

# Integrating Population and Development Planning\*

*A review of the  
ASEAN Population Programme's  
potential contribution to the integration  
of population and development planning*

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Calls for the integration of population and development planning have been made at various forums during the last decade. At the international level, a call was incorporated within the 1974 World Population Plan of Action which states: "Population measures and programmes should be integrated into comprehensive social and economic plans and programmes. . . ." It essentially remained in force in the 1984 Mexico City Declaration on Population and Development .

At the regional level, it is contained in the 1982 Asian and Pacific Call for Action on Population and Development which states: "An integrated approach should be evolved and followed in regard to population and related programmes of economic and social development."

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Underlying these calls is the recognition that population and development are interrelated: population variables influence development variables and are also influenced by them. Also, it is recognized that population goals and policies are integral parts of social, economic and cultural development aimed at improving standards of living and the quality of life of the people.

The repeated calls for integration that have been made for over a decade reflect the fact that probably not much actual integration has taken place. Although there have been serious attempts at integration, still it appears that progress has been unusually slow. The apparent lack of progress towards integration is probably due to a lack of clarity about the concept of integrating population and development planning, or when the concept is clear, development planners and population programme managers may not be very confident as to how to proceed with integration.

A common suggestion found in various documents calling for integration is to create a high-level population unit within a Government's development planning agency to be responsible for integrating population policies and programmes with related social and economic development policies and programmes. Just exactly what such a unit is expected to do in operational terms to promote the desired integration has not been clearly spelled out.

The purpose of this paper is to attempt to clarify the meaning of "integration of population and development planning" and to examine how the ASEAN (Association of South East Asian Nations) Population Programme, through various activities, can contribute to the task of integration. \*

### **Integration: Its meaning and application to various planning perspectives**

#### **Concept of integration**

A review of the documents that call for the integration of population and development planning reveals varying concepts and perspectives associated with the term "integration". This has led to more confusion than clarification among development planners and population programme managers. Therefore, it is necessary to clarify the concept of integration at least from the standpoint of population and development planning as a basis for its effective implementation.

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\* Discussion of the meaning of integration is based on a longer paper by Herrin (1984), the main outlines of which were deliberated upon in October 1984 by the country directors of the ASEAN Population Programme Phase III Project: Integration of Population and Development.

In development planning, development goals and objectives are considered and policies and programmes designed to achieve those goals and objectives are formulated. In formulating policies and programmes, certain assumptions are made about the behaviour of the real world. If the objectives are narrowly specified, then the model can be very simple. For example, if the objective of economic development is narrowly specified as simply an increase in the growth of GNP, then assumptions about the behaviour of the real world can be reflected in simple growth models that relate economic growth to the rate of capital accumulation. Policies can then be formulated to speed up the rate of capital accumulation. Likewise, if the population objective is merely to reduce population growth rates through fertility control, then a model can be designed that simply relates fertility reduction to the use of modern contraception. Policies and programmes can then be formulated to increase the practice of family planning.

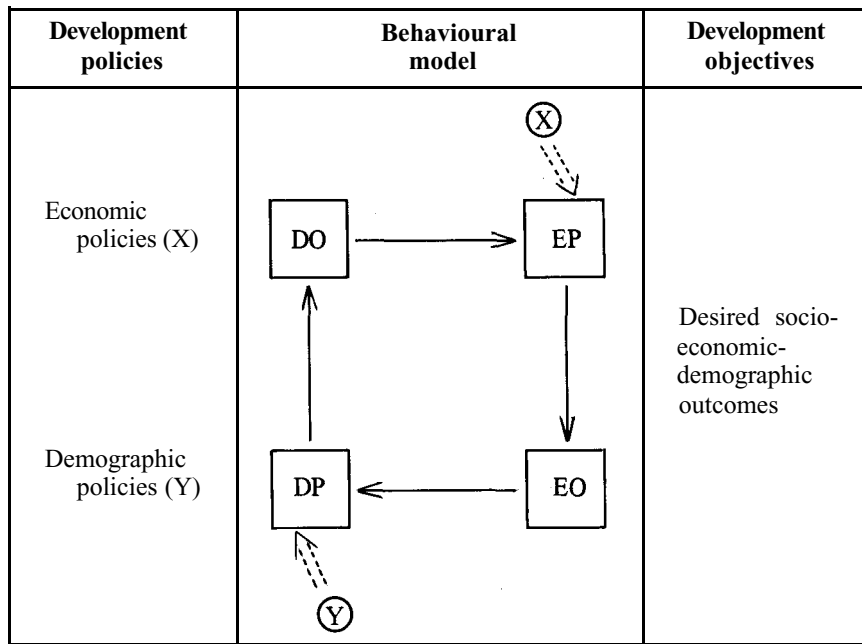
During the past three decades, however, the conceptualization of economic development and population problems has undergone significant change, leading to a more comprehensive specification of development goals and objectives. As a result, the formulation of policies and programmes must be based on a more comprehensive conceptualization of the behaviour of the real world, one that takes into account various socio-economic and demographic interactions. Thus, in very simple terms, "integration" refers to the explicit consideration of socio-economic and demographic interrelationships in the formulation of development policies and programmes to achieve a country's development goals and objectives.

### **Macro planning perspective**

Three elements comprise the concept of integration as shown in **figure 1**: namely, the development objectives, the behavioural model, and the development policies and programmes. Development goals expressed in the development plan often include a) sustained economic growth; b) total human development, which subsumes such concerns as employment, education, health etc.; and c) equitable distribution of the fruits of development, which includes equitable distribution at the levels of spatial and population subgroups.

While development goals may be stated in broad terms, development objectives must be specified in more concrete terms. With the integration concept described above, development objectives must be specified ultimately in terms of both socio-economic and demographic outcomes. Thus, for example, the interest may be in increasing employment to influence not merely an aggregate statistic, but one that is specified in terms of the employment of subgroups of the population: age-sex composition, occupational distribution, sectoral distribution (agriculture, industry and services) and spatial distribu-

**Figure 1: Framework for viewing the integration of population and development planning at the macro level**



DO = demographic outcomes  
 DP = demographic processes

EP = socio-economic processes  
 EO = socio-economic outcomes

tion (rural, urban, regional) etc. This suggests the need for more refined and disaggregated socio-economic development indicators so that the success of the policies for achieving the newly specified development objectives can be judged.

