries at an intermediate level of development Governments are more likely to be interested in closing as rapidly as possible the gap between those making effective use of modern methods of fertility regulation and those still using the traditional methods to good effect. The emphasis and approach in policy formulation are thus likely to differ, and in seeking to measure the extent to which Governments have responded to the recommendations of the World Population Plan of Action, it is not appropriate to adopt a single unqualified standard against which to measure their action in this area.

No statistical summary of Governments' perceptions with respect to individual fertility has been included because of the high degree of homogeneity among Governments at similar levels of development. For example, all Governments of countries in which morbidity and mortality constraints were still severe considered that the expansion of preventive health services, with emphasis upon maternal and child health services, was essential for that purpose. The difference among Governments related rather to their policies of including within such services the provision of information, guidance and means of fertility regulation.

*Countries in the less developed regions with high mortality levels.* The situation with respect to individual fertility in these countries may be described in very general terms as follows: the majority of the population attempted to regulate their fertility by the use of traditional means, which may have been relatively effective in the circumstances. A very small proportion of the population, predominantly resident in the metropolitan region and principal urban centres, and enjoying an income and socio-economic status within the highest category, may have effectively adopted modern methods, or have transferred traditional methods to an individual situation characterized in other respects by a modern technology and life style. A small proportion of the population, for the most part in the urban areas but also to a limited extent in rural areas, had found traditional methods to be less effective than formerly because of changing social and economic conditions: they had become aware of the existence of some modern methods and had perhaps even begun to use them. Because, however, they were insufficiently informed about such methods and because the methods were not readily accessible to them—and also because individual social and economic conditions precluded their proper use—fertility regulation by this group was not fully effective. Moreover, except for the small minority, morbidity and mortality constraints of the “undeveloped” type still controlled individual fertility, precluding in most cases the achievement of desired spacing and size of family; or if it was achieved it was only at a very high cost to most women in terms of recurrent pregnancies and continuous child-bearing and child-rearing.

In such circumstances effective intervention by Governments to support effective fertility regulation was reported to have had several objectives:

(a) The reduction of morbidity and mortality constraints;

(b) The provision of support for some safe traditional methods, until the effective diffusion of modern methods or an acceptable balance between traditional and modern methods had been achieved;

(c) The gradual diffusion of information and modern contraceptive materials that would be both effective and culturally acceptable.

The most effective means of achieving these objectives was stated by many Governments to be the fullest possible provision of basic health services and the inclusion within them of guidance and means of effective fertility regulation which combined traditional and modern methods. It must be emphasized that the objective of such policies was to improve the conditions of individual fertility: the relationship with policies which may seek to alter individual fertility in order to achieve different aggregate levels of fertility and natural increase will be examined below.

*Countries in the less developed regions with moderate mortality levels.* The general situation with respect to individual fertility in these countries may be described in very general terms as follows: the proportion of the population which effectively used modern methods, or used effectively a combination of traditional and modern methods, had increased, although it was still largely restricted to the principal urban centres. Although morbidity and mortality constraints upon individual fertility behaviour in the greater part of the rural areas remained strong, largely because of poor basic living conditions, some improvement had occurred in the reduction of endemic diseases responsible for a considerable proportion of maternal and infant morbidity and mortality, such as malaria. Health conditions were likely to have improved also within urban regions but may have been compensated, particularly in the larger urban centres, by an increased morbidity and mortality, which originated in the congested conditions resulting from an imbalance between in-migration and the provision of basic services.

In such circumstances Government intervention to support effective individual fertility regulation must make adjustments in the priorities attached to each of the three objectives discussed in relation to the least developed countries. In effect, the approach appropriate to the situation in those countries was to be applied within the least advanced regions of these more developed countries (which might still contain the majority of the population). In regions that had already experienced technological and organizational changes, it was felt that what was needed was more emphasis on assisting individuals to make the transition from traditional methods of fertility regulation.

*Countries in the less developed regions with moderately low mortality levels.* The proportion of the population using traditional means of fertility regulation because it was ignorant of, or out of the reach of, methods and means of modern fertility regulation, was considerably reduced, and largely located within relatively inaccessible and underdeveloped rural regions. The proportion effectively using modern methods of fertility regulation,

or effectively combining traditional and modern methods was likely to have increased substantially, so that the majority of the population in the larger urban areas, and in those more developed rural areas that had undergone the greatest degree of technological and organizational change, was likely to be included.

In such circumstances Governments were reported to be principally interested in providing support for the substantial numbers of people who were still in need of assistance in making the transition to the effective use of modern methods of fertility regulation within the circumstances of rapid social and economic change characteristic of this level of development. Thus, a high incidence of unwanted pregnancies, induced abortions, and unwanted births were all likely to remain problems. At the same time, the Government might, within certain regions, still consider it appropriate to concentrate its efforts upon the improvement of basic living conditions, the provision of maternal and child health services and similar types of programmes, which were of national significance in countries at a lower level of nation-wide technological and organizational development. Simultaneously, the areas that were of greatest concern in the most developed countries also required attention, namely the diffusion of means and proper information concerning individual fertility regulation, and the provision of services to support the needy and the disadvantaged.

*Countries in the more developed regions.* In such countries the majority of the population was able to regulate fertility effectively by using modern methods as well as a few of the traditional methods. Governmental concern was limited to ensuring the distribution of proper information and materials and to support for research. The proportion of the population requiring assistance and support in achieving fully effective fertility regulation was likely to be small, and those still subject to morbidity and mortality constraints upon their fertility were likely to be limited to the underprivileged groups within society. In such circumstances, government intervention was largely indirect and regulatory with respect to the behaviour of the majority of individuals, and supportive only with respect to a minority of relatively underprivileged.

#### *Comments on regional variation*

Because of the closeness of the relationship between the level of development and Governments' perceptions of problems associated with individual fertility, variety among the demographic statistical regions and areas of responsibility of the regional commissions reflected very closely the nature of the composition of countries' developmental levels in such areas. In addition, it appeared that non-developmental factors, notably cultural factors inherited from pre-modern situations, only had a limited influence by July 1976, in spite of its early greater significance.

#### *Changes in Governments' perceptions regarding individual fertility, August 1974–July 1976*

Changes in the broad view of the nature of the problem

included a significantly reduced association by Governments of individual fertility problems with problems associated with aggregate levels of fertility and natural increase. Changes accordingly involved a re-examination of the feasibility of intervention by means of strengthened and expanded public health services. Such changes may best be examined in respect to announced policies and will be discussed in the relevant section below.

#### *Governments' policies*

##### *Classification: distinction between "modern" and "effective" methods of fertility regulation*

In considering individual regulation of fertility, it is possible to distinguish on the one hand between methods that had been employed until recent decades, which may be termed "traditional" (abstinence, withdrawal, rhythm, traditional mechanical and chemical methods of contraception etc.), and "modern" methods (IUDs, oral and injectable contraceptives etc.) and, on the other hand, between methods that may be described as either "effective" or "ineffective" in prevailing societal circumstances. These two aspects are not always synonymous. Thus, within an appropriate societal context, individuals may be able to use modern methods effectively to regulate their fertility whereas in a different societal context use of this contraceptive technology may not result in effective fertility control. Conversely, in some societal contexts, the use of traditional methods (subject to a certain degree of technological improvement and only after a substantial reduction of morbidity and mortality constraints has been achieved) may result in an effective degree of fertility regulation.

In most countries, if the Government limits access to information, guidance and the materials for modern methods of fertility regulation, this also implies a limitation on their effective use and consequently on effective fertility regulation. This is because, for a significant proportion of the population, modern methods of fertility regulation are considered to be the most effective means and their non-availability means a reduction in effective regulation. However, in countries that are among the least developed, such limitation of access to modern methods is not likely to affect more than a very small minority. Consequently, by such limitation Governments are not necessarily limiting effective fertility regulation, for this can be achieved, within the societal context, by means of some of the essentially traditional methods, provided that they can be improved and particularly if maternal and child health services are provided to reduce the morbidity and mortality constraints upon fertility. Thus, if the Government of a country limits access to modern methods of fertility regulation, or at any rate does not support them, but nevertheless gives priority to the widespread diffusion of effective maternal and child health services, it cannot be said that it is in fact limiting the effective regulation of fertility within the particular societal context.

The following four categories of government policy regarding individual fertility behaviour have been adopted for the purposes of this report:

(a) The Government limits access to information, guidance and materials in respect of the methods of fertility regulation that would be most likely to enable individuals to regulate their fertility more effectively and help them achieve the desired timing of births and completed family size (category 1);

(b) The Government does not limit access to information, guidance and materials but provides no support—direct or indirect—for their dissemination (category 2);

(c) The Government provides indirect support for the dissemination of information, guidance and materials by subsidizing<sup>11</sup> the operating costs of organizations that are supporting such activities either outside the Governments' own services or at subnational levels of government (category 3);

(d) The Government provides direct support for the dissemination of information, guidance and materials within central public services intended to provide nation-wide coverage (category 4).

#### *The situation in the world as a whole as of July 1976*

*Distribution of Governments by category of policy regarding the effective regulation of fertility.* Table 24 shows that, of the 156 Governments covered by this report, 100 (64 per cent of the total) directly supported the widespread use of effective methods of fertility regulation by furnishing the information and means for such regulation within government services intended to provide national coverage; slightly less than 88 per cent of the total population of the world was resident within these countries.<sup>12</sup> A further 18 Governments (12 per cent of the total) provided support for the same purposes, but indirectly, instead of through the central government services, by subsidizing in various ways the provision of services either at lower levels of government (provincial, state or municipal, for example) or by public organizations enjoying government approval and support; slightly more than 8 per cent of the world's population was resident in these countries. In 23 countries Governments provided no support for the dissemination of information or materials for the effective regulation of fertility, but neither did they impose any limitations on such activities; 1 per cent of the world's population was resident in these countries. Only 15 Governments (10 per cent of the total), with slightly more than 3 per cent of the total population, actually limited the dissemination of information that would effectively increase the use of methods of fertility regulation.

A comparison of the pattern of distribution of Governments at each level of life expectancy among these four policy categories revealed deviations from the average. With respect to the proportion of Governments that provided, under their central services, guidance, information and the means of regulating fertility effectively (princi-

<sup>11</sup> By means of direct grants, permission to use facilities, reduction of taxes, assignment of special status etc.

<sup>12</sup> It is probable, however, that in many of the countries some percentage of the population has not yet adopted effective means of fertility regulation.

TABLE 24. POLICIES REGARDING THE EFFECTIVE ACCESS TO MODERN METHODS OF FERTILITY REGULATION, BY LEVEL OF LIFE EXPECTANCY AT BIRTH, JULY 1976<sup>a</sup>

	Access limited	Access not limited			Total
		No support provided	Indirect support provided	Direct support provided	
<i>Number of Governments and percentage of total in each category<sup>b</sup></i>					
More developed regions .....	7 (17)	2 (4)	7 (17)	26 (62)	42 (100)
Less developed regions					
Life expectancy at birth					
moderately high .....	1 (3)	6 (17)	4 (14)	24 (66)	35 (100)
Life expectancy at birth moderate .....	—	1 (4)	—	24 (96)	25 (100)
Life expectancy at birth low .....	7 (13)	14 (26)	7 (13)	26 (46)	54 (100)
TOTAL	8 (7)	21 (19)	11 (10)	74 (65)	114 (100)
GRAND TOTAL	15 (10)	23 (14)	18 (12)	100 (64)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category<sup>b</sup></i>					
More developed regions .....	76 (7)	0 (0)	161 (14)	894 (79)	1 131 (100)
Less developed regions					
Life expectancy at birth					
moderately high .....	2 (0)	3 (0)	113 (10)	1 027 (90)	1 146 (100)
Life expectancy at birth moderate .....	31 (8)	—	—	367 (92)	399 (100)
Life expectancy at birth low .....	11 (1)	48 (4)	48 (4)	1 146 (91)	1 253 (100)
TOTAL	45 (2)	51 (2)	161 (16)	2 540 (90)	2 798 (100)
GRAND TOTAL	121 (3)	51 (1)	322 (8)	3 434 (88)	3 929 (100)

<sup>a</sup> For countries in the more developed regions, see annex table 63; for those in the less developed regions, see annex tables 64-66.

<sup>b</sup> Percentages shown in parentheses.

#### Comments on regional variation

pally by using modern methods), the proportion was lowest (46 per cent) among Governments of countries with a low average life expectancy at birth. In contrast, almost all Governments in the next lowest category of specific level of average life expectancy provided information, guidance and means within their central services. The proportions for the second highest level of life expectancy and for the highest (in the more developed regions) were lower, at about two thirds of the total. Variation in the proportions of the total population in each of the categories followed a similar pattern, although the differences were not so great. Of the Governments that limited the effective use of modern methods of fertility regulation, the proportions were highest at both the lowest level of life expectancy—11 per cent—and the highest level—17 per cent. With respect to the relative importance of category 3—"indirect support"—and category 2—"no limitation but no support"—indirect support was most prevalent in the developed regions and least important in the less developed regions.

Table 25 shows that in 12 of the 25 demographic statistical regions, all Governments, either directly, under the central governments services, or indirectly, supported guidance activities and the distribution of information and materials for the effective regulation of fertility. In a further nine regions, the policies of over half the Governments fell into these two categories. In only four of the demographic statistical regions was the proportion of Governments providing this type of support as low as one third. With respect to the five areas of responsibility of the regional commissions, it is interesting to note that, while Asia and the Pacific had the highest proportion of Governments in those two categories (87 per cent), the proportion in Latin America was not much lower (85 per cent). Europe occupied an intermediate position (74 per cent), and Africa and Western Asia were lowest (64 and 58 per cent respectively). It should be pointed out, however, that although the latter proportions were lowest, they nevertheless represented more than half the total.

TABLE 25. POLICIES REGARDING THE EFFECTIVE USE OF MODERN METHODS OF FERTILITY REGULATION, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

	Access limited	Access not limited			Total
		No support provided	Indirect support provided	Direct support provided	
<i>(Number of Governments)</i>					
ECA area					
Eastern Africa .....	1	4	2	7	14
Middle Africa .....	3	2	1	2	8
Northern Africa .....	1	—	—	5	6
Southern Africa .....	—	—	—	4	4
Western Africa .....	—	6	4	6	16
TOTAL	5	12	7	24	48

TABLE 25. POLICIES REGARDING THE EFFECTIVE USE OF MODERN METHODS OF FERTILITY REGULATION, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup> (continued)  
(Number of Governments)

	Access limited	Access not limited			Total
		No support provided	Indirect support provided	Direct support provided	
ECWA area					
Western South Asia <sup>b</sup>	1	4	2	5	12
ECLA area					
Caribbean	—	—	1	7	8
Middle America	—	—	—	7	7
Temperate South America <sup>c</sup>	2	—	—	1	3
Tropical South America	—	2	1	6	9
TOTAL	2	2	2	21	27
ECE area					
Eastern Europe <sup>c</sup>	—	—	—	6	6
Northern Europe <sup>c</sup>	1	—	—	6	7
Southern Europe <sup>c</sup>	4	1	1	3	9
Western Europe <sup>c</sup>	—	1	5	3	9
Cyprus, Israel and Turkey	—	1	—	2	3
Northern America <sup>c</sup>	—	—	—	2	2
USSR <sup>c</sup>	—	—	—	3	3
TOTAL	5	3	6	25	39
ESCAP area					
China	—	—	—	1	1
Japan <sup>c</sup>	—	—	—	1	1
Other East Asia	—	—	—	3	3
Eastern South Asia	2	1	—	6	9
Middle South Asia	—	1	—	8	9
Australia and New Zealand <sup>c</sup>	—	—	1	1	2
Melanesia	—	—	—	1	1
Micronesia-Polynesia	—	—	—	4	4
TOTAL	2	2	1	25	30
More developed regions <sup>c</sup>	7	2	7	26	42
Less developed regions	8	21	11	74	114
TOTAL	15	23	18	100	156

<sup>a</sup> For the countries within each category, see annex table 67.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

<sup>c</sup> See chap. IX, table 19 foot-note c.

*Changes in Governments' policies regarding effective fertility regulation, August 1974-July 1976*

Table 26 indicates that 22 of the 156 Governments covered in this report changed their policies with respect to the provision of support for the effective regulation of fertility. The increases occurred in the two extreme categories, that in which access to effective methods was limited, and that in which access was directly supported. The number of Governments in these two categories increased by 25 and 16 per cent, respectively, during the period, resulting in a decrease in the

other two categories ("no limitation but no support" and "indirect support").

Of the 23 Governments that changed their policies, only three were in the more developed regions. The highest proportion of Governments that changed their policies, namely about one third, occurred in Tropical South America and Temperate South America, where a third of the Governments did so, and in Western Africa, Eastern South Asia and Western South Asia, where the proportion ranged from one fifth to one quarter. Changes of over 10 per cent occurred in Eastern Africa, Middle Africa, Northern Africa, Middle America,

TABLE 26. CHANGES IN POLICIES REGARDING THE EFFECTIVE USE OF MODERN METHODS OF FERTILITY REGULATION, AUGUST 1974-JULY 1976

Policies in August 1974	Policies in July 1976				Total
	Access limited	Access not limited			
		No support provided	Indirect support provided	Support provided	
		<i>Number of Governments</i>			
Access limited	12	—	—	—	12
Access not limited but no support provided	1 <sup>a</sup>	22	2 <sup>b</sup>	9 <sup>c</sup>	36
Access not limited and indirect support provided	1 <sup>d</sup>	—	16	7 <sup>e</sup>	22
Access not limited and direct support provided	1 <sup>f</sup>	1 <sup>g</sup>	—	84	86
TOTAL	15	23	18	100	156

TABLE 26. CHANGES IN POLICIES REGARDING THE EFFECTIVE USE OF MODERN METHODS OF FERTILITY REGULATION, AUGUST 1974-JULY 1976 (continued)

Policies in August 1974	Policies in July 1976				Total
	Access limited	Access not limited			
		No support provided	Indirect support provided	Support provided	
	Percentage				
No change as percentage of total in 1976 .....	80	96	88	84	85
Number of countries in 1976 as percentage of total in 1974 .....	125	64	82	116	—

<sup>a</sup> Saudi Arabia.

<sup>b</sup> Ethiopia, Italy.

<sup>c</sup> Bhutan, Bolivia, Congo, Liberia, Mozambique, Peru, Portugal, Sierra Leone, Yemen.

<sup>d</sup> Uruguay.

<sup>e</sup> Algeria, Honduras, Jordan, Mali, Nigeria, Seychelles, Venezuela.

<sup>f</sup> Lao People's Democratic Republic.

<sup>g</sup> Democratic Kampuchea.

Middle South Asia and Southern Europe. With respect to the areas of responsibility of the regional commissions, the greatest change occurred in that of West Asia (25 per cent of Governments), in Latin America and Africa (19 per cent), with smaller changes in Asia (10 per cent) and Europe (6 per cent).

*Governments' perceptions and policies regarding national fertility*<sup>13</sup>

*Governments' perceptions*

*Classification*

The classification used here is essentially the same as that for natural increase explained in chapter VIII. However, only two of the various steps in the system of classification used in that chapter have been retained in respect of fertility. The first step is identification of Governments' perceptions of the over-all acceptability of aggregate national fertility, divided among three categories: "satisfactory", "not satisfactory because too low" and "not satisfactory because too high". A second step in classification divides each of these categories according to the Governments' perception of the desirability of intervention to change or maintain rates. Thus, the

<sup>13</sup> For countries listed by region, see annex table 67.

two categories in which aggregate national rates were considered to be not satisfactory were subdivided according to whether intervention was considered to be desirable in consequence. The Governments in the category of over-all acceptability of aggregate fertility which considered the situation to be satisfactory were divided among those which nevertheless considered that intervention in support of maintaining rates at a satisfactory level was appropriate, and those which considered that no intervention of any kind was appropriate.

*Situation in the world as a whole as of July 1976*

*Distribution of Governments by category of perception of acceptability of levels of aggregate fertility.* Table 27 shows that 83 of the 156 Governments covered by this report considered that their aggregate rate of fertility was satisfactory, and that neither higher nor lower rates were appropriate. These Governments constituted 53 per cent of the total number of countries and included 35.7 per cent of the total population.<sup>14</sup> The Governments of 55 countries considered that current aggregate rates of fertility were not satisfactory because they were too high, and that lower rates were desirable. Although these Gov-

<sup>14</sup> That is, the total population of the 156 countries: the proportion of the total population of the world not included therein is less than 0.5 per cent.

TABLE 27. PERCEPTIONS OF THE ACCEPTABILITY OF NATIONAL FERTILITY AND OF THE DESIRABILITY OF INTERVENTION TO CHANGE IT, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

	Rates not satisfactory: too low		Rates satisfactory		Rates not satisfactory: too high		Total
	Intervention to raise rates appropriate and incentives and disincentives implemented to raise rates	No incentives or disincentives implemented	Intervention to change rates not appropriate		Intervention to lower rates appropriate and incentives and disincentives implemented to lower rates		
			Incentives and disincentives implemented to maintain rates	No incentives or disincentives implemented			
<i>Number of Governments and percentage of total in each category<sup>b</sup></i>							
More developed regions .....	10 (24)	1 (2)	10 (24)	20 (48)	1 ( 2)	—	42 (100)
Less developed regions .....	4 ( 4)	3 (3)	12 (11)	41 (36)	14 ( 13)	40 (35)	114 (100)
TOTAL	14 ( 9)	4 (3)	22 (14)	61 (39)	15 ( 10)	40 (26)	156 (100)
<i>Population in 1975 (millions) and percentage of total in each category</i>							
More developed regions .....	121 (11)	63 (6)	362 (32)	576 (51)	10 ( 0)	—	1131 (100)
Less developed regions .....	11 ( 0)	8 (0)	57 ( 2)	409 (15)	63 ( 2)	2 249 (80)	2798 (100)
TOTAL	132 ( 3)	71 (2)	419 (11)	985 (25)	73 ( 2)	2 249 (57)	3929 (100)

<sup>a</sup> See table 24, foot-note a.

<sup>b</sup> Percentages shown in parentheses.



ernments constituted 36 per cent of the total number of countries, they included 58.9 per cent of the total population. Conversely, the Governments of 18 countries, constituting 12 per cent of the total, but including only 5.4 per cent of the total population, held the view that the aggregate fertility of their populations was not satisfactory because it was too low, and that consequently higher rates were desirable. As expected, Governments in the more developed and the less developed regions differed in their perceptions. Thus, in the "satisfactory" category, the percentages were 72 in the more developed as against only 47 in the less developed regions. While only one Government (2 per cent) in the more developed regions found the fertility level "not satisfactory, too high", the corresponding number in the less developed regions was 54 (47 per cent). Finally, 26 per cent of the Governments in the more developed regions were in the "not satisfactory, too low" category compared to only 7 per cent in the less developed regions.

*Distribution of Governments by category of perception of desirability of intervention to change levels of aggregate fertility.* Table 27 shows that not all of the 18 Governments which viewed aggregate fertility rates as being too low considered that intervention to raise rates was appropriate: only 14 did so, while four did not.<sup>15</sup> In a similar manner, not all of the 55 Governments which believed that rates of aggregate fertility were too high considered that intervention to lower rates was appropriate: although 40 did so, 15 did not.<sup>16</sup> In some cases this reflected the view that, as aggregate fertility was in any case rapidly declining, and as the issue of governmental intervention in this aspect was socially and politically sensitive, the most appropriate policy was to take no action in the matter. In other cases Governments considered that intervention was not feasible, given the existing access to public health services, levels of education, and extent of change in the attitudes of the great majority of the population with respect to fertility. However, a number of these Governments were in July 1976 actively considering the implementation of pilot programmes in family planning and associated programmes of education designed to persuade couples to limit the size of the completed family, designed to contribute to an early decline in aggregate fertility. Among the 83 Governments which considered that aggregate fertility rates were satisfactory, 22 nevertheless held the view that incentives and disincentives that had formerly been introduced in order to raise fertility rates should be maintained in order to prevent a reversion to the previous downward trends in fertility. The remaining 61 Governments considered that no intervention in any form was necessary.

Thus, almost as many Governments (36) were either attempting to increase aggregate fertility, or to maintain it at levels higher than might otherwise have been the

case, as were attempting to reduce fertility (40). However, the former group included only 14 per cent of the world's population, and were divided almost evenly between the more developed and the less developed regions, whereas the latter group included 57 per cent of the world's population, and were all within the less developed regions (where they constituted 80 per cent of the total population).

*Relationship between Governments' perceptions of national fertility and perceptions of natural increase.* Aggregate national fertility is the sum of individual fertility behaviour: if problems are identified as being associated with individual fertility (that is, active as a constraint on the achievement of individual objectives and aspirations) for a sufficiently high proportion of the population, then levels of aggregate national fertility may be considered unsatisfactory in that they represent a constraint upon the achievement of those objectives of national development relating directly and immediately to the health and welfare of the individual and of the family. But, in addition, as aggregate national fertility is a determinant of natural increase, and if natural increase itself is perceived on balance to contribute positively to the achievement of national objectives, then, in turn, aggregate fertility is usually considered also to be satisfactory, and the problems affecting individuals in respect of their fertility behaviour, whatever the proportion of the population involved, are viewed as health or welfare and not population problems. Conversely, if Governments are of the opinion that, on balance, natural increase acts as a constraint upon the achievement of national objectives, then the fertility determinant of natural increase is usually considered to be unsatisfactory, and either higher or lower rates of aggregate fertility may consequently be desirable. However, it has been seen in chapter viii that when it was considered necessary to adopt policies designed to resolve problems to which natural increase had contributed, it was not always the case that intervention to modify natural increase itself was considered most appropriate. Many Governments held the view that adjustment of spatial distribution and of technological and organizational aspects of societal structure was more appropriate, and sufficient in itself to resolve the problem. Moreover, in some cases Governments considered that intervention to adjust mortality, but not fertility, was the most appropriate response if natural increase rates were themselves to be changed. Thus, whereas in all cases when a Government characterized current natural increase as being not satisfactory, aggregate fertility was also so characterized, intervention to modify aggregate fertility was not always considered appropriate. Moreover, in certain countries, aggregate fertility could be considered unsatisfactory because of the sum of individual problems of individual fertility, although no problem was felt to be directly associated with the consequent rate of natural increase.

Table 28 shows the distribution of Governments by their perceptions of both aggregate national fertility and current natural increase.<sup>17</sup> The relationships were in gen-

<sup>15</sup> The Governments of the Central African Empire, Equatorial Guinea, the Federal Republic of Germany and the United Republic of Cameroon.

<sup>16</sup> The Governments of Afghanistan, Bahrain, Chile, the Comoros, Costa Rica, Ecuador, Guatemala, Jordan, Liberia, Madagascar, Nicaragua, Panama, Rwanda, Senegal and Sierra Leone.

<sup>17</sup> For countries and categories of policy with respect to the provision of support for effective individual fertility regulation, see annex tables 63-66.

TABLE 28. RELATIONSHIPS BETWEEN GOVERNMENTS' PERCEPTIONS OF AGGREGATE NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, JULY 1976<sup>a</sup>  
(Number of Governments)

<i>Perceptions of the acceptability of national fertility and desirability of intervention</i>	<i>Governments' perceptions of the impact of natural increase as a constraint on development, and the desirability of intervention</i>							<i>Total</i>
	<i>Rates too low</i>		<i>Rates neither too low nor too high</i>			<i>Rates too high</i>		
	<i>Impact of constraints</i>					<i>Impact of constraints</i>		
	<i>Predominant (A)</i>	<i>Significant (B)</i>	<i>Minor (C)</i>	<i>No constraints</i>	<i>Minor (C)</i>	<i>Significant (B)</i>	<i>Predominant (A)</i>	
	<i>Higher rates desirable</i>	<i>Some support appropriate (2)</i>	<i>No intervention appropriate (3)</i>	<i>No change in rates desirable (4)</i>	<i>Some support appropriate (6)</i>	<i>Full intervention appropriate (7)</i>		
<i>Rates not satisfactory; too low</i>								
I. Intervention to raise rates appropriate; incentives and disincentives implemented with this object .....	13	1						14
II. Intervention to change rates not appropriate; no incentives or disincentives implemented .....	3	1						4
<i>Rates satisfactory</i>								
III. Intervention to change rates not appropriate; but incentives and disincentives implemented to maintain rates .....	10	5	1	5	1			22
IV. Intervention to change rates not appropriate; no incentives or disincentives implemented .....	1	3	6	18	32	1		61
<i>Rates not satisfactory; too high</i>								
V. Intervention to change rates not appropriate; no incentives or disincentives implemented .....				1	5	9		15
VI. Intervention to lower rates appropriate; incentives and disincentives implemented with this object .....					1		39	40
TOTAL	27	10	7	24	39	10	39	156

<sup>a</sup> See table 24, foot-note a.

eral as might be expected, with certain exceptions determined by special circumstances. The table indicates that all of the 18 Governments which considered that higher aggregate fertility was desirable also held the view that higher rates of natural increase were desirable. However, of the 55 Governments which considered that lower aggregate fertility was desirable, only 48 were of the opinion that lower natural increase was also desirable; the remaining seven Governments did not think that any change in natural increase was desirable. In the case of four Governments (Bahrain, Chile, Jordan and Panama), lower aggregate fertility was considered desirable largely because of the high incidence of problems associated with individual fertility: for these countries, the objective of fertility reduction was to contribute directly to the improved health and welfare of individuals, and not specifically to the achievement of largely unrelated objectives by means of consequent change in natural increase. In the case of three Governments (Afghanistan, Honduras and Rwanda), this view was supplemented by the consideration that a decline in fertility would compensate approximately for the decline in mortality and thereby would contribute to the maintenance of levels of natural increase at their current levels, which were not considered to be unsatisfactory.

Of the 83 Governments which held the view that current levels of national aggregate fertility were satisfactory, the Governments of only 63 considered that no

change in natural increase was desirable. One Government (Chile) considered that lower rates of natural increase were desirable. The Governments of 19 countries which were of the opinion that higher rates of natural increase were desirable but considered national aggregate fertility to be satisfactory included 15 Governments which were nevertheless continuing to implement measures whose effect was to maintain fertility at its current satisfactory level (in the face of its possible decline if this were not done). The Governments of three other countries considered that intervention to reduce mortality was the most appropriate means of achieving the desired higher natural increase.<sup>18</sup>

Annex tables 63-66 show that, of the 37 Governments that viewed higher rates of natural increase as being desirable, the 14 that perceived higher rates of aggregate national fertility to be desirable also held the view that intervention was desirable to achieve those higher rates (and had adopted policies to that end).<sup>19</sup> The 15 Governments which considered that currently satisfactory fertility levels should be actively maintained had all adopted

<sup>18</sup> The remaining Government, that of the Holy See, occupies an anomalous position because of the unusual nature of its population.

<sup>19</sup> With respect to aggregate national fertility, all perceptions of desirability of intervention or maintenance are translated into adopted policies that have such an object. That is, there are no Governments which perceive that intervention is desirable but which have not actually intervened.

appropriate policies. However, four Governments that considered higher levels of aggregate national fertility (and higher rates of natural increase) to be desirable did not consider intervention to change fertility to be appropriate. The Government of one country (the Federal Republic of Germany), perceived that intervention to modify fertility was precluded by the country's constitution, while the Governments of the Central African Empire, Equatorial Guinea and the United Republic of Cameroon considered that, although intervention to modify morbidity and mortality was appropriate at that time, action on fertility was not.<sup>20</sup>

In the case of the 70 Governments which considered that no intervention to modify natural increase was desirable, 63 also considered that intervention to modify aggregate national fertility was undesirable. However, seven Governments considered that intervention to maintain fertility at currently satisfactory levels was appropriate.<sup>21</sup> The Government of Honduras considered that it was appropriate to intervene to lower aggregate national fertility, in compensation for a decline in mortality, in order to maintain current natural increase at appropriate levels. Of the 49 Governments which considered that lower rates of natural increase were desirable, the Governments of 10 countries considered that no intervention to modify aggregate national fertility was appropriate, although only one of them (New Zealand) characterized it as satisfactory. Included were the Governments of New Zealand, for the reasons mentioned previously, and Costa Rica, which considered intervention unnecessary because of the rapid decline in

fertility that was spontaneously induced. The remaining Governments considered that intervention was not yet feasible, although desirable.<sup>22</sup>

#### Comments on regional variation

Table 29 indicates that in 16 of the 25 demographic statistical regions, none of the constituent Governments considered that rates of aggregate fertility were too low. Only in three of the remaining nine was the proportion higher than half (Middle Africa, Temperate South America and Western Europe). With respect to the areas of responsibility of the regional commissions, the highest proportion holding the view that aggregate fertility was too low was that of Europe, with 26 per cent, while three others had small proportions (Africa, 10 per cent; Latin America, 7 per cent; and Asia and the Pacific, 3 per cent). No Government in Western Asia held that view. In 10 of the 25 demographic statistical regions, none of the constituent Governments considered that aggregate national fertility was too high. However, in four of them (Southern Africa, Middle America, China and Melanesia) all Governments, and in six other regions over half of the Governments, had done so. With respect to the areas of responsibility of the regional commissions, proportions were highest in Asia and the Pacific (60 per cent) and in Latin America (59 per cent), and were at intermediate levels in Africa (38 per cent) and Western Asia (17 per cent). The proportion was smallest in Europe (3 per cent). It is noteworthy that the proportion in Latin America was as high as that in Asia and the Pacific, and that one third of the Governments in Africa had adopted that perception.

<sup>20</sup> However, such action results in a reduction in sterility and subfertility, and is included as a form of fertility intervention in the discussion on policies to promote natural increase.

<sup>21</sup> Albania, Czechoslovakia, Hungary, Iraq, Poland, Romania and Yugoslavia.

<sup>22</sup> Comoros, Ecuador, Guatemala, Liberia, Madagascar, Nicaragua, Senegal, Sierra Leone.

TABLE 29. PERCEPTIONS OF THE ACCEPTABILITY OF NATIONAL FERTILITY AND DESIRABILITY OF INTERVENTION TO CHANGE IT, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>  
(Number of Governments)

	Categories of Governments' perceptions						Total
	Rates not satisfactory: too low		Rates satisfactory		Rates not satisfactory: too high		
	Intervention to raise rates appropriate	Intervention to raise rates not appropriate	Current levels directly supported	No support provided	Intervention to lower rates not appropriate	Intervention to lower rates appropriate	
<b>ECA area</b>							
Eastern Africa .....	—	—	1	6	3	4	14
Middle Africa .....	1	3	—	4	—	—	8
Northern Africa .....	1	—	—	2	—	3	6
Southern Africa .....	—	—	—	—	—	4	4
Western Africa .....	—	—	1	11	3	1	16
TOTAL	2	3	2	23	6	12	48
<b>ECWA area</b>							
Western South Asia <sup>b</sup> .....	—	—	6	4	2	—	12
<b>ECLA area</b>							
Caribbean .....	—	—	—	2	—	6	8
Middle America .....	—	—	—	—	4	3	7
Temperate South America .....	2	—	—	—	1	—	3
Tropical South America .....	—	—	—	7	1	1	9
TOTAL	2	—	—	9	6	10	27

TABLE 29. PERCEPTIONS OF THE ACCEPTABILITY OF NATIONAL FERTILITY AND DESIRABILITY OF INTERVENTION TO CHANGE IT, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup> (continued)  
(Number of Governments)

	Categories of Governments' perceptions						Total
	Rates not satisfactory: too low		Rates satisfactory		Rates not satisfactory: too high		
	Intervention to raise rates appropriate	Intervention to raise rates not appropriate	Intervention to change rates not appropriate		Intervention to lower rates not appropriate	Intervention to lower rates appropriate	
			Current levels directly supported	No support provided			
<b>ECE area</b>							
Eastern Europe <sup>c</sup> .....	2	—	4	—	—	—	6
Northern Europe <sup>c</sup> .....	1	—	1	5	—	—	7
Southern Europe <sup>c</sup> .....	1	—	2	6	—	—	9
Western Europe <sup>c</sup> .....	4	1	—	4	—	—	9
Cyprus, Israel, Turkey .....	1	—	—	1	—	1	3
Northern America <sup>c</sup> .....	—	—	—	2	—	—	2
USSR <sup>c</sup> .....	—	—	3	—	—	—	3
<b>TOTAL</b>	<b>9</b>	<b>1</b>	<b>10</b>	<b>18</b>	<b>—</b>	<b>1</b>	<b>39</b>
<b>ESCAP area</b>							
China .....	—	—	—	—	—	1	1
Japan <sup>c</sup> .....	—	—	—	1	—	—	1
Other East Asia .....	—	—	2	—	—	1	3
Eastern South Asia .....	1	—	1	2	—	5	9
Middle South Asia <sup>c</sup> .....	—	—	—	2	1	6	9
Australia and New Zealand .....	—	—	—	2	—	—	2
Melanesia .....	—	—	—	—	—	1	1
Micronesia-Polynesia .....	—	—	1	—	—	3	4
<b>TOTAL</b>	<b>1</b>	<b>—</b>	<b>4</b>	<b>7</b>	<b>1</b>	<b>17</b>	<b>30</b>
More developed regions <sup>c</sup> .....	10	1	10	20	1	—	42
Less developed regions .....	4	3	12	41	14	40	114
<b>TOTAL</b>	<b>14</b>	<b>4</b>	<b>22</b>	<b>61</b>	<b>15</b>	<b>40</b>	<b>156</b>

<sup>a</sup>For countries within each category, see annex table 67.

