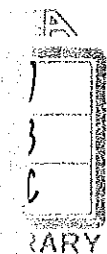


**Study on Development Assistance**  
**for**  
**Population and Development**

March 1992

**Study Group on Development Assistance for**  
**Population and Development**  
**Japan International Cooperation Agency**



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This report is based on the discussion and findings of the Study Group on Development Assistance for Population and Development organized by the Japan International Cooperation Agency (JICA). The views expressed in the report are those of the members of the Study Group and do not necessarily reflect those of JICA.

Additional copies of this report are available upon written request from the Institute for International Cooperation (IFIC), the Japan International Cooperation Agency (JICA),

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## Foreword

It was expected that the progress of demographic transition — the shift from high birth rates accompanied by high death rates to low birth rates accompanied by low death rates — which began with the Industrial Revolution in the West would spread throughout the world with progress in economic and social development. In the middle of this century, Japan did indeed achieve a low-fertility, low-mortality society. Japan was the first non-Western nation to achieve this demographic transition, and did so within an unprecedentedly short period. Japan is now confronted with an acute aging of its population.

In the developing regions of the world, however, the demographic transition that was expected to be taking place smoothly in the mid-1980s has not made much progress, except in a few Asian countries, and, in general, population growth rates remain high. Solutions to the various problems brought about by such rapid population growth are perceived to be important steps for the international community on the path to sustainable development, as mentioned by the Development Aid Committee of the OECD in connection with its proposed development cooperation strategies for the 1990s.

Reflection on how Japan's development assistance should approach these global issues is indeed very timely. It is now necessary to consider the integration of socio-economic development, to review the history of Japan's successful demographic transition which was sustained by the people's own efforts to achieve development based on a social consensus, and to establish and define for the international community the principles of Japan's population assistance policy that arose in the process of the Japanese experience.

This Study Group was established in June 1991 under a mandate from Japan International Cooperation Agency (JICA). It met eight times, including once in public hearings. It has been discussing basic principles and priority tasks to be accomplished in implementing a wide range of population assistance measures that transcend cooperation in family planning. In its studies and discussions and in the compiling of its report, it received reports from individual members of the Study Group, heard the opinions of and received invaluable information from Mr. Hirofumi Ando, Director, Information and External Relations Division, UNFPA, Ms. Kazuko Kano, former Country Director for Thailand, UNFPA, as well as from JICA experts currently active overseas. It was also helped greatly by the cooperation of the

Japanese Ministry of Foreign Affairs and support by task forces composed mainly of JICA staff.

This report is the fruit of our joint efforts. Considering the importance and complexity of problems related to population and development, we hope that this report will assist people in the orientation and formulation of Japanese development assistance in the future and that it will lead to qualitative improvements in Japan's development assistance.

March 1992

Jun Nishikawa  
Chairperson  
Study Group on Development Assistance  
for Population and Development



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## ACRONYMS AND INITIALS

AIDS	Acquired Immunodeficiency Syndromes
ASEAN	Association of Southeast Asian Nations
DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development
DHS	Demographic and Health Survey
ESCAP	Economic and Social Commission for Asia and the Pacific
GDP	Gross Domestic Product
GNP	Gross National Product
GTZ	German Technical Cooperation Company
HIV	Human Immunodeficiency Virus
IEC	Information, Education and Communication
IMF	International Monetary Fund
IMR	Infant Mortality Rate
IUSSP	International Union for Scientific Study of Population
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
JOICFP	Japanese Organization for International Cooperation in Family Planning Inc.
MCH	Maternal and Child Health
NGOs	Non-governmental Organizations
NORAD	Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OECF	Overseas Economic Cooperation Fund
PHC	Primary Health Care
TCDC	Technical Cooperation among Developing Countries
TFR	Total Fertility Rate
UNDP	United Nations Development Program
UNEP	United Nations Environmental Program
UNESCO	United Nations Education Science and Culture Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

<b>WFS</b>	<b>World Fertility Survey</b>
<b>WHO</b>	<b>World Health Organization</b>
<b>WWF</b>	<b>Worldwide Fund for Nature (former World Wildlife Fund)</b>
<b>WID</b>	<b>Women in Development</b>
<b>WPPA</b>	<b>World Population Plan of Action</b>

# **1. Basic Overview of Population and Development**

## **1.1 World population trends and problems**

### **1.1.1 World population trends and proportion of developing countries to world population**

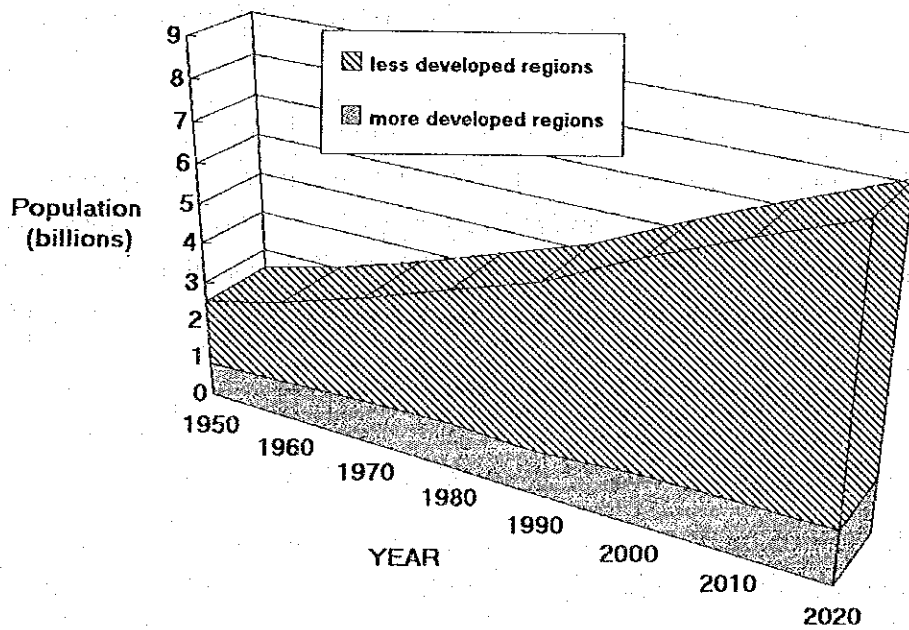
The human population increased gradually for a long time, but population growth has been very rapid in the modern era. The world population was about one billion in 1850; by 1950 it had grown to 2.5 billion; as of 1992, it stands at about 5.4 billion. According to the U.N.'s medium-variant projections the world population will reach 8.5 billion in the year 2025; A long-range estimate for the end of the twenty-first century is more than 10 billion. More than 95% of this population growth is due to the growth of the population in developing countries; presently, 77% of the world's population lives in developing countries, but this percentage is expected to rise at an increasing rate. Given the fact that rapid population growth is a threat to humanity's survival, people have spoken of this situation as "the population explosion" or as "population bomb." The most serious problems brought about by very rapid population growth are the aggravation of poverty in developing nations and the impact on the global environment. But yet another major problem for society is posed by the population's rapid aging as the result of demographic transition. (Appendix 1)

### **1.1.2 Population growth and poverty in developing nations**

In many developing countries, rapid population growth makes it even more difficult to eradicate the poverty that siphons off the fruits of economic growth. At the same time, population growth causes food shortages and delays the building of social infrastructure, hindering improvement in levels of human health, education, and living standards. The swelling rural population is migrating en masse into the cities, aggravating such problems as the creation of slums, unemployment, and crime, and this further aggravates developing countries' existing urban problems. Economic stagnation and population growth in the developing countries also widen the economic gap between North and South, triggering international migrations by some workers and professionals from developing nations. The lower a country's income level, the higher its birthrate; the higher a country's birthrate, the lower its rate of economic growth; this vicious cycle linking population growth to poverty turns



### Appendix 1 World population trends (Medium variant)



Source: United Nations, "World Population Prospects, Estimates and Projections as Assessed in 1990."

solutions into arduous undertakings.

### **1.1.3 Population growth as a factor influencing the global environment**

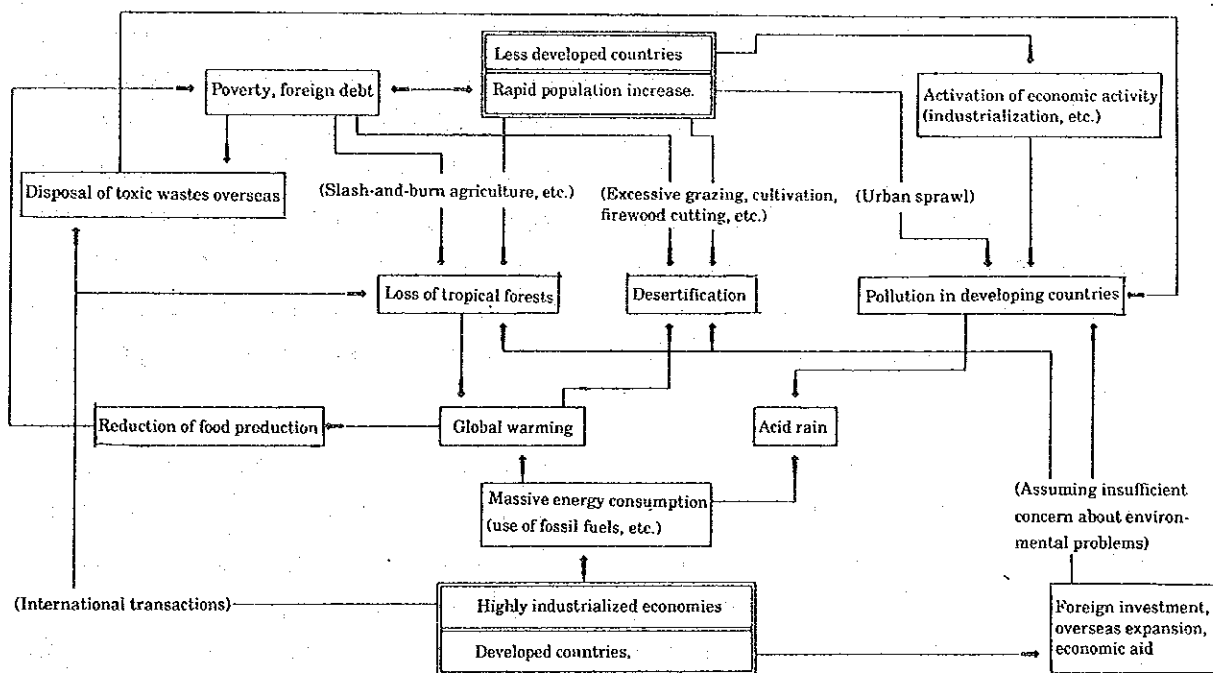
The earth's environment is deteriorating, as exemplified by global warming, acid rain, destruction of tropical forests, and ocean pollution. Undeniably, the causes of this environmental crisis lie in the massively resource- and energy-wasteful consumption structure of industrialized nations, and their responsibility for global environmental problems is great. On the other hand, environmental problems are worsening in the developing nations, too: e.g., destruction of forests due to commercial cutting of forests and slash-and-burn farming, the spread of deserts due to overgrazing of grasslands, air and water pollution due to industrialization and urbanization. It must be correctly understood that population growth and poverty are accelerating the deterioration of the environment in developing countries and that this affects the global environment.

Therefore answers to the population problems of the developing nations are urgently needed to protect the environment in which people in developing countries live, in concert with efforts by industrialized countries to prevent environmental pollution and to limit energy consumption. It must be understood that efforts to limit population growth are indispensable steps toward solving global environmental problems. (Appendix 2)

### **1.1.4 Population aging as a result of demographic transition**

The twin decline in birth and death rates that accompanies demographic transition promotes population aging by gradually increasing the proportion of elderly (people 65 years old or older) to the rest of the population. Almost all advanced nations that have completed their demographic transition are now entering an era where populations are aging as a result of lower birthrates. A number of developing nations, especially the Asian newly industrialized countries, have successfully undergone their demographic transition and, as soon as they did, they began to see signs of population aging. The population of developing countries continues to increase at high speed, but the decline in birthrates is also a fact. According to medium-variant projections by the United Nations, population aging, measured in terms of the 65-or-over population's crossing the threshold mark of 7%,

## Appendix 2 Links between population growth and global environmental problems



Sources: General Affairs Section, Environment Agency Director's Secretariat; "Chikyu Kankyo Kiiwaado Jiten"; Chuo Hoki Shuppan, 1990.

will have begun in all parts of the developing world except Africa by the year 2025. It is urgent that the world should realize that population aging will become a serious social issue in many developing countries in the near future and steps to find answers must be taken as early as possible. (Appendix 3)

## **1.2 Ties between population changes and socio-economic development**

### **1.2.1 Demographic factors in economic development**

Population growth potentially has both positive and negative effects on economic development. Among the positive effects, the population is a labor source and contributes to the economy by expanding production and developing resources. Only after the population has reached a certain critical mass and population density will it promote technological innovation, efficiently transmit the information, and expand the scale of consumption needed for economic development. On the negative side, however, rapid population growth puts pressure on land and other resources, lowers labor productivity, and harms the environment, and all these factors impede economic growth. Most developing countries facing these problems find that their efforts to improve food supply, housing, education, roads, and other infrastructure in order to maintain an adequate living standard cannot keep up with population growth.

