

## UNIT II: DEFINITION SCOPE AND TYPES OF POPULATION POLICY

### 1. Definition, objective and scope of Population Policy

#### 1. Definition of population policy

The term 'policy' in general means a set of objectives along with the measures and means to achieve them. 'Policy' implies a statement of important goals, accompanied by a specific set of means to achieve them. A well-elaborated set of means constitutes a program (Stycos 1977, 1982). 'Policy' is defined as the combination of basic decisions, commitments, and actions made by those who hold or affect government positions (Gerston, 2002). It means that policies are the set of ideas, actions and programmes launched by the formal or governmental sector to achieve certain specific goals. Population policies, hence, can be inferred as 'the governmental actions or programmes formulated to achieve regional or national demographic goals'.

Population policy may either be viewed either in the 'narrow sense' as being concerned only with efforts to affect the size, structure, distribution or characteristics of the population, or in recognition of the interrelationships between population and economic and social change- it may be conceived of in the much 'broader sense' of including also efforts to regulate economic and social conditions which are likely to have demographic consequences (Eldridge, 1954). A narrow definition refers to all deliberate government actions (such as laws, regulations, and administrative programs) intended to influence population growth, size, distribution, and composition (see Eldridge 1968:381) (Lukas, 2003). According to Eldridge (1968):

*"Population policies are legislative measures, administrative programmes, and other governmental action intended to alter or modify existing population trends in the interest of national survival and welfare"*

Eldridge's definition indicates that any type measures or actions designed to intervene demographic trends can be termed as population policy. Berelson (1971:173) also views population policies as governmental actions that are designed to alter population events. However, some scholars are of the opinion that population policy should not overlap the scope of socio-economic policy. For instance, Pressat (1985) does not regard indirect measures as population policies. According to him:

*"Population policies are the explicit measures taken by a government to influence population size, growth and composition. Policies which have implicit rather than explicit demographic effects cannot be regarded as population policy"*

United Nations General Assembly Resolution 2626(XXV), of 1967 regarded population policy as an integral component of broad national development policies. The *Report of the Ad Hoc Consultative Group of Experts on Population Policy (E/CN, 9/267)* submitted to Population Commission of United Nations Economic and Social Council on May, 1972 regarded the socio-economic dimensions of Population policy

*“Population policies are the measures and programmes designed to contribute to the achievement of economic, social, demographic, political and other collective goals, through affecting critical demographic variables, namely, the size and growth of population, its geographic distribution and its demographic characteristics”*

Considering the demographic diversity of the world, the variety of economic and social conditions in which people live and reproduce, and differences in cultures and national aspirations, it seems that a broader concept of population policy better serves international purposes than a narrow one (Macura, 1974). An even broader definition, by the National Academy of Sciences in the United States (1974) would include *population-responsive* policies. This category covers the ways that governments *respond* to population changes e.g. by building more schools if the number of children is rising (Lukas, 2003). At the Bucharest Conference (1974), the world was made aware of the gravity and magnitude of the population problems and their close interrelationship with economic and social development. The message of Mexico City was to forge ahead with effective implementation of the World Population Plan of Action (WPPA) aimed at improving standards of living and quality of life for all people of this planet in promotion of their common destiny in peace and security. This approach is a broad approach which developed in later years. As recommended by the UN, Bhende and Kanitkar (2001) suggest that population policy should include measures and programmes that are likely to affect critical demographic variables as well as those specifically designed to do so, it covers both direct and indirect measures affecting these variables. Population policies, hence, can be taken as the government actions—laws, regulations, programs—that try to influence the agents of population change (births, deaths, and migration) as a way to promote social and economic development (Ashford, 2001). A similar view reflects on the definition of Demeny (2003).

*“Population policy may be defined as deliberately constructed or modified institutional arrangements and/or specific programs through which governments influence, directly or indirectly, demographic change”.*

International aspects of population policy have become increasingly salient in the contemporary world. For any given country, the aim of population policy may be narrowly construed as bringing about ‘quantitative’ demographic changes. More broadly, policy intent may also aim at modification of ‘qualitative’ aspects under the government’s jurisdiction. Furthermore, governments’ concern with population matters can also extend beyond the borders of their own jurisdictions (Demeny, 2003).

