

THE SECRETARY OF STATE
WASHINGTON

3842

1- Henry
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C O P Y

October 9, 1967

MEMORANDUM FOR THE PRESIDENT

Subject: World Leaders' Declaration on Population

Recommendation:

That you sign the enclosed copy of the World Leaders' Declaration on Population.

Approve _____ Disapprove _____

Discussion:

On June 10 you indicated that you would sign the World Leaders' Declaration on Population and authorized me to tell Prime Minister Wilson and the Prime Minister of Japan and the leaders of several smaller countries then considering signing that you hoped they will join you in signing. You also suggested that Mr. Rockefeller might make further efforts to get Chairman Kosygin to sign.

Prime Minister Wilson and Prime Minister Sato were informed of your decision and hope and both have signed. So have Prime Ministers Holyoake of New Zealand, Krag of Denmark and Borton of Norway.

[Mr. Kosygin, after lengthy and careful consideration, has decided not to sign on the ground that he doesn't agree with parts of the declaration.

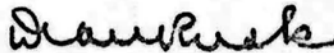
A list is enclosed of the twelve leaders whose signatures were announced on Human Rights Day, December 10, 1966, and the additional ten leaders who have since

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agreed to sign. Mr. Rockefeller has invitations still out to Prime Ministers Pearson and Holt, President Ayub Khan, General Suharto, President Marcos and a few others.

Mr. Rockefeller has arranged with the Secretary-General to release the names of the additional signers at an opportune time in the next few weeks, but no later than December 10. An official notification from you of your approval of the declaration would be most appropriate. I suggest this may be most simply done by your signature on the enclosed copy of the declaration. I will see that it is forwarded.



Dean Rusk

Enclosures:

Copy of World Leaders' Declaration on Population.
List of Signers.

RECEIVED
ROSTOW'S OFFICE

1967 OCT 9 PM 3 39



The peace of the world is of paramount importance to the community of nations, and our governments are devoting their best efforts to improving the prospects for peace in this and succeeding generations. But another great problem threatens the world—a problem less visible but no less immediate. That is the problem of unplanned population growth.

It took mankind all of recorded time until the middle of the last century to achieve a population of one billion. Yet it took less than a hundred years to add the second billion, and only thirty years to add the third. At today's rate of increase, there will be four billion people by 1975 and nearly seven billion by the year 2000. This unprecedented increase presents us with a situation unique in human affairs and a problem that grows more urgent with each passing day.

The numbers themselves are striking, but their implications are of far greater significance. Too rapid population growth seriously hampers efforts to raise living standards, to further education, to improve health and sanitation, to provide better housing and transportation, to forward cultural and recreational opportunities—and even in some countries to assure sufficient food. In short, the human aspiration, common to men everywhere, to live a better life is being frustrated and jeopardized.

As heads of governments actively concerned with the population problem, we share these convictions:

We believe that the population problem must be recognized as a principal element in long-range national planning if governments are to achieve their economic goals and fulfill the aspirations of their people.

We believe that the great majority of parents desire to have the knowledge and the means to plan their families; that the opportunity to decide the number and spacing of children is a basic human right.

We believe that lasting and meaningful peace will depend to a considerable measure upon how the challenge of population growth is met.

We believe that the objective of family planning is the enrichment of human life, not its restriction; that family planning, by assuring greater opportunity to each person, frees man to attain his individual dignity and reach his full potential.

Recognizing that family planning is in the vital interest of both the nation and the family, we, the undersigned, earnestly hope that leaders around the world will share our views and join with us in this great challenge for the well being and happiness of people everywhere.

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The 12 Signatories of the World Leaders' Declaration on
Population as Released December 10, 1966.

| | |
|----------------------|---------------------------------------|
| Colombia | Dr. Carlos Lleras Restrepo, President |
| Finland | Dr. D. Urho Kekkonen, President |
| India | Mrs. Indira Gandhi, Prime Minister |
| Korea | General Chung Hee Park, President |
| Malaysia | Tunku Abdul Rahman, Prime Minister |
| Morocco | King Hassan II |
| Nepal | King Mahendra |
| Singapore | Lee Kwan Yew, Prime Minister |
| Sweden | Tage Erlander, Prime Minister |
| Tunisia | Habib Bourguiba, President |
| United Arab Republic | Gamal Abdel Nasser, President |
| Yugoslavia | Marshal Josip Broz-Tito, President |

Additional Countries Whose Leaders Have Agreed to Sign.

| | |
|----------------|--|
| Barbados | The Right Honorable Mr. Errol W. Barrow, Prime Minister |
| Denmark | Prime Minister Krag |
| Ghana | Lt.-General J. A. Ankrah, Chairman of the National Liberation Council |
| Japan | Prime Minister Sato |
| Jordan | King Hussein |
| Iran | Shah M. R. Pahlavi |
| New Zealand | Prime Minister Holyoake |
| Norway | Prime Minister Borton |
| United Kingdom | Prime Minister Wilson |
| United States | President Johnson |



DEPARTMENT OF STATE
WASHINGTON

June 14, 1967

2296
Asia - Population

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IN REPLY REFER TO: 10151

MEMORANDUM FOR MR. WALT W. ROSTOW
THE WHITE HOUSE

Subject: Progress in East Asian Population
Policies and Programs

In response to Mr. William Jorden's telephone request, there is enclosed an information memorandum prepared by the Bureau of East Asian and Pacific Affairs on East Asian Population Policies and Programs.

Benjamin H. Read
Benjamin H. Read
Executive Secretary

Enclosures:

Progress in East Asian Population
Policies and Programs with
enclosures.

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Subject: Progress in East Asian Population
Policies and Programs

The Bureau of East Asian and Pacific Affairs has within its area some of the more advanced and sophisticated family planning programs (Japan, Korea, Taiwan) and also some of the major countries in which the need is the greatest and the least has been done (Indonesia, the Philippines, Thailand). What has been done is only a beginning and we are taking vigorous action on a number of fronts to stimulate the interest of the governments in the area in population policies and programs. The Bureau and the Missions were instructed by CA-4609, December 20, 1966 (enclosed), to take positive action to encourage countries of the area to understand their population problems and to take specific action to reduce them. We are emphasizing the following policy guidelines:

a) To encourage United Nations agencies and private foundations to take as much leadership as possible and to give them as much support as they can use effectively. In view of the magnitude and complexity of the problem of encouraging family planning in an area as disparate as East Asia, we believe that there is no necessary conflict or even duplication in maximum involvement in family planning by these agencies as well as by the U.S. Government. We believe we should help private organizations such as the Population Council and the International Planned Parenthood Federation to the extent consistent with preserving their private identities. We are now contracting with the Population Council to finance and give technical assistance to population projects in countries in the area. We also believe that ECAFE and its affiliates can be a useful instrumentality for education, publicity and research, although we do not expect it will play an important role in organizing country programs. We are making it clear that we will try to make substantial U.S. aid resources available to them and that we intend to collaborate with them, not be competitors. U Nyun, Executive Secretary, ECAFE, has recently expressed his interest in increasing the emphasis

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and priority given to family planning in ECAFE. At the recent 23rd ECAFE Plenary, the U.S. representative stated that the U.S. would finance a feasibility study for a population office under the aegis of ECAFE in Bangkok. The present program of study and reporting would get no action until the next meeting of the Plenary in April 1968. We hope to speed up this procedure. If the population office is established, the U.S. will consider providing further financial assistance. ECAFE is holding an eleven-country workshop on population problems in Singapore in August. AID is contributing \$25,000 to the cost of the meeting.

b) U.S. Missions abroad will be instructed to proceed upon the assumption that lack of funds should never be the reason for governments to postpone or neglect effective programs in the field of family planning. If funds are not available in host government budgets, Missions will seek budget amendments or extra budgetary allocations, offering where feasible local currency or dollar assistance to induce or finance enlarged family planning programs. If, in any case, such funds are not available, the Mission is to request support from AID Washington. Mr. Gaud has directed that lack of funds is not to be the reason for failure to carry forward any sensible project in this field. Should funds not be available in AID, we will ask the Congress for them.

c) To use as appropriate our influence to stimulate the calling of a meeting of ministers of planning and finance in the region, preferably by the Asian Development Bank (possibly with the participation of the IBRD) to consider population growth as a significant variable in the development process. This could be an effective means of self-education for leaders of countries in the region in recognizing the adverse impact of rapid population growth on economic development -- a process in which self-education and advice from international agencies are particularly important. We should emphasize maternal and child health and the medical, sociological and psychological aspects of family planning as the basis for initial programs, but we cannot expect such programs to have a material effect

on population growth until governments recognize their economic significance and undertake them as a matter of great national interest. International organizations and other countries in the region can help create such awareness from their own experience. Neither AID, the IBRD nor the ADB has yet made country-by-country studies of the significance of population growth rates to economic development and social progress. We will encourage such studies for all countries in the area.

d) To concentrate in the coming months on educating the government and political leaders of Indonesia, the Philippines and Thailand to realize the significance to their countries of high rates of population growth and of the need for action. The East Asian area is one in which there has been rather unusual achievement yet where remain serious problems of which a number of countries are still unaware. The China-oriented population of the area has become conscious of the necessity for family planning. Japan, Korea, Taiwan, Hong Kong, Malaysia and Singapore all belong to this group, as does Communist China itself. Sophisticated national family planning programs exist in Korea, and Taiwan and on the China Mainland. The Philippines, Thailand and Indonesia face population growth problems of monumental proportions not yet recognized by their leaders. They are being made aware of coming difficulties by a relatively small number of individuals in and outside of the government. We should concentrate in coming months on educating the government and opinion leaders of these countries. As they recognize the need for action, substantial amounts of aid may be needed. Burma, Cambodia and Laos are not in the mainstream at all of the current of thought that seems to be now flowing through the area on the population problem.

Annexed is a review in some detail of the situation in each of the countries mentioned above.

Enclosures:

1. CA-4609, December 20, 1966
2. Annex - Country Programs
(with three enclosures)

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HANDLING INDICATOR

TO : ALL AMERICAN DIPLOMATIC POSTS AND BRUSSELS (BUSEC), GENEVA (FOR TUBBY), GEORGETOWN, GUATEMALA (ROCAP), PARIS (USOEC), PARIS (USRO), PARIS (UNESCO), RECIFE, ROME (FODAG), USUN, NEW YORK

Dec 20 5 58 PM '66

FROM : Department of State

DATE:

SUBJECT : Increased Responsibilities of the Department of State, AID and Missions in Population Matters

REF : Circular Airgram LA-158, May 11, 1964
AIDTO Circular A-225, January 7, 1965
AIDTO Circular A-280, March, 1965
Department's CA-9187, March 8, 1965
Manual Circular No. 9:41, August 30, 1965

DECLASSIFIED
E.O. 13292, Sec. 3.4
By clm/p NARA Date 10-1-08

FOR AMBASSADOR, AID DIRECTOR, PEACE CORPS REPRESENTATIVE AND PUBLIC AFFAIRS OFFICERS FROM SECRETARY, AID ADMINISTRATOR, PEACE CORPS DIRECTOR AND USIA DIRECTOR.

