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SOME ANTECEDENTS REGARDING SOCIAL RESEARCH
AND POPULATION POLICY IN LATIN AMERICA

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This paper will be limited to the consideration, in a very succinct way, of two kinds of antecedents that can be relevant to the programming of social research related to population policy in the region: 1. papers presented by social scientists in recent meetings dedicated to "population policy", which presumably show the orientation and manner in which these social scientists are addressing the subject; and 2. some projects already in process or about to be initiated, directed towards incorporating the population dimension into national planning, which can give some indication of the needs for social research on "population policy" that will probably emerge in the future.

The Social Scientists. Recently, three meetings were held in Latin America that focused either partially or completely on population policy and in which Latin American social scientists played an important role. In chronological order, these are:

- Symposium on Population Policy for Argentina, organized by the Torcuato di Tella Institute, which took place in Buenos Aires, November 4-8, 1969. Among the 13 participants who presented papers there were sociologists (5), demographers (3), economists (2), physicians (2), and one administrator, all from Argentina. A set of written conclusions was prepared for distribution.

- Latin American Regional Conference on Population, organized by the International Union for the Scientific Study of Population, CEPAL, CELADE, and the Colegio de Mexico, which took place in Mexico City, August 17-22, 1970. About 280 persons attended, among which there were approximately 190 Latin Americans, mostly social scientists.

- Latin American Seminar on Population Policies, organized by the Latin American Center for Population and Family (CELAP). This was convened in Caracas, August 24-28, 1970, immediately after the Mexico Conference. Ten population experts attended, seven of whom presented papers as a basis for discussion. Also in attendance were about 20 persons, most of them affiliated with planning offices or population study centers in the various Latin American countries. Conclusions were prepared for distribution.

A review of the documents presented at these three meetings will give some indication of the way Latin American social scientists are approaching the subject. Nevertheless, it should be taken into account

that the three meetings differ in important respects, which influenced the content of papers presented: the Buenos Aires Symposium referred exclusively to the Argentine situation, while the other two meetings were concerned with Latin America. While the Caracas and Buenos Aires meetings were specifically limited to themes related to population policies, only one session of the Mexico Conference was explicitly concerned with this subject. Another difference is that in the Caracas Seminar the themes were selected by the organizers of the Seminar in accordance with the agenda they devised, while in the Mexico Conference the contributors were free to choose their topics.

It is evident that all the papers presented in these three meetings are in one way or another related to population. Nevertheless, the question arises --especially with respect to the documents presented in Mexico-- as to which of these papers are in fact related to population policy.

The criteria for making this distinction are hard to determine;^{1/} it would seem preferable to let them emerge, a posteriori, from a review of the documents. For the moment the classification that each author has made of his work will be employed as an operational criterion. In other words, if a work was presented in Buenos Aires, Caracas, or Session 6 in Mexico, it means that the author considers his work to be relevant to population policy.

Due to the more restricted frame of reference employed for the papers presented in the Buenos Aires Symposium, they will be analyzed separately, while those of Mexico and Caracas will be considered together.

^{1/} Driver, Edwin D., a sociologist at the University of Massachusetts, recently undertook, with the support of the Ford Foundation, a survey of the social sciences and population policy. The principal results appear in Demography, Vol. 7, N° 3, August 1970. The report confirms that virtually all conceivable research topics in the field of population can in one way or another be related to population policy. The distinction established by the author between "pre-policy studies" and "policy studies", although useful, is very subtle and is necessarily arbitrary.

The Buenos Aires Symposium. The characteristics of the demographic situation in Argentina (relatively low rate of vegetative growth, strong urban concentration, especially metropolitan, etc.) make comprehensible the content and orientation of the papers presented, and they are also reflected in the conclusions of the Symposium. The themes which drew most attention are urban growth, geographical distribution of the population, and migratory flows, all three closely related. One of the topics that appears with great frequency is the connection between population policy and development policy. This topic is first approached from an historical perspective in studying the way in which population variables have been incorporated into the "national projects", 2/ and then, in other papers and in the conclusions of the Symposium, from a normative perspective, stressing the necessity of subordinating any attempt at population policy to the implementation of a "new national project", oriented toward the elimination of external dependency and toward "realization of cooperation with Latin America". 3/

In general, and within this frame, some of the papers try to define the objectives toward which a population policy in Argentina should be oriented and the means which should be used. 4/ The first objective proposed is "to promote greater growth of the Argentine population", which implies the need to "create conditions adequate for fertility increase", reduce mortality, and stimulate foreign immigration.

The consensus of the participants with regard to this population objective is expressed in the conclusions, when "(they) ... consider as negative the introduction and extension of birth control campaigns".

The other objectives are expressed in the work of Marcenaro and reflect the themes developed in the Symposium: 1. "to tend towards a more balanced distribution of population ... in coordination with a policy of regional economic development ..." and 2. "to improve constantly the professional quality of the population and obtain its full application to the integral development of the nation". 5/

2/ See Ciapuscio, Héctor, "Population Policy for Argentina: Relevation of Historical Objectives". (B/1)

3/ See the papers by Rothman (B/8) and Fucaraccio (B/2).

4/ See Marcenaro, Roberto, "Some Objectives of a Population Policy for Argentina". (B/4).

