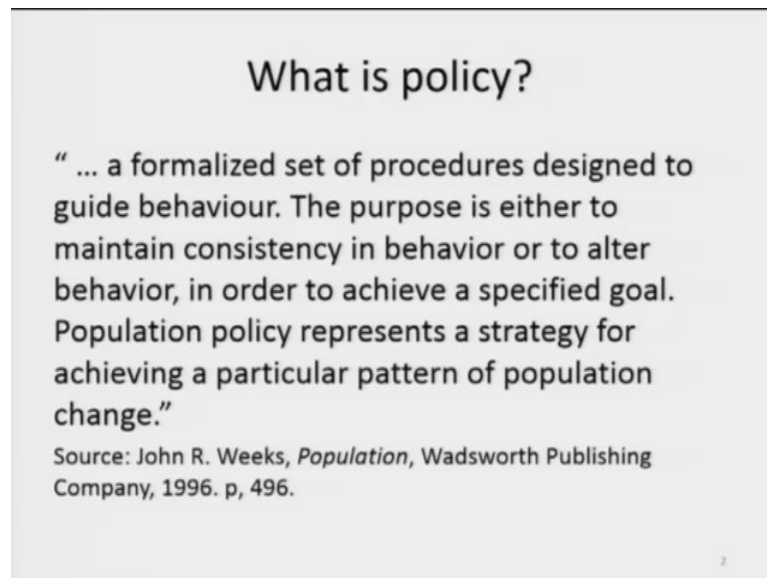


Population Studies
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Lecture - 07
Population Policies

Friends, today I will introduce the topic of Population Policies. First lecture is about population policies in general. And in the second lecture then after this, we will talk about population policies in India. Now, the first question referring to population policy would be what is a policy?

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Now, according to John Weeks, his book *Population*, policy is a formalized set of procedures designed to guide behaviour. The purpose is either to maintain consistency in behaviour or to alter behaviour, in order to achieve a specified goal. Population policy represents a strategy for achieving a particular pattern of population change.

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Population policies

Refer to “ ... government views and policies with respect to population size and growth, population age structure, fertility, reproductive health and family planning, health and mortality, spatial distribution, and internal and international migration within the context of demographic, social and economic change.”

Source: https://esa.un.org/poppolicy/about_database.aspx

3

In this context, population policies may be referred to as government views and policies with respect to population size and growth, population age structure, fertility, reproductive health and family planning, health and mortality, spatial distribution of population and internal and international migration within the context of demographic, social and economic change.

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Developed countries

- Aging
- Low or below replacement level fertility
- Immigration (+3 per thousand)

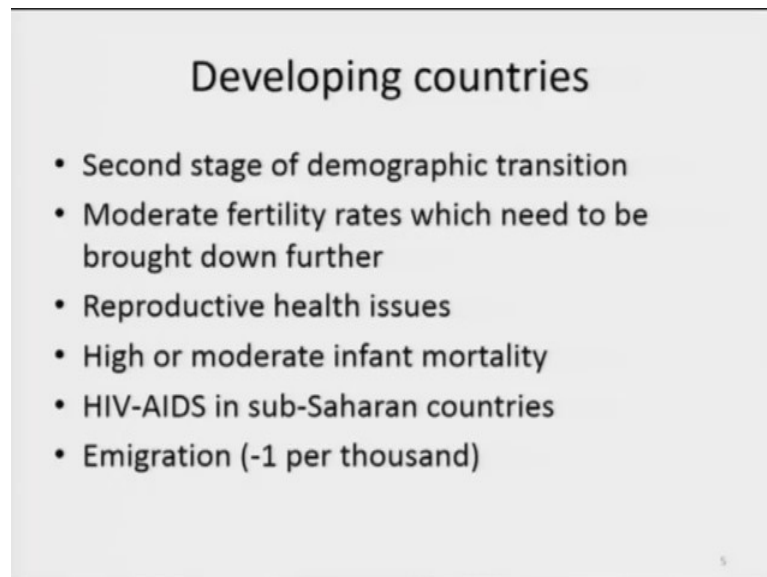
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Now, the major issues facing developed countries with regard to population on which policies are focused are three; one is aging, second is low or below replacement fertility

and third immigration, the rate of immigration is around 3 per 1000 population which is quite high. And all these points are interrelated, because low or below replacement level fertility; persistent over decades and centuries is bound to produce the phenomenon of aging and it is a kind of irreversible process.

So, aging becomes a problem, number of inactive papers 65 plus 80 plus 85 plus though dependent on pension, though in hospice, a number is starts increasing. In developing countries, developing can be called to be in the second or third stage of demographic transition.

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Developing countries

- Second stage of demographic transition
- Moderate fertility rates which need to be brought down further
- Reproductive health issues
- High or moderate infant mortality
- HIV-AIDS in sub-Saharan countries
- Emigration (-1 per thousand)

5

Moderate fertility rates which need to be brought down further characterize them, then there are reproductive health issues. Issues related to high or moderate infant mortality, HIV-AIDS especially in the context of sub-Saharan Africa. There are some sub-Saharan African countries, where incidence of HIV-AIDS is quite high, almost as high as 20 percent of the couples in reproductive ages. As far as international migration is concerned it is not so much problem, there is a net emigration and that is 1 per thousand.