The question of equity is readily addressed by this integration concept because the specification of the development objectives is in the form of “who gets what”. Thus, the objective of equity, which has dominated development thinking in past decades, can now be properly pursued not in isolation, but as an integral part of the entire development planning process.

The second element is the behavioural model which serves as the framework for viewing socio-economic and demographic interrelations at the macro level. This set of interrelationships may be described in a very general way

with the aid of **figure 2**. The interrelationships may be traced by starting with the demographic processes of fertility, mortality and migration determining the demographic outcomes in terms of size, age-sex structure and spatial distribution of the population. The resulting demographic characteristics in turn affect the operation of socio-economic processes which include savings and investments, land and labour utilization, consumption of goods and services, public expenditures, and international trade and finance. The operation of socio-economic processes then determine the socio-economic outcomes in terms of output/income, employment, educational and health status, environmental quality etc. The socio-economic outcomes in turn affect the basic demographic processes that we started with.

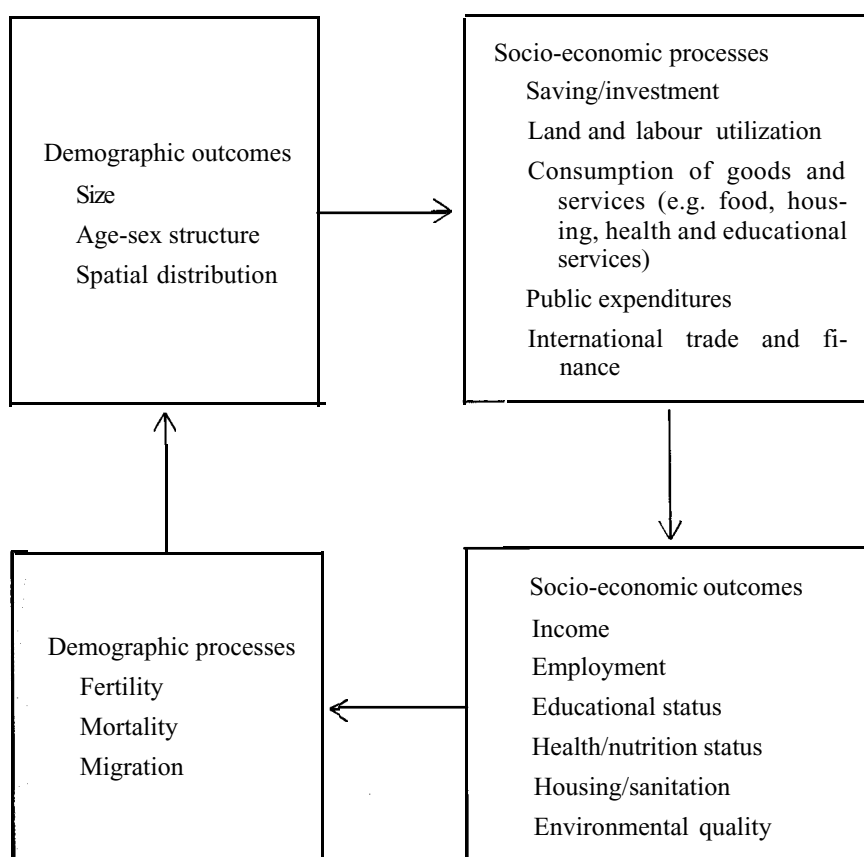
The basis for identifying these various interrelationships is the growing theoretical and empirical literature on population-development interactions. Suffice it to say that our basic understanding of population-development interrelationships may be expected to sharpen as new information from the sciences regarding these broad interrelationships continues to become available.

An important implication that arises from the integrated approach is that planning must necessarily be pursued with a longer term horizon than is currently the case, i.e., short/medium term planning through five-year development plans. The need to take a longer view of the development process is necessary in order to fully account for critical socio-economic-demographic interrelationships which may require a long time to become evident. As past development experience suggests, a series of short/medium term plans that simply take demographic factors as exogenous will one day show that these demographic factors are seriously constraining socio-economic development efforts and reducing policy options.

The planning approach that is suggested by this integrated approach is one in which a long-term perspective plan is first formulated that takes full account of socio-economic-demographic interrelationships, and then formulates short/medium term plans consistent with this overall long-term perspective. Short/medium term gains could then be properly assessed in terms of their long-term impact on the achievement of development objectives.

The third element of this integration concept is the set of development policies consisting broadly of socio-economic policies and demographic policies. Demographic policies affect primarily demographic processes, while economic policies affect primarily economic processes. Both processes jointly affect development outcomes. It follows then that demographic and economic policies must be formulated in a comprehensive, as opposed to isolated, manner to produce the desired development outcomes. It is now clear, more than ever after decades of experience with development planning, that either of the

**Figure 2: Simplified framework of population-development interrelationships**



policies pursued in isolation will have a smaller chance of significantly achieving in the long run a country's development objectives. Well known historical examples might serve to illustrate the point.

On the basis of hindsight, we note that the policies and programmes to reduce mortality in the early post-war years, while successful in the short run, nevertheless resulted in rapid population growth in the decades that followed. This made it difficult for socio-economic processes to adjust adequately to the new demographic realities, thus making the early gains in mortality reduction difficult to sustain in the more recent periods. Similarly, economic policies

pursued in the early post-war years to increase the pace of industrialization, without explicit consideration of their long-term demographic consequences, have led to a pattern of economic growth characterized by a highly uneven spatial distribution of economic activities. The results were a disproportionate concentration of population in one or a few major urban centres and regional income inequalities, among others.