5/ The papers by Rosinan, "Industrial Development and Urban Labor", (B/7), and of Robirosa, "Internal Migrations, Spatial Distribution of Employment Opportunities and the Goals of Distributive Justice", (B/6), develop themes related to these last objectives.

Chapter IV of the conclusions of the Symposium is of special interest since it considers the opinion of the participants about "research needs". The complete text is provided in Appendix 1. Emphasis is placed on the need for studies that will allow for a "complete and precise diagnosis". There is no mention of the need for research with reference to the viability and efficacy of specific means (for example, tax measures or social security), or with reference to evaluation of policies.

The Mexico Conference and the Caracas Seminar. As said before, of the 175 documents presented at the Mexico Conference, only the 32 papers included in Session 6, which was dedicated to population policy, will be considered in this analysis. Nevertheless, it should be noted that most of the papers presented in the sessions on fertility, migration, urbanization and regional distribution, and particularly on population and economic and social development, have a close relation to population policy.

Given this material, and the papers presented at Caracas, the following questions can be raised:

1. Using the classification of "research areas" proposed by the Ford Foundation in its recent "Program in Support of Social Science and Legal Research on Population Policy", to which areas are these papers relevant?
2. On which population phenomena (growth, geographical distribution, migration, etc.) are the papers focused?
3. Do they refer to countries, to the region, or to no particular collectivity?
4. From which disciplinary point of view is the topic approached?
5. To which "stage" in the process of formulation of a population policy are the papers related?
6. Are they based on data obtained by the authors' own research or on secondary data?
7. Do they use some interesting method or make some methodological contribution?
8. What attitudes are manifested in relation to the objectives of a population policy?

Before answering these questions, here is a brief summary of the nationality of the contributors. Two-thirds are Latin Americans, the Brazilians being predominant (9) and secondly the Chileans (4). Among the foreigners, the United States predominates (9 out of 14). Since the majority of the foreign contributors are working in Latin American countries or in close relation with its researchers, the group will be considered as a whole.

1. Areas of Research

The six areas proposed by the Ford Foundation 6/ in the already mentioned program are very broad and they of course include the topics considered most important by the Foundation. The interest of the authors seems most frequently directed towards area 2, interaction between population variables and economic policies (13 papers) and towards area 5, present and past population policies (10 papers). Even within these areas, interest is directed only towards certain topics, without taking into consideration others that are also included in the classification. For example, of the papers corresponding to area 2, seven are concentrated in the study of the economic implications of rapid population growth in underdeveloped countries (topic 2.4) and none give special attention to other topics such as the effect of tax policies or more direct economic incentives (topics 2.1 and 2.2). 7/ Another six papers, although relevant to this area, cannot be classified according to any of the sub-topics included. 8/

6/ See, the classification of areas and topics proposed by the Ford Foundation in Appendix 2.

7/ In some works, such as those of Kingsley Davis, (M/30) and Rubens Vaz da Costa (Mex. S6/0), these aspects are considered but are not central to the discussion.

8/ For example, the work of George C. Zaidan, "A Framework for the Analysis of the Effect of Fertility Decline on Education Expenditures". (M/36).

The social scientists seem to be least attracted to area 1, interaction between population variables and the legal systems, for which there are no papers; area 6, zero population growth, which has only one paper; 9/ and area 4, distribution of the population, where there are only two papers, both on Brazil. Nevertheless, it should be taken into consideration that this latter area was amply treated in the papers presented in Session 3 of the Mexico Conference, even though it was not necessarily focused with reference to population policy.

2. Population Phenomena on which the Works are Focused

From this perspective, the distribution of papers is also uneven. The great majority of them (30) deal exclusively or predominantly with population growth as a problem, while only two are primarily concerned with internal migrations and urban growth. Four papers with a more general approach deal with both phenomena and other aspects. This constitutes an important difference as compared with the predominant orientation of the Buenos Aires Symposium.

3. Coverage

Some documents (8), especially those focusing on methodological problems, do not make reference to a particular collectivity. Of the rest, the majority (19) make reference either to the region or underdeveloped countries in general, and only a few (9) approach the concrete population problems of a particular country. Among these last, practically all (7) refer to Brazil, with the exception of two, of an historical character, which analyze the evolution of population policies in Colombia and Chile.

9/ See, document of Leon Tabah, "Goals and Objectives of a Population Policy Regarding Growth Rhythm and Population Volume". (C/4).

4. Disciplinary Point of View

The main approaches in the papers here considered are the economic (11) and the sociological in the widest sense (9). In five documents the demographic perspective predominates, although almost always with a demographic-economic approach. Only two adopt a philosophical or legal point of view in approaching their topic; nevertheless, many papers allude to the ethical or legal limitations of a population policy. In some cases (9) there is no dominant disciplinary approach or there is a para-scientific general approach.

5. Stages in the Process of Formulation of a Population Policy

In the papers presented at the three meetings there are many considerations of a normative type with reference to what a population policy should be. In some of the papers this topic is approached in a systematic way. Criticism of definition of population policy proposed by the Meeting of Population Policies in Relation to Development in Latin America (Caracas, September 1967) frequently serves as a base for these papers.^{1/} Although the normative propositions do not coincide in all aspects, there are certain basic affirmations which are common to all.