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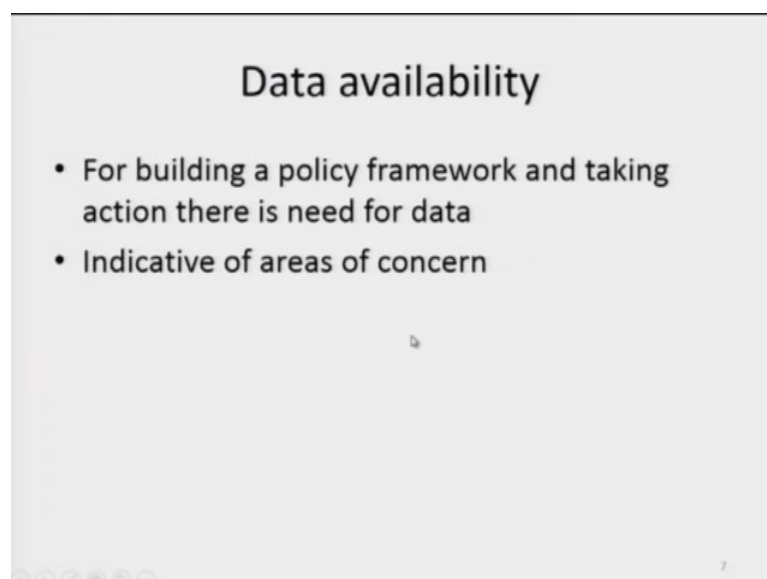
Accordingly

- Developed countries are more concerned with immigration, and raising birth day through various incentives to women
- Developing countries focus more on expanding health infrastructure, increasing marriage age, launching effective family planning programmes, communication and health and HIV&AIDS
- No task is easy: neither to control fertility nor to raise it
- Perhaps raising birth rate is more difficult because it results from irreversible processes like women education and empowerment

6

Accordingly developed countries are more concerned with immigration and raising birth rate through various incentives to women. Developing countries focus more on expanding health infrastructure, increasing marriage age, launching effective family planning programs, communication and health and HIV and AIDS, wherever incidence of HIV is high and in other countries for preventive purposes. No task is easy; neither to control fertility nor to raise it. Perhaps raising birth rate as in European countries has been found to be more difficult, because it results from irreversible processes like women education and empowerment.

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Data availability

- For building a policy framework and taking action there is need for data
- Indicative of areas of concern

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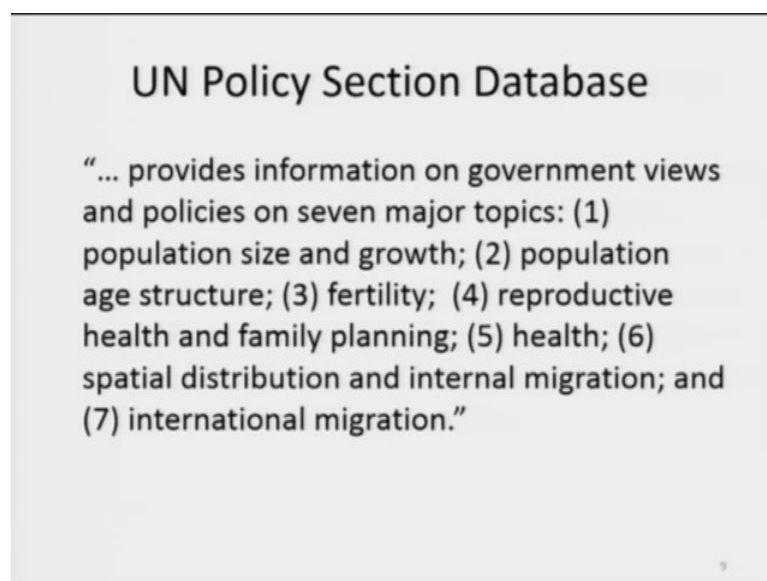
The next issue regarding population policies is of availability of data. For building a policy framework and taking action there is a need for data, to know what are the current rates of fertility, infant mortality, maternal mortality, what are the measures of health. And these data are also indicative of the areas of concern, because the areas of concern vary from country to country. So, there are data needs of different kinds for different countries.

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Sources of data on policies, you may like to know more about population policies and you can go to UN.Org and see the database on population policies, I have taken this quote from there. The world population policies database, last updated in 2015, provides comprehensive and up-to-date information on the population policy situation and trends for all member states and non-member states of the United Nations.

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UN policy section database provides information on government views and policies on seven major topics, these seven topics are 1, population size and growth; growth means growth rate concern about growth of population. 2nd population age structure, countries are worried about age structure also, because age structure defines the problem of aging. Neither too young an age structure, not too old an age structure are required for economic progress or development.

3rd is fertility, which means birth rate, total fertility rate and other measures of fertility, mostly total fertility rate. Then reproductive health and family planning, couple production rate, nutrition among women and service facilities and many other things may be of interest to different countries. Health, overall health and spatial distribution there are some large countries like India and we are interested in regional or state wide distribution of population and internal migration and also international migration. So, these are seven topics seven themes on which UN policy section collects data from member and non-member countries.

To repeat population size and growth; population age structure; fertility; reproductive health and family planning; health; spatial distribution and internal migration; and international migration.