<sup>b</sup>Excluding Cyprus, Israel and Turkey.

<sup>c</sup>See chap. ix, table 19, foot-note c.

### *Changes in Governments' perceptions regarding national fertility during the period August 1974–July 1976*

During this period, the Governments of 23 countries (15 per cent of the total) changed their views about the acceptability of aggregate fertility. These included seven in the more developed regions and 16 in the less developed regions. Changes among categories were similar in pattern to those which have been described in chapter VIII with respect to changes in Governments' perceptions of the over-all acceptability of current natural increase. Three Governments (Iraq, Finland and Uruguay) moved toward a stronger perception that current fertility was too low and that intervention to raise rates was desirable, but four Governments (Czechoslovakia, Hungary, Poland and Portugal) moved away from such a position towards the view that rates were satisfactory, although in some cases requiring continued support. Most changes represented a move from the perception category in which rates were felt to be satisfactory to the two categories in which lower rates were considered desirable: this involved the Governments of 13 countries, all within less developed regions. In the case of three Governments, the move was towards the category in which intervention to lower rates was considered appropriate (Honduras, Papua New Guinea and Seychelles). In 10 cases the change was to a percep-

tion that, although lower rates were desirable, intervention was nevertheless not desirable. In some of these countries Governments had previously identified problems arising from high aggregate levels of fertility but had not explicitly characterized them as being "too high" (Afghanistan, Jordan, Liberia, Madagascar, Panama and Rwanda) while in four countries concern with aggregate levels of fertility (as distinct from the sum of problems relating to individual fertility) had not been previously expressed (Ecuador, Nicaragua, Senegal and Sierra Leone).<sup>23</sup>

Finally, three Governments had shifted away from identifying aggregate fertility as being too high and consequently requiring intervention towards the perception of a less serious and more satisfactory situation (Chile, Lao People's Democratic Republic and Singapore). Singapore appeared to be the first of the countries in regions classified as less developed to have implemented its programmes designed to reduce aggregate fertility so successfully that these were considered

<sup>23</sup> Certain departments of Government and some private organizations had expressed such concern. The categories of the spread of concern from small groups of interested citizens to certain Government departments, and thereafter to the central Government itself, appear in most countries, but have not been analysed in this report. It is also possible that the specific format of the questionnaire used in the Inquiry acted as a catalyst in this respect. If the question had been asked specifically in August 1974, the answer at that date might also have been that rates were "not satisfactory because they are too high".

in July 1976 to be satisfactory and the maintenance of certain of the measures was considered to be primarily concerned with individual health and family welfare.<sup>24</sup>

### *Governments' policies*

#### *Classification*

The classification used for presenting information on Governments' policies with respect to aggregate national fertility is simple. Governments may either not intervene at all or may intervene by adopting and implementing policies designed either to change aggregate fertility or to maintain it at a level that might otherwise be susceptible to change. In this respect it must be noted that intervention to modify individual fertility may in certain circumstances have so great an effect upon aggregate fertility that a significant change in the Government's perception of its over-all acceptability may result. Moreover, other governmental policies directed at various aspects of the societal context without the intention of influencing fertility, may have a similar result.

Policies designed for the purpose of intervening in aggregate fertility consist of sets of measures that combine both incentives for individuals to modify fertility behaviour in the desired direction and disincentives to any change in fertility behaviour in an undesired direction. The specific sets of incentives and disincentives implemented by Governments that have adopted such policies are of very considerable variety, and will not be discussed in detail. It must be emphasized strongly, however, that these measures have to be distinguished from measures related to improvement in the effectiveness of individuals' control of their own fertility. The relationships between the two will be discussed below.<sup>25</sup>

#### *The situation in the world as a whole, as of July 1976*

*Governments' policies regarding national fertility.* All of the Governments which considered that intervention was appropriate (either to change or to support fertility) had in fact adopted policies and implemented programmes to those ends. The distribution of Governments by their perception of the desirability of intervention in aggregate fertility is shown in table 27. Thus, the Governments of 40 countries, all in the less

<sup>24</sup> This is the reverse of the situation for Czechoslovakia, Hungary and Romania, which considered that the measures formerly introduced to achieve a deceleration or reversal in the trend towards lower fertility had been so successful that those aggregate levels of fertility were now considered satisfactory, although measures were retained with the principal purpose of ensuring individual health and family welfare, with the simultaneous purpose of preventing a relapse into what appeared to be the general trend towards lower fertility both among countries in more developed regions, and also among those within less developed regions where current rates remained higher, but were declining very rapidly.

<sup>25</sup> The provision of incentives may include, of course, incentives to use more effective means of contraception, where the result would contribute to desired aggregate fertility trends. In almost all instances this purpose is entirely consonant with that of achieving better health and welfare. However, some Governments noted that an inconsidered and too hasty diffusion of contraceptive use in certain conditions might even cause ill-health and reduce over-all welfare.

developed regions, were intervening to lower rates of aggregate fertility. They constituted 26 per cent of all countries but 35 per cent of the total in the less developed regions. Their populations constituted 57 per cent of the total, but 80 per cent of the population in less developed regions. Fourteen Governments (9 per cent of the total, but with only 4 per cent of the total population) had adopted policies whose objective was to raise levels of aggregate fertility. In addition, 22 Governments were intervening to maintain rates at satisfactory levels and to prevent levels from becoming too low.

*Relationship between Governments' policies regarding national fertility and policies adopted to resolve problems associated with natural increase.* Almost all of the Governments that had adopted policies of changing aggregate national fertility had done so in order to contribute to change in natural increase, the two exceptions being countries where special circumstances affected the Governments' policy behaviour. In addition, almost all of the Governments that were intervening to maintain aggregate fertility at its current satisfactory rates in the face of possible undesirable changes had the same object of contributing to an improvement in natural increase. Conversely, a high proportion of Governments that did not intervene in aggregate national fertility considered that natural increase was satisfactory. However, a significant minority of the Governments that found natural increase to be unsatisfactory, or changes in rates to be appropriate, considered it neither appropriate nor feasible to intervene in aggregate fertility as a means of helping to improve the situation.

*Relationship between Governments' policies regarding the effective use of modern methods of fertility regulation and policies with respect to national fertility.*<sup>26</sup> It must again be strongly emphasized that these two sets of policies should be carefully distinguished. Although in certain circumstances their goals may be mutually supportive, or at least not contradictory, the circumstances of the relationship vary among countries, and are dependent upon national circumstances and priorities. Some discussion has already been included in the relevant sections of chapter VIII; it is sufficient at this point to state that the great majority of Governments considered that the objective of policies concerned with the effective regulation by individuals of their fertility constituted a response to a basic human right, and could not, therefore, be given up even if they resulted in aggregate trends which contributed in an undesirable manner to natural increase.

Notwithstanding this potential variety in relationship, table 30 shows that some degree of positive correlation existed between policies concerned with support for the effective use of modern methods of fertility regulation on the one hand, and policies concerned with aggregate national fertility on the other hand. Thus, each of the 40 Governments that had adopted policies of intervention to achieve lower rates of aggregate national fertility had also adopted policies of direct support for the effective use of modern methods of fertility regulation. None of

<sup>26</sup> For countries listed by region, see annex table 67.

TABLE 30. POLICIES WITH REGARD TO THE EFFECTIVE USE OF MODERN METHODS OF FERTILITY REGULATION AND POLICIES WITH RESPECT TO INTERVENTION TO INDUCE CHANGES IN LEVELS OF NATIONAL FERTILITY, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

	<i>Incentives and disincentives implemented</i>																		<i>Total</i>		
	<i>To raise fertility</i>				<i>To maintain fertility</i>				<i>To lower fertility</i>				<i>Neither incentives nor disincentives implemented</i>				<i>Totals</i>				
	<i>Use not limited</i>				<i>Use not limited</i>				<i>Use not limited</i>				<i>Use not limited</i>				<i>Use not limited</i>				
	<i>Use limited</i>	<i>But no support provided</i>	<i>And indirect support provided</i>	<i>And direct support provided</i>	<i>Use limited</i>	<i>But no support provided</i>	<i>And indirect support provided</i>	<i>And direct support provided</i>	<i>Use limited</i>	<i>But no support provided</i>	<i>And indirect support provided</i>	<i>And direct support provided</i>	<i>Use limited</i>	<i>But no support provided</i>	<i>And indirect support provided</i>	<i>And direct support provided</i>	<i>Use limited</i>	<i>But no support provided</i>		<i>And indirect support provided</i>	<i>And direct support provided</i>
	<i>Number of Governments</i>																				
More developed regions .....	3	1	1	5	1	—	—	9	—	—	—	—	3	1	6	12	7	2	7	26	42
Less developed regions .....	3	—	1	—	2	5	—	4	—	—	—	40	3	16	11	29	8	21	11	74	114
TOTAL	6	1	1	6	3	5	—	13	—	—	—	40	6	17	17	41	15	23	18	100	156
	<i>Percentage of total in each category of policy</i>																				
More developed regions .....	43	50	14	19	14	—	—	35	—	—	—	—	43	50	86	46	100	100	100	100	
Less developed regions .....	37	—	—	1	25	24	—	5	—	—	—	54	37	76	100	39	100	100	100	100	
TOTAL	40	4	6	6	20	22	—	13	—	—	—	40	40	74	94	41	100	100	100	100	

these Governments limited accessibility. Conversely, a significant proportion of the Governments which considered that higher rates of national aggregate fertility were desirable limited accessibility to modern methods, or at least were not supporting their effective use. Nevertheless, in spite of the existence of these close relationships, it is to be noted that of the 14 Governments that were intervening to raise aggregate national fertility, as many supported effective accessibility as limited it. Two thirds of the Governments which considered that aggregate national fertility was satisfactory also intervened to provide direct or indirect support to effective individual fertility regulation.

#### Comments on regional variation

Table 31 shows that in 12 of the 25 demographic statistical regions less than half of the constituent Governments provided incentives or disincentives in order either

to change or to maintain fertility: in six regions less than a quarter of the Governments were so engaged. In a further six regions, between three quarters and two thirds of the Governments were providing either incentives or disincentives for that purpose, and in seven regions all Governments were so engaged. With respect to the areas of responsibility of the five regional commissions, it is noteworthy that Asia and the Pacific had the highest proportion of constituent Governments engaged in providing incentives and disincentives to either change or maintain fertility (including those designed to raise rates and those designed to lower rates). Europe (51 per cent), Western Asia (50 per cent) and Latin America (44 per cent) had intermediate proportions, and the lowest proportion was in Africa (33 per cent). These different proportions reflect not only the regional variety in perceived problems, but the added factor of variety in the over-all societal conditions which act as constraints upon effective Governmental intervention.

TABLE 31. POLICIES WITH REGARD TO INTERVENTION TO INDUCE CHANGES IN LEVELS OF NATIONAL FERTILITY BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

	Number of Governments providing incentives and disincentives in order to achieve rates which differ from those that might otherwise occur			Number of Governments providing no incentives and no disincentives	Total
	To raise fertility	To maintain fertility in face of a possible decline	To lower fertility		
<b>ECA area</b>					
Eastern Africa .....	—	1	4	9	14
Middle Africa .....	1	—	—	7	8
Northern Africa .....	1	—	3	2	6
Southern Africa .....	—	—	4	—	4
Western Africa .....	—	1	1	14	16
TOTAL	2	2	12	32	48
<b>ECWA area</b>					
Western South Asia <sup>b</sup> .....	—	6	—	6	12
<b>ECLA area</b>					
Caribbean .....	—	—	6	2	8
Middle America .....	—	—	3	4	7
Temperate South America <sup>c</sup> .....	2	—	—	1	3
Tropical South America .....	—	—	1	8	9
TOTAL	2	—	10	15	27
<b>ECE area</b>					
Eastern Europe <sup>c</sup> .....	2	4	—	—	6
Northern Europe <sup>c</sup> .....	1	1	—	5	7
Southern Europe <sup>c</sup> .....	1	2	—	6	9
Western Europe <sup>c</sup> .....	4	—	—	5	9
Cyprus, Israel and Turkey .....	1	—	1	1	3
Northern America <sup>c</sup> .....	—	—	—	2	2
USSR <sup>c</sup> .....	—	3	—	—	3
TOTAL	9	10	1	19	39
<b>ESCAP area</b>					
China .....	—	—	1	—	1
Japan <sup>c</sup> .....	—	—	—	1	1
Other East Asia .....	—	2	1	—	3
Eastern South Asia .....	1	1	5	2	9
Middle South Asia .....	—	—	6	3	9
Australia and New Zealand <sup>c</sup> .....	—	—	—	2	2
Melanesia .....	—	—	1	—	1
Micronesia-Polynesia .....	—	1	3	—	4
TOTAL	1	4	17	8	30
More developed regions <sup>c</sup> .....	10	10	—	22	42
Less developed regions .....	4	12	40	58	114
TOTAL	14	22	40	80	156

<sup>a</sup> For the countries in each category, see annex table 67.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

<sup>c</sup> See chap. IX, table 19, foot-note c.

The changes that took place in Governments' policies during the period 1974–1976 were the same as those that occurred in Governments' perceptions with respect to aggregate fertility, as changes in perception were translated rapidly into a policy position (although this did not in every case result in immediate implementation).

*Implications of the situation for the effective implementation of the World Population Plan of Action*

The perceptions and policies adopted and formulated by Governments with respect to aggregate national fertility do not appear to be in any way contrary to the recommendations of the World Population Plan of Action, in part because these were framed after careful consideration of the variety in prevailing conditions and the sovereignty of countries in the determination of their own perceptions and policies. Problems remained, however, with respect to policies concerning individual fertility, and particularly concerning the relationships of policies designed to change simultaneously individual and aggregate fertility. The Plan emphasized the fact that effective control of fertility was a basic human right, although it did not specify by what technology such effective control was to be achieved. Moreover it was clear in its emphasis that what constituted acceptable fertility regulation was a matter of free choice by individuals and societies. Nevertheless, it appears that in certain cases Governments' policies may limit the exercise of effective control by some proportion of their populations, and that, moreover, such policies may be related, at least indirectly, to a desire to achieve the Governments' objectives with respect to changing aggregate fertility. Of the 15 Governments which limited effective use of modern methods of fertility regulation, six considered that higher rates of fertility were desirable. Of the 28 Governments which, while not limiting effective use, nevertheless did not support improvement in the diffusion of information, provision of guidance and distribution of means, four considered that higher rates—and three that lower rates—of national aggregate fertility were desirable. Although it has been emphasized that in certain circumstances the limitation of access to modern methods does not imply a limitation of individual rights to effective fertility regulation, it appears to be the case that in some countries effective fertility regulation by a substantial proportion of their populations was so limited as a result of governmental action. If this was true, then it was not in harmony with the recommendations of the World Population Plan of Action. In some of these countries Governments were supporting the use of improved traditional methods, and the removal of limitations upon modern methods would involve difficult political decisions. In this respect, the dilemma of choosing between internationally recognized individual human rights and collective rights to the maintenance of culturally and morally preferred behaviour had not yet been resolved.

In this section, information will be presented on Governments' perceptions of the acceptability of the present spatial distribution of population, of the process of its redistribution by means of internal migration, and implicitly, therefore, perception of the acceptability of probable future patterns. Information will also be presented on Governments' policies to adjust internal migration in order to achieve a pattern of spatial distribution that accords as well as possible with the achievement of national objectives. The presentation is very generalized, and emphasis has been given to what may be considered the most widespread and basic trends in population redistribution and to the basic strategies of intervention available to Governments. Distribution is inherently complex, being the residual of previous varied patterns of interaction between the environment and society and of the formation of present political entities. Whereas in some regions patterns were established many decades or even centuries ago, in other areas very rapid changes have taken place recently. To account for such complexity would be beyond the capacity of the present report, although it is hoped that attention can be given to more detailed study in the near future.

*Recommendations of the World Population Plan of Action (paras. 44–50)*

*Basic trend*

It was noted in the background to the Plan that "Throughout the world, urban populations are growing in size at a considerably faster rate than rural populations. As a result, by the end of this century, and for the first time in history, the majority of the world's population will be living in urban areas." It was also pointed out that in most of the countries in less developed regions the rate of growth of the rural population was still significant, although that of the urban population was higher.<sup>27</sup>

*Over-all acceptability*

The Plan further stated that "Urbanization is an element in the process of modernization" and that "in certain countries this process is efficiently managed and maximum use is made of the advantage this management presents". The Plan implied that the problem lay not so much in the process of shift from a predominantly rural to a predominantly urban distribution of population within national territory as in the inappropriate manner in which the shift was taking place and in the inability of some Governments to regulate it to best advantage. The underlying cause of this unacceptable situation was stated to be the fact that in many countries in less developed regions "adverse consequences

<sup>27</sup> It could have been noted also that in most of these countries the rural population still constituted the majority of the population, in the least developed countries the overwhelming majority.



are due in large part to the economic structures resulting from the dependent situation of those countries in the international economic system; the correction of these shortcomings requires as a matter of priority the establishment of equitable economic relations among peoples". It was pointed out that in some countries "urbanization takes place in an uncontrolled manner and is accompanied by overcrowding in certain districts, an increase in slums, deterioration of the environment, urban unemployment and many other social and economic problems".

The Plan noted also that many individuals migrating from rural areas "cannot be absorbed by productive employment in urban areas" and that added results were "serious disequilibrium in the growth of urban centres, contamination of the environment, inadequate housing and services and social and psychological stress". However, the Plan pointed out that "The problems of urban environment are a consequence not only of the concentration of inhabitants but also of their way of life which can produce harmful effects, such as "wasteful and excessive consumption and activities which produce pollution".

The adverse impact of such inappropriately generated migration from rural to urban areas was considered to be felt also in rural areas. The Plan noted that in rural areas of substantial out-migration communities "are being depleted of their younger populations and are being left with populations whose age distribution is unfavourable to economic development".

*Recommended solutions.* The Plan recommended that the underlying causes of the undesirable characteristics of rural to urban migration (spatial redistribution of population) be removed as a prerequisite to successful implementation of specific policies. Thus, the "correction of these shortcomings (the economic structures resulting from the dependent situation of those countries in the international economic system) requires as a matter of priority the establishment of equitable economic relations among people", while the problems of urban environment resulting from the way of life of their populations could be avoided by "a development pattern favouring balanced and rational consumption". The Plan pointed out that Governments, in planning the location of activities as part of their development planning, should "take into account not only short-term economic returns or alternative patterns but also the social and environmental costs and benefits involved as well as equity and social justice in the distribution of the benefits of development among all groups and regions".

The Plan recommended that, because of the close relationship between spatial distribution problems and over-all societal organization, policies designed to resolve such problems "should be integrated in plans and programmes dealing with over-all social and economic development". In particular, it stated that a "major approach to a more rational distribution of the population is that of planned and more equitable regional development, particularly in the advancement of regions which are less favoured or developed by comparison with the rest of the country".

With respect to specific policies, the Plan recommended that "efforts should be made to establish and strengthen networks of small and medium-size cities" as a choice between metropolitan and rural life and that "revitalization of the countryside is a priority goal". Where migration from rural to urban areas continued, the Plan recommended that appropriate information be provided to intending migrants. The Plan noted that "Considerable experience is now being gained by some countries which have implemented programmes for relieving urban pressures, revitalizing the countryside, inhabiting sparsely populated areas and settling newly reclaimed agricultural land. Countries having such experience are invited to share it with other countries". This recommendation, together with the earlier statement that "in certain countries this process is efficiently managed and maximum use is made of the advantage this management presents" implies that successful intervention to modify the basic trend was considered possible.

Finally, the Plan recommended that "Measures should be avoided which infringe the right of freedom of movement and residence within the borders of each State as enunciated in the Universal Declaration of Human Rights and other international instruments".

#### *Governments' perceptions*

##### *Classification*

In all but the smallest countries in terms of territory, a division may be made between a metropolitan region, containing the principal urban centre of the country, within which the greater proportion of the population is urban, and other regions, whose populations are to a greater extent rural, within which systems of regional and subregional urban centres exist. In some countries there are areas of national territory which are not settled. In the majority of countries the predominant pattern of internal migration is movement from rural and smaller urban centres towards larger urban centres, and particularly from the non-metropolitan regions towards the metropolitan region.<sup>28</sup> Although it will be seen below that the majority of Governments recognized positive aspects of internal migration of this kind, most of them also identified associated problems, principally those related to an undesirable concentration within the metropolitan centre of the outflow from rural and small urban areas. Consequently the majority of Governments have adopted policies which are designed to reduce (but only in a few cases to stop) the outflow from rural areas and to redirect an appropriate level of out-migration toward a configuration of regional and subregional urban centres within non-metropolitan regions. In many cases, various degrees of decentralization of

<sup>28</sup> In countries whose populations are resident predominantly in rural areas, the greater proportion of these flows are from rural to urban areas coincidentally with the flow from non-metropolitan to metropolitan regions. In countries whose populations are predominantly urban already, the flows are still largely from non-metropolitan to metropolitan regions, but in this case from regional and smaller urban centres to the metropolitan urban centre.

population from the metropolitan centre have been also attempted. It will be seen that Governments have adopted policies designed to induce those flows as the circumstances required.

*Governments' perceptions of the over-all acceptability of the spatial distribution of their population and of the desirability of intervention to bring about an improvement: situation in the world as a whole as of July 1976.*

Table 32 shows that half of the 156 Governments covered by this report considered that the spatial distribution of their populations was extremely unacceptable, and that radical intervention was desirable to bring about a substantial change in either the configuration of spatial distribution or the volume and direction of internal flows of population or both. A further one quarter of the Governments held the view that distribution was substantially unacceptable and, accordingly, that a substantial degree of intervention was appropriate. Only 41 Governments, slightly over one quarter of the total,

considered that the distribution of population over their national territories was either entirely acceptable (19 Governments, or 12 per cent) or only slightly unacceptable (22 Governments, or 14 per cent) and, therefore, that intervention was not appropriate or that only limited intervention was needed.

The more developed regions differed substantially from this pattern in that only 17 per cent of the countries in these regions viewed their spatial distribution as being extremely unacceptable (compared with 62 per cent in the less developed regions), and 31 per cent considered it to be entirely acceptable (as against only 5 per cent). However, it will be noticed from table 32 that when countries in the less developed regions are distributed according to their level of average life expectancy, some interesting trends emerge. Thus, the percentage in the "extremely unacceptable" category decreases as the level of life expectancy increases, and the converse is observed in the combined two categories in which spatial distribution is perceived to be either entirely acceptable or partly unacceptable.

TABLE 32. PERCEPTIONS OF THE ACCEPTABILITY OF THE SPATIAL DISTRIBUTION OF POPULATION AND THE DESIRABILITY OF INTERVENTION TO IMPROVE IT, BY LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>

(Number and percentage of Governments<sup>b</sup>)

	<i>Spatial distribution entirely acceptable: intervention not appropriate</i>	<i>Spatial distribution partly unacceptable: limited intervention appropriate</i>	<i>Spatial distribution substantially unacceptable: substantial intervention appropriate</i>	<i>Spatial distribution extremely unacceptable: radical intervention appropriate</i>	<i>Total<sup>a</sup></i>
More developed regions	13 (31)	9 (21)	13 (31)	7 (17)	42 (100)
Less developed regions:					
Average life expectancy at birth moderately high .....	6 (17)	6 (17)	7 (20)	16 (46)	35 (100)
Average life expectancy at birth moderate .....	—	3 (12)	5 (20)	17 (68)	25 (100)
Average life expectancy at birth low .....	—	4 (7)	12 (22)	38 (70)	54 (100)
TOTAL	6 (5)	13 (11)	24 (21)	71 (62)	114 (100)
GRAND TOTAL	19 (12)	22 (14)	37 (24)	78 (50)	156 (100)

<sup>a</sup> Names of countries within categories are listed in Table 68 for those in more developed regions, and in Tables 69, 70 and 71 for those in less developed regions.

<sup>b</sup> Percentages shown in parentheses.

*Variety among Governments by category of perception of over-all acceptability of current natural increase*

It was explained in chapter VIII that Governments considered that certain of the constraints exercised by natural increase were characterized by regional differentiation, and that in certain circumstances distortions in the configuration of spatial distribution and redistribution of the population exacerbated such constraints. For this reason, it might be expected that a positive correlation would exist between the perception that current natural increase was not acceptable and the perception that the spatial distribution of population was not acceptable. In fact a close relationship was observable between the perception that lower rates of natural increase were desirable, and that spatial distribution was entirely unacceptable. Thus, 74 per cent of the Governments which considered that intervention was necessary to lower rates of natural increase also held the view that radical intervention to change the configuration of spa-

tial distribution was necessary. The relationship was less close for those Governments which considered that higher rates of natural increase were desirable.<sup>29</sup>

*Comments on regional variation*

Table 33 indicates the distribution of Governments within each of the 25 demographic statistical regions and the five areas of responsibility of the regional commissions by categories of perception of over-all acceptability of the spatial distribution of their populations. It is possible to calculate the proportions of Governments which held the view that distribution was either entirely acceptable or in need only of limited intervention varied considerably among regions and areas. With respect first to the areas of responsibility of the regional com-

<sup>29</sup> For countries whose Governments considered that intervention was desirable to adjust spatial distribution in order to contribute to a solution of problems associated with natural increase see annex tables 68-71.

TABLE 33. PERCEPTIONS OF THE ACCEPTABILITY OF THE SPATIAL DISTRIBUTION OF POPULATION, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*

Areas of responsibility of regional commissions and demographic statistical regions and level of development	(Number of Governments)				Total
	Spatial distribution entirely acceptable: intervention not appropriate	Spatial distribution partly unacceptable: limited intervention appropriate	Spatial distribution substantially unacceptable: substantial intervention appropriate	Spatial distribution extremely unacceptable: radical intervention appropriate	
<b>ECA area</b>					
Eastern Africa .....	—	—	4	10	14
Middle Africa .....	—	—	1	7	8
Northern Africa .....	—	—	2	4	6
Southern Africa .....	—	1	1	2	4
Western Africa .....	—	2	1	13	16
TOTAL	—	3	9	36	48
<b>ECWA area</b>					
Western South Asia <sup>a</sup> .....	3	1	7	1	12
<b>ECLA area</b>					
Caribbean .....	1	1	1	5	8
Middle America .....	—	—	1	6	7
Temperate South America <sup>b</sup> .....	—	—	—	3	3
Tropical South America .....	—	—	1	8	9
TOTAL	1	1	3	22	27
<b>ECE area</b>					
Eastern Europe <sup>b</sup> .....	3	2	1	—	6
Northern Europe <sup>b</sup> .....	2	3	2	—	7
Southern Europe <sup>b</sup> .....	3	1	5	—	9
Western Europe <sup>b</sup> .....	4	1	2	2	9
Cyprus, Israel and Turkey .....	—	1	1	1	3
Northern America <sup>b</sup> .....	1	—	1	—	2
USSR <sup>b</sup> .....	—	1	2	—	3
TOTAL	13	9	14	3	39
<b>ESCAP area</b>					
China .....	—	—	1	—	1
Japan <sup>b</sup> .....	—	—	—	1	1
Other East Asia .....	—	3	—	—	3
Eastern South Asia .....	1	2	—	6	9
Middle South Asia .....	—	2	2	5	9
Australia and New Zealand <sup>b</sup> .....	—	1	—	1	2
Melanesia .....	—	—	—	1	1
Micronesia-Polynesia .....	1	—	1	2	4
TOTAL	2	8	4	16	30
More developed regions <sup>b</sup> .....	13	9	13	7	42
Less developed regions .....	6	13	24	71	114
TOTAL	19	22	37	78	156

\* Names of countries are listed in Table 72.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

<sup>b</sup> See chap. IX, table 19, foot-note c.

missions, it is noteworthy that the proportion for Europe was slightly less than half and for Asia and the Pacific and Western Asia it was 33½ per cent, while for Latin America and Africa it was less than 10 per cent. Although in general confirming the pattern of this variety, an examination of similar proportions for the demographic statistical areas reveals some variation even within each of the areas of responsibility of the regional commissions. The proportion of Governments which considered that distribution was either entirely acceptable or in need of only limited intervention was 50 per cent or more in six of the 25 demographic statistical regions but in only one region did it reach 100 per cent (Other East Asia). Conversely, in nine demographic statistical regions none of the Governments considered that only limited intervention, or no intervention, was appropriate (Eastern Africa, Middle Africa, Northern Africa, Middle America, Tropical South America, Temperate South America, China, Japan and Melanesia).

#### *Changes in Governments' perceptions regarding the spatial distribution of population during the period August 1974–July 1976*

The classification used with respect to the presentation of information concerning Governments' perceptions is that designed for the Third Inquiry among Governments on Population and Development. Although it was possible to complete information for 1976 on a fairly compatible basis for those countries whose Governments did not reply to the Inquiry, it was not possible to prepare compatible material for all countries in 1974. Consequently no systematic presentation of changes occurring during the period can be given. Nevertheless it appeared that many Governments were showing increasing concern with the severity of problems associated with an inadequate spatial distribution of population and with the constraints that such inadequacy placed upon achievement of developmental objectives.

## Governments' policies

### Classification

In the following discussion the policies that Governments have adopted will be classified first according to whether or not the Government considers intervention appropriate to accelerate, maintain, decelerate or reverse the basic migration flow from rural to urban areas (and from non-metropolitan to metropolitan areas) and, secondly, according to whether or not the Government considers intervention appropriate to expand or contract the inhabited part of its national territory or to induce a significant change in the urban system of the country, such as the appearance of greatly enlarged regional or subregional centres to act as counter-magnets to the metropolitan region.

### The situation in the world as a whole as of July 1976

#### *Policies with respect to the predominant direction of flow of internal migration*

Table 34 shows that the Governments of 100 countries, two thirds of the total, considered that intervention to induce a deceleration of the basic trend, that is, movement towards metropolitan regions and other urban centres, was appropriate. Those Governments considered that the existence of the basic trend was not necessarily prejudicial to the achievement of national objectives, but that the rapidity of the change, and hence the extent to which redistribution would result within a specified period of time during which various development objectives had to be achieved, was not appropriate. Accordingly, a slower rate of transfer was considered preferable, and a policy of deceleration adopted. In 11 per cent of the total number of countries Governments considered that, in addition to a deceleration of the basic trend, reversal of some part of the flow was necessary. These Governments variously considered that flows from metropolitan to non-metropolitan regions, from larger to smaller urban centres and, in some cases, from urban to rural settlements were appropriate. Only 3 per cent of the Governments considered

that intervention designed to accelerate this basic trend in spatial redistribution was appropriate. A further 22 per cent considered that no intervention was appropriate to modify the basic trend, this being considered a desirable contribution to the achievement of national objectives. No significant difference existed between countries grouped according to the four categories of life expectancy.

#### *Policies with respect to the spatial distribution of the population*

Table 34 also indicates that 51 Governments, one third of the total, considered that intervention was not appropriate to alter significantly the configuration of the permanently occupied area of national territory or the configuration of the urban-regional system. They considered, for example, that a substantial extension of the occupied areas into uninhabited or under-used areas of national territory was not appropriate or not feasible. Similarly inappropriate was the significant alteration of the urban-regional system by means of, for example, a substantial expansion of certain regional and subregional centres in order that they might act as counter-magnets to rural-to-metropolitan flows. Over half (29) of these 51 Governments also held the view that intervention to modify flows was inappropriate. These 29 Governments considered, therefore, that no intervention to modify any aspect of spatial distribution of population was appropriate. A further 19 Governments considered that a deceleration of the flow was appropriate, and three Governments considered that its reversal was appropriate.

The pattern of distribution of Governments by adopted policies of intervention differed significantly between the less developed and the more developed regions. It will be noticed in table 34 that, while a quarter of the Governments in the less developed regions had policies aimed at adjusting the spatial distribution of the rural population alone (and the proportion decreases progressively with the level of life expectancy at birth), there was no Government in the more developed regions with such a policy. The reverse is true with re-

TABLE 34. POLICIES REGARDING BASIC TRENDS IN INTERNAL MIGRATION AND RURAL AND URBAN DISTRIBUTION,  
BY LEVEL OF DEVELOPMENT. JULY 1976<sup>a</sup>  
(Number and percentage of Governments<sup>b</sup>)

	Policies regarding basic trends in internal migration				Policies regarding spatial distribution					Total	
	Accel- era- tion	No inter- vention	Decel- era- tion	Reversal	For neither urban nor rural population	Adjustment desirable		For both rural and urban population	Total for adjustment		
						For rural population only	For urban population only		Rural config- uration (rural plus rural/urban)		Urban config- uration (urban plus rural/urban)
More developed regions .....	—	11 (26)	25 (60)	6 (14)	18 (43)	—	19 (45)	5 (12)	5 (12)	24 (57)	42 (100)
Less developed regions:											
Average life expectancy at birth moderately high .....	2 (6)	7 (20)	25 (71)	1 (3)	12 (34)	3 (9)	1 (3)	19 (54)	22 (63)	20 (57)	35 (100)
Average life expectancy at birth moderate .....	—	4 (16)	18 (72)	3 (12)	8 (32)	7 (28)	1 (4)	9 (36)	16 (64)	10 (40)	25 (100)
Average life expectancy at birth low .....	2 (4)	13 (24)	32 (60)	7 (13)	13 (24)	19 (35)	—	22 (41)	41 (76)	22 (41)	54 (100)
TOTAL	4 (4)	24 (21)	75 (66)	11 (10)	33 (30)	29 (25)	2 (2)	50 (44)	79 (69)	52 (46)	114 (100)
GRAND TOTAL	4 (3)	35 (22)	100 (64)	17 (11)	51 (33)	29 (19)	21 (13)	55 (35)	84 (54)	76 (49)	156 (100)

<sup>a</sup> Names of countries are listed in Table 72.

<sup>b</sup> Percentages shown in parentheses.

spect to policies for adjusting the distribution of urban population alone. With respect to the substantial number of Governments having policies for adjusting both urban and rural population distributions, the differences between more and less developed regions continue to exist. Thus, the proportion of Governments with policies designed to bring about an adjustment of the rural configuration (either alone or together with adjustment of urban configuration both urban and rural) declined from 69 per cent among the less developed regions to only 12 per cent among the more developed regions. The differences were not so large, however, in policies aiming at an adjustment of the urban configuration (either alone or together with an adjustment of the rural configuration): the proportion was 46 per cent in the less developed and 57 per cent in the more developed regions. The predominance of policies designed to adjust the spatial distribution of the rural population was an expected difference between less developed and more developed countries. In the former there was usually ample scope for the redistribution of rural population within the national territory, and a significant proportion of the total population was still resident in rural areas. For most of the more developed countries the national territory was fully settled and not capable of adjustment in this respect, and, moreover, the rural population contributed only a small proportion of the total. Only in the larger of the countries in the more developed regions where there were still relatively underdeveloped regions was such a solution possible.

Table 34 shows that 84 Governments, 54 per cent of the total, had adopted policies whose objectives were to bring about a significant adjustment in the occupation of national territory by the rural population. Such adjustment took the form of an expansion of the occupied areas by means of either settlement projects or zones of

frontier settlement. In 29 of these Governments (constituting 19 per cent of the total) such adjustment was not accompanied by a significant adjustment in the configuration of the urban-regional system, but in the majority, consisting of 55 Governments (35 per cent of the total covered by this report), a simultaneous adjustment of the urban-regional system was considered appropriate. These Governments were seeking to add significant components to the urban system by stimulating the expansion or establishment of regional and subregional centres. Furthermore, 21 Governments, 13 per cent of the total, had adopted policies designed to adjust the urban-regional system without a simultaneous adjustment of the pattern of rural occupancy. Obviously, factors such as the size and shape of the national territory and the characteristics of the natural environment were significant here. Moreover, intervention to change either the urban-regional system or the pattern of rural occupancy need not be interrelated.