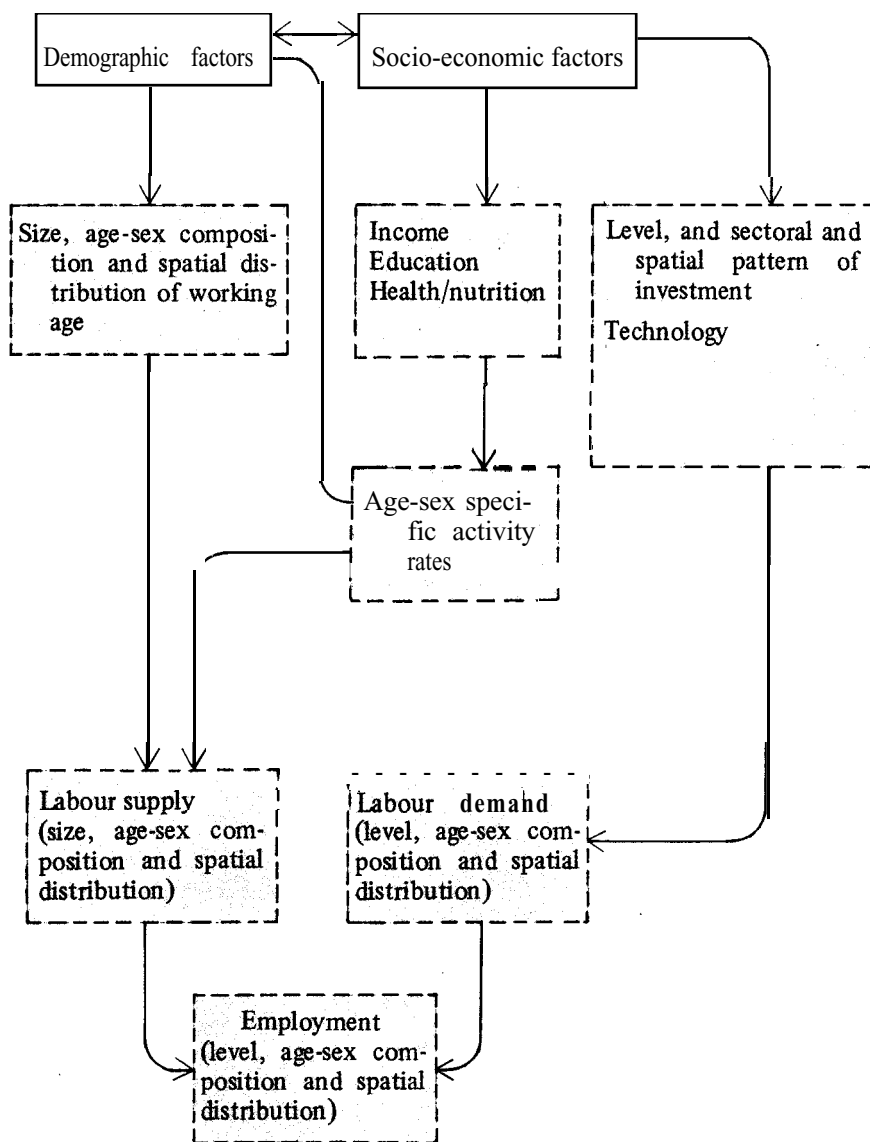
### **Sectoral planning perspective**

The concept of integration can be readily applied to sectoral planning, i.e. the planning which addresses specific sectoral concerns such as employment, education and health. In this regard, what is needed is a more specific formulation of the sectoral objectives and correspondingly, a more detailed specification of socio-economic-demographic interrelationships as they relate to the determination of the specific sectoral outcomes.

As an example, consider employment, examining a more detailed behavioural model derived from the previously described general macro model. The determination of employment by size, age-sex composition and spatial distribution can be described with the aid of [figure 3](#), in which the demographic blocks have been collapsed into a single block called “Demographic factors”, and the socio-economic blocks into “Socio-economic factors”. For each of these broad blocks, specific elements are supplied that are critical in the determination of employment. A major determinant of labour supply is the size, age-sex structure and spatial distribution of the working age population. Nonetheless, labour supply is also determined by the age-sex specific activity rates which in turn depend on demographic (e.g. fertility) and socio-economic factors, e.g. levels of household income, educational attainment and health status. Since males normally tend to exhibit uniformly high rates of labour force participation over a broad age range, a dynamic element in labour supply is the participation of females. All things being equal, labour supply can expand rapidly if more women decide to participate in the labour force. Declining fertility which may moderate the size of the working age population after a time lag may not proportionately reduce labour supply if declining fertility also leads to a higher labour force participation of women.

As for labour demand, a whole range of economic policies affecting the level, structural (agriculture vs. industry) and spatial (rural vs. urban) pattern of investment, as well as the choice of technology (labour-biased vs. capital-biased) influence the level and distribution of labour demand. Economic policies that have the long-term effect of limiting the growth of employment demand to only a few sectors and areas in the face of the rapid growth of the working age population will obviously exacerbate problems of unemployment and underemployment in other sectors and areas. Likewise, demogra-

**Figure 3: Simplified framework for analyzing the socio-economic and demographic determinants of employment**





phic policies that have the effect of reducing the growth of the population of working ages in the intermediate run may not adequately solve the employment problem in the face of the increasing participation of women resulting from fertility decline in the current period, and in the face of slow growth of employment opportunities generated by inappropriate economic policies. The need to synchronize demographic and economic policies with regard to employment objectives, therefore, becomes evident.

