

INTEGRATING DEVELOPMENT AND POPULATION PLANNING IN LESS DEVELOPED COUNTRIES

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Abstract : During the 1970's the interlinkages between the demographic variables and social and economic development were better understood and their implications for policy planning and decision making were clearly identified. In most of the LDC's a rapid increase in population has been accompanied by a change in the spatial distribution and composition of population. Of 131 LDC's no less than 69 considered their rates of population growth as 'too high' and as many as 13 viewed the pattern of spatial distribution of population as 'not satisfactory'. National governments in these countries have been pursuing population policies in accordance with their perception of the problems of population growth, pattern of spatial distribution and the rural-urban migration and have evolved institutional mechanism to integrate population related variables in the process of socio-economic development and planning. The population planning in these countries is often treated as an integral part of overall development planning.

The population influencing policies and programmes and population responsive development strategies and planning decisions normally targeted at the demographic subsystem and the socio-economic subsystem respectively need reliable data on population as related to socio-economic conditions. The successful integration of population and development planning in India at various levels has been facilitated by the availability of socio-economic and demographic data, institutional framework, planning models, analytical techniques and methodologies. The present paper examines the interlinkages between population and socio-economic development, brings out salient features of population growth and urbanisation in the LDC's, outlines the government perception of the problems of population growth and spatial distribution and the population policies being pursued by these governments, describes the development and population planning integration in India and pleads for building an efficient system of data acquisition, updating, processing, storage, retrieval and dissemination to ensure better integration of demographic and socio-economic variables in the development process.

During the 1970's the demographic variables and environmental considerations were identified as important ingredients which need to be integrated in the process of socio-economic development and planning. The World Population Conference (Bucharest, 1974), the United Nations Conference on Human Environment (Stockholm, 1972) and the United Nations Conference on Human

Settlement (HABITAT) (Vancouver, 1976) produced declarations, evolved a set of principles and formulated action plans to 'reclaim paradise' as ecological conservation, population dynamics and human settlement considerations were linked with socio-economic development. These conferences broke new grounds in that they suggested the need for an integrated approach which

attempted to take into account the interrelationships between population, resources, environment, human settlements and economic development.

The World Population Conference (Bucharest, Aug, 1974), the first global intergovernmental conference on population, may be taken as a turning point in the understanding of interlinkages between demographic variables and social and economic development and their policy implications for planning (The politics of population). Two previous World Population Conferences (Rome, 1954 and Belgrade, 1965), based on individual participation brought into focus topics of purely professional concern. The results of the Bucharest conference (the World Population Plan of Action, WPPA) demonstrated a firm commitment on the parts of the governments to strengthen and expand action on population as an essential factor in economic and social development. Romania's President, U. N. Secretary General, Conference Secretary General and UBFP's Executive Director emphasized integral interrelationship between population and development and the need to seek solutions according to the peculiarly varied needs and conditions of countries concerned. Many of the representatives from developing countries sought to link population action to efforts towards just and equitable distribution of resources and development benefits and to reduction of waste and overconsumption of resources in the more developed countries.

The Plan of Action reiterated three principles which emerged from numerous resolutions adopted by the United Nations during eight years prior to the World Conference.

- Individuals and couples have the right to decide freely and responsibly the number and spacing of their children and should have the knowledge and means to do so.
- Population goals, policies and programmes are to be formulated and implemented at the national level within the context of specific economic, social and cultural conditions of the respective countries.

The Second International Conference on Population (Mexico City, August 1984) reconfirmed the consensus on the WPPA on the importance of interlinkages between population dynamics and social and economic development. All the participating countries agreed that population should be taken as an integral part of the process of socio-economic development. The Plan underlined the need to adopt an integrated approach to population and development at the national level. One of the recommendations of the conference stated, "Considering that social and economic development is a central factor in the solution of population and interrelated problems and that population factors are very important in development plans and strategies and have a major impact on the attainment of development objectives, national development policies, plans and programmes, as well as international development strategies, should be formulated on the basis of an integrated approach that takes into account the interrelationships between population resources, environment and development" (United Nations, 1984). At global level the WPPA is related to the International Development Strategy in the same way as population policies and programmes are related to the overall development planning at the national level. As a comprehensive and integrated approach to various components of social and economic

- Population and development are interrelated.

development will address itself to improvement in welfare of individuals as its overriding concern, several demographic variables emerge as important ingredients in the formulation of development strategies and policies. The guidelines prepared by the United Nations mention the following three population related factors which are supposed to have a direct bearing on social and economic development planning (United Nations, 1976):

- a. the demands placed on the economy by rapid increase in population numbers and by population structure;
- b. the implications of demographic variables and their trends for consumption, social facilities and institutional services, the saving and investment potential, the external sector and over-all economic growth itself; and
- c. the extent to which such trends may hamper more equitable distribution of proceeds of economic growth and may accentuate the process of marginalisation and deprivation of a section of the population.

The U. N. Economic and Social Council recommended to the General Assembly (April, 1977) "that when it considers the question of preparing a new international development strategy, the role of population and the importance of population policies and activities in their relationship to the establishment of a New International Economic Order should be given due weight, and should be duly integrated into the goals, objectives, policy measures and targets to be contained in any new strategy." In most of the less developed countries (LDCs), a rapid increase in population is also accompanied by a change in the spatial distribution of population resulting from increasing migration from the rural areas

to the towns. The most important demographic variable, having wide-ranging policy implications, is the country's rate of population growth. Policy measures have been designed, both population influencing and population accommodating, to affect two major components of growth, : fertility and mortality. Therefore, it will be quite interesting to analyse Government's general appraisal of its rate of population growth and to enquire whether the Government has intervened to raise, to maintain or to lower the rate of population growth. WPPA did observe "countries which consider that their present or expected rates of population growth hamper their goals of promoting human welfare... to consider adopting population policies within the framework of socio-economic development" and recommended "setting quantitative goals and implementing policies that may lead to the attainment of such goals by 1985" (Singh, 1979).

