

BIBLIOGRAPHIC DATA SHEET

1. CONTROL NUMBER

PN-AAK-873

2. SUBJECT CLASSIFICATION (695)

PC00-0000-6310

3. TITLE AND SUBTITLE (240)

Family planning in the eastern Caribbean: a report on the formulation of population policy

4. PERSONAL AUTHORS (100)

Bouvier, Leon

5. CORPORATE AUTHORS (101)

Am. Public Health Assoc.

6. DOCUMENT DATE (110)

1982

7. NUMBER OF PAGES (120)

19 p.

8. ARC NUMBER (170)

9. REFERENCE ORGANIZATION (130)

APHA

10. SUPPLEMENTARY NOTES (500)

11. ABSTRACT (950)

12. DESCRIPTORS (920)

family planning
 population policy
 Caribbean
 socioeconomic development
 migrations.
 population growth

health services
 health delivery
 health training
 contraceptive information
 dissemination
 technical assistance

13. PROJECT NUMBER (150)

936590000

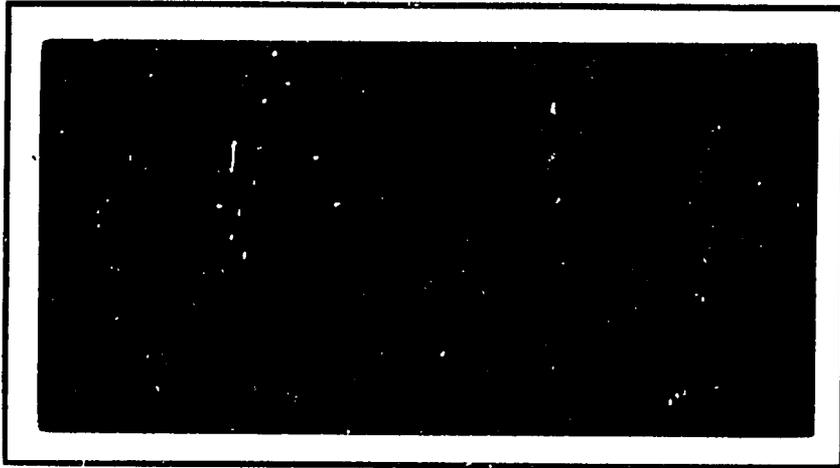
14. CONTRACT NO. (140)

AID/DSPE-C-0053

15. CONTRACT TYPE (14)

16. TYPE OF DOCUMENT (160)

PN-AAA-873



AMERICAN PUBLIC HEALTH ASSOCIATION
International Health Programs
1015 Fifteenth Street, N.W.
Washington, D.C. 20005

FAMILY PLANNING IN THE EASTERN CARIBBEAN:
A REPORT ON
THE FORMULATION OF POPULATION POLICY

A Report Prepared By:
LEON BOUVIER, PH.D.

During The Period:
NOVEMBER 30, 1981 - DECEMBER 11, 1981
JANUARY 1, 1982 - JANUARY 30, 1982

Supported By The:
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
(ADSS) AID/DSPE-C-0053

AUTHORIZATION:
Ltr. AID/DS/POP: 4/20/82
Assgn. No. 582130

C O N T E N T S

	<u>Page</u>
ABBREVIATIONS	ii
I. DESCRIPTION OF THE PROJECT	1
Policy Activity	1
A. Objectives	1
B. Demographic Policy Activity	2
1. Councils	2
2. Country Population Reports	3
3. Conference on the Effects of Population Growth on Socioeconomic Development	4
4. RAPID Presentations	5
5. Conference on Implementation of Population Policy	6
a. Migration Patterns and Policy	6
b. Social and Economic Development, Women's Roles, and Population Growth	7
c. New Approaches to Contraceptive Supply and Delivery Patterns	7
6. Final Meeting of the National Population Council	8
7. Training	8
8. Population Education	10
9. Dissemination of Information	10
C. Medical Policy	10
II. TECHNICAL ASSISTANCE: SUMMARY OF ANTICIPATED NEEDS	12
III. BUDGET	14

ABBREVIATIONS

AID	Agency for International Development
AID/W	Agency for International Development, Washington
BCSO	Barbados Central Statistical Office
CARICOM	Caribbean Commission
FP	Family Planning
GNP	Gross National Product
ISER	Institute for Social and Economic Research
ISPC	International Statistical Programs Center
LDC	Less Developed Country
PDP	Population and Development Project
RAPID	Resources for Awareness of Population Impact on Development
UWI	University of the West Indies

I. DESCRIPTION OF THE PROJECT

I. DESCRIPTION OF THE PROJECT

The purpose of the Population and Development Project (PDP) is to increase the knowledge, availability, and use of family planning (FP) methods in the Eastern Caribbean, particularly among teenagers. Two major activities are to be undertaken. One is informing and educating policymakers about the effects of population growth and helping these officials to develop policies that will ensure the success of FP programs. The other is improving FP services in countries in the region.

