

THE A.I.D. POPULATION AND FAMILY PLANNING PROGRAM—GOALS, SCOPE, AND PROGRESS

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The first official public recommendation that the United States Government provide assistance, on request, to help nations deal with their population problems, was the Report of President Eisenhower's Committee to Study the United States Military Assistance Program, chaired by General William H. Draper, Jr.¹ That report, when issued in 1959, was greeted with criticism and was disavowed by the president.

Yet hardly three years later (December, 1962) a State Department official² in a major speech before the United Nations General Assembly, offered such assistance openly, and shortly thereafter (April, 1963) this position was affirmed by the late President Kennedy.³

In January, 1965, President Johnson announced, "I will seek new ways to use our knowledge to help deal with the explosion in world population and the growing scarcity in world resources,"⁴ and under that mandate the Agency for International Development began its program of assistance for population and family planning in the developing countries.

During the three years since that time, A.I.D. has emerged as the largest single

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¹ W. H. Draper, Jr., *et al.* The Population Question. In the Composite Report of The President's Committee To Study the United States Military Assistance Program (Washington, D.C.: August 17, 1959).

² Richard N. Gardner, "Economic Development, and the United Nations," *Department of State Bulletin*, Vol. 48, No. 1228 (January 7, 1963).

³ John F. Kennedy, President, Press Conference of April 24, 1963, *New York Times* (April 25, 1963), page 15.

⁴ L. B. Johnson, President, State of the Union Message to the U.S. Congress, January 5, 1965.

resource for helping less-developed countries plan and implement population and family planning studies, action and training programs.

A.I.D. dollar assistance to population and family planning programs in developing countries has increased from \$2.1 million in FY 1965 to \$34.7 million in the fiscal year ending June 30, 1968, plus local currencies in 1968 valued at \$50 million, generated by U.S. food aid. For the current fiscal year (1969), the Congress has increased to \$50 million the funds earmarked for population and family planning within the Foreign Assistance Act.

EVOLUTION OF THE A.I.D. POPULATION AND FAMILY PLANNING PROGRAM

A.I.D. assistance in this new field was initially concentrated on strengthening educational and research institutions, both in the U.S. and in developing countries, to provide the manpower and leadership urgently needed for rapid development of effective population/family planning programs in developing countries.

During 1965 grants were made to the University of North Carolina and to Johns Hopkins University for establishment of population centers; to other U.S. and Latin American institutions for population studies, to the International Planned Parenthood Federation and The Population Council for augmentation of their activities, especially in Latin America; and to a number of organizations and institutions for special studies and conferences.

In 1966 the U.S. Congress indicated its support of assistance to voluntary family planning efforts overseas in two laws: both the Foreign Assistance Act of 1961, as amended, and the Food for Peace Act of 1966 added new specific provisions concerning the use of United States owned or

controlled foreign currencies, largely accrued through sale of United States commodities abroad, to assist family planning programs in countries requesting such help.

At the end of 1966, the Secretary of State, the A.I.D. Administrator, the Acting Director of the Peace Corps and the Director of the U.S. Information Agency, in a joint policy statement, announced that their agencies would give high priority to programs designed to limit excessive rates of population growth and to increase food production. U.S. Ambassadors and Mission Directors were instructed to consider the problems and requirements of the population crisis among their principal concerns and responsibilities.

Early in 1967 the pace quickened. President Johnson established the Office of War on Hunger within A.I.D. to focus increased attention toward solution of the problems of population, food production, health and nutrition. Therewith the Population Branch of the Health Service metamorphosed into the Population Service, with increasing capability to provide leadership and technical guidance for A.I.D.'s work in the population field.

Simultaneously, an increase in the staff of the Population Service from 4 to 28 was authorized, followed by increases in the population staff of the Regional Bureaus/Washington and in the USAID Missions abroad. Population officers were designated in all country missions and posts. By the end of fiscal 1968 there were 55 professional personnel in A.I.D. devoting all or most of their time to population and family planning activities.

Another fundamental advance in U.S. assistance was made in 1967 with adoption of an A.I.D. policy making contraceptives eligible for financing in assistance programs,^{5, 6, 7} and thus enabling the

⁵ "U.S. Ready To Give 'The Pill' to Poor Nations," *The Baltimore Sun* (April 6, 1967).

⁶ *Guidelines for Assistance to Population Programs*, M. O. 1612.57 (Agency for International Development, September 15, 1967).

Agency to offer a full spectrum of assistance to family planning programs.

On September 15, 1967, A.I.D. issued its *Guidelines for Assistance to Population Programs*, stating the policies, objectives, operating principles, priorities, and procedures which would guide its assistance efforts in this field.

The fundamental principles upon which A.I.D. population policy is based are:

(1) Help is given to country programs in response to specific requests. It is to stimulate and supplement a country's own efforts.

(2) Programs eligible for assistance are those in which individual participation is wholly voluntary and in which each individual is free to choose from among available methods those methods of family planning in keeping with his or her beliefs, culture, and personal wishes.