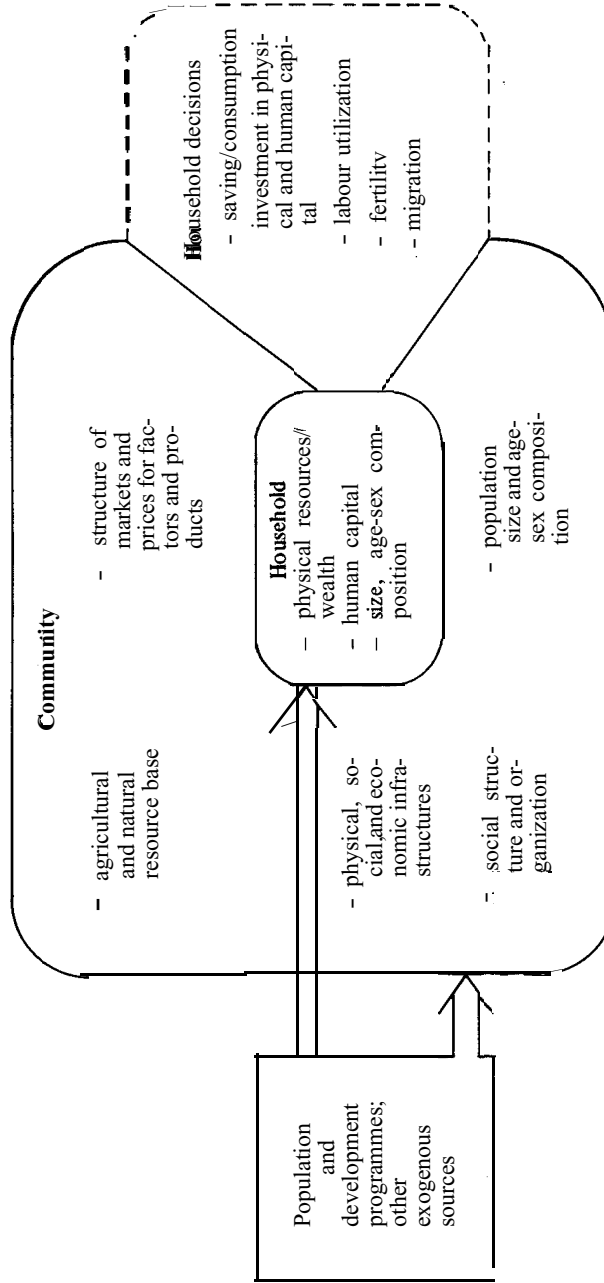
### **Programme/project planning perspective**

It might be instructive to examine how the concept of integration can be applied at the programme or project planning level. The integration of population and development planning at the programme and project level requires consideration of the same three basic elements mentioned previously in connection with macro or sectoral planning: namely, the development objectives, the population-development interactions, and the socio-economic and demographic-related programmes designed to achieve those objectives. The objectives of any programme/project form a subset of the overall development objectives, and these are specified to address a particular subgroup of the population on which the programme/project is expected to have an impact. In designing programmes to achieve certain objectives, certain assumptions are made as to the behaviour of the target population, i.e. households or individuals. This framework makes it possible to analyze the impact of the programmes on the target population. Integration then implies that economic and demographic interrelationships be taken into account at the household or individual level in the formulation and design of programmes to achieve desired behavioural outcomes.

A simple framework for viewing socio-economic and demographic interactions at the household or individual level is depicted in [figure 4](#). This framework may be described in terms of four basic components: namely, a) a model of household or individual decision-making, b) the physical, social and economic environment of the community, c) autonomous changes in this environment, and d) changes in the environment arising from population and development activities.

In this framework, the household or other micro unit, in an attempt to improve its welfare, is assumed to make various types of decisions based on a set of opportunities and constraints defined by its household resources (physical and human capital as well as by the size, and age-sex composition of its members) and by the community environment. This environment includes the community's natural resource endowments; the prevailing structure of markets and prices for factors of production and products; and the prevailing social structure and social organization which define, for example, land

Figure 4: Simplified framework for analyzing the impact of population and development activities on household behaviour



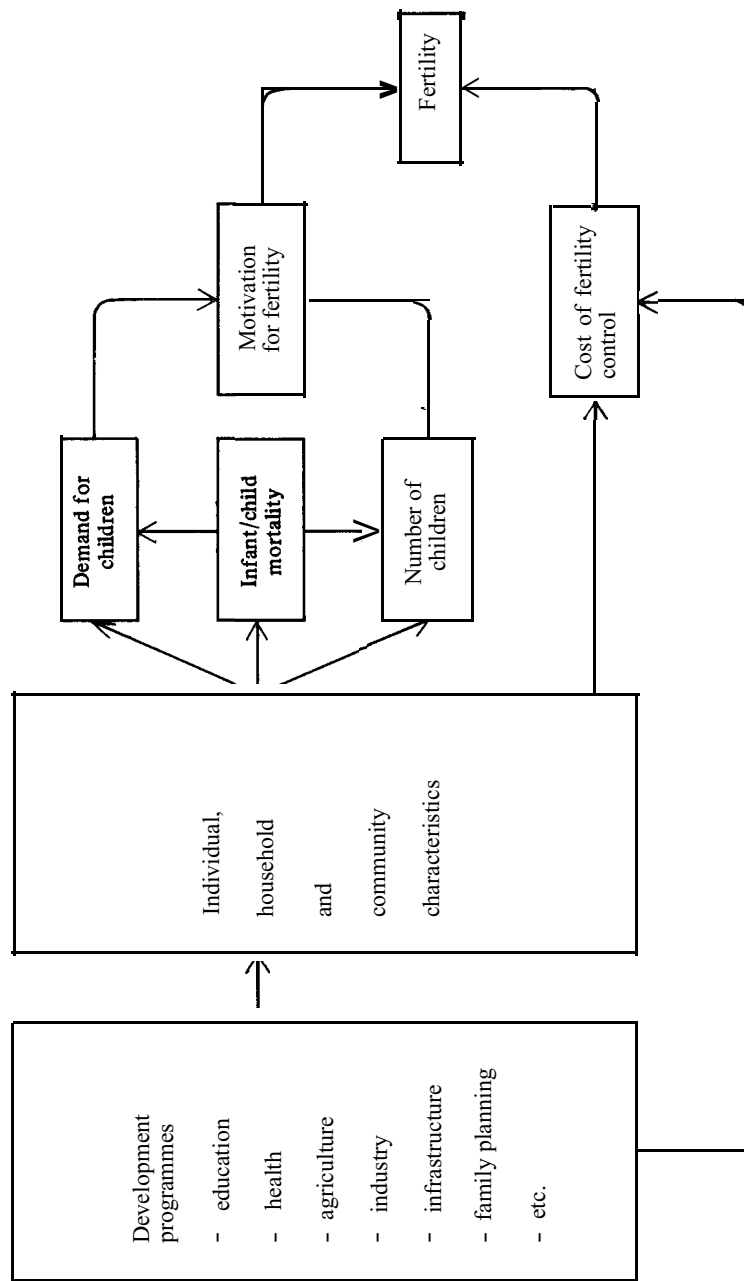
tenure status, crop sharing arrangements, patterns of family and non-family labour utilization, and social, economic and political alliances which influence co-operative behaviour and community participation. Autonomous changes in the community environment include changes in international prices for agricultural export crops, national trends in the prices of inputs and outputs, technology changes etc. The final source of change in the environment is the set of population and development programmes. These include a) provision of the physical infrastructure such as roads, irrigation, flood control and electrification; b) the provision of social infrastructure and services in the field of education, health, nutrition, environmental sanitation and family planning; c) agricultural programmes such as land reform, development of co-operatives, provision of extension services and credit and of various input subsidies and price supports; and d) industrial development programmes involving the provision of credit and various subsidies to small and large-scale enterprises.