In most of the less developed countries, the colonial pattern of spatial organization got more entrenched because of polarisation of development benefits and distorted distribution of economic activities. Therefore, regarding the population distribution and internal migration, the WPPA mentioned the need for 'planned and more equitable regional development', 'distribution of the benefits of development among all groups and regions', and establishment and strengthening of 'networks of small and medium-size cities to relieve the pressure on the large towns, while still offering an alternative to rural living' (Singh, 1979). Therefore, it will be quite interesting to examine the Governments' perceptions in less developed countries concerning patterns of spatial distribution of population and Governments' policies relating to internal migration of population.

Less Developed Countries : Population Growth and Urbanization

The total population of less developed countries stood at 4.086 billion and constituted 77.2 percent of the world population as of mid-1990. The annual rate of population increase was 2.11 percent in LDC's against 0.54 percent in MDC's (more Developed Countries) and 1.74 percent as world average. During 1985-90, the average annual increment in LDC's population was 81.7 percent of the total increment in world population. The average annual increment grew from an average of 36.1 million between 1950-55 to an average of 67.0 million during 1970-75 and is estimated to increase to 92.5 million between 1995 and 2000 and, thereafter, it is expected to decline. The average annual increment in the population during 1985-90.

Table 1. Population Growth

Periods	Annual Growth Rate(%)		Average Annual Increase (millions)	
	MDC's	LDC's	MDC's	LDC's
1950-55	1.28	2.04	11.01	36.1
1955-60	1.25	2.14	11.5	42.0
1960-65	1.19	2.34	11.6	51.7
1965-70	0.90	2.54	9.2	63.1
1970-75	0.86	2.38	9.2	76.0
1975-80	0.74	2.08	8.5	65.3
1980-85	0.66	2.09	7.6	73.1
1985-90	0.54	2.11	6.5	81.7
1990-95	0.48	2.08	5.9	89.7
1995-2000	0.45	1.94	5.6	92.5

One can easily identify three phases of population growth specially in the LDC's during the second half of the twentieth century.

A rapid increase in the rate of population growth during phase I (1950-70) is often referred to as 'mortality induced', a rapid decrease in mortality and a stagnation in fertility. A steep decline in the population growth rate in phase II (during 1970's) can be described as 'fertility driven' as fertility declined rapidly and the decline in mortality slowed down. Since 1975, the population growth rate has been relatively constant and will remain so until 1995. The crude birth rate declined from 28 to 26 births per 1000 between 1975-80 and 1990-95 and the crude death rate was expected to decline from 11 to 9 per 1000 during the same period. A rapid decline in the population growth rate is expected to occur only after 1995.

All countries in the world are estimated to have begun significant mortality declines around 1950 or earlier, however, it is useful to classify countries in terms of the timing of initiation of significant fertility decline. The LDC's differ in terms of the timing of significant fertility decline. The tripartite classification includes all countries for which TER estimates are available for 1950-90. Of the 38 countries in Asia, 15 countries provided no evidence of a significant decline in fertility by 1990 whereas in 3 countries (Israel, Japan, Cyprus) the fertility decline was recorded even before 1950. The remaining countries underwent significant decline in fertility between 1950 and 1990. Of the 51 countries in Africa as many as 45 countries provided no evidence of a significant decline in fertility by 1990 whereas six countries underwent significant decline in fertility between 1950 and 1990 (Egypt, Mauritius, Morocco, Reunion, South Africa, Tunisia). Of the 28 countries in Latin America as many as 19 underwent significant decline in fertility between 1950 and 1990 whereas 5 countries (Bolivia, Gautemala, Haiti, Honduras,

Table 2

Vital Rates : Africa, Latin America and Asia

Periods	Growth Rate (%)			Birth Rate (per 1000)			Death Rate (per 1000)		
	Africa	Latin America	Asia	Africa	Latin America	Asia	Africa	Latin America	Asia
1950-55	2.2	2.7	1.9	49	43	43	27	15	24
1965-70	2.6	2.6	2.4	47	38	38	21	11	14
1985-90	3.0	2.1	1.9	45	29	28	15	7	9

Nicaragua) Provided no evidence of significant decline in fertility by 1990. Only 4 countries (Argentina, Barbados, Cuba, Uruguay) experienced a significant decline in fertility even before 1950. Of the MDC's all countries, except Albania, underwent significant decline in fertility prior to 1950. This classification is concerned with the timing of the initiation of significant fertility decline and not with the current level of fertility. The pre-initiation countries are those which have not begun a significant decline from uncontrolled high level of fertility. Most of the countries in Africa belong to this group and as a result the continent is still at very early stages of fertility decline (Table 2). Latin America and Asia show the same level of fertility, however, Asia shows a higher death rate and a faster decline in the same period than Latin America. Therefore, demographic variables related to population growth need to be integrated into the population/development policy and planning of the LDC's.

The spatial distribution of population in the LDC's is undergoing significant changes in the wake of rural exodus and urban growth; the latter being attributed to 'pre-industrial' fertility and 'post-industrial' mortality. In 1990, 2.4 billion persons lived in urban areas; 1.5 billion in the less developed and 0.9 billion in the more developed countries. Within a couple of years for the first time in human history more people will be living in towns than in the

countryside and the numbers of city people will be living in towns than in the countryside and the numbers of city people worldwide will double to five billion by 2025. Most of the 21st century urban explosion is going to come in the poor cities of the developing countries. In 1950, the LDC's had 39 percent of world urban population and by 1975 these countries accounted for 51 percent of the world urban population and by 1990, their population increased to 63 percent and is expected to increase to 72 percent by the end of the twentieth century.

The LDC's are in the process of rapid urbanization. The urban population of these countries increased by 92 during 1975-90 and is projected to increase by 289 percent during 1990-2025. The least developed countries exhibit notably different characteristics from other less developed countries. The level of urbanization in the least developed countries (19.7 percent) was almost half of the other developing countries (39.2 percent) in 1990, nevertheless, the rate of Urban growth was much higher in the former vis-a-vis the latter (Table 3).