(3) A.I.D. does not advocate any specific population policy for another country, nor any particular method of family planning. Its aim is to provide needed assistance upon request so that people everywhere may enjoy the fundamental freedom of controlling their reproduction, health, and welfare as they desire.

KINDS OF ASSISTANCE AVAILABLE

A.I.D. provides assistance for many facets of population and family planning programs. Assistance is extended for staff training within the cooperating country, in U.S. institutions and in third countries. In addition, aid may include provision of essential program commodities such as contraceptives, help in establishing and equipping facilities, equipment for such needs as transportation and education, and help in meeting research, evaluation, and information needs.

Such help may be made available through grants or loans, or both, including dollars for purchase of commodities in the United States and local currency grants for program purposes.

⁷ "Population Control: U.S. AID Program Leaps Forward," *Science* 159:615 (9 February 1968).

The keystone completing the development of a sound foundation for an effective A.I.D. population and family planning assistance program was provided by Congress in Title X of the Foreign Assistance Act of 1967, signed into law January 2, 1968.^{8, 9} This law states that:

It is the sense of Congress that, while every nation is and should be free to determine its own policies and procedures with respect to problems of population growth and family planning within its own boundaries, nevertheless, voluntary family planning programs to provide individual couples with the knowledge and medical facilities to plan their family size in accordance with their own moral convictions and the latest medical information, can make a substantial contribution to improve health, family stability, greater individual opportunity, economic development, a sufficiency of food, and a higher standard of living.

To carry out the intent of Congress as expressed above, the President is authorized to provide assistance for programs relating to population growth in friendly foreign countries and areas, on such terms and conditions as he shall determine, to foreign governments, the United Nations, its specialized agencies, and other international organizations and programs, United States and foreign non-profit organizations, universities, hospitals, accredited health institutions, and voluntary health or other qualified organizations.

In carrying out programs authorized in this title, the President shall establish reasonable procedures to insure, whenever family planning assistance from the United States is involved, that no individual will be coerced to practice methods of family planning inconsistent with his or her moral, philosophical, or religious beliefs.

As used in this title, the term 'programs relating to population growth' includes but is not limited to demographic studies, medical, psy-

chological, and sociological research and voluntary family planning programs, including personnel training, the construction and staffing of clinics and rural health centers, specialized training of doctors and paramedical personnel, the manufacture of medical supplies, and the dissemination of family-planning information, and provision of medical assistance and supplies.

Of the funds provided to carry out the provisions of Part I of this Act for the fiscal year 1968, \$35,000,000 shall be available only to carry out the purposes of this title and, notwithstanding any other provision of this Act, funds used for such purposes may be used on a loan or grant basis.

Following passage of this important legislation and its signature by President Johnson, A.I.D. Administrator Gaud cabled all Missions on January 13, 1968, that "all practicable steps" must be taken to facilitate development and approval of projects and programs, "while avoiding any form of coercion." Calling for sound and imaginative assistance efforts, he said, "It is my purpose to see that Congressional intent is carried out to the fullest."

He further asked that country governments be fully informed of the purpose and scope of the legislation . . . that local private groups interested in population matters be made aware of this new U.S. opportunity to assist them . . . and that Mission staffs and cooperating country personnel define the population problem and propose effective programs to bring family planning to substantial segments of the population in forms acceptable to governments and people, and stressed that family planning will be a continuing major preoccupation of U.S. foreign assistance.

A.I.D. EXPENDITURES FOR POPULATION AND FAMILY PLANNING

The sudden increase in funds available for the A.I.D. population and family planning program, from \$4.7 million in FY 1967 to \$35 million in FY 1968, has produced a great surge of activity in this field. The ways in which these funds have been used indicate, to a large extent, the

⁸ *Population Program Assistance* (Agency for International Development, Office of War on Hunger, Population Service, 1968).

⁹ *Population Crisis*, Hearings before the Subcommittee on Foreign Aid Expenditures of the Committee on Government Operations, United States Senate, Ninetieth Congress, Second Session, on S. 1676, February 1, 1968 (Washington, D.C.: U.S. Government Printing Office, 1968).

strategy and scope of the Agency's population and family planning assistance program.

Among the many actions taken by A.I.D. during fiscal 1968 to develop an effective population and family planning assistance program, the following are especially noteworthy:

Program and project grants to qualified private and voluntary organizations to expand their clinical, educational, and pilot programs—programs which are often the pacesetters for later governmental effort. These grants include: \$4 million to the International Planned Parenthood Federation to assist indigenous family planning associations and to provide needed contraceptives and supplies in more than 35 developing countries; \$1.75

million to The Population Council to expand its postpartum program in the large maternity hospitals of developing countries and for other activities in East Asia and Latin America; \$1.3 million to The Pathfinder Fund to augment its capacity to provide small grants, including contraceptives and other commodities, in support of incipient family planning activities in many developing countries.