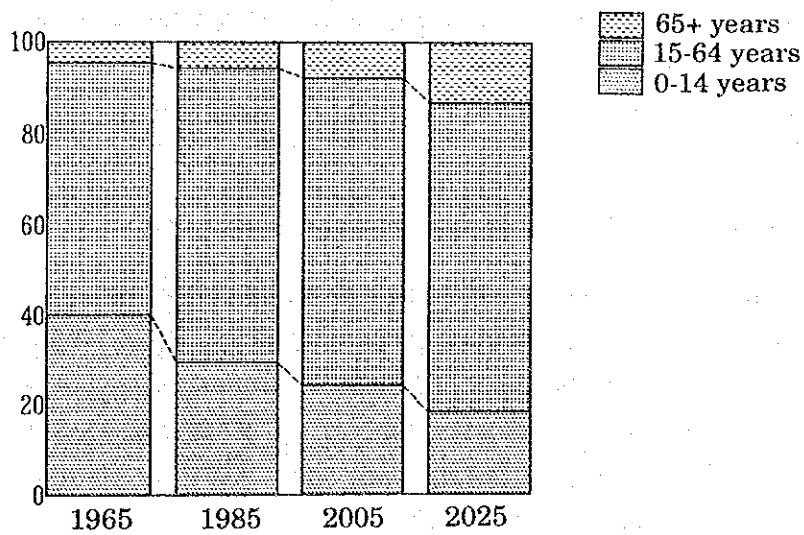
The impact of population growth on economic development depends on the speed on a country's economic growth and on whether socio-economic structures that can effectively utilize population as a resource exist or not. Though most developing countries are not in a situation where they can adequately put their growing populations to work productively, obviously there are also some countries and regions that must first achieve a certain population density before they can achieve economic growth.

### **1.2.2 Importance of social development for demographic transition**

To promote demographic transition in the developing countries, it is vital to promote wide-ranging social development that has vast impact on other areas — primarily education (especially for women), family planning, and maternal and child

### Appendix 3 Population aging projection for China

Shifts in the Chinese population's age structure (%)



	1965	1985	2005	2025
0-14 years	40.2	29.7	24.3	18.5
15-64 years	55.4	65.0	68.2	68.7
65+ years	4.4	5.3	7.5	12.8

Source: United Nations, Population Prospects 1990

health services — because of their close connection with the decrease in fertility and mortality. The spread of education makes it possible to raise the female literacy rate and improve women's social standing and thus contributes in time to the spread of planned childbirth. Better family planning and maternal health care services will make planned childbirth possible for many people who are eager to have access to these services but have not had access thus far and can make major contributions to improved maternal and child health and to reduced mortality. The spread of planned childbirth, improvement of maternal and child health, and reduction of infant and child mortality are indispensable steps toward achieving demographic transition. To make sustainable social development possible, it is important to reinforce the government agencies that formulate and implement policy, promote active participation and greater awareness by local community members, and establish a financial basis for these programs. Obviously it is indispensable that economic development is promoted in order to support these programs. The improvement of basic education and health care activities linked to community development appear to be important specific actions for this purpose.(Appendix 4)

### **1.2.3 Necessity of sustainable economic development**

Industrialization and the evolution of different industries in conjunction with economic development enrich people's lives on the one hand but increase the consumption of resources and energy on the other, and may aggravate environmental deterioration. What we must now consider most seriously is how to achieve sustainable economic development, permitting the world's people to use the earth's finite energy and other resources effectively and permanently; for this purpose, attention to environmental protection, reform of lifestyles, technological innovation for the recycling of resources and for new energy uses is necessary. Rapid population growth is an obstacle to sustainable development and the maintenance of population at an appropriate level is an important task. (Appendix 5)

## **1.3 Approaches to demographic problems**

### **1.3.1 Importance of world population conferences and the World Population Plan of Action**

Since Malthus, many scholars and activists have worked on population

## Appendix 4 Demographic transition

Population trends in sustained economic and social development pass with time through a phase of high fertility with high mortality to high fertility with low mortality to low fertility with low mortality. This pattern accompanies the process of population evolution with modernization and is called demographic transition. The point in time when high fertility shifts to low fertility is regarded as the beginning of demographic transition. At the present time, international comparison shows that societies with low economic standards have high birth and death rates; societies with high economic standards have low birth and death rates. In England, demographic transition began in 1876, when the birth rate began to drop; sixty years later, namely during the Great Depression in the 1930s, the transition was completed and low fertility accompanied by low mortality was achieved. The English pattern of demographic transition involved first the achievement of sustained economic development, then the demographic transition; the Japanese demographic transition, which occurred after World War II, began amidst want and scarcity, and is therefore characterized by parallel achievement of economic reconstruction and control over fertility.

Source: Population Problems Council, "Jinko Jiten," Toyo Keizai Shinposha 1987; "Me de Miru Sekai Jinko," JOICFP 1990.

## Appendix 5 Sustainable development

The concept of "sustainable development" is a recent one. The approach was initially presented in the "World Conservation Strategy," published in 1980 by the International Union for Conservation of Nature and Natural Resources in collaboration with the U.N. Environment Programme (UNEP) and the Worldwide Fund for Nature (WWF), then known as the World Wildlife Fund (WWF). It refers to a way of protecting natural resources to permit continuing development. The concept was mentioned in "Our Common Future" (1987), a report by the World Commission on Environment and Development, which was set up by the U.N. at the suggestion of Japan. It defined sustainable development as "meeting the needs of present without compromising the ability of future generations to meet their own needs" and as a task of the highest priority for cooperation by each and every country of the world.

From this moment on, the concept of sustainable development began rapidly to spread around the world. In 1991, the International Union for Conservation of Nature and Natural Resources, UNEP, and the WWF again collaborated in the publication of "Caring for the Earth: A Strategy for Sustainable Living," which called for the adoption of sustainable lifestyles that would protect the world environment and nature.

Sustainable development, therefore, stresses the coexistence of development and environmental conservation taking into account not only the needs and interests of the present generation but also those of future generations. The issues involved are economic growth (both quantitative and qualitative), development of infrastructure which both conserves and strengthens resources, maintenance of stable population levels, adoption of policies and technologies that take the environment into account, promotion of international cooperation for that purpose, and realization of sustainable lifestyles supporting these efforts.

problems. The world's population has indeed been growing rapidly since the beginning of this century. Population problems must be approached globally, and thus world population conferences have been held regularly since the middle of this century. The third World Population Conference, held in Bucharest in 1974, assembled representatives from 135 countries who adopted a "World Population Plan of Action." At the time, there was fierce argument between the industrialized and developing countries regarding population growth and fertility control, one side emphasizing the need to control the population, the others placing priority on economic development. They found a point of agreement, however, in the realization that population policy was a part of economic and social development. At the fourth meeting, in Mexico in 1984, after assessment of its progress, the World Population Plan of Action was revised. Population was acknowledged to be an important factor for development and great concern was expressed concerning urbanization, international migration, population aging, and the status of women.

In addition to the World Population Conference, independent Asian population conferences, the Population Forum, and other international meetings have been held to address global responses to population issues. The World Population Plan of Action adopted by the World Population Conference has played a leading role as a guideline for international population activities and has also been successful in placing population issues on the global agenda and establishing the importance and necessity of international population policies. (Appendix 6)

### **1.3.2 Japan's approach to demographic problems**

Every sovereign nation in the world has its own independent and original approach to demographic problems; budget and technical constraints make most developing countries count increasingly on international support and cooperation. In response to the need, cooperation is being provided by the UNFPA, the World Bank, and other international organizations as well as member countries of the Development Assistance Committee and non-governmental organizations. Japan has given bilateral assistance since 1969 through project-type technical cooperation, mainly in the areas of family planning and multilateral aid since 1971 by contributing funds to the UNFPA. Japan's status is noteworthy, as presently it is the largest contributor to the UNFPA. In terms of bilateral technical cooperation, Japan's expenditure on population and family planning cooperation projects is increasing



## Appendix 6 International responses related to population policy

1946	Establishment of the U.N. Population Commission
1954	First World Population Conference, in Rome, sponsored by the U.N.: International Union for the Scientific Study of Population members and other experts exchange information.
1963	U.N. Population Commission begins study of individual countries' population policies
1965	Second World Population Conference, in Belgrade: comprehensive expert scientific discussion of population and demographic problems
1969	Establishment of UNFPA (UNFPA)
1972	Global Environment Conference, in Stockholm: UNEP is established by conference resolution
1974	International Population Year decreed by U.N. General Assembly resolution Third World Population Conference, in Bucharest: 135 countries participate in inter-governmental talks, World Population Plan of Action adopted.
1984	Fourth International Conference on Population, in Mexico City: held at the initiative of developing countries, 147 countries participate, the Mexico Declaration adopted
1989	U.N. Population Commission makes third evaluation of the World Population Plan of Action 21th Century Population Forum: 79 countries participate, the Amsterdam Declaration adopted.

## Appendix 7 Japanese population-related project budgets

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
JICA budget <sup>1)</sup> (million ¥)	460	519	661	775	814	829	910	950	967	991	1,021
Contribution to UNFPA <sup>2)</sup> (million \$)	23.50	29.50	33.50	36.85	40.10	42.90	45.93	48.93	52.13	55.03	55.78

Note 1: Figures include only JICA expenses related to population and family planning cooperation projects; they do not include the supply of equipment or construction of maternity hospitals and hospitals for mothers and children through grant aid, or the construction of a condom factory in Indonesia through loan aid in 1981.

Note 2: Figures include subsidies to the International Planned Parenthood Federation, an international NGO, channeled through the UNFPA.

Source: JICA, "1990 Japan International Cooperation Agency Jigyo Jisseki-Hyo" Economic Cooperation Bureau, Ministry of Foreign Affairs, "Japan's Official Development Aid, 1990".

steadily and the activities supported cover an increasingly wide range, from cooperation in family planning in the strict sense to population education and maternal and child health care.

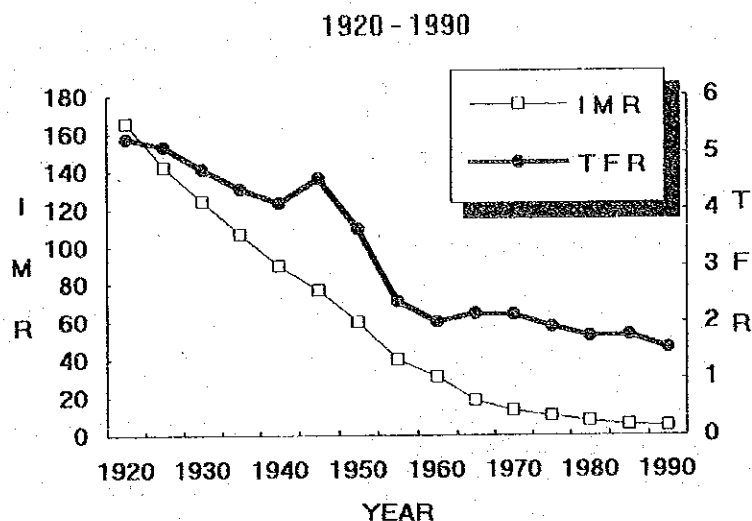
With the problems of population and development becoming increasingly serious and diverse in developing nations, Japan is to play an ever greater role, inasmuch as it has already completed its demographic transition and achieved economic development. (Appendices 7 & 8)

### **1.3.3 Ties between population, environment, poverty, and the role of women in development and attention to regional identity**

Population problems exert a major influence on development in the context of the close interrelationships among such other problems as environmental damage, poverty, and the inadequate role of women in development. Therefore, to promote development, it is important to use a mutually complementary approach to population problems that stresses compatible responses to all the above-mentioned problems. Japan has already made clear its intention to increase development assistance aimed at protecting the environment, alleviating poverty, and enhancing the role of women in development.