1. Summary. This message is intended to provide current information to Ambassadors, Directors of AID Missions, Population Officers, Peace Corps Representatives, USIS Officers, and interested staff on new developments in the U.S. Government on population matters and to set out a policy of more positive action in this field. Also it makes two requests for action by certain posts.

The message transmits statements of the President and Executive Branch officials, of Congressional Committees and in legislative enactments indicating significantly increased interest of the Executive Branch and the Congress in solving the problem of excessive rates of population growth. It reports changes in organization and personnel in State, AID and HEW in the population field. Measures to help developing nations limit excessive population growth as well as to increase food production will have a high priority in State, AID and in other interested U.S. Government agencies. In countries having a need for urgent action to limit population growth we must take positive steps consistent with local conditions to assure that governmental and other leaders are fully informed about the nature of their population problem and the dangers it holds and are encouraged to take necessary action. Ambassadors and AID Directors in such countries are asked to make suitable approaches for that purpose.

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FORM 4-62 DS-323

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☐ In☒ Out

Drafted by:
S/PM: Philander P. Claxton Jr. 11/21/66

Clearances:

Contents and Classification Approved by:

The Secretary

AID - The Administrator WBS
Peace Corps - The Acting Director WBS

USIA - The Director M

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I. INFORMATION ON RECENT DEVELOPMENTS

2. This message supplements and brings up to date the information contained in the Circulars referred to. AIDTO Circular A-280 briefly reviewed the background, recent developments to that date, and the role of AID and AID Missions in population control matters. CA-9187 brought A-280 to the attention of Ambassadors at many posts and asked their full cooperation with Mission Directors, as appropriate, in carrying out these programs. A copy of CA-9187 is enclosed for the background information of all posts to which it was not previously sent.
3. Since the transmission of these circulars in early 1965, the interest of the Executive and the Congress in population matters has significantly increased. The Department has established and AID is strengthening organizational arrangements to take more positive and effective action in foreign areas. The Department of Health, Education, and Welfare has recently created two new offices for population matters in the domestic area. The Federal Government has materially increased financial assistance to family planning services.
4. The President has made several major statements on population matters since AIDTO Circular A-280 and CA-9187.

To the 20th Anniversary of the United Nations, he said, June 20, 1965:
"Let us act on the fact that less than five dollars invested in population control is worth a hundred dollars invested in economic growth."

In a letter to the Secretary General of the United Nations, August 30, 1965, he said of the population problem:

"Second only to the search for peace, it is humanity's greatest challenge."

In his State of the Union Message to the Congress, January 13, 1966, the President said:

"That is what I have come to ask of you ...

"3. To give a new and daring direction to our foreign aid program, designed to make a maximum attack on hunger, disease and ignorance in those countries determined to help themselves -- and to help those nations trying to control population growth ..."

In his Foreign AID Program Message to Congress, February 1, 1966, the President said:

"We stand ready to help developing countries deal with the population problem."

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"The United States cannot and should not force any country to adopt any particular approach to this problem. It is first a matter of individual and national conscience, in which we will not interfere.

"But population growth now consumes about two-thirds of economic growth in the less developed world. As death rates are steadily driven down, the individual miracle of birth becomes a collective tragedy of want.

"In all cases, our help will be given only upon request, and only to finance advisors, training, transportation, educational equipment, and local currency needs.

"Population policy remains a question for each family and each nation to decide. But we must be prepared to help when decisions are made.

"Technical Cooperation: This request -- \$231 million -- will finance American advisors and teachers who are the crucial forces in the attack on hunger, ignorance, disease, and the population problem. The dollar total is relatively small. But no appropriation is more critical. No purpose is more central."

The President in his later message on the International Education and Health Acts, February 2, 1966, proposed a program to "cooperate in worldwide efforts to deal with population problems." He said that to mobilize our resources more effectively for this purpose he was proposing programs to:

- "1) Expand research in human reproduction and population dynamics," and was requesting funds to increase the pace and scope of this effort.
- "2) Enlarge the training of American and foreign specialists in the population field" and expand existing programs at home and abroad.
- "3) Assist family planning programs in nations which request such help," and expand our effort to share our knowledge, skill, and financial resources with the increasing number of nations requesting assistance.

Full texts of these and other recent statements made by the President on this subject are enclosed.

5. The Congress has substantially increased its interest in population matters during the past year:

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a. The Subcommittee on Foreign Aid Expenditures of the Senate Committee on Government Operations (Senator Gruening, Subcommittee Chairman) has continued its remarkable series of hearings and dialog on population matters with a variety of witnesses.

b. The 1966 AID legislation proposed by the President was amended (Senator Tydings) to make excess foreign currencies available to friendly foreign governments and to private, non-profit United States organizations to carry out voluntary family planning programs. The amendment provides a very broad definition of such programs. The Senate Foreign Relations Committee has called on AID to expand its activities in this field. The Conference Report on the bill also makes explicitly clear that U.S. aid dollars are authorized for technical assistance in the control of population growth.

The texts of these amendments with comments contained in the Foreign Relations Committee Report and Conference Report are enclosed.

c. The Food for Peace Bill was amended by the House Agriculture Committee to provide that: 1) in arranging for the sale of agricultural commodities for dollars on credit terms or for local currencies, the President should take into account the efforts of the local country to provide enough food for its people and its activities related to the problem of population growth; 2) U.S.-owned local currencies generated by sales programs may be used for U.S. agency programs to promote and support programs of medical and scientific research, cultural and educational development, family planning; 3) local currencies can be used for local country programs to finance activities, at the request of the country and where participation is voluntary, related to the problems of population growth; and 4) the authority and funds provided by the Act shall be used in a manner that will assist friendly countries that are determined to help themselves toward a greater degree of self-reliance in providing enough food to meet the needs of their people and in resolving their problems relative to population growth.

No objection was raised to these amendments during the discussion on the Floor. The Food for Peace Bill passed the House 338 to 20 with the amendments intact. The Senate accepted these amendments with slight modifications.

As reported by the Conference Committee, the Bill also provided that non-U.S.-owned local currency proceeds ("counterpart") from the sale of commodities on dollar-credit terms shall be used for agreed economic development purposes.

The text of these provisions as finally enacted and excerpts from the Committee Report are enclosed.

6. Executive Branch Witnesses before the Gruening Subcommittee included AID Director David Bell, Under Secretary Thomas Mann and Food for Peace Special Assistant Richard W. Reuter.

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Mr. Bell reviewed the policies set out in A-280, responses already made to requests by several governments for direct assistance to family planning programs, AID support to research and training programs and assured the Subcommittee that AID will be able to provide considerable help to developing countries in the population field. His statement is enclosed.

Mr. Mann reviewed the interest of the Department in population matters and briefly described general policy. He announced the establishment of a focal point in the Department for policy and coordination on population matters. He said the Department will continue to do everything it can properly do to encourage other governments to give the population problem the attention it deserves and to respond to such requests and assistance as we receive. His statement is enclosed.

Mr. Reuter reviewed the present and probable future situation on food production which threatens serious famines in many countries in the next 5 to 10 years -- and the decreasing supplies of U.S. surplus foods. His statement is enclosed.

7. Organizational Arrangements in AID:

Under the direction of Dr. A. H. Moseman, Assistant Administrator for Technical Cooperation and Research, the Health Service and its Population Branch serve as a major focal point in AID for coordination and technical assistance activities in the field of population dynamics. These activities include the formulation of population and family planning policy and guidelines relating to the international area and its transmittal throughout AID. The Branch supports demographic research and research in the development of improved family planning techniques and contraceptive devices which directly affect family and population planning. It contributes to manpower resources development by supporting expanded and new facilities in existing institutions. Consultation and technical assistance is provided to AID bureaus and Missions and to individual countries when requested. The Branch maintains direct liaison with multinational, public, and private organizations and reviews and implements contract and grant proposals, both volunteered and requested, as well as Participating Agency Service Agreements pertinent to population activities. Staff members of the Branch participate in and often initiate demographic and family planning conferences, meetings, symposiums and seminars. The Branch is a focal point for information on all population activities and characteristics in countries, organizations, and agencies and on the basis of this information, it performs demographic and other analyses of countries toward the view of making recommendations for action programs in family planning.

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The following Health Service personnel are most directly concerned with population matters: Dr. Malcolm H. Merrill, Director, Health Service; R. T. Ravenholt, M.D., Chief, Population Branch; Joseph A. Cavanaugh, Ph.D, Deputy Chief, Population Branch; and Dr. Harold Fredericksen, Special Assistant on Planning and Evaluation, Health Service.

The foregoing description of new resources available within the Technical Cooperation and Research staff of AID does not affect present organizational relationships between the Missions and Regional Bureaus. All program operations will continue to be coordinated by the Regional Bureaus for their respective Missions and direct backstopping of Missions population programs will be the responsibility of Regional Bureau staff.

Enclosed is a listing of staff members who have been designated as population officers or deal with population matters as part of their regular assignments.

8. New Organizational Arrangements in the Department:

The office of Under Secretary Mann was designated in April 1966 to serve as the focal point in the Department of State to: (1) undertake policy coordination in all United States Government programs abroad in connection with population control; (2) ensure full consideration of our foreign policy objectives, particularly those of a political nature, in the carrying out of these programs; (3) keep our Embassies fully informed of our thoughts and plans, and, where necessary, to make sure our posts abroad give this serious problem all the attention it deserves; and (4) maintain close liaison with United States Government agencies and with private institutions concerned with the population problem.

Mr. Robert W. Adams, FSO-1, was designated Special Assistant for Population Matters to assist Mr. Mann in this field. At the same time, each of the bureaus in the Department was directed to designate an officer to act as coordinator for that bureau for policies and activities relating to population matters. A list of officers designated is enclosed. Functional responsibilities in the population field were divided among the major functional units of the Department.