Basic support grants to universities for Population Centers which combine both research and training within a multidisciplinary approach to the population program. These grants, which include \$4.95 million to the Universities of North Carolina, Johns Hopkins, and Michigan over the next five years and \$1 million for the East-West Center in Hawaii, provide a

Table 1.—SUMMARY OF A.I.D. DOLLAR OBLIGATIONS FOR POPULATION STUDIES AND FAMILY PLANNING PROGRAMS, 1965-68

	Fiscal year			
	1965	1966	1967	1968
Nonregional:				
Population Service, Office of War on Hungar.....	\$796,662	\$718,479	\$525,883	\$10,513,275
Office of Program and Policy Coordination.....				109,739
Office of International Training.....	38,045	93,103	41,055	38,201
AID/other.....	58,214	60,636	405,000	434,880
United Nations.....			300,000	500,000
Nonregional total.....	892,921	872,218	1,271,938	11,596,095
Latin America:				
Country missions.....	92,000	141,000	1,410,000	5,456,545
Regional projects.....	1,105,000	565,000	914,000	2,468,111
Latin America total.....	1,197,000	706,000	2,324,000	7,924,656
Near East-South Asia:				
Country missions.....		\$3,600,000	337,000	\$9,060,699
Regional.....				655,000
NESA total.....		\$3,600,000	337,000	\$9,715,699
Africa:				
Country missions.....	9,600	8,610	4,050	404,600
Regional.....			30,000	262,000
Africa total.....	9,600	8,610	34,050	666,600
East Asia:				
Country Missions.....	35,000	77,000	334,000	3,474,900
Regional.....			350,000	1,325,000
East Asia total.....	35,000	77,000	684,000	4,799,900
Vietnam:			50,000	50,000
OVERALL SUMMARY				
Country and regional total.....	\$1,241,600	\$4,391,610	\$3,429,050	\$23,156,855
Nonregional total.....	892,921	872,218	1,271,938	11,596,095
Grand total.....	2,134,521	5,263,828	4,700,988	34,752,950

‡ This amount was a development loan for Turkey's family planning program.

§ Includes a \$2,700,000 loan for India's family planning program.

Table 2.—A.I.D. PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
NONREGIONAL				
Population dynamics unit: Grant to Johns Hopkins University to establish an academic unit within the Division of International Health, with the objective of increasing the effectiveness of population and family planning programs through developing needed manpower in population and related disciplines; designing improved procedures for program implementation and assuring that consultants are available when needed. Office of War on Hunger, Population Service. Project 931-11-570-813; csd-841	475,264			
Center for population studies: Grant to University of North Carolina to establish the Carolina Population Center to provide both short- and long-term training facilities, and consultative services to AID for the development and implementation of population programs. Office of War on Hunger, Population Service. Project 931-11-570-814; csd-1059	267,904			
Training program for vital statistics and measurement of population change: PASA 2 with National Center for Health Statistics, U.S. Public Health Service, to develop and administer a training program in vital statistics registration, and analysis and estimation of current population change, including both operational and academic training. Office of International Training. Project 915-11-570-038; IT-1-68	25,895	65,300	41,055	38,201
Support to regional conference: Grant to International Planned Parenthood Federation to assist in supporting the Western Pacific Regional Conference held in Korea, May 1965. Office of Technical Cooperation and Research. Project 946-11-590-735; csd-825	2,330			
Training resources for nurses and midwives. PASA 2 with Children's Bureau, Welfare Administration HEW, to develop and administer a training program for foreign nurses, nurse-midwives, and professional midwives. Office of International Training. Project 915-11-990-039; TCR-12-65	12,150	27,803		
Study of the effect of population growth on AID goals: Contract with the University of Pittsburgh to prepare a report on the impact of alternative foreseeable population trends upon economic development prospects and assistance needs of less developed countries, utilizing data for Pakistan. Former Office of Technical Cooperation and Research. Project 946-11-599-735; csd-751	11,000			
Conference on population dynamics: Contract with Johns Hopkins University to conduct a conference to orient selected AID personnel in the broad field of population dynamics, including planning and implementation. Former Office of Technical Cooperation and Research. Project 946-11-590-735; csd-833	12,684			
Demographic studies: PASA 2 with U.S. Bureau of Census to prepare a report on the population of Pakistan to include population projections, demographic data, and analysis. Former Office of Technical Cooperation and Research. Project 964-11-590-735; TCR-3-65	27,400			
Development of methodology for estimating birth rates, death rates, and population changes from interview data: Research PASA 2 with National Center for Health Statistics, U.S. Public Health, to develop techniques and methodology by which birth and death rates, and population changes can be estimated from interview data in situations where no detailed census information is available, and where no registration, or incomplete registration, is in effect. Office of War on Hunger, Population Service. Project 931-17-570-450; RA-1-66		64,023		
Evaluation of family planning programs: Contract with the Population Council to develop standard criteria and procedures of evaluation in large-scale family planning programs, including work on improving sampling methods for collection of vital statistics, preparation of a KAP manual and an evaluation methods manual, in order to provide a sounder basis for program guidance in population programs. Office of War on Hunger, Population Service. Project 931-11-580-815; csd-1185		329,900		
Family planning studies unit: Grant to University of Hawaii to establish a family planning studies unit within the School of Public Health to provide training facilities for foreign participants; develop and conduct both short- and long-term courses; and develop and maintain institutional capacity to provide consultant and advisory services related to family planning. Office of War on Hunger, Population Service. Project 931-11-570-822; csd-1439		325,556		
Revision of demographic methods handbook: PASA 2 with the U.S. Bureau of the Census to prepare a book on statistical methods for demographers that will be a complete revision of an out-of-print text prepared in 1951. When completed, this book will fill a demand from demographers and statisticians who are designing and implementing national censuses and surveys, and analyzing data, and serve as a basic text for training of foreign demographers. Office of War on Hunger, Population Service Project 931-11-570-802; WOH(CA)-7-67			27,657	58,357

See footnotes at end of table.