### **Box 1**

#### ***Disputes on Population Policy***

*What is population policy and what constitutes a population policy has been variously conceived or discussed by the demographers and other scholars. There was a dispute in defining population policy in the earlier days of its emergence. Part of the difficulty was due to the problem of defining the field of demography itself, since some scholars have adopted a narrow definition which includes only the study of the size, distribution, and composition of population and its components of change, while to others demography is also concerned with the relationship between population and social, economic and others variables.*

*An important polemical aspect of population policy is the controversy between Marxists and Malthusians. In all the world population conferences their opinions were sharply divided and the Marxists used to deride the Malthusians views. Marxists and die-hard conservative religious groups have always brought the question of 'human rights' in family planning. If Malthusians used to assert 'contraceptive is the best way to development', the Marxist would argue that "development is the best contraceptive" (Shrivastava, 1994).*

In the different literatures, we find several definitions given by different institutions and scholars. They either define population policy as the measures that aim to shape size, structure and distribution or the programmes that also influence the socio-economic aspect of the population. Makura (1974) suggested that we may therefore follow the advice of the United Nations expert group referred to earlier, and describe a population policy as (a) a set of measures by society or government designed to contribute (b) to the achievement of humanitarian, economic, social, demographic and other collective goals (c) by affecting critical demographic variables, namely the size and growth of the population, its regional distribution both national and international, and its demographic characteristics, such as age and sex structure, family size and the like.

As pointed out by the group, the intermediate variables to be affected would in principle include fertility, mortality, internal migration and international migration. To sum up, population policy should be understood in a broad sense which not only concentrates in shaping quantitative demographic figures but also adopts all the direct or indirect measures for demographic balance and enhances the quality of life of the population.

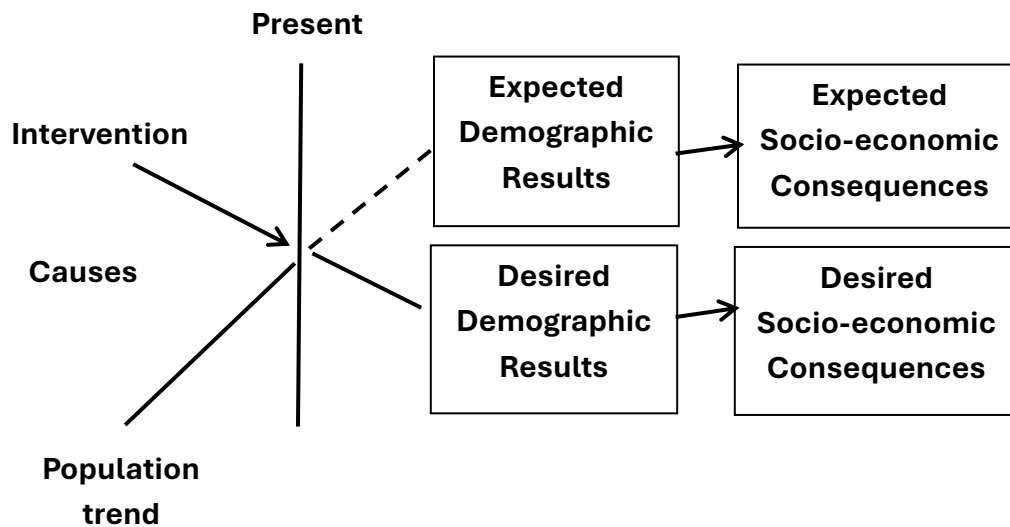
### **Features of Population Policy**

Population policies are found different according to socio-cultural, economic, political and legal ground of the specific place or nation. Berelson (1974) states that population policy has three features: i) It includes the actions taken by the governments in the form of a statement position, laws, decrees or administrative programmes'; ii) It covers population events and iii) It refers to both intentions and consequences, that is, the actions designed to alter population events or actually do alter them. Although population policy is not the same for all places and for all time, it has some basic features as stated below.