On June 20, 1966, Mr. Philander P. Claxton, Jr., Special Assistant to the Secretary, was designated to serve also, in lieu of Mr. Mann and Mr. Adams, as Special Assistant for Population Matters and to be the focal point for policy and coordination in the Department for such matters. FAMC No. 397 of April 15 as amended by FAMC No. 422 of June 20 is enclosed.

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9. United States Government support of family planning activities in the United States is rapidly expanding.

The Department of Health, Education and Welfare has designated as Deputy Assistant Secretary for Science and Population Dr. Milo David Leavitt, in the office of Dr. Philip R. Lee, Assistant Secretary for Health and Scientific Affairs. Dr. Leavitt will give special attention to population matters and family planning programs and to scientific developments in this area. In the Public Health Service, Dr. Edward O'Rourke, Assistant Chief of the Bureau of Medical Services, has been designated Special Assistant to the Surgeon General for coordinating family planning activities of that agency.

HEW has created a Departmental Task Force on Family Planning to develop regional meetings to inform state and local officials of HEW resources available to help develop family planning services. The Children's Bureau is providing grants to states and cities for maternity and child care that include family planning services. The Bureau of Family Services assists states to provide family planning services (including clinic services, drugs, devices, etc.) to the medically indigent. The Public Health Service Bureau of Medical Services since January 1966 provides family planning information and services on request to American Indians, Alaskan natives and all others who receive health services through the PHS. The National Institute of Child Health and Human Development (of the NIH) spent \$2 million in FY 1966 on research directly related to human fertility regulation.

The Office of Economic Opportunity has funded 35 projects designed to provide indigent women with family planning services and devices at neighborhood locations. Funds for many additional projects are available.

The Congress has directly provided funds to the District of Columbia for similar services by welfare agencies.

A survey by Senator Gruening's Subcommittee shows that 21 states have state-operated family planning programs, nine have some local governmental programs but not state operated, seven states are studying a program or anticipate one in the near future, four states refer patients to private physicians -- and only nine states have no program, no local programs and no state study under way. The District of Columbia, Puerto Rico, American Samoa and the Virgin Islands all have centralized government programs.

10. The National Citizens Commission on Population of the White House Conference on International Cooperation (ICY) made 10 Recommendations for United States Government participation in population matters, including a recommendation to make available upon request \$100 million a year over the next three years to help countries implement programs of family planning and strengthen national health and social services necessary for the support of family planning programs. Its full recommendations are enclosed.

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11. Four recent, brief and informative statements are enclosed:

a. A review by Deputy Assistant Secretary Robert W. Barnett of the development of U.S. foreign and domestic policy on population matters;

b. A statement on Population, Food and the Future of Man by Mr. Lester R. Brown of the Department of Agriculture and a statement by Secretary Freeman on The Unfolding World Food Crisis made at the DAC High-Level Meeting, July 21, 1966.

c. An article by Dr. Dudley Kirk on Population Policy after (the UN Conference at) Belgrade.

12. Continuing Information: AIDTO Circular XA 1149 of April 17, 1964 and AIDTO Circular A-316 of March 24, 1965 listed certain selected documents on population matters being sent all USAID Missions and other documents available on request. These documents are listed on Enclosure . Those marked* will be sent promptly to non-AID Missions. Non-AID Missions will be sent any other listed document on request.

Additional selected books, pamphlets and other documents will be sent within the next two weeks for the attention of the Population Officer.

Additional information will be sent hereafter on a monthly or bimonthly basis. In most cases, one copy will be sent to the Population Officer at each post for appropriate circulation.

II. POLICY STATEMENT

13. The United States Government recognizes that the rapid rate at which population is rising in many developing countries in comparison with the increase in food production and economic growth threatens deprivation and suffering among their peoples and will undermine and materially offset their and our efforts to create economic and social progress.

14. Such excessive population growth diverts limited resources from capital development to immediate consumption. It materially reduces the per capita benefit of economic growth that can be attained. We recognize that in such countries relatively small sums spent now to curtail excessive population growth will contribute as much to economic and social progress as the far greater sums that should continue to be spent on development.

15. As the President has said, the facts of the population crisis challenge our own security and threaten the future of the world. We take literally and seriously the mounting evidence that even the greatest practical prospective efforts to increase food production throughout the world will not produce enough food to supply basic requirements in a decade or so at

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present rates of population growth. There must be major increases in food production and there must also be marked decreases in birth rates as early as is humanly possible if mass starvation of tragic and dangerous proportions that will precipitate social turmoil and political upheaval are not to occur within a decade or so in many areas of great concern to the United States.

16. Therefore, measures to help developing nations limit excessive population growth as well as to increase food production will have a high priority in the Department and AID and in other interested United States Government agencies.

17. In developing countries threatened by the effects of rapid population growth, it is even more evident than in the past that the Ambassador and (in AID countries) the AID Chief of Mission must consider the problems and requirements growing out of the population crisis to be among their principal concerns and responsibilities.

18. It is now necessary that we put much greater emphasis on population matters. We must give the priority, quality and magnitude of attention to such activities that we are now undertaking to give to food production programs.

In view of the increasing need in many countries for urgent action to limit population growth, we must take positive steps consistent with local conditions to assure that governmental and other leaders in each of these countries are fully informed about the nature of their population problem, the implications for their plans and prospects for improving economic and social conditions, the dangers of food shortages and the importance of early governmental action to curtail excessive population growth.

It is of course the responsibility of the national government to determine whether it is to undertake a population program and of what kind. We must avoid imposing or seeming to impose population control or any particular form of population control program. Nevertheless, we must encourage local authorities to decide, for the benefit of their own people, to take the necessary action to reduce the rate of population growth as promptly as local conditions allow and on a scale appropriate to the need. Such action may range, according to the local situation, from first steps to recognize, measure and understand the problem to the commencement, as soon as practicable, of widespread educational campaigns and the creation of networks of clinics and health centers. As stated in previous policy statements, U.S. assistance is to be offered only to programs in which participation is voluntary and freedom of choice of methods is available.

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A goal for reductions in birth rates in any country will necessarily have to be set according to conditions and possibilities in that country. However, as an order of magnitude, it would seem likely to be beneficial to most countries if birth rates could be reduced from present levels of 40-45 to 25-30 so that the rate of population growth could be reduced and held to approximately 1 1/2%/year until the rate of per capita economic growth could be raised to, perhaps, 3%-4%/year. For some countries, progress toward such a goal would call for reductions in two or more stages over several years. Such countries might adopt as a first stage a reduction of one percentage point over 5-10 years, as in the cases of Korea, Taiwan and India. (A 1 1/2% annual rate of population growth would still be equal to or above the rate of growth of essentially all LDC's before the sharp reductions in death rates of recent decades. Such a rate would be in the order of the relatively high rate of U.S. population growth in recent years and would be well above rates of growth of the high income European countries.)

We should encourage maximum self-help efforts by each country, but we must also be ready to offer assistance to start national programs or to increase the size and effectiveness of going programs to the levels needed to achieve the goal. Our principal objective is that birth rates should be brought down as rapidly as possible, so Missions should encourage requests for assistance where they believe it is needed and can be effectively used. We must be prepared to provide assistance rapidly when it is requested.

In providing Food for Peace assistance, the United States will take into account efforts of the country to help itself toward a greater degree of self-reliance -- not only to meet its food production problems -- but also its activities related to the problems of population growth. We must let local authorities know that the population-food problem is their problem and that, although we are willing to help, we cannot continue to fill the gap indefinitely.

National awareness of and attention to the demographic aspects of development will be considered as among the important self-help measures affecting the extent of aid to development. Otherwise, external resources cannot succeed in making the improvements intended.

The need for a sharp reduction in the rate of population growth and the need for increased food production must be constantly associated in Mission planning, programming and field activities and, particularly, in discussion of both food production and population programs with local authorities, leaders, groups, and ordinary people.

USIS Officers should work closely with the country team on the public affairs aspects of population matters. While technical information is the responsibility

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of AID. USIS has a responsibility for building public understanding of the issues. The extent to and manner in which USIS facilities and resources should be used must be decided according to the circumstances in each situation, taking account of local sensitivities.

National leaders and agencies should be advised that the Peace Corps is prepared to participate at their request in implementing family planning programs. Peace Corps volunteers may be used effectively in training national field workers, preparing and demonstrating audio-visual material, and filling other middle-level manpower needs.

In all cases it must remain our objective to move ahead constructively, with careful and deliberate consideration of the human and social as well as the economic and political interests involved. Population programs and our support for them are concerned with far more than technical services and full attention must be given to achieving social conditions favoring responsible parenthood with opportunity for the full development of each child.

19. The general policies stated in A-280 and CA-9187 continue in effect. Requests for assistance will be handled as directed in A-280. A new Manual Order now in preparation will provide expanded and more detailed policy and implementation guidelines. Posts may look to the Guidelines in Manual Circular 9:41 until the new Manual Order is received.

III. ACTION REQUESTED

20. Posts which have not yet designated a senior staff officer to be responsible for information, advice and action on population matters are requested to do so and to inform the Department of the name and title of the officer. (Posts which have already designated an officer are requested to report the name and title of the officer now designated.)

21. Ambassadors and AID Directors should assure that they are fully informed about demographic facts important to their country. In non-communist developing countries suffering from or threatened by excessive population growth, Ambassadors and (in AID countries) AID Directors who are not satisfied that the local governments are undertaking effective population programs are requested (unless they see special reasons not to do so) to make approaches to government leaders at all appropriate levels and to opinion leaders generally to assure that they appreciate the importance of the problem. They should be helped to understand the dangers of excessive population growth to the welfare and happiness of their peoples; the nullification of their expenditures and hopes for economic and social progress; the possibilities of tragic food shortages in only a few years; and the threat to the future political stability of their countries. Unless local conditions indicate otherwise, strong encouragement should be given to

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starting or accelerating programs under either public or private sponsorship adequate to reduce the present rate of population growth to a target level appropriate to their individual situation. All such programs should be based on creating the opportunity of individual choice and responsible parenthood. When no program exists, Missions should encourage threshold efforts. Where beginnings have been made, Missions should encourage rapid advance to full scale programs of clinics and health centers. Missions are particularly requested to assist United Nations agencies and effective private organizations such as the International Planned Parenthood Federation and its affiliates, the Population Council and the Ford Foundation and to coordinate U.S. activities with them as appropriate.

It should be made clear to country leaders that our fundamental concern is for the welfare of their country and the quality of opportunity that will exist for the people and their children. We are not concerned with population growth itself in countries that need increased population -- over time -- for their development and will be able to support such increasing numbers without injury to their people or their economic progress. Our concern is that too rapid population increase in comparison with the rate of food production and of economic growth will delay or make impossible the realization of their hopes of economic and social betterment for their people and nation.