Latin America is the most urbanized (72%) and it added 8.7 million persons per annum to its urban population during the quinquennium 1985-90. In Latin America over 95 percent of the population growth since 1970 has taken place in urban areas and, in future, the entire

Table 3

Level of Urbanization and Urban Growth Rate in LDC's

Regions	Urban Population (%)				Annual Rate of Change (%)	
	1980	1985	1990	2000	1975-80	1985-90
Less developed Countries :	28.9	32.8	37.1	45.1	1.86	2.42
Least developed	14.7	17.0	19.7	25.9	2.92	2.95
Other developing	30.6	34.7	39.2	47.6	1.85	2.44
Africa :	27.8	30.6	33.9	40.7	1.91	2.02
Eastern	15.0	18.2	21.8	29.0	3.94	3.57
Middle	30.8	34.1	37.8	45.6	2.01	2.02
Northern	39.9	41.7	44.6	51.2	0.98	1.35
Southern	48.3	51.6	54.9	61.3	1.02	1.25
Western	25.8	29.0	32.5	39.8	2.57	2.27
Latin America :	65.0	68.5	71.5	76.4	1.20	0.87
Caribbean	53.0	56.4	59.5	64.8	1.39	1.09
Central America	60.4	63.3	66.0	70.6	1.05	0.82
South America	68.2	71.9	75.1	80.0	1.22	0.87
Asia :	23.9	28.0	32.6	41.4	2.04	3.05
Eastern	22.0	28.2	35.6	59.0	2.47	4.68
South-eastern	24.0	26.8	29.9	36.9	1.76	2.19
Southern	23.1	25.2	27.3	32.8	1.67	1.66
Western	51.5	57.3	62.7	70.3	1.49	1.80
Oceania	20.6	21.5	23.1	27.2	0.67	1.41

net gain in population will be urban. Africa is the least urbanized major area in the world with about one third of its population as urban in 1990. The urban population was 169.2 million in 1985 and was estimated to be 217.4 million in 1990 and projected to increase to 352.4 million (41% of the total population) by the turn of the century. Asia had 975 million urban residents in 1990 amounting to one-third of its total population. The urban population is projected to increase 1486 million by the turn of the twentieth century, and will constitute 41.4 percent of its total population. Thus the increase in urban population of Asia is expected to be more than 500 million during 1990-2000. The less developed countries in Oceania are the least urbanized region in the

world with 23.1 percent of its total population classified as urban. Majority of the LDC's with higher levels of fertility and faster growth rates of total population generally exhibit higher rates of urban population growth as well. During the quinquennium 1985-90 the urban population growth rate in the LDC's of Africa was 5.01 percent per annum while it was 4.98 percent in Asia, 2.93 percent in Latin America and 3.57 percent in Oceania. With its large population size and an urban growth rate of about 5 percent per annum, Asia claimed 68 percent of total urban population growth which occurred in the LDC's during 1975-90.

"Rate of urbanization is defined as the average annual exponential rate of growth of the percentage urban. It equals the difference

between the growth rate of the urban population and the growth rate of the total population" (United Nation, 1992). It is therefore a sensitive measure of the intensity of the redistribution of population from rural to urban areas. As in case of Southern Asia the rate of urbanization during 1985-90 was 1.66 because the annual growth rate of total population was 2.30 percent and of urban population was 3.96 percent during the same period. In the LDC's the rate of urbanization was 2.42 while it was 2.95 in the least developed countries and it was as low as 0.27 percent per annum in the more developed countries during 1985-90. Latin America is the most urbanized region (72.0%) but exhibits the lowest rate of urbanization (0.9 per annum) in the less developed regions. It varied from 0.82 (Central America) to 1.09 percent (Caribbean) per annum during 1985-90. Asia represented the highest rate of urbanization (3.1 percent per annum) during 1985-90 but a medium level of urbanization (32.6%). The rate of urbanization during 1985-90 varied from 1.66 (Southern Asia) to 4.68 percent (Eastern Asia) per annum. Africa, with 33.9 percent of its total population as urban shows 2.02 percent rate of urbanization. The rate of urbanization in various regions of Africa varied from 1.25 (Southern Africa) to 3.57 (Eastern Africa) during 1985-90.

A significant proportion of the urban population in most of the less developed countries is concentrated in the primate city and other major urban agglomerations. Mexico City ranks as the world's largest urban agglomeration (20.2 million in 1990) and represents a general trend for the largest agglomerations to be located in the less developed countries (Table 4). In 1985 as many as 51 out of 85 world's largest urban agglomerations were located in the LDC's. Many of these cities in the developing world are much larger than their equivalents in the

developed world. By 2025, most so-called 'million cities' and as many as 25 of the 27 'mega cities' (those with ten million and more population) will be in the developing countries. Two will be in Africa, no less than 18 in Asia and five in Latin America. In many less developed countries a very high proportion of total urban population concentrated in the largest city e.g. Mozambique (83), Guinea (80), Lebanon (79), Thailand (69) Jamaica (66), Panama (66), Senegal (65), Libya (64), Costa Rica (64), Benin (63), Togo (60), Iraq (55), Haiti (56), Kenya (57), Dominican Republic (54), Congo P. R. (56), Uruguay (52), Uganda (52), Zimbabwe (50) and Tanzania (50). In some other major less developed countries a significant proportion of the total urban population is concentrated in the primate city e.g. Ethiopia (37), Egypt (39), Chile (44), Sierra Leone (47), Bolivia (44), Paraguay (44), Mexico (32), Argentina (45), Korea Rep. (41), Iran (28), Venezuela (26), Syria (33), Bangladesh (30), Burma (23), Philippines (30), Indonesia (23), Morocco (26), Columbia (26) and Turkey (24). This highly skewed spatial pattern of population distribution and urbanization accentuates the process of polarization in the national space economy.