These are:

- That the condition for the possibility of a population policy is that means exist which permit control or influence over the behavior of the population variables;
- that such control or influence should be subject to decisions taken by the public sector;
- that the objectives of a population policy and the means chosen for their implementation should be coherent with and subordinate to the goals and objectives of economic and social development; and,

^{10/} Among others see Miró, Carmen A., "Política de población: Qué? Por qué? Para qué? y Cómo? (M/37), Vekemans, Roger "Política de población: esbozo de status quaestionis". (C/1), Volpi, Roberto "La población en las políticas de desarrollo" (M/35), and González, Gerardo, "Políticas de población y marginalidad social" (M/13).

- that for this reason, policy "may only be adequately formulated in the context of global planning". 11/ 12/

A population policy with these characteristics, that is, in which population planning is an element of a global development strategy, requires research in relation to the different stages involved in the process of planning.

The two first stages 13/ in this process, closely linked together in practice, are the definition of the problem and the diagnosis. The demands of the research originating during these stages require investigation into the interrelationships between population and economic, social and political aspects. It is useful, however, to distinguish analytically between these two stages, because in the first, population variables are considered independent and in the second, dependent.

Contrary to the other areas, (eg. education and health), population issues do not themselves constitute a problem, but only in the degree to which they hinder or impede attaining the objectives of development. Given different development models, it is also possible to derive different formulations of the problems relating to the same population phenomena, which in fact occurs as witnessed by the various papers we are analysing. Precisely, because the problem is not rooted in the population phenomena itself but rather in the effects produced on economic, social and political matters, the research and studies related to the definition of the problem try to estimate the influence exercised by the population variables on those matters. In other words, this research as much as possible attempts to detect and to measure the economic, social and/or political implications of population phenomena, such as, for example, the vegetative increase of population, internal migration, urban growth and international migration within the Latin America region.

More specifically, these implications may refer to phenomena such as demands and cost of services (health, education, etc.); savings and investment; the labor market; social marginality; social change and political stability etc.

11/ Miró, Carmen, op.cit., page 4.

12/ This idea was emphasized in the conclusions of the Caracas Seminar: "Since the principal effects of a population policy are only obtained in the medium and long run, and that the given policy effects and is affected by other sectorial policies, the agency responsible for its elaboration should be located at the level of national planning".

13/ "Momento" in the original text.

In the diagnostic stage, as indicated previously, the population variables are considered as dependent. This stage presents great demands for social research which must be oriented in such a way as to detect the factors which, in a given collectivity or sub-collectivity, condition or determine its population behavior and explain its tendencies and variations. It must be emphasized, however, that in this case the diagnostic information obtained is not arranged primarily to satisfy scientific curiosity. Rather, the information is intended to orient decisions which, acting upon the variables of demographic phenomena, or at least taken them into account, influence these phenomena in a desirable way.

The third and fourth stages, closely connected, consist of establishing objectives and goals ^{14/} on the one hand and the adoption of means on the other. The studies oriented toward "defining the problem" usually provide the bases for the definition of objectives, and those of a diagnostic type may contribute to the selection of means. Nevertheless, they do not ordinarily respond to the information requirements that are needed in these two stages. Determining goals and electing means requires research which permits the detection of factors which can be manipulated to influence population variables in a desired direction. This research moreover, should provide the means to estimate the probable principal and secondary short-medium- and long range effects of action being carried out, or which may be under-taken within the context of a population policy. Consequently, questions related to acceptability, feasibility, cost and efficiency should be answered.

It is appropriate to consider more closely each one of these stages in order to make more explicit the research requirements presented.

Frequently, the economic, social and political objectives of a population policy do not only depend upon demographic factors since they also may be obtained through actions on other types of factors. In other words, the population policy may be considered as a necessary means to obtain specific objectives, or as an alternative means. From this perspective one of the tasks of the social research is to determine whether or not a population policy is necessary to achieve specified objectives; and if not, to permit a comparison regarding probable efficiency, cost, etc., with other alternative policies.

^{14/} Objectives are defined here as those intended effects on the economic, social or political spheres obtained by means of the demographic changes resulting from a population policy. Goals are defined as the intended demographic effects to be produced over given time period.

For the setting of realistic goals, it is necessary, among other things, to know the variability of the phenomena which we pretend to modify. The probable limits or margins of time variation depend on:

1) The demographic factors of the phenomenon, 2) economic, social and cultural structural factors, and 3) the means adopted. Determining the variability of the phenomenon presents research requirements which, for this reason are diverse and include demographic studies for 1) and economic and sociocultural diagnoses for 2).

The rational selection of the means by the public agencies responsible requires the consideration of a series of dimensions which condition their final efficiency. Among these we should note the following

- Viability:
 - political viability 15/
 - administrative feasibility 15/
 - economic capacity 15/
- Acceptability:
 - ethical-juridical acceptability 15/
 - cultural acceptability
- Efficiency of the means themselves

The adequate estimation of various of these dimensions requires scientific information, resulting from social research. This is specially true in relation to determining ethical-juridical and cultural acceptability.

A last stage is the evaluation of the policies adopted, necessary for their periodic reformulation, for which is required specific social science methodology and techniques. The evaluation studies may also be useful to estimate the efficiency of the means themselves.

Finally, it must be remembered that the stages just distinguished, although closely interrelated, present a certain time sequence, which in turn, requires that the research also follows a given time sequence: thus, the orientation of the research in the later stages will depend upon the findings of the research conducted in the previous stages.