Officials of governments anticipating food assistance under the Food for Peace program should also understand that in providing such food the President is directed by the Congress to take into account the efforts of receiving countries to meet their problems of food production and population growth.

Approaches to leaders should be made at times, by means and after preparations as determined by each Ambassador in the light of the situation in that country. They should involve discussions with community leaders and information efforts as the Ambassador deems useful. It is recognized that a number of Missions have already done all that can be wisely done at this time; also that in some countries local conditions may make discussions unnecessary or inadvisable at present. A brief report on such situations with appropriate recommendations for next steps will be appreciated.

Each Mission in AID countries may assure the government that if it so requests, the United States will try to provide (or help obtain from private, other government or international organization sources) technical assistance necessary to help develop and carry out programs of population control; also that the United States will sympathetically consider providing assistance to meet needs for transportation, information programs, equipment and other material assistance. The new Food for Peace legislation permits consideration of the use of local currencies generated by sales programs for aid to

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approved country programs including those carried on through private non-profit family planning organizations. Missions in non-AID countries may offer U.S. Government assistance in obtaining advice and help from private organizations. (Manual Circular 9:41 lists major private sources of assistance and assistance AID will provide.) Local authorities should understand that because of the worldwide interest in such matters and the limited number of qualified advisers, U.S. assistance on population matters will have to be related to the promptness with which requests are made and the seriousness of the program contemplated.

Local authorities should also be encouraged to seek the assistance of the United Nations Population Division, or other UN agencies, and of such private organizations as the Population Council, the Ford Foundation and the International Planned Parenthood Federation. These organizations may act with greater flexibility, particularly in the survey or preparatory stages of a national program, and offer less opportunity for criticism by opposition elements.

Upon the request of any Mission, the Department and AID/W will review the Mission's plans for further actions in this field, will provide the Mission with further information and/or will send a specialist for consultation before such an approach is made. AID/W will endeavor to provide in advance of need for the availability of such a consultant or a team of specialists to be sent on request to work with Mission personnel and country officials after the groundwork has been laid by the Mission.

22. We will look for reports from Missions on the progress of discussions on this subject.

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Enclosures will follow by Unclassified pouch.

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The experience of Japan has considerable teaching value for other countries in the area and it is showing growing interest in the relation of family planning to economic development. Although its specific policies may not be acceptable or applicable to all countries of the area, it stands as the first Asian country to limit its population growth through conscious policy. Japan unquestionably owes much of its economic prosperity and power to the low rate of population growth it has achieved.

The Chinese on Taiwan have worked out what may be the most effective program of any developing country. In the three years of the program the birth rate has dropped from 34.5 in 1964 to 32.7 in 1965 and to an estimated 30.5 in 1966. Their target is to reach 20 by 1973. Taiwan depends mostly on the inter-uterine device (IUD). Faced with an unexpectedly high rate of withdrawal, it is moving vigorously to supplement the IUD with oral contraceptives. The GRC contribution (actually interest on counterpart funds) for the 1966 budget was \$300,000. The Population Council contributed \$75,000. The GRC contribution for 1967 has been increased to \$425,000. The GRC itself does not have a population policy but is expected to adopt one soon. The Republic of China has proposed establishing a regional center on Taiwan for population planning in Asia through which it could pass on its successful experience to the other countries of the area. A copy of the proposal recently received from K. T. Li, Minister of Economic Affairs, "Proposal for the Establishment of a Regional Center for Population Planning and Studies in Asia", is enclosed. The GRC and Population Council have accepted the Department's suggestion that they sponsor a Demographic Studies and Family Planning Workshop during 1967 from which it is envisaged an institute will evolve naturally by common agreement.

Korea is following closely in the steps of Taiwan with a vigorous national program. Its population growth rate has been reduced from 2.9 percent in 1960 to an estimated 2.5 percent in 1966. Their 1970 target is 2.0 percent.

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The ROKG budgeted \$1,570,370 for its program in CY 1967 and has proposed a supplement of \$96,000. It received an additional \$162,963 from WHO, \$500,000 from UNICEF, \$250,000 from the Population Council and \$86,400 from AID, plus \$27,900 from the USOM Trust Fund. The projected cost of the CY 1968 program is \$3,789,000 of which \$1,852,000 is expected to be from the Korean budget. The Population Council will make available \$285,000 and AID has budgeted \$142,500. The remainder represents projects under negotiation with the Swiss and Swedish Governments, WHO and UNICEF. There will be 211 Peace Corps volunteers working with health auxiliaries and among their duties will be family planning education. Faced with the same withdrawal problem with the IUD as Taiwan, Korea is making field studies on the use of the pill for which it is hoped the Swedish Government will provide \$165,000.

Malaysia has also instituted a family planning program. The first Malaysian five-year plan (1965-1970) allocated \$670,000 for financing family planning activities in West Malaysia. Because of low population and lack of serious unemployment in East Malaysia, the Government has decided to give first priority to West Malaysia. A private organization, the Family Planning Association, is conducting a limited program in East Malaysia. The Ford Foundation has provided a \$198,000 grant to finance a survey and provide technical assistance. Ford is currently considering another grant of \$320,000. The Population Council has provided 60,000 IUDs and Sweden is expected to provide a \$150,000 grant for other kinds of contraceptives. The Government of Malaysia has advised the Ford Foundation that it is prepared to pay all necessary basic costs to implement the national program.

A successful population control program has been conducted in Singapore since 1949 under the Singapore Family Planning Association. During this period the annual rate of population increase declined from 3.4 percent to 2.4 percent, even though the death rate declined even more sharply than the birth rate. The Singapore Government took over responsibility for family planning in early 1966 and initiated a five-year family planning program with the

objective of reducing the present rate of population increase to only 1.2 percent annually. The GOS appears prepared to devote all resources necessary to this program without further assistance or stimulation from the U.S. In 1963 the Ford Foundation made a \$180,000 grant for training, employment of professional staff and equipping a laboratory and library. Singapore could play an important role as a regional center for training personnel in family planning from other countries of the region. A successful family planning program has also been instituted in Hong Kong.

The view is widely held in high official circles in Thailand, until recently at least, that it is underpopulated with no need for population control policies. In April, however, the Prime Minister indicated in a press conference that Thailand must begin to study the need for family planning and the King and Queen are known to favor it strongly. In 1966, the Population Council, with AID funds, contributed \$50,000 to help establish a Population Research Training Center at Chulalongkorn University. It recently earmarked another \$65,000 for the Ministry of Public Health to support an expanded family planning program. The University of North Carolina, under contract, has a demographer in the Population Center for the University of Medical Science and has budgeted for two full-time consultants, travel and study fellowships, both long and short term, and equipment for a research staff, totalling \$130,000, under a Rockefeller Grant. The International Planned Parenthood Federation and the Pathfinder Fund have also assisted projects in Thailand. The Ministry of Public Health is openly supporting various activities of both country and regional natures under the heading of "research". AID obligated \$25,000 for 40 family planning research clinics and provincial hospitals in FY 1967 and plans to make available an additional \$20,000 for medical equipment and local training courses. In FY 1968 it plans to provide \$16,000 for family planning research clinics and 25 health centers, \$27,000 for the provision of oral contraceptives, and \$8,000 to support participant training of 30-40 professional personnel for two weeks observation in Taiwan and Korea. Although there is no government-approved program as yet, pilot programs have found a high degree of

acceptability and interest among the Thai. An interesting study prepared by US AID Thailand, "Effects of Population Control on Social and Economic Development in Thailand, is enclosed. Also enclosed is a study given us by the GRC, "Projection of Population Growth and Production and Consumption of Rice in ASPAC Countries".

Indonesia is perhaps the greatest problem area of East Asia. Under the Sukarno regime it was official policy that population growth should be encouraged in order to populate the virtually empty spaces of the outlying areas. There are indications that the present government has a better comprehension of the problems associated with a high rate of population growth. The Presidium reportedly has approved a national family planning program. Although no funds are available to finance it, health stations and staff have been placed at the disposal of the voluntary agencies. The Ministry of Health has agreed to a pilot survey in the Djakarta area which began in April. It will be expanded to other areas of Indonesia next year if it goes well. We have encouraged private foundations to interest themselves in Indonesia and the Population Council has received a request for \$100,000 and it is understood that \$34,000 has been made available for 1967. The U.S. has provided some assistance from technical training funds for participant travel abroad and we stand ready to offer further help if the Government of Indonesia should request it.

The Philippines has one of the highest rates of population growth in the world but with little awareness of the problems this involves for economic development. Because of political and religious sensitivities, the Philippine Government stands on the record as opposed to family planning programs but it has given tacit approval to limited U.S. assistance in technical training to the amount of \$25,000. Policy restrictions prevent the U.S. from providing direct assistance, without government approval, to indigenous church and private organizations anxious to carry out family planning programs. AID is presently negotiating a contract with the Population Council which would enable that organization to finance proposals from such groups. Six proposals have been received for consideration. Contracts with the Population Council are

also being negotiated to assist its work in Viet-Nam, Korea and Indonesia. Other contracts are under consideration with the Population Council for regional research efforts in non-AID countries such as Malaysia, Singapore and Hong Kong.

In other countries of the area, only marginal progress has been made. Burma and Laos consider themselves underpopulated with no need for population control policies. The same attitude probably exists in Cambodia. The Pacific Islands under the jurisdiction of the U.K., France, Australia and New Zealand have serious population problems which can probably best be attacked in cooperation with the South Pacific Commission.

Enclosures:

1. "Proposal for the Establishment of a Regional Center for Population Planning and Studies in Asia"
2. "Effects of Population Control on Social and Economic Development in Thailand"
3. Projection of Population Growth and Production and Consumption of Rice in ASPAC Countries

Mr. Barnett
from K.T.L. May 10, 1967

2d

Proposal for the Establishment of a Regional Center
for Population Planning and Studies in Asia

Objective:

Most Asian countries are facing the problems of increasing population pressure and inadequate food production. Both are important manifestations of rapid population growth. Fertility control has become a pre-requisite to the modernization and industrialization programs of most developing countries in the world. Modern public health measures and socio-economic changes have achieved in many developing countries a relatively swift, major reduction in the death rate. The birth rate has, however, stayed high resulting in an explosive increase in population. With the advent of modern contraceptive methods and scientific know-how it is possible that man's efforts and funds can tackle the population problem effectively and can drastically reduce the time of the natural course of demographic transition from high to low birth rates and death rates. It is time to establish a regional Center for Population Planning and Studies in Asia to demonstrate the above mentioned possibility as well as to promote and help improve the operation of population studies and family planning programs in countries in the region. The techniques developed may be of benefit to other regions also.