Whether population growth represents a positive or negative factor in a country's development and how it affects the environment, poverty, and women's role in development depends on that country's situation and social, economic, and cultural background. Japan must recognize this and strive to cooperate internationally based on constant awareness of recipient nations' and regions' distinguishing characteristics. (Appendix 9)

## Appendix 8 Japan's infant mortality and total fertility rate



Source: Ministry of Health, "Jinkou doutai toukei nenpou, 1991 (Demographic Statistics Yearbook.)"

## Appendix 9 JICA's Study Groups on Development Assistance

The work of JICA can be divided by area into social development, health care and medicine, agriculture, and mining and manufacturing, or by form of assistance into accepting trainees, overseas assignment of experts, and conducting of development surveys. To carry out projects more smoothly, efforts must be made by coordinating and liaising among different areas and forms of assistance being carried out in different countries. Since fiscal 1988, JICA has established aid study groups that investigate ways to carry out development assistance in different areas to address global issues. In fiscal 1988 a study group was established to study ways to provide development assistance that would support efforts to promote sustained development in developing countries taking into account harmony between development and environmental conservation. A report on the study group's findings was subsequently published. From fiscal 1989 to 1990, other two groups carried out research and published reports on "poverty" and "women in development."

Source: 1991 JICA Annual Report.

## **2 Strategies for Improving Population Assistance**

### **2.1 Definition of “population assistance”**

As we have seen above, population problems are closely related to developing nations' socio-economic evolution, the protection of people's basic human rights in developing countries, and global scale environmental problems. It is therefore inappropriate to apply the term “population assistance” solely to cooperation activities involved in family planning, as has been frequently done in the past. The following definition accordingly gives a wider meaning to the term, and we will use it hereafter.

#### **Definition of “population assistance”**

“Population assistance” refers to aid activities in all related areas that contribute to achieving the three following main objectives:

- (1) *Raising the standard of living and protecting the human rights of people in developing countries at the individual level*

Population assistance contributes both to eradicating poverty (raising the standard of living) by securing suitable population levels and population growth rates, and to ensuring people's basic human rights (especially those of women, children, and the elderly) and promoting their status and rights in society.

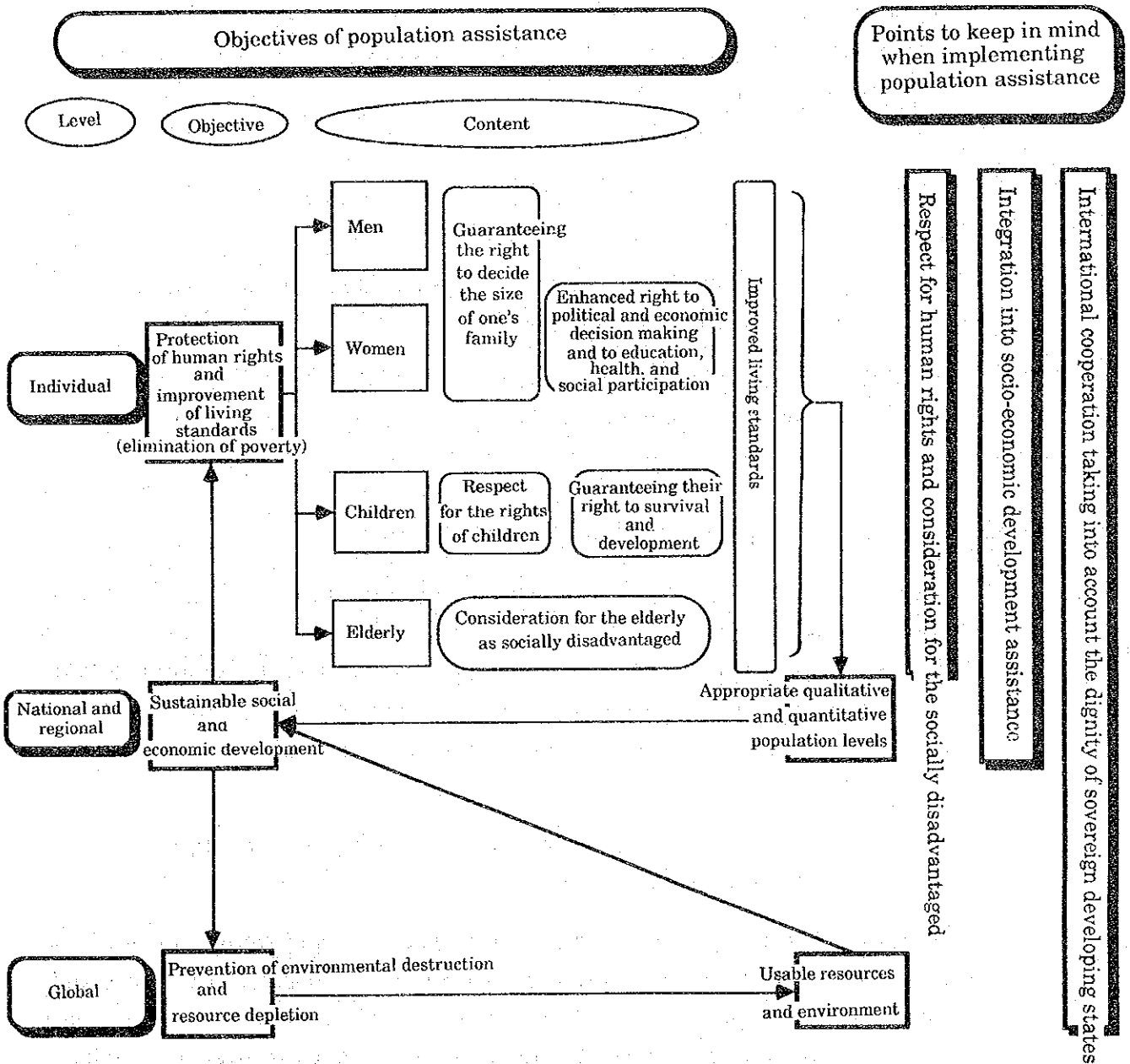
- (2) *Promoting the socio-economic development of developing countries at the national and regional levels*

Population assistance contributes to the attainment of suitable population levels (or population growth rates) and the qualitative improvement of human resources suited to the promotion of sustainable socio-economic development in the developing countries.

- (3) *Responding to the environment crisis caused by population growth at the global level (promotion of sustainable development)*

Based on awareness that rapid population growth has serious impacts on the preservation of tomorrow's natural environment and resources, population assist-

## Appendix 10 Population assistance objectives and points to keep in mind



ance promotes dialogue and cooperation between industrialized and developing nations to find solutions to their problems and thus contributes to peaceful coexistence among the world's peoples.

Specifically, population assistance in the broadest sense includes aid activities in the following areas:

- (1) *Population assistance in the strict sense: family planning, population education, demographic study and the dissemination of information, and other areas directly connected with population.*
- (2) *Areas of socio-economic development that contribute extensively to human resource development:*
  - A) Areas whose purpose is directly to aid human resource development (education, training, health care).
  - B) Areas whose purpose is to promote the effective use of human resource (rural and urban community development, urban planning).

## **2.2 General principles of population assistance**

Assuming that population assistance is carried out as defined in the previous section, the following points clearly deserve attention from all aid donors. Japan must not only respect these principles itself but must appeal to the international community to ensure that population assistance is carried out by different donors and executing agencies in accordance with identical principles.

### **2.2.1 Stress on respect for human rights and consideration for the socially disadvantaged**

As it has been recognized and underlined repeatedly at many international conferences, it is the right of the couple and of the individual to decide the size of their family, and it is therefore the right of the couple and of the individual to have access to information about and means of contraception. To guarantee the right to

## **Appendix 11 Family planning as a right**

The right to family planning has been accepted by the international community for over 20 years. Understanding that family planning is a key component in social development, the International Conference on Human Rights in 1968 said that "parents have a basic human right to determine freely and responsibly the number and spacing of their children," a statement which has been the basis of international action ever since, usually with the addition of the important phrase "and to the information and the means to do so." It was included in the revised Charter of Human Rights in 1968, endorsed by 157 governments. It has subsequently been reaffirmed by, among others, the World Population Conference in 1974, by the International Conference on Population in 1984, the Conference on the Decade for Women in 1985, and most recently by the 1989 International Forum on Population and Development in the 21st Century.

Ensuring that the right to family planning becomes a reality has three aspects. The first is the provision of services, information and education; and the second is removing legal restrictions to access. The third aspect, more easily overlooked but no less important, is social change in favor of family planning.

Source: UNFPA, "The State of World Population, 1991"

voluntary family planning, it is necessary to remove obstacles to access to information about and means of contraception and to make available correct information and safe and cheap means of contraception.

One of the objectives of development lies precisely in promoting women's education, health, and participation in society and women's right to make political and economic decisions. It is known that the degree to which a woman has the right to make this kind of decision influences the average number of children she will bear in her lifetime. Attention must be paid to this issue so that the rights of women whose health is directly affected by pregnancy, childbirth, and contraception are protected and women's health does not suffer.

The importance of recognizing and guaranteeing the dignity of children born into this world and their rights to life, protection, and development does not contradict the objectives of population assistance. Reduced infant mortality is widely recognized as leading to reduced maternal parity and to lower birthrates. One must not underestimate the importance of creating conditions where all children will be wanted by the families and societies into which they are born and enabled to grow up to become active and responsible members of society.

From the standpoint of protecting the rights and stressing the quality of life of the socially disadvantaged, which have received too little attention in development planning in the past, it is necessary to also fully consider the elderly in developing countries. (More than half of the world's population aged 65 years or older reside in developing countries.) (Appendices 11, 12 & 13)

### **2.2.2 Integration of population assistance into the framework of aid for socio-economic development**

Population assistance must be carried out to aid in the achievement of socio-economic development (that is, the achievement of self-reliance and higher standards of living for people in developing countries). The object is not population policies or programs themselves that channel population assistance in the strict sense, but a wider range of activities that, as part of social policies set up within the broader context of social and economic development policies, will influence the population's size, distribution, and composition. Demographic issues must therefore be understood as population assistance components that contribute to the achievement of



## Appendix 12 View from the village

(We) would gladly accept (family planning) provided it:

not interfere with our working

not do us permanent harm

not be against our religion

be free or nearly so

has a woman to examine us and teach us

what to do and how to do it

remain a secret between her and us.

Women's Meeting, Central Javan Village, 1977.

From: "View from the village" by Sam Keeny, Populi, Vol 4, No 1, 1977 quoted from UNFPA "The State of World Population".

## Appendix 13 Convention on the Rights of the Child

The Convention on the Rights of the Child was adopted unanimously by the U.N. General Assembly on November 20, 1989. It resulted from deliberations over a period of more than 10 years by governments, U.N. organizations, and over 50 non-governmental organizations. Its object is to establish international standards for protecting children from neglect, exploitation, and abuse.

The convention's main areas of application are survival, development, protection, and participation. It proclaims as common to all areas the principle that the best interests of the child must be used as the touchstone for all decisions affecting children's health, well-being, and dignity.

- **Survival:** the right of access to health care services, to an adequate standard of living, to a name and a nationality.
- **Development:** the right to education, to rest and leisure, and to engage in cultural activities.
- **Protection:** many provisions provide protection for mentally or physically disabled children, refugees or parentless children, or children who are separated from their parents.
- **Participation:** the right to freedom of expression and information, to freedom of thought, conscience, and religion.

Source: The 1990 U.N. World Summit for Children.

economic growth through wide ripple effects, and that sustainable development in developing countries and solutions must be supported from this wider viewpoint. Not only the quantitative aspect of the population, but also improvement of the quality of life and the qualitative (human resource building) aspect of the population as human resources for social development must be taken into consideration.

### **2.2.3 Implementing international cooperation while respecting the sovereignty of developing nations**

It is generally acknowledged in connection with development assistance that the sovereignty of developing nation governments must be respected, but the importance of this point should be stressed even more deliberately in connection with population assistance.

First, it is the sovereign right of the government of a developing country to decide its population policy, and its sovereignty and the independent efforts of each nation must be respected. Assistance in population policy does not mean the formulation of policies by donor countries on developing countries' behalf; instead, it should be assistance to enable developing country governments first to better formulate rational policies based on an accurate and up-to-date understanding of population trends within the context of the recipients' own development planning, and then to better monitor and evaluate these programs.