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Order	ID	Variable	1976	1986	1996	2001	2003	2005	2007	2009	2011	2013	2015
I		Population size and growth											
1	6	View on growth	X	X	X	X	X	X	X	X	X	X	X
2	7	Policy on growth	X	X	X	X	X	X	X	X	X	X	X
II		Population age structure											
3	8	Level of concern about the size of the working-age population				X	X	X	X	X	X		
4	9	Level of concern about ageing of the population				X	X	X	X	X	X	X	X
5	63	Measures adopted to address population ageing*									X	X	X
III		Fertility											
6	1	View on fertility level	X	X	X	X	X	X	X	X	X	X	X
7	2	Policy on fertility level	X	X	X	X	X	X	X	X	X	X	X
8	98	Measures on birth registration coverage											X
9	99	Measures on family and work balance											X
10	4	Level of concern about adolescent fertility			X	X	X	X	X	X	X	X	X
11	5	Policies to reduce adolescent fertility			X	X	X	X	X	X	X	X	X
IV		Reproductive health and family planning											
12	3	Government support for family planning	X	X	X	X	X	X	X	X	X	X	X
14	96	Policy on restricting access to contraceptive services											X
13	106	Measures on reproductive and sexual health of adolescents											X
15	15	Legal grounds on which abortion is permitted			X	X	X	X	X	X	X	X	X
16	100	Level of concern about unsafe abortions											X
17	64	Level of concern about violence against women									X		
18	66	Policies to prevent domestic violence									X	X	
V		Health and mortality											
19	10	View on life expectancy at birth	X	X	X	X	X	X	X	X	X	X	X
20	11	View on under-five mortality			X	X	X	X	X	X	X	X	X
21	68	View on undernutrition in children									X		
22	12	View on maternal mortality				X	X	X	X	X	X	X	X
23	101	Measures to address newborn and maternal mortality											X
24	69	Level of concern about overweight and obesity									X		
25	70	Level of concern about non-communicable diseases									X		

Now, this is the picture that emerges from database of the United Nations. For example, this you know these crosses show that these kinds of data are available or the data are of concern to respective government. For example and this is given year wise 1976, 86, 96, 2001, 3, 5, 7, 9, 11, 13, 15. If you look at 15 picture which is the latest picture, then there are data on and there are concerns about policy on growth, there are concerns about level as this level of concern about aging of the population. Most countries are concerned about aging of population and they are also concerned about measures adopted to address population aging.

Similarly, in case of fertility the three most important points are views on fertility sorry, the three most important points are policy on fertility level, measures on birth registration coverage and third measures on family and work balance. In case of reproductive health and family planning, the concerns are government support for family planning; policy on restricting access to contraceptive services, measures on reproductive and sexual health of adolescents, legal grounds on which abortion is permitted and level of concern about unsafe abortions. In case of health and mortality, the variable of concern is measures to address new born and maternal mortality, but these concerns have been changing.

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Order	ID	Variable	1976	1986	1996	2001	2003	2005	2007	2009	2011	2013	2015
26	71	Level of concern about tuberculosis									X		
27	72	Level of concern about malaria									X		
28	13	Level of concern about HIV/AIDS			X	X	X	X	X	X	X	X	
29	14	Measures to address HIV/AIDS						X	X	X	X	X	
VI Spatial distribution and internal migration													
30	28	View on spatial distribution	X	X	X	X	X	X	X	X	X	X	
31	110	Policies on the spatial distribution of population											X
32	29	Policies on the distribution of population between regions	X	X	X	X	X						
33	30	Policies on the distribution of population between rural and urban places	X	X	X	X	X						
34	31	Policy on migration from rural to urban areas**	X	X	X	X	X	X	X	X	X	X	
35	32	Policy on migration from rural to rural areas						X	X	X			
36	33	Policy on migration from urban to rural areas						X	X	X			
37	34	Policy on migration from urban to urban areas						X	X	X			
38	35	Policy on migration into urban agglomerations	X	X	X	X	X	X	X	X	X		
39	109	Policies on rural development											X
40	90	Policies on living conditions and sustainability of urban centres											X
VII International migration													
41	16	View on immigration	X	X	X	X	X	X	X	X	X	X	
42	17	Policy on immigration	X	X	X	X	X	X	X	X	X	X	
43	87	Rationale for current immigration policy											X
44	18	Policy on permanent settlement			X	X	X	X	X	X	X		
45	19	Policy on temporary workers			X	X	X	X	X	X	X		
46	20	Policy on highly-skilled workers						X	X	X	X	X	
47	21	Policy on family reunification			X	X	X	X	X	X	X		
48	22	Policy on integration of non-nationals			X	X	X	X	X	X	X	X	
49	104	Measures on integration of immigrants											X
50	81	Policy on naturalization									X	X	
51	73	Level of concern about irregular migration									X		
52	108	Measures on irregular immigration											X
53	80	Programmes to facilitate return of migrants to their home countries									X	1.1	

Similarly, there is concern about in a spatial distribution and internal migration; there is concern about these policies on the spatial distribution of population. And policies on rural development, policies on living conditions and sustainability of urban area. Actually, this rural development its presence or absence or rate approval development is a major factor in policies on rural urban composition, because rural urban composition changes due to migrants from rural to urban areas.

Most of which are push from rural areas due to bad economic conditions, unemployment, fragmentation of land, population pressure and maybe a number of social reason, institutional reasons, maybe cast conflicts, maybe communal conflicts or that people want to get rid of these traditional, primordial institutions and so on.

Regarding international migration, there are concerns about policy on immigration in 2015, it is immigration not so much of other thing. Then rational for current immigration policy, why do you want immigration policy. Then policy on highly skilled workers, then measures on integration of migrants, their assimilation and acculturation and measures on irregular migration, illegal migration, irregular migration, illegal migration.