*The relationship between Governments' policies regarding spatial distribution of population and Governments' perceptions*

Table 35 shows that correlation was positive but only limited between Governments' perceptions of the overall acceptability of the spatial distribution of their populations and their policies with respect to the basic trend in spatial redistribution from non-metropolitan to metropolitan regions and from rural to urban centres. Where the spatial distribution of population was considered to be entirely acceptable, almost four fifths of the 19 Governments had adopted a policy of non-intervention in the basic trend, the remainder having adopted a policy of intervention to decelerate the trend (presumably to a relatively slight degree). Under-

TABLE 35. POLICIES REGARDING BASIC TRENDS IN INTERNAL MIGRATION AND THE CONFIGURATION OF RURAL AND URBAN DISTRIBUTION, BY PERCEPTIONS OF ACCEPTABILITY OF SPATIAL DISTRIBUTION OF POPULATION, JULY 1976<sup>a</sup>

(Number and percentage of Governments<sup>b</sup>)

Governments' perceptions of acceptability of spatial distribution	Policies regarding basic trends in internal migration				Policies regarding spatial distribution						
	Acceler-ation	No inter-vention	Decel-eration	Reversal	Adjustment desirable			For both rural and urban population	Total for adjustment		Total
					For neither urban nor rural population	For rural population only	For urban population only		Rural configuration (rural plus rural/urban)	Urban configuration (urban plus rural/urban)	
Entirely acceptable: no intervention appropriate ....	—	15 (79)	4 (21)	—	15 (79)	—	4	—	—	4 (21)	19 (100)
Partly unacceptable: limited intervention appropriate ....	2 (9)	3 (14)	14 (64)	3 (14)	7 (32)	2 (9)	5 (23)	8 (36)	10 (41)	13 (59)	22 (100)
Substantially unacceptable: substantial intervention appropriate .....	2 (5)	8 (22)	24 (65)	3 (8)	14 (38)	4 (11)	7 (19)	12 (32)	16 (43)	19 (51)	37 (100)
Extremely unacceptable: radical intervention appropriate .....	—	9 (12)	58 (74)	11 (14)	15 (19)	23 (29)	5 (6)	35 (45)	58 (74)	40 (51)	78 (100)
TOTAL	4 (3)	35 (22)	100 (64)	17 (11)	51 (33)	29 (19)	21 (13)	55 (35)	84 (54)	76 (49)	156 (100)

<sup>a</sup> Names of countries are listed in Table 72.

<sup>b</sup> Percentages shown in parentheses.

standably, where Governments held the view that spatial distribution was not acceptable, the incidence of policies of intervention to change the volume and direction of flow became more widespread. Where either limited or substantial intervention was considered appropriate because spatial distribution was perceived to be slightly or substantially unacceptable, two thirds of the Governments considered that a policy of deceleration of the basic trend was appropriate, although 14 and 22 per cent, respectively, considered that no intervention in the basic trend was appropriate. A few Governments considered that, in their special circumstances, an acceleration of the trend was necessary as a contribution to the reduction of the existing maladjustments in spatial distribution. For the 78 Governments which considered that spatial distribution was currently extremely unacceptable, an even higher proportion had adopted policies of deceleration of the basic trend, and none had adopted policies of attempting to accelerate that trend.

Differences in this respect between the Governments of countries in more developed and in less developed regions were not very great, the pattern described above being characteristic of each. In the more developed countries, a higher proportion of Governments which considered that spatial distribution was entirely acceptable was nevertheless intervening to reduce, presumably to a slight extent only, the basic trend, which consisted to a large extent of inter-urban migrations from non-metropolitan to metropolitan regions. Among the Governments of countries in the less developed regions none was attempting to decelerate the trend where distribution was considered to be entirely acceptable. Among the Governments of countries in the more developed regions, the proportion which wished to decelerate the basic trend was highest where substantial, but not radical, intervention was considered appropriate.

Table 35 indicates that the few Governments holding the view that the spatial distribution of their populations was entirely acceptable which had nevertheless adopted policies of intervention, had policies designed to adjust the configuration of the urban-regional system. While the proportion of Governments that had policies of intervention to adjust the configuration of rural occupation within each of the categories of perception increased with increasing perception of the unacceptability of the situation, the proportion of Governments that had policies of intervention in the configuration of the urban-regional system showed no clear relationship with the extent to which the configuration was considered acceptable.

*Relationship between Governments' policies regarding spatial distribution of population and policies regarding natural increase: countries in more developed regions.*<sup>30</sup>

Nineteen of the 30 Governments which considered that current natural increase imposed constraints, even if only minor ones, upon the achievement of national objectives, had identified intervention in spatial distribution of their populations as a means of contributing to

the resolution of those constraints. The 11 Governments that identified constraints but did not consider intervention in spatial distribution appropriate for the purpose included four countries whose national territory was entirely included within their metropolitan regions (Holy See, Liechtenstein, Luxembourg, Monaco), together with Malta, only slightly larger in size. However, it also included a number of countries of larger size and more developed urban-regional systems. Of these, the Government of Sweden considered spatial distribution to be entirely acceptable, and that of Austria felt that only minor intervention was appropriate. However, the Governments of Canada, the Federal Republic of Germany and Poland perceived that substantial intervention was required and that of Chile that current contemporary spatial distribution was extremely unacceptable. Either because the constraints associated with natural increase were those of the "deficiency" type (less amenable to solution by intervention in spatial distribution than those of the "excess" type) or because of the particular configuration of the urban-regional system, already considerably decentralized and balanced in Canada, the Federal Republic of Germany and Poland, these Governments did not consider that intervention in spatial distribution would have a significant impact upon the resolution of the constraints associated with natural increase.

*Countries in less developed regions with a moderately high average life expectancy at birth.* It has been pointed out in chapter VIII that 22 of the 30 Governments of countries within this category considered their policies of intervention to modify the spatial distribution of their populations as a means of contributing to the resolution of problems arising from maladjustments between natural increase and societal processes. The Governments which did not hold that view were of countries of limited size (Bahamas, Cyprus, Fiji, Nauru, Qatar, Seychelles, Tonga, Western Samoa), in which the elasticity of change in spatial distribution was limited by the configuration of the national territory and the existing distribution of population within it. The majority of Governments that had adopted policies of attempting to induce lower rates of natural increase included intervention in spatial distribution within the set of policy options they had adopted for that purpose. These countries were intervening either to decelerate or to reverse the basic trend from rural to urban areas and from non-metropolitan to metropolitan regions, and were also intervening to adjust both the rural and urban configurations. Thus, intervention by most Governments in this category in spatial distribution was very substantial, designed to alter all of its aspects simultaneously.<sup>31</sup>

*Countries in less developed regions with a moderate average life expectancy at birth.* All of the 23 Governments (out of the total of 25) which considered that natural increase acted as a constraint upon the achievement of certain national objectives, even if only to a minor extent, had identified intervention in spatial distribution of their population as a means of contributing to the

<sup>30</sup> For the countries concerned, see annex table 68. For information by regions, see annex table 72.

<sup>31</sup> For the countries concerned, see annex table 69.

resolution of these constraints. Although the majority of those Governments were intervening to decelerate or to reverse the basic trend in spatial distribution, the motives varied very much, some policies being designed to achieve this within the existing configuration, and some being designed to adjust either the rural or the urban configuration or both.

It is noteworthy that both of the Governments which perceived no constraints with respect to their current natural increase, and therefore did not identify intervention in spatial distribution as a means of solving the problems associated with natural increase, had nevertheless adopted policies designed both to decelerate the basic trend in spatial redistribution and to adjust both rural and urban configurations simultaneously.<sup>32</sup>

*Countries in less developed regions with a low average life expectancy at birth.* All of the 49 Governments (out

of 54) in this category which considered that current natural increase imposed a constraint upon the achievement of national objectives, even if only to a minor extent, had identified intervention in spatial distribution of their populations as a means of contributing to the resolution of the problems. Considerable variety existed in the type of policy of intervention in spatial distribution. However, the majority of the 11 Governments that had adopted policies designed to induce lower rates of natural increase had adopted policies of deceleration of the basic trend in spatial redistribution, and were intervening either to adjust the rural configuration or both rural and urban configurations simultaneously.<sup>33</sup>

#### Comments on regional variation

Table 36 indicates the considerable variety among the 25 demographic statistical regions and the areas of

<sup>32</sup> For the countries concerned, see annex table 70.

<sup>33</sup> For the countries concerned, see annex table 71.

TABLE 36. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION AND INTERNAL MIGRATION, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976<sup>a</sup>  
(Number of Governments)

	Categories of government policies regarding the basic trend of internal migration from rural and smaller urban to larger urban and metropolitan regions												Total
	Acceleration		Maintenance		Deceleration			Reversal					
	Adjustment of both	Adjustment of neither	Adjustment of rural only	Adjustment of neither	Adjustment of rural only	Adjustment of urban only	Adjustment of both	Adjustment of neither	Adjustment of rural only	Adjustment of urban only	Adjustment of both		
Categories of government policies regarding the configuration of rural and urban distribution													
ECA area													
Eastern Africa .....	—	1	2	2	4	—	4	—	—	—	1	—	14
Middle Africa .....	—	1	—	—	3	—	2	—	2	—	—	—	8
Northern Africa .....	—	—	—	1	1	—	4	—	—	—	—	—	6
Southern Africa .....	—	1	—	1	—	—	1	—	—	—	1	—	4
Western Africa .....	—	4	2	3	1	—	5	—	—	—	1	—	16
TOTAL .....	—	7	4	7	9	—	16	—	2	—	3	—	48
ECWA area													
Western South Asia <sup>b</sup> .....	1	4	—	1	1	—	4	—	—	—	1	—	12
ECLA area													
Caribbean .....	—	2	—	1	2	1	2	—	—	—	—	—	8
Middle America .....	—	1	—	2	1	—	3	—	—	—	—	—	7
Temperate													
South America <sup>c</sup> .....	—	—	—	—	—	2	1	—	—	—	—	—	3
Tropical South America ..	1	—	—	—	2	—	6	—	—	—	—	—	9
TOTAL .....	1	3	—	3	5	3	12	—	—	—	—	—	27
ECE area													
Eastern Europe <sup>c</sup> .....	—	—	—	—	—	6	—	—	—	—	—	—	6
Northern Europe <sup>c</sup> .....	—	1	—	1	—	3	—	1	—	—	1	—	7
Southern Europe <sup>c</sup> .....	—	3	—	1	—	4	1	—	—	—	—	—	9
Western Europe <sup>c</sup> .....	—	4	—	2	—	—	—	2	—	—	1	—	9
Cyprus, Israel and Turkey .....	1	—	—	—	—	1	1	—	—	—	—	—	3
Northern America <sup>c</sup> .....	—	2	—	—	—	—	—	—	—	—	—	—	2
USSR <sup>c</sup> .....	—	—	—	—	—	1	2	—	—	—	—	—	3
TOTAL .....	1	10	—	4	—	15	4	3	—	2	—	—	39
ESCAP area													
China .....	—	—	—	—	—	—	—	—	—	—	1	—	1
Japan <sup>c</sup> .....	—	—	—	—	—	—	1	—	—	—	—	—	1
Other East Asia .....	—	—	—	1	—	—	2	—	—	—	—	—	3
Eastern South Asia .....	—	1	1	1	2	—	1	—	1	—	2	—	9
Middle South Asia .....	1	—	1	1	2	—	3	—	1	—	—	—	9
Australia and New Zealand <sup>c</sup> .....	—	1	—	—	—	—	—	—	—	—	1	—	2
Melanesia .....	—	1	—	—	—	—	—	—	—	—	—	—	1
Micronesia-Polynesia .....	—	2	—	1	—	—	1	—	—	—	—	—	4
TOTAL .....	—	5	2	4	4	—	8	—	2	1	3	—	30
More developed regions <sup>c</sup> .....	—	11	—	4	—	16	5	3	—	3	—	—	42
Less developed regions .....	4	18	6	15	19	2	39	—	4	—	7	—	114
TOTAL .....	4	29	6	19	19	18	44	3	4	3	7	—	156

<sup>a</sup> For countries in each category, see annex table 72.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

<sup>c</sup> See chap. IX, table 19, foot-note c.

responsibility of the regional commissions. This reflects the importance of the circumstances that prevail in each country. There is consequently very little association between any one type of policy and any group of regions.<sup>34</sup>

*Changes in Governments' policies regarding spatial distribution of population during the period August 1974-July 1976*

During the period 1974-1976 the great majority of Governments, in both the more developed and less developed regions, strengthened their policies designed to achieve desirable adjustments in spatial distribution. Considerable emphasis was placed to an increasing extent and in an increasing number of countries on policies whose goal was comprehensive rural development involving a reduction of the movement of rural population to metropolitan regions, but improved channelling of such movement to regional and subregional centres.

#### D. INTERNATIONAL MIGRATION

##### *Introduction*

In this section, as elsewhere, information will be presented on Governments' perceptions of the acceptability of current processes, the policies they have formulated to change undesirable aspects, and the changes that have occurred during the period August 1974-July 1976. However, because of the special nature of international migration, the order of presentation of these various items of information will differ from that used in other sections of this chapter. More so than in the case of any other demographic process, Governments' perceptions of the acceptability of either immigration or emigration can be translated into policies, and these can thereafter be implemented within comparatively short periods of time. Thus, for example, once a Government has adopted the view that immigration is not appropriate, a policy of limiting part or all of further flows can be quickly adopted and then implemented by relatively simple administrative means. Accordingly, because perceptions can be transformed into policies with so little delay, the two aspects will not be discussed in close succession.

Furthermore, international migration differs from other demographic processes in that its geographical pattern in the world is a direct expression of its function. Thus, a knowledge of the regional distribution of migration flows is necessary in order to understand Governments' perceptions and policies, the changes in these which have either already occurred or are likely to occur, and their implications for the effective implementation of the World Population Plan of Action. Consequently, an examination of the situation on a regional basis will form an integral part of the discussion, which will be organized by groups of countries, first within the more developed and secondly within the less developed regions.<sup>35</sup>

The discussion is restricted to those flows which are essentially intended by Governments to compensate for maladjustments between past or current natural increase and current or anticipated societal processes. Individual movements of no perceived aggregate demographic significance, and most refugee movements, if temporary, have been excluded.<sup>36</sup>

##### *Recommendations of the World Population Plan of Action (paras. 51-62)*

The World Population Plan of Action noted that "the significance of international migration varies widely among countries, depending upon their area, population size and growth rate, social and economic structure and environmental conditions". In general, it considered that the results of international migration were beneficial, recommending that "Governments and international organizations generally facilitate voluntary international movement". However, the Plan recommended that the Governments of countries affected by international movements should "conduct... bilateral or multilateral consultations... with a view to harmonizing those of their policies which affect these movements". Specifically, it recommended that Governments engaged in such consultations should take into account the principles of the Charter of the United Nations, the Universal Declaration of Human Rights and relevant resolutions of the United Nations system and other international instruments. It recommended that those countries affected by significant movement of "migrant workers" (generally assumed to be relatively unskilled workers) should conclude protective agreements, and that the International Labour Organisation and the United Nations Commission on Human Rights should be active in this respect. Particular attention was drawn to the problems of refugees and displaced persons and the need to settle those problems.

Moreover, the Plan stated that international migration, although generally beneficial, "should not be based on racial considerations which are to the detriment of indigenous populations".

The Plan showed considerable concern for the appropriate treatment of immigrants by the Governments of countries of their destination by means of programmes designed to facilitate respectively their accommodation or their full integration with the indigenous population in the case of permanent immigrants. Although the Plan did not recommend that international movements of relatively unskilled workers should be restricted, it suggested that those Governments which were concerned with an excessive degree of emigration should seek "to create favourable employment opportunities."

<sup>34</sup> For the countries concerned, see annex table 72.

<sup>35</sup> For the countries concerned, see annex table 73.

<sup>36</sup> Governments consider that statistically significant movements constitute a population process, and always identify them in the context of population growth, size or structure. Movements of individuals that do not constitute a statistically significant aggregate are considered to be demographically insignificant and not the subject of population policy. At the time of preparation the Secretariat does not have enough information on non-population policies related to individual movements across international frontiers to provide a global analysis.



It specifically recommended that more developed countries "should co-operate, bilaterally or through regional organizations and the international community, with less developed countries to achieve these goals through the increased availability of capital, technical assistance, export markets and more favourable terms of trade and choice of production technology".

The Plan pointed out that "there is an urgent need to formulate national and international policies to avoid the 'brain drain' and to obviate its adverse effects" and suggested means whereby the Governments of both more developed and less developed countries might formulate and implement policies designed to achieve an appropriate change with respect to this situation. It noted that the migration of skilled workers from more developed to less developed countries "may be considered a form of international co-operation" and that countries "in a position to do so should continue and increase this flow with full respect for the sovereignty and equality of recipient countries".

#### *Governments' perceptions and policies*

##### *Governments of countries in more developed regions that considered immigration to be demographically significant or wished it to be so*

Table 37 shows that 17 of the 42 Governments of countries in the more developed regions held the view that immigration was demographically significant, either because movements were continuing in July 1976 or because substantial immigrant populations remained only partly integrated within the country and were being added to by the reunion of families. This was not the case in Uruguay, whose Government desired immigration while considering it demographically insignificant.<sup>37</sup> The 17 Governments may be divided into two groups:

(a) Twelve in Western, Northern and Southern Europe, which had viewed immigration principally as a means of resolving the problems associated with a shortage of labour in certain sectors and regions, which was the consequence of a combination of a long-term decline in natural increase of the indigenous population, economic expansion and changes in the structure of occupational preferences among the indigenous population. Accordingly, these Governments had encouraged immigration from adjacent and peripheral regions of Northern and Southern Europe, Northern and Western Africa and Cyprus and Turkey, as well as in some cases from more distant countries with which international migration relationships had been established during the period of colonial administration. During the period August 1974-July 1976 economic recession in these countries resulted in successively more severe limitations of further immigration, largely restricted by July 1976 to the reunion with their families of immi-

<sup>37</sup> In table 37 the Government of Uruguay is included in the category of countries wanting a reduction of emigration, as this is in fact its immediate concern; nevertheless, it also wishes to attract immigrants. For the countries concerned, see annex table 73.

TABLE 37. GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF CURRENT INTERNATIONAL MIGRATION, JULY 1976<sup>a</sup>  
(Number and percentage of Governments<sup>b</sup>)

Government's perceptions	More developed countries	Less developed countries	Total
Immigration demographically significant			
Not satisfactory because			
too low .....	2 (5)	6 (5)	8 (5)
Satisfactory .....	12 (29)	11 (10)	23 (15)
Not satisfactory because			
too high .....	3 (7)	4 (4)	7 (4)
Neither immigration nor emigration demographically significant			
Not satisfactory: immigration			
desired .....	—	2 (2)	2 (1)
Satisfactory .....	16 (38)	46 (40)	62 (40)
Not satisfactory: emigration			
desired .....	—	2 (2)	2 (1)
Emigration demographically significant			
Not satisfactory because			
too high .....	7 (17)	13 (11)	20 (13)
Satisfactory .....	1 (2)	27 (24)	28 (18)
Not satisfactory because			
too low .....	1 (2)	3 (3)	4 (3)
TOTAL	42 (100)	114 (100)	156 (100)

<sup>a</sup> Countries are listed in table 73.

<sup>b</sup> Percentages shown in parentheses.

grant workers who had already achieved some permanent status. Although most of the Governments of these countries of immigration had adopted policies of limitation before August 1974, each reaffirmed its position during the period 1974-1976. It has been explained in chapter VIII that many of these Governments had been considering the possibility that the level of temporary immigration might have approached limits of acceptability, in that the benefits resulting from immigration were beginning to be outweighed by the costs, expressed largely in social and political terms but also in certain economic terms. Thus, even those countries whose Governments had adopted substantial programmes designed to facilitate the integration of immigrants within national societies concluded that the problems were very considerable.<sup>38</sup> Thus, if the period of economic recession were to end, the demand for immigration on the scale it had reached during the latter part of the 1960s and the first years of the present decade might not necessarily be resumed.

(b) Five Governments outside Europe which had perceived immigration as a means of contributing to the growth of permanent population: Canada, the United States of America, Australia and New Zealand—into which immigration had been substantial during the period 1974-1976; and Argentina—into which there had been no significant permanent immigration. In Canada, the United States of America, New Zealand and Argentina (but not in Australia or Uruguay), immigration had occurred of temporary migrant workers who performed generally the same function as those who formerly migrated into Northern and Western Eu-

<sup>38</sup> Some Governments, for example that of the United Kingdom, had severely limited immigration for similar reasons but much earlier than the period in question.

rope.<sup>39</sup> During the period most of these Governments undertook intensive reviews of their policy with respect to international migration. The Government of New Zealand concluded that limitation of both temporary and permanent immigration, except in certain circumstances (affecting family reunions and admittance of specialized workers), was appropriate in view of the increasing concern about the pressure of population upon the environment and natural resources. The Governments of Canada and Australia reached a different conclusion, namely that further immigration of carefully selected immigrants (on the basis of occupational qualifications) would stimulate the economy, thereby providing additional employment, as well as strengthening the country socially and culturally. The Government of the United States of America, in less formal reviews of its policies, arrived at a similar conclusion. The Government of Argentina continued to consider that permanent immigration would be beneficial, but during the period in question it revised downwards its earlier targets for inducing large-scale permanent immigration.<sup>40</sup>

*Governments of countries in more developed regions that considered neither immigration nor emigration to be demographically significant and viewed the situation as being satisfactory*

Table 37 indicates that 16 Governments had adopted the view that neither immigration nor emigration were of demographic significance, that they considered the situation to be satisfactory and did not want any change. The 16 countries may be grouped regionally and by the particular determinants of their perceptions and policies:

(a) Countries in Eastern Europe and the USSR,<sup>41</sup> and Albania (and similarly Mongolia<sup>42</sup>), to and from which international migration had not been significant within recent decades;<sup>43</sup>

(b) Countries in other more developed regions into which there had been recent immigration of workers of the type already mentioned but where the immigration had either never been very large or had been limited at an earlier stage by governmental intervention (Denmark, Belgium);

(c) Countries where immigration and emigration had not been demographically significant within recent decades (Chile and Japan);

(d) Countries that, until recently, had been characterized by substantial emigration, which the Government had come to perceive as being of no demographic significance, and where immigration had never been significant (Iceland);

(e) The Holy See, where the circumstances were unusual because of the State's size and the nature of its functions.<sup>44</sup>

*Governments of countries in more developed regions that considered emigration to be demographically significant*

Table 37 shows that nine Governments in the more developed regions, situated mainly in Southern Europe but also in Northern Europe, had adopted the view that emigration was demographically significant. These were countries that had traditionally been the source of sustained emigration to the economically more advanced countries of Western and Northern Europe. They held the view that continued emigration was prejudicial to their own economic development, which had become sufficiently advanced to be capable of absorbing the natural increase in the labour force as well as the remaining rural reserves. In these countries, both before and during the period 1974-1976, Governments introduced policies designed to reduce further emigration by increasing the relative advantages of remaining to work within the country. Various measures had been introduced that provided incentives for those already emigrant to return permanently. This was the situation in Spain, Greece and Yugoslavia, and to a lesser extent in Italy, within Southern Europe, and in Finland and Ireland within Northern Europe. The Government of Portugal, because of the political and economic changes that had occurred during that period, was the only Government in Southern Europe which still actively supported increased emigration and was, moreover, making agreements with new countries of destination (notably Iran) for this purpose.

*Governments of countries in less developed regions that considered immigration to be demographically significant or wished it to be so*

Table 37 indicates that only 21 of the 114 Governments of countries in less developed regions perceived immigration to be demographically significant, and that the Governments of two others into which there was no immigration wished it to be so. These 23 Governments may be divided into several groups according to location and set of determinants:<sup>45</sup>

<sup>39</sup> In its reply to the Third Inquiry among Governments on Population and Development, the Government of the United States of America stated that, in addition to an approximate 400,000 immigrants admitted each year (20 per cent of the population growth), it estimated that between 6 and 8 million illegal immigrants were resident within the country. The Governments of a number of other more developed countries also cited illegal immigration as being a problem.

<sup>40</sup> It should be noted that the Government of South Africa (a country not situated within a more developed region) maintained similar policies to induce permanent immigration from selected countries, particularly in Europe, but to an increasing extent in Latin America as well.

<sup>41</sup> The USSR is counted as a demographic statistical region for the purpose of this report.

<sup>42</sup> A country not situated within a more developed region.

<sup>43</sup> Migration does occur within the USSR and consequently into and out of the Byelorussian SSR and the Ukrainian SSR, but this has not been included here as international migration.

<sup>44</sup> Although a sovereign State, the Holy See possibly has a smaller proportion of its working population born in the country or permanently resident there than does any other State. In this sense, its existence is almost entirely dependent upon a controlled balance between immigration and emigration.

<sup>45</sup> For the countries concerned, listed by region, see annex table 73.

(a) The largest group consisted of the oil-producing and associated countries of Western Asia and Northern Africa. Some of these Governments had adopted policies of seeking to increase substantially the already very high rate of immigration, and had extended the areas of recruitment (for example, from Portugal, the Republic of Korea and Malaysia). The Government of Iraq, to which immigration had previously been very limited, had also adopted a policy of seeking to induce substantial immigration, principally from Egypt, although this was not yet considered demographically significant. The Governments of Kuwait, Bahrain, Qatar, the United Arab Emirates, Oman, and the Libyan Arab Jamahiriya were continuing their closely controlled policies of substantial immigration, although some had difficult problems with illegal immigration. The Sudan, recipient of substantial investment designed to bring about a rapid exploitation of its potential in food production, had been a traditional destination for movements from countries further west in the Sahelian region, and it was probable that these movements, although currently characterized by the Government as demographically not significant, would increase when those programmes were implemented;

(b) In a number of countries outside the region of Western Asia and Northern Africa, similar imbalances occurred between available indigenous labour and the demands imposed by rapid economic expansion. Thus, the Governments of Gabon, Equatorial Guinea,<sup>46</sup> the Bahamas, Nauru and Liberia were either satisfied with existing immigration flows or were seeking to increase them;

(c) The Governments of Israel and South Africa, to which permanent immigration had been long established, maintained policies of inducing an increased rate of inflow;

(d) A number of Governments into which immigration was perceived to be demographically significant considered that further inflow at similar rates might be prejudicial to the achievement of certain national objectives.

Although such immigration was successful in providing sufficient manpower for the very rapid rates of economic expansion, the Governments of many of these countries associated with it considerable difficulties in respect of material accommodation and social integration and tended during the period to control carefully any further inflow in order to reduce it to the minimum compatible with over-all economic objectives.

*Governments of countries in less developed regions that considered neither immigration nor emigration to be demographically significant and viewed the situation as being satisfactory*

Table 37 indicates that the Governments of 40 per cent of the countries in less developed regions consid-

<sup>46</sup> The traditional source of migrant workers had been Nigeria, but this movement ceased during the period 1974-1976, causing severe economic dislocation in Equatorial Guinea.

ered that neither immigration or emigration was significant and that the situation was satisfactory. The regions where concentration of these countries was greatest were Middle America and parts of Tropical South America; Eastern and Central Africa, and most of East and South Asia, with the sole exceptions of movements between Sri Lanka and India, and between Nepal, Bhutan and India, and the growing movements from the Republic of Korea and Malaysia to Western Asia. It may be noted that a considerable proportion of the Governments of these countries considered that lower rates of natural increase were desirable, and might have been expected to consider emigration as an appropriate means of achieving a solution. Indeed, emigration had occurred from many of these countries in the past. It is probable that the main reason was their inaccessibility to the principal regions of destination.<sup>47</sup>

*Governments of countries in less developed regions that considered emigration to be demographically significant or wished it to be so*

Table 37 reveals that the Governments of 43 countries in less developed regions considered that emigration was significant demographically, and two other Governments wished it to be so. These countries constituted several groups distinguished, according to their location, with respect to countries into which immigration was significant:

(a) Countries from which emigration to New Zealand occurred (Tonga, Western Samoa);<sup>48</sup> this emigration had recently been substantially limited by the Government of New Zealand;

(b) Countries from which emigration to Argentina and Brazil occurred (Bolivia, Paraguay);<sup>49</sup>

(c) Countries in the Caribbean, Middle America and the northern parts of Tropical South America, from which movement was predominantly to the Bahamas, Canada and the United States of America; this movement continued largely unchanged during the period;<sup>50</sup>

(d) Countries from which movement to Western Europe was predominant, notably from Northern and Western Africa (the flows from the latter region were much smaller than those from the former), and from Mauritius and Seychelles. These flows had been considerably reduced during much of the period by the limitation on further immigration imposed by the countries of destination in Western Europe;

<sup>47</sup> It may be noted that numerically significant flows occurred from Bangladesh and India to the United Kingdom and from the Philippines to the United States of America, but these were not considered demographically significant by the Governments of origin.

<sup>48</sup> Emigration also occurred from non-sovereign territories in the same region to New Zealand, from Fiji to New Zealand (although considered by its Government not to be demographically insignificant), to Nauru, and to other non-sovereign territories in the Pacific region.

<sup>49</sup> Included in this group is Uruguay, discussed earlier in the related section dealing with the more developed regions.

<sup>50</sup> With the exception of the cessation of migration from Surinam to the Netherlands when the former achieved independence.

(e) Countries from which movement to the Libyan Arab Jamahiriya, Western Asia and Iran occurred (Chad, Tunisia, Yugoslavia, Egypt; Turkey and Cyprus; Ethiopia; Yemen and Democratic Yemen, Pakistan), together with those countries providing emigrants under special agreements mentioned earlier—Malaysia and the Republic of Korea. These movements had experienced substantial acceleration during the period 1974–1976, although punctuated by the attempts Governments of countries of destination to control entries and residence;

(f) Countries from which movement to South Africa occurred (from Botswana, Lesotho, Swaziland, Mozambique and Malawi);<sup>51</sup>

(g) Movements in Western Africa to several destinations (the Upper Volta to the Ivory Coast and Ghana; Guinea to Liberia and Senegal). During the period negotiations began for movement from several Western African countries to Gabon.

#### Comments on regional variation

It was explained in the introduction to this section that presentation of information would follow a regional pattern throughout. There will therefore be no further discussion here, although the distribution of Governments by perception and policy categories is

<sup>51</sup> This group formerly included the United Republic of Tanzania, Zambia and Angola.

presented in tables 38–41 in each of the demographic statistical regions and areas of responsibility of the regional commissions.

#### Implications of the situation for the implementation of the recommendations of the World Population Plan of Action

The previous descriptive discussion of the situation, and of changes during the period August 1974–July 1976, has made it clear that movements were determined very largely by Governments' perceptions of the acceptability of natural increase and of the desirability of intervention to change it. Specifically, movements were determined by whether or not international migration was considered by Governments to be the policy option that was capable of most rapid implementation and most easy control among the various means of intervention that have been discussed in chapter VIII. The proportions of Governments which considered that immigration was demographically significant and that the situation was satisfactory, or which desired immigration where it was not yet occurring, are highest among those which considered that higher rates of natural increase were desirable, or that rates were satisfactory. Few Governments which held the view that lower rates of natural increase were desirable also considered that immigration was desirable.<sup>52</sup> The converse was also true.

<sup>52</sup> Except under special circumstances (South Africa, Liberia, Iran.)

TABLE 38. GOVERNMENTS' PERCEPTIONS OF THE DEMOGRAPHIC SIGNIFICANCE AND ACCEPTABILITY OF CONTEMPORARY LEVELS OF IMMIGRATION BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*  
(Number of Governments)

	Immigration considered demographically significant			Immigration considered not demographically significant		Total
	Considered unsatisfactory because too low	Considered satisfactory	Considered unsatisfactory because too high	Significant immigration desired	Considered satisfactory	
<b>ECA area</b>						
Eastern Africa .....	—	—	—	—	14	14
Middle Africa .....	2	—	—	—	6	8
Northern Africa .....	—	1	—	1	4	6
Southern Africa .....	1	—	—	—	3	4
Western Africa .....	—	1	2	—	13	16
TOTAL	3	2	2	1	40	48
<b>ECWA area</b>						
Western South Asia <sup>a</sup> .....	1	6	—	1	4	12
<b>ECLA area</b>						
Caribbean .....	—	1	—	—	7	8
Middle America .....	—	—	—	—	7	7
Temperate South America <sup>b</sup> .....	1	—	—	—	2	3
Tropical South America .....	—	—	1	—	8	9
TOTAL	1	1	1	—	24	27
<b>ECE area</b>						
Eastern Europe <sup>b</sup> .....	—	—	—	—	6	6
Northern Europe <sup>b</sup> .....	—	3	—	—	4	7
Southern Europe <sup>b</sup> .....	—	—	1	—	8	9
Western Europe <sup>b</sup> .....	—	7	1	—	1	9
Cyprus, Israel and Turkey .....	1	—	—	—	2	3
Northern America <sup>b</sup> .....	—	2	—	—	—	2
USSR <sup>b</sup> .....	—	—	—	—	3	3
TOTAL	1	12	2	—	24	39

TABLE 38. GOVERNMENTS' PERCEPTIONS OF THE DEMOGRAPHIC SIGNIFICANCE AND ACCEPTABILITY OF CONTEMPORARY LEVELS OF IMMIGRATION BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*

(continued)  
(Number of Governments)

	Immigration considered demographically significant			Immigration considered not demographically significant		Total
	Considered unsatisfactory because too low	Considered satisfactory	Considered unsatisfactory because too high	Significant immigration desired	Considered satisfactory	
ESCAP area						
China	—	—	—	—	1	1
Japan <sup>b</sup>	—	—	—	—	1	1
Other East Asia	—	—	—	—	3	3
Eastern South Asia	—	—	—	—	9	9
Middle South Asia	1	1	1	—	6	9
Australia and New Zealand <sup>b</sup>	1	—	1	—	—	2
Melanesia	—	—	—	—	1	1
Micronesia-Polynesia	—	1	—	—	3	4
TOTAL	2	2	2	—	24	30
More developed regions <sup>b</sup>	2	12	3	—	25	42
Less developed regions	6	11	4	2	91	114
TOTAL	8	23	7	2	116	156

\* Countries are listed in Table 73.

<sup>b</sup> See chap. IX, table 19, foot-note c.

<sup>a</sup> Excluding Cyprus, Israel and Turkey

TABLE 39. GOVERNMENTS' POLICIES REGARDING IMMIGRATION, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*

(Number of Governments)

	Policy of inducing higher rates	Policy of inducing immigration (not demographically significant)	Policy of maintaining contemporary levels (closely controlled)	Policy of limiting further immigration but maintain contemporary immigrant population	No demographically significant immigration perceived or desired	Total
ECA area						
Eastern Africa	—	—	—	—	14	14
Middle Africa	2	—	—	—	6	8
Northern Africa	—	1	1	—	4	6
Southern Africa	1	—	—	—	3	4
Western Africa	—	—	1	2	13	16
TOTAL	3	1	2	2	40	48
ECWA area						
Western South Asia <sup>a</sup>	1	1	6	—	4	12
ECLA area						
Caribbean	—	—	1	—	7	8
Middle America	—	—	—	—	7	7
Temperate South America <sup>b</sup>	1	—	—	—	2	3
Tropical South America	—	—	—	1	8	9
TOTAL	1	—	1	1	24	27
ECE area						
Eastern Europe <sup>b</sup>	—	—	—	—	6	6
Northern Europe <sup>a</sup>	—	—	2	1	4	7
Southern Europe <sup>b</sup>	—	—	—	1	8	9
Western Europe <sup>b</sup>	—	—	1	7	1	9
Cyprus, Israel and Turkey	1	—	—	—	2	3
Northern America <sup>b</sup>	—	—	2	—	—	2
USSR <sup>b</sup>	—	—	—	—	3	3
TOTAL	1	—	5	9	24	39
ESCAP area						
China	—	—	—	—	1	1
Japan <sup>b</sup>	—	—	—	—	1	1
Other East Asia	—	—	—	—	3	3
Eastern South Asia	—	—	—	—	9	9
Middle South Asia	1	—	1	1	6	9
Australia and New Zealand <sup>b</sup>	1	—	—	1	—	2
Melanesia	—	—	—	—	1	1
Micronesia-Polynesia	—	—	1	—	3	4
TOTAL	2	—	2	2	24	30
More developed regions <sup>b</sup>	2	—	5	10	25	42
Less developed regions	6	2	11	4	91	114
TOTAL	8	2	16	14	116	156

\* Countries are listed in Table 73.