In this framework, demographic and socio-economic development programmes are expected to affect the structure of opportunities and constraints facing the households either directly by increasing household resources and access to basic economic and social services, or indirectly through the community, by increasing community resources available to the households. The households are then expected to respond to these changes in a manner they perceive will improve their present economic and social welfare. Depending upon the nature of the emerging structure of opportunities and constraints, a "multiphasic response" may be expected from those households in terms of decisions regarding saving/consumption, investment in physical and human capital, labour participation of its members, fertility and migration.

An important feature of this simple framework is the recognition that individual or household decisions on any particular aspect of welfare are not independent of other decisions in the sense that these decisions are all jointly determined by individual, household and community-level factors that can be influenced by various types of development activities.

The implication of this feature for programme planning is that programmes formulated to achieve a small subset of development objectives may not achieve such objectives if formulated in isolation. For example, programmes to increase agricultural production through the provision of irrigation facilities may not lead to significant increases in household net incomes if prices of complementary agricultural inputs are kept high and prices of outputs are kept low directly or indirectly as a result of policies and programmes to support modern industry (i.e. policies to keep urban prices of foodstuffs low in order to support a low wage policy in industry, or import controls and tariffs to protect local manufacturing industries producing agricultural inputs). Furthermore, infrastructure programmes in education, health and electrification

**Figure 5: A simple framework for analyzing the impact of development programmes on fertility behaviour**



may fail to achieve their immediate objectives if account is not taken of low household incomes that tend to limit effective access to such programmes.

Finally, family planning programmes may not achieve more than moderate success in situations where the economic value of children is high as a result of limited opportunities for current income generation and old age support. This does not imply that any particular development programme must be designed to be all-encompassing of the various factors identified; this surely would not be feasible and it is not necessary for achieving integration. Rather, what the framework implies is that given the interrelationships among various household and community determinants of behaviour, the planner can design various programmes with the view that their combined and complementary impacts all lead to the desired behavioural outcomes.

To illustrate this last point, it might be helpful to consider the impacts of development programmes and projects on fertility behaviour. Without going into detail, one can conceptualize the determinants of fertility behaviour as shown in [figure 5](#). Individual, household and community characteristics determine the demand for and number of (surviving) children. In the case of demand, these characteristics include income and the desire for children relative to other goods, the latter being determined by community norms, and household and individual background characteristics. An increase in income generally makes the household wealthier and able to afford to buy more goods and to support more children. However, increased income may also increase the opportunity cost of children, or lower the relative cost of alternative investment opportunities to support future consumption streams and the old age security of parents. Both factors will tend to reduce the demand for children. Furthermore, higher income will tend to improve health and nutrition, and therefore, reduce infant/child mortality, thus leading to lower demand for births for a given level of desired number of surviving children. Better education and health and higher income could also improve maternal health, nutrition and prenatal care, leading to a higher potential number of births. Lower infant/child mortality results in a larger number of surviving children. The motivation for fertility control arises if the potential number of children exceed the desired number. Actual fertility is then determined by the degree to which perfect fertility control is achieved so that the desired and the potential number of children are equated. This degree of fertility control depends on the cost (psychic as well as monetary) of contraception which is determined in turn by individual, household and community characteristics that increase effective knowledge of and access to contraceptive techniques.

Development programmes affect fertility indirectly through their effect on the determinants of supply and demand for children and on the cost of contraception. A family planning programme may directly affect tastes for

children through IEC (information, education and communication) campaigns, and the cost of contraception by providing better services at low cost. Health programmes can affect infant and child mortality as well as the health of mothers, thus affecting the demand for and number of children. Programmes that succeed in increasing income and employment opportunities for women will tend to reduce the demand for children etc.

In all these examples, it may be seen that various programmes, while pursued independently in the administrative sense, can have impacts on fertility. What is needed from an integrated standpoint, however, is to see that each programme is having the desired impact on individual, household and community variables that contribute to fertility change. As a result of the evaluation, it may be decided to strengthen some programmes or modify others. In any case, an integrated approach does not mean establishing a new set of programmes to deal with all the determinants of fertility; many development programmes were already in place long before government family planning programmes came into being.

A family planning programme need not be tied to an existing development programme; it can be administratively implemented independently of other programmes without compromising the concept of integration. Likewise, a family planning programme need not adopt "entry points" to be acceptable to the potential target population; a whole range of programmes is already being implemented in the community. It can be brought to the attention of potential clientele that the family planning programme is yet another community undertaking to improve the people's standard of living and quality of life. The entire information strategy of the family planning programme could point to development programmes already in place in order to improve motivational efforts.

### **The ASEAN Population Programme**

In 1976, the Declaration of ASEAN Concord which was issued by five ASEAN heads of government called for, among others, the "intensification and expansion of existing co-operation in meeting the problems of population growth in the ASEAN region. . .". Responding to this call, the ASEAN heads of population programmes and ASEAN experts convened in that year to review each country's population programme, identify common areas for collaborative activity and develop a framework for the ASEAN Population Programme. Since then significant progress has been made in implementing collaborative projects in the broad areas of human resource development, information and communication, and research and policy studies. **Table 1** lists the projects under each of these broad areas. A total of 19 projects have been implemented since 1976, seven of which are currently in progress under Phase III.