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Order	ID	Variable	1976	1986	1996	2001	2003	2005	2007	2009	2011	2013	2015
54	25	View on emigration	X	X	X	X	X	X	X	X	X		
55	26	Policy on emigration	X	X	X	X	X	X	X	X	X	X	X
56	27	Policy to encourage the return of citizens	X		X	X	X	X	X	X	X		La
57	63	Acceptance of dual citizenship									X	X	
58	62	Special governmental unit dealing with diaspora									X		
59	64	Measures to attract investment by diaspora***									X	X	X

And then also there are views on immigration on and policy to encourage the return of citizens and finally, measures to attract investment by diaspora. Diaspora means that people belonging to your country, may be wide spread in other countries; mostly more developed countries, they send remittance agent they are encourage to invest in their own country, so that the native country can develop. And benefit rebenefit from the investment by diaspora or those who have gone outside from the country, like in our country we call them non-resident Indians.

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In India

- Policy started with provision of family planning services and IEC
- The major turning points are 1976, 1977 and 2000
- In 1990s arresting growth of HIV virus became a major policy issue and NACO was established to evolve policy framework for mapping, informing and providing services
- At the present it focuses on gender equality and reproductive health approach

In India the population policy starts with provision of family planning services and IEC; IEC means Information Education and Communication. The major turning points are 1976, 1977 and 2000. In 1990s arresting growth of HIV virus became a major policy issue and NACO – National Aids Control Organization was established to evolve policy framework for mapping, informing and providing services. At the present it focuses on gender equality and reproductive health approach.

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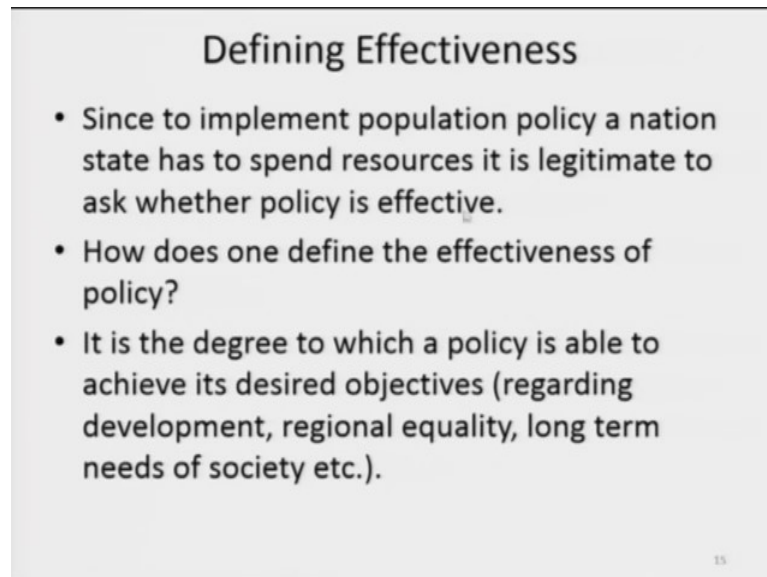
There are always some barriers in effective implementation of the population policy, whether in developed countries or in developing countries. First of all democratization and people do not like that state applies any kind of force, compulsion or coercion or disincentive for the implementation of population policies. We have seen this during emergency time, how people protested against compulsory sterilisation and it became a sort of political issue and that was the major reason, why in the next parliamentary election the government was or the congress party was defeated.

Then there are cultural factors, quite often there is a conflict between culture and tradition and the government policies. In those situations, culture is likely to prevail; like we have a policy regarding age of marriage, but still we find that a large number of marriages are taking place below the legal minimum age of marriage.

And there are socio-economic factors, group identities and distrust of a state. A few days before I read in the newspaper that the Jain community in India uniting, Jains have much

below replacement infertility; and their leaders were telling that Jain couples should produce 4 children, otherwise their proportion in the overall population of India is going to decline very fast. Then government may sometime lack resources such as infrastructure, facilities, money, manpower to implement the population policy.

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Defining Effectiveness

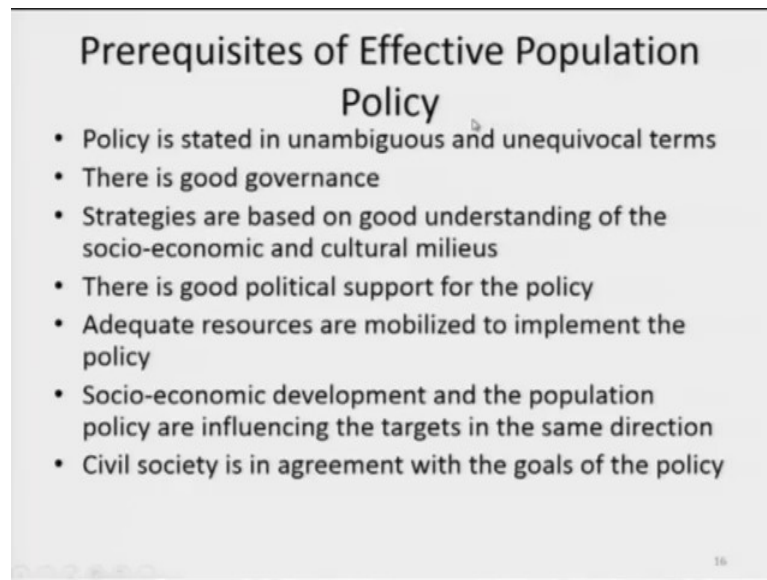
- Since to implement population policy a nation state has to spend resources it is legitimate to ask whether policy is effective.
- How does one define the effectiveness of policy?
- It is the degree to which a policy is able to achieve its desired objectives (regarding development, regional equality, long term needs of society etc.).