- Population policy should be an integral part or back bone of public policy of a nation.
- Population policy is its dual nature: while it aims at manipulating demographic variables, it also tends to condition individual behaviour which is demographically relevant.
- Population policy is concerned with size, structure, growth and distribution of population of a region or country.
- Population policy should solely concern with the basic demographic processes i.e. the determinants of population change: fertility, mortality and migration.
- Population policy should incorporate the concept of small family and reproductive health.
- Population policy, as an integral component of national development policy reflects the idea of multidisciplinary relative to objectives and measures of population policies, the integrated approach to economic and social development.
- Population policy should concern the different social problems and forms of social injustice like gender discrimination, child labour, human trafficking, poverty, unemployment etc.
- Population policy should fit in the socio-cultural, geographical, economic, political, legal situation of the region or country.
- Population policy should guideline human society toward demographic and environmental balance, socio-economic development, and social welfare.
- Population policy should be guided by the concept or principle of 'quality of life'.

### 1.1.2 Objectives of Population Policy

For any given country, the aim of population policy may be narrowly construed as bringing about quantitative changes in the membership of the territorially circumscribed population under the government's jurisdiction. Governments' concern with population matters can also extend beyond the borders of their own jurisdictions (Demeny, 2003). Population policy basically aims to affect different demographic variables at present to achieve desired demographic patterns in the future (Figure 2.1). Countries are concerned with demographic variables such as fertility, mortality and migration to maintain demographic balance that is essential for socio-economic development. More broadly, the ultimate goal of population policies is to achieve quality of life through balanced demographic situations, increased socio-economic status, sound environment, healthy lives with more choices etc.



**Figure 2.1: Objective of population Policy**

To achieve the main goal, each country may have its own specific objectives. According to Sauvy, the objectives of a population policy are (a) to reduce mortality to its minimum; (b) to moderate excessive sterility or fertility; (c) to orient migration according to general interest'; (d) to ensure satisfactory development and create conditions favorable to less-privileged classes, and (e) to encourage the best selection. (Sauvey, 1954). Therefore, main objective of population policies is to intervene the present demographic trends to achieve the desired socio-economic status of a place or the whole population.

In general, specific objectives of population policies are as follows.

- To regulate (increase, decrease or stable) fertility through direct and indirect measures
- To manage infertility or sterility
- To promote sexual and reproductive health (choice of family planning, safe abortion, safe motherhood, preventing sexually transmitted diseases including HIV/AIDS etc.) of individuals and couples
- To reduce mortality to its minimum level
- Reduce morbidity through health of population
- To regulate internal and international migration
- To promote sound gender relation among adolescents
- To promote healthy ageing
- To minimize the demographic impacts on environment
- To maintain demographic balance for socio-economic development of a region or country
- To promote social justice through elimination of different forms of social injustices like gender discrimination, child labour, human trafficking, drug abuse etc.

## **2. Scope of Population Policy**

Population policy includes not only objectives and measures aimed at fertility regulation, and the supporting family planning programmes, but also objective and measures designed to extend longevity, i.e., to reduce mortality and morbidity, in general, and infant and childhood mortality, in particular (The Population Commission of the United Nations, at its sixteen sessions, 1971).

Population policy may either be viewed either in the narrow sense as being concerned only with efforts to affect the size, structure, distribution or characteristics of the population, or in recognition of the interrelationships between population and economic and social change- it may be conceived of in the much broader sense of including also efforts to regulate economic and social conditions which are likely to have demographic consequences (Eldridge, 1954).

The generality of the definition lends itself to varying interpretations. For any given country, the aim of population policy may be narrowly construed as bringing about *quantitative* changes in the membership of the territorially circumscribed population under the government's jurisdiction. Additions to membership are affected only through births and immigration; losses are caused by emigration and by deaths. Concern with this last component is usually seen as a matter for health policy, leaving fertility and migration as the key objects of governmental interest in population policy (Demeny, 2003). More broadly, policy intent may

also aim at modification of *qualitative* aspects of these phenomena—fertility and international migration—including the composition of the population by various demographic characteristics and the population’s spatial distribution (Demeny, 2003).

Furthermore, governments’ concern with population matters can also extend beyond the borders of their own jurisdictions. International aspects of population policy have become increasingly salient in the contemporary world (Demeny, 2003).