It is difficult to classify the papers presented in Mexico and Caracas in accordance to the stage of the formulation process of a population policy with which they are more closely related. In the

15/ See Berelson, Bernard, "Beyond Family Planning", Studies in Family Planning, february, 1969.

perusal of the documents one can notice that specially those in which a normative approach is predominant, they tend to consider all the stages, but they do it only by stating the need for further research rather than responding themselves to such a need. A substantial number of papers (14) are mainly oriented towards defining the problem which is done in the majority of the cases from an economic perspective 16/ and at a very general level. Only two papers that refer to Northeast Brazil confront the problem of a particular collectivity. The diagnostic focus appears to be closely related to the formulation of the problem.

The papers that refer specially to definition of goals and means are also numerous, but the majority are limited to general considerations and do not confront the feasibility problems of the proposed policies. There is little concern with the demographic, economic, social and cultural factor which affect change in population variables and limit their control, 17/ even though the need for such knowledge would appear to be necessary in order to set realistic goals and choose adequate and efficient means.

Among the papers reviewed, not one is concerned with program evaluation. This subject, however, was partially treated in Session 2 of the Mexico Conference.

6. Type of Data Utilized

Among the papers studied, only two are based totally or partially on data obtained through research undertaken by the authors. A large number (16) use virtually no data at all. Among them are the majority of the authors concerned with methodological or theoretical aspects, or with a normative focus. The other half mainly base their papers on secondary analyses, using census data or statistics.

7. Methodological Contribution

Only seven papers are concerned with the application or adaptation of a given method or with the solution of methodological problems. 18/

16/ See papers of Piedra, Alberto M., "Population Growth: Tragedy or Challenge?" (M/26); Vera, José, "Population and Development: Notes for a Population Policy for Latin America", (M/29); and Brand, W., "Population Policy for Latin America", (M/1).

17/ The paper by Leon Tabah, "Goals and Objectives of a Population Policy...", (C/4), is an important exception. It also has some interesting suggestions for research necessary for determining realistic (feasible) goals.

18/ See papers of Hector Correa (University of Tulane), "A Note on the Scope and Methods of Population Planning" (M/5); and Zaidan, George C., (International Bank for Reconstruction and Development), "A Framework for the Analysis of the Effect of Fertility Decline on Education Expenditures", (M/36).

8. Attitude in Relation to Population Policy Objectives

13 of the 38 papers analyzed do not permit identification of the authors' attitudes. In those papers that explicitly suggest or recommend some policy objective, almost all (22) propose objectives in relation to population growth and favor reduction of fertility. Only two papers, concerned mainly with migration, urban growth and geographic distribution propose objectives of population redistribution. 19/

The Conclusions and Recommendations of the Caracas Seminar contain some paragraphs which refer to social research and population policy, and it seems advisable to quote them here since they express a certain consensus on the part of the social scientists who participated. The third session of the Seminar, chaired by Luis Ratinoff, was entitled "Research and Training for the Elaboration of Population Policy"; its recommendations are as follows:

"The realization of a population policy urgently requires research on demographic variables as such, their probable variations, and their causes and effects of a social order, as well as on the feasibility and efficacy of the measures by which the given policy can be eventually implemented.

The following areas of research are considered to be of special relevance:

a) Studies oriented to the improvement of methods of collecting demographic information.

b) The elaboration of projections which are not only global but also by social sectors, thus taking into account the marked socio-economic and cultural heterogeneity that exists in Latin America.

c) Studies which attempt to identify the factors that condition or determine demographic phenomena, with special emphasis on economic, cultural, and social-institutional factors. The rural areas should be accorded priority in this respect.

d) Studies of the phenomena of change in family structure in relation to processes of migration and modernization.

19/ See the papers of Manoel Augusto Costa, "Migratory Policy" (M/6); and James W. Robinson, "Population Policy" (M/28), which propose the creation of new cities.

e) Study of the present and probable impact of demographic variations on the capacity, development, and efficiency of services in health, education, employment, social security, urbanization, transportation, and administrative agencies in general.

f) Study of the incidence of different ideological forms in the perception and behavior of individuals and of public and private agencies with respect to population problems, as well as estimates of their probable short-term and long-term variations.

g) Evaluation of the several birth control programs now in progress with the purpose of obtaining more adequate services in line with the needs of families and of policies of economic and social development".

PROJECTS RELATED TO POPULATION STUDIES IN PLANNING OFFICES

During recent years the numerous Conferences and Seminars dedicated to population problems have been insisting, with ever greater reason and consensus, that the agency responsible for formulating population policy should be located at the level of national planning. This idea, which was initially only a "normative" opinion, has been implemented in some countries of the region. Two projects of this type, one in Colombia and the other in Chile, will be reviewed to give some indication of the future needs for social research on population policy.

The National Population Council of Colombia.^{20/} This Council, recently created (1970), has the "primary goal" of advising the government in the formulation of a population policy adequate for the country. It is attached to the National Planning Department. The Council has an inter-sectorial character and consists of representatives of the following agencies: the Ministries of Agriculture, Labor and Social Security, Public Health, National Education and Economic Development; National Planning Department, National Administrative Department of Statistics, Office of Family and Population of the Colombian Episcopate, the Colombian Centers of Demography, and the Colombian Association of Faculties of Medicine. This Council must perform the following functions that since 1968 were assigned to the National Planning Department: "Study the population phenomenon and its economic and social repercussions in order to determine a demographic policy", and "coordinate the programming of activities of agencies in the public sector with regard to population and collaborate in their evaluation".