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So, what is effective policy? Since to implement population policy in nation state has to expand sources, it is legitimate to ask whether policies effective, is it worth to spend money on population policy, on anything, on improving the age of marriage or on reproductive health or migration.

How does one define the effectiveness of policy? Question arises. It is the policy is the degree to which a policy is able to achieve its desired objectives, regarding development, regional equality, long term needs of society and so on. So, like in the new population policy of India meeting the unmet needs is a policy variable. And therefore, we need data on these and effectiveness of population policy would mean to what extent, unmet need percentage of couples with unmet needs for family planning is declining.

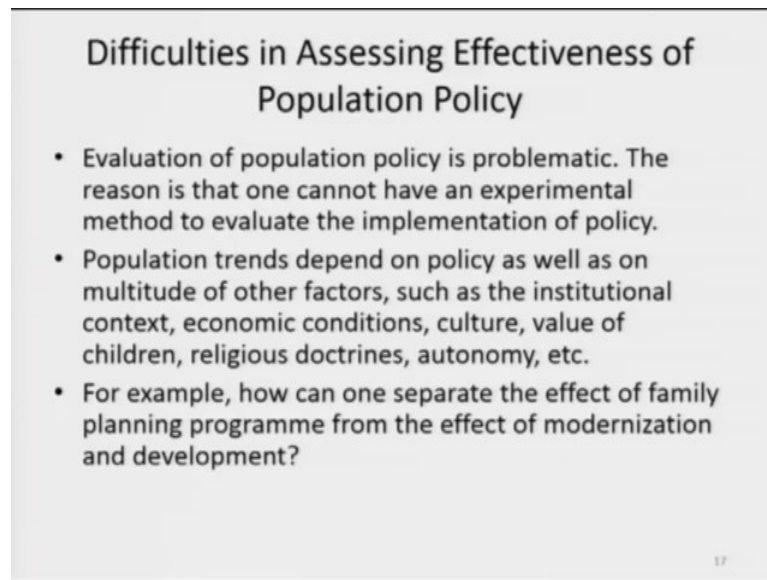
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Prerequisites of effective population policy, population policies have some prerequisites or conditions in which they will be effective or ineffective or they will succeed or fail. Policy stated in an ambiguous and unequivocal terms, it is not the government wants something and people understand something else from that and there is a good governance. If government itself is not trusted, then policies are unlikely to succeed.

Then strategies should be based on good understanding of the socio-economic and cultural milieus. There is a good political support for the policy and adequate resources are mobilized to implement the policy. Socio-economic development and the population policy are influencing the targets in the same direction, then policy will be more successful. If socio-economic development is going to raise urbanization level and government wants to decrease level of urbanization, then the policy will be less effective or ineffective. And then finally, civil society in agreement with the goals of the policy.

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Difficulties in Assessing Effectiveness of Population Policy

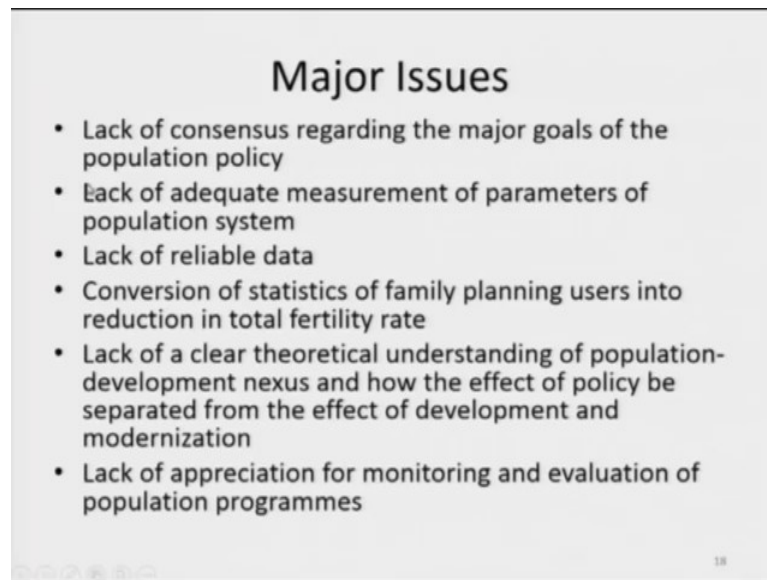
- Evaluation of population policy is problematic. The reason is that one cannot have an experimental method to evaluate the implementation of policy.
- Population trends depend on policy as well as on multitude of other factors, such as the institutional context, economic conditions, culture, value of children, religious doctrines, autonomy, etc.
- For example, how can one separate the effect of family planning programme from the effect of modernization and development?

17

There are difficulties in assessing effectiveness of population policy, one evaluation of population policy is problematic. The reason is that one cannot have an experimental method to evaluate the implementation of policy; you rely on surveys and qualitative data. Population trends depend on policy as well as on multitude of other factors, such as the institutional context, economic conditions, culture, value of children, religious doctrines, autonomy, etcetera.

For example, how can one separate the effect of family planning program from the effect of modernization and development, very difficult. Though attempts are made and appropriate statistical techniques as of regression analysis, nested regression, ANOVA, ANCOVA have been used to separate the effects of the program from the effects of modernization and socio-economic development.