Policy Activity

A. Objectives

One of the sub-objectives of this project is to formulate national population policies--either implicit or explicit--in each of the countries where the project is under way. The regional implications of population growth and regional policy concerns, such as migration, will be investigated.

Population policy has been defined as "an explicit governmental statement which announces an intent to take some action about population growth, composition and distribution." But population policy need not be explicit. Implicit policies can be inferred from official attitudes on contraception, sterilization, abortion, the rights of adolescents to services, etc. It may not always be desirable to push for explicit policies. Often, more success can be achieved when policies are made implicit.

Is a population policy--whether implicit or explicit--the same as a family planning policy? Generally, it is agreed that a population policy should cover fertility, mortality, and migration; however, a government policy to relieve population pressures on a large scale through explicit encouragement of international migration is impractical. It is also unthinkable to consider a policy that encourages increased mortality to relieve population pressures. Fertility remains the most flexible principal variable which government policies can influence.

Realistically, the purposes of this project's policy activities are twofold: to inform and educate policymakers about population matters so that they will become more sensitive to the importance of demographic change for society, and to assist interested policymakers in framing new approaches to fertility by implementing policies and programs in family planning and contraceptive services and delivery. A concern for society

is, then, reflected in demographic policy, and a concern for the individual is reflected in medical and program-specific policies on family planning, contraceptive services, and delivery.

The goal of demographic policy is to inform and educate policymakers about population change. Similarly, the goal of medical policy is to inform and educate the health authorities--both those in public (governmental) and private practice--about new directions in family planning and contraceptive delivery, and to increase these persons' awareness of the wide variety of constraints on the delivery of such services. Generally, the governments in the Eastern Caribbean support family planning programs. National programs have been established in some countries; in others, support of family planning associations is manifest. Nevertheless, government commitment to and involvement in such programs varies according to perceived political expediencies.

There is an acceptance of family planning in the region. The need for family planning is acknowledged, and family planning activities are encouraged and supported, albeit passively. Despite the lack in every country of a stated or documented policy or goal for population growth, a foundation exists on which to build and consolidate a broad governmental consensus on family planning. Certainly, any process that leads to increased awareness of population and health issues will contribute ultimately to evaluation of medical policies as these relate to family planning, contraceptive delivery, and services.

B. Demographic Policy Activities

1. Councils

Each country will obtain assistance from CARICOM in establishing a national health and population council which will be responsible for developing an awareness about population-related problems and programs. The councils also will prepare appropriate policies.

The councils will be composed of intersectorial members concerned about or responsible for health and population-related activities, such as water, housing, agriculture, education, and planning. These councils will have five or six members who will meet semi-annually. The members will be responsible for distributing project materials to the appropriate government and non-government personnel, supplying lists of prospective participants for conferences, and recommending mid-level government employees for special training. They also will be expected to attend and participate in policy-related conferences.

The purposes of the semi-annual meeting will be to discuss possible changes in the attitudes of the leadership of the respective country toward population issues and to encourage additional activities in this direction. At these meetings, council members will be brought up-to-date on all projects.

Work to develop these country-level councils should begin as soon as the project agreement is signed. The work should be supervised directly by the CARICOM project officer, and organizational meetings should be held as soon as possible after the project has been approved.

The success of the entire policy section of the Population Development Project depends to a considerable extent on the cooperation of the respective councils. CARICOM has already begun to set in motion the organizational process to develop these intersectorial health and population councils. It will serve as the central intersectorial committee, which will be composed of the chiefs of the technical divisions of CARICOM, including education, planning, law, women-in-development, agriculture, etc.

2. Country Population Reports

To allow for wider dissemination of information on population matters, a series of reports on population growth patterns in each country where the project is under way will be prepared. The reports will be printed in a professional magazine-type format; charts, graphs, and the so-called "bullets" that highlight major findings will be featured aspects of design. The reports will be concise, informative, and as brief as possible so that policymakers and others will be able to readily understand the material. It is felt that these reports will contribute to increased awareness of population issues among policymakers and the general public. Press releases will be made available to the media. Publicity for the reports will be increased. The documents will be made available soon after the results of the 1980 national censuses have been made public.