The specific functions of the studies are the following:
"1) Compile and evaluate studies related to population and the development of the country; 2) promote, through public and private agencies, studies regarded as pertinent. The statistical studies are to be done in coordination with the National Administrative Department of Statistics". Also included are studies that will permit an evaluation of the programs.

The document which provides this information does not specify the research that will be required in the future. It only says: "Studies will be promoted which are necessary to know the influence of economic and social reality (taxation, savings, investment, social security, employment, education, housing, active participation of women in society, etc.) on demographic parameters".

20/ The source of this information is a document for restricted circulation, issued by the National Planning Department entitled "Plan de Desarrollo Económico y Social: Políticas de Población" ("Plan of Economic and Social Development: Population Policy"), Document DNP-609-URH-Revision 1, November 20, 1970 published as corrections to Chapter IV of The Economic and Social Development Plan for 1970-1973.

See also:

"La Población en Colombia: Realidad, Perspectivas y Política" ("The Population of Colombia: Reality, Perspectives and Policies"), Republic of Colombia, National Planning Department. Document DNP-280-URH, December 1969.

From another point of view, the document is more complete and undoubtedly has great importance, since it does not limit itself only to a diagnosis and definition of the population problem, but also sets relatively precise objectives, such as spatial redistribution of the population and a reduction in growth rates, and indicates the means that hopefully can be employed to carry out the population policy.

Unit of Population Studies of the National Planning Office of Chile. 21/ This Unit is expected to begin operations in July 1971 as a result of an agreement between the government of Chile and the United Nations Fund for Population Activities. The objective of this joint project is:

"To create the conditions that will allow the National Planning System, especially the National Planning Office, to incorporate population variables in a rational and systematic way into planning. This formal objective is to be implemented operationally by creating an entity subordinate to the director of the National Planning Office. Its principal functions will be:

1. Determination of the population information system most adequate for planning requirements.
2. Centralization and systematization of population information, making it accessible to the agencies and entities that may require it.
3. Elaboration and permanent updating of the Official Population Projections, with special reference to urban-rural sectors, minor administrative divisions of the national territory, and centers of population.
4. Investigation, analysis and permanent interpretation of the country's population situation, at the most disaggregated geographic level possible, in order to establish the interactions between demographic phenomena and economic and social phenomena.
5. Based on the knowledge thus obtained regarding the population problems of the country, recommendations should be proposed to the relevant authorities with regard to goals, objectives and means for the formulation of an explicit population policy, to be integrated with general development policy".

The plan of activities contemplates principally research projects that will ultimately incorporate population planning into national and regional planning. It includes three phases, which are

21/ The source of this information is the draft of the project (private and unpublished).

partially overlapping:

The first consists of the formation of an inventory of information and documentation and the elaboration of a population information system adequate for planning needs.

The second phase consists of "the elaboration of a diagnosis of the demographic situation and future perspectives at a national and regional level with special emphasis on the economic and social conditions relevant to planning". This diagnosis will be based in part on the analysis of census information (including the recent census of 1970), and in part on the information obtained by means of surveys that have been made or requested by the Unit. These surveys may refer to demographic, social and cultural characteristics of the population, including its mobility, which affect the use and planning of manpower, as well as the standard of living (health, diet, education, etc.) and relevant planning.

The third phase, which refers to the principal and ultimate objective of the project, is oriented toward the "integration of the population aspects into the planning process". It includes the development of a methodology adjusted to this objective and its application to the concrete labor of planning. This application "should include: a) the determination of the implications of demographic variables when elaborating these plans, especially at a regional level; b) the implications of plans affecting population; and c) a base for the formulation of certain policies, especially with regard to the mobility and distribution of the population, in accordance with the objectives of economic and social planning at a national and regional level".

It should be noted that this project was initially prepared by the former government (Christian Democrat) and was re-accepted by the present government (of marxist orientation). The initial project covered the problems related to population growth as well as to birth control programs already underway. The present government omitted those parts of the project which referred to these aspects, focusing it on the problems related to migrations, urban concentration, human resources and standard of living of the population.

This project is planned for two years, with an extension of two more years, and it is estimated that by then the Unit will be able to continue without the help of the United Nations.

The antecedents just presented with regard to the preparation of population policies at the level of planning offices are probably still very incomplete and elementary. Nevertheless, this information may contribute to more realistic programming of research on population policies at a regional level.

Appendix 1

Symposium on Population Policy for Argentina

(November 4-8, 1969)

General Conclusions

IV. Research Needs

IV. RESEARCH

In order to make possible the elaboration of a complete and precise diagnosis of the situation--as a point of departure for the formulation and implementation of a population policy--it is necessary to have available specific studies of demographic variables in relation to their socioeconomic context, based on sources that meet the minimum requisites of completeness and reliability.