For any given country, the aim of population policy may be narrowly construed as bringing about quantitative changes in the membership of the territorially circumscribed population under the government’s jurisdiction. Governments’ concern with population matters can also extend beyond the borders of their own jurisdictions (Demeny, 2003).

The idea of population policy is clear; the reality is not. Most countries have never had explicit and coherent policies on population, although all aspects of demographic change are affected by many government actions, usually taken for other reasons. The range of policies affecting population characteristics is so large that full consideration would include virtually all aspects of social and economic policy. Policies which have implicit rather than explicit demographic effects cannot be regarded as population policy (Pressat, 1985).

### **3.3. TYPES OF POPULATION POLICY**

Population policies can be categorized in different types according to the nature of policies or programmes to be launched. National Academy of Sciences of United States (1971) identifies two types of population policies: the first, designated as “population –responsive” policies, aims at qualitative improvements through general development efforts, while the second, termed ‘Population influencing’ policies attempt to influence one or more demographic variables (fertility, mortality and migration).

#### **1. Population Influencing Policies**

All measures adopted by the government or formal organizations that intend to influence one of the three demographic processes (fertility, mortality and migration) are termed as population influencing policies. Fertility, mortality and migration are the main components of population change. In other terms, size, structure, distribution and population composition are determined by the three vital demographic components. Therefore, expected demographic change is only possible by influencing fertility, mortality and migration. Population related policies are mainly concerned with the variables.

## 1. Fertility Influencing Policies

Population policies that intend to influence fertility are termed as fertility influencing policies. The central issue of population policy is no doubt fertility, more precisely natality as the total of births, which, in present circumstances, is the dynamic component of natural increase (Makura, 1974). Fertility influencing policies are concerned either to decrease or to increase birth rates. The policies formulated or launched to reduce birth rates are termed 'Anti-natalist population policies'. Similarly, the policies concerned to increase birth rates are known as 'Pro-natalist population policies'. In some situations, both antinatalist and pronatalist policies may be adopted for different groups or different regions of a country. If the both anti-natalist and pro-natalist policies are launched at a time, they are known as 'dual population policies'.

### a. Anti-natalist Population Policies

The policy that aims to reduce fertility level by controlling births is known as anti-natalist population policy. The aim of anti-natalist policies is to decrease the total fertility rate, as well as the crude birth rate, in order to slow the population growth. **Anti-natalism**, is the opposite of natalism, the fraught to limit the population of the country was considered to have originated from Malthusian thought on population. Neo-Malthusians believed that growing populations are a major cause of poverty and that lowering fertility by making contraception more accessible facilitates prosperity. The movement originated in Great Britain early in the nineteenth century and had spread throughout Europe by 1900, when the first International Neo-Malthusian Conference was held in Paris (Hodgson, 2003).

By 1900, however, much of the initial concern about population growth had dissipated as fertility decline spread throughout Europe. Neo-Malthusians might praise fertility decline and contraception, but eugenisists successfully fought to restrict access to contraceptives, contending that their use harmed the commonwealth since only the "more fit" classes were sufficiently disciplined to use them. Into the fray stepped Emma Goldman (1869–1940), Margaret Sanger (1883–1966), and Marie Stopes (1880–1958), seeking to establish feminist-oriented "birth control" movements in the United States and Great Britain. During a period when high-ranking politicians were publicly reminding educated women of their patriotic duty to marry and have children, these advocates of birth control began mobilizing citizens to legalize a woman's access to contraception (Hodgson, 2003).

This is enforced in quite a few countries, the most known is China. The policy they have is the 'One Child Policy' which is that all families are allowed to have only one child, and if this policy was broken then there were major consequences to be faced. Their methods of anti-natalism are considered quite forceful

compared to other policies. They have forced abortions and after sterilization of the male or female to prevent them from ever having a child again. The incentive that they provided their people with was somewhat torturous.