<sup>b</sup> See chap. IX, table 19, foot-note c.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

TABLE 40. GOVERNMENTS' PERCEPTIONS OF THE DEMOGRAPHIC SIGNIFICANCE AND ACCEPTABILITY OF CONTEMPORARY LEVELS OF EMIGRATION, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*  
(Number of Governments)

	Emigration considered demographically significant			Emigration considered not demographically significant		Total
	And not satisfactory because too low	And satisfactory	And not satisfactory because too high	Although significant emigration desired	And perceived as being satisfactory	
ECA area						
Eastern Africa .....	—	5	—	—	9	14
Middle Africa .....	—	1	—	—	7	8
Northern Africa .....	1	3	—	—	2	6
Southern Africa .....	—	2	1	—	1	4
Western Africa .....	—	4	2	—	10	16
TOTAL	1	15	3	—	29	48
ECWA area						
Western South Asia <sup>a</sup> .....	—	2	1	1	8	12
ECLA area						
Caribbean .....	—	3	3	—	2	8
Middle America .....	—	1	2	—	4	7
Temperate South America <sup>b</sup> .....	—	—	1	—	2	3
Tropical South America .....	—	2	3	—	4	9
TOTAL	—	6	9	—	12	27
ECE area						
Eastern Europe <sup>b</sup> .....	—	—	—	—	6	6
Northern Europe <sup>b</sup> .....	—	—	2	—	5	7
Southern Europe <sup>b</sup> .....	1	1	4	—	3	9
Western Europe <sup>b</sup> .....	—	—	—	—	9	9
Cyprus, Israel and Turkey .....	1	—	1	—	1	3
Northern America <sup>b</sup> .....	—	—	—	—	2	2
USSR <sup>b</sup> .....	—	—	—	—	3	3
TOTAL	2	1	7	—	29	39
ESCAP area						
China .....	—	—	—	—	1	1
Japan <sup>b</sup> .....	—	—	—	—	1	1
Other East Asia .....	1	—	—	—	2	3
Eastern South Asia .....	—	—	—	1	8	9
Middle South Asia .....	—	2	—	—	7	9
Australia and New Zealand <sup>b</sup> .....	—	—	—	—	2	2
Melanesia .....	—	—	—	—	1	1
Micronesia-Polynesia .....	—	2	—	—	2	4
TOTAL	1	4	—	1	24	30
More developed regions <sup>b</sup> .....	1	1	7	—	33	42
Less developed regions .....	3	27	13	2	69	114
TOTAL	4	28	20	2	102	156

\* Countries are listed in Table 73.

<sup>b</sup> See chap. IX, table 19, foot-note c.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

TABLE 41. GOVERNMENTS' POLICIES REGARDING EMIGRATION, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*  
(Number of Governments)

	Policy of inducing higher rates	Policy of inducing emigration (not demographically significant)	Policy of maintaining contemporary levels	Policy of limiting further emigration	No demographically significant emigration perceived or desired	Total
ECA area						
Eastern Africa .....	—	—	5	—	9	14
Middle Africa .....	—	—	1	—	7	8
Northern Africa .....	1	—	3	—	2	6
Southern Africa .....	—	—	2	1	1	4
Western Africa .....	—	—	4	2	10	16
TOTAL	1	—	15	3	29	48
ECWA area						
Western South Asia <sup>a</sup> .....	—	1	2	1	8	12
ECLA area						
Caribbean .....	—	—	3	3	2	8
Middle America .....	—	—	1	2	4	7
Temperate South America <sup>b</sup> .....	—	—	—	1	2	3
Tropical South America .....	—	—	2	3	4	9
TOTAL	—	—	6	9	12	27

TABLE 41. GOVERNMENTS' POLICIES REGARDING EMIGRATION, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS,  
DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\* (continued)  
(Number of Governments)

	Policy of inducing higher rates	Policy of inducing emigration (not demographically significant)	Policy of maintaining contemporary levels	Policy of limiting further emigration	No demographically significant emigration perceived or desired	Total
<b>ECE area</b>						
Eastern Europe <sup>b</sup> .....	—	—	—	—	6	6
Northern Europe <sup>b</sup> .....	—	—	—	2	5	7
Southern Europe <sup>b</sup> .....	1	—	1	4	3	9
Western Europe <sup>b</sup> .....	—	—	—	—	9	9
Cyprus, Israel, Turkey .....	1	—	—	1	1	3
Northern America <sup>b</sup> .....	—	—	—	—	2	2
USSR <sup>b</sup> .....	—	—	—	—	3	3
TOTAL .....	2	—	1	7	29	39
<b>ESCAP area</b>						
China .....	—	—	—	—	1	1
Japan <sup>b</sup> .....	—	—	—	—	1	1
Other East Asia .....	1	—	—	—	2	3
Eastern South Asia .....	—	1	—	—	8	9
Middle South Asia .....	—	—	2	—	7	9
Australia-New Zealand <sup>b</sup> .....	—	—	—	—	2	2
Melanesia .....	—	—	—	—	1	1
Micronesia-Polynesia .....	—	—	2	—	2	4
TOTAL .....	1	1	4	—	24	30
More developed regions <sup>b</sup> .....	1	—	1	7	33	42
Less developed regions .....	3	2	27	13	69	114
TOTAL .....	4	2	28	20	102	156

\* Countries are listed in Table 73.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

<sup>b</sup> See chap. IX, table 19, foot-note c.

A reduction in emigration will occur when the countries of origin experience a sufficient improvement in their relative economic status to make remaining in the country of birth more attractive than migration abroad. The close relationship between the likelihood of this situation being achieved and proposals for an improved distribution among countries of the benefits of world technological and organizational advance is clear. Even if the current manifest problems in the distribution of benefits of the application of technology to world resources are resolved, however, the generation of imbalances resulting from differential technological development and location of resource use will continue. Thus, while the reduction of what might be described as forced international migration (in the sense that emigration is forced upon those concerned by the poverty and small prospects for improvement of the countries concerned) is an obviously commendable objective, it may nevertheless be expected that future technological and organizational factors will result in a continued heterogeneity at any one period of time in the relative attrac-

tions of regions and countries, and that international migration will result. Consequently, it may be concluded that improved methods of integrating migrants and controlling flows are necessary. In this respect the World Population Plan of Action offered a number of specific recommendations, summarized in the relevant section above.

Progress made in implementing recommendations is basically dependent upon the achievement of a better integrated and more ordered system of economic development. However, within existing macro-economic circumstances it is possible for Governments to continue their attempts to resolve problems of accommodation and integration of immigrants and their attempts to secure a more appropriate selection of immigrants instead of a selection according to limited occupational and cultural characteristics, which is highly detrimental to certain elements of potential immigrant populations and also elements of the population of the country of immigration, whose advancement may be neglected in favour of that of immigrants.

## Chapter X

# INSTITUTIONAL ARRANGEMENTS FOR THE FORMULATION OF POPULATION POLICIES AND THEIR INTEGRATION WITHIN DEVELOPMENT PLANS

### INTRODUCTION

The purpose of this chapter is to provide a general survey of the extent to which Governments in July 1976 had implemented the recommendations of the World Population Plan of Action with respect to the institutional organization needed for the formulation and implementation of population goals and policies contained in section C of the Plan.<sup>1</sup>

Because of the wide-ranging nature of the topic, the analysis will be limited to those aspects which are most relevant to an understanding of the requirements for effective formulation and implementation of policies. A review of the recommendations of the Plan will be followed by a summary of the set of basic procedures that are necessary for any formulation of population policies and preparation of plans, irrespective of the nature and severity of the problems seen to require action and the nature of the existing institutional organization. From these basic procedures, several will be selected for a more detailed examination and summary of the situation among the Governments within the more developed regions and in each of the groups within the less developed regions categorized according to level of average life expectancy at birth. The first aspect selected will be the institutional organization established to ensure an adequate contribution of the results of research to the process of formulating population policy and preparing plans. The second aspect will be the institutional organization established to ensure the effective integration of population policies and plans within national development strategies and plans. The purpose of these reviews is to indicate briefly, and within the context of the report, the relevance of institutional organization to the effective implementation of the recommendations of the World Population Plan of Action.

#### A. RECOMMENDATIONS OF THE WORLD POPULATION PLAN OF ACTION (*paras. 71-109*)

The Plan recommended that "measures need to be undertaken to promote knowledge of the relationships and problems involved, to assist in the development of population policies and to elicit the co-operation and participation of all concerned in the formulation and

implementation of these policies". It urged improvement of information and understanding of the processes involved by means of data collection and analysis and research and stressed the need for improvement in management, training, education and information diffusion. Finally, recommendations were made with regard to the development and evaluation of population policies. In these sections, and also in the sections concerned with recommendations for implementation of the Plan of Action, a number of specific recommendations were made with regard to the necessary institutional systems for information collection, analysis, policy formulation at the technical level, policy decision-taking at the political level, policy implementation, and policy monitoring, review and appraisal.

The Plan further recommended that Governments that had not yet done so "establish appropriate services for the collection, analysis and dissemination of demographic and related statistical information". In addition to calling for an improvement in information collection and analysis for the specific purposes of formulating population policies within development planning, the Plan emphasized the importance of making available the results of information collection and analysis processes to national policy-making bodies. The need for rapid analysis and onward transmission and presentation of data in a form appropriate to the needs of users was also noted.

In its recommendations concerning the research activities that were considered necessary, the Plan emphasized "particularly . . . research activities that are important for the formulation, evaluation and implementation of the population policies. . . ." It was recommended that research be undertaken with the objective of understanding the demographic processes themselves within their societal contexts, and also with the objective of understanding and improving upon the process of formulation, implementation and evaluation of population policies, including methods for "integrating population inputs and goals in development plans and programmes" and "analysis of population policies in their relationship to other socio-economic development policies, laws and institutions. . . ." and "translation into action programmes of policies dealing with the socio-economic determinants of demographic processes". Research into human rights and the legal aspects of population policies and into policies relevant to internal migration and to fertility behaviour, as well as into the improvement of information systems and the develop-

<sup>1</sup> See *Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974* (United Nations Publication, Sales No. E.75.XIII.3), part one, chap. I, paras. 16-95.



ment of demographic and socio-economic models was also recommended. Finally, it was recommended that national research needs should be determined by Governments and national research institutions and that "national and regional research institutions dealing with population and related questions should be assisted and expanded as appropriate. Special efforts should be made to co-ordinate the research of those institutions by facilitating the exchange of their research findings and the exchange of information on their planned and ongoing research projects".

With regard to management, training and education in population matters, the Plan urged Governments "to co-operate in developing a world-wide system of international, regional and national institutions to meet the need for trained manpower". The assistance of voluntary organizations in the dissemination of population information and the wider participation of the public in policy implementation was also recommended.

With respect to the formulation of population policies, the Plan pointed out that Governments should "determine and assess the population problems and needs of their countries in the light of their political, social, cultural, religious and economic conditions; such an undertaking should be carried out systematically and periodically so as to promote informed, rational and dynamic decision-making in matters of population and development."

With regard to the next phase in the procedure for the formulation of population policy, the Plan recommended that "Population measures and programmes should be integrated into comprehensive social and economic plans and programmes and this integration should be reflected in the goals, instrumentalities and organizations for planning within the countries. In general, it is suggested that a unit dealing with population aspects be created and placed at a high level of the national administrative structure and that such a unit be staffed with qualified persons from the relevant disciplines."

Finally, the Plan stated that "Where population policies or programmes have been adopted, systematic and periodic evaluations of their effectiveness should be made with a view to their improvement."

It pointed out that the effect of national action might extend beyond national boundaries and that "Countries sharing similar population conditions and problems are invited to consider jointly this Plan of Action, exchange experience in relevant fields and elaborate those aspects of the Plan that are of particular relevance to them." A number of recommendations were made for international support of Government activities in the population policy field, and for international monitoring, review and appraisal of the Plan. Clearly, inter-governmental activities in this respect would require some institutional arrangements, but the Plan made no specific recommendations.

The general and specific recommendations for institutional development for the purpose of formulating and implementing population policy identified a considerable number of key components. Not all details of

the institutional system were examined, largely because, at more detailed levels, national differences become of greater significance. The institutional system has been the subject of study and the formulation of guidelines by the United Nations system since 1974.

## B. GENERAL ASPECTS OF THE SITUATION IN THE WORLD AS A WHOLE

*The basic procedures required for the formulation of population policy and for its integration in national development strategies and plans*

It is important to differentiate between, on the one hand, the procedures required for formulating policies and drawing up plans and for integrating those policies and plans into the national development strategy and, on the other hand, the institutional arrangements within which such activities are to be organized. The nature of the problems that Governments associate with population and the institutional organization available in each country have no bearing on the basic set of procedures necessary for the formulation of population policy and the preparation of plans, which consists of a sequence of progressively dependent activities that may be performed at the one extreme by a single person or at the other extreme by a series of institutions. All of the separate activities may be assigned to a single institution, or they may be divided among several institutions, between which a close organizational relationship may or may not have been established for this purpose. Such separation may in certain circumstances improve the effectiveness of each of the activities by allowing them to be allocated to specialized institutions. In some circumstances, however, it may serve to reduce their effectiveness, in that co-ordination and interaction between the institutions responsible for the various procedures may be inadequate.

The basic activities may be listed as follows:

(a) Collection of data on demographic processes, and upon nondemographic processes which significantly determine their behaviour;

(b) Collection of data on those societal processes which have a mutually interacting relationship with demographic processes, within which a maladjustment may exist (identified by Governments as a "problem associated with population"), and collection of data on the nature of the maladjustment and on the implications for the achievement of national objectives;

(c) Evaluation of the accuracy of these sets of data;

(d) Primary analysis of data, and diffusion of findings;

(e) Utilization of data in research programmes undertaken with a view to achieving a better understanding of relationships between demographic and societal processes and ascertaining the probable effect of demographic trends upon the achievement of the objectives of societal development;

(f) Formulation, at the technical level of planning, of detailed policy options designed either to attempt to

modify or to respond to demographic processes, and assessment of feasible and desirable means of integration of these measures within the total set of measures constituting the development plan or other regulatory instrument prepared by the Government;

(g) Consideration of these recommended policy options by an institutional unit that is responsible for taking decisions on policies related to population, and subsequent reformulation of policy objectives into legal instruments and executive instructions;

(h) Preparation in detail of specific measures and programmes, and allocation to implementing institutions;

(i) Implementation by various operational agencies;

(j) Monitoring and appraisal by a central institutional unit of progress made in the light of guidelines previously adopted and objectives previously identified;

(k) Reporting on progress achieved and the need for possible corrective intervention, followed by preparation of the set of basic procedures to be included within the next plan.

#### *Institutional organization of the basic set of procedures*

There is considerable variation in the institutional arrangements adopted by Governments. This variety appears to reflect the combined influence of several factors: the administrative structure of governmental organization; the general level of development of national institutions; the specific type of population problem that has been identified; and the urgency attached to the resolution of such population problems. Because of the variety of these determining factors, there is no single configuration of the institutional system that can be said to be the most appropriate to the situation in all countries.

Discussion of the configuration of the institutional arrangements will be limited to certain of its most significant aspects for which information is at present less readily available. For this reason, procedures concerned with data collection, evaluation and analysis will be excluded, as many studies have already been prepared on the subject, and the situation prevailing among countries is relatively well appreciated. Accordingly, attention will be given first to the institutional arrangements adopted to ensure that research findings contribute adequately for formulating population policy and plan preparation, and secondly, to the institutional arrangements adopted to ensure the effective integration of population policies and plans within national development strategies.

#### *Institutional arrangements with respect to the utilization of research findings in the formulation of population policy*

##### *Countries in more developed regions*

In general, countries in the more developed regions are characterized by complex governmental organization, advanced institutional development and relatively few of such constraints upon policy formulation as the

non-availability of trained personnel and inadequate information concerning either demographic or societal processes. Moreover, in general, such countries do not suffer from the more severe problems associated with population, such as high mortality, high rates of natural increase and extremely maladjusted spatial distribution. Rather, the problems related to population that are characteristic of these countries comprise complex sets of maladjustments between demographic and societal processes, each of which may not be quantitatively very large, but nevertheless may be an important issue in the formulation of social and economic policy, given the sensitivity of many different components of the highly integrated and complex societal structures, and the high level of expectations of the population. Accordingly, in order to monitor the functioning of such societal systems, increasingly sophisticated sets of data must be used, and complex analyses must be carried out. Thus, although they had reliable basic data and well-developed institutions at their disposal, many of even the most technologically advanced of those countries considered that their knowledge of all the complex interrelationships was insufficient. The research input still needed was therefore considerable.

The correlation is high between the severity of perceived problems and the intensity of government reaction, whereby research was explicitly commissioned as an input to the formulation of population policies and preparation of plans and special institutional organizations were established. Thus, most of the Governments of countries in the more developed regions used research by a number of universities and governmental and non-governmental research institutions specialized in a wide range of fields. Some Governments considered that the complexities of intervention to adjust all of the processes involved were such that special research institutions in the field of population needed to be created. The purpose of such institutions was to examine available policy options, to recommend specific programmes to central planning institutions and to participate closely in the process of policy formulation and subsequent monitoring, within all relevant sections of the decision-taking system.

Conversely, in a few of those countries in the more developed regions which possessed advanced institutional structures for general research purposes, Governments perceived that significant problems were associated with population that could not be adjusted on the basis of existing knowledge. However, research into population problems *per se* was not considered necessary. Thus, for the countries in which fertility had not yet reached very low levels and which had the option of permitting either immigration or emigration to compensate for any lack of adjustment between supply and demand in the indigenous labour force, Governments had not directly intervened to establish research institutions in order to resolve specific problems associated with population. In some of those countries Governments had adopted the procedure of establishing temporary working groups which used an *ad hoc* organization of research and policy-formulating institutions to prepare a report

within which the principal problems and policy options were identified for the relevant decision-taking institutions. However, the variety that existed in institutional arrangements for the contribution of research to population policy formulation reflected not only the urgency attached by the Government to problems that it felt to be associated with population but reflected also the administrative structure of governmental organization, and particularly the extent to which societal processes were regulated by central governmental planning institutions. In all the socialist countries and in a number of the non-socialist countries, central planning is a dominant feature of governmental organization, and central planning institutions played an important part in the formulation of population policies as well as in the detailed preparation of plans and in the monitoring of their implementation by a wide range of executing agencies. Where central planning institutions existed, there was usually a formal institutional relationship between them and the group of research institutions that had an explicit and continuous function to perform in the provision of information and guidance for policy-making.

#### *Countries in less developed regions*

Governments of less developed countries, although limited in their policy formulation by more restricted information, are nevertheless faced with the need to select policy options from a more restricted range than that available to the more developed countries. Therefore, a considerable proportion of those Governments considered that information deficiencies were not so great as to preclude policy formulation. Nevertheless, almost all such Governments were giving priority attention to the improvement of their information systems for planning purposes. Moreover, the Governments of the least developed countries in general considered that the extreme deficiency of information available to them did in fact constitute a serious constraint upon their policy formulation. As their own resources were extremely limited, considerable assistance was already being provided by international agencies and some Governments. As regards research, many Governments perceived that, although they lacked adequate research capacity, the problems required not so much further basic research but rather the translation of existing knowledge into effective action, including the eradication of the root causes of existing problems. Moreover, considerable assistance was given to such Governments by international agencies and friendly Governments. In many cases, countries had access to multinational regional research institutions, including those established by the United Nations and by universities offering facilities to several countries within the region.<sup>2</sup> In most other countries in the developing regions, universities, frequently of recent foundation, provided the only national research capability.

<sup>2</sup> For example, the Bahamas, Bahrain, Barbados, Cape Verde, Grenada, Jamaica, Nauru, Oman, Qatar, Seychelles, Surinam, the United Arab Emirates and Western Samoa.

Even the existence of a research capacity is not sufficient, however, for the particular purpose of ensuring the fullest research support for policy formulation and plan preparation in the field of the interrelationships between population and societal development. There must be an institutional mechanism whereby the needed research is not only carried out but also made available in an appropriate and immediately usable form to the institutions concerned with policy formulation and plan preparation. In those countries that had a central planning organization, with considerable governmental powers of intervention in a wide range of sectors of societal development, it proved possible to establish specific mechanisms of that type, including the establishment of institutions having the specific function of population policy research. That occurred notably in countries with central planning systems whose Governments perceived the existence of serious demographic problems. In countries that did not have an institutionalized central planning system, the establishment of such specific institutions was less common. Where the Governments of such countries perceived the existence of serious demographic problems, however, various special and temporary arrangements were made, such as the appointment of special commissions and working groups with the function of accomplishing the needed policy research. In some instances, such initially temporary institutional arrangements were continued in various more permanent forms.

#### *Variety in institutional arrangements<sup>3</sup>*

In two thirds of the countries in the less developed regions (105 out of 156), a substantial proportion of the completed research used by Governments in the formulation of their population policies that was not completed within the policy-formulating institutions themselves originated in institutions that had not been specifically assigned the responsibility for conducting research for that purpose, and consisted predominantly of uncommissioned work. Of those 105 Governments, 37, in addition to using uncommissioned research, also made substantial use of research that the Government had commissioned from institutions that had been specifically assigned the responsibility for conducting research for that purpose. In the remaining one third of the countries, only a limited proportion of the total research input to population policy formulation originated in institutions different from that responsible for policy formulation, and that limited contribution usually consisted of uncommissioned output of institutions which have not specifically been given responsibility for conducting such research.

Part A of table 42 shows that there were considerable differences in the distribution of Governments among the three categories of institutional arrangement according to level of development. In countries within more developed regions almost half of the Governments (20 out of 42) had their research originating in institutions

<sup>3</sup> For the countries concerned, listed by region, see annex table 74.

TABLE 42. INSTITUTIONAL ORGANIZATION WITH RESPECT TO THE INTEGRATION OF POPULATION POLICY FORMULATION AND PLANNING WITHIN NATIONAL PLANNING, BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, DEMOGRAPHIC STATISTICAL REGIONS AND GENERAL LEVEL OF DEVELOPMENT, JULY 1976\*

	<i>(Number of Governments)</i>							
	<i>A. Research input to policy-formulating institutions</i>				<i>B. Institutions responsible for integrating population policies in national planning</i>			
	<i>Contribution of institutions substantial</i>		<i>Contribution of institutions limited</i>		<i>Institutional arrangements</i>			
	<i>Originating mainly in institutions responsible for population policy research</i>	<i>Originating mainly in institutions responsible only for general research</i>	<i>Research originating mainly in institution(s) responsible for formulation of population policy</i>		<i>Central planning organization exists</i>	<i>Central planning organization does not exist</i>		
				<i>Assisted by institutions permanently responsible for formulation of population policy</i>	<i>Designated as institution permanently responsible for formulation of population policy</i>	<i>But institution designated as permanently responsible for formulation of population policy</i>	<i>No institution designated as permanently responsible for formulation of population policy</i>	
<b>ECA area</b>								
Eastern Africa .....	1	8	5	14	1	13	—	—
Middle Africa .....	1	—	7	8	—	8	—	—
Northern Africa .....	1	5	—	6	2	4	—	—
Southern Africa .....	1	—	3	4	2	2	—	—
Western Africa .....	1	6	9	16	2	14	—	—
TOTAL	5	19	24	48	7	41	—	—
<b>ECWA area</b>								
Western South Asia <sup>a</sup> .....	—	6	6	12	5	5	1	1
<b>ECLA area</b>								
Caribbean .....	2	4	2	8	2	5	—	1
Middle America .....	1	6	—	7	2	5	—	—
Temperate South America <sup>b</sup> .....	2	—	1	3	2	—	1	—
Tropical South America .....	1	7	1	9	2	7	—	—
TOTAL	6	17	4	27	8	17	1	1
<b>ECE area</b>								
Eastern Europe <sup>b</sup> .....	6	—	—	6	6	—	—	—
Northern Europe <sup>b</sup> .....	—	5	2	7	—	2	1	4
Southern Europe <sup>b</sup> .....	4	2	3	9	—	6	1	2
Western Europe <sup>b</sup> .....	3	2	4	9	2	—	1	6
Cyprus, Israel and Turkey .....	2	1	—	3	1	2	—	—
Northern America <sup>b</sup> .....	1	1	—	2	—	—	2	—
USSR <sup>b</sup> .....	3	—	—	3	—	3	—	—
TOTAL	19	11	9	39	9	13	5	12
<b>ESCAP area</b>								
China .....	—	1	—	1	—	1	—	—
Japan <sup>b</sup> .....	1	—	—	1	—	—	—	1
Other East Asia .....	1	2	—	3	1	2	—	—
Eastern South Asia .....	2	5	2	9	4	5	—	—
Middle South Asia .....	2	4	3	9	3	6	—	—
Australia and New Zealand <sup>b</sup> .....	—	2	—	2	—	—	2	—
Melanesia .....	1	—	—	1	—	1	—	—
Micronesia-Polynesia .....	—	1	3	4	—	3	—	1
TOTAL	7	15	8	30	8	18	2	2
More developed regions <sup>b</sup> .....	20	12	10	42	10	11	8	13
Less developed regions .....	17	56	41	114	27	83	1	3
TOTAL	37	68	51	156	37	94	9	16

\* Countries are listed in Table 73.

<sup>a</sup> Excluding Cyprus, Israel and Turkey.

<sup>b</sup> See chap. IX, table 19, foot-note c.

specifically responsible for population policy research as well as in general research institutions. This represented a much higher proportion than in the less developed regions, where the corresponding percentage was only 15 (17 countries out of 114). On the other hand, almost half of the Governments in less developed regions (56 out of 114) were using solely the results of uncommissioned research carried out in general research institutions, whereas in the more developed regions there were only 12 Governments (29 per cent) whose use of research for policy formulation was confined to that procedure alone. The remaining Governments used research done outside the policy formulation institution only to a limited extent, and the research in that case was predominantly uncommissioned and originated in general research institutions only. The latter group con-

sisted of 10 Governments (24 per cent) in the more developed regions and 41 (36 per cent) in the less developed regions. Those figures reflected the capability of the developed countries to establish institutions specifically for the conducting of research in the formulation of population policy.

It is important to note that a limited use of research completed in institutions that have no permanent specified function with respect to population policy formulation does not necessarily imply that there is little research input into the formulation of population policy. This depends upon the institutional arrangements existing in the country; for example, if a considerable proportion of the total amount of research is completed within the government departments primarily responsible for population policy formulation, and particularly

if the structure of policy formulation is at the same time partly decentralized among several other departments, each of which conducts research appropriate to its particular responsibilities, only occasionally is there any need for the commissioning of research from outside this group of institutions. There is rarely a need for the establishment of separate institutions with the permanent specified function of conducting research for population policy formulation (although in certain circumstances temporary study groups and advisory bodies may be established).

*Institutional arrangements with respect to the integration of population policy formulation within national development strategy*

*Countries in more developed regions*

With respect to policy formulation and plan preparation, including the identification of measures and allocation to implementing institutions, a similar variation exists between more and less developed countries and between countries with central planning organizations and those without such institutions (see part B of table 42). In more developed countries with established central planning institutions (21 countries, 50 per cent of the total), policy formulation and plan preparation involving integration of population policy objectives and measures within the wider set of objectives and plans was effected either within the central plan organization (11 countries), or was partly allocated to the Government's research institution specifically established for this purpose (10 countries). These arrangements appear to have been quite efficient in permitting the full integration of the population component in all its complexity, within all aspects of policy formulation and plan preparation. In more developed countries without central planning systems (21 countries), in certain instances less formal institutional arrangements had been made (8 countries). The remaining 13 countries, some of which had a substantial research capacity, had no institution designated as permanently responsible for the formulation of population policy. Some Governments of such more developed countries stated that the absence of such institutional arrangements, even on an informal or temporary basis, had imposed a severe constraint on their ability to foresee and adjust to changing relationships between simultaneously changing demographic and other societal processes.

It is appropriate to emphasize that in most of the more developed countries, as also in many of the less developed countries, the formulation of population policy in such areas as mortality, labour force, international migration and, to a lesser extent, internal migration, has been integrated to some extent within the processes of general societal policy formulation. It appears that this fact has not been widely realized because of the lack of such integration in other demographic areas, notably fertility and population growth, to which attention was drawn fairly recently and which need special institutional arrangements.

Not all of the special institutions established by Governments of countries in more developed regions have been created in response to the lack of effectiveness of the existing institutional structure. In many cases they have been formed to co-ordinate the procedures of a number of agencies with responsibilities in the field which is identified by the Government as of urgent importance. Thus, in the low fertility countries which had not encouraged immigration, various forms of national commissions had been established with general responsibilities for a full co-ordination of all of the procedures listed above, and with the principal objective of identifying a complex set of mutually supportive measures which, it was hoped, would bring about, when implemented, a rise in fertility. Similar commissions or committees—sometimes of a temporary nature—were established with particular respect to immigration, but with wider responsibilities in some cases, in some of the developed countries in which international migration had been a significant element of demographic development. Those institutions had the primary and initial responsibility for a specific aspect of demographic processes, whether fertility, spatial distribution, or international migration. Many then assumed wider responsibilities, until they were given the responsibility for the co-ordination of all the activities, from data collection to policy review and appraisal. This is a reflection of the fact that in these countries, formulation of population policy is more and more recognized to be a complex, interdisciplinary, multi-institutional responsibility.

*Countries in less developed regions*

The almost complete adoption of central planning systems in the less developed countries (110 out of 114) has made it possible to integrate the population component within policy formulation and plan preparation to a very considerable extent. In those countries the formulation of policies and plan preparation for societal processes as a whole is even more markedly concentrated within the institutional pattern of a central planning institution than is the case in the more developed countries. This is so regardless of the development strategy employed. In most instances, population aspects are closely integrated within policy formulation and plan preparation. This is particularly true with respect to the central problems of growth of the labour force; entries into age groups which required specific services (health, housing and education); spatial distribution of population in relation to natural resources and the urban-regional system; morbidity and mortality and the integration of health with other social and economic strategies; and international migration. These are all aspects of population planning and policy formulation that are routinely the responsibility of sub-units within central planning agencies in many of the less developed countries. This is not to say that the degree to which the associated functions of data evaluation, research, policy selection and detailed translation into plans are achieved in all the countries as effectively as is desired. In many countries the institutional organization

of Government itself, the lack of trained personnel and inadequate financial resources act as serious constraints.

Nevertheless, as in the case of the more developed countries, additional special institutions have been created to supplement the policy-formulating activities of the central planning agencies in many of the countries (27 countries).<sup>4</sup> This has been particularly true with respect to policies whose object is to modify fertility. It is important to note that fertility and population growth are the only demographic processes that are not normally within the field of responsibility of one of the sectoral government ministries or agencies. For example, mortality, spatial distribution and international migration are aspects of concern to agencies responsible for health, social welfare, regional planning, urban planning, labour and immigration and naturalization; that is, the institutional responsibilities that are needed usually exist. Fertility modification, on the other hand, has been perceived only recently as a separate process, or one associated with the provision of health services or

with a combination of factors, such as improved education, participation of women in the labour force, and changing social attitudes. Concern about high rates of population increase developed from within various institutions most responsible for dealing with the associated problems; for example, health, education, food, employment, housing, transportation etc. However, in many countries with high rates of natural increase, the need had arisen for family planning as a specialized fertility regulatory activity, for co-ordination of existing related activities and for their orientation towards an objective that was quite new and extraneous to the set of normal development objectives. Thus, in many of these countries, special institutions, which often combine policy formulation, plan preparation and actual implementation, had been established. Gradually, some of them had come to assume broader responsibilities, including research and monitoring.

In some countries in which fertility reduction was considered to be the most important area of population policy, the special institutions identified above had been given the additional responsibility of decision-taking, although usually only in respect of their own field, and not for the broad spectrum of fields in which other institutions were involved.

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<sup>4</sup> Among the four countries in the less developed regions with no central planning organization, one country had an institution designated as permanently responsible for population policy formulation. The remaining three countries had no such arrangement.

**Annex**  
**STATISTICAL DATA**

TABLE 43. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, COUNTRIES IN THE MORE DEVELOPED REGIONS, JULY 1976

Governments' perceptions of the impact of natural increase as a positive contribution to development	Governments' perceptions of the effect of natural increase as a constraint on development, and the desirability of intervention							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints			No constraints	Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)		Minor (C)	Significant (B)	Predominant (A)	
	Higher rates desirable		No change in rates desirable		Lower rates desirable			
Full intervention appropriate (1)	Some support appropriate (2)	(3)	No intervention appropriate (4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)		
Predominant (A)	—	Byelorussian SSR <sup>a</sup> Ukrainian SSR <sup>d</sup> USSR <sup>2</sup>	Albania Australia <sup>e</sup> Austria Sweden <sup>e</sup>	Czechoslovakia <sup>b</sup> Denmark <sup>f</sup> Hungary <sup>b</sup> Iceland Portugal <sup>1</sup> Romania Spain United Kingdom <sup>m</sup> United States of America <sup>n</sup> Yugoslavia <sup>o</sup>	Chile <sup>e</sup> Italy <sup>e</sup> Poland <sup>1</sup> San Marino	—	—	21
Significant (B)	Bulgaria German Democratic Republic Greece	Finland <sup>b</sup> Germany, Federal Republic of <sup>a</sup> Holy See <sup>x</sup> Ireland	Switzerland <sup>n</sup>	Belgium <sup>r</sup> Norway <sup>r</sup>	Canada <sup>s</sup> Japan <sup>w</sup> Malta <sup>r</sup> Netherlands <sup>x</sup>	New Zealand <sup>t</sup>	—	15
Minor (C)	Argentina France <sup>aa</sup> Liechtenstein <sup>bb</sup> Luxembourg Monaco <sup>bb</sup> Uruguay	—	—	—	—	—	—	6
TOTAL	9	7	5	12	8	1	—	42

<sup>a</sup> The Government of the Byelorussian Soviet Socialist Republic did not reply to the Inquiry. On the basis of the Government's replies to the First and Second Inquiries, its statements at the ECE regional consultation to follow up the World Population Conference, 1974, held at Geneva in July 1975, and information available on current demographic trends in the country, it is presumed that the Government's perception is the same as that of the Governments of the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics.

<sup>b</sup> In its reply to the Third Inquiry among Governments on Population and Development the Government of Czechoslovakia stated that, in general, current rates of population growth contributed positively to the achievement of the objectives of economic and social development, and that the current rates were satisfactory. In respect of each of a wide-ranging enumeration of possible areas of interrelationship between demographic and societal relationships in which aggregate national rates of natural increase might either contribute to or constrain societal objectives, the Government reported that in fact in each relationship the rates contributed to the objectives and in none of the relationships did it act as a constraint. Nevertheless, the Government noted that as an appropriate means of resolving problems related to population growth, it had formulated policies designed to adjust economic and social factors, particularly those "influencing positively the natality climate (social, economic conditions, health, education, social care, living conditions)." All necessary measures were being implemented in pursuit of the objectives of that policy. It was considered appropriate also, as a means of resolving problems related to population growth, to adjust demographic factors, and the Government stated that it had formulated a policy to adjust nuptiality, fertility and internal distribution. The situation was one in which measures had been previously implemented (and were subsequently and recently reinforced) with the object of attempting to decelerate and, if possible, reverse trends towards lower rates of fertility and natural increase. The implementation of the policy had been successful and consequently rates were now perceived to be satisfactory. Nevertheless, the measures encouraging the higher levels of fertility remained in force, to provide material support for families and to women particularly, thereby precluding a possible (although not inevitable) return to earlier trends.

<sup>c</sup> In its reply to the Inquiry, the Government of Chile stated that it perceived current rates of population growth to be satisfactory, as in general they contributed positively to the achievement of the objec-

tives of economic and social development. It did not identify a negative contribution of current rates in any of the categories of interrelationship between aggregate demographic and societal processes listed in the questionnaire that accompanied the Inquiry. It stated, however, that rates of fertility were too high, and imposed a constraint upon the well-being of families by contributing to their economic difficulties, and to problems of adequate nutrition.

<sup>d</sup> The Government of the Ukrainian Soviet Socialist Republic stated in its reply that the current rate of population growth in general contributed positively to the achievement of the objectives of economic and social development. Specifically, current rates contributed positively by ensuring the reproduction of the population and the corresponding growth of the labour force. Although in general rates did not act as a constraint upon economic and social development, in some regions the demand for labour was not in every instance fully met, the context of the reply implying that the situation resulted at least in part from demographic processes (and a low rate of natural increase in the regional labour force). In reply to the question that asked "Specifically, what is the view of the Government concerning the present rate of population growth?" the Government replied that "an increase of growth rates is desirable." It may be noted that this view does not necessarily coincide with a view that current rates were "not satisfactory: too low," as rates could be characterized as "satisfactory" and it might still be the Government's view that higher rates were desirable. That such was the case appeared to be confirmed by the Government's explicit statement that "economic and social development was not constrained by the current rate of population growth." The Government noted that, in spite of the very considerable success already achieved in the reduction of morbidity and mortality, the highest priority was being given to programmes designed to bring about their continued decline. Current levels of fertility, as a partial determinant of levels of natural increase, were stated to be satisfactory.