Second, caution must also be exercised in providing assistance to ensure that the population policies formulated and implemented by the governments in question do not violate the human rights or harm the welfare of minorities or the socially disadvantaged.

In its population assistance, Japan must evaluate development programs from both viewpoints described here and use them as criteria for implementing aid, as well as pay careful attention to Japan's four-point guideline for the granting of development assistance established in 1991.(Appendix 14)

Information on the objectives and emphases of population assistance presented in sections 2.1 and 2.2 above is illustrated graphically in Appendix 10.

#### **Appendix 14 Four-point guidelines of Japan's official development assistance**

The policy announced on April 10, 1991, by Japanese Prime Minister Kaifu regarding the military expenditures in developing countries and the granting of Japanese ODA was a reaction to mounting support for arms control and disarmament stimulated by the gulf crisis and democratic and market-economy changes in Central and Eastern Europe and the former Soviet Union. It was motivated by increasing attention to the relationship between aid to developing countries and their policies and political and social situations.

The statement is summarized below (with the exception of the first and second paragraphs, which are omitted). The para. 3 is based on the previous approach, described in the first two paragraphs, and states that in the implementation of ODA, Japan will pay careful attention to four factors: i) military expenditure by aid recipients, based on the view that developing countries should assign priority to allocating their financial, human, and other resources appropriately toward economic and social development, ii) the development, manufacture, etc., of nuclear and other missiles and weapons of mass destruction by aid recipients, in view of the need to strengthen efforts to impede the global proliferation of these weapons, iii) arms imports and exports by aid recipients, so as not to prolong international conflicts, and iv) the status of basic human rights and freedoms and efforts to introduce market economy mechanisms and promote democracy in recipient countries.

Decisions are comprehensive, taking into account such other factors as Japan's bilateral ties with the countries in question, the recipient's security environment and other international circumstances, its aid requirements, and the recipient's economic and social status.

Source: The Economic Cooperation Bureau, Ministry of Foreign Affairs, "Waga-kuni no Seifukaihatsuenjo 1991," the Association for the Promotion of International Cooperation.

## **2.3 Towards improved Japanese population assistance**

In addition to the general principles to bear in mind mentioned above, Japanese population assistance should devote attention to the following points in order to further improve its contributions to solving problems of population and development in developing countries. These items require either greater attention or more strenuous efforts to strengthen and improve Japan's population assistance.

### **2.3.1 Support for broad-based economic growth**

To promote development while maintaining a balance between population and the environment, efforts must be made to design assistance to redress the disparities between urban and rural areas and to create, energize, etc., regional economic zones. This will achieve economic growth that reaches wide sectors of the population, with the main focus on stimulating participation by the masses and ensuring that they benefit from economic growth. It is also essential to take fully into account regional characteristics and the promotion of participation by the local community in promoting development. "Development Cooperation in the 1990s," a report by the Chairman of the OECD Development Assistance Committee, also states that "without broad-based economic growth the basic structural and social transformations which make up the process of development (including an widening preference for smaller families) will not occur."

It is necessary to plan, implement, and evaluate projects taking into account the influences exerted mutually on each other by population, environment, poverty, and women's status and role from a cross-sectoral perspective. This is not necessarily limited to the implementation of integrated multi-sectoral development projects: because each of these factors is closely interconnected with others in the process of social development, it is important that individual sectors' efforts be situated within the larger framework and that checks be made in the course of development of its effects on the environment and women's status and that results be fed back into the implementation process.

This approach is equally applicable to support for structural adjustment policies carried out by developing countries, many of which are plagued by spiraling foreign debts and stagnant economies, under the guidance of the IMF and the World

## Appendix 15 Adjustment and the Poor

Subsidy reductions have been controversial and have sometimes provoked strong opposition. In cases where subsidies benefited the poor, the poor have suffered considerable hardship when subsidies have been cut. In such cases, better targeting or substitution of alternative, more efficient schemes, is needed. In Morocco, subsidies are being restructured so as to be applied mainly to foods eaten by the poor. This could give the poor greater nutritional benefits for one fifth the former cost. Nonetheless, progress in implementing these reforms has been slow. In Mexico, the government, with the help of two bank loans, is replacing its marketwide subsidies by more targeted and cheaper alternatives. These alternative schemes include food coupons and milk distribution, subsidies on low-income foods in selected areas, and school-lunch programs.

The most common way of addressing the adverse effects of adjustment has been the implementation of complementary targeted programs, of which the best known example is Bolivia's emergency social fund. Such programs represent an attractive option for ameliorating adverse social effects because they can be effective in reaching the groups they are intended to reach while the adjustment program is being implemented. These programs have compensated those affected by adjustment or have provided temporary employment or relief to the chronically poor. But the programs have often faced serious shortcomings such as insufficient political commitment, institutional weaknesses, shortages of funding, and poorly trained staff.

Source: The World Bank, "Annual Report, 1989"

Bank. And in regard to assistance for macro-programs that seek to restore the production capacity of society and reform institutions to make them more efficient, care must be taken lest the living standards of the poor dwelling on the periphery of urban and rural communities and those of other vulnerable groups be sacrificed to such reforms. Assistance is also necessary for programs that will provide productive employment for these people to participate in main-stream national economic activities. (Appendix 15)

### **2.3.2 Planning and implementation of assistance based on a long-term perspective**

Population assistance should be carried out from a long-term perspective taking into account the human resource development needs and prospects for development of the society in question. Human resources are too important to be sacrificed in favor of policies supporting short-term economic growth.

Even in the case of projects whose objective is to influence birthrates and infant, child, and maternal mortality, such as those designed to improve maternal care and family planning services, the impact of population assistance on these objectives becomes visible through changes in lifestyles and improvements in living standards for the beneficiaries. Therefore, in most cases, a long period of time is required after the implementation of a project before any measurable impact is registered on the population and social objectives. Therefore aid planning and evaluation must not be impeded by short-term criteria of achievement, and aid planning and evaluation from the standpoint of inhabitants' welfare and the sustainability of projects with a long-term perspective must not be neglected.



### **2.3.3 Improvement of “software-orientated assistance”**

To solve population problems, it is necessary to provide “software-oriented” population assistance that stresses both the objectives and the means of assistance. (Appendix 16)

#### **2.3.3.1 Support for activities with the aim of reinforcing local systems and organizations**

To facilitate effective local efforts towards various population-related activities, it is important to provide aid whose aim is to support institution building. This institution building must include not only improvements to the administrative capabilities of government organs and the research capabilities of research institutions, but also ways of energizing the organizations of local communities and encouraging collaboration and cooperation between them.

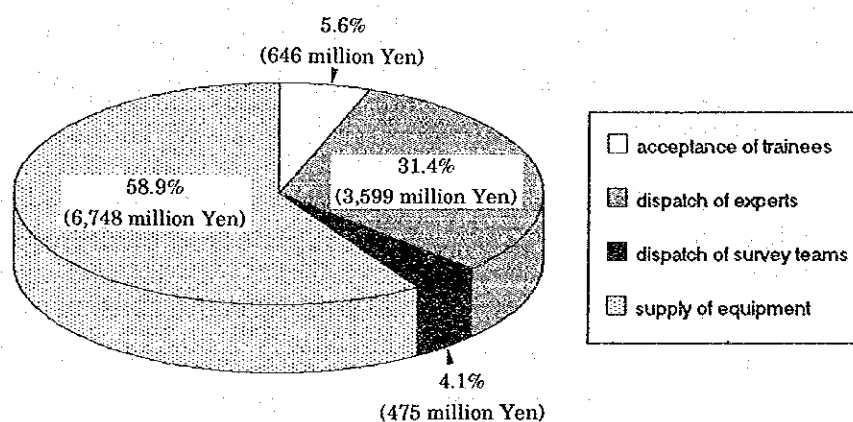
In finding ways to develop local communities, it is important to support community development projects in which local residents participate and indigenous technologies are used, as well as to support activities such as training aimed at improving the management capabilities that local residents need in order to carry out these projects. In many cases, this will generate greater development effects than if organizations, systems, and modern technology used in Japan were simply transferred to developing countries and applied just as they are. In order to meet such development needs where the provision of modern facilities and equipment, or instruction by Japanese experts in modern specialized technology is not really required, Japan must respond by adopting a wider definition of project contents and organizations that might receive Japanese technical cooperation or financial assistance.

#### **2.3.3.2 Increasing support for components other than hardware**

Hardware generally accounts for a large percentage of Japan’s population assistance budget. For example, about 60% of the expenditures for population and family planning cooperation activities in JICA technical cooperation projects go to equipment and supply costs involved in purchasing and transporting medical and audiovisual equipment.



**Appendix 16 JICA spending on population planning in 1990, broken down by type of assistance (technical cooperation budget)**



Note: Percentages are the shares of the total budget allocations for population-related activities; the classification of population planning is based on that of the OECD Development Assistance Committee.

Source: 1990 Japan International Cooperation Agency Jigyo Jisseki-Hyo.

In the case of loan and grant aid, aside from expenditures on services such as architectural design and construction supervision of facilities, the use of aid funds is principally limited to meeting the costs of building facilities and purchasing equipment and spare parts. Because aid projects also must be completed in a relatively short time, continued aid over several fiscal years for research activities and social sector projects is limited.

Obviously, in population assistance as in other domains, the improvement and expansion of hardware — facilities and equipment — is often a necessary and effective means, and the problem does not lie in the supply of facilities and equipment. But in order to give effective aid organically linked to components needed to achieve the aim of institution building, it is indispensable to increase support for components other than hardware (for example, local currency expenditure necessary for the training, research and development of curricula and educational materials that suit local needs and program evaluation over the long term). The financial support devoted to software should not be out of proportion to the expenditures on hardware.

#### **2.3.4 Clearly stating Japan's position on population assistance**

Japanese development assistance is normally given according to the principle that the government of the recipient nation must first present an official request for aid. In many cases, however, population problems involve conflicting interests among different national, ethnic, and religious groups and families, and there are limits to decisions relating to aid programs based solely on bilateral ties between nations.

Instead of remaining a passive observer, Japan must state clearly what types of assistance it is prepared to offer. In concrete terms, Japan should clearly inform and obtain the understanding of international organizations and officials and people of developing nations about the framework and contents of its population assistance. By "contents of aid" we mean here not only the form of aid (loan aid, grant aid, or technical cooperation) or the procedures for obtaining it, but the basic approach Japan adopts regarding the goal and structure of population assistance.

Ways to shift from a passive to a more active stance include efforts to collect and store information about socio-economic and demographic trends for each

## Appendix 17 The "request basis" principle

Japan believes that aid should be used to support self-help efforts by the developing countries, and for this reason its stance with regard to the selection of bilateral aid projects is that such projects should be implemented on the basis of formal requests to the Japanese government from the governments of recipient nations.

This "request basis" principle has prompted criticism that Japan is too passive and should change its stance in this regard. However, it is difficult to support this view. Development is a reform process that directly affects developing countries at the economic, social, cultural, and political levels, and each developing country should take direct responsibility for that process. Furthermore, it is vital for a developing country itself to contribute its efforts toward the implementation of development projects within its own borders.

The "request basis" principle tends to be interpreted as meaning that Japan will accept any request from the prospective aid recipient, or that it will never approach another country with a proposed project that it regards as suitable. In fact these interpretations are wrong. In most cases Japan cannot respond to requests for aid until it has conducted in-depth appraisals, which include the dispatch of survey teams, to assess the economic viability of proposed projects and their suitability in relation to Japan's aid policy. Japan will not accept projects that it deems unsuitable.

On the other hand, Japan cooperates in the project formation process, presenting proposals in the form of development surveys, and states which types of projects it regards as suitable. In addition, Japan sends high-level policy dialogue missions to recipient countries for consultations regarding such aspects as the identification of priority areas and the definition of the role of Japanese aid.

In cases of emergency disaster aid, Japan normally informs the country affected that it is prepared to offer assistance.

Japan's position is that aid projects should be selected through consultation, giving the greatest possible weight to requests from the developing countries and the priorities set down by those countries, and that Japan's own position should be stated clearly.

Source: The Economic Cooperation Bureau, "Japan's ODA 1990", the Association for Promotion of International Cooperation

country or region. This would provide a basic information source to support efforts to formulate projects based on analysis and evaluation of overall population policies and the implementing organizations in recipient countries.