Each country report will consist of three major sections: a summary of population changes since 1930; a summary of the findings from the 1980 census; and a series of alternative projections of population growth to the year 2030. Thus, the reports will examine 100 years of population growth. The historical section will include as much information as possible on birth and death rates, migration data, and available statistics, including changes in age composition. Because only basic data will be available from the 1980 censuses, the second section will necessarily be limited in scope. Changes since the 1970 censuses will also be discussed here. The third section will deal with population projections to the year 2030. Alternative projections based on variations in future fertility and migration in each country will be developed. Readers will note the impact of high fertility and how the built-in momentum for growth will operate over the next 50 years. The effects of continued migration on the population of certain countries will be illustrated graphically.

The University of the West Indies (UWI) and the Barbados Central Statistical Office (BCSO) are a logical choice of organizations to do most of the work on the monograph.

The University of the West Indies and BCSO will prepare the first and second sections of the report and determine the assumptions that will be used in the third section. Because there is a lack of computer software, which would permit rapid calculation of projections, actual projections and related narratives will be prepared elsewhere, under an ongoing contract with the Office of Population, Agency for International Development, Washington (AID/W).

The country reports are viewed as the starting point of efforts to inform and educate policymakers and others about population matters. They will be the basis for most of the policy work completed during the project. Preliminary projections prepared for AID for St. Vincent and the Grenadines have already contributed to heightening the interest of policymakers in that country. It is felt that a more attractive document based on up-to-date census data will spark similar interest in the other countries as well.

The country reports will be completed before the end of 1982. An exception may be the report for Dominica. Because that country's census was undertaken in 1981, tabulation of the results and production of the report may be delayed. Antigua has not taken a census since 1970. Special estimates and projections may have to be made for that country.

3. Conference on the Effects of Population Growth on Socioeconomic Development

A two-day conference on population change and its implications for social and economic planning will be convened and held in Barbados by late April, 1983.

This conference, the first of several, will concentrate on continuing the process of informing and educating policymakers and others. Presentations will, therefore, be oriented to a lay audience. Specific, detailed arrangements for the conference will be handled by the CARICOM project director and his staff. The conference will cover three areas. There will be a general discussion of the demographic situation in the region. An outside demographer will discuss the findings, using suitable illustrations. The implications of population change for the socioeconomic development of both the region as a whole and the individual countries will be examined. (One presentation will consider economic growth; education, resource use, etc., will be the subjects of other talks. Specialists from the Caribbean region will be invited to prepare the papers.) Examples will be used to illustrate country-specific applications of demographic change and their implications for socioeconomic development.

Members of the national population councils, as well as appropriate project staff from each country, will be invited to participate in the conference. In addition, a specific number of representatives from other non-project countries in the Caribbean will be invited to attend. The project will cover the travel expenses and per diem of invited guests and speakers.

The proceedings of the conference will be published and distributed to representatives of the Caribbean countries and to the media. Project staff will assist efforts to publicize the conference and the findings.

4. RAPID Presentations

After the April, 1983, conference, CARICOM will contact the national population councils to assess the level of population awareness in each country. Where appropriate, arrangements will be made to offer a RAPID presentation for the prime minister and other pertinent ministers.

The Futures Group, under a central contract with the Office of Population, AID, has developed a RAPID presentation designed specifically for small groups of high-level policymakers. To date, presentations have been made in more than 20 countries, usually to heads of state and senior ministers.

Briefly, a RAPID presentation involves the use of an Apple (or similar) computer and a television. Materials are prepared which illustrate graphically on a television screen the impact of changes in population growth on selected sectors of society. For example, in a typical presentation, the following might be analyzed (insofar as they are affected by variations in fertility and migration): amount of arable land per person, forestry resources, Gross National Product (GNP) per capita, investment development, labor force and job requirements, urbanization and urban housing, education, health services, water supply, and availability of food.

Upon completion of the presentation, the Apple microcomputer, with suitable software and instructions, is left in the country so that local statisticians and demographers can make presentations in the future. In many countries, the Apple computers have become an important tool and are used by national planners to collect and analyze statistical data. The project provides for technical assistance in the operation and use of microcomputers in statistical offices in countries where RAPID presentations are made.