The Government noted that the experience of the history of development in various countries, including the Ukrainian SSR, confirmed the point of view that the formulation and implementation of population policy, which, among other measures, tended to change fertility behaviour could achieve the desired result only in the context of the general process of socio-economic development, and subject to the condition of achievement of cultural and socio-economic transformations. In carrying out studies on the level of population growth or the formulation of a population policy, it was necessary to take into ac-



count the indisputable truth that the basic factors that determined social development were not demographic processes, but socio-economic processes, which had a decisive influence on population growth. The Government noted the numerous measures that were designed to contribute to the achievement of the objectives of socio-economic development, and that also influenced demographic development. Among those objectives were the reduction of morbidity and mortality and the provision of sufficient support for the family and for women to allow them to fulfill their functions as mothers and also to participate fully in all social spheres. The Government implied in its reply that the objectives of the various measures were social and not demographic and that the demographic consequences were recognized, but were so far considered to be largely satisfactory.

<sup>e</sup> In its reply to the Inquiry, the Government of Australia stated that it perceived the mortality and fertility contributions to natural increase to be in general demographic terms satisfactory. However, it was "aware of the relatively rapid changes... in relation to some important demographic variables and has commissioned various studies to inquire into their likely economic and social effects. When the results of these studies are known, it will be possible to develop positive population policies." It noted that it regarded "population growth stimulated by international migration as an important tool for achieving a range of national, social and economic objectives. It is recognised that there are costs to the nation as well as benefits, arising from immigration. On balance, Australia has benefited from its immigration programmes... current levels of settler arrivals and net settler gain are regarded as inadequate," and the Government noted that it intended to increase the intake of certain categories of immigrants. However, it was implied that concern existed largely with respect to the resolution of problems of insufficient specialized manpower in certain sectors, rather than a more general demographic concern with either deficient total population or rates of population growth. As higher net immigration was considered desirable, rates of natural increase could be considered in themselves to be deficient, and in that sense to be a constraint on the achievement of some national objectives.

<sup>f</sup> The Government of Denmark in its reply stated that "the present rate of population growth is too low to have identifiable positive or negative effects" upon the achievement of the objectives of economic and social development. Nevertheless, the Government characterized rates as being satisfactory.

<sup>g</sup> The Government of Italy did not reply to the Inquiry. Previous statements have indicated, however, that it considers the problems such as regional disparities in levels of economic and social development, unemployment and underemployment to be essentially structural in origin. Consequently, the significance of current levels of natural increase within the complex of relationships is considered not to be very substantial. Regional development, spatial redistribution and emigration policies are perceived as a means of helping to resolve a set of problems to whose origin and maintenance rates of natural increase have contributed only to a limited extent.

<sup>h</sup> The reply of the Government of Hungary to the Inquiry indicated a situation similar to that described by the Government of Czechoslovakia, discussed in foot-note *b* above.

<sup>i</sup> The Government of Poland stated in its reply that it considered rates of mortality, fertility and natural increase all to be satisfactory. The substantial measures designed to support the family, and specifically the performance by women of the "dual role" in society of child-bearing and child-rearing and participation in the non-domestic labour force, were stated to be part of family or social policies. However, it may be noted that these measures were introduced, and subsequently considerably strengthened during recent years, partly in order to forestall a continued trend towards a decline in fertility and natural increase and an anticipated consequent decline in the aggregate rate of entry into the labour force at a time in the relatively near future when further labour transfers from the rural sector would have become difficult. Other Governments of developed countries have implemented similar measures as part of social policy with an added explicitly supportive demographic objective. In their cases the declining trend had already reached significantly lower levels and intervention to reverse them was urgent. In contrast, in the case of Poland, at an apparently earlier phase in its demographic evolution, the objective was one of forestalling a possible—although not inevitable—unsatisfactory future situation.

<sup>j</sup> The Government of the USSR, provided essentially the same in-

formation with respect to its perceptions of the acceptability of population growth as did the Government of the Ukrainian SSR, summarized above in foot-note *d*. It differed only in its observation that, although levels of fertility were generally satisfactory, they were different in different regions of the country.

<sup>k</sup> The Government of Sweden stated in its reply that it had no views concerning the acceptability of current rates of population growth, and identified no category of relationship between current rates and processes of economic and social development within which rates either contributed to or acted as a constraint on the achievement of national objectives. It did state that adjustment of either economic and social or demographic factors as a response to current rates of population growth was not applicable because growth was not a constraint upon development. It can be presumed that this did not imply the converse, that is, that rates contributed positively to the achievement of national objectives. It appears that the Government held the view that the rates of population growth, having for a long time been relatively stable, were not a significant factor with respect to societal organization, and in that sense neither contributed nor imposed a constraint on the achievement of national objectives. With respect to the components of natural increase, the Government stated that levels of mortality were "acceptable in prevailing economic and social circumstances" but that it had no views, regarding the current level of fertility. With respect to international migration, it stated that current levels of immigration were satisfactory, contributing positively to the achievement of the objectives of economic and social development by making possible the attainment of desired levels of manpower in certain sectors and occupations, as well as by satisfying social, cultural and humanitarian objectives. In its summary statement prepared for the World Population Conference, 1974, the Government had pointed out that Sweden was a low fertility country and that no cohort of Swedish women had reproduced itself since that of 1885. However, changes in age structure and high immigration rates during the last decades had been important features of the demographic situation and, as a result of those factors, and of higher rates of fertility among the immigrant population, the country had had a modest net population increase. Roughly 40 per cent of the total population growth in the past 30 years had been due to immigration. Immigrants were offered a choice between integration—for which social adjustment programmes had been instituted—and full assimilation. In this Statement, and in its reply to the Third Inquiry, the Government emphasized the fact that social policies which in various ways provided material support for women, children and the family were in no sense designed to influence fertility, and in fact probably had only a limited demographic impact. In assigning the country to a perception category in table 43, the Secretariat has taken into consideration the fact that immigration has been of considerable significance in satisfying labour deficiencies in certain regions and sectors. These deficiencies, at least to a certain extent, have resulted from low levels of natural increase in the context of higher levels of economic growth, as well as from purely technological and organisational factors. Consequently, in this limited respect, natural increase may be characterized as unsatisfactory because it is deficient. This characteristic, however, is evidently not a predominant one within the aggregate balance of negative and positive contributions to the maintenance of an acceptable balance between demographic and other societal processes.

<sup>l</sup> Until the political changes that occurred in April 1974 the Government of Portugal had perceived as not satisfactory a long-term trend towards low levels of fertility and natural increase, translated into negative rates of population growth as a result of a substantial and rapidly growing emigration to Western Europe. No policy of attempting to reverse the fertility trend had been adopted, although the need for it had been officially discussed. Attempts had been made to reverse migration, and during the early 1970s immigration had been induced from Cape Verde, at that time administered by Portugal. Since 1974, the previous growing labour shortage had been radically transformed into a situation of labour surplus with high rates of unemployment. That had resulted in part from a reduction in the numbers of new emigrants permitted to enter countries of the European Economic Community and Switzerland (although there had been no reduction in the many emigrants who had resident status already), but mainly from the repatriation of several hundreds of thousands of Portuguese from Angola and Mozambique. In its programme announced in August 1976 the first Constitutional Government had placed a high priority upon the absorption of unemployed workers.

Migration was supported, and movements to new destinations—such as Iran—had been found. In those special circumstances unemployment was perceived as an inherited structural problem and not one derived from rates and trends of natural increase.

<sup>m</sup> The Government of the United Kingdom stated in its reply that the lack of growth of the country's population was a basic fact of the country's demographic situation, and significant to the Government's perception of the acceptability of current rates and trends. Consequently, in many respects categorization of its perceptions within a limited number of descriptive classes, "does not appear suitable to the factors that are at work." However, the Government stated that the current rate of population growth was satisfactory and in general contributed positively to the achievement of the objectives of economic and social development.

<sup>n</sup> The Government of the United States of America stated in its reply that "studies projecting the economic and environmental effects of different rates of population have not been at all conclusive. We do not know enough about all the possible interrelationships, or about future technological changes to make any credible forecasts. Under these circumstances, it is hardly feasible for Government to set population targets." Research into the effects of population growth on the economy and the environment was stated to be an accepted government function. With respect to the components of population growth the Government stated that "the number of children that parents desire does not seem irrationally based" and that there were "natural mechanisms by which population growth responds to changes in the economy. As a result of free choices of parents, fertility rates have declined substantially in the United States in the past 20 years." It was noted that there might be "externalities resulting from the individual choices of parents particularly with respect to environmental factors. It is very difficult, however, to determine what the effects are or would be in the future." In respect of research related to fertility, the Government reported that "the birth rate is the major determinant of population growth" and that "the consequences of population growth for society are... important." The Government noted that, within research programmes associated with fertility "the effects of population growth upon the individual and society have also been given attention. Several studies deal with economic consequences of population growth. These studies are concerned with the costs and disamenities of population growth which offset the economic benefits, and include evaluation of the impact of growth on the resource base and the environment." The Government noted continued declines in morbidity and mortality, with which a wide variety of programmes were concerned. With respect to international migration the Government stated that 400,000 legal immigrants annually accounted for 20 per cent of population growth, and "can be absorbed into the population without adversely affecting its overall balance." However, the estimated 6 to 8 million illegal immigrants which had entered during the previous decade "cannot be readily absorbed."

<sup>o</sup> The Government of Yugoslavia stated in its reply that it perceived the current rate of population growth to be "satisfactory at the country level." However, it emphasized that there were "regional high and low population growth rates which are not considered satisfactory." The Government pointed out that as population growth was not a constraint on development, no adjustment of economic, social or demographic factors was necessary. Nevertheless, a "comprehensive approach to population policy" had been taken in a document published on 24 October 1975 by the Federal Assembly entitled "Foundations of common policy relative to the long-run development of Yugoslavia till 1985". Within this document, population growth and structural change had been considered as a part of over-all development and the respective policies had been co-ordinated as much as possible. Special policy recommendations had been made with regard to population growth, and emigration had been treated in connection with employment. The document had recommended differential measures for each of the various constituent republics and provinces. The Government pointed out that "policy recommendations usually require consideration of different factors and do not follow one single direction": consequently, it was difficult to reduce characterization of its perceptions of population problems and policies designed to resolve them to an extremely simplified form. It may be noted that the proportion of the total increment in population during recent decades which has been provided by the Republics and regions with relatively high rates of natural increase (Bosnia and Hercegovina, Macedonia, Montenegro, and the Kosovo region of Serbia) has broadly equalled

that provided by the Republics and regions with relatively low rates of natural increase (Slovenia, Croatia, and the remainder of Serbia, including the Vojvodina region and excepting the Kosovo region). Yugoslavia is not alone, however, in having substantial regional variation in rates of natural increase. Indeed, such a situation is common to all countries in the "intermediate" phases of their demographic transition (Yugoslavia can be characterized as being at a "late intermediate" phase). In such cases Governments usually translate the spatial differentials (and also differentials between the significance of aggregate relationships as between the short term and the longer term) into aggregate balanced perceptions. The particularity of Yugoslavia lies in the fact that, according to the country's constitution, the constituent republics and autonomous regions have substantial autonomy with respect to certain aspects of population policy, and have adopted different policies, as appropriate to their very different demographic situations. In such circumstances, an aggregation at the country level is less meaningful than is usually the case.

<sup>p</sup> The Government of Finland made a number of reservations concerning its perception of the acceptability of current natural increase. It noted that it "had not formulated a comprehensive integrated population policy or programme which would include numerical or other targets for population size and trends, and which would consider all population factors at the same time. ... the Prime Ministers Office has indicated, however, that the formulation of a comprehensive long-term population policy and programme has been considered, as well as organizational questions of administering such policy formulation and implementation. ... During recent years rate of population growth has been very low, even negative, due to low birth rate and emigration. In general, a rate of growth which does not guarantee replacement level is considered unsatisfactory, and a positive growth rate is thus preferred, although no quantitative targets have been set." The Government noted even stronger reservations concerning its formulated policies designed to resolve problems related to population growth. Whereas these included adjustment of economic factors to guarantee "full employment, continued economic growth, more equality between different regions and parts of population" and adjustment of mortality, internal distribution, immigration (that is, repatriation of emigrants) and emigration. With respect to intervention to modify rates of natural increase directly, the Government explained that it had not announced an explicit policy of attempting to raise rates. Nevertheless, it pointed out that "there is a general understanding that the fertility rate has been too low during recent years, but the policy is not a formulated one in a strict sense. During the last year the birth rate has again been rising." The Government characterized present rates of fertility as "not satisfactory: too low." It was noted that there was "some general policy thinking" in respect to fertility and that there was some uncertainty as to whether the policy should be classified as a formulated one. The Government stated that in fact it had no formulated policy to modify the effect of fertility on the rate of population growth. Nevertheless, it was reported that several measures designed to support families in order that they might have the children they wished for "have been intensified or will be intensified according to cabinet programmes of 4.3 1976," and that the two most recent cabinets had in their programmes given attention to the intensification of family policies. The Government reported that mortality was included within the set of demographic processes to be adjusted in order to resolve problems associated with population growth. Because of these reservations and qualifications, Finland has been allocated to category 2, rather than category 1.

<sup>q</sup> In its reply, the Government of Switzerland stated that current rates of population growth were only "relatively satisfactory." It noted that the qualification reflected its recent public concern about possibly excessive rates of immigration, rather than its concern about a trend towards low rates of natural increase.

<sup>r</sup> The Government of Belgium stated that it perceived current rates of population growth simultaneously as a contribution to and a constraint upon the achievement of the objectives of economic and social development. However, with respect to all other aspects of its perceptions and policies concerning population growth, the Government noted only that the question was then under study.

<sup>s</sup> In its reply the Government of Canada stated that, although it considered current rates to be satisfactory, it was "concerned about future rates of growth and particularly labour force growth and changes in the age structure." It noted that the current rate of population growth, although satisfactory, acted as a constraint on develop-

ment by contributing to excessive pressure on some natural resources, and by contributing to problems of unemployment, which the Government specified as "caused in part by age structure." In the case of Canada a distinction must be made between natural increase and population growth. Traditionally, international migration has been thought of as being the principal direct and indirect determinant of population growth, and as compensating effectively for any maladjustment between natural increase and societal processes. During the period August 1974-July 1976 the Government presented its Green Paper on Immigration Policy for public discussion. The Government is concerned with the negative effects of the spatial distribution of the immigrant, as well as of the native-born populations, with problems of immigrant absorption, and with the effect upon balance between distinct socio-cultural groups within the population. However, the problems it identified in its reply to the Inquiry may be considered to refer to natural increase as well as to population growth. In its summary statement prepared for the World Population Conference in 1974, the Government pointed out that fertility had fallen below replacement levels and that natural increase had also declined to an average annual rate of 1.2 per cent.

<sup>1</sup> The Government of New Zealand noted in its reply that, while natural increase was too high, "the total fertility rate appears to be moving towards replacement level." However, simultaneously with the declining influence of the inertia effect of previous population structure, there had arisen since 1970 an increasing concern with the impact of continued population growth upon the physical environment of the country, and upon the maintenance of an acceptable quality of life. The Government emphasized the spatially differentiated nature of its perception of rates of natural increase in stating that "regional economic growth is being stimulated in areas with static or below average population growth." At the national level, however, it considered that rates were not satisfactory because they were too high.

<sup>2</sup> In its reply, the Government of the Federal Republic of Germany stated that it considered the current rates of both natural increase and fertility to be too low. However, the Government noted that only minor and indirect adjustment of demographic factors was appropriate, and for that reason it had no formulated policies to resolve problems related to natural increase as opposed to population growth. It reiterated the basic principles set out in its reply in 1973 to the Second Inquiry, namely, that the Government must guarantee good living standards to all families, irrespective of size, but was not obliged to promote large families, and recognized no advantage in rapid rates of natural increase. It also recognized problems in not maintaining a constant population level (i.e., of not taking measures to avoid negative rates of natural increase), but could not intervene directly because of the legal constitution of the country (implying that it could not directly intervene to induce a rise in fertility, a decision concerning fertility being within the realm of purely private choice). The most appropriate response to the constraints imposed by rates of population growth lay in the adjustment of economic and social factors with minor and indirect adjustments of demographic factors.

<sup>3</sup> The Government of Norway stated that current rates of population growth contributed to and imposed a constraint upon the achievement of various objectives of economic and social development simultaneously. However, it explicitly stated that in none of the categories of interrelationship between demographic and non-demographic processes did rates act as a constraint on development. It is presumed that the Government was concerned about the general feeling of a possible negative contribution by further population growth that had resulted in its limitation of immigration in 1974, a policy which was reaffirmed in 1975 and 1976.

<sup>4</sup> The Government of Japan stated that, as the total fertility rate was about 2 per woman, the rate of population growth was considered to be satisfactory. However, because of age distribution, the total population was "unavoidably still increasing." The Government's reply implied that the further increase in size was perceived to be not entirely satisfactory. The United Nations estimated the total fertility rate 1970-74 to be 2.159.

<sup>x</sup> The special nature of the Holy See as a sovereign State renders characterization of its population policies in one sense artificial. The announced positions of the Holy See with respect to certain aspects of population policy have reflected the responsibilities of the Head of the Roman Catholic Church with respect to the demographic behaviour of individuals adherent in all countries. However, in the present report they are taken to refer explicitly to the population of the Vatican City State, as the World Population Plan of Action stresses the sovereignty of Governments in the identification of population problems and the formulation of population policies (and implies therein their lack of sovereignty with respect to the populations of other sovereign States). In this sense, and for the purposes of this review, it is reported that information available suggests that rates of natural increase of the resident population within the Vatican City State are inadequate to meet manpower requirements, which are satisfied by means of a system of controlled immigration and repatriation, which is carefully adjusted to the manpower requirements of the country.

<sup>y</sup> The Government of Malta did not reply to the Third Inquiry. However, in the evolution of its perceptions of problems to which rates of natural increase have contributed, it has been predominantly concerned with a rate of increase in the labour force, which, in existing economic circumstances, it was not possible to absorb fully. However, this inability has always been considered to be a consequence of the inappropriate economic structure inherited from the period prior to independence and not primarily to be a result of demographic processes. It has been traditionally resolved by emigration, supported by the Government both before and after independence. In recent years, the Government's economic policies have achieved an almost complete restructuring of the economy and absorption of a high proportion of the unemployed and underemployed, and of new entries to the population of economically active age. Although emigration still continues, it has declined to very low levels and the Government has reduced its support. The labour force of the country is now perceived to be one of its principal national assets. Thus, it may be assumed that current levels of natural increase are perceived to be satisfactory, and the inertia effects of previously higher levels perceived to contribute only to a limited extent to remaining problems of labour force absorption.

<sup>z</sup> In its reply, the Government of the Netherlands stated that it perceived current rates of population growth to be satisfactory "given the direction of change". However, it noted that rates simultaneously contributed to and imposed constraint on the achievement of the objectives of economic and social development. Current rates were still fairly high, but were the results of demographic inertia and not of high fertility. Nevertheless, the expected increase in population size was, given the high population density, a cause of considerable concern from the point of view of maintaining a high quality of life and good environmental conditions. The Government pointed out that from a purely economic point of view the effects were not considered to be very significant.

<sup>aa</sup> In its reply, the Government of France noted that emphasis should be given to the long-term nature of the constraints upon the achievement of economic and social objectives, which it perceived as being imposed by rates of population growth. Such an emphasis was considered necessary specifically with respect to the relationships between rates of population growth and manpower deficiencies, demographic dynamism needed to support national innovative capacity, and demographic dynamism needed to permit the achievement of desired levels of replacement of the population.

<sup>bb</sup> The assignment of Liechtenstein and Monaco to this category is not based upon explicit statements by their Governments, which did not reply to either the Second or Third Inquiries. It is based upon the implications of the Governments' stated concern with the maintenance of national identity, including concern about declining natural increase and very high proportions of foreigners within the resident population. These concerns have been expressed in part in the controls upon immigration and residence, and the provision of very high levels of material support to families by means of the taxation and social security systems.

TABLE 44. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE OVER-ALL ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN MORE DEVELOPED REGIONS, AUGUST 1974-JULY 1976

Category of Governments' perceptions of the natural increase as a constraint on development, August 1974	Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention, July 1976							Total	
	Rates too low		Rates neither too low nor too high			Rates too high			
	Effect of constraints								
	Predominant (A)		Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)		Predominant (A)
	Higher rates desirable		No change desirable: no intervention appropriate			Lower rates desirable			
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)			
(1) .....	Argentina <sup>a</sup>	—	—	Czechoslovakia <sup>b</sup>	—	—	—	11	
	Bulgaria <sup>c</sup>			Hungary <sup>b</sup>					
	France <sup>d,e</sup>			Romania <sup>b</sup>					
	German Democratic Republic <sup>d,f</sup>								
	Greece <sup>d,g</sup>								
	Liechtenstein <sup>d</sup>								
	Luxembourg <sup>d,h</sup>								
	Monaco <sup>d,i</sup>								
(2) .....	Uruguay <sup>j</sup>	Byelorussian SSR <sup>d</sup>	—	Portugal	—	—	—	7	
		Holy See							
		Ireland <sup>k</sup>							
		Ukrainian SSR <sup>d</sup>							
		USSR <sup>d</sup>							
(3) .....	—	Finland <sup>l</sup>	Albania	—				6	
		Germany, Federal Republic of <sup>m</sup>	Australia						
			Austria						
			Sweden						
(4) .....	—	—	Switzerland <sup>o</sup>	Belgium <sup>n</sup>		New Zealand	—	10	
				Denmark					
				Iceland <sup>p</sup>					
				Norway <sup>q</sup>					
				Spain					
				United Kingdom					
				United States of America					
				Yugoslavia					
(5) .....	—	—	—	—	Canada	—	—	7	
					Italy				
					Japan				
					Malta <sup>r</sup>				
					Netherlands <sup>s</sup>				
					Poland				
					San Marino				
(6) .....	—	—	—	—	—	—	—	—	
(7) .....	—	—	—	—	Chile <sup>t</sup>	—	—	1	
TOTAL	9	7	5	12	8	1	—	42	

<sup>a</sup> The Government of Argentina has long held the view that rates of natural increase were too low. The current policy, which explicitly attempts to reduce mortality and increase fertility in order to increase rates of natural increase, was announced in March 1974 and reiterated at the World Population Conference in August 1974. Certain of the principal measures have been subsequently translated into specific programmes, particularly with respect to differential family support, but these actions have not been classified as representing a significant strengthening of the policy as it existed in August 1974.

<sup>b</sup> Although neither the Government of Czechoslovakia nor that of Hungary, in their replies to the Second Inquiry among Governments on Population and Development, in 1974, had explicitly stated that their perception of current rates of natural increase was that they were "too low," in 1973 and 1974 each Government was continuing to implement new measures and to strengthen earlier measures taken since the latter part of the 1960s, which had the explicit objective of bringing about a reversal of the then trend towards low fertility and natural increase. On that basis, the perception was characterized as being still "too low" in August 1974, as applied to levels, although possibly by that time the already responding trend would have been characterized as "satisfactory." In its reply to the Second Inquiry, the Government of Romania also did not state explicitly that it considered the rates of natural increase prevailing at that time to be too low. However, in

discussing the measures that it had adopted in order to reverse the trend toward lower fertility noted during the 1960s, the Government implied that measures were being further strengthened, that in preparation of projections higher levels of fertility would be supposed, that the target of an average size of completed family of 2.5 had still not been achieved, and that further studies would be undertaken on the problems of the relationship between demographic and other societal processes within which the inadequate levels of natural increase had arisen. On this basis it is presumed that the Government still perceived rates of natural increase to be too low in August 1974.

<sup>c</sup> In its reply to the Third Inquiry the Government of Bulgaria noted that its policy of supporting the "dual role" of women and the material and moral well-being of the family in part in order to contribute to increased levels of fertility and natural increase was "being continuously elaborated." However, for the purposes of this report, it is presumed that this does not represent a significant change in emphasis or direction of policy.

<sup>d</sup> In these countries, stronger measures than in August 1974 were perceived to be necessary.

<sup>e</sup> The Government of France, in its reply to the Third Inquiry, stated that, as part of its policy of adjusting economic and social factors in order to resolve problems connected with population growth, a new series of measures had been adopted by the Council of Minister

on 31 December 1975, within the field of family policy and designed to "facilitate the organization of the daily life of families." These measures were to be implemented in 1976 and 1977. Parallel to their application, components of the Seventh Plan for the period 1976-1980 would be implemented, with supporting objectives. Although the Government pointed out that there was no precisely determined policy with respect to the contribution of fertility to levels of natural increase (both of which were characterized as being too low), the recently adopted measures in the field of social and family policy could have an effect upon actual levels: it was implied that such an effect would be a desirable and pre-determined consequence of their implementation, even if the primary objective was social.

<sup>f</sup> In its reply to the Second Inquiry in April 1974 the Government of the German Democratic Republic had noted that further measures would be taken "in order to eliminate all socio-economic factors adversely affecting the desire to have children" along the lines of the comprehensive set of measures already introduced, which had the dual object of allowing women to achieve the desired size of their completed families and also to participate fully in all other aspects of society. In its reply to the Third Inquiry in 1976, the Government noted the considerable progress already achieved during the period of the 1971-1975 Plan, and reported substantial strengthening of that set of measures for the period of the 1976-1980 Plan adopted in May 1976. These measures for "further promoting working mothers serve to increase the birth rate and health protection of mother and child. They are aimed at finally abolishing all factors impeding the wish to have a child."

<sup>g</sup> Successive Governments of Greece have in general favoured a reversal of the trend to low fertility and low natural increase. The Government in power before the present one, in its Perspective Development Plan published in 1972 and prepared by the Committee for the National Development Model, had recommended a wide range of measures of material support for larger families (together with family planning programmes to combat induced abortion). At the time of the World Population Conference in August 1974 the present Government had only very recently assumed power and was preoccupied with international problems. Only in November 1974 did the Government of the New Democracy Party assume its functions in more normal circumstances. In its Reply to the Third Inquiry in 1976 the Government stated that a new five-year plan for 1976-1980 was being prepared and would provide ways and means for the implementation of the formulated policy of adjusting economic and social measures in order to resolve problems associated with the deficient levels of natural increase. The Government stated that "in the past (it) followed a policy of support of larger families for social reasons;" and that it was currently "encouraging the increase of the number of middle sized families." In support of this policy additional measures were under study. New and additional measures were also under study in support of the policy of increasing numbers of births.

<sup>h</sup> Since 1947 support has been provided by the Government of Luxembourg for larger families, with the explicit object of attempting to maintain the contribution of fertility to natural increase at higher levels than might otherwise have been the case. In its summary statement prepared for the World Population Conference, 1974, the Government stated that the margin for adjustment in natural increase was small. After the assumption of the Government by a liberal-socialist coalition in May 1974, measures were taken to liberalize legislation limiting the ability of couples to decide upon the spacing of the births of their children and upon the completed size of their families, and also, in 1975, the Government extended social welfare and housing benefits in such a way as to assist couples desiring larger than average numbers of children to achieve that goal without undue economic hardship and without undue strain upon the performance by women of their "dual role" if desired. The Government, in its reply to the Third Inquiry, stated that fertility levels, which it considered to be too low, entirely determined the levels of natural increase, also perceived to be too low. It stated that its policy since 1947 was designed to modify the contribution which the fertility component made to natural increase by means of inducing an increase in fertility (or at least prevention of its further decline by the provision of financial and material support for families). In contrast, the effect of individual fertility upon family welfare was considered to be satisfactory, in part because the smaller size of completed families represented a reduced charge upon family budgets. The Government therefore considered that it

had no policy concerning the impact of fertility upon family welfare. Its policy of providing financial support for families may thus be considered as having an entirely demographic objective.

<sup>i</sup> In 1974 and 1975 adjustments were made by the Government of Monaco in the existing set of measures designed to "assist and encourage" the family in order to increase material support and fiscal advantages. While the object of the measures was primarily social, their application to all citizens irrespective of economic status, and the continuing concern of the Government to maintain national identity, suggest that any resultant maintenance or increase in fertility and hence natural increase and achievement of a more youthful age structure would be regarded as desirable, if only secondary, objectives. However, no explicit statement of this intention is known to have been made.

<sup>j</sup> In its reply to the Third Inquiry the Government of Uruguay pointed out that at that time it was studying the options available to it with respect to its population policy. For that purpose, an inter-ministerial committee had been created in April 1975 and a Population Office had been created in the Ministry of Housing and Social Promotion. In spite of the absence of a "formally delineated policy," the Government was acting upon certain demographic factors, including in particular migration. The Government's interim report prepared for Habitat: United Nations Conference on Human Settlements and its statements at the Second Latin American Population Meeting, and at the World Population Conference, 1974, explain further its policies designed to achieve an improvement in the financial and material environment of families, and thereby to achieve higher fertility.

<sup>k</sup> It is important to distinguish between the separate perceptions that the Government of Ireland has of natural increase and of population growth. Traditionally, the Government has been concerned with the very high rates of net emigration, which it described in its summary statement prepared for the World Population Conference, 1974, as "the dominant demographic feature," having "a most important influence on the level and trend of the population." The Development Plan for the period 1969-1972 gave considerable emphasis to economic growth, particularly in regions of highest emigration, explicitly in order to reduce emigration and to bring rates of population growth closer to rates of natural increase. However, in the summary statement the Government pointed out that net emigration in 1972 and 1973 had been nil, that the rate of natural increase was then over 1 per cent per year, that the marriage rate—traditionally very low—had recently been rising, that average age at marriage was falling, and that the rate of marital fertility was still high, although declining. The object of government policy remained an acceleration of economic growth to eliminate involuntary emigration. However, the Government pointed out that "assessment of future changes in population is also difficult, especially as powerful forces are operating in opposite directions." On the basis of these statements it could be assumed that in August 1974 it perceived rates of population growth to be too low, although it did not explicitly say so. In its reply to the Third Inquiry, the Government explicitly stated that rates were too low. It did not state its perception of the level of fertility, and indicated that adjustment of internal location of population and international migration were the only demographic processes included in its policies of responding to problems to which natural increase had contributed. In this case it appears that perception of population growth may differ from that of natural increase—which could be perceived to be satisfactory. Although access to modern methods of contraception is limited for socio-cultural reasons, and support is given to large families for welfare reasons, both policies have the effect of supporting higher levels of fertility than might otherwise occur, given economic and social circumstances. However, the Government has not made any explicit statement of its views in this respect, and has not explicitly stated that it has a policy of inducing higher fertility. Nevertheless, it would probably agree that it supports fertility in the ways mentioned, and that no change has occurred during the period 1974-1976.

<sup>l</sup> The Government of Finland, in its reply to the Third Inquiry, stated that "there is a general understanding that the fertility rate has been too low during recent years, but the policy is not a formulated one in a strict sense. During the last year the birth-rate has again been rising." It was noted also that "families are supported in a number of ways to have the children they wish for, and to take care of them," both economic and social measures being included in family policy for that purpose. It was noted that "the two most recent cabinets have in their programmes given attention to the intensification of family

policies." Several of the measures had been intensified or would be intensified, according to the cabinet programme of March 1976. It was considered that such intensification might significantly modify the impact of fertility upon population growth. The Government emphasized, nevertheless, the fact that such actions could not be classified as explicit measures having as their primary objective a demographic adjustment: rather they were social measures whose possible—but not certain—demographic impact would be in an acceptable direction.

<sup>13</sup> In its reply to the Second Inquiry in 1974 the Government of the Federal Republic of Germany had noted that "conditions in a densely populated country were more suited to a constant population level than to one that is rising sharply, at least for the immediate future." It did not explicitly state that it perceived rates of natural increase as being too low, although the trend at that time was not one of a constant level, but of a declining level. In its reply to the Third Inquiry in 1976 the Government indicated specifically that it perceived rates of natural increase to be "too low." It is possible that this change was more apparent than real, given that in 1976 the Inquiry took the form of a questionnaire in which indication of a "too low" perception was possible, whereas in 1974 the Inquiry took the form of an indicated list of topics for reply in whatever format the Government wished. However, it appears that there was a real shift in perception during the period, possibly as a result of continued trends toward low natural increase, and increasing awareness of the problems attached to permanent absorption of large immigrant populations. In both 1974 and 1976 the Government emphasized that it was constitutionally precluded from direct intervention to induce an adjustment in individual fertility.

<sup>14</sup> The Government of Belgium, in its reply to the Second Inquiry in 1974, had stated that rates of population growth were satisfactory, although there was increasing concern at that time about the continuing increment to total population and to densities in the context of very high existing densities throughout most of the country. At the same time, however, fertility levels were still falling to very low levels. In its reply to the Third Inquiry in 1976, the Government provided no information on its perceptions and policies, other than that it considered that rates of population growth simultaneously contributed to and imposed a constraint upon the achievement of national objectives. All other aspects of the relationship between population growth and development were stated to be under study at the time.

<sup>15</sup> The Government of Switzerland stated in its reply to the Third Inquiry that it was only recently that public opinion and government interest had become aware of the importance of demographic factors in economic and social development. The Government pointed out that in the long term the rate of natural increase would be insufficient to ensure an adequate labour supply. That was of particular significance in view of the concern expressed in recent years that the proportion of immigrants within the resident population had reached a critical level. The Government had not replied to the Second Inquiry, and the supplementary information it provided in reply to the Third Inquiry indicated a considerable recent increase in interest in problems associated with low levels of fertility and natural increase.

<sup>16</sup> The Government of Iceland had provided demographic statistical information without comment in its reply to the Second Inquiry, and in its summary statement prepared for the World Population Conference, 1974, had provided no information on perceptions and policies. It may be presumed that rates of natural increase, which had declined from 1950–1965, when they averaged about 2 per cent, to 1.5 per cent in 1966–1970, were perceived to be satisfactory, although the Government noted that they were very high compared with other countries in Europe. Considerable net emigration was reported, which reduced the rate of population growth to 1.1 per cent. It cannot be ascertained whether the situation was that the Government perceived the rate of population growth after net emigration to be satisfactory, whereas natural increase might have been considered too high in economic and social circumstance. It is possible that natural increase itself was considered to be satisfactory. In its reply to the Third Inquiry in 1976 the Government stated that emigration was not significant and that rates of population growth were satisfactory. It is presumed, although without certainty, that no change has occurred during the period.

<sup>17</sup> Although the Government of Norway perceived rates of population growth to be satisfactory both in August 1974 and in July 1976, it may be noted that during this period it took action to limit immigration of all but a few categories of worker. This measure was announced late in 1974, imposed in February 1975 and extended at the beginning of 1976. The object was to prevent a possible substantial immigration in response to the rapid growth in demand for employment in certain regions and sectors consequent upon the development of North Sea petroleum and gas resources. Thus, in this sense, the Government maintains the same perception in July 1976 as it did in August 1974, partly because of its successful intervention to limit rates during the preceding two-year period.

<sup>18</sup> Until recently successive Governments have perceived the relatively high rate of population growth, maintained entirely by natural increase, to be a constraint upon development, mainly in respect to its effect upon unemployment and the environment. The Government of Malta now considers that its traditional policy of supporting emigration as a response to levels of chronic unemployment, which was exacerbated by severe economic problems in the mid and late 1960's, has now reached its final stages. With recent economic restructuring and expansion, unemployment has practically disappeared, and the labour force available, far from representing a constraint upon development, is considered to constitute one of the country's most valuable resources. Thus, the problems associated with an excessive rate of population growth, which were previously recognized, may not now be considered serious, and to be largely of a residual nature. Possibly the Government will shortly perceive the over-all acceptability of natural increase to be satisfactory.

<sup>19</sup> The Government of the Netherlands, in its reply to the Second Inquiry, came close to stating that it considered that current levels of natural increase were excessive, noting that the relatively high rates of growth for a developed country had contributed to an intensification of the pressures already felt as a result of the existing high densities of population in most regions of the country. It noted, however, that the trend in fertility gave some expectation of a significant future decline in rates. In its reply to the Third Inquiry the Government noted that "the present rate of growth is still fairly high, but is the result of age-structural effects (demographic inertia) and not of high fertility." Hence, the rate was characterized as "satisfactory—given the direction of change." Both levels of mortality and fertility were in themselves regarded as "acceptable." In this sense the Government appears to have moved slightly away from a previous concern about the possibility that rates of population growth might be excessive. It may be noted also that with the independence of Surinam, the inflow of immigrants from that country ceased, ending the last significant source of permanent immigrants during the recent period.