Table 2.—Continued

AID PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
NONREGIONAL—Continued				
Evaluation studies of an international post partum family planning program: Research contract with the Population Council to test, through a large-scale experimental project, the effectiveness of the Council's international post partum family planning program of providing family planning education and techniques to mothers following childbirth in large hospitals. Office of War on Hunger, Population Service. Project 931-17-580-479; csd-1565.			300,000	
Prototype pamphlets on family planning programs: Contract with Jay Richter & Associates to provide an informational pamphlet on AID's population program assistance, and a program data bulletin prototype for future use. Office of War on Hunger, Population Service. Project 946-11-590-735; csd-1498.			\$3,000	
Research on family planning; family planning evaluation center: Research contract with the Pathfinder Fund to establish a family planning evaluation center to analyze part of data collected from 71,900 women in 82 countries who have been provided with IUD's. The study of the effectiveness of a variety of devices and methods is a basic part of this research. Office of War on Hunger, Population Service. Project 931-17-580-478; csd-1573.			194,060	
Grant to International Planned Parenthood Federation: A grant for the purpose of increasing the International Planned Parenthood Federation's support of family planning organizations and projects in less developed countries to be specified by AID, and of providing for grantees' purchase of U.S. commodities such as contraceptives, medical supplies, vehicles, and audiovisual and office equipment, as required to support approved projects. Office of War on Hunger, Population Service. Project 931-13-580-801; csd-1837.				3,500,000
Proceedings of population symposium: Contract to edit proceedings of population symposium of the Pacific Science Congress, held in Tokyo in August 1966. Office of War on Hunger, Population Service. Project 931-11-590-003, 3140403.				12,801
Stimulation of family planning services: Grant to the Pathfinder Fund to augment its capacity to make small grants in selected countries in order to initiate family planning activities, including provision of contraceptive services. Office of War on Hunger, Population Service. Project 931-13-580-807; csd-1870.				700,000
Cost-benefit analysis and evaluation of family planning programs: Contract with Pennsylvania State University to provide guidelines for evaluating performance of ongoing family planning programs through application of rigorous, but simple, cost-benefit analysis. Office of War on Hunger, Population Service. Project 931-11-570-806; csd-1884.				91,655
Study of multivariate factors influencing fertility, phase I: Contract with Harvard University to study in several countries with distinct cultures, the degree to which changes in the level of living, fertility, and mortality are interdependent. Phase I will permit development and pretesting of the questionnaire. Office of War on Hunger, Population Service. Project 931-13-570-818; csd-2153.				60,909
International postpartum family planning program: Grant to the Population Council to support the rapid expansion of the post-partum concept of family planning to as many large maternity hospitals in the LDC's as cooperation and funds will allow. Office of War on Hunger, Population Service. Project 931-11-580-812; csd-2155.				500,000
Development center population project: Grant to the Organization for Economic Cooperation and Development (OECD) to support the establishment of population activities at the OECD Development Center. Office of War on Hunger, Population Service. Project 931-11-570-827; csd-2166.				109,000
Rationale for population studies: Contract with the National Academy of Sciences to organize a series of study sessions to define optimal population policies for economic and social development which may guide policy formulation by AID and cooperating countries. Office of War on Hunger, Population Service. Project 931-11-570-817; csd-1925.				72,000
New Florencia workshops: PASA's with Bureau of the Census directed to the improvement of the 1970 censuses in the LDC's by the creation of a 1970 population and housing census procedure model for developing countries; and by the promotion of and instruction in the use of the model through a worldwide workshop program. Office of War on Hunger, Population Service. Project 931-11-570-808; WOH(CA)-9-68.				15,454
International training seminar in communication aspects in family planning programs: Contract with University of North Carolina to plan and conduct a seminar in the fall of 1968 to provide family planning information leaders from the NESEA, East Asia, and Vietnam areas with intensive 2 weeks' training in structuring and carrying out of communication support for family planning. Office of War on Hunger, Population Service. Project 931-11-580-809; csd-1914.				76,210

See footnotes at end of table.