<i>Grounds of permission</i>	<i>Liberalized</i>	<i>Restricted</i>
<i>a. To save the woman's life</i>	Andorra, Timor-Leste	Dominican Republic, Nicaragua
<i>b. To preserve physical health</i>	Benin, Chad, Colombia, Equatorial Guinea, Kenya, Lao People's Dem. Republic, Mexico, Mozambique, Nepal, Nigeria, Panama, Swaziland, Togo	Argentina, Congo, Iraq, Qatar
<i>c. To preserve mental health</i>	Benin, Bhutan, Bolivia (Plurinational State of), Burkina Faso, Burundi, Cameroon, Colombia, Comoros, Costa Rica, Equatorial Guinea, Ethiopia, Kenya, Mexico, Morocco, Mozambique, Nepal, Nigeria, Peru, Poland, Rwanda, Saudi Arabia, Swaziland, Thailand, Uruguay, Vanuatu	Iraq, Japan
<i>d. Rape or incest</i>	Bahrain, Benin, Bhutan, Burkina Faso, Colombia, Cook Islands, Ethiopia, Fiji, Guinea, Mali, Nepal, Saint Kitts and Nevis, Saint Lucia, Switzerland, Togo, Uruguay	Algeria, Belize, Ecuador, Iraq
<i>e. Foetal impairment</i>	Benin, Burkina Faso, Chad, Colombia, Ethiopia, Fiji, Guinea, Jordan, Mexico, Nepal, Oman, Swaziland, Switzerland, Togo	Iraq, Panama, Qatar
<i>f. Economic or social reasons</i>	Bahrain, Mexico, Nepal, Portugal, Saint Vincent and the Grenadines, Switzerland	-
<i>g. On request</i>	Australia, Bahrain, Belgium, Cape Verde, Italy, Mexico, Nepal, Portugal, Switzerland	-
<i>Source: UN, 2010.</i>		

China and Vietnam have imposed stiff penalties and disincentives for having too many children (Kent and Haub, 2005).

<b>One child policy, China, 1979</b>	
Rewards (Incentives)	Penalties (Disincentives)
Free medical care	Medical benefits are withdrawn
Free daycare and schooling	Withdrawal of educational benefits
Job guarantee for the child	Guaranteed jobs are with drawn
Provision of bonuses for parents	Repay financial benefits got earlier
Extra maternity leave	
Better housing	
Bigger old age pension	
<i>Note: Rewards start once 1 child contract is signed</i>	

### **B. Pro-natalist Population Policy**

The policy which aims at increasing the growth rate of population by raising fertility is called pro-natalist population policy. Natalism is also known as a pro-birth ideology or paradigm adopted by the countries which promote human reproduction. Fertility influencing policies not only confine in reducing birth rates but also in promoting them. Sometimes countries need to increase their population by adopting policies of increasing the number of children for individuals or couples.

Countries that promote Natalism are countries such as Germany. Methods of Natalism, usually enforced by governments, are promoting and glorifying parenthood with the incentive of them paying for the first year of the child's life. They are also trying to limit the amount of abortions and creating an environment friendlier to the aspect of having a child and working at the same time. Since the old societies' beliefs that women cannot have jobs and be parents at the same time, the Government is trying to promote the contrasting opinion of that belief.

Fertility decline did spread throughout the classes in many Western populations during the 1910s and 1920s, even in places where access to contraceptives was legally restricted. It reached such a high level that fears of actual depopulation developed and with them a backlash against the birth controllers' message. France, for example, had an active birth control movement in the early twentieth century, the production and sale of contraceptives were legal, and the national fertility level was low. After the devastating military losses of World War I, however, worry grew among French leaders over what population decline might mean for the nation's competitiveness. In 1920 the French government, advised and aided by French population experts, enacted a strongly pronatalist population policy that sought to encourage fertility through a

combination of positive programs that enhanced couples' ability to care for children and repressive programs that limited couples' access to contraceptives and abortion. The law of February 13, 1920, made manufacturing, selling, or advocating the use of contraceptives illegal, punishable by fines or imprisonment. The French birth control movement found itself under a systematic attack and without much public support (Hodgson, 2003).

In the United States Louis Dublin (1882–1969) and Alfred Lotka (1880–1949) developed “intrinsic” vital rates that controlled for the influence of the age structure on crude birth rates and dramatically announced that the average American woman in 1920 was having only half a child more than was needed to maintain a stationary population. P. K. Whelpton (1893–1964) devised the cohort-component method of population projection in 1928 and forecast a significant slowdown in U.S. population growth. Dublin followed with a call for more “birth release” and less “birth control.” U.S. leaders began worrying less about declining population quality and more about declining numbers (Hodgson, 2003).