<sup>20</sup> In its reply to the Third Inquiry the Government of Chile stated that it considered the level of fertility to be too high in its contribution to levels of natural increase, and that the excessive level imposed a constraint upon the welfare of families because it contributed not only to high rates of abortion and to foetal mortality but also to economic difficulties, particularly with respect to nutrition and child welfare. However, levels of population growth and of mortality were perceived to be satisfactory, and no policies of modifying either fertility or natural increase were noted. However, in April 1974 it was reported by the International Planned Parenthood Federation, a non-governmental organization in consultative status with the United Nations, that the Government at that time hoped to reduce the crude birth-rate from the then 32 per 1,000 population (to which it had risen from 26 in 1970) to a target level of 20 per 1,000. To achieve this, high priority had been given to nutrition and family planning, and the Government had permitted the distribution of oral contraceptives without prescription, the first country in Latin America to do so. The principal concern of the Government appeared to be the effect upon productivity resulting from declining levels of nutrition, to which it considered large families contributed. (*People*, April 1974, pp. 41 and 42.) As the existence of such a policy was not stated in the Government's reply to the Third Inquiry, it is presumed that a change has occurred in its perception of the over-all acceptability of natural increase.

TABLE 45. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER, 1970-1974), JULY 1976

Category of Governments' perceptions of the effect of natural increase as a positive contribution to development	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints							
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)	
	Higher rates desirable				Lower rates desirable			
	Full intervention appropriate (1)	Some support appropriate (2)	(3)	Neither higher nor lower rates desirable: no intervention appropriate (4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)	
Predominant (A) .....		Kuwait <sup>a</sup>		Bahrain Brazil Cuba Guyana <sup>b</sup> Singapore	Cyprus			7
Significant (B) .....	Democratic People's Republic of Korea <sup>c</sup> Libyan Arab Jamahiriya <sup>cd</sup> Mongolia <sup>c</sup> Nauru <sup>c</sup> Qatar <sup>cd</sup> United Arab Emirates <sup>e</sup>	Paraguay			Lebanon <sup>d</sup> Panama Venezuela	Costa Rica <sup>e</sup>	Barbados China Colombia Fiji Grenada Mauritius Mexico Republic of Korea Seychelles Tonga Trinidad and Tobago	22
Minor (C) .....	Bahamas Israel				Surinam <sup>f</sup>		Jamaica Sri Lanka Western Samoa	6
TOTAL	8	2	—	5	5	1	14	35

<sup>a</sup> Kuwait is distinguished from the countries in perception category 1.B because morbidity and mortality levels of the indigenous population have been reduced to such low levels that their further reduction cannot be classified as a contribution to increases in natural increase.

<sup>b</sup> The Government of Guyana, in its reply to the Third Inquiry among Governments on Population and Development, stated that current rates of population growth contributed in an entirely positive way to the achievement of the objectives of economic and social development. It may be noted that a long-term preoccupation of the Government has been the excessive concentration of population in the coastal regions, and the deficiency of population in the interior, in which substantial natural resources remain to be used. However, this maladjustment in spatial distribution is perceived as an inherited structural defect inherited from the colonial period and not as a result of unsatisfactory rates of population growth.

<sup>c</sup> Because of the substantial reduction in morbidity and mortality attained in these countries, and because of the support provided for the maintenance of and even a slight increase in, fertility, aggregate national rates of natural increase are among the highest of any in the world. In this sense, the respective Governments consider rates to be satisfactory. However, rates are still insufficient to meet the need for additional labour, which is resultant upon very high rates of economic expansion. Although in each country technological and organizational adjustments, and in some countries very considerable immigration, have contributed to the solution of the problem, a further decline in mortality and continued support for high levels of fertility, in some countries recently strengthened, may nevertheless be classified as a means of intervention to raise rates of natural increase even higher.

<sup>d</sup> For the purposes of the present report, the position of the Government of Lebanon is that taken before the outbreak of civil war. In the circumstances prevailing in July 1976 it is in one sense artificial to include any entry for Lebanon. However, in doing so the Secretariat has followed the rule that a perception or policy position, once adopted, is current until such time as a change is explicitly made. Although an extreme case, that of Lebanon is only one of degree in its difference from a number of other Governments that have found it necessary to engage most of their energies in problems other than population, but had nevertheless previously adopted a perception and

a policy position that remained current thereafter, and particularly as of the date of the present report.

<sup>e</sup> The Government of Costa Rica, in its reply to the Third Inquiry, stated that although the current rate of natural increase, 2.5 per cent, was high, it was not felt to be excessive. The Government had explained in several previous statements that it did not seek to intervene to modify individual decisions with respect to fertility. High levels of fertility had their greatest impact on individual welfare: their effect upon aggregate societal development by means of high rates of natural increase were not thought to be disastrous, although they did impose a certain constraint upon the achievement of certain objectives. During the past decade the rapid decline in fertility had resulted from the spontaneous decisions of individuals. That trend was viewed with satisfaction by the Government, which nevertheless pointed out that the trend was not primarily the result of its provision of family planning programmes within the maternal and child health programmes, which were continuing as health and social measures. Consequently there appeared to be no reason for it to intervene directly in a spontaneous process that had desirable benefits for individuals and the community.

<sup>f</sup> In their replies to the Third Inquiry, the Governments of the Libyan Arab Jamahiriya and Qatar noted that, as rates of population growth were satisfactory, and did not impose a constraint upon the achievement of national objectives, they had no formulated policy designed to adjust economic, social or demographic processes to reduce such problems. However, for the purposes of this report, the Secretariat has taken into account the fact that both Governments previously identified the need to complete the already well advanced task of reducing morbidity and mortality, in part as a contribution to labour productivity and the growth of the indigenous labour force as well as purely for health and welfare purposes. In addition, since substantial immigration is still considered desirable to compensate for the unmet need created by the very rapid economic expansion of the two countries, rates of natural increase are classified as not satisfactory in that they have been too low to provide sufficient rates of increase of the economically active population.

<sup>g</sup> The Government of Surinam, which did not reply to the Third Inquiry, is confronted by substantial problems, which it views as having originated primarily in its inherited colonial economic and social



structure. While the total population is considered to be too small to make full use of the considerable economic resources of the country, and while pre-independence emigration to the Netherlands was considered undesirable because of the loss of skilled manpower and at-

tempts are being made to induce repatriation, the Government nevertheless faces considerable problems of unemployment, particularly in the metropolitan region.

TABLE 46. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (BETWEEN 50 AND 59 YEARS, 1970-1974), JULY 1976

Category of Governments' perceptions of the impact of natural increase as a positive contribution to development	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Minor (C)	No constraints	Effect of constraints			
	Predominant (A)	Significant (B)			Minor (C)	Predominant (A)		
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate		Lower rates desirable		
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)		
Predominant (A) .....			Algeria Iraq	Burma <sup>a</sup>				3
Significant (B) .....				Cape Verde <sup>b</sup> Honduras <sup>c</sup> Jordan <sup>e</sup> Peru Syrian Arab Republic	Ecuador Guatemala <sup>d</sup> Nicaragua <sup>d</sup>	Iran Malaysia Morocco Philippines South Africa Thailand Turkey Uganda		16
Minor (C) .....						Dominican Republic Egypt El Salvador Haiti Kenya Tunisia		6
TOTAL	—	—	—	2	6	3	14	25

<sup>a</sup> The Government of Burma considers that the constraints imposed by current natural increase upon the achievement of national objectives are felt particularly in certain regions, but not equally throughout the country.

<sup>b</sup> During the period of Portuguese administration, which ended in 1974, it was considered that the rate of population growth was not satisfactory because it was too high, and that lower aggregate rates, achieved by means of substantial emigration, were desirable. However, although the present Government has not yet issued an explicit statement of its perception of the acceptability of current rates and trends, it has stated its belief that the problems with which the country is now faced are the consequence of the extreme structural distortions experienced during the colonial period. This has been explicitly stated to be the case with respect to the origins of the unsatisfactory relationships between population and the physical environment, which have been identified as originating in the form of economic exploitation experienced for several centuries and not in the pressure of population itself. In addition, the rates of natural increase have experienced a significant and continuous decline since the early 1960s.

<sup>c</sup> In its reply to the Third Inquiry, the Government of Honduras indicated that current rates of natural increase both contributed to and imposed a constraint upon the achievement of the objectives of its economic and social development. It noted that it had formulated policies designed to adjust rates of natural increase as well as the location of the population and economic and social processes in order to resolve the problems to which, in its view, current rates had contributed. It nevertheless characterized the current rate of natural increase as being "satisfactory," noting that the rate was estimated at 2.7 per cent on the basis of the last census of population and housing taken in March 1974. Since the fertility rates were characterized as being too high, it is presumed that the levels of mortality, though stated to be acceptable in the economic and social circumstances, may be perceived to compensate, so that a satisfactory rate of natural increase is

achieved in the present circumstances. It may also be presumed that the objectives of policies designed to reduce fertility were chiefly concerned with health and welfare.

<sup>d</sup> The Government of Nicaragua, in its reply to the Third Inquiry, stated that it considered rates of natural increase and fertility to be too high. Adjustment of economic and social factors designed to contribute to a modification of the spatial distribution of population were noted as formulated policies designed to resolve problems to which it was believed current rates of natural increase had contributed. Although the Government identified a decline in fertility as a desirable means of adjustment too, it pointed out that there was no explicit policy in that respect, though the programme of family planning within the maternal and child health services had some effect upon fertility.

<sup>e</sup> The Government of Jordan, in replying to the Third Inquiry, noted that it had no views regarding the acceptability of current rates of natural increase and fertility, although that position was not due to insufficient information. It also noted that current rates both contributed to and acted as a constraint on the achievement of the objectives of its economic and social development. It had no formulated policy designed to adjust economic, social, or demographic factors in order to resolve problems to which it considered rates of natural increase had contributed, although such a policy was under consideration. It may be noted that the Government has given considerable attention to the current situation since at least the beginning of the present decade; it is trying to reduce the constraints that high fertility imposes upon individual welfare in the present circumstances and is also attempting to reduce the constraints imposed by an increasing concentration of population within its metropolitan and other urban areas. Nevertheless, the complexities normal to an appraisal of the benefits and costs of rates of natural increase for countries at an intermediate phase of development have been severely exacerbated in the case of Jordan as a result of international tensions in the region and the task of absorbing large numbers of refugees.



TABLE 47. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS, 1970-1974), JULY 1976

Category of Governments' perceptions of the effect of natural increase as a positive contribution to development	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention							Total	
	Rates too low		Rates neither too low nor too high			Rates too high			
	Effect of constraints		Minor (C)	No constraints	Minor (C)	Effect of constraints			
	Predominant (A)	Significant (B)				Significant (B)	Predominant (A)		
	Higher rates desirable		Neither higher nor lower rates desirable: no intervention appropriate			Lower rates desirable			
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)			
Predominant (A) .....				Benin Guinea Maldives Mali Somalia	Gambia <sup>a</sup> Malawi <sup>b</sup> Nigeria Sao Tome and Principe			9	
Significant (B) .....	Democratic Kampuchea Gabon Ivory Coast Lao People's Democratic Republic Mozambique Oman Saudi Arabia	Bhutan	Congo <sup>c</sup> Guinea-Bissau			Afghanistan Bolivia <sup>b</sup> Burundi <sup>a</sup> Chad <sup>a</sup> Democratic Yemen Ethiopia Mauritania Niger <sup>c</sup> Rwanda <sup>d</sup> Sudan <sup>c</sup> Togo <sup>d</sup> United Republic of Tanzania <sup>d</sup> Upper Volta <sup>c</sup> Yemen <sup>c</sup> Zaire <sup>e</sup> Zambia <sup>d</sup>	Liberia Madagascar Senegal	Botswana Indonesia Papua New Guinea Swaziland Viet Nam	34
Minor (C) .....	Central African Empire Equatorial Guinea United Republic of Cameroon						Comoros Sierra Leone	Bangladesh Ghana India Lesotho Nepal Pakistan	11
	TOTAL	10	1	2	5	20	5	11	54

<sup>a</sup> The Governments of Burundi, Chad and the Gambia consider that the constraints imposed by current natural increase upon the achievement of national objectives are felt particularly in the metropolitan regions.

<sup>b</sup> The Governments of Bolivia and Malawi consider that the constraints imposed by current natural increase upon the achievement of national objectives are felt in certain regions and not equally throughout the country.

<sup>c</sup> The Governments of the Congo, the Niger, the Sudan, the Upper Volta and Yemen, in their replies to the Third Inquiry, stated that they had no views regarding the acceptability of current rates of natural increase, because there was insufficient information available.

<sup>d</sup> The Governments of Rwanda, Togo, the United Republic of Tan-

zania and Zambia, in their replies to the Third Inquiry, stated that they had no views regarding the acceptability of current rates of natural increase for reasons "other than insufficiency of information."

<sup>e</sup> The Government of Zaire, in its reply to the Third Inquiry, stated that it was concerned with the achievement of family health and welfare, rather than with an adjustment of the aggregate levels of rates of population growth. For that reason, the Government had chosen to adjust economic and social factors rather than demographic factors in order to resolve problems to which it considered rates of natural increase had contributed. At the same time, it had introduced a programme of family planning within the maternal and child health programmes with the object of ensuring that all children born were wanted.

TABLE 48. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER, 1970-1974), AUGUST 1974-JULY 1976

		<i>Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention, August 1974</i>							
		<i>Rates too low</i>		<i>Rates neither too high nor too low</i>			<i>Rates too high</i>		
		<i>Effect of constraints</i>					<i>Effect of constraints</i>		
<i>Category of Governments' perceptions of the effect of natural increase as a constraint on development, July 1976</i>		<i>Predominant (A)</i>	<i>Significant (B)</i>	<i>Minor (C)</i>	<i>No constraints</i>	<i>Minor (C)</i>	<i>Significant (B)</i>	<i>Predominant (A)</i>	
		<i>Higher rates desirable</i>		<i>Neither higher nor lower rates desirable; no intervention appropriate</i>			<i>Lower rates desirable</i>		
		<i>Full intervention appropriate (1)</i>	<i>Some support appropriate (2)</i>	(3)	(4)	(5)	<i>Some support appropriate (6)</i>	<i>Full intervention appropriate (7)</i>	<i>Total</i>
1	Bahamas Democratic People's Republic of Korea Israel Libyan Arab Jamahiriya Mongolia Nauru Qatar United Arab Emirates								8
2			Kuwait Paraguay			Surinam			3
3									—
4					Brazil Cuba Guyana				3
5					Bahrain	Cyprus Lebanon Panama Venezuela		Seychelles	6
6							Costa Rica		1
7					Singapore			Barbados China Colombia Fiji Grenada Jamaica Mauritius Mexico Republic of Korea Sri Lanka Tonga Trinidad and Tobago Western Samoa	14
	TOTAL	8	2	—	5	5	1	14	35

TABLE 49. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS), AUGUST 1974-JULY 1976

		<i>Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention</i>							
		<i>Rates too low</i>		<i>Rates neither too low nor too high</i>			<i>Rates too high</i>		
		<i>Effect of constraints</i>					<i>Effect of constraints</i>		
<i>Category of Governments' perceptions of the effect of natural increase as a constraint on development, July 1976</i>		<i>Predominant (A)</i>	<i>Significant (B)</i>	<i>Minor (C)</i>	<i>No constraints</i>	<i>Minor (C)</i>	<i>Significant (B)</i>	<i>Predominant (A)</i>	
		<i>Higher rates desirable</i>		<i>Neither higher nor lower rates desirable; no intervention appropriate</i>			<i>Lower rates desirable</i>		
		<i>Full intervention appropriate (1)</i>	<i>Some support appropriate (2)</i>	(3)	(4)	(5)	<i>Some support appropriate (6)</i>	<i>Full intervention appropriate (7)</i>	<i>Total</i>
1									—
2									—
3						Honduras			1
4					Algeria Iraq		Ecuador		3
5						Burma Jordan Peru Syrian Arab Republic	Nicaragua Uganda		6

TABLE 49. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS), AUGUST 1974-JULY 1976

(continued)

Category of Governments' perceptions of the effect of natural increase as a constraint on development, July 1976.	Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention						Total	
	Rates too low		Rates neither too low nor too high		Rates too high			
	Effect of constraints				Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)		Predominant (A)
	Higher rates desirable		Neither higher nor lower rates desirable: no intervention appropriate		Lower rates desirable			
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)		
6 .....					Guatemala		1	
7 .....				Cape Verde		Dominican Republic	14	
						Egypt		
						El Salvador		
						Haiti		
						Iran		
						Kenya		
						Malaysia		
						Morocco		
						Philippines		
						South Africa		
						Thailand		
						Tunisia		
						Turkey		
TOTAL	-	-	-	2	6	3	14	25

TABLE 50. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS), AUGUST 1974-JULY 1976

Category of Governments' perceptions of the effect of natural increase as a constraint on development, July 1976.	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention, August 1974						Total	
	Rates too low		Rates neither too high nor too low		Rates too high			
	Effect of constraints				Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)		Predominant (A)
	Higher rates desirable		Neither higher nor lower rates desirable: no intervention appropriate		Lower rates desirable			
Full intervention appropriate (1)	Some support appropriate (2)	(3)	(4)	(5)	Some support appropriate (6)	Full intervention appropriate (7)		
1 .....	Central African Empire						9	
	Democratic Kampuchea							
	Equatorial Guinea							
	Gabon							
	Ivory Coast							
	Mozambique							
	Oman							
	Saudi Arabia							
	United Republic of Cameroon							
2 .....		Bhutan					1	
3 .....			Congo		Sao Tome and Principe		3	
			Guinea-Bissau					

TABLE 50. CHANGES IN GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF NATURAL INCREASE AND THE DESIRABILITY OF DIFFERENT RATES, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS), AUGUST 1974-JULY 1976

(continued)

Category of Governments' perceptions of the effect of natural increase as a constraint on development, July 1976	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention, August 1974							Total
	Rates too low		Rates neither too high nor too low			Rates too high		
	Effect of constraints					Effect of constraints		
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)	
	Higher rates desirable		Neither higher nor lower rates desirable: no intervention appropriate			Lower rates desirable		
Full intervention appropriate	Some support appropriate				Some support appropriate	Full intervention appropriate		
(1)	(2)	(3)	(4)	(5)	(6)	(7)		
4 .....			Guinea	Ethiopia				6
			Maldives	Nigeria				
			Mali					
			Somalia					
5 .....			Benin	Afghanistan	Liberia	Papua New Guinea		23
				Bolivia	Madagascar			
				Burundi	Senegal			
				Chad	Sierra Leone			
				Democratic Yemen				
				Gambia				
				Malawi				
				Mauritania				
				Niger				
				Rwanda				
				Sudan				
				Togo				
				United Republic of Tanzania				
				Upper Volta				
				Yemen				
				Zaire				
				Zambia				
6 .....					Comoros	Lesotho		2
7 .....	Lao People's Democratic Republic					Bangladesh		12
						Botswana		
						Ghana		
						India		
						Indonesia		
						Nepal		
						Pakistan		
						Swaziland		
						Viet Nam		
TOTAL	10	1	2	5	20	5	11	54

TABLE 51. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976: ECONOMIC COMMISSION FOR AFRICA

<i>Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention</i>								
<i>Demographic statistical region</i>	<i>Rates too low</i>		<i>Rates neither too low nor too high</i>		<i>Rates too high</i>			
	<i>Effect of constraints</i>			<i>Effect of constraints</i>				
	<i>Predominant (A)</i>	<i>Significant (B)</i>	<i>Minor (C)</i>	<i>No constraints</i>	<i>Minor (C)</i>	<i>Significant (B)</i>	<i>Predominant (A)</i>	
	<i>Higher rates desirable</i>			<i>Lower rates desirable</i>				
	<i>Full intervention appropriate</i>	<i>Some support appropriate</i>	<i>Neither higher nor lower rates desirable: no intervention appropriate</i>		<i>Some support appropriate</i>	<i>Full intervention appropriate</i>		
Eastern Africa .....	Mozambique <sup>a</sup>			Somalia <sup>a</sup>	Burundi <sup>a</sup> Ethiopia <sup>a</sup> Malawi <sup>a</sup> Rwanda <sup>a</sup> United Republic of Tanzania <sup>a</sup> Zambia <sup>a</sup>	Comoros <sup>a</sup> Madagascar <sup>a</sup>	Kenya <sup>b</sup> Mauritius <sup>c</sup> Seychelles <sup>c</sup> Uganda <sup>b</sup>	
Middle Africa .....	Central African Empire <sup>a</sup> Equatorial Guinea <sup>a</sup> Gabon <sup>a</sup> United Republic of Cameroon <sup>a</sup>		Congo <sup>a</sup>		Chad <sup>a</sup> Sao Tome and Principe <sup>a</sup> Zaire <sup>a</sup>			
Northern Africa .....	Libyan Arab Jamahiriya <sup>a</sup>			Algeria <sup>b</sup>	Sudan <sup>a</sup>		Egypt <sup>b</sup> Morocco <sup>b</sup> Tunisia <sup>b</sup> Botswana <sup>a</sup> Lesotho <sup>a</sup> South Africa <sup>b</sup> Swaziland <sup>a</sup> Ghana <sup>a</sup>	
Southern Africa .....								
Western Africa .....	Ivory Coast <sup>a</sup>		Guinea-Bissau <sup>a</sup>	Benin <sup>a</sup> Guinea <sup>a</sup> Mali <sup>a</sup>	Cape Verde <sup>b</sup> Gambia <sup>a</sup> Mauritania <sup>a</sup> Niger <sup>a</sup> Nigeria <sup>a</sup> Togo <sup>a</sup> Upper Volta <sup>a</sup>	Liberia <sup>a</sup> Senegal <sup>a</sup> Sierra Leone <sup>a</sup>		
	TOTAL	7	—	2	5	17	5	12

<sup>a</sup> Country in a less developed region with an average life expectancy at birth of under 50 years.

<sup>b</sup> Country in a less developed region with an average life expectancy at birth of 50-59 years.

<sup>c</sup> Country in a less developed region with an average life expectancy at birth of 60 years or over.

TABLE 52. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976: ECONOMIC COMMISSION FOR EUROPE

Demographic statistical region	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention						
	Rates too low		Rates neither too low nor too high		Rates too high		
	Effect of constraints			Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate	Lower rates desirable		
Full intervention appropriate	Some support appropriate		Some support appropriate		Full intervention appropriate		
Eastern Europe	Bulgaria <sup>a</sup> German Democratic Republic <sup>a</sup>			Czechoslovakia <sup>a</sup> Hungary <sup>a</sup> Romania <sup>a</sup>	Poland <sup>a</sup>		
Northern Europe		Finland <sup>a</sup> Ireland <sup>a</sup>	Sweden <sup>a</sup>	Denmark <sup>a</sup> Iceland <sup>a</sup> United Kingdom <sup>a</sup> Norway <sup>a</sup>			
Southern Europe	Greece <sup>a</sup>	Holy See <sup>a</sup>	Albania <sup>a</sup>	Portugal <sup>a</sup> Spain <sup>a</sup> Yugoslavia <sup>a</sup> Belgium <sup>a</sup>	Italy <sup>a</sup> San Marino <sup>a</sup> Malta <sup>a</sup> Netherlands <sup>a</sup>		
Western Europe	France <sup>a</sup> Liechtenstein <sup>a</sup> Luxembourg <sup>a</sup> Monaco <sup>a</sup>	Federal Republic of Germany <sup>a</sup>	Austria <sup>a</sup> Switzerland <sup>a</sup>				
Cyprus, Israel, Turkey	Israel <sup>b</sup>						
Northern America				United States of America <sup>a</sup>	Cyprus <sup>b</sup> Canada <sup>a</sup>		Turkey <sup>c</sup>
USSR		Byelorussian SSR <sup>a</sup> Ukrainian SSR <sup>a</sup> USSR <sup>a</sup>					
TOTAL	8	7	4	12	7	—	1

<sup>a</sup> Country in a more developed region.

<sup>b</sup> Country in a less developed region with an average life expectancy at birth of 60 years or over.

<sup>c</sup> Country in a less developed region with an average life expectancy at birth of 50-59 years.

TABLE 53. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976: ECONOMIC COMMISSION FOR LATIN AMERICA

Demographic statistical region	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention						
	Rates too low		Rates neither too low nor too high		Rates too high		
	Effect of constraints			Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate	Lower rates desirable		
Full intervention appropriate	Some support appropriate		Some support appropriate		Full intervention appropriate		
Caribbean	Bahamas <sup>a</sup>			Cuba <sup>a</sup>			Barbados <sup>a</sup> Dominican Republic <sup>b</sup> Grenada <sup>a</sup> Haiti <sup>b</sup> Jamaica <sup>a</sup> Trinidad and Tobago <sup>a</sup>
Middle America				Honduras <sup>b</sup> Panama <sup>a</sup>	Costa Rica <sup>a</sup> Guatemala <sup>b</sup> Nicaragua <sup>b</sup>		El Salvador <sup>b</sup> Mexico <sup>a</sup>
Temperate South America	Argentina <sup>a</sup> Uruguay <sup>c</sup>				Chile <sup>c</sup>		
Tropical South America		Paraguay <sup>a</sup>		Brazil <sup>a</sup> Guyana <sup>a</sup>	Bolivia <sup>d</sup> Peru <sup>b</sup> Surinam <sup>a</sup> Venezuela <sup>a</sup>	Ecuador <sup>b</sup>	Colombia <sup>a</sup>
TOTAL	3	1	—	3	7	4	9

<sup>a</sup> Country in a less developed region with an average life expectancy at birth of 60 years or over.

<sup>b</sup> Country in a less developed region with an average life expectancy at birth of 50-59 years.

<sup>c</sup> Country in a more developed region.

<sup>d</sup> Country in a less developed region with an average life expectancy at birth of under 50 years.

TABLE 54. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976: ECONOMIC COMMISSION FOR WESTERN ASIA

Demographic statistical region	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention						
	Rates too low		Rates neither too low nor too high		Rates too high		
	Effect of constraints			No constraints	Effect of constraints		
	Predominant (A)	Significant (B)	Minor (C)		Minor (C)	Significant (B)	Predominant (A)
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate	Lower rates desirable		
Full intervention appropriate	Some support appropriate		Some support appropriate		Full intervention appropriate		
Western Asia	Oman <sup>a</sup> Qatar <sup>b</sup> Saudi Arabia <sup>a</sup> United Arab Emirates <sup>b</sup>	Kuwait <sup>b</sup>		Bahrain <sup>b</sup> Iraq <sup>c</sup>	Democratic Yemen <sup>a</sup> Jordan <sup>c</sup> Lebanon <sup>b</sup> Syrian Arab Republic <sup>c</sup> Yemen <sup>a</sup>		
TOTAL	4	1		2	5		

<sup>a</sup> Country in a less developed region with an average life expectancy at birth of under 50 years.

ancy at birth of 60 years or over.

<sup>c</sup> Country in a less developed region with an average life expectancy at birth of 50-59 years.

TABLE 55. GOVERNMENTS' PERCEPTIONS OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE RATES, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976: ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC

Demographic statistical region	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention						
	Rates too low		Rates neither too low nor too high		Rates too high		
	Effect of constraints			No constraints	Effect of constraints		
	Predominant (A)	Significant (B)	Minor (C)		Minor (C)	Significant (B)	Predominant (A)
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate	Lower rates desirable		
Full intervention appropriate	Some support appropriate		Some support appropriate		Full intervention appropriate		
China						China <sup>a</sup>	
Japan					Japan <sup>b</sup>		
Other Asia	Democratic People's Republic of Korea <sup>a</sup> Mongolia <sup>a</sup>					Republic of Korea <sup>a</sup>	
Eastern South Asia	Democratic Kampuchea <sup>c</sup> Lao People's Democratic Republic <sup>c</sup>			Singapore <sup>a</sup>	Burma <sup>d</sup>	Indonesia <sup>c</sup> Malaysia <sup>d</sup> Philippines <sup>d</sup> Thailand <sup>d</sup> Viet Nam <sup>c</sup>	
Middle South Asia		Bhutan <sup>c</sup>		Maldives <sup>c</sup>	Afghanistan <sup>c</sup>	Iran <sup>d</sup> Bangladesh <sup>c</sup> India <sup>c</sup> Nepal <sup>c</sup> Pakistan <sup>c</sup> Sri Lanka <sup>a</sup>	
Australia-New Zealand			Australia <sup>b</sup>			New Zealand <sup>b</sup>	
Melanesia						Papua New Guinea <sup>c</sup>	
Polynesia-Micronesia	Nauru <sup>a</sup>					Fiji <sup>a</sup> Tonga <sup>a</sup> Western Samoa <sup>a</sup>	
TOTAL	5	1	1	2	3	17	

<sup>a</sup> Country in a less developed region with an average life expectancy at birth of 60 years or over.

ancy at birth of under 50 years.

<sup>b</sup> Country in a more developed region.

<sup>d</sup> Country in a less developed region with an average life expectancy at birth of 50-59 years.

<sup>c</sup> Country in a less developed region with an average life expect-





TABLE 57. COMBINATION OF POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE, BY PERCEPTION OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER, 1970-1974), JULY 1976

		Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention										
		Rates too low			Rates neither too low nor too high			Rates too high				
		Effect of constraints			Effect of constraints							
		Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)				
		Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate			Lower rates desirable				
		Full intervention appropriate (1)	Some support appropriate (2)				Some support appropriate (6)	Full intervention appropriate (7)			Total	
Mortality	Fertility	Policy Options <sup>a</sup> Spatial distribution	International migration	Technology and organization								
-	+	×	×	×	Israel							3
					Libyan Arab Jamahiriya							
-	+	•	×	×	United Arab Emirates							1
					Qatar							
•	+	×	×	×		Kuwait						1
•	-	×	×	×								9
										Barbados		
										Colombia		
										Grenada		
										Jamaica		
										Mauritius		
										Mexico		
										Republic of Korea		
										Sri Lanka		
										Trinidad and Tobago		
-	•	×	×	×		Paraguay						1
-	+	×	•	×	Democratic People's Republic of Korea							2
					Mongolia							
•	=	•	×	×	Bahamas							1
•	-	•	×	×								4
										Fiji		
										Seychelles		
										Tonga		
										Western Samoa		
•	-	×	•	×						China		1
•	•	×	×	×								3
										Lebanon		
										Surinam		
										Venezuela		
•	•	×	•	×						Panama	Costa Rica	2
•	=	•	×	•	Nauru							1
•	•	•	×	•								1
•	•	•	•	•						Cyprus		1
												5
										Bahrain		
										Brazil		
										Cuba		
										Guyana		
										Singapore		
TOTAL					8	2	-	5	5	1	14	35

<sup>a</sup> For key, see table 56.

TABLE 58. COMBINATION OF POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE, BY PERCEPTION OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT. COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS, 1970-1974), JULY 1976

Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention													
					Rates too low		Rates neither too low nor too high			Rates too high			
					Effect of constraints			Effect of constraints					
					Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)		
					Higher rates desirable			Lower rates desirable					
					Full intervention appropriate (1)	Some support appropriate (2)	Neither higher nor lower rates desirable: no intervention appropriate (4)		Some support appropriate (6)	Full intervention appropriate (7)	Total		
Mortality	Fertility	Policy Options <sup>a</sup>		Technology and organization	(1)	(2)	(3)	(4)	(5)	(6)	(7)	Total	
		Spatial distribution	International migration										
•	-	×	×	×									
											Dominican Republic	9	
											Egypt		
											El Salvador		
											Haiti		
											Morocco		
											Philippines		
											South Africa		
											Tunisia		
											Turkey		
•	-	×	•	×					Honduras		Iran	6	
											Kenya		
											Malaysia		
											Thailand		
											Uganda		
•	•	×	×	×					Syrian Arab Republic			1	
•	•	×	•	×					Cape Verde				
									Jordan	Ecuador		6	
									Peru	Guatemala			
•	•	×	•	•					Burma	Nicaragua			
•	•	•	•	•								1	
									Algeria			2	
									Iraq			2	
					TOTAL	-	-	-	2	6	3	14	25

<sup>a</sup>For key, see table 56.

TABLE 59. COMBINATION OF POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE, BY PERCEPTION OF THE EFFECT OF NATURAL INCREASE ON DEVELOPMENT, ITS ACCEPTABILITY AND THE DESIRABILITY OF INTERVENTION TO CHANGE IT, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW AVERAGE LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS, 1970-1974), JULY 1976

					<i>Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention</i>							
					<i>Rates too low</i>		<i>Rates neither too low nor too high</i>		<i>Rates too high</i>			
					<i>Effect of constraints</i>			<i>Effect of constraints</i>				
					<i>Predominant (A)</i>	<i>Significant (B)</i>	<i>Minor (C)</i>	<i>No constraints</i>	<i>Minor (C)</i>	<i>Significant (B)</i>	<i>Predominant (A)</i>	
					<i>Higher rates desirable</i>			<i>Lower rates desirable</i>				
					<i>Full intervention appropriate (1)</i>	<i>Some support appropriate (2)</i>	<i>Neither higher nor lower rates desirable: no intervention appropriate</i>		<i>Some support appropriate (6)</i>	<i>Full intervention appropriate (7)</i>		
<i>Mortality</i>	<i>Fertility</i>	<i>Spatial distribution</i>	<i>International migration</i>	<i>Technology and organization</i>			(3)	(4)	(5)		<i>Total</i>	
-	+	×	×	×	Equatorial Guinea						5	
					Gabon							
					Ivory Coast							
					Mozambique							
					Saudi Arabia							
•	-	×	×	×						Botswana	6	
										Ghana		
										Lesotho		
										Nepal		
										Pakistan		
										Swaziland		
-	•	×	×	×	Oman	Bhutan			Sudan		3	
-	+	×	•	×	Central African Empire						4	
					Democratic Kampuchea							
					Lao People's Democratic Republic							
					United Republic of Cameroon							

-	•	×	•	×	Guinea-Bissau	Zaire			2			
•	-	×	•	×				Bangladesh India Indonesia Papua New Guinea Viet Nam	5			
•	•	×	×	×		Bolivia Chad Democratic Yemen Malawi Mauritania Upper Volta Yemen	Comoros Liberia Senegal		10			
•	•	×	•	×	Congo	Afghanistan Burundi Ethiopia Gambia Niger Nigeria Rwanda Sao Tome and Principe Togo United Republic of Tanzania Zambia	Madagascar Sierra Leone		14			
•	•	•	•	•		Benin Guinea Maldives Mali Somalia			5			
TOTAL					10	1	2	5	20	5	11	54

\* For key, see table 56.