Table 2.—Continued

AID PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
NONREGIONAL—Continued				
FSI course on population matters: Agreement with Foreign Service Institute to organize and conduct a 1-week course on population matters for senior State, AID, USA, and Peace Corps personnel. Office of War on Hunger, Population Service. Project 931-11-570-833.				6,200
Demographic services: PASA ² with Bureau of the Census to develop an adequate demographic data system and the machinery by which data may be evaluated, stored, and rapidly retrieved at reasonable cost. Office of War on Hunger, Population Service. Project 931-11-570-810; WOH(CA)-10-68.				16,657
Laboratories for population studies, phase I: Contract with University of North Carolina to prepare detailed proposals for establishing 2 or more population studies laboratories overseas, to provide the infrastructure for testing various population measurement instruments and techniques and for obtaining pertinent statistical information under controlled population conditions. Office of War on Hunger, Population Service. Project 931-11-570-825; csd-2161.				61,360
Institutional grant to the University of North Carolina: Grant made under authority of sec. 211(d) of Foreign Assistance Act of 1966 and designed to develop within the University of North Carolina specialized competency in the population and family planning field. Office of War on Hunger, Population Service. Project 931-13-570-102; csd-1940.				2,400,000
Institutional grant to Johns Hopkins University: Grant made under authority of sec. 211(d) of Foreign Assistance Act of 1966 and designed to develop within Johns Hopkins University specialized competency in the population and family planning field and in international health. Total amount of grant \$1,800,000 of which \$1,300,000 is intended for development in the population and family planning field. Office of War on Hunger, Population Service. Project 931-11-570-101; csd-1939.				1,300,000
Institutional grant to the University of Michigan: Grant made under authority of sec. 211(d) of Foreign Assistance Act of 1966 and designed to develop within the University of Michigan specialized competency in population planning in developing nations. Office of War on Hunger, Population Service. Project 931-11-570-110; csd-2171.				1,250,000
Research for development of a once-a-month birth control pill: Research contract with the Worcester Foundation for Experimental Biology to support research aimed at development of a once-a-month pill. Office of War on Hunger, Population Service. Project 931-17-580-493; csd-2169.				108,500
Technical support: This activity provided funds to cover consultants' expenditures and other costs incurred in connection with 2 population workshops held in Africa in August 1967 under joint sponsorship of Bureau for Africa and the Office of the War on Hunger and the costs of a survey by a 3-man team to assist various missions in Africa in developing their initial population/family planning programs. Miscellaneous requisitions for films and literature are also included. Office of War on Hunger, Population Service. Project 931-11-590-002.			1,226	42,032
Human fertility patterns, determinants and consequences: Research contract with Rand Corp. for a comprehensive analysis of and report on the determinants and consequences of human fertility patterns with broad reference to formation of AID policy in LDC's. Office of Program and Policy Coordination. Project 931-17-570-824; csd-2151.				142,925
Population/economic growth analysis presentation: Contract with General Electric Co. to formulate suitable analytical models to assist USAIDs and host country organizations analyze certain consequences of differences in birth rates and other demographic rates. Office of Program and Policy Coordination. Project 901-13-570-016; csd-1936.				109,739
United Nations. Contributions to the United Nations for population activities.			300,000	500,000
AID/W other.	58,214	60,635	405,000	434,88
Nonregional total.	892,921	872,218	1,271,938	11,596,055

See footnotes at end of table.

Table 2.—Continued

AID PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
LATIN AMERICA				
Regional:				
Latin American Demographic Center: Contract with Center for Latin American Demographic Studies (Celade) of Santiago, Chile, for the purpose of strengthening demographic research in Latin American institutions, support field studies and research projects and teach demography to Latin American trainees. Celade was established in 1957 by agreement between Chile and the United Nations to teach demography and promote activities in this field (598-15-990-459; 1a-200).....		100,000	140,000	294,000
Demographic research and training: Grant to University of California to provide consultation, technical advice and assistance by performing research in demography and to improve the quality and increase the quantity of demographic expertise (598-15-990-438; 1a-247).....	164,500			
Sociological study of family structure: Grant to the University of Notre Dame to provide assistance to selected institutions in developing and conducting studies in population dynamics and family structures (598-15-570-455; 1a-309).....	177,500		239,000	96,000
Assistance to Latin American family planning: Grant to the International Planned Parenthood Federation (IPPF) to support family planning organizations and programs in Latin America (598-15-580-457; 1a-308).....	121,000	150,000	75,000	500,000
IPPF Conference: Grant to International Planned Parenthood Federation for partial costs of International Conference in Family Planning held in Chile April 1967 (598-15-990-457; 1a-468).....			100,000	
Research and analysis of population growth in Latin America: Grant to the Population Council to expand its program of sponsoring analytical activities relating to population growth problems and to sponsor research studies, pilot projects, consultation on problems of research design, and data collection and analysis (598-15-570-456; 1a-286).....	200,000		200,000	300,000
Research training in population dynamics with relation to public health and medical care: Grant to the Pan American Health Organization (PAHO) to develop and carry out research training in population dynamics and their relationship to public health and medical care and support development and expansion of research training centers in Brazil and Chile (598-15-990-438; 1a-420).....		175,000		
Study of family size and family growth: Grant to the Latin American Center for Studies of Population and Family to conduct research in sociology, psychology, anthropology focused on family size and population growth (598-15-570-460; 1a-226).....	400,000		160,000	200,000
Research, training, and production of educational audiovisual materials: Grant to the Colombian Institute for Social Development (ICODES), a private, nonprofit organization, for production of major film and 2 filmstrips on the role of family planning in social development (598-15-990-438; 1a-298).....	40,000			
Communications techniques in population programs: Contract with Design Center, Washington, D.C., to furnish a report on communications channels and techniques as related to population program support (598-15-990-425; 1a-232).....	2,000			
Sociological research in rural areas: Grant to the Federation of Institutes for Sociological Research of Latin America (FERES), a private, nonprofit organization to carry on research in the rural areas among the clergy, community leaders, and women of various social levels (598-15-990-438; 1a-417).....		140,000		
Assistance to country and regional post partum projects: Grant to Population Council to expand its support to hospitals providing post partum family planning information and services (598-15-570-456; 1a-550).....				525,000
Translation and distribution of population/family planning informational materials. Allotment of funds to Regional Technical Aids Center (RTAC) to translate and distribute informational materials regionwide (598-15-580-477).....				100,000
Regional Population Officer. (598-15-570-438).....				29,057
ROCAP, Assistance for the Regional Organization for Central American Program for Health and Demographic Studies (596-15-57-023) and the Improvement of Statistics and Census (Central American Household Survey Program) (596-15-780-008.2).....				424,054
Regional total.....	1,105,000	565,000	914,000	2,468,111
Country missions total.....	92,000	141,000	1,410,000	5,456,545
Latin America total.....	1,197,000	706,000	2,324,000	7,924,656