In response to this new set of conditions, a new population policy (NPP) was launched in Singapore in March 1987, for which the primary slogan was ‘Have Three or More Children If You Can Afford It’

## **2. . Mortality Influencing Policies**

The policies formulated to reduce mortality rates and improve the health status of people are known as mortality influencing policies. Mortality influencing policies always intend to reduce the prevailing mortality rate of the nation. It means all the policies that target to reduce infant mortality, child mortality, maternal mortality and adult mortality can be termed as mortality influencing policies.

Sometimes fertility influencing policies and migration influencing policies may face controversy. However, from both national and international points of view policies relating to health conditions and mortality reduction seem to be least controversial because of the universal value attached to human life. In those societies in which infant mortality does not exceed 15 per 1,000 live born and life expectancy at birth is over 70 years, basic policy issues are the modern causes of death (such as cardiovascular diseases, cancer, accidents and the like), excessive mortality of males in some critical age groups, and the maintenance of physiological and social functions. Between these societies and those with extremely high mortality there is a range of situations deserving individual consideration, with due regard to sex and age differentials and

etiology. But in most of the developing societies high mortality is still a major human, social and economic problem. In Latin America, out of a total of thirty countries and territories, there are six in which life expectation at birth is less than 55 years, in Asia out of thirty-seven there are twenty, and in Africa out of forty-eight all but two have life expectations below 55 years.<sup>20</sup> (Makura, 1974).

### **1.3. Migration Influencing Policies**

The policies launched by the government that intend to regulate the migratory process are known as migration influencing policies. Migration is one of the important aspects that population policy deals with. Governments can influence different types of migratory movements with different nature of policies.

Migration influencing policies concentrate in regulating international as well as internal migration. From the point of view of population policy there are at least four régimes of international migration in addition to those created by wars: policies of selective immigration applied by countries of traditional immigration mainly to control the composition of overseas migrants; free movements of workers within the Common Market aimed at stimulating the economic integration of Western Europe; intrà- European temporary migration regulated by bilateral agreements and arrangements; and traditional migration in parts of Asia and particularly in Africa. The demographic effects of modern migration are somewhat obscure, but they appear to be of minor significance for Asian countries with large populations and high density, and their evolution is difficult to anticipate. The whole complex seems to require further study to clarify the intricate relations between movements of people and those of capital, and to ascertain the relative contribution of migration to both sending and receiving countries as well as its international implications (Makura, 1974)

Arguably the same holds for that other big issue of European population policy: immigration. In the decades following the end of World War II, Western Europe became what it had not been for a thousand years: a region of immigration. This was in part the result of the collapse of the colonial system, generating massive influx from the former overseas possessions. Partly it happened, as was famously suggested in another context, in a fit of inattention: a classic failure of governments to properly perform their core night watchman role. The prime example for such inattention is the massive importation of so-called guest workers back in the 1950s and 1960s. The guests decided to stay and even invited their relatives from the home country. Democratic states could not nullify these unilateral decisions by the guests, decisions which, for good measure, also served the economic interests of their employers. That is how, for example, Germany became the not always friendly home to millions of Muslim immigrants, with the promise of more to come.

Today, the economic attraction of the European Union for would-be immigrants is greater than ever. This reflects not the EU's rather sclerotic economic performance, manifest, among other symptoms, in large-scale unemployment, but the enormous difference in levels of economic welfare and political security in the potential sending countries on the one hand and the corresponding situation in the EU on the other. The demographic pool from which immigrants may be forthcoming, as was shown above, is enormous and rapidly growing. At the same time, public sentiment and resistance in the countries of the EU against admission of large numbers of additional immigrants, particularly from Europe's southern hinterland broadly defined, are greater than ever. Despite this fact, the annual volume of immigration into the EU remains high, similar in volume to that entering into the United States: it consists of about one million legal and roughly half a million illegal immigrants (Demenev, 2003).