As in past cases, proposals for assistance must not only be appraised after receipt of a request for each individual project, but the status of population issues and policies in the recipient's development plans must be identified through close and sustained policy dialogue with the recipient government. Mutual understanding must be deepened, and aid should be implemented integrally, adopting a program perspective which takes into account compatibility and coordination among different projects. Enhancement of population assistance should be based on the important premise that aspects of Japanese development assistance that were weak in the past — notably the formulation of country-by-country aid plans and guidelines and policy dialogue at the program level — should be strengthened. (Appendix 17)



### **3 Recommendations on the Implementation of Population Assistance**

Based on the approach related above, the following points appear to be areas where Japan should make improvements in implementing its population assistance: priority areas that deserve special emphasis, improvement of implementation methods, and reorganization of the aid implementation process and structure to facilitate the implementation of these improvements.

#### **3.1 Priority areas for population assistance**

##### **3.1.1 Strengthening maternal and child health care and family planning activities**

When international population assistance began several decades ago, emphasis in family planning activities was in general placed solely on the diffusion of information and methods of contraception, which was carried out independently from the basic health services delivery system. Recently, however, the main trend in population assistance has been to regard family planning as inclusive of childbirth, reflecting the original sense of the term, and as an integral part of maternal and child health care with the object of enhancing the safety of mother and child in pregnancy and childbirth.

Maternal and child health care within the framework of primary health care accounts for an increasing share of JICA's efforts in technical cooperation for population and family planning activities in terms of both the number of projects and the amounts spent. Efforts have been made in Japan since before World War II to protect the health of mothers and children by organizing health care activities at the community level in poor rural areas and to reduce the number of unwanted pregnancies and abortions. Based on awareness that family planning and maternal and child health care are essential elements of primary health care services, more and more should be done in the future to reinforce and better integrate MCH with improved nutrition and health education. There is also a great need to improve services by training and retraining the midwives and public health nurses who play the central role in community-based maternal and child health care activities but who are in short supply in many developing countries. It is especially urgent to train

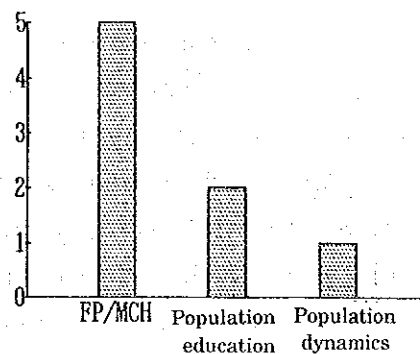
## Appendix 18 JICA's family planning project in Egypt

A family planning project began in Egypt in 1989 was designed to improve community health care over a period of three years in the Nagahamadi area, Qena Governorate. This district was chosen as a pilot area for the following reasons: i) it has very high rates of maternal, infant and child mortality rate and the health care level is generally very poor, ii) televisions and videos are in widespread use, facilitating project activities through the use of audiovisual materials, and iii) in all, 90% of the population knows about family planning, but very few (5%) practice it.

A Japanese expert taking part in the project describes it in this way: "One specific way to implement the project is to offer checkups to pregnant women using a mobile health care clinic. In order to allow the local people to understand why we do this and to enable us to provide effective regular checkups over a wide geographical area, a variety of public relations activities are being coordinated. We try to increase awareness of the issue by visiting families, but it's usually difficult for foreigners like us to talk directly to the Egyptians and get them to understand what we're doing. The fact that it's an Islamic country makes it even more difficult. So we hold two-day seminars for religious leaders and have them talk in turn to influential local community figures. The religious leaders also speak directly to their congregations about two things: the importance of having pre-natal checkups and the fact that family planning is by no means contrary to the teachings of Islam."

## Appendix 19 JICA technical cooperation projects and activities in different areas of population and family planning during 1991

Area	Countries	Duration of project
Family planning and maternal and child health	Egypt	1989. 9. 19. - 1992. 9. 18.
	Peru	1989. 10. 6. - 1994. 10. 5.
	Indonesia	1989. 11. 29. - 1992. 11. 28.
	Thailand	1991. 6. 1. - 1996. 5. 31.
	Nepal	1985. 10. 5. - 1991. 10. 4.
Population education	Turkey	1988. 11. 8. - 1993. 11. 7.
	Kenya	1988. 12. 16. - 1993. 12. 15.
Population dynamics	Sri Lanka	1987. 11. 30. - 1992. 11. 29.



Source: Medical Cooperation Department, JICA.

qualified female public health nurses and midwives so that they can train female community workers to serve women in local communities in Islamic countries where the separation of activities between men and women is especially strict.

In order to strengthen primary health care systems, it is also essential to give a broader interpretation than in the past to technology transfers, one of the main focuses of Japan's technical cooperation thus far, and not only to provide technical training for health care and medical technicians but also to raise the awareness of community workers and the local community's political and religious leaders and to assist training projects needed to strengthen the organization of mothers' clubs and other grassroots organizations. (Appendices 18, 19 & 20)

### **3.1.2 Better population statistics and survey data collection and analysis**

Many developing countries' governments lack accurate data about the size, distribution, and composition of their populations and on fertility and mortality rates in their countries. This is due to several causes: they have not established systems and organizations that can systematically collect and compile information, they lack experts in demography, and it is very expensive to conduct and analyze censuses and large-scale sample surveys.

But without this information, it is difficult to formulate adequate population policies and development planning taking population trends into account (plans for expansion of educational and health care facilities, for example). Population information is the basis of the formulation and assessment of their development programs and requires sustained information collection and analysis capabilities.

It is vital to develop methods to collect, evaluate, and analyze information and to conduct socio-economic studies using these methods to investigate actual living conditions in rural areas of developing countries where illiteracy affects the majority of the population. Development activities in other areas can be carried out more effectively by establishing methods and improving statistics that measure regional development needs and assess the specific needs of populations (especially those of elderly) where no adequate quantitative assessment yet exists.

Japan has some of the world's best know-how and talent in the area of social



## **Appendix 20 Primary health care (PHC)**

In 1978, under the sponsorship of WHO and UNICEF, an international conference was held in Alma-Ata (in the former Soviet Union) to discuss primary health care. It adopted the Alma-Ata Declaration professing the goal of "health for all by the year 2000."

In the Alma-Ata declaration, primary health care is defined as follows: i) it reflects and evolves from the economic conditions and sociocultural and political characteristics of the country and its communities; ii) it includes promotive, preventive, curative, and rehabilitative health services; iii) in addition to the health sector, it demands the coordinated efforts of all related sectors, including agriculture, industry, education, housing, and communications; and iv) it requires community and individual self-reliance and participation in planning and organization, operation, and control.

Primary health care includes at least i) health education, ii) the methods of preventing and controlling them, iii) promotion of food supply and proper nutrition, iv) a supply of safe water and basic sanitation facilities, v) maternal and child health care, including family planning, vi) immunization against the major infectious diseases, vii) prevention and control of locally endemic diseases, and viii) appropriate treatment of common diseases and injuries, and ix) provision of essential drugs.

Source: "Primary Health Care," World Health Organization, 1978.

and demographic statistics. This know-how and talent may be well used to good advantage by supporting the collection and analysis of basic data from demographic surveys and national censuses by developing countries and contributing to the improvement of developing nation policy making and evaluation. Improving the organization of basic data collection and analysis, supplying vehicles, computers, and other supplies, training personnel, and supporting the expenses of operating these necessary survey projects are ways that Japan can achieve this.

Just as the World Fertility Survey (WFS) was conducted in the 1970s and the Demographic and Health Survey was conducted in the 1980s, Japan should urge the international community to carry out and should participate in similar programs in the 1990s to promote the continuation of basic data collection programs at a global level. (Appendix 21)

### **3.1.3 Promoting the spread of education**

The spread of education, like improved health care, is a major pillar of population policy when population is interpreted from the viewpoint of development of human resources. Considering that education is a basic human right, a process of human resources development, and a means of realizing a democratic society by increasing social participation, it is important to support the improvement and spread of basic education.

In many developing countries, the level of education and literacy among women is far lower than that of men. Education is an important factor in efforts to increase the understanding and knowledge necessary in order to improve health, sanitation, nutrition, and other elements of the quality of life that are linked closely to women's lives. Nor must education's social role, which is another major role of education, be overlooked. Better education can help women to acquire social perspective and self-confidence — factors promoting women's participation in society and in the economy. The level of education amongst women in any society has a strong correlation to the rate of infant mortality and fertility in that society.

Thus far in Japan's human resource development assistance, emphasis has been placed on technical and vocational training for technicians and skilled workers, mainly those people who are playing representative roles in industry and agriculture. Some developing country governments do not welcome aid in the area of basic

## **Appendix 21 World Fertility Survey and Demographic and Health Survey**

**WFS:** The WFS was conducted from 1972 to 1984 mainly by the International Statistics Institute with the collaboration of the United Nations and the International Union for the Scientific Study of Population. Funds were provided by UNFPA, USAID, and the governments of the United Kingdom, France, Canada, and Japan. Surveys were conducted in 41 developing and 20 advanced nations. Of the 41 developing countries, 14 were in Asia (out of 35 states in all), 14 were in Africa (out of 49 states), and 13 were in the Americas (out of 24).

**DHS:** Phase I of the DHS was carried out from 1984 to 1989 with funds from USAID and the collaboration of the Westinghouse Institute for Research Development. The study, a sampling survey, was focused primarily on 35 countries, mainly in Africa, and inquired into the state of knowledge about and use of contraception and studied population dynamics. Phase II beginning in 1988 added another 25 countries to the study and is scheduled to be completed in 1993.

Source: Population Problems Council, "Jinko Jiten," Toyo Keizai Shinposha 1987, and USAID "User's Guide," 1990.

education, because they regard such assistance as affecting their national sovereignty. But greater emphasis should be placed on the diffusion of the kind of education that forms the basis for technical training and the acquisition of basic everyday living skills, though training technicians and skilled workers for industry is also important.

Assistance to promote the spread of education can include the building and re-equipping of schools in local communities as well as the improvement of educational facilities for fostering and training teachers. It can also include a variety of methods to encourage the enrollment of children not already enrolled by improving the quality of education, by developing curricula that better fit the individual needs of the community and local lifestyles, by building day-care centers where schoolchildren's younger brothers and sisters can be left, and by providing dormitories and school lunch programs. (Appendices 22 & 23)

#### **3.1.4 Taking national and local features and developmental stages into account in regional economic development**

It can be taken for granted that the characteristics and the stage of economic development and demographic transition of each society differ, and that each country has its own development scenarios and models. Therefore population assistance should also be based on the specific problems and needs of individual recipient localities.

##### **3.1.4.1 ASEAN member countries**

ASEAN's economies are relatively well developed, with stably declining population growth rates, and their health, educational, and other social systems are also relatively well developed. In these countries, steps must be taken to deal with the disparities between the nation's capital and the provinces caused by economic centralization and deterioration of the environment caused by concentration of the population in cities. Aid could be focused to solve these problems on the creation of local economic zones at the regional level and on the improvement of water supply and sewerage systems and other infrastructure in smaller cities. It is hoped that aid for maternal and child health and family planning projects be given to assist efforts at the regional level, including the rural community level.

## Appendix 22 World Declaration on Education for All

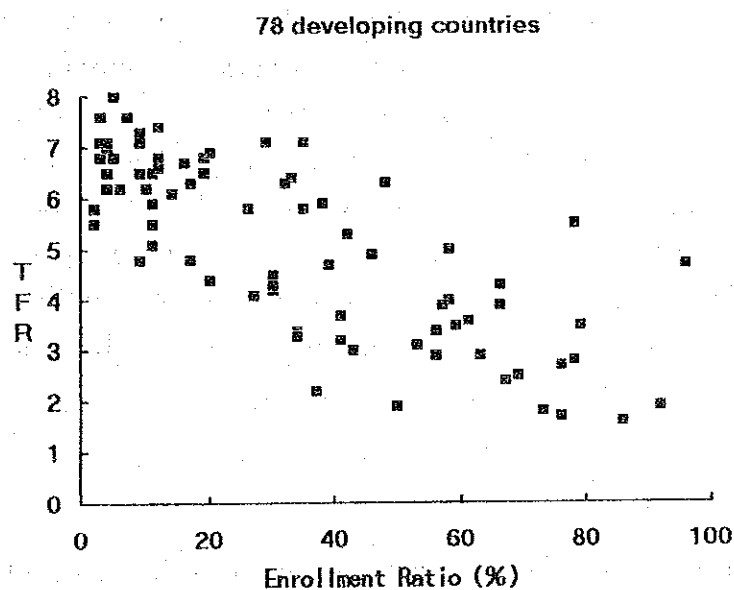
The World Declaration on Education for All and the Framework for Action to Meet Learning Needs were adopted by the 1,500 participants, including representatives of 155 state governments, 20 international organizations, and 150 NGOs at the Education for All Conference sponsored by UNESCO, United Nations Development Programme (UNDP), UNICEF, and the World Bank from March 5 to 9, 1990 in Jomtien, in Thailand.