See footnotes at end of table.

Table 2.—Continued

AID PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
NEAR EAST-SOUTH ASIA				
Pakistan:				
Family planning: This project is designed to assist the Pakistan family planning program by providing a grant of funds for commodity purchases; support for U.S. training opportunities in a variety of fields of study in family planning; and the financing of 5 full-time technical advisers who will serve on the USAID staff as an advisory unit for the Pakistan Government (391-11-590-256).....			210,000	1,030,290
Turkey:				
Family planning: A development loan for purchase of 1,400 vehicles in the United States for use in the Turkish family planning program to take family planning into rural areas; and for vehicle maintenance and audiovisual equipment (signed Oct. 4, 1966).....		* 3,600,000		
India:				
Family welfare planning: This project is to assist India develop its national family planning program. U.S. cooperation will be undertaken through a 10-man U.S. advisory staff; through family planning training in U.S. universities; by providing dollars (both grant and loan) for equipment and supplies in support of pilot programs; and by the use of local currencies to finance key research and demonstration activities (306-11-580-332).....			127,000	* 7,721,000
Nepal:				
Family planning: This project will assist Nepal establish a family planning board to develop a national family planning program; provide family planning equipment and commodities; finance a fertility study in Nepal; provide family planning training in U.S. universities (367-11-590-056).....				298,909
Afghanistan:				
Family planning: This program will train key Afghan nationals in family planning by acquainting them with programs being carried out in other developing countries (306-11-570-110).....				10,500
Country missions total.....		* 3,600,000	337,000	9,060,699
Regional:				
Pathfinder Fund: Grant to Pathfinder Fund for assistance to private organizations in India to expand family planning operations (298-15-590-019).....				350,000
Population Council: Grant to Population Council to initiate a post partum family planning program in 150 hospitals in India (298-13-590-019).....				100,000
Planned Parenthood Association, Chicago, training grant: Grant to PPA to provide training in Chicago to foreign family planning professionals at varying levels of education and competence (298-13-995-015).....				200,000
American University, Beirut, study: Grant to American University in Beirut to investigate the possibility of a population center in Middle East (298-13-995-015).....				5,000
Regional projects total.....				655,000
NESA total.....		* 3,600,000	337,000	* 9,715,699
AFRICA				
Ethiopia:				
Study of births and deaths: That portion of the public health demonstration and evaluation project dealing with the registration of births and deaths in sample households (663-11-530-055).....	9,600	8,610	4,050	
Ghana:				
Family planning and demographic data: Project to provide technical and financial support during a 3-year period for a sample demographic survey carried out by the Sociology Department of the University of Ghana (641-15-570-051).....				131,000
Liberia:				
Demographic household survey: A 5-year project to develop demographic data by means of household surveys (669-11-780-109).....				14,000
See footnotes at end of table.				