**Table 1: ASEAN Population Programme**

Components/projects	Main thrusts/objectives
<b>A. Human resource development</b>	
<i>Phase I</i>	
1. Development of Modular Training Programme in Population and Rural Development ( <b>Malaysia, Indonesia, Philippines, Singapore and Thailand</b> ) (TRAINING I)	To firm up the integration of national population and development activities through a) the production of a core of master trainers in ASEAN countries to train trainers of population and development agencies, and b) the strengthening of the training capabilities of population and development agencies by adopting and applying extension methods and techniques in their training strategies.
<i>Phase II</i>	
1. Institutional Development and Exchange of Personnel ( <b>Indonesia, Malaysia, Philippines and Thailand</b> ) (INST DEV II)	To strengthen the institutional capability of population and related agencies in planning and programme management through the exchange of personnel, research and research seminars.
2. ASEAN Women in Development ( <b>Malaysia, Indonesia, Philippines and Thailand</b> ) (WOMEN I)	To strengthen the role of women in socio-economic activities with emphasis on their welfare through projects designed to a) facilitate the functions of implementing agencies in mobilizing available resources and in motivating women to participate in activities that would lead to self-improvement, family welfare and achievement of demographic goals, and b) to train women in income-generating skills, provide a market for their products and help form self-reliant groups that will ensure the continuity of the project.

Table 1 (continued)

Components/projects	Main thrusts/objectives
<i>Phase III</i>	
1. ASEAN Training for Population and Development ( <b>Malaysia</b> , Indonesia, Philippines and Thailand) (TRAINING III)	To develop and utilize a modular training package to train trainers who in turn will train “community influentials” at the grass-roots level on the determinants of programme development at the community level, taking into account the social, cultural and environmental factors in the initiation and development of community oriented integrated population-development projects within the broad framework of national policies and plans.
2. Contribution of Youth and Women in Population and Development ( <b>Malaysia</b> , Indonesia, Philippines and Thailand) (WOMEN III)	To promote the welfare of women and youth in the context of self-reliance through the establishment of service centres which will provide training in income-generating activities, population and family education etc.
<b>B. Information and communication</b>	
<i>Phase I</i>	
1. Multi-media Support for the ASEAN Population Programme in the Context of Development ( <b>Philippines</b> , Indonesia, Malaysia, Singapore and Thailand) (POPIN I)	To provide more adequate and systematic multi-media support for the communication component of population programmes in the context of existing integrated agricultural development programmes of the predominantly rural ASEAN countries of Indonesia, Malaysia, Philippines and Thailand, and of the urban development programme of Singapore.



Table 1 (continued)

Components/projects	Main thrusts/objectives
2. Seminar on the Utilization of Research Findings in Population Policy Formulation and Programme Management ( <b>Singapore</b> , Indonesia, Malaysia, Philippines and Thailand) (RESUTIL I)	To increase awareness among ASEAN countries of ways to improve research utilization for policy formulation and programme planning and implementation.
<i>Phase II</i>	
1. Developing/Strengthening National Population Information Networks in ASEAN Countries ( <b>ASEAN POPIN</b> ) ( <b>Philippines</b> ), ( <b>POPIN II</b> )	To contribute to more effective implementation of national family planning and population policies and programmes in ASEAN through improved flow of information between population policy-makers and planners, programme implementors, researchers and academics etc.
<i>Phase III</i>	
1. ASEAN POPIN and Multi-media Support for Development ( <b>Philippines</b> , Indonesia, Malaysia and Thailand) (POPIN III)	To strengthen the documentation and networking functions of the national POPIN networks through provision of advanced training, conduct of monitoring and evaluation activities, production of materials and computerization of the data base.
<b>C. Research and policy studies</b>	
<i>Phase I</i>	
1. Integration of Population and Rural Development Policies and Programmes ( <b>Indonesia</b> , Malaysia, Philippines and Thailand) ( <b>POPDEV I</b> )	To provide better information on and enhance the understanding among policy-makers and planners of the interrelationship between population and development, and to identify specific aspects of development that can be strengthened in order to help to achieve specific demographic goals in the context of the overall development strategy.

**Table 1 (continued)**

Components/projects	Main thrusts/objectives
2. Migration in Relation to Rural Development (Thailand, Indonesia, Malaysia and Philippines) (MIGDEV I)	To examine the relationship between migration and development through a study of the effects of rural resettlement programmes on migration and vice-versa.
<b>Phase II</b>	
1. Population-Development and Man/Resource Balance (Philippines, Indonesia, Malaysia and Thailand) (POPDEV II)	To provide analytical information on population-development interrelationships as an input into the integration of population and development planning; specifically to prepare macro analytical country reports on population and development dynamics and to review and synthesize micro level data dealing with the socio-economic and demographic responses of households to population pressure and poverty.
2. Population Migratory Movement and Development (Thailand, Indonesia, Malaysia and Philippines) (MIGDEV II)	To promote the integration of population distribution concerns into national development policies through research on the relationship between population movement and development and through an action programme that will collect information and provide advisory services to migrants and potential migrants in urban and rural areas.
3. Development of ASEAN Social Indicators (Thailand, Indonesia, Malaysia and Philippines) (INDICATORS II)	To review and assess current experiences in ASEAN regarding the development of social indicators and their application to development planning and policy.
4. Studies in Health and Family Planning (Singapore, Indonesia, Malaysia, Philippines and Thailand) (HEALTH II)	To provide information on a) health and family planning in ASEAN specifically with respect to population, health and family planning interrelationships,

Table 1 (continued)

Components/projects	Main thrusts/objectives
	b) facilities and resources available for training and research, and c) existing systems of health and family planning services, including existing medical benefit schemes.
<i>Phase III</i>	
1. Integration of Population and Development ( <b>Philippines</b> , Indonesia, Malaysia and Thailand) (POPDEV III)	To provide analytical information on population-development interrelationships required for policy formulation and planning.
2. Population Mobility and Urbanization ( <b>Thailand</b> , Indonesia, Malaysia and Philippines) (MIGDEV III)	To examine the relationships between population mobility, urbanization and development in ASEAN and to strengthen existing technical co-operation in the field of population redistribution and development.
3. Morbidity and Mortality Differentials ( <b>Indonesia</b> , Malaysia, Philippines and Thailand) (MORTALITY III)	To provide timely and reliable estimates of morbidity and mortality levels and trends by geographical area and socio-economic strata in ASEAN and to examine the determinants of such levels and trends.
4. Socio-economic Consequences of the Aging of the Population (Singapore, Indonesia, Malaysia, Philippines and Thailand) (AGING III)	To determine the implications of the aging of population in terms of labour force, employment, health and other social needs; identify current problems facing the elderly in various environmental settings; and review/evaluate existing policies and programmes on employment, social security and health care for the elderly in the context of general development.