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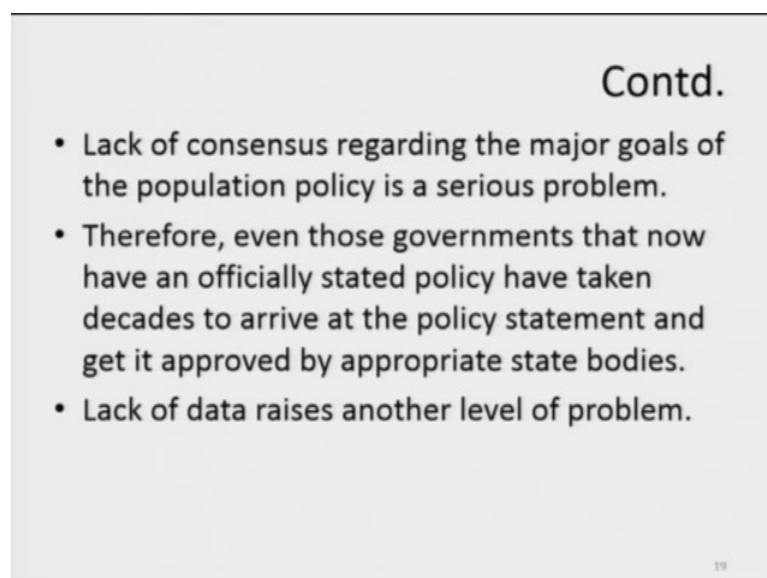
Major Issues

- Lack of consensus regarding the major goals of the population policy
- Lack of adequate measurement of parameters of population system
- Lack of reliable data
- Conversion of statistics of family planning users into reduction in total fertility rate
- Lack of a clear theoretical understanding of population-development nexus and how the effect of policy be separated from the effect of development and modernization
- Lack of appreciation for monitoring and evaluation of population programmes

18

The major issues in policymaking lack of consensus, lack of adequate measurement, lack of data. Conversion of statistics of family planning into reduction in total fertility rate and lack of clear theoretical understanding of population-development nexus and how the effect of policy be separated from the effect of development and modernization. And lack of appreciation for monitoring and evaluation of population programs.

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- Lack of consensus regarding the major goals of the population policy is a serious problem.
- Therefore, even those governments that now have an officially stated policy have taken decades to arrive at the policy statement and get it approved by appropriate state bodies.
- Lack of data raises another level of problem.

19

Lack of consensus regarding the major goals of the population policies is a serious problem. Therefore, even those governments that now have an officially stated policy

have taken decades to arrive at the policy statement and get it approved by appropriate state bodies. In India, after independence we were concerned about population explosion, but it took us almost five decades to develop a policy draft with the approval of the parliament in year 2000 that is why our policies also called national population policy 2000 and there are lack of data that is another problem.

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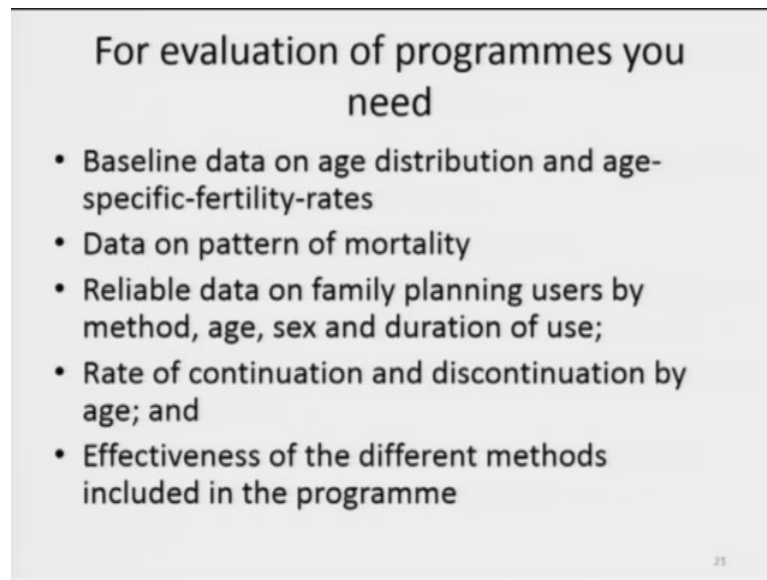
Policy problems of less developed countries

- Economically less developed countries to be statistically less developed countries
- Lack of detailed data on family planning and population parameters
- The available data incomplete or unreliable
- Technical problems
- How does one convert the data on number of users of family planning methods into measures of number of births averted and the percentage impact on the birth rate?

20

Policy problems of less developed countries in particularly are that they are these less developed countries are statistically less developed, detailed data are not available, data are incomplete or unreliable, there are technical problems. How does one convert the data or number of users of family planning methods into measures of number of births averted and the percentage impact on birth rate?