Table 4

Regional Distribution of Large Urban Agglomerations

(More than 5 million population)

Regions	Number of Agglomerations			
	1950	1975	1990	2000
World	6	21	34	45
Less Developed Countries	2	12	23	34
More Developed Countries	4	9	11	11

The fast and accelerating pace of urbanization in the LDC's is resulting in slums and squalor in the sprawling urban areas specially the million cities. It is this concern that is reflected in the epithet of 'over-urbanization' being attached to an essentially low degree of urbanization. "There is growing support for the argument that high urbanization rates will retard national development or even plunge certain nations into chaos, as social costs directly attributable to urbanization claim a major part of the scarce investment funds of many countries. Instead of standing as a symptom of development growth, as it was in the West, urbanization in the Third World is both cause and effect of continued underdevelopment and increasing poverty" (Hagmuller, 1970). Therefore, majority of the Governments in the LDC's perceive the problems associated with high rate of population growth, rapid pace of urbanization, irrational spatial distribution and organization and are pursuing planning policies either to influence the related demographic variables or to accommodate these in socio-economic development and planning.

POPULATION GROWTH : PERCEPTION AND POLICIES

Governments in the LDC's are pursuing population policies in accordance with their perception of the problem of population growth and associated demographic variables like fertility and mortality levels and average life expectancy and have evolved institutional mechanism to integrate population related variables in the process of socioeconomic development and planning. Of 131 LDC's as many as 69 considered their rates of population growth as too high and 61 of them were pursuing population policy to lower the growth rate. The rate of population growth was perceived as satisfactory by 45

countries and no less than 36 of them did not intervene to influence the growth rate. These countries were mostly located in Western Africa, South America and Western Asia. Only 17 LDC's viewed their growth rates as too low 12 of them (6 in Western Asia) were following population policies to raise the rate of population growth.

As many as 16 countries in Asia considered their population growth rates to be too high (China, Republic of Korea, Indonesia, Philippines, Thailand, Vietnam, India, Bangladesh, Iran, Nepal, Pakistan, Sri Lanka, Turkey, Jordan, Afghanistan and United Arab Emirates) and 14 have formulated policies (excluding the last two) directed to bringing down those rates. Of the remaining 22 countries, 12 viewed their rates as satisfactory and 10 considered their rates to be too low and all except Bhutan have adopted intervention policies to increase the growth rate. When the population size of the countries is considered a significantly different picture emerges. Of the 3100 million people living in Asia in 1990, nearly 90 percent resided in countries in which the Government viewed the rate of population growth as too high and had adopted population policies to lower the rate. The policy measures were intended to affect three major demographic components of growth-fertility, mortality and migration. The population giants, China, India, Bangladesh, Indonesia and Pakistan, together represent 78 percent of Asian population; have set explicit demographic targets and have implemented large scale family planning programmes directed to achieving those demographic objectives. The Government of Indonesia had accorded the greatest attention to population problems since the beginning of national development. The Indonesian population policy began to evolve shortly after the signing of the Population Declaration in 1967. The

basic strategy of the policy is to institutionalize and popularize the small, happy and prosperous family norm on a voluntary basis. Family planning seeks to bring about changes in the value system and norms by adopting various strategies namely a system of incentives and the family and community welfare approach. The family planning programme is linked with the development programmes in various sectors such as agriculture, cooperatives and small scale industries. Population is seen as a matter of national survival in Bangladesh.

In Africa, 30 countries perceived their rates of population growth as too high and 25 of them (excluding Ethiopia, Malawi, Tanzania, Central African Republic, Sierra Leone) have adopted direct intervention policies to bring down the population growth rate. Congo, Gabon and Equatorial Guinea considered their growth rates as too low and the latter two are pursuing policies to increase the growth rate of their population. The growth rate had been perceived as satisfactory by 19 countries and 15 of them had no direct intervention to influence the growth rate. Emphasis on an integrated programme of population and development is a prominent feature of the planning policies of a number of African countries. Uganda has incorporated population consideration into its planning process. Ethiopia considers its' high population growth to be an important factor that has frustrated its development efforts. Accordingly the Government has formulated a comprehensive policy addressing both demographic and development issues and stressing a multisectoral population including education and information and special programmes to incorporate women in overall development planning.

Of 33 countries in Latin America, 17 considered their rate of population growth as

too high in 1990 and reported direct intervention policies to lower their rates. Of these, 10 were island countries located in the Caribbean and five countries in Central America and two countries in South America (Ecuador and Peru). Argentina, Bolivia and Uruguay considered their rates as too low but reported no direct intervention. Two countries in the Caribbean (Bahamas and Cuba), three in Central America (Belize, Guatemala, Panama) and seven in South America (Brazil, Chile, Columbia, Guyana, Paraguay, Surinam, Venezuela) reported no direct intervention where as Antigua and Barbuda reported intervention to maintain the present rate of population growth. In the Caribbean, Trinidad and Tobago Government has recognized the importance of population variables. In Central America, Mexico, has been one of the first countries to establish a National Population Council and the Government has sought to make population policy an integral part of the national development policy and a significant means for improving the well being of the people . It is believed that for population policies to be successful, these should be well integrated with other strategies to improve the living conditions of the weaker sections of the society. The Government's goal was to achieve an equilibrium between peoples liberties and social responsibilities. The national population policy of Brazil rests on two premises : i. respect for the State's autonomy with regard to the definition and implementation of its' national population policy; and ii. recognition that social and economic development plays a central role in the solution of demographic variables. In Venezuela, the fertility, mortality and health are viewed as endogenous parts of a wider social sector policy and the general context of family welfare rather than separate objects of policy.