Table 2.—Continued

AID PROJECTS IN POPULATION STUDIES AND FAMILY PLANNING FIELDS—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
AFRICA—Continued				
Tunisia:				
Family planning project: A joint project combining support by the Government of Tunisia, Ford Foundation, Population Council, U.S. Public Health Service, and AID. Its purpose is to reduce rate of population increase by developing institutional capacity for family planning through a national family planning bureau. The program includes family planning services utilizing all standard contraceptive techniques (664-11-580-224).....				259,600
Country missions total.....	9,600	8,610	4,050	404,600
Regional:				
Participation in IPPF Conferences: Support by select country missions for participants to attend the International Planned Parenthood Federation Conferences in Copenhagen in July 1966 and in Santiago in May 1967.....			30,000	
Translation of informational materials: Translation of population/family planning publications from English to French (698-11-990-166).....				12,000
Pathfinder Fund activities: Support for family planning activities carried on by Pathfinder Fund in a number of African countries (698-11-990-116).....				250,000
Regional projects total.....				262,000
Africa total.....	9,600	8,610	34,050	666,600
EAST ASIA				
Indonesia:				
Family planning: Project will help develop a national family planning program by integrating family planning services into existing health facilities. Funds are being used for medical equipment, contraceptives, and for staff training (497-15-580-188).....				270,000
Korea:				
Health and family planning: Project provides for direct hire of family planning technicians, commodities, and participant training. Total aid is designed to assist the Koreans to reduce their population growth rate to 1.9 percent by the end of 1970 (489-11-580-649).....		52,000	99,000	1,490,900
Philippines:				
Reprints and travel to regional meetings.....	35,000			
Travel grants.....		25,000		
Population planning: Family planning activities are being funded in the Asian Social Institute, Family Planning Association of the Philippines, Institute of Maternal and Child Health, Planned Parenthood Movement of the Philippines, Silliman University, and the City Health Departments of Angeles, Manila, and Davao. A research grant of \$182,000 has been awarded to Notre Dame University (492-11-530-220).....			210,000	1,064,000
Thailand:				
Equipment for family planning clinics: Project provides equipment for 40 family planning research clinics in provincial hospitals.....			25,000	
Family planning: Project provides family planning services to 16 provinces, including contraceptives and other commodities, in country and participant training, evaluation, and research (493-11-580-209).....				650,000
Country missions total.....	35,000	77,000	334,000	3,474,900
Regional:				
Family planning—ECAFE: Grant to ECAFE for family planning seminar.....			25,000	
Family planning—Population Council: To finance East Asian-Vietnam contract, enabling Population Council to expand its training, conference, and assistance program in Asia (498-11-570-211).....			325,000	325,000
Population/family planning—East-West Center, University of Hawaii: A contract to establish in the East-West Center a program for Asian and Americans for study of population dynamics in Asia and the Pacific area (contract No. AID/ea-32).....				1,000,000
Regional projects total.....			350,000	1,325,000
East Asia total.....	35,000	77,000	684,000	4,799,900

See footnotes at end of table.

Table 2.—Continued

Description and purpose	Obligations (in dollars)			
	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967	Fiscal year 1968
VIETNAM				
Family planning—Population Council: To finance Vietnam portion of an East Asia-Vietnam contract, enabling Population Council to expand its training conference, and assistance programs in Vietnam (contract No. AID/ea B).....			50,000	50,000
Vietnam total.....			50,000	50,000
Nonregional total.....	892,921	872,218	1,271,938	11,536,095
Regional and country total.....	1,241,600	4,391,610	3,429,050	23,156,855
Grand total.....	2,134,521	5,263,828	4,700,988	34,752,950

¹ Completed June 1968.

² Participating agency service agreement.

³ Completed June 1965.

⁴ Completed June 1966.

⁵ Completed January 1965.

⁶ Completed April 1967.

⁷ Completed November 1967.

⁸ A \$3,600,000 development loan to Turkey family planning program signed Oct. 4 1966.

⁹ Includes a \$2.7 million loan for vehicle parts.

model for much needed future expansion of research and training activities.

Support for the growing United Nations program in population, including a \$500,000 grant for the Security General's Trust Fund to enlist additional personnel and develop active projects for support by the specialized agencies.

Grant assistance to government family planning programs totalling \$15.7 million, including \$5 million to India, \$1.4 million to Korea, \$1 million to Pakistan, \$1 million to the Philippines, \$650,000 to Thailand and \$298,909 to Nepal.

Grants of \$13 million for purchase of U.S. commodities including \$5.3 million for contraceptives. Consolidated procurement of oral contraceptives through the General Services Administration in Washington under standard specifications developed by A.I.D. in consultation with the pharmaceutical industry and the Food and Drug Administration made possible a substantial price reduction. As a result, U.S. produced oral contraceptives are now economically feasible as an important additional method of fertility control in many developing countries.

Support of much-needed research to develop better methods of fertility control, including the Family Planning Evaluation

Center of The Pathfinder Fund; which through its International IUCD Program has rapidly become a world leader in the evaluation and dissemination of new and improved intrauterine devices.

BASIC STRATEGY

The ultimate goal of the A.I.D. population and family planning program is to improve the health, well being, and economic status of the peoples of the developing countries by improving the conditions of human reproduction in these societies.

It is proposed to move toward achievement of this goal by support of broad gauge population and family planning programs, designed to make family planning information and services fully available to and used by all elements of these societies.

It is believed that the world population crisis can be largely solved by the expansion of human knowledge, freedom, and availability of information and means so that women everywhere need reproduce only if and when they choose.

It has been argued that the enlargement of human freedom by extension of family planning programs will fail to adequately curb the population increase and, therefore, other and even coercive social

measures of population control are needed.¹⁰

This argument is largely based upon a narrow concept and definition of what constitutes a family planning program. Some regard this simply as the provision of clinical and contraceptive services; others consider the many relevant actions contributory to greater use of available services and improved practice of family planning as an integral part of an effective family planning program. Viewed from this perspective, such actions as providing information and education, raising the marriage age, rescission of pronatalist laws and incentives, and liberalization of abortion laws are considered integral parts of a comprehensive family planning program: contributing toward optimization of family planning and reproduction.