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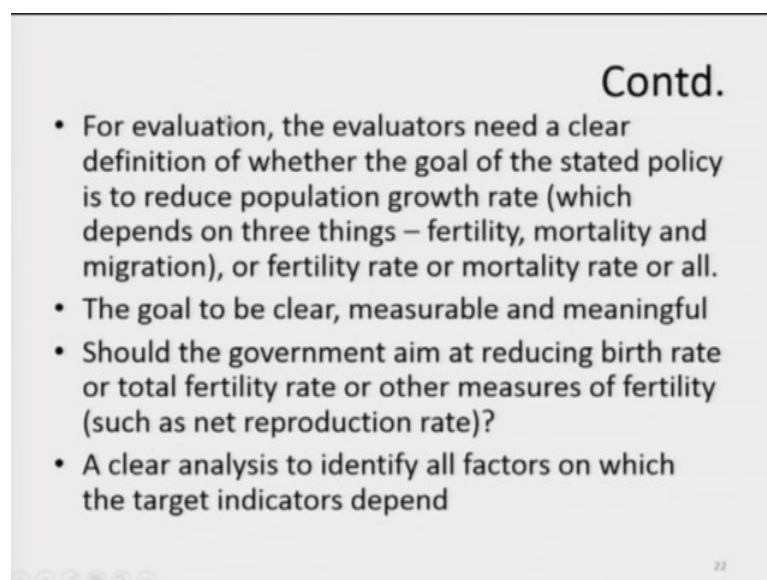
For evaluation of programmes you need

- Baseline data on age distribution and age-specific-fertility-rates
- Data on pattern of mortality
- Reliable data on family planning users by method, age, sex and duration of use;
- Rate of continuation and discontinuation by age; and
- Effectiveness of the different methods included in the programme

21

For evaluation of programs, you need baseline data on age distribution and age-specific-fertility-rates, data on pattern of mortality. Reliable data on family planning users by method age, sex and duration of use; rate of continuation and discontinuation by age; here by continuation and discontinuation I mean, modern methods of family planning. And effectiveness of the different methods included in the program.

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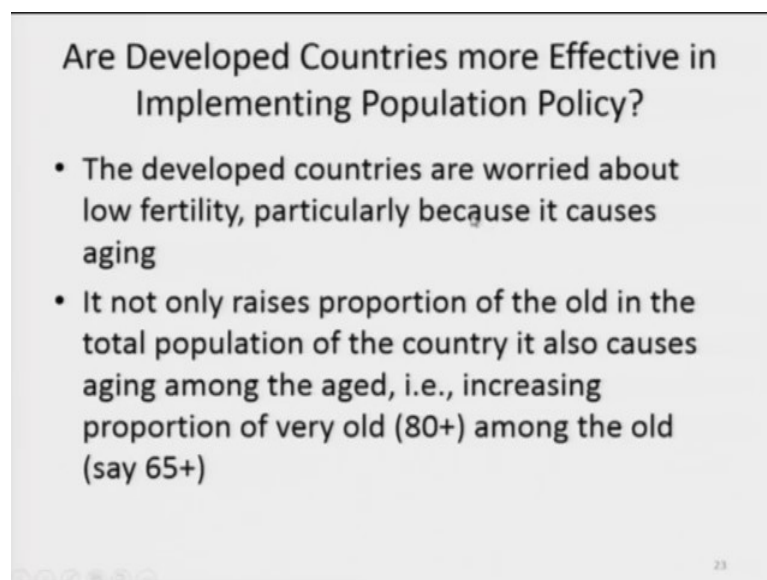
- For evaluation, the evaluators need a clear definition of whether the goal of the stated policy is to reduce population growth rate (which depends on three things – fertility, mortality and migration), or fertility rate or mortality rate or all.
- The goal to be clear, measurable and meaningful
- Should the government aim at reducing birth rate or total fertility rate or other measures of fertility (such as net reproduction rate)?
- A clear analysis to identify all factors on which the target indicators depend

22

For evaluation, the evaluators need a clear definition of whether the goal of the stated policy is to reduce population growth rate. So, we need clear statements of goals or fertility rate or mortality rate or all. The goal to be clear, measurable and meaningful.

Should the government aim at reducing birth rate or total fertility these are different issues, birth rate may not decline even when fertility rate is declining. And India is in that condition total fertility rate is declining, but birth rate is not declining to that scale and that is why we are still growing at almost 1.4 percent per year, although the total fertility rate of India has declined to 2.2. A clear analysis to identify all factors on which the target indicators depend is also an important and quite complicated exercise.

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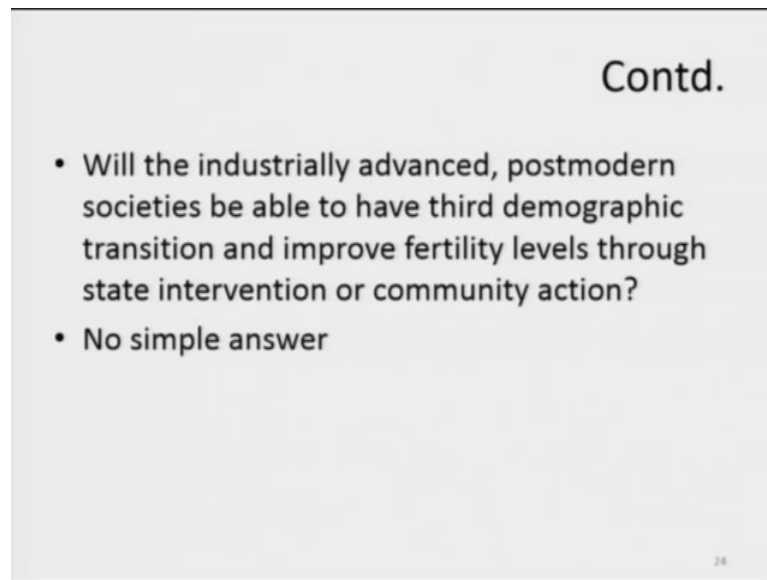
Are Developed Countries more Effective in Implementing Population Policy?