### **Population Responsive Policies**

The policies in response to the demographic change are termed as population responsive policies. In other terms population responsive policies are measures designed with the aim of qualitative improvements through general development efforts. The broader definition was proposed by the National Academy of Sciences in the United States (NASUS) 1971/1974. According to the NASUS *Population-responsive* policies would include the ways that governments respond to population changes e.g. by building more schools if the number of children is rising. The Kenyan Government responded to substantial migration to Nairobi in the 1960s by encouraging private employers to hire additional workers (Farooq, 1975). Some scholars, however, refuse to accept such policies as population policies. For instance, Lukas (2003) viewed that population-responsive action might better be described as an employment policy, rather than as a population policy.

Eldridge (1954) in her publication 'population policies' mentioned that population policy may either be viewed either in the narrow sense as being concerned only with efforts to affect the size, structure, distribution or characteristics of the population, or in recognition of the interrelationships between population and economic and social change- it may be conceived of in the much broader sense of including also efforts to regulate economic and social conditions which are likely to have demographic consequences. So, population responsive policies in a broader context would include the efforts of changing socio-economic and other factors which are often affected by demographic factors. A comprehensive statement on this was made by the UN General Assembly (1966) when it expressed its belief 'that demographic problems require the consideration of economic, social, cultural, psychological and health factors in their proper perspective'. Eldridge (1968) recognized that many aspects of public policy influence demographic

phenomena and considered that population policy embraces those aspects of general social policy that are designed to counteract unwanted demographic effects of overall public policy or of other social forces (Eldridge, 1968:381). Hauser has also acknowledged that population policy may under certain conditions, appropriately comprise social and economic development policy (Hauser, 1969). More broadly, renowned French scholar Sauvey considered qualitative aims such as providing satisfactory living conditions for the least fortunate classes as an appropriate objective of population policy.

Demographic trends or population problems are usually affected by socio-economic variables. For instance, poverty, low education, traditional norms and values, sex preference etc. contribute high fertility and rapid population growth in developing countries. Therefore, population policies would certainly concern socio-economic factors while addressing population problems. United Nations General Assembly Resolution 2626(XXV0), of 1967 regarded population policy as an integral component of broad national development policies. Population and development policies reinforce each other when they are responsive to individual, family and community needs. Regarding the facts, the World Population Plan of Action (WPPA) adopted in *Bucharest Conference 1974* evoked the population problems and their close interrelationship with economic and social development. A new approach of viewing population problems in the broad socio-economic context developed in the 1970s which paved a way for population-responsive policies. A survey by the UN (1979) revealed that nearly all the countries (132) with high growth rate were undertaking *multidimensional* policy interventions, combining measures affecting demographic variables as well as economic, social, political, and technological factors. The message of *Mexico City 1984* was to forge ahead with the effective implementation of the WPPA aimed at improving standards of living and quality of life for all people of this planet in promotion of their common destiny in peace and security.

International Conference on Population and Development 1994 endorsed a new strategy which emphasizes the numerous linkages between population and development and focuses on meeting the needs of individual women and men rather than on achieving demographic targets. Key to this new approach is empowerment of the population by providing them more choices through expanded access to education and health services and promoting skill development and employment (ICPD, 1994). It means the goal of population policy is not only to affect size, structure, distribution and population characteristics of a population; rather it would concern the overall well being of the population. This perspective leads towards population-responsive policy that concerns to social (education, health, socio-cultural norms and values etc.), economic (income level, employment status, wealth index etc.), political /administrative, developmental factors etc. which are closely related to demographic change of the country as well as the quality of life of population.

### **Box 2.1**

#### ***Direct and Indirect population Policies; Implicit and explicit measures***

*Population policies may be both direct and indirect. Direct policies affect population variables directly. For example, encouraging immigration can increase growth rates. On the other hand, indirect policies indirectly influence demographic factors. For instance, rising levels of education usually result in lower fertility. People would disapprove of direct government intervention to raise the birth rate, but would easily accept the payment of family allowances which indirectly encourages childbearing.*

*Forms of population policies are either explicit or implicit. Explicit policies are associated with the stated or declared intention of a national government to influence population events.*

*Implicit policies are in hidden form. Sometimes governments implicitly intervene in the demographic variables without stating them into national goals and policies. For example, governments may indirectly encourage even in those societies where use of family planning is not accepted easily.*

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