On the other hand, population planning and control programs are distinctive from family planning programs to the extent they plan and/or control population dynamics by means other than fertility control, e.g., by manipulation of mortality and/or migration.

In A.I.D., to avoid confusion, we usually speak of the population and family planning program.

A key judgment, often heard, is that the full implementation of family planning programs and the full exercise of fertility control by women and couples everywhere, will fall far short of the goal of zero population growth: because KAP studies have shown that women want too many children. But this judgment appears to be based upon the simple assumption that the composite response of women of all reproductive ages and experience to survey questions such as "What do you consider the ideal number of children?" bears a close and reliable relationship to the number of children women would have if they reproduced only if and when they wished, each month from menarche to menopause. This assumption is not supported by logic or definitive study.

¹⁰ Kingsley, Davis, "Population Policy: Will Current Programs Succeed," *Science* 158:730 (10 November 1967).

Bearing and rearing children is hard work, and few women have unlimited enthusiasm for the task. If given the choice, each month, of whether they wish to be pregnant that month, many considerations other than ultimate family size guide their reproductive behavior; and for many women postponement of pregnancy means reduction in completed family size.

The current large excess of births over deaths in many developing countries has generated some pessimism concerning the collective wisdom of people individually exercising freedom of choice; but, on the other hand, there appears to be a sound basis for optimism: where in the world is there a country wherein people truly have the freedom and ability to control their fertility and where there is a continuing large excess use of their reproductive powers?

The pattern seems clear that in those countries where women need not reproduce except if and when they choose (meaning they have access to hindsight [abortion] as well as foresight [contraception] in choosing methods of fertility control), the situation is encouraging: In Japan and several countries of Eastern Europe the net reproduction rate has fallen below 1 and social concern has shifted from the problem of too-great reproduction to concern for the possibly too-low reproductive rate.

Certainly the high rates of abortion, even where illegal, as in the developed areas of Europe and the United States, and also throughout the developing world, bear witness to the determination of women in all cultures to limit their reproduction.

Because the extent of availability of family planning information and means is usually a dominant determinant (if age and parity are fixed) in the complex of forces which determines reproductive behavior, no reliable studies nor judgments of additional measures which may ultimately be needed to achieve the desired rate of population increase can be made *in advance* of the extension of family planning services.

But as family planning information and services are made appropriately available, key impediments to optimal utilization of such services can be identified. Thereupon research studies should be performed as needed to overcome recognized obstacles and for advancement of the program.

Naturally, many non-clinical actions, such as rescission of pronatalist laws, can and should be taken concurrently with clinical actions to enhance the effectiveness of the population and family planning program.

Regardless of what special social measures may ultimately be needed for optimal regulation of fertility, it is clear that a main element in any population control program is the extension of family planning information and means to all elements of that population.

EVALUATION OF FAMILY PLANNING PROGRAMS AND EFFECTS ON FERTILITY PATTERNS

Evaluation of the effectiveness of family planning programs begins with the assessment of whether key actions are proceeding satisfactorily: recruitment, training, and employment of personnel; construction of facilities; promulgation of program information; purchase, delivery, distribution, and use of commodities; and, finally, measurement of effects of the program upon the fertility of the population it serves.

As the population and family planning programs move forward and the readily identifiable needed actions are taken to make family planning services fully and appropriately available in developing countries, there will come an increasing need for reliable measurement of the acceptance of family planning services and their impact upon fertility.

CONCLUSION

Viewed from the current state of technology, recent judgments of the probable course of world population growth during the rest of the twentieth century vary greatly—from the pessimistic view that it

is already too late to save India from mass starvation, to the optimistic view that the population battle is virtually won. Certainly most of the work needed for resolution of the population crisis still lies ahead, but the tedious preliminary work has largely been done and we are now entering an era in which it is socially, legally, technically, and fiscally possible to deal with the world population crisis on a scale commensurate with the magnitude and urgency of the problem.

Fortunately, the concept of family planning as a means of ensuring that every child is a wanted and well cared for child is rapidly gaining wide acceptance. Nowhere in the world is there a country where women generally have full access to knowledge and means for controlling their fertility and where there is an unyielding problem of too-great fertility.

But the great challenge remains that most people in the developing world are still deprived of the knowledge and means to control their fertility.

Important gains have been made in the worldwide effort to extend family planning and responsible parenthood,¹¹ but most of this work still lies before us. When measured against the urgency and magnitude of the world population crisis, the speed of acquisition and application of resources needed for its solution seem much too slow; but when viewed in historical perspective, it is apparent that forces have been set in motion that are gathering momentum and should have measurable effect upon birth rates in many countries within several years.

It seems safely predictable that when women throughout the world need reproduce only if and when they choose, then many of the social problems generated by unplanned, unwanted, and poorly cared for children will be greatly ameliorated, and the now acute problem of too rapid population growth will be reduced to manageable proportions.

¹¹ Bernard Berelson, "National Family Planning Programs: Where We Stand," (Presented to the Conference on Population Programs in East Asia, Taipei, Taiwan, May, 1968).