1. Themes to be Considered

Due to the regional differences that characterize the Argentine situation, it is necessary to have particular diagnoses not only of the socioeconomic situation of the country as a whole but of each of its areas. Within this frame, it is necessary to study in depth the level, evolution and possible determinants of the fundamental demographic variables: fertility, mortality and migrations, and their interrelations. In connection with this, the present knowledge of relevant themes such as spatial distribution, composition of the population, nuptiality, family structure, urbanization, participation in the economy, education, social mobility, etc., should be amplified.

For example, it is particularly desirable to develop detailed studies of the internal migratory flows and of those coming from neighboring countries, so that they may facilitate the identification of the group of structural factors that determine their magnitude, orientation and selective character and the processes conducive to the settlement and assimilation of the migrants.

Of equal importance is research regarding the differential fertility of the diverse social groups in relation to mobility and to family conditions and environment.

In all cases it is necessary that these studies should be developed on the basis of theoretical models appropriate to the national situation and which can go beyond the descriptive level in order to find the explanation of the phenomena, even though the identification of causal factors may be beyond the limits imposed on research by any one discipline. In this sense, the development of interdisciplinary research in the field of population phenomena is desirable.

2. Spatial Units to be Considered

In view of the above-mentioned considerations, data at a country level are not sufficient, so it is necessary to obtain

disaggregated information at the level of regions and minor areas: provinces, departments, urban-rural, urban concentrations, etc.

3. Sources of Data

It is necessary to point out the importance of census and statistical data (of population, occupation, economy, industry, agriculture, etc.) as a base for research so as to meet the criteria for maintaining the data current and comparable. Efforts should also be made to adapt the informative content of these sources to the priority needs of the research.

With regard to vital statistics, the limitation should be overcome of insufficient coverage and reliability to which they are subject.

Most of the studies needed require types of information impossible to obtain from the usual census and statistical sources. In order to make possible the development of research in these areas, it is indispensable to channel greater financial resources that will permit investigators to undertake the necessary research directly.

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APPENDIX II

AREAS AND THEMES PROPOSED BY
THE FORD FOUNDATION
IN THE PROGRAM OF SOCIAL SCIENCE
AND LEGAL RESEARCH ON POPULATION POLICY

AREAS AND THEMES PROPOSED

1. Interaction of population variables and laws:

- 1.1 Population effects of laws on family formation and dissolution.
- 1.2 Population effects of laws relating to housing, property, education, and health.
- 1.3 Population effects of social services.
- 1.4 Relation of government policies to family size norms.
- 1.5 Community and family effects of population policies.
- 1.6 Demographic effects of abortion legislation.
- 1.7 Others.

2. Interaction of population variables and economic policies:

- 2.1 Population effects of tax and monetary policies.
- 2.2 Population effects of economic incentives and disincentives.
- 2.3 Interrelation of population growth and economic growth in developed countries.
- 2.4 Economic implications of rapid population growth in developing countries.
- 2.5 Others.

3. Interrelation between population variables and social and political change:

- 3.1 Relation of population growth and distribution to environmental policy.
- 3.2 Population effects of changes in the status of women.
- 3.3 The influence of population education on population growth.
- 3.4 Others.

4. Population distribution:

- 4.1 Policy implications of population distribution and movement.
- 4.2 Policy implications of changing rural populations.
- 4.3 Policy implications of urban growth.
- 4.4 Immigration and emigration policy.
- 4.5 Others.

5. Present and past population policy:
 - 5.1 Sources and types of resistance to and support for population policy.
 - 5.2 International cooperation on population policies.
 - 5.3 Historical development of population policies.
 - 5.4 Public opinion and population policy.
 - 5.5 Implementation and administration of population policy.
 - 5.6 Others.
6. Zero population growth:
 - 6.1 Current prospects for zero population growth.
 - 6.2 Demographic consequences of zero or negative population growth.
 - 6.3 Economic implications of zero or negative population growth.
 - 6.4 Others.
7. Other themes.

APPENDIX III

LIST AND CLASSIFICATION OF DOCUMENTS

LIST AND CLASSIFICATION OF DOCUMENTS

A. List of Documents1. Documents presented at the Symposium on Population Policy for Argentina:

- B/1 Héctor P. CIAPUSCIO (Advisor of the National Security Council): "Política de Población para la Argentina: relevamiento de objetivos históricos."
- B/2 Angel FUCARACCIO (Economist, CELADE): "El control de la natalidad y el subdesarrollo: América Latina."
- B/3 Juan Carlos LERDA (demographer, CELADE): "Políticas de población en América Latina."
- B/4 Roberto MARCEMAR BOUTELL (sociologist, Director of the Sectorial Office for Development of Human Resources of the Ministry of the Interior, Director of the Department of Sociology of the Catholic University of Argentina): "Algunos objetivos de una política de población para la Argentina."
- B/5 Roberto MARTINEZ NOGUEIRA (Graduate in public administration, CIAP-ITDT): "Restricciones político-administrativas en el diseño y la implementación de políticas."
- B/6 Mario C. ROBIROSA (sociologist, CEUR-ITDT): "Migraciones internas, la distribución espacial de las oportunidades de empleo y las metas de justicia distributiva."
- B/7 Alejandro B. ROFMAN (economist, CEUR-ITDT): "Desarrollo industrial y mano de obra urbana: algunas hipótesis."
- B/8 Ana María ROTHMAN (demographer, CIS-ITDT): "Política de población en los países socialistas."
- B/9 Alberto SIREAU ROMAIN (sociologist, National Universities of Córdoba and Rosario): "Estructura diferencial de población a nivel provincial."
- B/10 Nilda SITO (sociologist, Fundación Bariloche): "La pérdida de población de las provincias argentinas y los mecanismos de identificación regional."