RAPID presentations will be scheduled for the fall of 1983 in as many as five countries that have submitted requests. These presentations may contribute significantly to increased awareness of population problems at the highest levels of government.

Following the RAPID presentations, a regional meeting of the national population councils will be convened. Council members will be asked for their countries' reactions to population issues. The meeting will take place at a convenient site no later than December, 1983, and it will be chaired by the CARICOM project director.

5. Conference on Implementation of Population Policy

After the second meeting of the national population councils, some, if not all, project countries will be moving to formulate some kind of national population policy. At the second conference, to be held in April, 1984, the theme will be ways to limit population growth, if the countries involved conclude, on the basis of completed population projections, conferences, and presentations, that limited growth is necessary.

Chaired and organized by the CARICOM project manager, the conference will feature three seminars on the question of formulating policy to limit population growth. The titles of the three seminars will be:

- Migration Patterns and Policy
- Social and Economic Development, Women's Roles, and Population Growth
- New Approaches to Contraceptive Supply and Delivery Patterns.

Three topics will receive special attention. These are migration, delivery and use of contraceptive services, and the interrelationship of development and women's roles.

a. Migration Patterns and Policy

Movement in and out of a country contributes significantly to changes in the size of the population. Migration retards growth in the host country while simultaneously expanding the population in the countries to which people immigrate. It is becoming increasingly clear that more countries are placing legal restrictions on immigration. These include not only the major developed countries, such as the United Kingdom and the United States, but also many of the more developed countries, such as Barbados and Trinidad. Data on international migration are extremely

poor, probably the poorest of all collected vital statistics. These and other issues on migration will be addressed by Caribbean demographic and legal experts, statistical experts, and others. Technical assistance will be made available to improve legal, statistical, and demographic activities related to migration.

b. Social and Economic Development, Women's Roles, and Population Growth

The question of how "development" and changing women's roles have contributed to fertility decline has stirred considerable controversy. At this seminar, experts in the field, particularly those involved in changing women's roles, will discuss how improvements in the society, that is, additional education, more and better occupations for women, etc., can stimulate a desire for smaller families and thus lead to increased demand for family planning services. The Institute for Social and Economic Research (ISER), UWI, and WAND will be asked to assist the CARICOM project office and the Office of Women in Development in organizing this seminar.

c. New Approaches to Contraceptive Supply and Delivery Patterns

Migration and improvements in the status of women can help to reduce fertility and lower the rate of population growth. Nevertheless, family planning and use of contraceptives--an issue addressed directly by other sectors of the project--remain the principal methods for achieving immediate results.

The goal of population policy is to determine how to lower a crude birth rate over a stated period of time. A specially developed computer program, TABRAP, developed by the Population Council, enables policymakers to estimate how many contraceptors will have to be added in subsequent years and what kinds of contraceptives will have to be used (and, in turn, what increased demand will be for these products) to attain a stated lower level of fertility. The figures indicate whether or not a particular plan to reduce fertility is realistic. TABRAP has been found to be an extremely

useful planning tool for social, economic, and population planners; it enables them to develop targets and implementation plans for family planning programs.

A specialist will prepare a TABRAP analysis for each of the project countries where rates of contraceptive prevalence have been surveyed, and (s)he will be asked to present the findings at the third seminar. Caribbean family planning leaders will participate in the seminar and comment on the results of the analysis and subsequent projected targets and implementation plans. This final seminar will be a useful device to link the policy-specific activity to service-delivery activity.

6. Final Meeting of the National Population Council

Shortly after the second conference ends, a final meeting of all the national population councils will be convened and chaired by the CARICOM project manager. At this time, efforts will be made to evaluate the success of demographic policies that have been implemented. It will be determined whether or not projected targets have been reached.

7. Training

In meetings held throughout the Eastern Caribbean region, it has become clear that demographic data are deficient. There is a lack of both adequate data and trained personnel to both produce and analyze the statistics. Whether the data are on birth rates, contraceptive prevalence, or migration, meaningful conclusions cannot be made if the denominators needed to construct rates are unreliable. A significant portion of this section of the Population and Development Project addresses this kind of problem.

Direct involvement in censuses is outside the scope of the project. However, were personnel trained in the various phases of census enumeration, household surveys, and demographic and statistical techniques, future enumerations (whether censuses or surveys) would be conducted better and analysis of the data would be improved. The goal is to improve the quality of performance of the various census statistical offices in the countries where the project is operating.