### Article 1 Meeting Basic Learning Needs

Every person - child, youth and adult - shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skill, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning. The scope of basic learning needs and how they should be met varies with individual countries and cultures, and inevitably, changes with the passage of time.

Source: UNICEF, World Declaration on Education for All, 1991.

## Appendix 23 Correlation between total fertility rate and female secondary school enrollment ratio



Source: UNFPA, The State of World Population, 1991

### **3.1.4.2 Sub-Saharan Africa and South Asia**

The countries of Sub-Saharan Africa do not have very large populations: combined, they represent about 9% of the world population, according to 1990 U.N. statistics (same source as below); but their average annual population growth rate is very high: over 3%. The total fertility rate in those countries is over 6 and decreasing very slowly. In the countries of this region, economic growth cannot catch up with population growth, and consequently its per capita gross domestic product growth rate was negative in the 1980s and there is an urgent need for aid to solve the problems of population and poverty.

The population growth rate of South Asia, except Sri Lanka, though not as high as Africa's, is nonetheless above 2% and thus relatively high compared to other regions of the world. And because this region accounts for about one-fourth of the world population, the effect of its growth rate on the total world population is greater.

In most countries of Africa and South Asia, public health services do not extend to the majority of the people and literacy rates are low. In these countries, it is urgent to upgrade national health care systems and to train personnel to provide these services. National censuses and surveys of population dynamics to accurately measure the population and infrastructure to carry out this are inadequate. Appropriate development and population policies must be formulated and monitored based on demographic statistics.

Emphasis must also be placed on aid that will assist the development of small-scale industries and micro-enterprises through integrated regional development at the community level. This should be aimed at the poorest social strata and should include the electrification of rural communities to stimulate the creation of rural employment opportunities, income generation through the establishment of regular markets, and the development of human resources by improving such basic social services as education and community health care. All these activities need to be integrated under the objective of promoting the formation of local economic zones centered around the localities where projects are carried out.

### **3.1.4.3 Latin America**

Most countries in Latin America have populations that are highly urbanized compared to other areas and have very wide disparities between rich and poor. Most



urban populations with underclasses are affected by the decline of social services and the abolition of food subsidies necessitated by structural adjustment policies put in place to redress the national economy. Aid to projects which will alleviate the situation is needed.

Japan should also consider extending population education and family planning services linked to living standard improvement activities aimed at unmarried women, adolescents, and the poor, who are rarely receive the benefit of public social services.

## **3.2 Methods of implementing population assistance**

### **3.2.1 Promotion of human exchange**

It would be extremely beneficial for government officials, experts, and local leaders from developing countries to visit Japan and learn from the Japanese experience in terms of improving the effectiveness of population assistance. Naturally, it would be unfeasible and inappropriate for today's developing countries to launch themselves directly on the same path to development and demographic transition that Japan followed, as the cultures, histories, and international economic environments in those countries differ from those that prevailed during Japan's development. But by allowing people from developing countries to observe Japanese society, we can provide the opportunity for them to understand both the differences and the points in common between their country's situation and ours, and on that basis, use their observation of the Japanese experience to create new models of development that would be appropriate for their own society. (Appendix 24)

### **3.2.2 Promotion of multifaceted links and cooperation to utilize the experience and know-how of developing countries**

Many of the developing countries in Eastern and Southeastern Asia have achieved considerable success with population programs implemented since the 1950s and 1960s. These countries are continuing these programs today, and are in a good position, including geographically, to point to their experience as models for programs in neighboring countries. The Thai experience with primary health care and family planning programs, for example, could be a valuable guide for the social



**Appendix 24 Example of exchange at the interpersonal level: JICA seminar on family planning administration for senior officers**

Once of the training activities carried out by JICA in the are of population and family planning is the seminars held every year for senior officers in the area of developing country family planning. Excerpts from the comments of one of the 1991 seminar participants, the director of a health care program run by the government of Ogun State in Nigeria, are given below.

“Japan succeeded in carrying out family planning. What I wanted to know was by what magic Japan successfully implemented family planning in such a short time. What I found in Japan was that Japanese family planning was not achieved in as short a time as I had thought, but that it had taken a long time, beginning before World War II. I had thought that Japan had begun family planning like us, only 10 or 15 years ago, and that the Japanese achieved their objectives in a short period of time. But I found out that even Japan went through a difficult period before it succeeded with family planning.

“Before I came to Japan, I thought I knew about Japan, but by coming to Japan and observing and listening, I think I have begun to understand Japan at last. [...] Japan isolated itself for 250 years and is now trying to improve its relationships with the rest of the world. The strong sense of responsibility of Japanese both individually and in groups, their strong will to succeed, and their solidarity stem from their homogeneity. This characteristic of their’s is excellent, but I wonder whether in the future the Japanese shouldn’t think a little more about it with more of an eye to the rest of the international community. It could be that this is why Japan shut itself off from the rest of the world.”

Source: Excerpted from “Center Orientation Outline,” 1991 JICA Seminar on Family Planning Administration for Senior Officers

reconstruction and population program of the Indo-Chinese peninsula.

By making use of the experience and know-how gained from population-related programs now underway and by taking a cue from the considerable success achieved by ASEAN and East Asian countries, it should be possible to improve the training of professional personnel in other developing countries, and to consequently bring about improvements in Japanese population assistance.

Furthermore, it should be possible to make Japanese assistance more effective by enlisting able personnel to carry out programs even if they are not Japanese citizens. In maternal and child health care and family planning programs in particular, the key to obtaining the objectives of assistance projects is for the project personnel to have close ties to the local community. In projects such as these, it is especially important to use methods suited to the local society and culture, utilizing local professionals to carry out guidance and implementation activities in the locality, in addition, of course, to basic surveys and project evaluation. (Appendices 25 & 26)

### **3.2.3 Cooperation with non-governmental organizations and local government agencies**

Developing- and industrialized-nation non-governmental organizations, including Japanese NGOs, have accumulated a variety of experience and know-how in development activities at the community level and in development activities that target the poorest segments of the population. More should be done to learn from their experience and knowledge and to cooperate and coordinate aid activities with NGOs that have experience and know-how about activities in recipient communities. And to enable the experience of NGOs to be widely used, it is hoped that Japan would assist them in carrying out study and research activities and publishing evaluation findings.

Rather than just helping and subsidizing only those projects carried out by Japanese NGOs, Japan should consider contracting out community development projects and giving financial support to NGOs in developing countries. Joint projects with private-sector research institutions with the object of developing models for income-generating activities and curricula for the training of community workers suitable for the region in question would both help to improve research and

**Appendix 25 Example of cooperation using know-how from another country: Exchange programs among JICA projects in different countries**

This exchange program is a way through which programs aim at interpersonal exchange and training. Project-type technical cooperation, to be more effective, must seek to effect exchanges between projects of a similar nature and among complementary projects being carried out in countries of the same region and to use the stock of existing knowledge effectively. Specifically, this is done by having Japanese specialists and their local counterparts working in the field visit similar projects in other countries and conduct surveys and exchange views.

In the area of population and family planning related projects, a Japanese specialist at work in a family planning project in Nepal and two counterparts in charge of maternal and child health and IEC took part in 1988 in a seminar on family planning and maternal and child health sponsored by JICA in the Philippines. The seminar's purpose was to facilitate exchange among different countries of information about maternal and child health and family planning projects. Participants came from Thailand, Japan, and the Philippines, in addition to Nepal.

Source: Comprehensive Report, JICA FPMCH Project in the Kingdom of Nepal, 1991.

development in developing countries and add to those areas of knowledge lacking in Japan.

Finally, it is essential to deepen understanding of these development projects and to obtain support at the citizens' level in Japan. To do this, ties and cooperation should be further promoted in overseas cooperative activities and development education activities carried out respectively by the ODA program and by domestic NGOs and local government agencies.

### **3.2.4 Coordination with U.N. organizations and other bilateral donors**

Donor meetings and international conferences are held at different levels (amongst those in charge of policy making, population specialists, and field workers) to exchange information and coordinate aid related to population. Close interpersonal contacts can be maintained and information can be exchanged by participating consistently in these meetings. Such meetings are extremely useful for obtaining information about individual countries at the national program level — an area in which Japan has room for improvement in terms of its assistance. By actively providing other donors through these opportunities with information about projects underway and about Japan's approach to population assistance, Japan can increase its understanding of other donors and find ways to coordinate aid that take advantage of each donor's respective strengths.

Japan's contributions to U.N. organizations could also be linked to bilateral cooperation. Cooperation and coordination is also possible in the form of financial contributions to projects pursuing the objectives of Japan's population assistance and the sending of Japanese experts to take part in projects of that kind. It is hoped that Japanese aid know-how will be improved by this kind of coordination.

### **3.2.5 Emphasis on introduction and evaluation of objective-oriented aid planning methods**

Thus far, Japan has adopted types of planning and evaluation that focus more on inputs by the aid donor than anything else. But in normal practice, development assistance takes the form of support for development projects implemented by domestic organizations in the recipient country. It is difficult to get a picture of the whole situation of the development projects in question and to evaluate results when

## **Appendix 26 Other examples of cooperation using know-how from another country: Third country training program**

Instead of receiving foreign trainees in Japan, it is also possible, through "third country" training in cooperation with research and educational institutions in developing countries, to provide training for participants from that country and neighboring countries. Japan pays the costs of travelling and provides Japanese teachers and other support. This kind of training began because it has certain advantages — namely it enables participants to be trained in a climate and socio-cultural environment similar to what they are used to and to learn technologies that are more appropriate for application in their country — and because it contributes to promoting technical cooperation among developing countries (known as TCDC).

### **Example 1: Primary health care in Thailand**

Since the 1970s, the Kingdom of Thailand has stressed primary health care as one of its development priorities. The government of Japan established the ASEAN PHC Center on the campus of Mahidol University and has been providing continuous technical cooperation. Since 1984, the center has offered one-month training courses to PHC practitioners from ASEAN member countries. In 1987, the course was expanded and with the objective of training PHC administrators from ASEAN, it began offering a Master's degree course that JICA is supporting as a third country training program.

### **Example 2: Social forestry project in Kenya**

The above example involves group-wise training of PHC staff in Thailand. Another example of counterpart training is provided by the social forestry project in Kenya. Normally, third country training programs are carried out in developing countries, but this project is unusual: it is being carried out at a university in Australia, an advanced industrial nation. This is due to the fact that Japan has little technology related to forestry in semi-arid areas and that many of the tree species being planted in Kenya are native to Australia. Each year since 1989, one or two trainees have been sent to do a two-year Master's level program with JICA's fellowship. Upon their return to Kenya, they become researchers and take part in training and research programs with Japanese specialists at KEFRI (Kenya Forestry Research Institute).

attention is focused solely on inputs from Japan. The goals and objectives of the project, the distribution and extent of responsibilities among organizations, and the reasons why specific methods and inputs have been used should be planned jointly with the relevant recipient country organizations, and projects should be evaluated on the basis of that plan.

In recent years, aid planning and evaluation methods stressed in the objectives of development projects and their outputs (the results of projects designed to achieve those objectives) have been developed in Japan. An example of this is JICA Project Cycle Management (JPCM), now being developed by JICA; efforts should be made to practice goal- and participation-oriented aid planning, consensus formation, and evaluation.