Location:

It is suggested that the ideal site for the proposed Regional Population Center be Taiwan, Republic of China. The reasons for this are outlined below:

1. Availability of Demographic Data:

In addition to a decennial census, Taiwan has a population registration system with a registration office in every township government office. An annual check of households and family members is undertaken by every township office at the end of each year. The Taiwan Provincial Government publishes an Annual Demographic Fact Book wherein detailed information is given on the size of population, births and deaths by age, sex, occupation, education and location. Crude birth rates, general fertility rates, age specific fertility rates and total fertility rates for all women as well as for currently married women for Taiwan are given by province, county and township. Other vital statistics are also included. This data provides accurate yardsticks for measuring the effectiveness of the family planning program.

2. Island-wide Family Planning Program in Progress:

Since 1964 Taiwan has started an active island-wide family planning program emphasizing intra-uterine loop contraception. The cumulative acceptors since the inception of the program reached 286,716 women by the end of March, 1967, corres-

ponding to 18.0% of the married women of ages 20-44 in Taiwan. The crude birth rate was reduced from 36.3 in 1963 to 32.4 in 1966 and during the same interval the natural increase rate was brought down from 30.1 to 27.0.

3. Republic of China's International Technical Assistance Program:

The Republic of China has sent farming and other technical missions to African, Asian and South American countries. There are 17 farming missions and 4 other technical missions, composed of more than 700 members in 18 African countries, one agricultural mission of 80 persons in South Vietnam, one rice team of 19 members in the Philippines, one agriculture mission of 6 members in the Dominican Republic and one agricultural mission of 10 members in Brazil.

From December 1954 to December 1966, more than 2,500 agricultural technicians from Asian and African countries received agricultural training in Taiwan. Numerous high ranking government officials and technical experts make visits to Taiwan. For instance, the Rural Health Division of J.C.R.R. is receiving an increasing number of visitors to observe the family planning and intensive village health-community development programs. There were 278 foreign visitors from 25 countries in 1965 and 408 visitors from 23 countries in 1966. These facts show that the Republic of China is playing an increasingly important position in international technical assistance and cooperation.

4. Active Role of Existing Taiwan Population Studies Center:

With the assistance of the Population Council, New York, the University of Michigan and J.C.R.R., the Taiwan Provincial Government established the Population Studies Center at Taichung in 1962. Its main functions are to evaluate the action program of family planning, conduct necessary surveys and research to offer guidance to the action program, handle training and orientation programs for both local and foreign personnel, and compile and distribute monthly reports to concerned organizations both foreign and local. It has a small and efficient staff. This organization can easily be expanded and changed into a regional Population Center for Asia.

5. Formulation of a Population Policy for the Republic of China:

Although the Republic of China does not have a positive population policy yet to officially support the family planning program, the Ministry of Interior organized a Population Policy Committee in October 1966 to formulate national population policy and suggest measures for its implementation. The draft on the Population Policy has been prepared and the preparation of measures for its implementation is in progress. It is anticipated that this work will be completed before the end of May. The Committee of which the Minister is Chairman adopts a strategy of submitting these recommendations to the Executive Yuan (Cabinet) for

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approval of its implementation on a pilot basis. Steps for the enactment by the Legislative Yuan, which may take a longer time, will be initiated after the successful implementation of the pilot project.

The military authorities have now officially introduced the family planning program to the military dependents' villages under an arrangement made by J.C.R.R. The teaching of family planning to all new military recruits is also being implemented.*

6. Other Favorable Conditions:

Favorable conditions which further support the choice of Taiwan for the site of the Regional Population Center are the presence of excellent transportation facilities and hotel accommodations. Good security, reasonably good medical and health facilities and convenience in the general use of English, Japanese and Chinese are other favorable factors.

Organization and Program:

In order to make this proposed organization a dynamic center fulfilling its objectives of promoting and strengthening population studies and family planning programs in countries in the region, it will be necessary to organize a Technical Board composed of an active member in charge of the family planning program of each country in the region, and selected authorities from other countries, by invitation. The Board is to decide on the major programs of the Center and to exchange information and advice on family planning programs between member countries. Active members from non-communist countries will be also invited to join the staff of the Center on a short term basis for seminars, teaching and research activities. Teams of experts from the Center, would, upon request, help member countries in planning and implementing family planning and population study programs.

In order to fulfil the objective of demonstrating the possibility of hastening the demographic transition by concerted effort, the Center should help to enlarge the scope of the island-wide family planning program of Taiwan so that the natural increase rate will be reduced from 27 per thousand in 1966 down to the targeted figure of 15-18 within a short period as possible. Provision of oral pills is believed to be one of the most important and practical measures required to supplement the I.U.D. program already being implemented in Taiwan. Seed funds would also, upon Board approval, be made available for pilot and demonstration family planning projects in other member countries.

* The prototype materials in the instructional training kit of the Population Council translated into Chinese and with drawings adapted to the Chinese environment are being utilized.

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In brief, the program of the proposed Center for Population Planning and Studies will include technical aid, seminar, training and research activities and the demonstration of a dynamic family planning action program.

Budget for the initial period of 5 years:

It is proposed that the initial period for the operation of the proposed Center be five years. If results prove satisfactory to the participating countries and agencies, it may be decided to continue this program.

It is not possible at this stage to prepare an itemized detailed budget. Instead an outline has been prepared with the understanding that detailed itemization will be made jointly by the Sino-American specialists, after both governments have approved the proposal.

a. Sources of Funds:

The Republic of China will continue to finance the new operation in the amount previously budgeted for the Taiwan Population Studies Center (US\$25,000 annually in local currency) for the 5-year period. The island-wide family planning action program (annual budget US\$300,000 in local currency) will also continue to be financed by the Republic of China, at least for the next two years. The Republic of China will make available the present staff, physical plant and office equipment of the existing Center for use by the proposed Center. The Republic of China may also be able to contribute funds for the construction of additional buildings.

The United States of America will provide funds for equipment, oral pills, books and journals. Payments for Board members, short-term staff, consultants and trainees from other countries, as well as to the teams of experts sent from the Center to aid member countries, and fellowships for advanced training in the U.S. and other countries, would also be provided by the United States of America.

The Population Council will be requested to continue its contribution for research, training of local workers in Taiwan and other miscellaneous expenditures.

Member countries in the region will be invited to offer technical participation and cooperation. At the initial stage there will be no assessments but voluntary contributions will be welcomed.

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b. Estimates

| | 1. year (US\$) | 5 years (US\$) |
|--|-------------------|-------------------|
| I. From the United States of America: | | |
| 1. Seed funds for pilot and demonstration family planning program in member countries: | 250,000 | 2,000,000* |
| Payments for teams of experts to be sent to aid member countries | | |
| Payments for short-term staff from abroad sent for research and training | | |
| Payments for two full-time consultants | | |
| Travel and per diem for Board members to attend meetings and seminars | | |
| 2. Equipment, books, journals, vehicles, etc. | 30,000 | 150,000 |
| 3. Oral pill for 100,000 women or 1,300,000 cycles a year at US\$0.135 a cycle | <u>175,500</u> | <u>877,500</u> |
| Total | 455,500 | 3,027,500 |

II. From the Population Council, New York:

It is hoped that the Population Council will continue and possibly increase its annual contribution according to the need for supporting the growing program of the proposed Regional Center. The amount for FY67 was:

| | |
|---|--------------|
| 1. Family planning extension program | 99,600 |
| 2. Medical follow up of I.U.D. loop program | 21,500 |
| 3. Training and evaluation and orientation of visitors | 25,960 |
| 4. Publication of Demographic Fact Book and improvement of population registration and statistics | <u>8,600</u> |
| Total | 155,660 ** |

III. Member countries in the region, voluntary

IV. Republic of China:

| | | |
|---|----------|----------|
| 1. Continue provision of budget originally allocated for the Taiwan Population Studies Center | 25,000 | 125,000 |
| 2. Family planning action program funds earmarked for next two years | 300,000 | 600,000 |
| 3. Appropriation beyond FY70 (to be worked out) | <u>-</u> | <u>-</u> |
| | 325,000 | 725,000 |

* The larger amount budgeted for the later years reflects an anticipated increase in expenditure for the 'seed fund' and 'technical aid aspects' of the program.

* not including technical services

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1 year
(US\$)

5 years
(US\$)

V. Construction of additional buildings to accommodate the growing staff of the proposed regional Center will be decided on at a later date. The cost of construction will have to be borne by the participating parties over and above the respective appropriations outlined.