Note: Letter B is a key for "Buenos Aires", Letter M for "Mexico and letter C for "Caracas".

- B/11 Abraam SONIS (physician, Director of the School of Public Health of the National University of Buenos Aires): "Salud y población."
- B/12 Edmundo SUSTAITA (sociologist, coordinator of the Social Development Program of Patagonia, Ministry of Social Welfare): "Problemas de población en el desierto: el caso de la Patagonia."
- B/13 Mario E. ZIBECCHI (physician, Study on Health, Resources for Health and Medical Education, WHO-Government Secretariat of Public Health): "Salud, dependencia y crecimiento de la población" (in collaboration with Marta I. ROTHMAN and Arnaldo TORRENTS).

2. Documents presented at Session 6 of the Mexico Conference:

- M/1 W. BRAND (University of Leyden, Holland): "Política de Población para América Latina."
- M/2 Pedro CALDERAN BELTRAO (University of Vale do Rio dos Sinos, Porto Alegre, Brazil): "La Revolución democrática brasileña."
- M/3 Philander P. CLAXTON, Jr. (State Department, United States): "La política de los Estados Unidos respecto de los asuntos de población y planificación familiar. Dentro de los Estados Unidos y hacia los países en desarrollo."
- M/4 Thomás Pompeo DE SOUZA BRASIL NETTO: "La explosión demográfica y el desarrollo."
- M/5 Héctor CORREA (Department of Economics, Center for Population and Family Studies, University of Tulane): "Nota sobre el alcance y los métodos de la planificación de la población."
- M/6 Manoel Augusto COSTA (demographer, Instituto de Pesquisas Econômicas Aplicadas, Rio de Janeiro): "Política migratoria."
- M/7 Fernando Antonio REZENDE DA SILVA (Economist): "Aplicación de las políticas de población: Problemas y sugerencias."
- M/9 Jayme MAGRASSI DE SA (Banco Nacional de Desarrollo Económico de Brasil): "Control de Natalidad."
- M/10 Herman E. Daly (economist, Department of Economics Louisiana State University): "Bases marxista-maltusianas de la política económico-demográfica: sugerencia general con comentarios específicos sobre su relación con América Latina."

- M/11 Antonio do NASCIMENTO: "El Nordeste del Brasil y la Política de Población."
- M/13 Gerardo GONZALEZ-CORTES (Social-psychologist, CELAP): "Políticas de población y marginalidad social."
- M/14 Alfonso F. GREGORY and George MARTINE (Centro de Estatística Rel e Investigações Sociais, CEPAL, Rio de Janeiro): "Interrelaciones de los aspectos micro y macro sociológicos en las políticas de población."
- M/15 Pedro F. HERNANDEZ (sociologist, Latin American Studies Institute, Louisiana State University, U.S.A.): "Políticas de Población para el futuro latinoamericano."
- M/16 Jorge Iván HUBNER GALLO (Law Ph.D., Faculty Professor, Universidad de Chile, Facultad de Ciencias Jurídicas): "Bases para una política demográfica, con especial referencia a Hispanoamérica."
- M/17 J. William LEASURE and Jorge VELEZ TREJO (Maternal Assistance Clinic, FEDAC, San Isidro, California, U.S.A.): "Política de población en Latinoamérica."
- M/18 Joao LYRA MADEIRA (Centro Brasileiro de Estudos Demográficos): "Bases teóricas de una política demográfica."
- M/19 Fernando PEDRAO: "Antecedentes para políticas demográficas para América Latina."
- M/20 Gustavo PEREZ RAMIREZ (Instituto Colombiano de Desarrollo Social, ICODES): "La política de población en Colombia al término de la década del 60."
- M/22 Hernán ROMERO (physician, Universidad de Chile): "América Latina, Chile y las políticas de población."
- M/23 Clarence SENIOR (City University of New York): "Democracy, demography and development."
- M/24 T. LYNN SMITH (Institute of Commonwealth Studies, University of London): "Políticas de población en América Latina."
- M/25 Mario TRINDADE (Banco Nacional de Habitação, Brasil): "Políticas de población."

- M/26 Alberto M. PIEDRA: "El crecimiento de la población: ¿Tragedia o desafío?"
- M/27 Carlos SANZ DE SANTAMARIA (CIAP): "La crisis de la población"
- M/28 James W. ROBINSON (Professor of Industrial Relations, Polytechnical Institute of Virginia, U.S.A.): "Política de Población."
- M/29 José VERA (OEA): "Población y desarrollo: notas para una política de población en América Latina."
- M/30 Kingsley DAVIS (sociologist-demographer, University of California, Berkeley): "Orígenes de las deficiencias de los programas de población modernos."
- M/31 José D. EPSTEIN (BID): "Financiamiento externo y crecimiento demográfico."
- M/32 John SAUNDERS (Department of Sociology, University of Florida): "Política populacional e a América Latina."
- M/33 Mercedes B. CONCEPCION (Population Institute, University of Philippines): "Population Policy in the Latin American Context."
- M/35 Alberto VOLPI (CEPAL): "La población en las políticas de desarrollo."
- M/36 George C. ZAIDAN (Population Projects Department, International Bank for Reconstruction and Development, Washington): "A Framework for the Analysis of the Effect of Fertility Decline on Education Expenditures."
- M/(37) Carmen A. MIRO (sociologist, CELADE): "Política de población: ¿Qué? ¿Por qué? ¿Para qué? ¿Cómo?"^{1/}