Funded by a central RSSA with AID/W, the International Statistical Programs Center (ISPC) of the U.S. Bureau of the Census will offer six, one-week workshops in 1982 and 1983. These workshops will be held at

various locations in the Eastern Caribbean. Each project country will be invited to send two participants to each workshop. Travel expenses and per diem will be covered by the project.

The International Statistical Programs Center has conducted training programs for foreign statisticians for more than 30 years. Through these programs, the ISPC has contributed substantially to statistical development in many countries. The programs (conducted under the auspices of AID) serve the urgent and changing needs of developing countries for trained personnel to collect, process, and analyze statistical data. A number of the chief statistical officers in the Eastern Caribbean are former graduates of the ISPC's twelve-month program.

An important objective of the workshops will be to help establish an ongoing, short-term training program for new personnel. The training of statistical officers as instructors and the preparation of training materials will be essential parts of the program. After 1983, the training programs will continue under the project, but they will be conducted by local instructors trained by the ISPC, and not by the organization's international teaching staff.

The six ISPC workshops will cover statistical techniques; techniques of demographic analysis; analysis of data; sampling design; survey planning; and data processing, including the use of calculators and micro-computers. During the first two years of the project, trained instructors from the ISPC will conduct the workshops, in coordination with the Barbados Central Statistical Office. The BCSO will direct the six additional workshops to be held in 1984 and 1985.

CARICOM's project director and his staff will arrange the time and location of, and select the topic for, each workshop as well. Sufficient time will be allowed to enable the national population councils to recommend staff to attend the workshops.

Twelve workshops will be offered through the Population and Development Project. Six will be conducted by ISPC instructors and six will be directed by BCSO instructors. If it is assumed that approximately 12 persons will attend each workshop, then 144 people will receive additional training. In most circumstances, one participant will return for many workshops, in accordance with the wishes of the participant's country.

The need for properly trained statisticians is crucial in most less developed countries (LDCs) in the Eastern Caribbean. This program will contribute significantly to meeting this need and will lay the groundwork for ongoing workshops for years to come.

8. Population Education

The development of a demographically literate society depends to a considerable extent on how much about the subject of population is taught in the schools. Participants at meetings held in numerous Eastern Caribbean countries agreed that population education should be included in the formal education system at both the elementary and secondary levels. The Population and Development Project will prepare materials in population. Materials designed especially for the region will be prepared under a CARICOM contract. The Office of Education at CARICOM will be responsible for assisting schools in incorporating these materials into geography courses.

9. Dissemination of Information

The process of informing and educating policymakers in and out of government about population is continual. Every avenue available that might contribute to increased demographic literacy should be pursued.

During the life of the project, the CARICOM project director will monitor all opportunities to disseminate information. Particularly relevant forums are professional and political conferences, such as the Caribbean Statistical Association's conference and the forthcoming Population Parliamentarians' Meeting, which will be held in Brazil. Presentations by the project director, or other experts familiar with the project, could be made at some of these conferences and before other interested societies as well.

The media will be kept abreast of the activities of the project to ensure a steady stream of positive publicity on radio and television and in the press.

C. Medical Policy

If the medical profession (which controls contraceptive technology) agrees with national and regional policy objectives, and reviews and structures its own medical policies and practices to facilitate the delivery of family planning services, both to current users and those in need of additional services, the implementation of population policies is made easier.

A review of existing policies and practices as they relate to the provision of family planning services indicates that there is considerable variation within the region and that, in many instances, current medical practices are detrimental to the effective operation of a broad

service program and the availability of services to special target groups, especially adolescents. The objective of this element of the project will be to make medical practitioners aware of the most recent scientific findings on contraceptive methods and techniques and to help them to formulate medical policies that are appropriate to the needs of their countries and clients.

To effect changes in medical policies and protocol in the Caribbean, a steering committee will be appointed and two regional seminars and 20 national seminars on FP policies will be arranged.

The steering committee, which will consist of perhaps five persons, will have to be named soon after the project is approved. The project will provide funds for short-term observation and training in medical policy and FP delivery systems for as many as 12 persons.