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**EFFECTS
OF**

**POPULATION GROWTH
ON
ECONOMIC
AND
SOCIAL DEVELOPMENT**

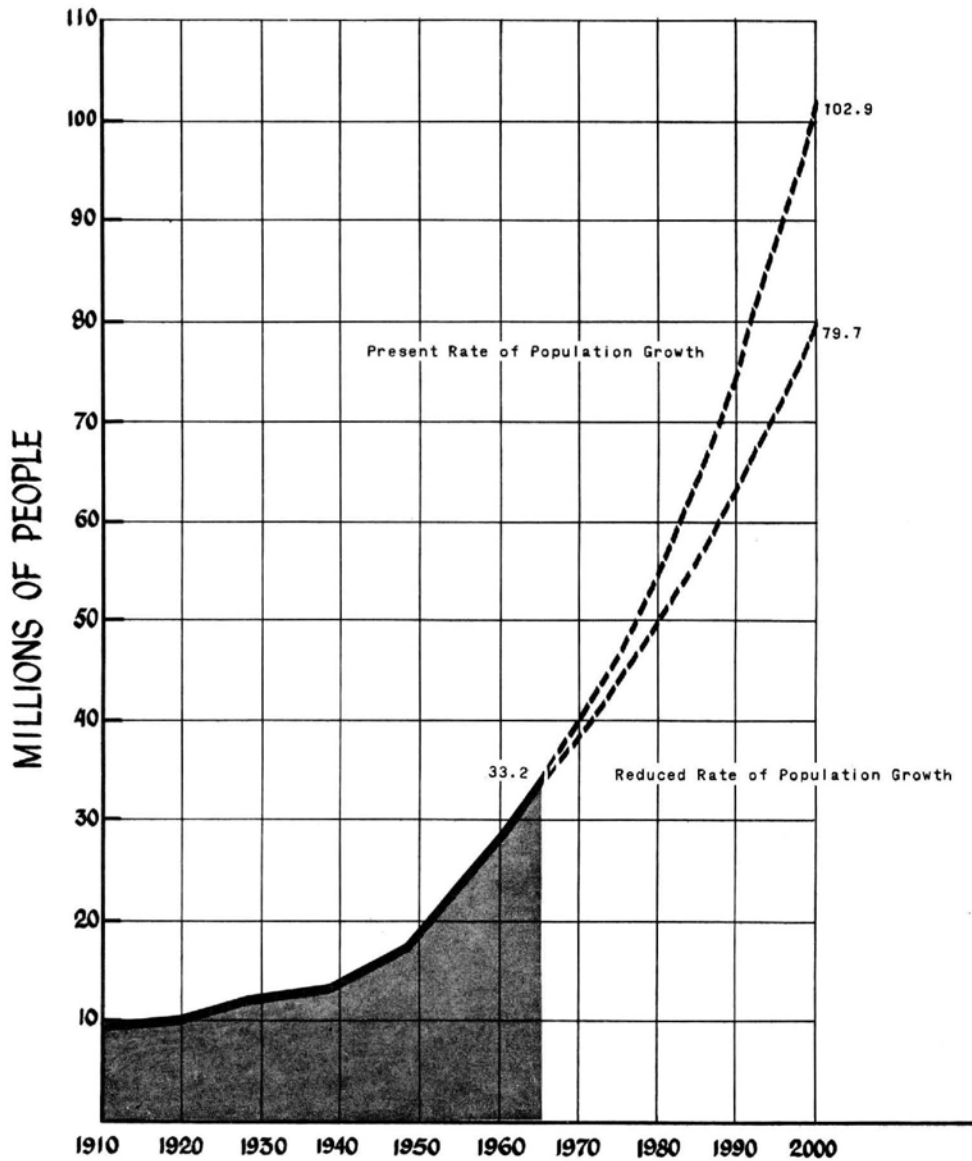
**IN
THAILAND**

Rapid growth of the world's population is one of the major problems, and challenges, of our time. Death rates have declined precipitously since World War II due to widespread use of public health innovations. At the same time, birth rates are accelerating very rapidly. More babies are being born than ever before. The end result of the lowered death rate and increased birth rate is the very rapid growth of world population that we are witnessing now. In the underdeveloped countries, the rates of population growth are generally higher than were ever experienced by the countries that are now considered economically developed. This is particularly true of Thailand which has one of the highest rates of population growth in the world, approximately 3.4 percent per year.

The charts enclosed in this information kit attempt to show some of the probable effects of population growth on Thailand's future development. In each chart, the effects of two population estimates are traced. One population estimate assumes a continuation of Thailand's present high population growth rate. The other, lower estimate, assumes a reduction in the population growth rate that could be achieved if measures were taken to lower the birth rate.

These charts have been prepared by the United States Operations Mission (USOM) in Thailand to stimulate thinking and discussion on the population question. They represent an initial attempt to show the interrelationship between population growth and other social and economic factors in the country's long-term development. The important aspect of this analysis is not the exact precision of any single projection, but the comparative effects of two alternative population growth rates on social and economic development in Thailand. It is the general magnitude of the projections, therefore, that is important, not each specific projection in and of itself. The important bases for this analysis are the underlying assumptions and data sources used in each chart. These assumptions and statistical sources are found in "technical notes" on the back of each chart. Requests for additional information or copies of the charts should be sent to the Program Office, United States Operations Mission, Bangkok, Thailand.

POPULATION GROWTH IN THAILAND* 1910 TO 2000



The population of Thailand has been growing at an increasingly rapid rate.

In 1910, when the first Census was conducted, there were about 8 million people.

By 1947 the population had more than doubled and today, with over 33 million people, it has almost doubled again.

If current rates of increase continue, there would be 64 million people in 1986 and 103 million in the year 2000. On the other hand, if fertility was significantly lowered, there would be only about 80 million in 2000.

* See Technical Note on reverse side

TECHNICAL NOTE:

1910 to 1960: Published Census figures.

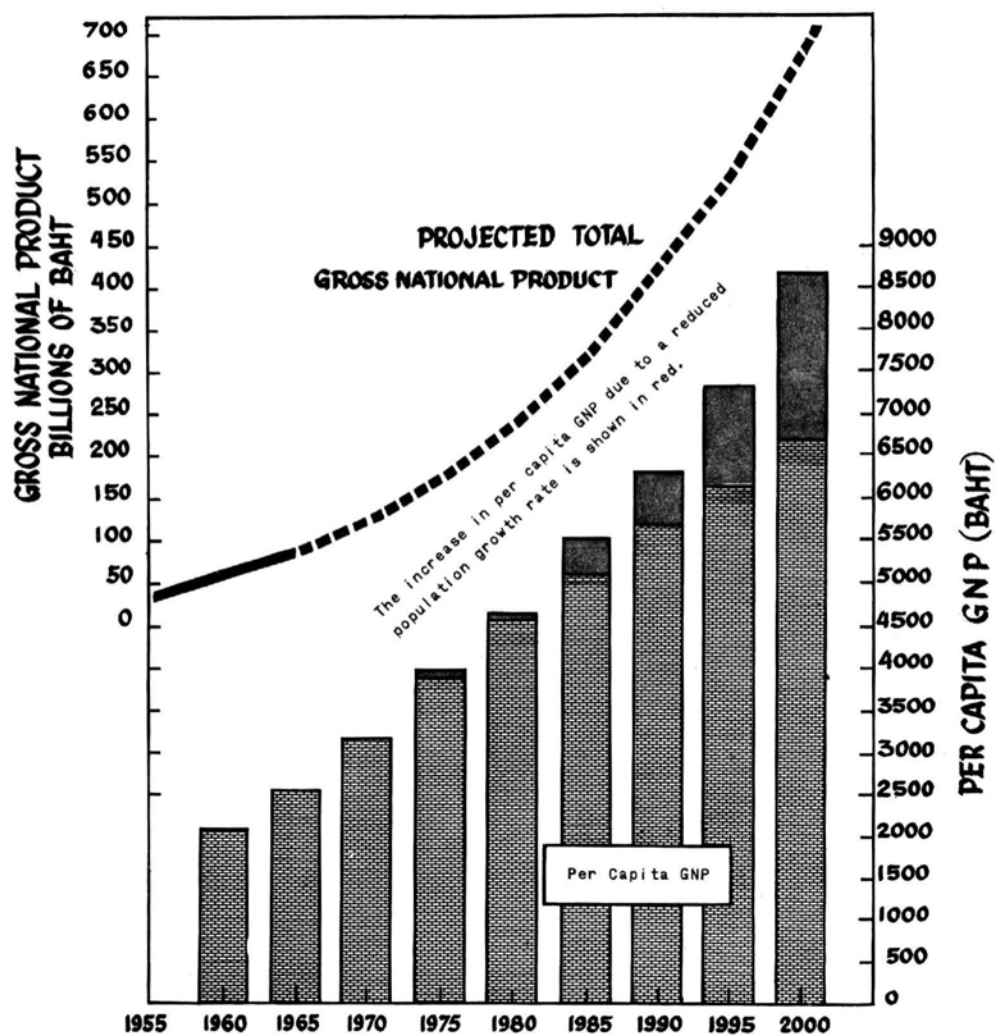
1960 to 2000: Based on unpublished data.

High projection assumes the current estimated rate of population growth, 3.4 percent per year, will continue to 2000.

Low projection assumes a 10 percent decline in growth rate during each 5-year period 1970 to 2000, reducing the rate from 3.4 percent to 1.8 percent per annum, a 53 percent decrease over the 30-year period. Such a decline could be feasible if a concerted effort were made to provide family planning services throughout the Kingdom within the immediate future.

These total population projections are the ones on which all other charts are based.

PER CAPITA GNP AND POPULATION GROWTH*



At the reduced population growth rate, per capita GNP would be over two thousand baht higher by the year 2000. This is equal to the entire per capita income in 1960.

* See Technical Note on reverse side

TECHNICAL NOTE:

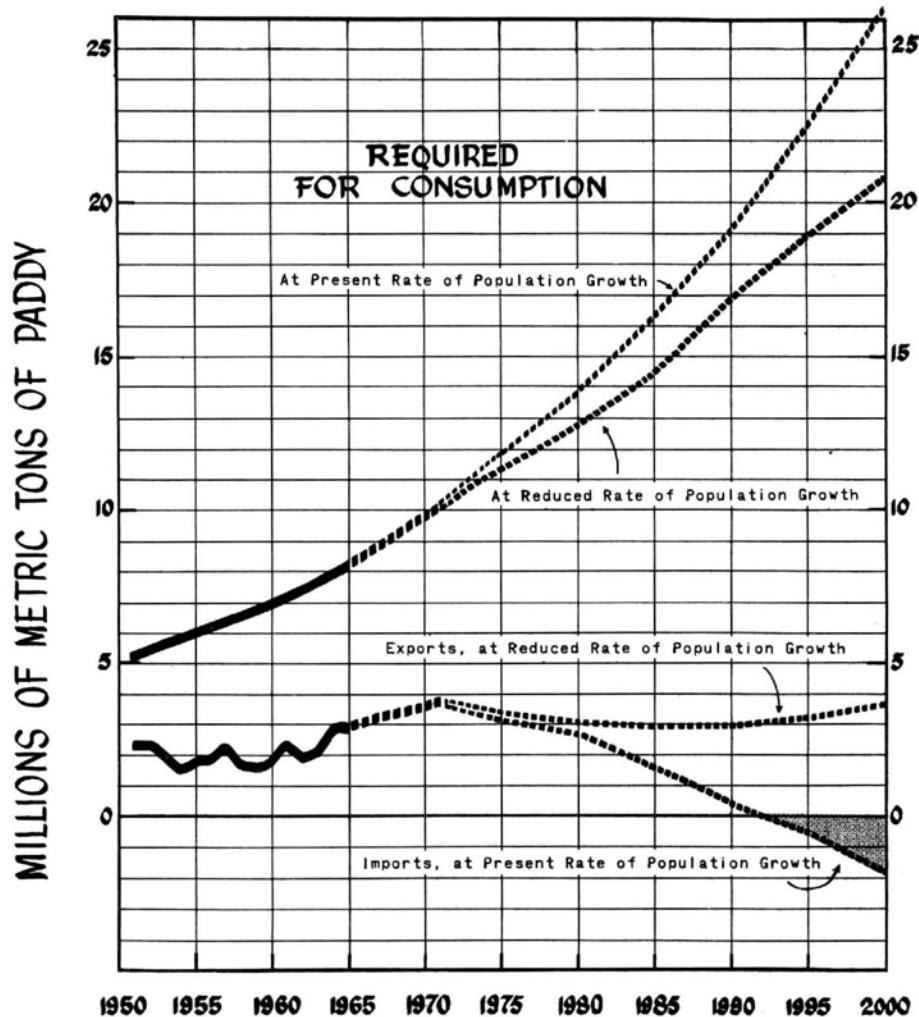
Gross National Product is measured at 1962 prices.