As regards Governments' overall appraisal of rates of fertility and intervention to influence rates, as many as 74 of 131 less developed countries considered them as too high and 64 are implementing policies to lower the rates while 37 of 38 more developed countries (MDC's) viewed them as satisfactory and as many as 20 of them reported no direct intervention. As regards Governments' policies concerning effective use of modern methods of fertility regulation as many as 105 of 131 LDC's reported provision of direct support. This group included 42 countries in Africa, 29 countries of Latin America, 25 countries of Asia and 9 of Oceania. Altogether 102 LDC's considered their current mortality levels as 'not acceptable' however, the perception varied with the average life expectancy. All the LDC's with an average life expectancy of 'under 50 years' viewed the current mortality level as 'not acceptable' but the percentage declined to 95, 80 and 15 for the countries with average life expectancy of '50-59 years', '60-69 years' and '70 years and over' respectively. In Africa, 43 countries (83 percent) have life expectancy of less than 60 years while in Latin America 31 countries (94 percent) have life expectancy of '60 years and over' and in Asia 28 countries (74 percent) have the same life expectancy.

POPULATION DISTRIBUTION : PERCEPTION AND POLICIES

Governments' perceptions concerning the patterns of spatial distribution of population were quite interesting. As many as 113 of 131 less developed countries viewed the pattern of spatial distribution as 'not satisfactory'. Of these 74 countries perceived the need of bringing about 'major' while 39 viewed 'minor' changes in the existing patterns of spatial distribution of population as acceptable. In Africa, as many as 37 countries desired major change and another 8 countries desired minor

change in the spatial pattern of population distribution. All countries in N. Africa and W. Africa (except Guinea and Guinea Bissau) desired major changes in order to decelerate the rural-urban migration, to narrow down the gap between the rural and urban areas and to lower the growth rate of the primate city. Only 7 countries in Africa (Comoros, Mauritius, Malawi, Tanzania, Angola, Namibia and Swaziland) considered the patterns of population distribution as satisfactory.

The countries in Latin America continue to consider pattern of population distribution to be largely unacceptable and desire major changes, a perception that is related to the large number of primate cities in the region and associated problems of urban management. Only two countries (Barbados and Saint Lucia) considered their pattern of population distribution to be 'satisfactory'. As many as 24 countries desired 'major' and another 7 countries desired 'minor' changes in the patterns of spatial distribution. All countries in Central and South America desired changes in the patterns of spatial distribution of population : Brazil, Belize and Guyana were pursuing policies to bring about desired 'minor' changes while the remaining countries in these two regions were pursuing planning policies to bring about desired 'major' changes in the pattern of spatial distribution.

In Asia, Mongolia, Singapore, Pakistan, Bahrain, Qatar and UAE considered their patterns of population distribution to be 'satisfactory' in 1990. Less than one-third of the Governments in Asia considered major change in the population distribution as desirable. None of the Governments in E. Asia desired major change while 6 in Southeast Asia, 3 in South Asia and 2 in Western Asia desired major change in the patterns of population distribution. As many as 9

Governments in Western Asia desired minor change in the spatial pattern of population distribution.

In the LDC's national policies relating to internal migration were closely associated with the acceptability of the spatial pattern of population distribution. In response to an accelerating pace of urbanization and an ever-increasing concentration of population and activities in the space economy as many as 56 countries were pursuing planning policies to decelerate migration trends while 38 had adopted policy instruments to reverse the trend of population migrations. Only 28 less developed countries were pursuing policies of 'no intervention'. As the rate of urbanization in the LDC's was significantly high only 5 countries (Burundi, Uganda, Bhutan, Saudi Arabia and UAE) were pursuing planning policies to speed up the process of migration and urbanization. China, Argentina, Barbados and Sri Lanka were aiming to maintain the trend. In Africa, 22 countries had policies to decelerate the trend while another 15 countries were pursuing planning policies to reverse the trend. As regards internal migration 15 countries in Latin America, and 17 countries in Asia had policies for deceleration of trends while 13 countries in Latin America and 9 countries in Asia wanted reversal of the existing trends.

In order to rationalize the spatial pattern of population distribution and to rectify the trends of population migration, the LDC's were pursuing a wide range of planning policies and development strategies. Patterns of spatial distribution are considered to be inappropriate in Zambia and concern is expressed over rural migration to metropolitan areas. Since independence, population distribution has been a priority in development plans. The major problem faced by the Government is rural

migration towards the metropolitan areas and the Copper Belt cities. A policy of village regrouping has been conducted, knitting together isolated human settlements into viable village communities groups. The Government also promotes agricultural cooperatives in the rural areas, controls industrial location, decentralizes administrative services and redirects investment from large urban centres to smaller towns and rural areas. The Government in Tanzania considers the spatial distribution to be appropriate, however, continues to establish nucleated villages (Ujamas) in order to facilitate the provision of social services and to promote cooperative development. Programmes of sites, services and squatter upgrading have been undertaken in urban areas. Since 1973, the Government has been planning to transfer the country's capital from Dar-es-Salaam to Dodoma, however, the results have not been very encouraging. A cornerstone of the population distribution policy of the Government of Nigeria is the planning and design of a new capital, Abuja, in the interior near the geographical centre of the country intended to reduce population pressure in congested coastal areas, and particularly at Lagos. The major policy goals of the Government of Cote d'Ivoire are to control north-south migration and migration to the larger cities and to populate the sparsely settled savannah zone. Projects include political decentralization and the development of a new port. To slow down metropolitan growth, the Government has created a network of medium-sized towns and has focused on modernizing agriculture and subsidizing infrastructure.