Policy evaluation itself can be an area of aid in the framework of population assistance. The importance of this kind of evaluation must be fully recognized in order to measure and assess the impact of policies and various programs that address population indices at the macroscopic level. (Appendix 27)

### **3.3 Organization of population assistance implementation**

#### **3.3.1 Build up domestic aid implementation organization and strengthen personnel for broader population assistance**

It is necessary to improve the facets of domestic aid organization mentioned below in order to enable Japan to implement broader population assistance of the sort suggested thus far. (Appendix 28)

##### **3.3.1.1 Responding to new priority areas**

Thus far, Japanese population assistance has been carried out in the framework of health care and medical cooperation. In the future, in order to expand and carry out population assistance in the broader sense, it will be necessary to reorganize and energize cooperation, transcending the limitations of the health care framework. In particular, in order to expand efforts in the area of basic education and social statistics, where Japanese aid has not placed much emphasis, it will be necessary to reorganize structures to permit uninterrupted efforts to be made in these areas and to recruit aid personnel locally, and establish ties with domestic

## Appendix 27 Project cycle management

"Project cycle management" in development assistance refers to a method of integrated management of the whole process of project planning, implementation, and evaluation. Each of the donor countries and U.N. organizations develops and applies its own method of management, but in recent years it has become customary to use a common terminology, concepts, and forms. The basis for this methodology is the "logical framework" developed as a project formulation method by USAID in the 1960s. The German Technical Cooperation company (GTZ) developed this in the 1980s into what it calls "ZOPP" (Ziel-Orientierte Projektplanung; objective-oriented project planning), which is a systematically formulated method of applying the logical framework. This has been adopted and put into use by organizations in many donor countries in addition to Germany, including the Norwegian agency for development cooperation, NORAD. Modified for Japanese aid applications, ZOPP was the basis of JPCM (Japanese-style project cycle management), which is still being further developed.

JPCM is a method of integrated planning covering not only project formulation and design but the entire project cycle process from appraisal to implementation, monitoring, and evaluation. This includes five stages: i) participant analysis: analyzing the groups with interests, direct or indirect, in the project; ii) problem analysis: determination of the problems and their causes; iii) objective analysis: clarification of means to achieve solutions to problems; iv) alternative analysis: comparison and selection of the best of different approaches and methods for solving problems; v) formation of the project design matrix: design of a specific logical plan for carrying out a selected project.

Project design matrix framework

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
Development Goal			
Project Objective			
Results/Outputs			
Activities	Inputs		<u>Premises</u>
	Donor country	Host country	

Source: NORAD, "The Logical Framework Approach," and materials by Foundation for Advanced Studies on International Development

support organizations and other cooperation agencies.

### **3.3.1.2 Responding to cross-sectoral coordination of population assistance**

Aid for community development projects that span many areas, such as agriculture, health, education, non-farm income generation, and small-scale credit schemes, has been channeled thus far mainly through JOCV activities. To achieve results affecting a wide area in developing nation societies, other forms of aid, not just Japanese volunteer activities, should be involved.

For this purpose, it is necessary within Japan to establish organizations within aid agencies and improve coordination among organizations to enable "cross-sectoral" projects spanning many areas. Attempts have been made by a variety of aid donors to carry out integrated rural development in a variety of countries spanning multiple areas, and many of these attempts have not achieved the desired results. One of the reasons for their failure lies in the difficulty of cooperation and coordination among agencies in the developing country government with vertical jurisdiction. The problem is not limited to developing country governments: in Japan also, coordination and collaboration among the ministries involved in aid planning and decision making and among the agencies that implement assistance are difficult but extremely important factors in making such integrated aid implementation successful.

### **3.3.1.3 Responding to aid to promote regional (inter-country) cooperation**

Regional (inter-country) cooperation programs spanning several countries, unrestricted by bilateral ties between donor and recipient governments, are being carried out in the fields of demography, population survey taking, and research and are contributing to the sharing of knowledge and training of personnel in developing countries.

Some of Japan's assistance to support regional programs is carried out as multilateral assistance in the form of voluntary contributions to regional programs carried out by the U.N. Regional Economic Commissions such as ESCAP. But synergistic effects might be produced if assistance could be continually provided for this sort of regional cooperation, including mutual cooperation among organizations in developing countries, without the intermediary of the U.N. or other organizations.



## Appendix 28 Japan Overseas Cooperation Volunteer Activities

A Japanese public health nurse was sent to Tanzania for a two-year stay beginning in 1988. She was assigned to a maternal and child health center in a small rural village called Ilonga. At first, her work did not go well, due to the language barrier and differences in ways of thinking. After carrying out a study of the whereabouts of children formerly hospitalized at the center in the previous two years, she began to do everything she could to improve health care for the community's mothers and children. She learned from her study that 60% of hospitalized children had been cured and discharged, 20% had died, and 20% had run away. She undertook many activities to remedy this situation. She energetically improved nursing at the center, found a supply of milk, worked as a night shift nurse, visited discharged children in their homes, provided information about family planning, and gave sex education courses in school. The recounts her experiences as follows.

"At first, I had free time when I did the night shift, because there weren't many children at the center, so I interviewed the mothers about their home life. This taught me that there were two types of undernourished children. Some are undernourished because they are poor and have no food. Others are undernourished because they are ill informed. The unformed people can be taught. But I wondered what on earth could be done for the hopelessly poor. I felt helpless.

"Then one day while I was watching the mothers and their children, I thought to myself; 'If I can't do anything for them, I can still teach them how to sew underpants so that they can take them home.' Most of the children didn't have underpants. So I found material and opened a sewing class. For women who had never held a needle in their lives, the gleam [of achievement] in their eyes was something completely new. We sat sewing in the shade during the day and under a bare light bulb at night. It was fun: I really miss singing Swahili songs and laughing with them. Once we got to know each other, the mothers started talking to me about all kinds of things: about being unmarried mothers or being abandoned by their husband, or about being poor, and so on. They smiled and were cheerful, but behind the laughter I could see the misery that weighed on them."

Source: JOCV Secretariat, "Kyoryokutai no naka no Seisyuu," Crossroad, May 1991.

Better organization of support for regional cooperation programs is called for within the framework of bilateral assistance.

### **3.3.2 Promoting training of personnel to implement population assistance**

In training personnel to take part in development assistance, it is necessary to organize training program so that those involved in development assistance at every level and in every area understand the basic problems and factors affecting the population and development of developing countries.

In order to train experts for the field of population assistance, Japan should also establish courses in Japanese universities to address population and development and thereby ensure a wider availability of personnel, seek to train young experts by taking advantage of personnel exchange programs between Japanese organizations and NGOs and overseas training programs, and actively involve more of these people in aid programs.

### **3.3.3 Building a stock of population assistance know-how**

Together with personnel training, there is an urgent necessity to establish central organizations within Japanese aid implementing organizations and institutions that can permanently stock information on population and development.

Within the framework of "software-oriented" assistance, or intangible organizational support, it is desirable that aid donors and organizations, including Japanese, have access to information on the populations and development of developing nations; this can be achieved by providing financial support for developing-nation demographic research, improving developing-nation personnel training and research capabilities, and disseminating this information to all concerned. Japan should also seek to improve the efficiency of population-trend and population-policy studies by vigorously promoting the expansion of continuing information management capabilities in Japan, rather than sporadically dispatching "survey teams," a concept which has not been included in the ODA frameworks of the past.



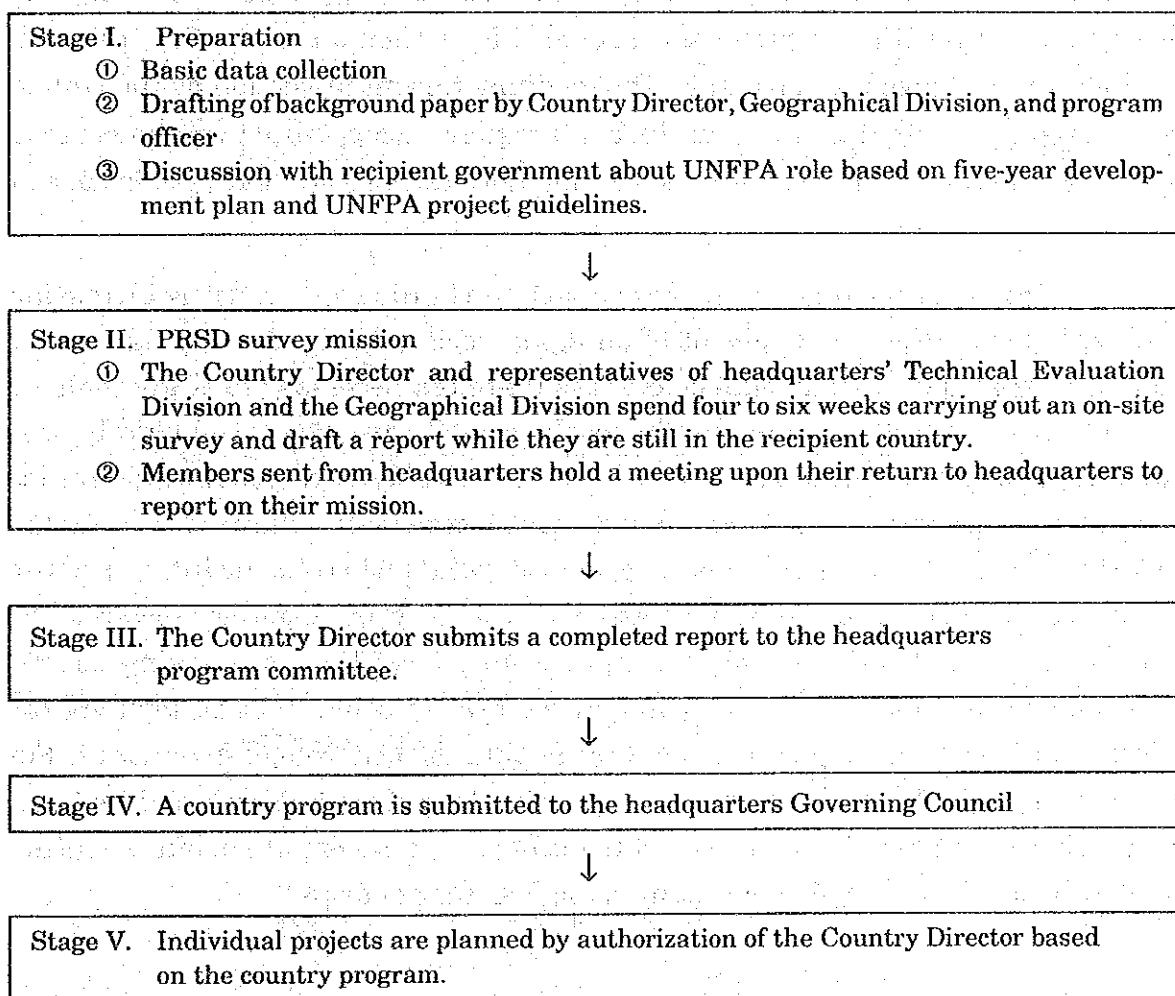
### **3.3.4 Expanding the capabilities and authority of overseas JICA/OECF offices**

To carry out population assistance, it is necessary not only to be familiar with a country's population policies and population planning in the context of its development planning and to assist the implementation of projects on that basis, but also to continuously coordinate aid and exchange information with other donors and international institutions and to effectively allocate limited funds. In promoting cooperation and coordination with local NGOs, it is more effective and productive to let local aid representative offices issue directives and give authorizations regarding negotiations, coordination, monitoring, etc., than to wait for instructions from the headquarters in Japan.

The capabilities and staff of overseas offices of JICA, OECF, should be increased and authority over the establishment of country-wise planning, basic studies, and specific project budgeting and planning within the framework of specific country plans, as done by the UNFPA and USAID, should be delegated to their Japanese counterparts.

It would be effective to make aid more responsive to local needs and population trends by actively seeking out projects and by regularly participating in and thus contributing to donor meetings. This could be achieved by appointing planning and coordination specialists in charge of social sectors including population within the overseas offices, in addition to technical experts currently assigned to each project. (Appendix 29)

**Appendix 29 UNFPA project formulation procedure in the case of  
Thailand: Program review and strategy development  
(PRSD)**



Source: Text of presentation on October 17, 1991, by Ms. Kazuko Kano of UNFPA.

## **4 Other Priorities**

Aside from the recommendations made in the previous three sections regarding Japan's population assistance, further studies and research must be carried out continuously in the following areas in order to deal with future population problems.