The annual GNP growth rates used in the projection are as follows: *

| | |
|-----------|-------------|
| 1966-1971 | 8.0 percent |
| 1971-1980 | 7.0 percent |
| 1980-1990 | 6.0 percent |
| 1990-2000 | 5.0 percent |

* It is assumed that the difference between the high and low population projections will not contribute to GNP growth.

RICE EXPORTS AND POPULATION GROWTH*



If the present rate of population growth continues, Thailand's export earnings from rice will decline significantly; in less than 30 years there will be a need to import, if domestic demand is to be satisfied. If the rate is checked, export earnings will decline somewhat, but will be stabilized.

* See Technical Note on reverse side

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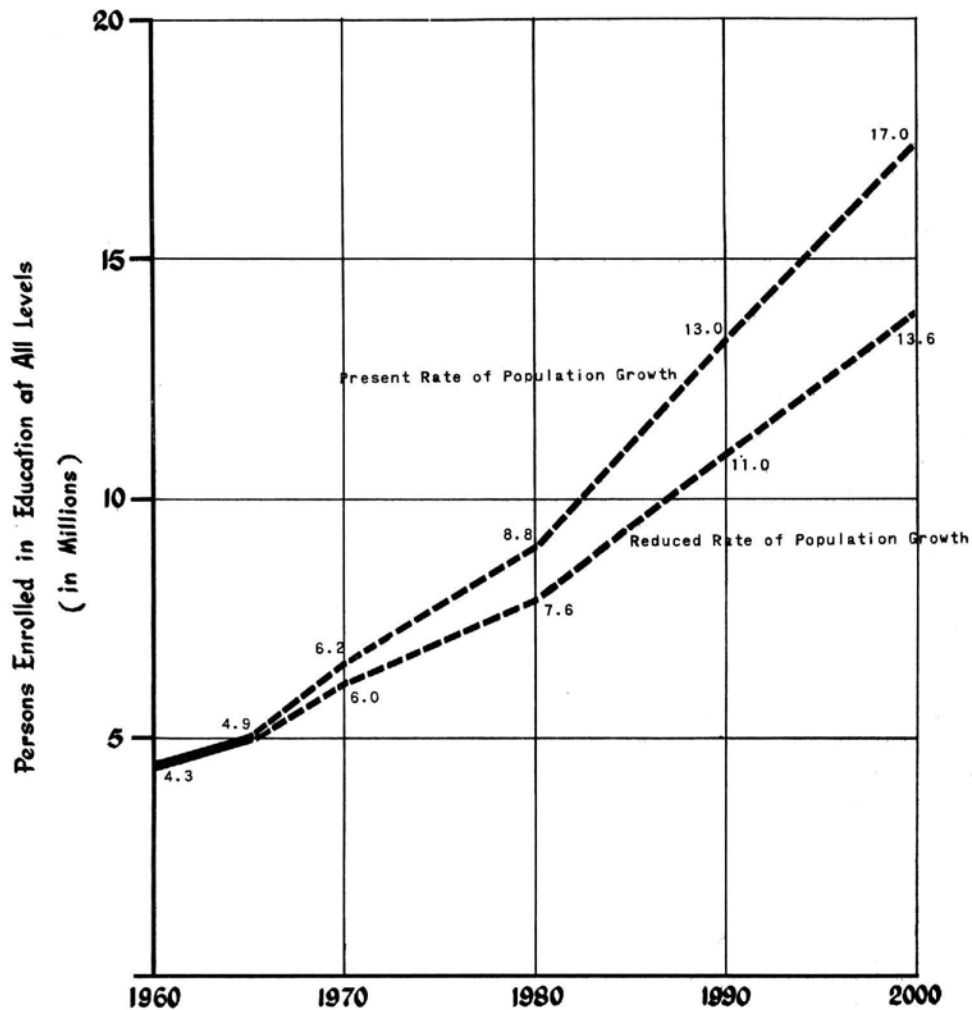
Rice consumption is assumed to remain constant at 234 kilograms of paddy per person per year from 1965 to 2000.

The output target as set by the National Economic Development Board for the Second Economic and Social Development Plan is 13.7 million metric tons of paddy for 1971. This target is incorporated into the projection of rice exports; from 1971 to 2000 rice production is assumed to increase at 2 percent per year, resulting in an output of 24.3 million metric tons.

Exports were computed as a residual of production after consumption and other uses were deducted.

THE EFFECT OF POPULATION GROWTH ON EDUCATIONAL ENROLLMENTS *

(Increase in number of persons seeking education)



Four times as many young people will be seeking education in the year 2000 as were enrolled in 1960, if population growth continues at the present rate. This means that almost 12 million new students will have to be accommodated in the next 35 years. At the reduced rate of population growth about 9 million new students will have to be provided for.

* See Technical Note on reverse side

TECHNICAL NOTE:

The long-term estimates of educational enrollment are based on statistics from the Ministry of Education, UNESCO, and the National Economic Development Board. All levels of education are included, from primary through university.

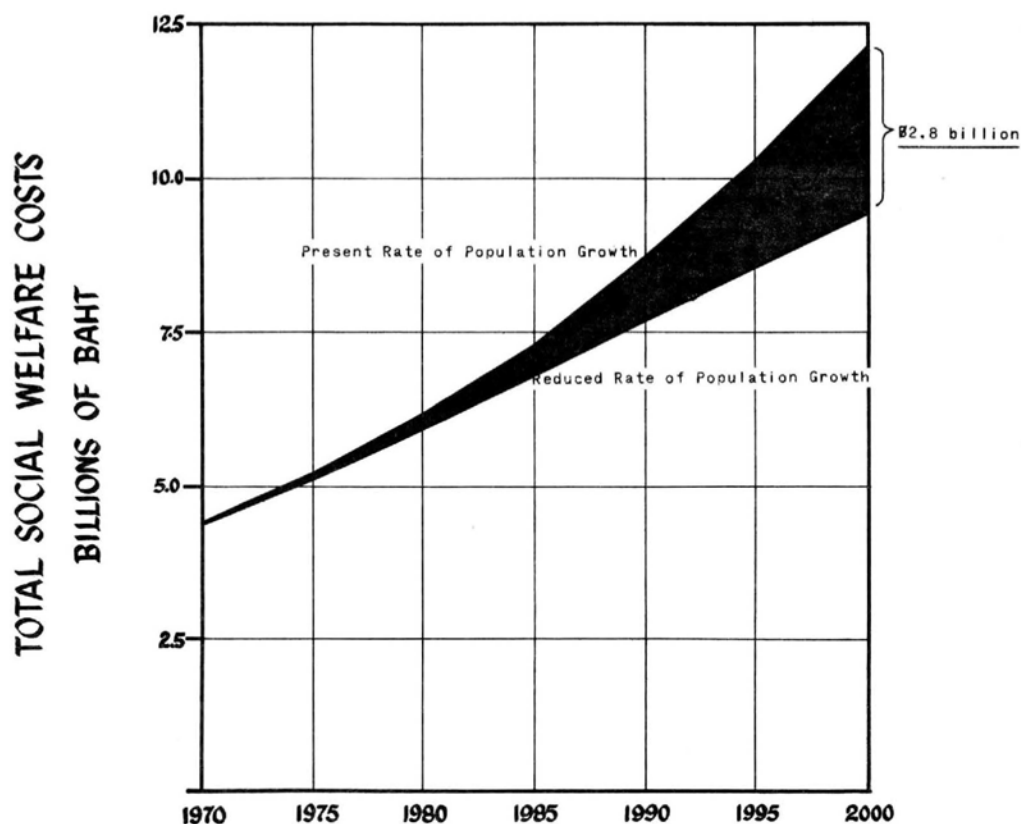
The primary school enrollment estimates are based principally on population growth. The secondary school estimates (including vocational schools) are based on population growth, gradual extension of compulsory education, and skilled manpower demands by the economy. Technical and higher education enrollments are based on professional and technical manpower demands and on increasing demands for higher education by secondary school graduates.

THE EFFECT OF ALTERNATIVE POPULATION GROWTH RATES UPON SOCIAL WELFARE COSTS*

Social welfare costs (expenditures on education, health, and community facilities) vary with the size of the population.

Lower population growth rates will free funds for raising the levels of social welfare or for directly productive investment.

This chart projects social welfare expenditures at the per capita level of the NEDB Plan for 1971.



In the year 2000, 2.8 billion baht will be saved for productive investment.

2.8 billion baht savings is greater than the total expenditures in the Plan for social welfare in 1966.