Source : ASEAN Population Programme Special Report (1982) and First Inter-Country Meeting Report: ASEAN Population Programme Phase III, Tacloban City (1984).

### Potential contribution to integration

A framework for assessing the potential contribution of the ASEAN Population Programme to the integration of population and development planning is shown in **table 2**. The potential contribution of ASEAN projects can be examined under three main headings corresponding to the three major elements in the previously described integration process. These are a) a sharpening of the conceptualization of population-development interrelationships in the context of the ASEAN experience, b) a fuller specification of development objectives and c) improving the process of policy formulation and programme implementation to achieve the development objectives. In view of the close interrelationships among these different types of contributions, one could expect that a particular ASEAN project could contribute

**Table 2: Framework for assessing the potential contribution of the ASEAN Population Programme to the integration of population and development planning**

<b>Policy/programme</b>	<b>Population-development model</b>	<b>Development objectives</b>
<b>Formulation</b> Improved process of policy formulation through a better flow of information	Sharpening of conceptualization of population-development interrelationships at the macro and micro levels through synthesis of existing information and through innovative research	Improved specification of development objectives to take account of socio-economic and demographic aspects of welfare resulting from findings from innovative research and action programmes.
<b>Implementation</b> Improved implementation through increased capability of trainers of front-line workers and community leaders in programme design and implementation, through analysis and evaluation of existing programmes and through testing of innovative programmes		

to the planning process in more than one way. The following examples illustrate the potential contribution of ASEAN projects to the integration process.

**Research and policy studies.** Projects under this broad category may be expected to contribute to the integration process mainly by sharpening conceptualization of critical socio-economic and demographic interactions in the ASEAN setting. This contribution arises from a) the synthesis of existing information regarding such interrelationships in the ASEAN setting (e.g. POPDEV II and MIGDEV III) and b) the generation of new information on population-development interrelationships through innovative research studies (e.g. studies on the socio-economic and demographic impact of development projects under POPDEV I and POPDEV III, studies on the interrelationships between population movement, urbanization and development under MIGDEV I – III, studies on the implications of changing age structures under AGING III, studies on the determinants of morbidity and mortality under MORTALITY III, and studies on nuptiality and international migration under INST DEV II).

Not only can these research and policy studies sharpen our conceptualization of population-development interrelationships, but they can also raise issues and reveal potential new directions for policy and programme design. Thus, these studies can also provide the bases for improving the specification of development objectives to take account of socio-economic and demographic aspects of welfare on the one hand, and provide insights into possible policy reformulation and programme redesign, on the other hand. For example, the POPDEV II micro component study examined socio-economic and demographic profiles of specific population subgroups characterized by a high prevalence of poverty. Such information is useful for mapping out the location and characteristics of poverty groups requiring more intensive public interventions. The expected result would be a more refined specification of development objectives, one that clearly specifies the target populations rather than just simply the target problems. In another vein, the studies on the demographic impact of development programmes conducted by POPDEV I, that are to be followed up by POPDEV III, highlight the fact that socioeconomic programmes designed primarily to achieve non-demographic objectives can have significant demographic impacts as well. This information is expected to lead to a fuller accounting of costs and benefits of programmes, and, therefore, to more unbiased criteria for judging the relative merits of alternative programmes. The ultimate result is an improved prospect for greater efficiency in resource allocation. Furthermore, such studies, in discovering specific programme elements that figure prominently in the production of outcomes (or lack of an outcome) of a programme, can provide a basis for decisions

regarding which programme elements need to be strengthened, modified or reduced in scope in order to make the programme more effective in achieving specific development objectives.

Human resource development. Projects under this category may be expected to contribute to the integration process mainly through their contribution to improved implementation of population-development programmes. This contribution can be expected to arise from a) efforts to upgrade the training capability of population programme personnel to train frontline workers and influential people in the community in the formulation and implementation of population-development programmes at the community level (e.g. TRAINING I, III), b) efforts to exchange ideas and experiences among ASEAN population programme personnel (e.g. INST DEV II) and c) efforts to develop and test innovative programmes to enhance the welfare of women (e.g. WOMEN II, III). The collective experiences derived from these activities may be expected to assist programme impact evaluators in determining whether the failure of some programmes to produce intended outcomes is due:

- to inadequate conceptualization of the problem (e.g. failure to fully account for social, cultural, environmental and demographic factors in the design of programmes), or
- to the failure to mobilize all available community resources, or
- to the failure to implement supportive measures to maximize the impact of the programme (e.g. failure to develop a market for products in an income-generating programme), or
- to the inherent ineffectiveness of the programme itself.

As a result of such new information, development programmes in the future may be designed and implemented in such a way that the prospects for the successful achievement of their desired development objectives are enhanced.

**Information and communication.** Projects under this category may be expected to contribute to the integration process by providing an efficient information network essential for sound policy/programme formulation and implementation. At the policy level, such projects provide a mechanism for a more efficient flow of information from researchers and field workers to policy-makers and programme managers (e.g. POPIN I - III and RESUTIL I). In addition, projects such as POPIN I and III which attempt to provide communication support for development programmes can be expected to enhance the proper implementation and eventual success of such programmes.

### **Steps towards integration and possible future ASEAN collaborative activities**

Another way of looking at the potential contribution of the ASEAN Population Programme is to specify the steps needed to make integration a reality, and then examine how the ASEAN Population Programme has contributed so far to the realization of such steps. In the process, such a review will help to identify gaps and, therefore, help to form the basis for future ASEAN collaborative activities aimed at closing those gaps. Several concrete steps such as the following might be taken to implement the integration process.

First, if the integration of population and development planning refers to the explicit consideration of population-development interrelationships in the formulation of policies and programmes, then it follows that the first necessary step in the integration process is for planners to gain confidence in their ability to analyze population-development interrelationships and to begin to use such information, even at first qualitatively, in the formulation of policies and programmes. Some amount of useful integration could already be achieved at this point. Among the population-development interrelationships that might fruitfully be considered as starting points are those related to migration and spatial distribution of economic activities, and those relationships centred around health/nutrition, education, contraception, fertility and mortality. Closer interaction between social scientists and planners in further synthesizing currently available information will be needed.