### **4.1 Aging**

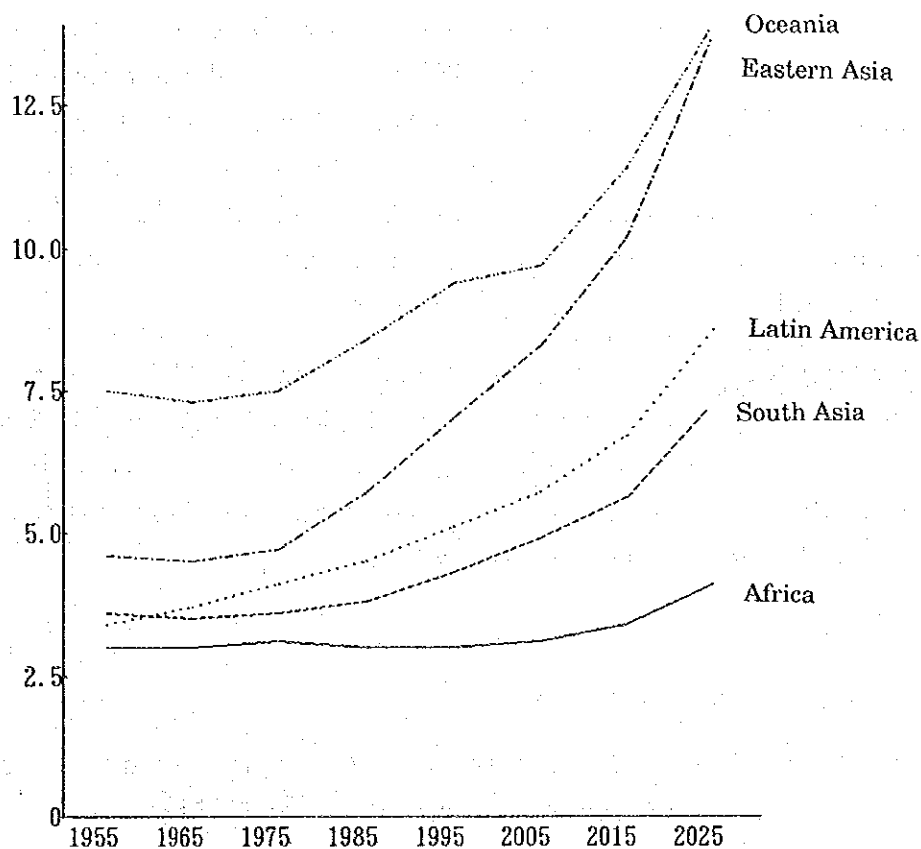
Population growth in the developing countries is very rapid, while the birthrate is steadily declining. Aging of the population is also occurring. If demographic transition is promoted through international cooperation, this will further accelerate population aging. The medium-variant projection by the United Nations estimates that by the year 2025, all regions except Africa will have aging societies as defined by the criterion of having more than 7% of their populations at the age of 65 or older.

The problem of aging greatly aggravates the burden on society by increasing the dependency ratio. The advent of an aging society in the developing nations should be regarded as unavoidable and it is therefore necessary to study realistic solutions. To protect the human rights of the socially disadvantaged elderly, it is important to establish social security systems that will provide sustenance, guarantee income, promote employment, and provide health care and welfare services for the elderly; to maintain these systems, a developed social and economic infrastructure is necessary. Obviously, it is increasingly vital to work together towards the promotion of social and economic development in preparation for an aging society, and cooperation must also be promoted in the area of policy making to study the specific options for dealing with aging of the population in developing countries. For this reason also, efforts must begin as early as the stage of conducting social medicine research to determine the present conditions and make predictions about the future of elderly people in specific developing countries. (Appendix 30)

### **4.2 AIDS**

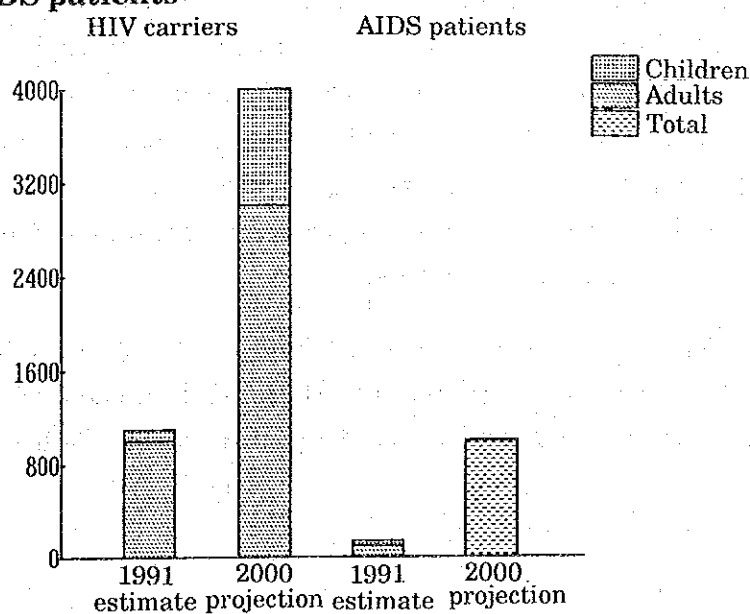
According to a WHO report, there are presently 10 million people worldwide infected with HIV (human immunodeficiency virus) and it is estimated that by the

**Appendix 30 Growth in the percentage of elderly (65 or older) in the population of major regions of the world**



Source: U.N., World Population Prospects, Estimates, and Projections as assessed in 1990.

**Appendix 31 Estimated present and future numbers of HIV carriers and AIDS patients**



Source: "Sekai no AIDS: saishin no jouhou," Nichibo-Iho, July 1, 1991.

year 2000 this number will reach 40 million. The United States has by far the most patients, but the per population incidence is much higher in several African countries. Some are in danger of disappearing if this situation continues. Even in Asian countries where the incidence of AIDS has been regarded as extremely low, the rate of infection is rising, and the situation has reached serious proportions in some countries. The AIDS epidemic does not directly affect population growth but at the same time that patients are in mortal danger, the global spread of the infection and the serious damage that is being inflicted on the productive use of human resources makes AIDS a problem with demographic implications.

The most urgent and important tasks involved in AIDS are measures to prevent infection and research to develop a cure. Japan must quickly decide what steps to take and how to take action through aid. Campaigns to curb the spread of the disease and diffusion of diagnostic technology are among the areas where Japan's cooperation could be most effective. (Appendix 31)

### **4.3 Urbanization and migration**

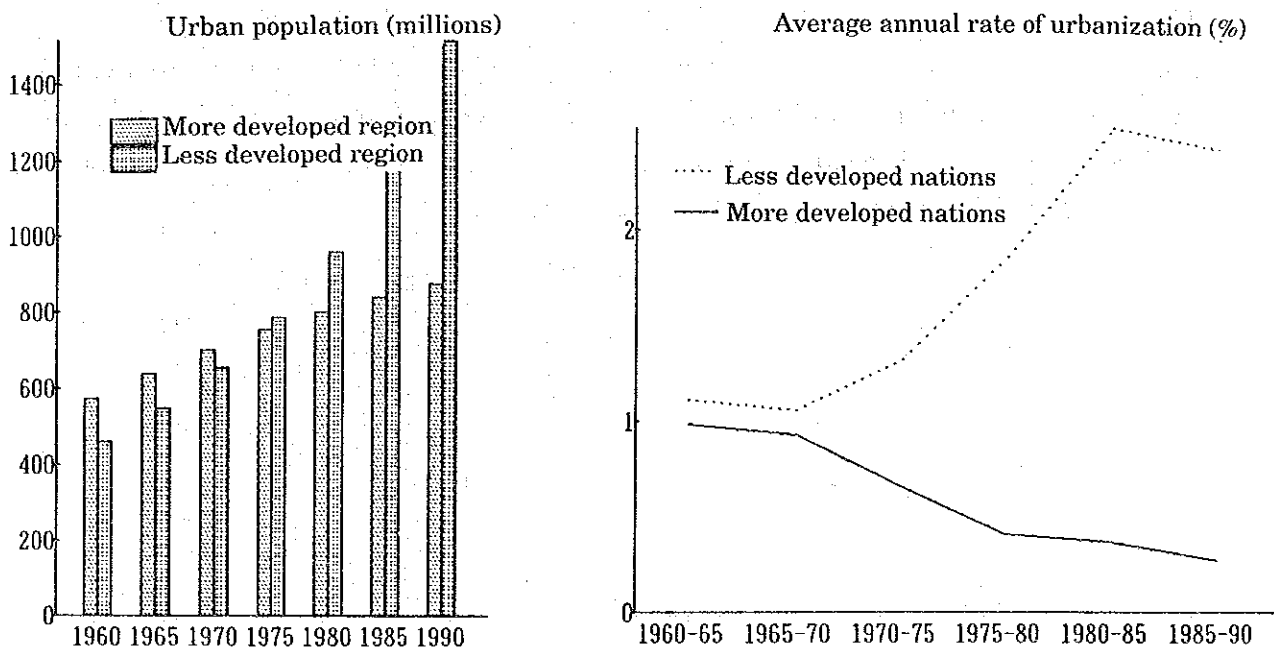
Migrations can be classified as internal (within a single country) and international. The main type of internal migration that poses problems is the increasing concentration of populations in cities. Year after year, the urban population is growing in developing countries: according to U.N. statistics, the Third World urban population was about 290 million in 1950 and 1.5 billion in 1990; it is estimated to rise to about 4.4 billion by the year 2025.

Growth of the rural population puts pressure on land, accelerating poverty and increasing the number of people who migrate to cities in search of jobs. The social infrastructure cannot keep pace with the urban population explosion, and a plethora of social and economic ills arises: slums spread aggravating housing problems; solid waste and sewage pose environmental health problems; an oversupply of labor breeds unemployment; human rights abuses and insufficiencies in the educational system are made apparent by the existence of "street children"; and environmental destruction is spreading to the suburbs.

International migrations did not begin yesterday: they have occurred and reoccurred since the beginning of history. In the 19th century, people migrated from Europe to the New World, and at the beginning of the 20th century migrations



**Appendix 32 Urban populations in less developed and more developed nation and average annual rates of urbanization over the past several decades**

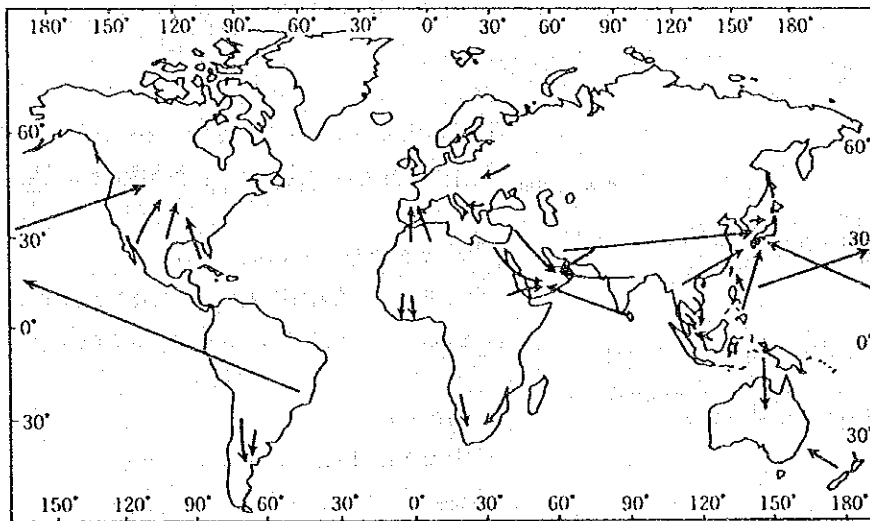


Note: The "average annual rate of urbanization" expresses the rate of change in the urban population as a percentage of the total population. The same data are obtained from the difference between the rates of aggregate population growth and urban population growth.

Source: U.N., World Urbanization Prospects, 1990.

occurred from Japan, China, and India to countries surrounding the Pacific. In recent years, rising waves of migration, from developing to industrialized nations, from developing to oil-producing and relatively well-off neighboring countries, and from eastern Europe to western Europe, have been triggered directly and indirectly by the global information and transportation revolutions, overpopulation in the developing countries, the collapse of the Soviet-Eastern European bloc, aggravation of ethnic conflicts, and droughts. Relocated populations include migrants and refugees (including environmental refugees), seasonal migrant workers, and illegal residents, making it difficult to put all migrants into one category. These migrations have one point in common, however: they signify international transfers of labor forces. According to U.N. statistics, about 70 million people work outside their homelands, legally or illegally, and 12 million people live abroad as refugees in 1989. These waves of migration have swollen by overpopulation in the developing nations and widening North-South disparities, leading to labor surpluses, illegal residency, and mounting social tensions in the countries that accept them, and leading to brain drains and a host of other problems in the countries they left behind. This situation calls for global responses. (Appendices 32 & 33)

**Appendix 33 Main currents of international labor migration**



Source: Kuwahara Yasuo, "Kokkyo o koeru Rodosya," Iwanami Shinsho 1991.

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