In South America, Argentina has adopted policies to decrease migration to Buenos Aires, to increase migration to other urban and rural areas and to decelerate rural out-migration, particularly from the north, central and littoral

regions. The Government considers the primacy of Buenos Aires to be a problem that constrains economic growth. Brazilian urbanization is characterised by high rates of urban growth due to demographic growth and internal migration as well as strong regional disparities with very centralized and therefore very weak system of cities. Urban population is growing faster in cities with population of more system of cities. Urban population is growing faster in cities with population of more than 500,000 persons, followed by growth in metropolitan areas. Hence, Brazil desires to reduce the concentration of population in its large metropolitan areas and to stimulate economic growth in peripheral regions. Measures include guiding investment to medium-sized cities, initiating a process of urban deconcentration, stimulating economic activity in small and medium-sized cities and establishing small army bases along its borders to draw settlers. In Uruguay, the spatial distribution of the population is seen as inappropriate. The Government is concerned with reducing the primacy of the national capital (Montevideo), revitalizing sparsely inhabited rural areas and populating the country's frontier regions. Government policy concerning internal migration consists of decelerating migration with comprehensive strategies aimed at slowing primate city growth and encouraging rural development.

In Asia, China has an explicit spatial distribution policy of controlling the size of large cities, developing medium-sized cities and encouraging the growth of small towns. Specific measures include internal migration controls, and family planning programmes; comprehensive metropolitan planning; regional development planning; land-use planning and controls; opening-up of coastal cities; special economic development zones; and job creation and service provision small

towns. The Government of Thailand considers the spatial distribution of population to be inappropriate because of the extreme primacy of the capital city Bangkok and the existence of regional imbalances. Controlling the growth of the Bangkok metropolitan area is an important national priority. In order to promote regional equity, the Government intends to develop seaboard and southern Thailand. The spatial distribution of population is considered to be partially appropriate in Turkey. Population growth is too high in metropolitan areas. A major effort has been the Priority Development Areas Programmes, focusing on the southern and southeastern regions. In central villages and small towns more attractive 4319 villages were designated as central villages in 1983 and were slated to receive additional social services. Integrated rural development and promotion of labour-intensive industries based on local resources have been adopted for the lagging regions. The national governments in LDC's have adopted a variety of strategies and policy instruments designed to influence population distribution and migration trends.

DEVELOPMENT/POPULATION PLANNING INTEGRATION IN INDIA

India was the first country in the developing world to perceive rapid population growth as an impediment to social and economic development and to adopt a population policy in 1947 to reduce the rate of population growth. A national population policy constituted an important part of the First Five-Year Development Plan and was gradually integrated into the overall development process by adopting new planning models and by establishing a network of institutions. The population policy was not very effective in influencing the rate of population growth until after 1966 when the Family Planning Department was set up within the Ministry of

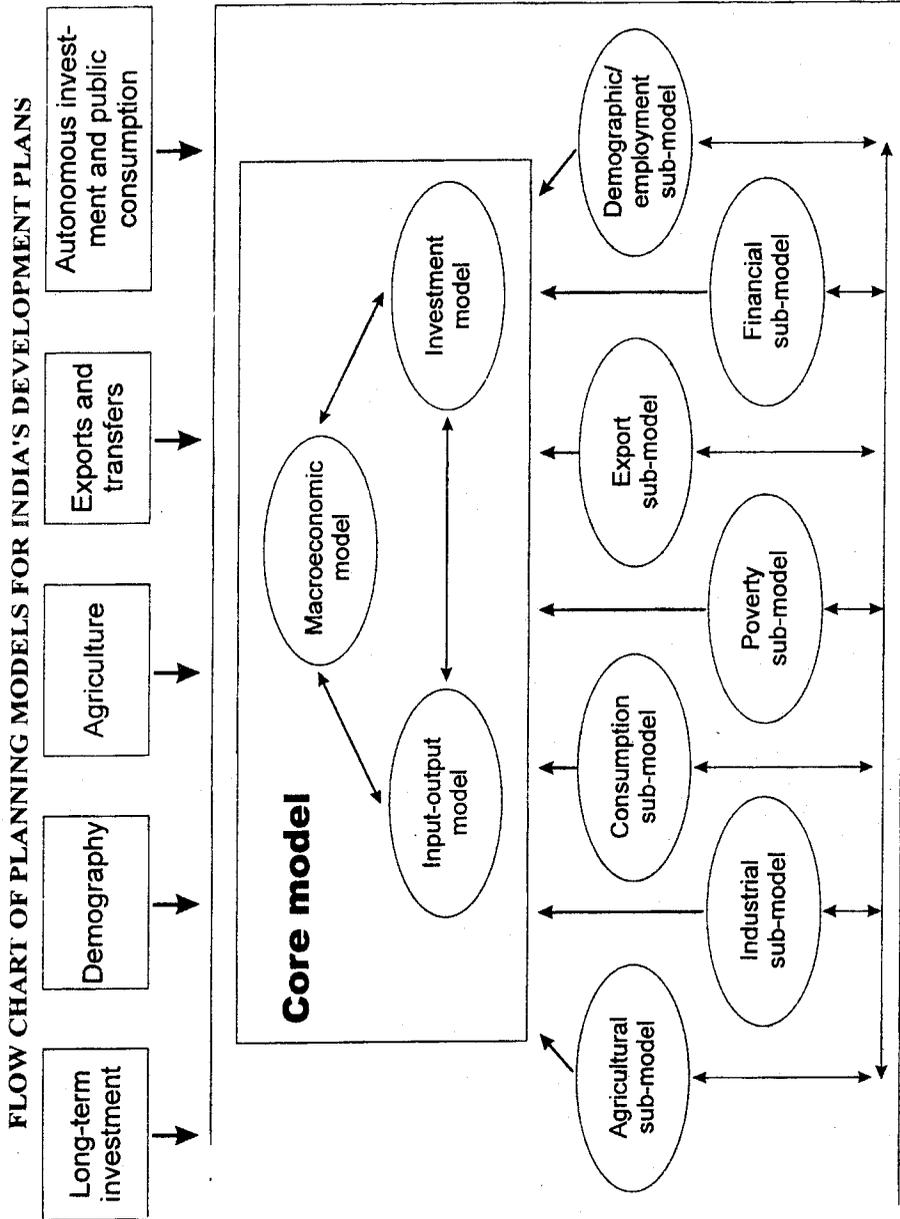
Health. "Beginning with the Third Five-Year Plan those issues that were to capture the attention of planners and policy makers during subsequent plan periods were how to accommodate the growing population; how to alleviate poverty; how to provide employment, health care, education and other essential services; how to safeguard the environment' (United Nations, 1992).