3. Documents presented at the Caracas Seminar

- C/1 Roger VEKEMANS, S.J. (sociologist, CELAP): "Política de población: esbozo de status quaestionis."
- C/2 Juan Carlos Elizaga (demographer, CELADE): "Perspectivas demográficas en América Latina para el año 2000."2
- C/3 Marshall WOLFE (Sociologist, CEPAL): "Las políticas de desarrollo social y las políticas demográficas en América Latina."

1/ We numbered this work with this figure (37), because the Secretary of the Conference did not assigne it a number.

C/4 Leon TABAH (demographer, INED): "Metas y objetivos de una política de población en cuanto al ritmo de crecimiento y volumen de la población."

C/5 Gerardo GONZALEZ-CORTES (social-psychologist, CELAP): "Ideologías y políticas de población."

B. Classification of the documents presented to the Mexico Conference and to the Caracas Seminar

1. Areas of Research (classification by the Ford Foundation)^{1/}

- 1. 1/5
- 2. 2.4 M/1, M/4, M/5, M/11, M/18, M/23, M/31.
2.5 M/10, M/19, M/26, M/28, M/29, M/36.
- 3. 3.3 M/17
3.4 M/9, M/13; C/3
- 4. 4.3 M/6
4.5 M/7
- 5. 5.1 M/2, M/14, M/20; C/5
5.2 M/3
5.3 M/20, M/22, M/24, M/30, M/33
5.4 M/32
- 6. 6.1 C/4
- 7. M/15, M/16, M/25, M/27, M/35, M/(37); C/1, C/2

2. Population phenomena around which the studies are focused

-Dealing with population growth: M/1, M/2, M/3, M/4, M/5, M/9, M/10, M/11, M/13, M/14, M/16, M/17, M/18, M/19, M/20, M/23, M/25, M/26, M/27, M/29, M/30, M/31, M/32, M/33, M/36; C/1, C/2, C/3, C/4, C/5

-Dealing with internal migrations: M/6, M/7

-Dealing with both of these or other aspects: M/15, M/22, M/24, M/28, M/35, M/(37)

^{1/}See the complete classification in Appendix II. The subjects which are not treated in any document are omitted here.

3. Coverage

- Underdeveloped countries or all countries in general M/1, M/3, M/26, M/30, M/31
- Latin America M/9, M/13, M/16, M/17, M/24, M/27, M/28, M/29, M/32, M/33, M/35, M/(37); C/2, C/3, C/4, C/5
- Brazil M/2, M/4, M/6, M/10, M/11, M/14, M/25
- Colombia M/20
- Chile M/21
- Without references to specific communities M/5, M/7, M/15, M/18, M/19, M/23, M/36; C/1

4. Disciplinary approaches

- General M/3, M/11, M/20, M/22, M/23, M/25, M/27, M/32, M/33, M/(37)
- Demographic M/4, M/18, M/24, M/30; C/2, C/4
- Economic M/1, M/5, M/6, M/7, M/10, M/19, M/26, M/28, M/29, M/31, M/36
- Sociological (broad) M/2, M/9, M/13, M/14, M/15, M/17, M/35; C/3, C/5
- Philosophical and legal M/16; C/1

5. Stage in the population policy-making process

- Normative M/13, M/16, M/19, M/35, M/(37); C/1
- Definition of the problem and diagnosis M/1, M/3, M/4, M/6, M/10, M/11, M/26, M/27, M/28, M/29, M/31, M/33, M/36; C/2
- Objectives, goals and means M/2, M/5, M/6, M/7, M/9, M/15, M/17, M/18, M/22, M/30; C/4
- Obstacles and strategies M/14, M/25, M/32; C/5
- General M/13, M/20, M/23, M/24; C/3

6. Type of data utilized

- Primary sources M/13, M/14
- Secondary sources M/1, M/2, M/3, M/4, M/6, M/10, M/11, M/13, M/17, M/20, M/22, M/23, M/25, M/27, M/28, M/30, M/32, M/35, M/(37), C/2, C/4
- No data utilized M/5, M/7, M/9, M/15, M/16, M/18, M/19, M/24, M/26, M/29, M/31, M/33, M/36; C/1, C/3, C/5

7. Methodological contribution

-Yes M/5, M/7, M/10, M/15, M/18, M/36, C/4
-No The rest

8. Attitude in relation to the objectives of population policy

-In favour of a reduction in the birth rate M/1, M/2, M/3, M/4,
M/5, M/9, M/11, M/13, M/14, M/17, M/18,
M/22, M/23, M/25, M/27, M/28, M/30, M/32,
M/35, M/(37); C/2, C/4

-Opposed to birth-control M/16

-Deal with the subject without
giving position M/7, M/10, M/15, M/19, M/20, M/24, M/26,
M/35, M/(37); C/1, C/2, C/5

-In favour of spatial
redistribution M/6, M/28.