TABLE 60. POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE,  
BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976

	Policy options selected <sup>a</sup>				
	Designed to modify rates of natural increase themselves		Designed to contribute to resolution of problems to which natural increase is perceived to have contributed		
	Demographic processes				Non-demographic processes
	Mortality	Fertility	Spatial Distribution	International migration	(Societal organization and use of technology)
<i>Area of responsibility of the Economic Commission for Africa</i>					
Eastern Africa					
Burundi .....	•	•	X	•	X
Comoros .....	•	•	X	X	X
Ethiopia .....	•	•	X	•	X
Kenya .....	•	-	X	•	X
Madagascar .....	•	•	X	•	X
Malawi .....	•	•	X	X	X
Mauritius .....	•	-	X	X	X
Mozambique .....	-	+	X	X	X
Rwanda .....	•	•	X	•	X
Seychelles .....	•	-	•	X	X
Somalia .....	•	•	•	•	•
Uganda .....	•	-	X	•	X
United Republic of Tanzania .....	•	•	X	•	X
Zambia .....	•	•	X	•	X
Middle Africa					
Central African Empire .....	-	+	X	•	X
Chad .....	•	•	X	X	X
Congo .....	•	•	X	•	X
Equatorial Guinea .....	-	+	X	X	X
Gabon .....	-	+	X	X	X
Sao Tome and Principe .....	•	•	X	•	X
United Republic of Cameroon .....	-	+	X	•	X
Zaire .....	-	•	X	•	X
Northern Africa					
Algeria .....	•	•	•	•	•
Egypt .....	•	-	X	X	X
Libyan Arab Jamahiriya .....	-	+	X	X	X
Morocco .....	•	-	X	X	X
Sudan .....	-	•	X	X	X
Tunisia .....	•	-	X	X	X
Southern Africa					
Botswana .....	•	-	X	X	X
Lesotho .....	•	-	X	X	X
South Africa .....	•	-	X	X	X
Swaziland .....	•	-	X	X	X
Western Africa					
Cape Verde .....	•	•	X	•	X
Benin .....	•	•	•	•	•
Gambia .....	•	•	X	•	X
Ghana .....	•	-	X	X	X
Guinea .....	•	•	•	•	•
Guinea-Bissau .....	-	•	X	•	X
Ivory Coast .....	-	+	X	X	X
Liberia .....	•	•	X	X	X
Mali .....	•	•	•	•	•
Mauritania .....	•	•	X	X	X
Niger .....	•	•	X	•	X
Nigeria .....	•	•	X	•	X
Senegal .....	•	•	X	X	X
Sierra Leone .....	•	•	X	•	X
Togo .....	•	•	X	•	X
Upper Volta .....	•	•	X	X	X
<i>Area of responsibility of the Economic Commission for Europe</i>					
Eastern Europe					
Bulgaria .....	-	+	X	•	X
Czechoslovakia .....	•	•	•	•	•
German Democratic Republic .....	•	+	X	•	X
Hungary .....	•	•	•	•	•
Poland .....	•	=	•	•	•
Romania .....	•	•	•	•	•

TABLE 60. POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE.  
BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976 (continued)

	Policy options selected*				
	Designed to modify rates of natural increase themselves		Designed to contribute to resolution of problems to which natural increase is perceived to have contributed		
	Demographic processes				
	Mortality	Fertility	Spatial Distribution	International migration	Non-demographic processes (Societal organization and use of technology)
<i>Area of responsibility of the Economic Commission for Europe (continued)</i>					
Northern Europe					
Denmark .....	•	•	•	•	•
Finland .....	-	+	X	X	X
Iceland .....	•	•	•	•	•
Ireland .....	•	=	X	X	X
Norway .....	•	•	•	•	•
Sweden .....	•	•	•	X	•
United Kingdom .....	•	•	•	•	•
Southern Europe					
Albania .....	-	=	X	•	X
Greece .....	-	+	X	X	X
Holy See .....	•	•	•	X	X
Italy .....	•	•	X	X	X
Malta .....	•	•	•	X	X
Portugal .....	•	•	•	•	•
San Marino .....	•	•	X	•	•
Spain .....	•	•	•	•	•
Yugoslavia .....	•	•	•	•	•
Western Europe					
Austria .....	•	•	•	X	•
Belgium .....	•	•	•	•	•
France .....	•	+	X	X	X
Germany, Federal Republic of .....	•	•	•	X	X
Liechtenstein .....	•	+	•	X	X
Luxembourg .....	•	+	•	X	X
Monaco .....	•	+	•	X	X
Netherlands .....	•	•	X	X	X
Switzerland .....	•	•	X	X	X
Western South Asia (part)					
Cyprus .....	•	•	•	X	•
Israel .....	-	+	X	X	X
Turkey .....	•	-	X	X	X
Northern America					
Canada .....	•	•	•	X	X
United States of America .....	•	•	•	•	•
Union of Soviet Socialist Republics					
Byelorussian SSR .....	•	=	X	X	X
Ukrainian SSR .....	-	=	X	•	X
USSR .....	-	=	X	•	X
<i>Area of responsibility of the Economic Commission for Latin America</i>					
Caribbean					
Bahamas .....	•	+	•	X	X
Barbados .....	•	-	X	X	X
Cuba .....	•	•	•	•	•
Dominican Republic .....	•	-	X	X	X
Grenada .....	•	-	X	X	X
Haiti .....	•	-	X	X	X
Jamaica .....	•	-	X	X	X
Trinidad and Tobago .....	•	-	X	X	X
Middle America					
Costa Rica .....	•	•	X	•	X
El Salvador .....	•	-	X	X	X
Guatemala .....	•	•	X	•	X
Honduras .....	•	-	X	•	X
Mexico .....	•	-	X	X	X
Nicaragua .....	•	•	X	•	X
Panama .....	•	•	X	•	X
Temperate South America					
Argentina .....	-	+	X	X	X
Chile .....	•	-	•	•	•
Uruguay .....	-	+	X	X	X

TABLE 60. POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE,  
BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976 (continued)

	Policy options selected <sup>a</sup>				
	Designed to modify rates of natural increase themselves			Designed to contribute to resolution of problems to which natural increase is perceived to have contributed	
	Demographic processes				
	Mortality	Fertility	Spatial distribution	International migration	Non-demographic processes (Societal organization and use of technology)
<i>Area of responsibility of the Economic Commission for Latin America (continued)</i>					
Tropical South America					
Bolivia .....	•	•	X	X	X
Brazil .....	•	•	•	•	
Colombia .....	•	-	X	X	X
Ecuador .....	•	•	X	•	X
Guyana .....	•	•	•	•	•
Paraguay .....	-	•	X	X	X
Peru .....	•	•	X	•	X
Surinam .....	•	•	X	X	X
Venezuela .....	•	•	X	X	X
<i>Area of responsibility of the Economic Commission for Western Asia</i>					
Western South Asia <sup>b</sup>					
Bahrain .....	•	•	•	•	•
Democratic Yemen .....	•	•	X	X	X
Iraq .....	•	•	•	•	•
Jordan .....	•	•	X	•	X
Kuwait .....	•	+	X	X	X
Lebanon .....	•	•	X	X	X
Oman .....	-	•	X	X	X
Qatar .....	-	+	•	X	X
Saudi Arabia .....	-	+	X	X	X
Syrian Arab Republic .....	•	•	X	X	X
United Arab Emirates .....	-	+	X	X	X
Yemen .....	•	•	X	X	X
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>					
China .....	•	-	X	•	X
Japan .....	•	•	X	•	•
Other East Asia					
Democratic People's Republic of Korea .....					
of Korea .....	-	+	X	•	X
Mongolia .....	-	+	X	•	X
Republic of Korea .....	•	-	X	X	X
Eastern South Asia					
Burma .....	•	•	X	•	•
Democratic Kampuchea .....	-	+	X	•	X
Indonesia .....	•	-	X	•	X
Lao People's Democratic Republic .....	-	+	X	•	X
Malaysia .....	•	-	X	•	X
Philippines .....	•	-	X	X	X
Singapore .....	•	•	•	•	•
Viet Nam .....	•	-	X	•	X
Thailand .....	•	-	X	•	X
Middle South Asia					
Afghanistan .....	•	•	X	•	X
Bangladesh .....	•	-	X	•	X
Bhutan .....	-	•	X	X	X
India .....	•	-	X	•	X
Iran .....	•	-	X	•	X
Maldives .....	•	•	•	•	•
Pakistan .....	•	-	X	X	X
Nepal .....	•	-	X	X	X
Sri Lanka .....	•	-	X	X	X
Australia and New Zealand					
Australia .....	•	•	X	X	X
New Zealand .....	•	•	X	X	X

TABLE 60. POLICY OPTIONS SELECTED BY GOVERNMENTS TO SOLVE PROBLEMS ASSOCIATED WITH NATURAL INCREASE, BY AREAS OF RESPONSIBILITY OF REGIONAL COMMISSIONS AND REGIONS, JULY 1976 (continued)

	Policy options selected <sup>a</sup>			
	Designed to modify rates of natural increase themselves		Designed to contribute to resolution of problems to which natural increase is perceived to have contributed	
	Demographic processes		Non-demographic processes	
		Spatial distribution	International migration	(Societal organization and use of technology)
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific (continued)</i>				
Melanesia				
Papua New Guinea .....	•	-	X	• X
Micronesia-Polynesia				
Fiji .....	•	-	•	X X
Nauru .....	•	+	•	•
Tonga .....	•	-	•	X X
Western Samoa .....	•	-	•	X X

<sup>a</sup> For key, see table 56.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

TABLE 61. AVERAGE LIFE EXPECTANCY AT BIRTH, 1970-1974, AND GOVERNMENTS' PERCEPTIONS OF ITS ACCEPTABILITY IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY REGION, JULY 1976

Demographic statistical region and country	Under 50 years		50-61 years		62-69 years		70 years and over	
	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable
<i>Area of responsibility of the Economic Commission for Africa</i>								
Eastern Africa								
Burundi .....		X						
Comoros .....		X						
Ethiopia .....		X						
Kenya .....				X				
Madagascar .....		X						
Malawi .....		X						
Mauritius .....						X		
Mozambique .....		X						
Rwanda .....	X							
Seychelles .....						X		
Somalia .....		X						
Uganda .....				X				
United Republic of Tanzania .....		X						
Zambia .....		X						
Middle Africa								
Central African Empire .....		X						
Chad .....		X						
Congo .....		X						
Equatorial Guinea .....		X						
Gabon .....		X						
Sao Tome and Principe .....		X						
United Republic of Cameroon .....		X						
Zaire .....		X						
Northern Africa								
Algeria .....				X				
Egypt .....				X				
Libyan Arab Jamahiriya .....						X		
Morocco .....				X				
Sudan .....		X						
Tunisia .....				X				
Southern Africa								
Botswana .....		X						
Lesotho .....		X						
South Africa .....				X				
Swaziland .....		X						



TABLE 61. AVERAGE LIFE EXPECTANCY AT BIRTH, 1970-1974, AND GOVERNMENTS' PERCEPTIONS OF ITS ACCEPTABILITY IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY REGION, JULY 1976 (continued)

Demographic statistical region and country	Under 50 years		50-61 years		62-69 years		70 years and over	
	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable
<i>Area of responsibility of the Economic Commission for Africa (continued)</i>								
Western Africa								
Cape Verde .....				X				
Benin .....		X						
Gambia .....		X						
Ghana .....		X						
Guinea .....		X						
Guinea-Bissau .....		X						
Ivory Coast .....		X						
Liberia .....		X						
Mali .....		X						
Mauritania .....		X						
Niger .....		X						
Nigeria .....		X						
Senegal .....		X						
Sierra Leone .....		X						
Togo .....		X						
Upper Volta .....		X						
<i>Area of responsibility of the Economic Commission for Europe</i>								
Eastern Europe								
Bulgaria .....							X	
Czechoslovakia .....					X			
German Democratic Republic .....							X	
Hungary .....					X			
Poland .....							X	
Romania .....					X			
Northern Europe								
Denmark .....							X	
Finland .....								X
Iceland .....							X	
Ireland .....							X	
Norway .....							X	
Sweden .....							X	
United Kingdom .....								X
Southern Europe								
Albania .....						X		
Greece .....							X	
Holy See .....							X	
Italy .....								X
Malta .....							X	
Portugal .....					X			
San Marino .....							X	
Spain .....							X	
Yugoslavia .....						X		
Western Europe								
Austria .....							X	
Belgium .....							X	
France <sup>a</sup> .....								X <sup>a</sup>
Germany, Federal Republic of .....							X	
Liechtenstein .....							X	
Luxembourg .....							X	
Monaco .....							X	
Netherlands .....							X	
Switzerland .....							X	
Western South Asia (part)								
Cyprus .....							X	
Israel .....							X	
Turkey .....				X				
Northern America								
Canada .....							X	
United States of America .....							X	
Union of Soviet Socialist Republics								
Byelorussian SSR .....								X
Ukrainian SSR .....								X
USSR .....								X

TABLE 61. AVERAGE LIFE EXPECTANCY AT BIRTH, 1970-1974, AND GOVERNMENTS' PERCEPTIONS OF ITS ACCEPTABILITY IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY REGION, JULY 1976 (continued)

Demographic statistical region and country	Under 50 years		50-61 years		62-69 years		70 years and over	
	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable
<i>Area of responsibility of the Economic Commission for Latin America</i>								
Caribbean								
Bahamas .....						X		
Barbados .....					X			
Cuba .....					X			
Dominican Republic .....				X				
Grenada .....						X		
Haiti .....				X				
Jamaica .....					X			
Trinidad and Tobago .....					X			
Middle America								
Costa Rica .....					X			
El Salvador .....				X				
Guatemala .....				X				
Honduras .....			X					
Mexico .....					X			
Nicaragua .....				X				
Panama .....					X			
Temperate South America								
Argentina .....						X		
Chile .....					X			
Uruguay .....					X			
Tropical South America								
Bolivia .....	X							
Brazil .....				X				
Colombia .....				X				
Ecuador .....			X					
Guyana .....						X		
Paraguay .....				X				
Peru .....				X				
Surinam .....						X		
Venezuela .....						X		
<i>Area of responsibility of the Economic Commission for Western Asia</i>								
Western South Asia <sup>b</sup>								
Bahrain .....						X		
Democratic Yemen .....	X							
Iraq .....			X					
Jordan .....			X					
Kuwait .....					X			
Lebanon .....						X		
Oman .....	X							
Qatar .....					X			
Saudi Arabia .....	X							
Syrian Arab Republic .....				X				
United Arab Emirates .....					X			
Yemen .....	X							
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>								
China .....				X				
Japan .....							X	
Other East Asia								
Democratic People's Republic of Korea .....				X				
Mongolia .....				X				
Republic of Korea .....				X				
Eastern South Asia								
Burma .....				X				
Democratic Kampuchea .....	X							
Indonesia .....	X							
Lao People's Democratic Republic .....	X							
Malaysia .....			X					
Philippines .....			X					
Singapore .....					X			
Viet Nam .....	X							
Thailand .....			X					

TABLE 61. AVERAGE LIFE EXPECTANCY AT BIRTH, 1970-1974, AND GOVERNMENT'S PERCEPTIONS OF ITS ACCEPTABILITY IN PREVAILING ECONOMIC AND SOCIAL CIRCUMSTANCES, BY REGION, JULY 1976 (continued)

Demographic statistical region and country	Under 50 years		50-61 years		62-69 years		70 years and over	
	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable	Acceptable	Not acceptable
<i>Area of responsibility of the Economic and Social Commission for Asia and the Far East (continued)</i>								
Middle South Asia								
Afghanistan		x						
Bangladesh		x						
Bhutan		x						
India		x						
Iran				x				
Maldives		x						
Pakistan		x						
Nepal		x						
Sri Lanka					x			
Australia and New Zealand								
Australia								x
New Zealand								x
Melanesia								
Papua New Guinea		x						
Micronesia-Polynesia								
Fiji								x
Nauru								x
Tonga							x	
Western Samoa					x			

<sup>a</sup> In its reply to the Third Inquiry among Governments on Population and Development, the Government of France noted that, whereas it considered that levels of average life expectancy for fe-

males were acceptable in prevailing economic and social circumstances, those for males were not felt to be acceptable.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

TABLE 62. COUNTRIES FOR WHICH AVERAGE LIFE EXPECTANCY AT BIRTH OF BELOW 50 YEARS IN 1985 IS ANTICIPATED IN THE UNITED NATIONS PROJECTIONS, GROUPED ACCORDING TO THE ESTIMATE OF AVERAGE LIFE EXPECTANCY AT BIRTH IN 1985 PROVIDED BY GOVERNMENTS IN THEIR REPLIES TO THE THIRD INQUIRY AMONG GOVERNMENTS ON POPULATION AND DEVELOPMENT

Category	Country	Arithmetic average of medium variant projections for 1980-1984 and for 1985-1989 <sup>a</sup> (years)
I. Countries whose Governments provided an estimate of probable level of life expectancy in 1985 of 50 years or over	Afghanistan	46 (50-54)
	Bangladesh	46 (50-54)
	Madagascar	49 <sup>b</sup> (50-54)
	Nepal	49 <sup>b</sup> (50-54)
	Rwanda	47 (50-54)
	Somalia	47 (60-64)
	Togo	47 (50-54)
II. Countries whose Governments provided an estimate of probable level of life expectancy in 1985 of under 50 years	Congo	49 <sup>b</sup>
	Gabon	47
	Niger	43
	Upper Volta	42
III. Countries whose Governments replied to the Inquiry but did not provide an estimate of probable level of life expectancy in 1985	Benin	47
	Botswana	49 <sup>b</sup>
	Burundi	47
	Chad	43
	Comoros	49
	Ghana	49 <sup>b</sup>
	Liberia	49 <sup>b</sup>
	Nigeria	47
	Senegal <sup>c</sup>	44
	Sierra Leone	49 <sup>b</sup>
	Swaziland	49 <sup>b</sup>
	Zaire	49 <sup>b</sup>

TABLE 62. COUNTRIES FOR WHICH AVERAGE LIFE EXPECTANCY AT BIRTH OF BELOW 50 YEARS IN 1985 IS ANTICIPATED IN THE UNITED NATIONS PROJECTIONS, GROUPED ACCORDING TO THE ESTIMATE OF AVERAGE LIFE EXPECTANCY AT BIRTH IN 1985 PROVIDED BY GOVERNMENTS IN THEIR REPLIES TO THE THIRD INQUIRY AMONG GOVERNMENTS ON POPULATION AND DEVELOPMENT (continued)

Category	Country	Arithmetic average of medium variant projections for 1980-1984 and for 1985-1989 <sup>a</sup> (years)
IV. Countries whose Governments did not reply to the Inquiry and for which estimates of probable level of life expectancy in 1985 are therefore unknown .....	Bhutan	49 <sup>b</sup>
	Central African Empire	47
	Equatorial Guinea	49 <sup>b</sup>
	Ethiopia	42
	Gambia	44
	Guinea	47
	Guinea-Bissau	45
	Ivory Coast	49 <sup>b</sup>
	Lao People's Democratic Republic	47
	Malawi	47
	Maldives <sup>d</sup>	
	Mali	43
	Mauritania	43
	Mozambique	49 <sup>b</sup>
	Sao Tome and Principe <sup>d</sup>	
	United Republic of Cameroon	47

<sup>a</sup> Government estimate for 1985 shown in parentheses for category I.

<sup>b</sup> The projected level is either 49.7 or 49.8. Whereas in all other cases levels have been rounded to the nearest whole year, in such cases the rounding has been to 49 years.

<sup>c</sup> Whereas the other Governments in category II indicated that no

estimate was given because of insufficient information or for other reasons, the Government of Senegal did not reply to the question.

<sup>d</sup> No projections available. It has been assumed on the basis of information on current conditions that present levels of average life expectancy at birth are below 50 years and will still be so in 1985.

TABLE 63. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN MORE DEVELOPED REGIONS, JULY 1976

Categories of Governments' perceptions of national fertility <sup>a</sup>	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention <sup>b</sup>							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Effect of constraints			Effect of constraints		
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)	
	Higher rates desirable			Lower rates desirable				
	Full intervention appropriate	Some support appropriate	Neither higher nor lower rates desirable: no intervention appropriate			Some support appropriate	Full intervention appropriate	
I .....	Argentina (1)	Finland (4)	—	—	—	—	—	10
	Bulgaria (4)							
	France (4)							
	German Democratic Republic (4)							
	Greece (1)							
	Licchtenstein (2)							
	Luxembourg (3)							
	Monaco (4)							
	Uruguay (1)							
II .....	—	Germany, Federal Republic of (3)	—	—	—	—	—	1
III .....	—	Byelorussian SSR (4)	Albania (4)	Czecho-slovakia (4)	Poland (4)	—	—	10
		Ireland (1)		Hungary (4)				
		Ukrainian SSR (4)		Romania (4)				
		USSR (4)		Yugoslavia (4)				

TABLE 63. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN MORE DEVELOPED REGIONS, JULY 1976 (continued)

Categories of Governments' perceptions of national fertility <sup>a</sup>	Governments' perceptions of the effect of natural increase as a constraint on development, and desirability of intervention <sup>b</sup>							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Minor (C)	No constraints	Effect of constraints			
	Predominant (A)	Significant (B)			Significant (B)	Predominant (A)		
	Higher rates desirable			Lower rates desirable				
Full intervention appropriate	Some support appropriate	Neither higher nor lower rates desirable: no intervention appropriate			Some support appropriate	Full intervention appropriate		
IV .....	—	Holy See (1)	Australia (3) Austria (4) Sweden (4) Switzerland (3)	Belgium (3) Denmark (4) Iceland (4) Norway (4) Portugal (4) Spain (1) United Kingdom (4) United States (4)	Canada (4) Italy (3) Japan (4) Malta (1) Netherlands (3) San Marino (2)	New Zealand (4)	—	20
V .....	—	—	—	—	Chile (4)	—	—	1
VI .....	—	—	—	—	—	—	—	—
TOTAL	9	7	5	12	8	1	—	42

<sup>a</sup> Definitions of categories of Governments' perceptions of national fertility are as follows:

- I. Rates not satisfactory: too low; higher rates desirable. Intervention to raise rates appropriate, and incentives and disincentives implemented to raise rates.
- II. Rates not satisfactory: too low; higher rates desirable. Intervention to change rates not appropriate; no incentives or disincentives implemented.
- III. Rates satisfactory. Intervention to change rates not appropriate, but incentives and disincentives implemented to maintain rates.
- IV. Rates satisfactory. Intervention to change rates not appropriate; no incentives or disincentives implemented.
- V. Rates not satisfactory: too high; lower rates desirable. Intervention to change rates not appropriate; no incentives or disincentives implemented.
- VI. Rates not satisfactory: too high; lower rates desirable. Inter-

vention to lower rates appropriate, and incentives and disincentives implemented to lower rates.

<sup>b</sup> Categories of government policies regarding the effective use of modern methods of fertility regulation (indicated in parentheses) are defined as follows:

1. Access to information, guidance and materials for effective fertility regulation limited.
2. Access to information, guidance and materials not limited, but neither direct nor indirect support provided.
3. Indirect support provided for the dissemination of information, guidance and materials by subsidizing operational costs of organizations outside the Government's own services or at subnational levels of government.
4. Direct support provided for the dissemination of information, guidance and materials within central public services with national coverage.

TABLE 64. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN LESS DEVELOPED REGIONS WHOSE POPULATIONS HAVE A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH, JULY 1976

Category of Governments' perceptions of national fertility <sup>a</sup>	Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention <sup>b</sup>							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Minor (C)	No constraints	Effect of constraints			
	Predominant (A)	Significant (B)			Significant (B)	Predominant (A)		
	Higher rates desirable			Lower rates desirable				
Full intervention appropriate	Some support appropriate	Neither higher nor lower rates desirable: no intervention appropriate			Some support appropriate	Full intervention appropriate		
I .....	Israel (4) Libyan Arab Jamahiriya (1)	—	—	—	—	—	—	2
II .....	—	—	—	—	—	—	—	—
III .....	Democratic People's Republic of Korea (4) Mongolia (4) Nauru (4) Qatar (2) United Arab Emirates (2)	Kuwait (2)	—	—	—	—	—	6
IV .....	Bahamas (3)	Paraguay (4)	—	Brazil (3) Cuba (4) Guyana (2) Singapore (4)	Cyprus (2) Lebanon (3) Surinam (2) Venezuela (4)	—	—	10

TABLE 64. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN LESS DEVELOPED REGIONS WHOSE POPULATIONS HAVE A MODERATELY HIGH AVERAGE LIFE EXPECTANCY AT BIRTH, JULY 1976 (continued)

Category of Governments' perceptions of national fertility <sup>a</sup>	Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention <sup>b</sup>							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Minor (C)	No constraints	Effect of constraints			
	Predominant (A)	Significant (B)			Minor (C)	Predominant (A)		
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate		Lower rates desirable		
Full intervention appropriate	Some support appropriate			Some support appropriate	Full intervention appropriate			
V .....	—	—	—	Bahrain (3)	Panama (4)	Costa Rica (4)		3
VI .....							Barbados (4) China (4) Colombia (4) Fiji (4) Grenada (4) Jamaica (4) Mauritius (4) Mexico (4) Republic of Korea (4) Seychelles (4) Sri Lanka (4) Tonga (4) Trinidad and Tobago (4) Western Samoa (4)	14
TOTAL	8	2	—	5	5	1	14	35

<sup>a</sup> For key, see table 63, foot-note a.

<sup>b</sup> For key, see table 63, foot-note b.

TABLE 65. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN LESS DEVELOPED REGIONS WHOSE POPULATIONS HAVE A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH, JULY 1976

Category of Governments' perceptions of national fertility <sup>a</sup>	Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention <sup>b</sup>							Total
	Rates too low		Rates neither too low nor too high			Rates too high		
	Effect of constraints		Minor (C)	No constraints	Effect of constraints			
	Predominant (A)	Significant (B)			Minor (C)	Predominant (A)		
	Higher rates desirable			Neither higher nor lower rates desirable: no intervention appropriate		Lower rates desirable		
Full intervention appropriate	Some support appropriate			Some support appropriate	Full intervention appropriate			
I .....	—	—	—	—	—	—	—	—
II .....	—	—	—	—	—	—	—	—
III .....	—	—	—	Iraq (4)	—	—	—	1
IV .....	—	—	—	Algeria (4)	Burma (2) Cape Verde (4) Peru (4) Syrian Arab Republic (4)	—	—	5
V .....	—	—	—	—	Jordan (4)	Ecuador (4) Guatemala (4) Nicaragua (4)	—	4
VI .....	—	—	—	—	Honduras (4)	Dominican Republic (4) Egypt (4) El Salvador (4) Haiti (4) Iran (4) Kenya (4) Malaysia (4) Morocco (4) Philippines (4) South Africa (4) Thailand (4) Tunisia (4) Turkey (4) Uganda (4)	—	15
TOTAL	—	—	—	2	6	3	14	21

<sup>a</sup> For key, see table 63, foot-note a.

<sup>b</sup> For key, see table 63, foot-note b.

TABLE 66. RELATIONSHIP BETWEEN GOVERNMENTS' PERCEPTIONS OF NATIONAL FERTILITY AND CURRENT NATURAL INCREASE, COUNTRIES IN LESS DEVELOPED REGIONS WHOSE POPULATIONS HAVE A LOW AVERAGE LIFE EXPECTANCY AT BIRTH, JULY 1976

Governments' perceptions of the effect of natural increase as a constraint on development and desirability of intervention <sup>b</sup>									
Category of Governments' perceptions of national fertility <sup>a</sup>	Rates too low		Rates neither too low nor too high			Rates too high		Total	
	Effect of constraints		Effect of constraints			Effect of constraints			
	Predominant (A)	Significant (B)	Minor (C)	No constraints	Minor (C)	Significant (B)	Predominant (A)		
	Higher rates desirable		Neither higher nor lower rates desirable: no intervention appropriate			Lower rates desirable			
	Full intervention appropriate	Some support appropriate				Some support appropriate	Full intervention appropriate		
I .....	Democratic Kampuchea (1)	-	-	-	-	-	-	2	
II .....	Gabon (1)	-	-	-	-	-	-	3	
	Central African Empire (2)	-	-	-	-	-	-		
	Equatorial Guinea (1)	-	-	-	-	-	-		
III .....	United Republic of Cameroon (3)	-	-	-	-	-	-	5	
	Ivory Coast (2)	-	-	-	-	-	-		
	Oman (2)	-	-	-	-	-	-		
	Saudi Arabia (1)	-	-	-	-	-	-		
IV .....	-	Bhutan (4)	Congo (4)	Benin (3)	Guinea (2)	Guinea-Bissau (3)	Bolivia (4)	Burundi (2)	26
				Maldives (2)	Mali (4)	Mauritania (2)	Chad (1)	Democratic Yemen (4)	
				Somalia (2)	Ethiopia (3)	Gambia (3)	Malawi (1)	Niger (2)	
					Nigeria (4)	Sao Tome and Principe (2)	Sudan (4)	Togo (3)	
					United Republic of Tanzania (4)	Upper Volta (2)	Yemen (4)	Zaire (4)	
					Zambia (4)	Afghanistan (4)	Rwanda (2)	Comoros (2)	
V .....	-	-	-	-	-	-	-	Liberia (4)	
								Madagascar (3)	
								Senegal (2)	
								Sierra Leone (4)	
VI .....	-	-	-	-	-	-	-	Bangladesh (4)	
								Botswana (4)	
								Ghana (4)	
								India (4)	
								Indonesia (4)	
								Lesotho (4)	
								Nepal (4)	
								Pakistan (4)	
								Papua New Guinea (4)	
								Swaziland (4)	
								Viet Nam (4)	

<sup>a</sup> For key, see table 63, foot-note a.

<sup>b</sup> For key, see table 63, foot-note b.

TABLE 67. GOVERNMENTS' PERCEPTIONS AND POLICIES REGARDING NATIONAL FERTILITY AND ACCESS TO EFFECTIVE FERTILITY REGULATION, BY REGIONS, JULY 1976

		<i>Governments' perceptions of the acceptability of current fertility and of the desirability of intervention to change it</i>			
		<i>Rates not satisfactory: too low; higher rates desirable</i>	<i>Rates satisfactory</i>	<i>Rates not satisfactory: too high; lower rates desirable</i>	
		<i>Intervention to change rates not appropriate</i>			
		<i>Intervention to raise rates appropriate and incentives and disincentives implemented to raise rates</i>	<i>Incentives and disincentives implemented to maintain rates</i>		<i>Intervention to lower rates appropriate and incentives and disincentives implemented to lower rates</i>
		<i>No incentives or disincentives implemented</i>	<i>No incentives or disincentives implemented</i>		
<i>Area of responsibility of the Economic Commission for Africa</i>					
Eastern Africa .....			Mozambique <sup>a</sup>	Burundi <sup>b</sup>	Comoros <sup>b</sup> Kenya <sup>a</sup>
				Ethiopia <sup>c</sup>	Madagascar <sup>c</sup> Mauritius <sup>a</sup>
				Malawi <sup>d</sup>	Rwanda <sup>b</sup> Seychelles <sup>a</sup>
				Somalia <sup>b</sup>	Uganda <sup>a</sup>
				United Republic of Tanzania <sup>a</sup>	
Middle Africa .....	Gabon <sup>d</sup>	Central African Empire <sup>b</sup>		Zambia <sup>a</sup>	
		Equatorial Guinea <sup>d</sup>		Chad <sup>d</sup>	
		United Republic of Cameroon <sup>c</sup>		Congo <sup>a</sup>	
Northern Africa .....	Libyan Arab Jamahiriya <sup>d</sup>			Sao Tome and Principe <sup>b</sup>	
				Zaire <sup>a</sup>	
Southern Africa .....					Egypt <sup>a</sup>
					Morocco <sup>a</sup>
					Tunisia <sup>a</sup>
					Botswana <sup>a</sup>
					Lesotho <sup>a</sup>
					South Africa <sup>a</sup>
					Swaziland <sup>b</sup>
Western Africa .....			Ivory Coast <sup>b</sup>	Cape Verde <sup>a</sup>	Liberia <sup>a</sup> Ghana <sup>a</sup>
				Benin <sup>c</sup>	Senegal <sup>b</sup>
				Gambia <sup>c</sup>	Sierra Leone <sup>a</sup>
				Guinea <sup>b</sup>	
				Guinea-Bissau <sup>c</sup>	
				Mali <sup>a</sup>	
				Mauritania <sup>b</sup>	
				Niger <sup>b</sup>	
				Nigeria <sup>a</sup>	
				Togo <sup>c</sup>	
				Upper Volta <sup>b</sup>	
<i>Area of responsibility of the Economic Commission for Europe</i>					
Eastern Europe .....	Bulgaria <sup>a</sup>		Czechoslovakia <sup>a</sup>		
	German Democratic Republic <sup>a</sup>		Hungary <sup>a</sup>		
			Poland <sup>a</sup>		
			Romania <sup>a</sup>		
Northern Europe .....	Finland <sup>a</sup>		Ireland <sup>d</sup>	Denmark <sup>a</sup>	
				Iceland <sup>a</sup>	
				Norway <sup>a</sup>	
				Sweden <sup>a</sup>	
				United Kingdom <sup>a</sup>	
Southern Europe .....	Greece <sup>d</sup>		Albania <sup>a</sup>	Holy See <sup>d</sup>	
			Yugoslavia <sup>a</sup>	Italy <sup>c</sup>	
				Malta <sup>d</sup>	
				Portugal <sup>a</sup>	
				San Marino <sup>b</sup>	
				Spain <sup>d</sup>	
Western Europe .....	France <sup>a</sup>	Germany, Federal Republic of <sup>c</sup>		Austria <sup>a</sup>	
	Liechtenstein <sup>b</sup>			Belgium <sup>c</sup>	
	Luxembourg <sup>c</sup>			Netherlands <sup>c</sup>	
	Monaco <sup>a</sup>			Switzerland <sup>c</sup>	
Western South Asia (part) .....	Israel <sup>a</sup>			Cyprus <sup>b</sup>	Turkey <sup>a</sup>
Northern America .....				Canada <sup>a</sup>	
				United States of America <sup>a</sup>	
Union of Soviet Socialist Republics .....			Byelorussian SSR <sup>a</sup>		
			Ukrainian SSR <sup>a</sup>		
			USSR <sup>a</sup>		



TABLE 67. GOVERNMENTS' PERCEPTIONS AND POLICIES REGARDING NATIONAL FERTILITY AND ACCESS TO EFFECTIVE FERTILITY REGULATION, BY REGIONS, JULY 1976 (continued)

<i>Governments' perceptions of the acceptability of current fertility and of the desirability of intervention to change it</i>			
<i>Rates not satisfactory: too low: higher rates desirable</i>		<i>Rates satisfactory</i>	
<i>Intervention to raise rates appropriate and incentives implemented to raise rates</i>	<i>Intervention to change rates not appropriate</i>		<i>Rates not satisfactory: too high: lower rates desirable</i>
	<i>No incentives or disincentives implemented</i>	<i>Incentives and disincentives implemented to maintain rates</i>	<i>Intervention to lower rates appropriate and incentives and disincentives implemented to lower rates</i>
		<i>No incentives or disincentives implemented</i>	
<i>Area of responsibility of the Economic Commission for Latin America</i>			
Caribbean .....		Bahamas <sup>c</sup> Cuba <sup>a</sup>	Barbados <sup>a</sup> Dominican Republic <sup>a</sup> Grenada <sup>a</sup> Haiti <sup>a</sup> Jamaica <sup>a</sup> Trinidad and Tobago <sup>a</sup>
Middle America .....			Costa Rica <sup>a</sup> Guatemala <sup>a</sup> Nicaragua <sup>a</sup> Panama <sup>a</sup> Chile <sup>a</sup>
Temperate South America .....	Argentina <sup>d</sup> Uruguay <sup>d</sup>		
Tropical South America .....		Bolivia <sup>a</sup> Brazil <sup>c</sup> Guyana <sup>b</sup> Peru <sup>a</sup> Surinam <sup>b</sup> Venezuela <sup>a</sup> Paraguay <sup>a</sup>	Ecuador <sup>a</sup> Colombia <sup>a</sup>
<i>Area of responsibility of the Economic Commission for Western Asia</i>			
Western Asia .....		Iraq <sup>a</sup> Kuwait <sup>b</sup> Oman <sup>b</sup> Qatar <sup>b</sup> Saudi Arabia <sup>d</sup> United Arab Emirates <sup>b</sup>	Democratic Bahrain <sup>c</sup> Yemen <sup>a</sup> Jordan <sup>a</sup> Lebanon <sup>c</sup> Syrian Arab Republic <sup>a</sup> Yemen <sup>a</sup>
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>			
China .....			China <sup>a</sup>
Japan .....		Japan <sup>a</sup>	
Other East Asia .....		Democratic People's Republic of Korea <sup>a</sup> Mongolia <sup>a</sup>	Republic of Korea <sup>a</sup>
Eastern South Asia .....	Democratic Kampuchea <sup>d</sup>	Lao People's Democratic Republic <sup>d</sup>	Burma <sup>b</sup> Singapore <sup>a</sup>
Middle South Asia .....			Indonesia <sup>a</sup> Malaysia <sup>a</sup> Philippines <sup>a</sup> Thailand <sup>a</sup> Viet Nam <sup>a</sup> Bangladesh <sup>a</sup> India <sup>a</sup> Iran <sup>a</sup> Pakistan <sup>a</sup> Nepal <sup>a</sup> Sri Lanka <sup>a</sup>
Australia and New Zealand .....			Bhutan <sup>a</sup> Maldives <sup>b</sup>
Melanesia .....			Australia <sup>c</sup> New Zealand <sup>a</sup>
Micronesia-Polynesia .....		Nauru <sup>a</sup>	Papua New Guinea <sup>a</sup> Fiji <sup>a</sup> Tonga <sup>a</sup> Western Samoa <sup>a</sup>

<sup>a</sup> Access to effective fertility regulation not limited and direct support provided.

<sup>b</sup> Access to effective fertility regulation not limited but no direct support provided.

<sup>c</sup> Access to effective fertility regulation not limited and indirect support provided.

<sup>d</sup> Access to effective fertility regulation limited.

<sup>e</sup> Excluding Cyprus, Israel and Turkey.

TABLE 68. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF DISTRIBUTION, COUNTRIES IN MORE DEVELOPED REGIONS, JULY 1976

Perception of over-all acceptability of spatial distribution	Policies regarding spatial distribution of population						Total
	Deceleration of flow			Reversal of flow			
	Maintenance of flow and configuration	But maintenance of configuration	Adjustment of urban configuration	Adjustment of urban and rural configuration	But maintenance of configuration	Adjustment of urban configuration	
Entirely acceptable: no intervention appropriate .....	Belgium Denmark Holy See Liechtenstein Luxembourg Malta Monaco San Marino <sup>a</sup> United States	—	Czechoslovakia German Democratic Republic <sup>a</sup> Hungary Sweden	—	—	—	13
Slightly unacceptable: intervention appropriate .....	New Zealand <sup>a</sup>	Austria	Bulgaria <sup>a</sup> Ireland <sup>a</sup> Romania <sup>a</sup> Ukrainian SSR <sup>a</sup>	Albania <sup>a</sup>	Iceland	United Kingdom	9
Substantially unacceptable: substantial intervention appropriate .....	Canada	Germany, Federal Republic of Italy <sup>a</sup> Norway	Finland <sup>a</sup> Greece <sup>a</sup> Portugal Poland Spain Yugoslavia	Byelorussian SSR <sup>a</sup> USSR <sup>a</sup>	Switzerland <sup>a</sup>	—	13
Extremely unacceptable: radical intervention appropriate .....	—	—	Chile Uruguay <sup>a</sup>	Argentina <sup>a</sup> Japan <sup>a</sup>	Netherlands <sup>a</sup>	Australia <sup>a</sup> France <sup>a</sup>	7
TOTAL	11	4	16	5	3	3	42

<sup>a</sup> Government considers that an adjustment in the spatial distribution of population will contribute to the resolution of problems associated with population growth.