If the activities under the ASEAN Population Programme are examined, it will be found that they have indeed provided or can provide additional information on the aforementioned types of population-development interrelationships (e.g. POPDEV II, III; MIGDEV I - III, HEALTH II and MORTALITY III), and have worked out mechanisms for interactions between planners and social scientists (e.g. RESUTIL I and INST DEV II).

Simple awareness of and familiarization with population-development interrelationships arising from these activities, while necessary and useful, are probably not adequate from the standpoint of the integration process. What is needed is for planners to gain confidence in their ability to analyze such interrelationships and to use that information in the formulation of policies and programmes. While learning by doing is ultimately the best way to gain confidence, it might be necessary as a first step for planners to be thoroughly exposed to the full range of population-development interactions through intensive training programmes or orientation workshops. In the Philippines, the Population-Development Planning and Research Project (PDPRP), a project of the Commission on Population (POPCOM) implemented by the National Economic and Development Authority (NEDA) with UNFPA sup-



*A study directors' meeting on demographic-economic interrelationships being held at ESCAP with financial assistance from UNFPA.*

port, has, among others, implemented training programmes for planners at various levels of Government on population and development planning. The thrust of such training programmes has been to introduce planners to the analysis of population-development interrelationships as a basis for integrating population and development planning. In addition to the formal activities of PDPRP, POPCOM itself through its own initiative has sponsored training programmes on population-development planning for its own staff both at the central and regional levels as well as for selected staff of its partner/participating agencies. Such training programmes or orientation courses can probably be replicated in other ASEAN countries when a need arises. Furthermore, it is possible for ASEAN to develop a population and development planning course as part of its human resource development component. Such a course could complement courses offered by Australian National University and the International Labour Organisation, for example. A core of ASEAN experts could easily be mobilized to design and implement such a course to suit ASEAN development planning needs.

Second, as confidence is gained in analyzing at first a limited subset of population-development relationships, the range of variables to be considered can be expanded. At the same time, quantitative indicators of critical variables can be specified so that data adequacy can be assessed and data collection can be planned more systematically. In this connection, there may be a need to review socio-economic and demographic indicators currently available to determine whether a more refined set, i.e. development indicators that are population denominated, can be constructed according to the manner that



development objectives are specified. For example, it is no longer adequate merely to have indicators of output or aggregate income. One must be able to disaggregate these indicators to show household/personal income by specific subgroup of the population. The rationale for this is that it is not enough that development policies lead to increased aggregate income. What is also essential is that the increased income be experienced by specific population subgroups most in need of income gains. Unless development indicators can quickly pinpoint such groups, it might be difficult to assess the impact of policies and programmes. More specifically, in addition to the collection of data on national income, sectoral incomes, functional income shares etc., it is also essential to collect, regularly and accurately, household or personal income data, which currently may be inadequate and not timely enough for planning and impact evaluation purposes.

Activities undertaken with a view to developing socio-economic and demographic indicators have been pursued in each ASEAN country independently of each other, although instances of sharing and exchange of experiences on a bilateral basis have occurred in the past. This is to be expected since development planning was an ongoing activity in these countries prior to the setting up of the ASEAN Population Programme; in this regard, the ASEAN Social Indicators Project (INDICATORS I) was the first activity of its kind.

A review of existing development indicators, in light of the integration perspective, may uncover gaps that need to be filled; such could form the basis for collaborative activity in the future if there is enough commonality of specific development concerns. In any case, even if such indicators of development are pursued independently by each country in order to maximize flexibility in addressing country-specific concerns, it would still be useful to have some mechanism for the sharing of experiences or the transfer of technology among member countries.

Third, a socio-economic-demographic model needs to be constructed in order to test the quantitative significance of socio-economic-demographic relationships in a country-specific setting. The results of these tests should provide the needed refinements in policy analysis made earlier at the qualitative level. It is important that this quantitative socio-economic-demographic model start out initially as "small", reflecting the consideration that planners be able to handle it confidently at each stage of the integration process. It is also important that the construction of the quantitative model involve planners at the earlier as well as later stages of construction in order that they may be able to learn to use it for policy analysis once it has been completed, and also in order that the most pressing policy issues that they are currently confronted with can be addressed effectively by the model. As new data and information on population-development interrelationships become available,

conceptualization and modelling activities may be refined and expanded accordingly.

In the development of Phase III of the ASEAN Population Programme, the desirability of collaborative ASEAN activity in the construction of economic-demographic models was discussed. After a review of each country's experience at economic-demographic modelling as well as each country's participation in internationally sponsored modelling activities, it was decided that, to avoid duplication of efforts, such modelling activities be pursued on a country basis without formally including them under the activities of the ASEAN Population Programme. At some point in time, however, it might become desirable to exchange modelling experiences to determine how specific economic-demographic development issues common to ASEAN have been addressed by the country-specific models. In the future, it might be worthwhile to consider holding a seminar/workshop such as RESUTIL I or conducting an exchange of personnel programme such as INST DEV II.

Fourth, in addition to aggregative macro models, there is a need to test socio-economic-demographic interrelationships at the micro level. This requires the conduct of systematic impact studies of programmes to determine the extent to which programmes contribute directly and indirectly to the achievement of development objectives. Such information not only helps to validate broad macro interrelationships but is also essential for determining appropriate programmes in the future.

In this regard, several ASEAN projects are most likely to make significant contributions. These projects include specifically POPDEV I and III, MIGDEV I and II, and the evaluation components of WOMEN II and III. At some point in time, it would be necessary to consolidate the experiences gained from these projects towards firming up the methodology for impact evaluation as well as in drawing out lessons for future programme design and implementation.

In conclusion, it is evident that the ASEAN Population Programme contains many elements that can significantly contribute to the integration of population and development planning in each member country. The aforementioned future collaborative activities, which mainly involve a consolidation of experiences already gained, could contribute further to the integration process.

The full integration of population and development planning in each ASEAN country will take some time to achieve and it will be achieved only through serious efforts by the countries concerned. It is expected, however, that individual country efforts could be complemented effectively by joint country efforts under the ASEAN Population Programme.