The objective of the population policy, 1947, was primarily to reduce the rate of population growth through reduction in fertility. Later on the policy was strengthened and its scope expanded to include all aspects of population including mortality and spatial distribution. Though socio-economic development was considered to be the prime motivator for fertility reduction, nevertheless, a programme of family planning was established in 1952 to ensure provision of a wide variety of contraceptives to bring about a reduction in fertility. In 1976 a National Population Policy based on incentives and award was adopted, however, it was generally perceived as coercive and hence was resisted. In 1977 a modified comprehensive population policy was adopted and the family planning programme was renamed as the Family Welfare Programme. The new policy stressed the voluntary nature of the programme, incorporated all aspects of family welfare, provided additional incentives, made provisions for social security and called for strict adherence to the minimum age at marriage. The population policy envisaged improving health through supply of safe drinking water and adequate environmental sanitation. Health services have been integrated with education and nutrition. Measures have been taken to decelerate migration to the million cities and work out a national urbanization policy. The planners and decision makers aimed at reducing mortality rates

considerably during the Seventh Five-Year Plan in order to encourage the intended decline in fertility and simultaneously the Plan called for a steady expansion of family planning services.

The rapid industrialization was adopted as a strategy for bringing about rapid socio-economic development and improvement in the standard of living of total population during the First Plan. As a result of careful appraisals of the performance of each plan, subsequent plan was modified to ensure proper identification of the socio-economic problems and adoption of appropriate development strategies and planning models. Planners and decision makers paid more attention to other productive sectors and infrastructural developments and facilities as a result of these appraisals which have become a regular procedure for improving the quality of development planning in India.

The First Five-Year Development Plan was based on the Harrod-Domar growth model while during the Second Plan preparation the previous model was blended with the Mahalanobis growth model. The Third Plan was based on Leontief input-output type system as it became imperative to integrate a large number of social, demographic and a few other non-economic variables in the development strategy. The Sixth Plan represented a new direction in India's development planning as it was based on a framework that could accommodate several objectives hitherto not included in preceding planning models and the Plan effectively incorporated, for the first time, the employment variable and integrated the long-and medium-term planning perspectives. The basic structure of the model remained unchanged for the preparation of the Seventh Plan, nevertheless, it was expanded in order to accommodate more variables (Fig.1).



Source - United Nations. (New York) 1992.

Fig. 1 : Flow Chart of Planning Models for India's Development Plans

The development planning model consists of a core model, several sub-models and a separate sub-system. The core model has 3 main components-input-output model, macro-economic model and investment model- which are interdependent. The number of sub-models depends on the number of variables that the model integrates into the plan but the core model can not accommodate. The sub-models mutually stand in a feed back relationship while the sub-models feed processed data and results to the core model as exogenous variables. Population data used in preparing development plans consisted of projecting total population and vital statistics according to medium variant and rural and urban population by State and for the whole country, labour force projection by sex, age and location, employment projection by sectors using various analytical techniques and keeping in view rational assumptions.

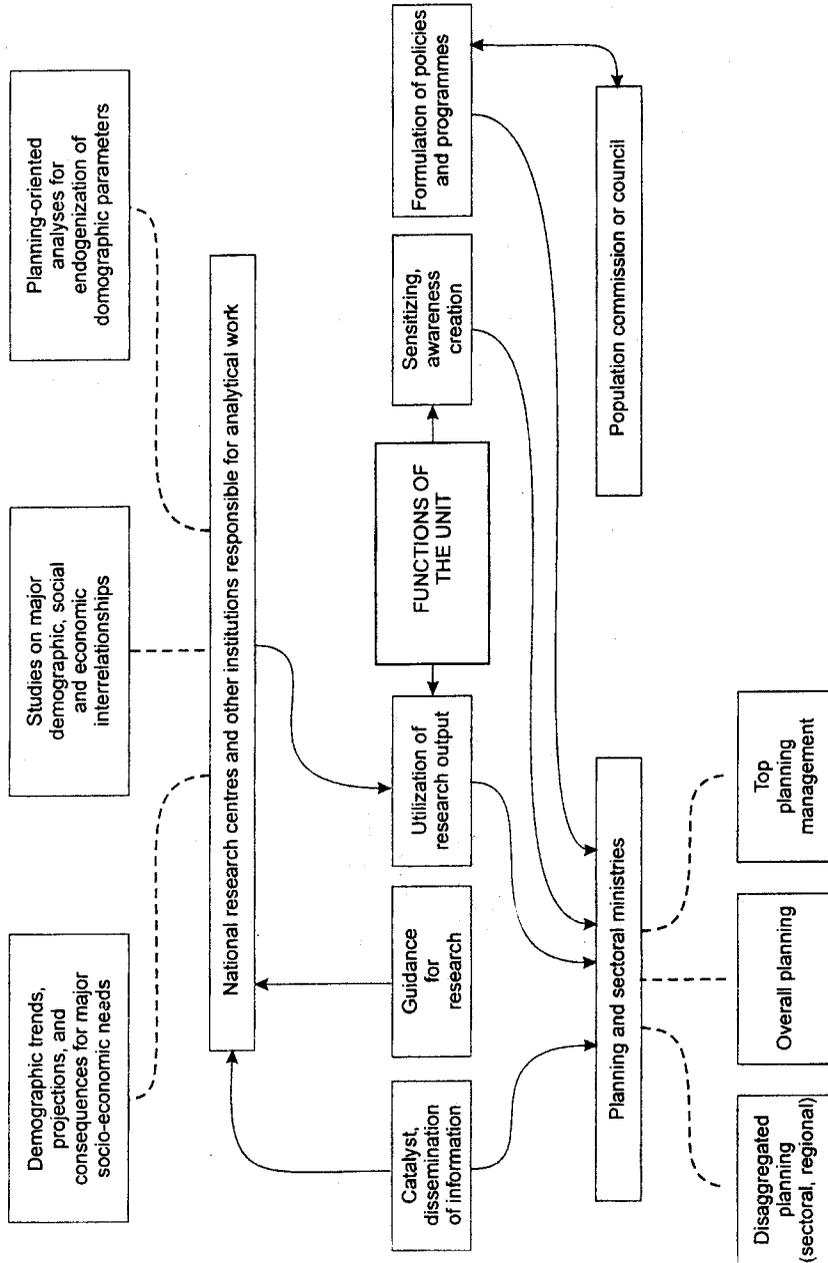
Among the factors that contributed to the successful integration of population and development planning in India was the availability of socio-economic and demographic data collected by various agencies and institutions. The studies pertaining to interrelationships between population and development provided the basis for formulation of appropriate strategies. Methodologies were developed for planning and projecting various socio-economic and demographic variables and made the development and population planning integration a success.