TABLE 69. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF DISTRIBUTION, COUNTRIES IN LESS DEVELOPED REGIONS, HAVING MODERATELY HIGH LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER), JULY 1976

Perception of over-all acceptability	Policies regarding spatial distribution of population						Total
	Acceleration of basic flow	No intervention in basic flow	Deceleration of basic flow			Reversal of basic flow	
	Adjustment of rural and urban configurations	Adjustment of neither configurations	Adjustment of rural configurations	Adjustment of urban configurations	Adjustment of rural and urban configurations	Adjustment of rural and urban configurations	
Entirely acceptable: no intervention appropriate .....	—	Bahrain Barbados <sup>a</sup> Kuwait <sup>a</sup> Nauru Qatar Singapore	—	—	—	—	6
Slightly unacceptable: limited intervention appropriate .....	Cyprus	—	Republic of Korea <sup>a</sup>	—	—	Cuba Democratic People's Republic of Korea <sup>a</sup> Mongolia United Arab Emirates <sup>a</sup>	6
Substantially unacceptable: substantial intervention appropriate .....	Brazil	—	Lebanon Tonga	—	Bahamas	Israel <sup>a</sup> Libyan Arab Jamahiriya <sup>a</sup> China <sup>a</sup>	7

TABLE 69. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF DISTRIBUTION, COUNTRIES IN LESS DEVELOPED REGIONS, HAVING MODERATELY HIGH LIFE EXPECTANCY AT BIRTH (60 YEARS AND OVER), JULY 1976 (continued)

Perception of over-all acceptability	Policies regarding spatial distribution of population							Total	
	Acceleration of basic flow		No intervention in basic flow		Deceleration of basic flow				Reversal of basic flow
	Adjustment of rural and urban configurations	Adjustment of neither rural nor urban configurations	Adjustment of rural configurations	Adjustment of urban configurations	Adjustment of rural and urban configurations	Adjustment of rural configurations	Adjustment of urban configurations		
Extremely unacceptable: radical intervention appropriate	—	Western Samoa	Granada <sup>a</sup> Seychelles	Jamaica <sup>a</sup> Paraguay <sup>a</sup> Sri Lanka <sup>a</sup>	—	Colombia <sup>a</sup> Costa Rica <sup>a</sup> Fiji Guyana Mauritius <sup>a</sup> Mexico <sup>a</sup> Panama <sup>a</sup> Surinam <sup>a</sup> Trinidad <sup>a</sup> Venezuela <sup>a</sup>	—	16	
TOTAL	2	7	5	3	1	16	1	35	

<sup>a</sup> Government perceives that an adjustment in the spatial distribution of population will contribute to the resolution of problems associated with population growth.

TABLE 70. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF CURRENT DISTRIBUTION, COUNTRIES IN LESS DEVELOPED REGIONS WITH A MODERATE AVERAGE LIFE EXPECTANCY AT BIRTH (50-59 YEARS 1970-1974), JULY 1976

Perception of over-all acceptability	Policies regarding spatial distribution of population							Total	
	No intervention in basic flow		Deceleration of basic flow			Reversal of basic flow			
	Adjustment of neither rural nor urban configurations	Adjustment of rural configurations	Adjustment of neither rural nor urban configurations	Adjustment of rural configurations	Adjustment of urban configurations	Adjustment of rural and urban configurations	Adjustment of rural configurations		Adjustment of urban configurations
Entirely acceptable: no intervention appropriate	—	—	—	—	—	—	—	—	—
Slightly unacceptable: limited intervention appropriate	—	Malaysia	—	Burma	—	—	—	South Africa	3
Substantially unacceptable: substantial intervention appropriate	—	—	Nicaragua Uganda	Syrian Arab Republic	—	Iraq <sup>a</sup> Tunisia	—	—	5
Extremely unacceptable: radical intervention appropriate	Cape Verde Dominican Republic Honduras	—	El Salvador Morocco Thailand	Ecuador Guatemala Haiti	Turkey	Algeria <sup>a</sup> Egypt Iran Kenya Peru	Philippines	Jordan	17
TOTAL	3	1	5	5	1	7	1	2	25

<sup>a</sup> Country whose Government does not perceive that an adjustment in the spatial distribution of population will contribute to the resolution of problems associated with population growth.

TABLE 71. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF CURRENT DISTRIBUTION, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS 1970-1974), JULY 1976

Perception of over-all acceptability	Policies with respect to spatial distribution of population							Total	
	Acceleration of basic flow	No intervention in basic flow		Deceleration of basic flow			Reversal of basic flow		
	Adjustment of rural and urban configurations	Adjustment of neither rural nor urban configurations	Adjustment of rural configurations	Adjustment of neither rural nor urban configurations	Adjustment of rural configurations	Adjustment of urban configurations	Adjustment of rural and urban configurations		
Entirely acceptable: no intervention appropriate	—	—	—	—	—	—	—	—	—
Slightly unacceptable: limited intervention appropriate	Bhutan	Guinea <sup>a</sup>	—	Gambia Maldives <sup>a</sup>	—	—	—	—	4

TABLE 71. POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY PERCEPTION OF ACCEPTABILITY OF CURRENT DISTRIBUTION, COUNTRIES IN LESS DEVELOPED REGIONS WITH A LOW LIFE EXPECTANCY AT BIRTH (UNDER 50 YEARS 1970-1974), JULY 1976<sup>a</sup> (continued)

Perception of over-all acceptability	Policies with respect to spatial distribution of population									Total	
	Acceleration of basic flow		No intervention in basic flow		Deceleration of basic flow				Reversal of basic flow		
	Adjustment of rural and urban configurations	Adjustment of neither rural nor urban configurations	Adjustment of rural configuration	Adjustment of neither rural nor urban configurations	Adjustment of rural configuration	Adjustment of urban configuration	Adjustment of rural and urban configurations	Adjustment of rural configuration	Adjustment of urban configurations		
Substantially unacceptable: substantial intervention appropriate .....	Saudi Arabia	Chad Comoros Lesotho Leone Yemen	Afghanistan Burundi	—	—	—	Democratic Yemen Malawi Oman	Bangladesh	—	12	
Extremely unacceptable: radical intervention appropriate .....	—	Niger Papua New Guinea	Benin <sup>a</sup> Rwanda Upper Volta <sup>a</sup>	Nigeria Mali <sup>a</sup> Swaziland	Congo Ethiopia Indonesia Madagascar Mauritania <sup>a</sup> Nepal Sao Tome and Principe Sudan <sup>a</sup> United Republic of Cameroon Zambia	—	Bolivia Botswana Gabon Ghana India <sup>a</sup> Ivory Coast Liberia Pakistan Senegal Togo <sup>a</sup> United Republic of Tanzania Viet Nam Zaire	Central African Empire Guinea	Democratic Kampuchea Guinea-Bissau <sup>a</sup> Lao People's Democratic Republic <sup>a</sup> Mozambique <sup>a</sup>	38	
TOTAL	2	8	5	5	11	—	16	3	4	54	

<sup>a</sup> Country whose Government does not perceive that an adjustment in the spatial distribution of population will contribute to the resolution of problems associated with population growth.

TABLE 72. PERCEPTIONS AND POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, JULY 1976

	Perception of over-all acceptability of spatial distribution				Policies regarding basic trends in internal migration			Policies regarding modification of rural and urban configuration of settlement		
	Entirely acceptable	Slightly unacceptable	Substantially unacceptable	Extremely unacceptable	Accelerate	No intervention	Decelerate	Reverse	Alteration of rural configuration	Alteration of urban configuration
									X	X
<i>Area of responsibility of the Economic Commission for Africa</i>										
Eastern Africa										
Burundi .....	—	—	X	—	—	X	—	—	X	—
Comoros .....	—	—	X	—	—	X	—	—	—	—
Ethiopia .....	—	—	—	X	—	—	X	—	X	—
Kenya .....	—	—	—	X	—	—	X	—	X	X
Madagascar .....	—	—	—	X	—	—	X	—	X	—
Malawi .....	—	—	X	—	—	—	X	—	X	X
Mauritius .....	—	—	—	X	—	—	X	—	X	X
Mozambique .....	—	—	—	X	—	—	—	X	X	X
Rwanda .....	—	—	—	X	—	X	—	—	X	—
Seychelles .....	—	—	—	X	—	—	X	—	—	—
Somalia .....	—	—	—	X	—	—	X	—	X	—
Uganda .....	—	—	X	—	—	—	X	—	—	—
United Republic of Tanzania .....	—	—	—	X	—	—	X	—	X	X
Zambia .....	—	—	—	X	—	—	X	—	X	—
Middle Africa										
Central African Empire .....	—	—	—	X	—	—	—	X	X	—
Chad .....	—	—	X	—	—	X	—	—	—	—
Congo .....	—	—	—	X	—	—	X	—	X	—
Equatorial Guinea .....	—	—	—	X	—	—	—	X	X	—
Gabon .....	—	—	—	X	—	—	X	—	X	X
Sao Tome and Principe .....	—	—	—	X	—	—	X	—	X	X
United Republic of Cameroon .....	—	—	—	X	—	—	X	—	X	—
Zaire .....	—	—	—	X	—	—	X	—	X	X

TABLE 72. PERCEPTIONS AND POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, JULY 1976 (continued)

	Perception of over-all acceptability of spatial distribution				Policies regarding basic trends in internal migration				Policies regarding modification of rural and urban configuration of settlement	
	Entirely acceptable	Slightly unacceptable	Substantially unacceptable	Extremely unacceptable	Accelerate	No intervention	Decelerate	Reverse	Alteration of rural configuration	Alteration of urban configuration
<i>Area of responsibility of the Economic Commission for Africa (continued)</i>										
Northern Africa										
Algeria .....	—	—	—	X	—	—	X	—	X	X
Egypt .....	—	—	—	X	—	—	X	—	X	X
Libyan Arab Jamahiriya .....	—	—	X	—	—	—	X	—	X	X
Morocco .....	—	—	—	X	—	—	X	—	—	—
Sudan .....	—	—	—	X	—	—	X	—	X	—
Tunisia .....	—	—	X	—	—	—	X	—	X	X
Southern Africa										
Botswana .....	—	—	—	X	—	—	X	—	X	X
Lesotho .....	—	—	X	—	—	X	—	—	—	—
South Africa .....	—	X	—	—	—	—	—	X	X	X
Swaziland .....	—	—	—	X	—	—	X	—	—	—
Western Africa										
Cape Verde .....	—	—	—	X	—	X	—	—	—	—
Benin .....	—	—	—	X	—	X	—	—	X	—
Gambia .....	—	X	—	—	—	—	X	—	—	—
Ghana .....	—	—	—	X	—	—	X	—	X	X
Guinea .....	—	X	—	—	—	X	—	—	—	—
Guinea-Bissau .....	—	—	—	X	—	—	—	X	X	X
Ivory Coast .....	—	—	—	X	—	—	X	—	X	X
Liberia .....	—	—	—	X	—	—	X	—	X	X
Mali .....	—	—	—	X	—	—	X	—	—	—
Mauritania .....	—	—	—	X	—	—	X	—	X	—
Niger .....	—	—	—	X	—	X	—	—	—	—
Nigeria .....	—	—	—	X	—	—	X	—	—	—
Senegal .....	—	—	—	X	—	—	X	—	X	X
Sierra Leone .....	—	—	X	—	—	X	—	—	—	—
Togo .....	—	—	—	X	—	—	X	—	X	X
Upper Volta .....	—	—	—	X	—	X	—	—	X	—
<i>Area of responsibility of the Economic Commission for Europe</i>										
Eastern Europe										
Bulgaria .....	—	X	—	—	—	—	X	—	—	X
Czechoslovakia .....	X	—	—	—	—	—	X	—	—	X
German Democratic Republic .....	X	—	—	—	—	—	X	—	—	X
Hungary .....	X	—	—	—	—	—	X	—	—	X
Poland .....	—	—	X	—	—	—	X	—	—	X
Romania .....	—	X	—	—	—	—	X	—	—	X
Northern Europe										
Denmark .....	X	—	—	—	—	X	—	—	—	—
Finland .....	—	—	X	—	—	—	X	—	—	X
Iceland .....	—	X	—	—	—	—	—	X	—	—
Ireland .....	—	X	—	—	—	—	X	—	—	X
Norway .....	—	—	X	—	—	—	X	—	—	—
Sweden .....	X	—	—	—	—	—	X	—	—	X
United Kingdom .....	—	X	—	—	—	—	—	X	—	X
Southern Europe										
Albania .....	—	X	—	—	—	—	X	—	X	X
Greece .....	—	—	X	—	—	—	X	—	—	X
Holy See <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Italy .....	—	—	X	—	—	—	X	—	—	—
Malta <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Portugal .....	—	—	X	—	—	—	X	—	—	X
San Marino <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Spain .....	—	—	X	—	—	—	X	—	—	X
Yugoslavia .....	—	—	X	—	—	—	X	—	—	X
Western Europe										
Austria .....	—	X	—	—	—	—	X	—	—	—
Belgium .....	X	—	—	—	—	X	—	—	—	—
France .....	—	—	—	X	—	—	—	X	—	X
Germany, Federal Republic of .....	—	—	X	—	—	—	X	—	—	—
Liechtenstein <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Luxembourg <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Monaco <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Netherlands .....	—	—	—	X	—	—	—	X	—	—
Switzerland .....	—	—	X	—	—	—	—	X	—	—

TABLE 72. PERCEPTIONS AND POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, JULY 1976 (continued)

	Perception of over-all acceptability of spatial distribution				Policies regarding basic trends in internal migration				Policies regarding modification of rural and urban configuration of settlement	
	Entirely acceptable	Slightly unacceptable	Substantially unacceptable	Extremely unacceptable	Accelerate	No intervention	Decelerate	Reverse	Alteration of rural configuration	Alteration of urban configuration
<i>Area of responsibility of the Economic Commission for Europe (continued)</i>										
Western South Asia (part)										
Cyprus .....	—	X	—	—	X	—	—	—	X	X
Israel .....	—	—	X	—	—	—	X	—	X	X
Turkey .....	—	—	—	X	—	—	X	—	—	X
Northern America										
Canada .....	—	—	X	—	—	X	—	—	—	—
United States of America .....	X	—	—	—	—	X	—	—	—	—
Union of Soviet Socialist Republics										
Byelorussian SSR .....	—	—	X	—	—	—	X	—	X	X
Ukrainian SSR .....	—	X	—	—	—	—	X	—	—	X
USSR .....	—	—	X	—	—	—	X	—	X	X
<i>Area of responsibility of the Economic Commission for Latin America</i>										
Caribbean										
Bahamas .....	—	—	X	—	—	—	X	—	—	X
Barbados <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Cuba .....	—	X	—	—	—	—	X	—	X	X
Dominican Republic .....	—	—	—	X	—	X	—	—	—	—
Grenada .....	—	—	—	X	—	—	X	—	—	—
Haiti .....	—	—	—	X	—	—	X	—	X	—
Jamaica .....	—	—	—	X	—	—	X	—	X	—
Trinidad and Tobago .....	—	—	—	X	—	—	X	—	X	X
Middle America										
Costa Rica .....	—	—	—	X	—	—	X	—	X	X
El Salvador .....	—	—	—	X	—	—	X	—	—	—
Guatemala .....	—	—	—	X	—	—	X	—	X	—
Honduras .....	—	—	—	X	—	X	—	—	—	—
Mexico .....	—	—	—	X	—	—	X	—	X	X
Nicaragua .....	—	—	X	—	—	—	X	—	—	—
Panama .....	—	—	—	X	—	—	X	—	X	X
Temperate South America										
Argentina .....	—	—	—	X	—	—	X	—	X	X
Chile .....	—	—	—	X	—	—	X	—	—	X
Uruguay .....	—	—	—	X	—	—	X	—	—	X
Tropical South America										
Bolivia .....	—	—	—	X	—	—	X	—	X	X
Brazil .....	—	—	X	—	X	—	—	—	X	X
Colombia .....	—	—	—	X	—	—	X	—	X	X
Ecuador .....	—	—	—	X	—	—	X	—	X	—
Guyana .....	—	—	—	X	—	—	X	—	X	X
Paraguay .....	—	—	—	X	—	—	X	—	X	—
Peru .....	—	—	—	X	—	—	X	—	X	X
Surinam .....	—	—	—	X	—	—	X	—	X	X
Venezuela .....	—	—	—	X	—	—	X	—	X	X
<i>Area of responsibility of the Economic Commission for Western Asia</i>										
Western South Asia <sup>b</sup>										
Bahrain <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Democratic Yemen .....	—	—	X	—	—	—	X	—	X	X
Iraq .....	—	—	X	—	—	—	X	—	X	X
Jordan .....	—	—	—	X	—	—	—	X	X	X
Kuwait <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Lebanon .....	—	—	X	—	—	—	X	—	—	—
Oman .....	—	—	X	—	—	—	X	—	X	—
Qatar <sup>a</sup> .....	X	—	—	—	—	X	—	—	—	—
Saudi Arabia .....	—	—	X	—	X	—	—	—	X	X
Syrian Arab Republic .....	—	X	—	—	—	—	X	—	X	—
United Arab Emirates .....	—	X	X	—	—	—	X	—	X	X
Yemen .....	—	—	X	—	—	X	—	—	—	—

TABLE 72. PERCEPTIONS AND POLICIES REGARDING SPATIAL DISTRIBUTION OF POPULATION BY AREAS OF RESPONSIBILITY OF THE REGIONAL COMMISSIONS, JULY 1976 (continued)

	Perception of over-all acceptability of spatial distribution				Policies regarding basic trends in internal migration				Policies regarding modification of rural and urban configuration of settlement	
	Entirely acceptable	Slightly unacceptable	Substantially unacceptable	Extremely unacceptable	Accelerate	No intervention	Decelerate	Reverse	Alteration of rural configuration	Alteration of urban configuration
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>										
China .....	—	—	x	—	—	—	—	x	x	x
Japan .....	—	—	—	x	—	—	x	—	x	x
Other East Asia										
Democratic People's Republic of Korea .....	—	x	—	—	—	—	x	—	x	x
Mongolia .....	—	x	—	—	—	—	x	—	x	x
Republic of Korea .....	—	x	—	—	—	—	x	—	—	—
Eastern South Asia										
Burma .....	—	x	—	—	—	—	x	—	x	—
Democratic Kampuchea .....	—	—	—	x	—	—	—	x	x	x
Indonesia .....	—	—	—	x	—	—	x	—	x	—
Lao People's Democratic Republic .....	—	—	—	x	—	—	—	x	x	x
Malaysia .....	—	x	—	—	—	x	—	—	x	—
Philippines .....	—	—	—	x	—	—	—	x	x	—
Singapore <sup>a</sup> .....	x	—	—	—	—	x	—	—	—	—
Thailand .....	—	—	—	x	—	—	x	—	—	—
Viet Nam .....	—	—	—	x	—	—	x	—	x	x
Middle South Asia										
Afghanistan .....	—	—	x	—	—	x	—	—	x	—
Bangladesh .....	—	—	x	—	—	—	—	x	x	—
Bhutan .....	—	x	—	—	x	—	—	—	x	x
India .....	—	—	—	x	—	—	x	—	x	x
Iran .....	—	—	—	x	—	—	x	—	x	x
Maldives .....	—	x	—	—	—	—	x	—	—	—
Pakistan .....	—	—	—	x	—	—	x	—	x	x
Nepal .....	—	—	—	x	—	—	x	—	x	—
Sri Lanka .....	—	—	—	x	—	—	x	—	x	—
Australia and New Zealand										
Australia .....	—	—	—	x	—	—	—	x	—	x
New Zealand .....	—	x	—	—	—	x	—	—	—	—
Melanesia										
Papua New Guinea .....	—	—	—	x	—	x	—	—	—	—
Micronesia-Polynesia										
Fiji .....	—	—	—	x	—	—	x	—	x	x
Nauru <sup>a</sup> .....	x	—	—	—	—	x	—	—	—	—
Tonga .....	—	—	x	—	—	—	x	—	—	—
Western Samoa .....	—	—	—	x	—	x	—	—	—	—

<sup>a</sup> Country whose metropolitan region constitutes the entire national territory.

<sup>b</sup> Excluding Cyprus, Israel and Turkey.

TABLE 73. GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF CURRENT INTERNATIONAL MIGRATION, BY REGION, JULY 1976

	Immigration significant			Neither immigration nor emigration significant			Emigration significant		
	Too low	Satisfactory	Too high	Immigration desired	Situation satisfactory	Emigration desired	Too high	Satisfactory	Too low
<i>Area of responsibility of the Economic Commission for Africa</i>									
Eastern Africa									
Burundi .....					x				
Comoros .....								x	
Ethiopia .....					x				
Kenya .....					x				
Madagascar .....					x				
Malawi .....								x	
Mauritius .....								x	
Mozambique .....								x	
Rwanda .....					x				
Seychelles .....								x	
Somalia .....					x				
Uganda .....					x				
United Republic of Tanzania .....					x				
Zambia .....					x				

TABLE 73. GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF CURRENT INTERNATIONAL MIGRATION,  
BY REGION, JULY 1976 (continued)

	Immigration significant			Neither immigration nor emigration significant			Emigration significant		
	Too low	Satisfactory	Too high	Immigration desired	Situation satisfactory	Emigration desired	Too high	Satisfactory	Too low
<i>Area of responsibility of the Economic Commission for Africa (continued)</i>									
Middle Africa									
Central African Empire .....					X				
Chad .....								X	
Congo .....					X				
Equatorial Guinea .....	X								
Gabon .....	X								
São Tomé and Príncipe .....					X				
United Republic of Cameroon .....					X				
Zaire .....					X				
Northern Africa									
Algeria .....									X <sup>a</sup>
Egypt .....								X	
Libyan Arab Jamahiriya .....	X								
Morocco .....								X	
Sudan .....				X					
Tunisia .....								X	
Southern Africa									
Botswana .....							X		
Lesotho .....								X	
South Africa .....	X								
Swaziland .....								X	
Western Africa									
Cape Verde .....								X	
Benin .....					X				
Gambia .....					X				
Ghana .....			X						
Guinea .....							X		
Guinea-Bissau .....					X				
Ivory Coast .....			X						
Liberia .....		X							
Mali .....								X	
Mauritania .....								X	
Niger .....					X				
Nigeria .....					X				
Senegal .....								X	
Sierra Leone .....					X				
Togo .....					X				
Upper Volta .....							X		
<i>Area of responsibility of the Economic Commission for Europe</i>									
Eastern Europe									
Bulgaria .....					X				
Czechoslovakia .....					X				
German Democratic Republic .....					X				
Hungary .....					X				
Poland .....					X				
Romania .....					X				
Northern Europe									
Denmark .....					X				
Finland .....							X		
Iceland .....					X				
Ireland .....							X		
Norway .....			X						
Sweden .....			X						
United Kingdom .....			X						
Southern Europe									
Albania .....					X				
Greece .....							X		
Holy See .....					X <sup>b</sup>				
Italy .....							X		
Malta .....								X	
Portugal .....									X
San Marino .....			X						
Spain .....							X		
Yugoslavia .....							X		



TABLE 73. GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF CURRENT INTERNATIONAL MIGRATION,  
BY REGION, JULY 1976 (continued)

	Immigration significant			Neither immigration nor emigration significant			Emigration significant		
	Too low	Satisfactory	Too high	Immigration desired	Situation satisfactory	Emigration desired	Too high	Satisfactory	Too low
<i>Area of responsibility of the Economic Commission for Europe (continued)</i>									
Western Europe									
Austria .....		x							
Belgium .....					x				
France .....		x							
Germany, Federal Republic of .....		x							
Liechtenstein .....		x							
Luxembourg .....		x							
Monaco .....		x							
Netherlands .....			x						
Switzerland .....		x							
Western South Asia (part)									
Cyprus .....							x		
Israel .....	x								
Turkey .....									x
Northern America									
Canada .....		x							
United States of America .....		x							
Union of Soviet Socialist Republics									
Byelorussian SSR .....					x				
Ukrainian SSR .....					x				
USSR .....					x				
<i>Area of responsibility of the Economic Commission for Latin America</i>									
Caribbean									
Bahamas .....		x							
Barbados .....								x	
Cuba .....					x				
Dominican Republic .....								x	
Grenada .....								x	
Haiti .....							x		
Jamaica .....							x		
Trinidad and Tobago .....							x		
Middle America									
Costa Rica .....					x				
El Salvador .....								x	
Guatemala .....					x				
Honduras .....							x		
Mexico .....							x		
Nicaragua .....					x				
Panama .....					x				
Temperate South America									
Argentina .....	x								
Chile .....					x				
Uruguay .....							x <sup>c</sup>		
Tropical South America									
Bolivia .....								x	
Brazil .....					x				
Colombia .....								x	
Ecuador .....					x				
Guyana .....							x		
Paraguay .....							x		
Peru .....					x				
Surinam .....							x		
Venezuela .....			x						
<i>Area of responsibility of the Economic Commission for Western Asia</i>									
Western South Asia <sup>d</sup>									
Bahrain .....		x							
Democratic Yemen .....								x	
Iraq .....				x					
Jordan .....							x		
Kuwait .....		x							
Lebanon .....		x							
Oman .....		x							
Qatar .....		x							
Saudi Arabia .....	x								
Syrian Arab Republic .....						x			
United Arab Emirates .....		x							
Yemen .....								x	

TABLE 73. GOVERNMENTS' PERCEPTIONS OF THE ACCEPTABILITY OF CURRENT INTERNATIONAL MIGRATION,  
BY REGION, JULY 1976 (continued)

	Immigration significant			Neither immigration nor emigration significant			Emigration significant		
	Too low	Satisfactory	Too high	Immigration desired	Situation satisfactory	Emigration desired	Too high	Satisfactory	Too low
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>									
China .....						X			
Japan .....						X			
Other East Asia									
Democratic People's Republic of Korea ..						X			
Mongolia .....						X			
Republic of Korea .....									X
Eastern South Asia									
Burma .....						X			
Democratic Kampuchea .....						X			
Indonesia .....						X			
Lao People's Democratic Republic .....						X			
Malaysia .....							X		
Philippines .....						X			
Singapore .....						X			
Thailand .....						X			
Viet Nam .....						X			
Middle South Asia									
Afghanistan .....						X			
Bangladesh .....						X			
Bhutan .....		X							
India .....						X			
Iran .....	X								
Maldives .....						X			
Pakistan .....								X	
Nepal .....			X						
Sri Lanka .....								X	
Australia and New Zealand									
Australia .....	X								
New Zealand .....			X						
Melanesia									
Papua New Guinea .....						X			
Micronesia-Polynesia									
Fiji .....						X			
Nauru .....		X							
Tonga .....								X	
Western Samoa .....								X	

<sup>a</sup> In the sense that previous emigration to France has been substantially restricted during the period.

<sup>b</sup> In fact, because of the special circumstances of the Holy See, almost the entire population is immigrant, a balance between immigration and emigration is maintained.

<sup>c</sup> Uruguay has been entered in this category because emigration is significant and is perceived to be too high. However, in addition, the Government considers that immigration is desirable.

<sup>d</sup> Excluding Cyprus, Israel and Turkey.

TABLE 74. CONTRIBUTION OF INSTITUTIONS NOT PRIMARILY RESPONSIBLE FOR THE FORMULATION OF POPULATION POLICY TO RESEARCH NEEDED IN THE FIELD, AND INSTITUTIONAL ARRANGEMENTS FOR THE INTEGRATION OF THE FORMULATION OF POPULATION POLICY AND THE PREPARATION OF PLANS INTO THE FORMULATION AND PREPARATION OF NATIONAL DEVELOPMENT STRATEGY AND PLANS, BY REGION, 1976

	Contribution of institutions		Contribution of institutions limited	Institutional arrangements		
	substantial			Central planning organization exists		Central planning organization does not exist
	Originating mainly in institutions responsible for population policy research	Originating mainly in institutions responsible only for general research		Assisted by institutions permanently responsible for formulation of population policy	Designated as institution permanently responsible for formulation of population policy	But institution designated as permanently responsible for formulation of population policy
<i>Area of responsibility of the Economic Commission for Africa</i>						
<b>Eastern Africa</b>						
Burundi .....			X		X	
Comoros .....			X		X	
Ethiopia .....		X			X	
Kenya .....		X			X	
Madagascar .....		X			X	
Malawi .....		X			X	
Mauritius .....		X		X		
Mozambique .....		X			X	
Rwanda .....			X		X	
Seychelles .....			X		X	
Somalia .....			X		X	
Uganda .....		X			X	
United Republic of Tanzania .....	X				X	
Zambia .....		X			X	
<b>Middle Africa</b>						
<b>Central African Empire</b>						
Chad .....			X		X	
Congo .....			X		X	
Equatorial Guinea .....			X		X	
Gabon .....			X		X	
Sao Tome and Principe .....			X		X	
United Republic of Cameroon .....			X		X	
Zaire .....	X				X	
<b>Northern Africa</b>						
Algeria .....		X			X	
Egypt .....	X			X		
Libyan Arab Jamahiriya .....		X			X	
Morocco .....		X			X	
Sudan .....		X			X	
Tunisia .....		X		X		
<b>Southern Africa</b>						
Botswana .....			X		X	
Lesotho .....			X	X		
South Africa .....	X			X		
Swaziland .....			X		X	
<b>Western Africa</b>						
Cape Verde .....			X		X	
Benin .....			X		X	
Gambia .....			X		X	
Ghana .....	X			X		
Guinea .....			X		X	
Guinea-Bissau .....			X		X	
Ivory Coast .....			X		X	
Liberia .....		X			X	
Mali .....			X		X	
Mauritania .....			X		X	
Niger .....			X		X	
Nigeria .....		X		X		
Senegal .....	X				X	
Sierra Leone .....		X			X	
Togo .....		X			X	
Upper Volta .....		X			X	
<i>Area of responsibility of the Economic Commission for Europe</i>						
<b>Eastern Europe</b>						
Bulgaria .....	X			X		
Czechoslovakia .....	X			X		
German Democratic Republic .....	X			X		
Hungary .....	X			X		
Poland .....	X			X		
Romania .....	X			X		

TABLE 74. CONTRIBUTION OF INSTITUTIONS NOT PRIMARILY RESPONSIBLE FOR THE FORMULATION OF POPULATION POLICY TO RESEARCH NEEDED IN THE FIELD, AND INSTITUTIONAL ARRANGEMENTS FOR THE INTEGRATION OF THE FORMULATION OF POPULATION POLICY AND THE PREPARATION OF PLANS INTO THE FORMULATION AND PREPARATION OF NATIONAL DEVELOPMENT STRATEGY AND PLANS, BY REGION, 1976 (continued)

	Contribution of institutions		Institutional arrangements				
	substantial		limited	Central planning organization exists		Central planning organization does not exist	
	Originating mainly in institutions responsible for population policy research	Originating mainly in institutions responsible only for general research	Research originating mainly in institution(s) responsible for formulation of population policy	Assisted by institutions permanently responsible for formulation of population policy	Designated as institution permanently responsible for formulation of population policy	But institution designated as permanently responsible for formulation of population policy	No institution designated as permanently responsible for formulation of population policy
<i>Area of responsibility of the Economic Commission for Europe (continued)</i>							
<b>Northern Europe</b>							
Denmark .....		X					X
Finland .....		X			X		
Iceland .....		X			X		
Ireland .....		X					X
Norway .....			X				X
Sweden .....		X					X
United Kingdom .....			X			X	
<b>Southern Europe</b>							
Albania .....	X				X		
Greece .....	X				X		
Holy See .....			X				X
Italy .....		X				X	
Malta .....			X		X		
Portugal .....		X			X		
San Marino .....			X				X
Spain .....	X				X		
Yugoslavia .....	X				X		
<b>Western Europe</b>							
Austria .....			X				X
Belgium .....		X					X
France .....	X			X			
Germany, Federal Republic of .....	X						X
Liechtenstein .....			X				X
Luxembourg .....			X				X
Monaco .....			X				X
Netherlands .....	X			X			
Switzerland .....		X				X	
<b>Western South Asia (part)</b>							
Cyprus .....		X			X		
Israel .....		X		X			
Turkey .....	X				X		
<b>Northern America</b>							
Canada .....		X				X	
United States of America .....	X					X	
<b>Union of Soviet Socialist Republics</b>							
Byelorussian SSR .....	X				X		
Ukrainian SSR .....	X				X		
USSR .....	X				X		
<i>Area of responsibility of the Economic Commission for Latin America</i>							
<b>Caribbean</b>							
Bahamas .....			X				X
Barbados .....		X			X		
Cuba .....	X				X		
Dominican Republic .....		X		X			
Grenada .....			X		X		
Haiti .....	X			X			
Jamaica .....		X			X		
Trinidad and Tobago .....		X			X		
<b>Middle America</b>							
Costa Rica .....		X			X		
El Salvador .....		X			X		
Guatemala .....		X			X		
Honduras .....		X			X		
Mexico .....	X			X			
Nicaragua .....		X			X		
Panama .....		X		X			
<b>Temperate South America</b>							
Argentina .....	X			X			
Chile .....	X			X			
Uruguay .....			X			X	

TABLE 74. CONTRIBUTION OF INSTITUTIONS NOT PRIMARILY RESPONSIBLE FOR THE FORMULATION OF POPULATION POLICY TO RESEARCH NEEDED IN THE FIELD, AND INSTITUTIONAL ARRANGEMENTS FOR THE INTEGRATION OF THE FORMULATION OF POPULATION POLICY AND THE PREPARATION OF PLANS INTO THE FORMULATION AND PREPARATION OF NATIONAL DEVELOPMENT STRATEGY AND PLANS, BY REGION, 1976 (continued)

	Contribution of institutions		Institutional arrangements			
	substantial		limited	Central planning organization exists		Central planning organization does not exist
	Originating mainly in institutions responsible for population policy research	Originating mainly in institutions responsible only for general research	Research originating mainly in institution(s) responsible for formulation of population policy	Assisted by institutions permanently responsible for formulation of population policy	Designated as institution permanently responsible for formulation of population policy	But institution designated as permanently responsible for formulation of population policy
<i>Area of responsibility of the Economic Commission for Latin America (continued)</i>						
Tropical South America						
Bolivia .....		X			X	
Brazil .....	X				X	
Colombia .....		X		X		
Ecuador .....		X			X	
Guyana .....		X			X	
Paraguay .....		X		X		
Peru .....		X			X	
Suriname .....			X		X	
Venezuela .....		X			X	
<i>Area of responsibility of the Economic Commission for Western Asia</i>						
Western South Asia (part)						
Bahrain .....			X			X
Democratic Yemen .....			X		X	
Iraq .....		X		X		
Jordan .....		X		X		
Kuwait .....		X		X		
Lebanon .....		X			X	
Oman .....			X		X	
Qatar .....			X			X
Saudi Arabia .....		X		X		
Syrian Arab Republic .....		X			X	
United Arab Emirates .....			X	X		
Yemen .....			X		X	
<i>Area of responsibility of the Economic and Social Commission for Asia and the Pacific</i>						
China .....		X			X	
Japan .....	X					X
Other East Asia						
Democratic People's Republic of Korea .....		X			X	
Mongolia .....		X			X	
Republic of Korea .....	X			X		
Eastern South Asia						
Burma .....		X			X	
Democratic Kampuchea .....			X		X	
Indonesia .....		X		X		
Lao People's Democratic Republic .....			X		X	
Malaysia .....		X			X	
Philippines .....	X			X		
Singapore .....		X		X		
Thailand .....	X			X		
Viet Nam .....		X			X	
Middle South Asia						
Afghanistan .....			X		X	
Bangladesh .....		X		X		
Bhutan .....			X		X	
India .....	X			X		
Iran .....		X			X	
Maldives .....			X		X	
Pakistan .....	X			X		
Nepal .....		X			X	
Sri Lanka .....		X			X	
Australia and New Zealand						
Australia .....		X				X
New Zealand .....		X				X
Melanesia						
Papua New Guinea .....	X				X	
Micronesia-Polynesia						
Fiji .....		X			X	
Nauru .....			X			X
Tonga .....			X		X	
Western Samoa .....			X		X	

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