The medical practitioners who are members of the committee will meet initially for two days in Barbados to organize the first regional seminar on FP policies, which will be held during the first year of the project. This seminar will include 20 doctors, nurses, and FP administrators. The purpose of the seminar will be to identify and discuss issues on FP policy and protocol with internationally-known obstetricians and gynecologists and experts in contraceptive technology. The results of the regional seminar will be used to plan a national seminar, which also will be held in Barbados during the first year of the project. Thirty persons, including a mix of prominent doctors, nurses, educators, and community leaders, will be expected to attend. The national seminar in Barbados will become the "model" for the 10 two-day national seminars which will be held in Year 2.

The other national seminars will attract medical practitioners from institutions within the region, such as CARICOM and UWI, who will have participated in the regional seminar and the national seminar in Barbados.

The process will be repeated in Year 2 and Year 3 (except for the special national seminar in Barbados). (The steering committee will meet and the second regional seminar will be held in Year 2. Ten national seminars are scheduled for Year 3.) As the need is identified, short-term observation and training will be made available to 10-12 persons over the three years.

Training and the development of medical policy will be the responsibility of the Health Secretariat of CARICOM. This work will be done in collaboration with the Department of Obstetrics and Gynecology of the University of the West Indies in Jamaica.

II. TECHNICAL ASSISTANCE: SUMMARY OF ANTICIPATED NEEDS

II. TECHNICAL ASSISTANCE: SUMMARY OF ANTICIPATED NEEDS

A considerable portion of the population policy segment of the Population Development Project deals with demographic matters. Thus, CARICOM occasionally will need technical assistance in demographics.

Some areas where such assistance will probably be needed are described below.

1. NPC Regional Meetings

Without some demographic input, it may be difficult to illustrate the relationship between population change and societal issues. A demographer might be invited to address the health and population council.

2. Conferences

Presentations at conferences are extremely important. Proper experts must be recruited. Advice about appropriate speakers must come from other professionals in the field.

3. RAPID Presentations

After RAPID specialists have made a presentation to senior policymakers, questions sometimes arise about other relationships that may develop as a result of population growth. Some demographic expertise will be needed to answer questions emanating from the highest levels of government.

4. General Inquiries

Any success in increasing awareness among the general public, and policymakers in particular, will generate questions about demographic matters. Many of these questions will be asked by the media. They will range from the simple to the complex. CARICOM should have access to demographic experts who can provide rapid responses to such queries.

5. Presentations at Other Meetings

Some success has been achieved in increasing awareness; thus, the project will undoubtedly become well known in and outside the Eastern Caribbean region. CARICOM may begin to receive requests for speakers to address conferences, meetings, business organizations, labor unions, etc. A list of qualified experts who can speak on various population-related issues should be available. CARICOM should make every effort to honor appropriate requests for speakers.

In sum, it can be anticipated that technical assistance from professional demographers will be needed. The more successful the population policy section is, the more likely it is that these professionals will be valued for their technical expertise.

III. BUDGET

III. BUDGET

Table 1 presents, by line item, the population policy budget. Figures for CARICOM administration are included. Table 2 is a presentation of the medical policy budget.

Table 1
POPULATION POLICY BUDGET

1. National Population Councils, 3 Regional Meetings (30 Persons, 1 Day and 1 Night; Meet in Various Locations; Travel, \$130; Per Diem, \$100)	\$ 20,000
2. Country Reports, 7, 500 copies each	60,000
3. Conference on Population Growth and Socioeconomic Development, 60-80 People (1 Night, Barbados; Travel Expenses and Honoraria for Papers)	20,000
4. Conference on Social Factors' Influence on Population Growth, 60-80 People	20,000
5. RAPID Presentations, 4-5	75,000
6. TABRAP Data Development, 5 Countries	25,000
7. Training Workshops, 12 Weeks*	65,000
8. Population Education Materials	10,000
9. Consultant, Technical Assistance, Travel, Presentation at Meetings	50,000
Subtotal	<u>\$345,000</u>

CARICOM ADMINISTRATION

Assistant Director, Medical, \$25,000 x 3 Years**	75,000
Half-Time Assistant Director, Administration, \$10,000 x 3 Years	30,000
Clerk-Typists, 2, 4 Years	32,000
Subtotal	<u>\$137,000</u>
TOTAL	<u>\$482,000</u>

* Included in training budget.

** Includes administrative duties and medical policy (see Table 2).

Table 2
MEDICAL POLICY BUDGET

Steering Committee Meetings (2)	\$ 7,000
Regional Seminars (2)	12,000
Barbados Seminar	6,000
National Seminars (20)	<u>90,000</u>
TOTAL	<u>\$115,000</u>