The country has well-established institutions for development planning. The National Development Council decides on broad objectives and goals. The Planning Commission, responsible for integrating population with development planning, prepares plan guidelines, formulates policies

and programmes and monitors implementation. The Commission is assisted by steering groups each consisting of several working groups and sub-groups. There exist national-level institutions for planning and implementing population programmes e.g. the Central Council of Health, the Central Council of Family Welfare, the Parliamentary Committee for the Health and Family Welfare Ministry and the Public Accounts Committee of the Parliament. The Working group on Population Policy, the Sub-group on Population Stabilization, the Committee on Targets, the Expert Committee on Population Projections prepare the population policy recommendations for incorporation in the development plans. The ministry of Health and Family Welfare coordinates the programmes at the national level in various ministries and through the State Departments of Health and Family Welfare at the State level in the field of family planning, the maternal/child health care, population education and communication.

The country has institutional framework, socio-economic and demographic data planning models, and analytical techniques and methodologies needed for integration of population and development planning at macro, sectoral and project level. "In the planning process for India, population and economic variables are considered to be mutually dependent. Hence, population planning is often treated as an integral part of overall development planning. In some aspects of population planning, the effects of economic development are taken into account. Conversely, at various planning levels namely, the macro, sectoral and programme levels, such population variables as size, age-structure, sex-composition and spatial distribution are explicitly taken into account during the formulation of certain components of development plans" (United Nations, 1992).

DEVELOPMENT PLANNING AND THE SOCIO-ECONOMIC AND DEMOGRAPHIC SYSTEM



Source - NFDA (Manila) 1983

Fig. 2 : Development Planning and the Socio-Economic and Demographic System

DATA NEEDS

In most of the less developed countries the quality and the quantity of population data remain seriously deficient. The risk that defects in data will lead to misguided policies is a very serious one. Thus improvements in acquisition, storage and retrieval of basic demographic data at various spatial levels and in relevant format are urgently needed to facilitate processing and analysis and to ensure its utilization in the process of development planning and plan formulation. Therefore, the WPPA urged concerted national and international action for data collection and analysis; research and management; training, education and information because paucity of reliable data on population, as related to social and economic conditions, is one of the main obstacles to taking demographic variables into account in the development planning process. The available data is not adequate for in-depth studies of causal relationship between population change and social and economic development. Most of the investigations pertaining to some specific factors of development quite often do not include much information on population change. Demographic data as well as economic and social data are often not comparable because of differences in time reference, coverage, concepts, definitions and so on. There exists a need to develop a system of integrated demographic, economic and social statistics (United Nations, 1976).

UNFPA's core programme comprises collection and analysis of basic population data, formulation and implementation of population policy including family planning and population redistribution; population education and training; applied research; and communication support activities. "Information concerning the socio-economic consequences of population growth and an

understanding of its determinants are an essential input for effective development and population planning. While a knowledge of the consequences of population growth for socio-economic development provides the basis for planning population accommodating programmes, in such areas as health and education; a knowledge of the determinants of population growth is needed for population policy formulation" (United Nations, 1992). Population-influencing policies and programmes are anticipatory in nature such as a family planning programme and others related to marriage, mortality, population distribution etc. while population-responsive policies and programmes are essentially reactive in character and are often implemented to accommodate or adjust to the socio-economic sub-system (Farooq and Pernia, 1988). The demographic and socio-economic sub-systems are interlinked and are interactive processes. There is a reciprocal relationship between the two systems, clearly indicating that the development planning exercise should be an organic whole (Fig.2). A sound understanding of the structure and dynamics of the socio-economic and demographic system requires an efficient data system both sectoral and spatial as well as socio-economic and demographic. There is need of continuous interaction between data collectors and data users and policy makers. There is need of a mechanism for dissemination of data and research findings. The development and population planning organizations need to provide guidance to data collection agencies and research institutions regarding their specific data needs.

Farooq and Pernia (1988) have classified the LDC's into three categories on the basis of data availability, analytical and planning capacity and population orientation of public policy. Of late, in a number of LDC's the census and administrative series of

geographically disaggregated data pertaining to demographic and socio-economic variables have accumulated. This data series may enable the relevant organisations and research institutions to examine a set of policy issues and theoretical concerns regarding the systematics of the spatial development and to link demographic data and socio-economic data with the real indicators of environmental deterioration and management. The interaction of scholars with data producers will increase the chances of theoretically inclined users incorporating planning issues into their work

and of planners and programme administrators recognizing the broader intellectual frameworks with which such data might be examined. Access to and sophistication in technology of acquisition, updating, processing, storage, retrieval and dissemination of data is likely to ensure better integration and feed-back between demographic and socio-economic system of the former through population-influencing policies and programmes and the latter through population responsive policies and programmes with development planning and programming.

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