- The developed countries are worried about low fertility, particularly because it causes aging
- It not only raises proportion of the old in the total population of the country it also causes aging among the aged, i.e., increasing proportion of very old (80+) among the old (say 65+)

23

Now, you may ask are developed countries more effective in implementing population policy? The developed countries my answer is that the developed countries are worried about low fertility, particularly because it causes aging. It not only raises proportion of the old in the total population of the country, it also causes aging among the aged, increasing proportion of very old; say 80 plus or 85 plus among the old, say 65 plus.

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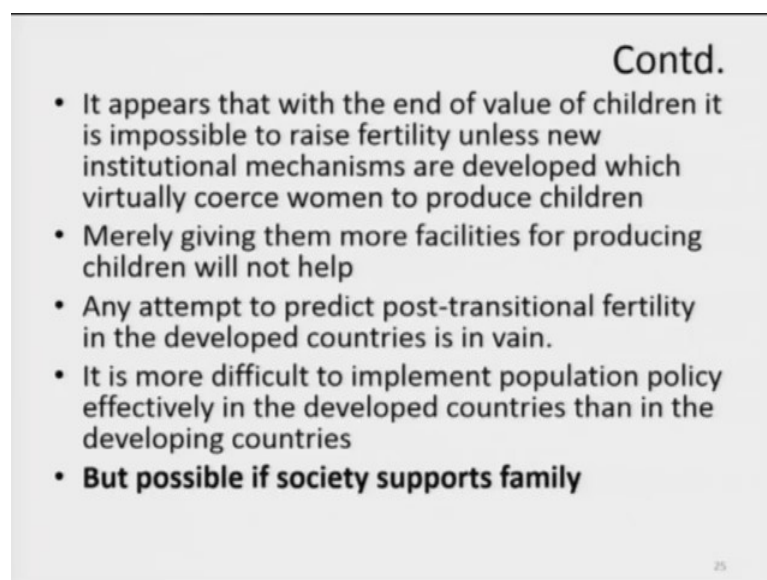
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- Will the industrially advanced, postmodern societies be able to have third demographic transition and improve fertility levels through state intervention or community action?
- No simple answer

24

Will the industrially advanced, postmodern societies be able to have third demographic transition and improve fertility levels through state intervention or community action? There is no simple answer, because if we go by what Nathan Keefe it says that fertility has declined due to women education and autonomy and freedom of women, now the these things cannot be controlled.

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- It appears that with the end of value of children it is impossible to raise fertility unless new institutional mechanisms are developed which virtually coerce women to produce children
- Merely giving them more facilities for producing children will not help
- Any attempt to predict post-transitional fertility in the developed countries is in vain.
- It is more difficult to implement population policy effectively in the developed countries than in the developing countries
- **But possible if society supports family**

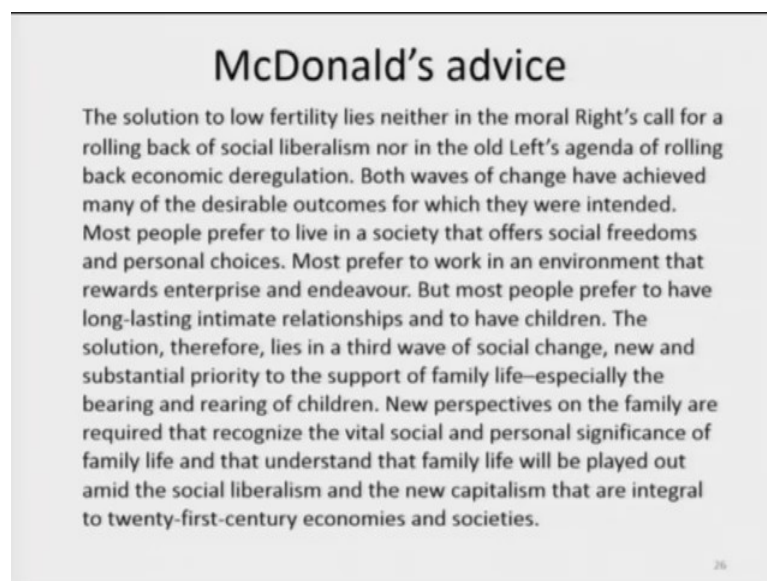
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It appears that with the end of value of children it is impossible to raise fertility unless new institutional mechanisms are developed, which are virtually coercing women to

produce children. Merely giving them more facilities for producing children will not have, this is not helping in developed countries in Europe. Any attempt to predict post-transitional fertility in the developed countries is in vain, it is more difficult to implement population policy effectively in the developed countries than in the developing countries, but possible if society support family and some Eastern Asian countries are showing the way.

Now, in the future if you want to improve fertility or you want to maintain fertility at levels above 2.1 the replacement level, then while women are working outside home their work at home will have to be shared by their husbands or male members. It is the sharing of work both outside and inside the home that is going to protect society from vanishing, otherwise total fertility is constantly declining. Now, at the end I would like to read a rather long paragraph from McDonald's advice.

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The solution to low fertility lies neither in the moral rights call for a rolling back of social liberalism nor in the old lefts agenda of rolling back economic deregulation. Both waves of change have achieved many of the desirable outcomes for which they were intended. Most people prefer to live in a society that offers social freedom and personal choice. Most prefer to work in an environment that rewards enterprise and endeavour. But most people prefer to have long-lasting intimate relationships and to have children.

The solution, therefore, lies in a third wave of social change, new and substantial priority to the support of family life especially, the bearing and rearing of children. New perspectives on the family are required that recognize the vital social and personal significance of family life and that understand that family life would be played out, amid the social liberalism and the new capitalism that are integral to 21st century economics and societies.

Thank you.