* See Technical Note on reverse side

TECHNICAL NOTE

1. 1971 social welfare costs equal the total development expenditures for the sectors of Community Facilities and Social Welfare, Health and Education for the last year of the Five Year Economic and Social Development Plan of Thailand, 1967-1971. The total costs were divided by the 1971 population estimates to obtain the per capita cost:

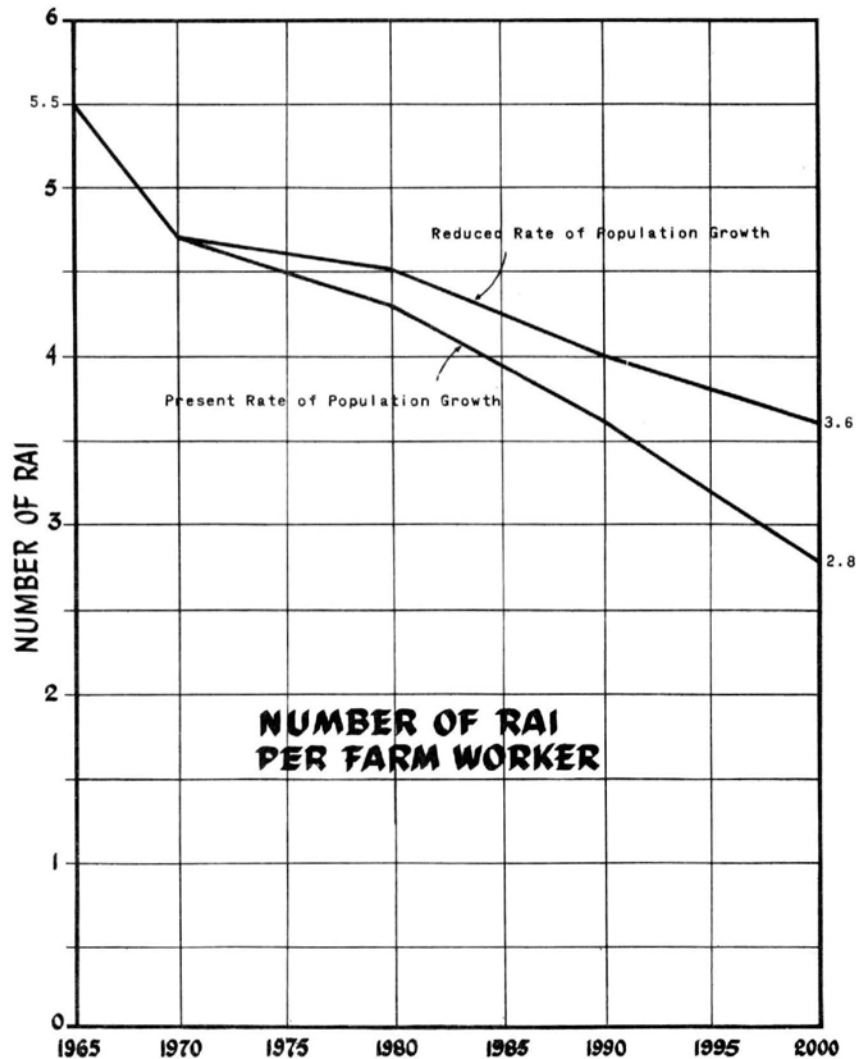
Planned Development Expenditures for 1971 (July 1, 1966, NEDB Estimates)

| | (millions of ฿) |
|--|-----------------|
| Community Facilities | 2242 |
| Health | 672 |
| Education | <u>1741</u> |
| Total | 4655 |
| 1971 Estimated High Population: | 39,008,000 |
| 1971 Per Capita Expenditure on Social Welfare: | 119.33 |

2. 1971 per capita cost was multiplied by the size of the population for each year from 1970 to 2000 to get the alternative total social welfare costs for each year. The difference between the total costs under alternative population projections is assumed to represent government expenditures which could be shifted from maintaining a constant per capita level of social welfare expenditures to directly productive investment. It is assumed that the government will attempt to maintain a given level of social welfare expenditures per capita regardless of the population size, so that total requirements will vary with the population growth rate.

3. The estimates are based upon the very conservative assumption that per capita social welfare expenditures will not exceed the 1971 level. Future increases in per capita social welfare expenditures will cause the two curves to diverge farther and increase the value of the lower population growth rate. Moreover, at the higher population level a larger percentage of the population would be in the dependent age groups, thus requiring higher levels of per capita social welfare expenditures; therefore the use of the constant per capita expenditure for both projections tends to understate the differential.

THE EFFECT OF POPULATION GROWTH ON THE SUPPLY OF AGRICULTURAL LAND PER FARMER*



The effect of a limited supply of new agricultural land and a rapidly growing agricultural labor force will be sharply to reduce the availability of farm land per farm worker.

The chart above shows that the pressure on the supply of land can be partially alleviated by a reduction of the population growth rate.

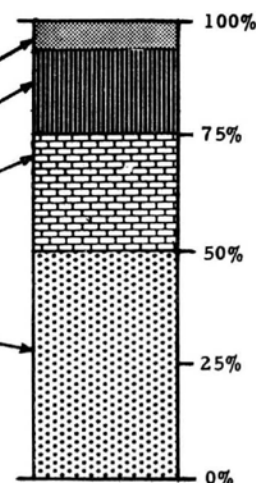
* See Technical Note on reverse side

TECHNICAL NOTE:

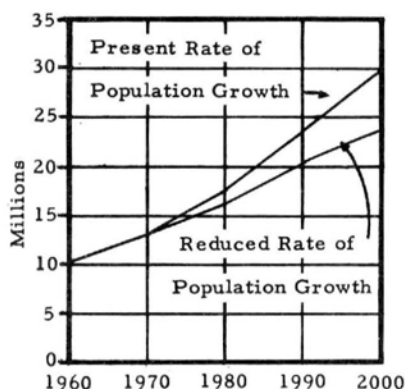
1. Land Utilization as of December 1965*

| | Million Rai | % of Total |
|-----------------------------|-------------|------------|
| Potentially arable new land | 22.0 | 6.3 |
| Cultivated land | 62.3 | 17.8 |
| Non arable & other uses | 89.4 | 25.5 |
| Forest | 176.3 | 50.4 |
| Total | 350.0 | 100.0% |

Assuming that the forest reserve area is reduced from 50.4 to 50.0% of total land area, 1.3 million more rai would be released for cultivation. The total potentially arable land would then be 23.3 million rai. It is assumed that all this land will be brought into cultivation over the next twenty years. Farm land will rise from 62.3 million rai in 1965 to 85.6 million by 1985. After 1985 the supply of agricultural land will be constant.



2. Agricultural Labor Force



The NEDB estimates of the total labor force are as follows:

| | 1960 | 1970 | 1980 | 1990 | 2000 |
|--------------------------------|------|------|------|------|------|
| Present population growth rate | 13.8 | 18.5 | 24.8 | 33.1 | 44.2 |
| Reduced population growth rate | 13.8 | 18.5 | 24.0 | 29.5 | 34.3 |

Based upon present trends, it is assumed that the percentage of the labor force in agriculture will decline from 82% in 1960 to 78% in 1970 to 74% in 1980 to 72% in 1990 and to 70% in 2000.

3. Number of Rai Per Farm Worker

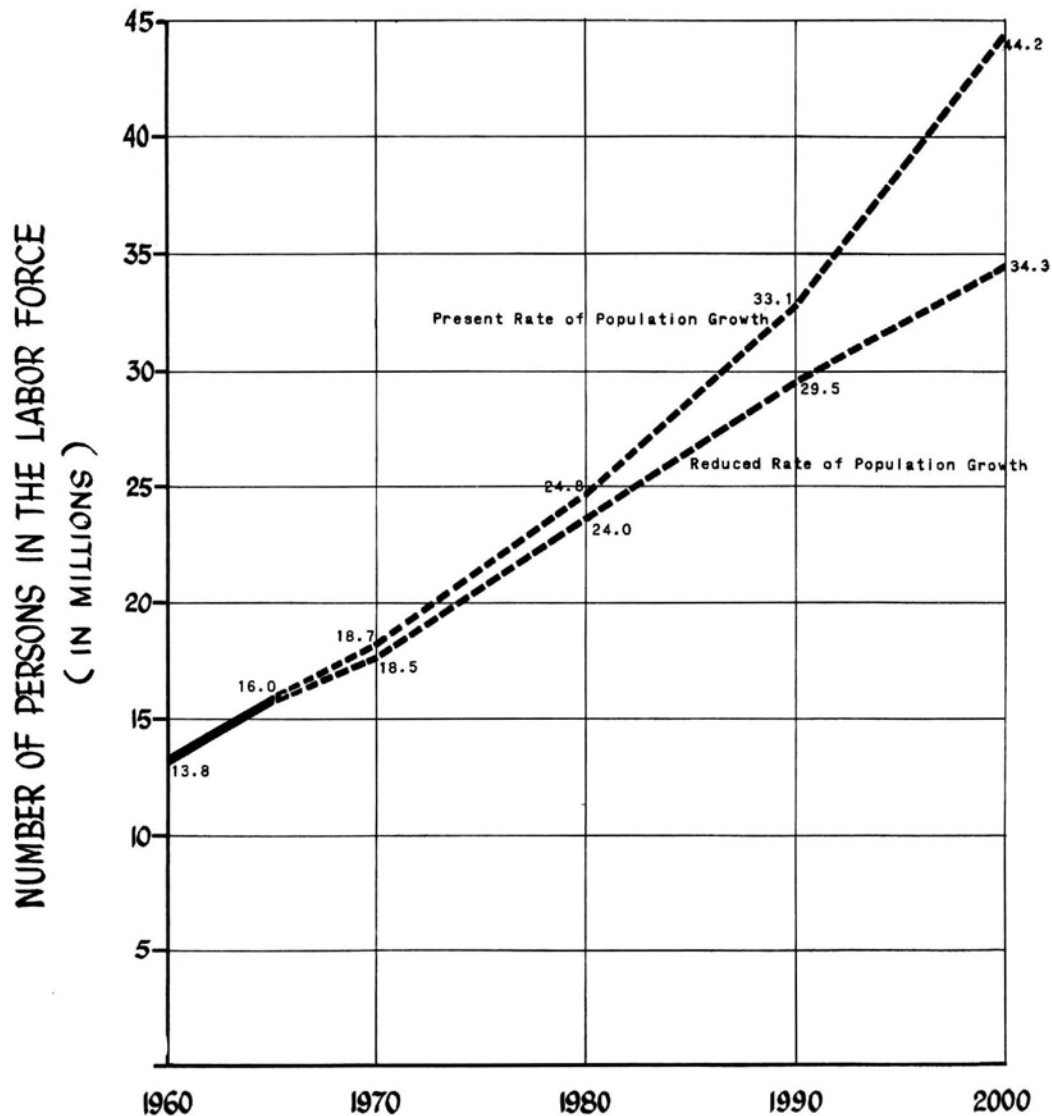
Supply of Agricultural Land

| | Total Supply | Rai per Farm Worker Present Pop. Growth | Reduced Pop. Growth |
|------|--------------|--|---------------------|
| 1965 | 62.3 million | 5.5 | 5.5 |
| 1970 | 68.1 | 4.7 | 4.7 |
| 1980 | 79.7 | 4.3 | 4.5 |
| 1990 | 85.6 | 3.6 | 4.0 |
| 2000 | 85.6 | 2.8 | 3.6 |

* Official documents of the Land Classification Department, Ministry of National Development. This is the most current estimate available and it is somewhat higher than the estimates of the Ministry of Interior.

THE EFFECT OF POPULATION GROWTH ON THE LABOR FORCE *

(Increase in number of new jobs that will have to be created)



Almost 3 times as many people will be trying to find jobs in the year 2000 as were seeking employment in 1960, if the high population projection is realized.

The high population estimate will require about 30 million new jobs to be created during the next 35 years. The low projection will require about 20 million new jobs.

* See Technical Note on reverse side

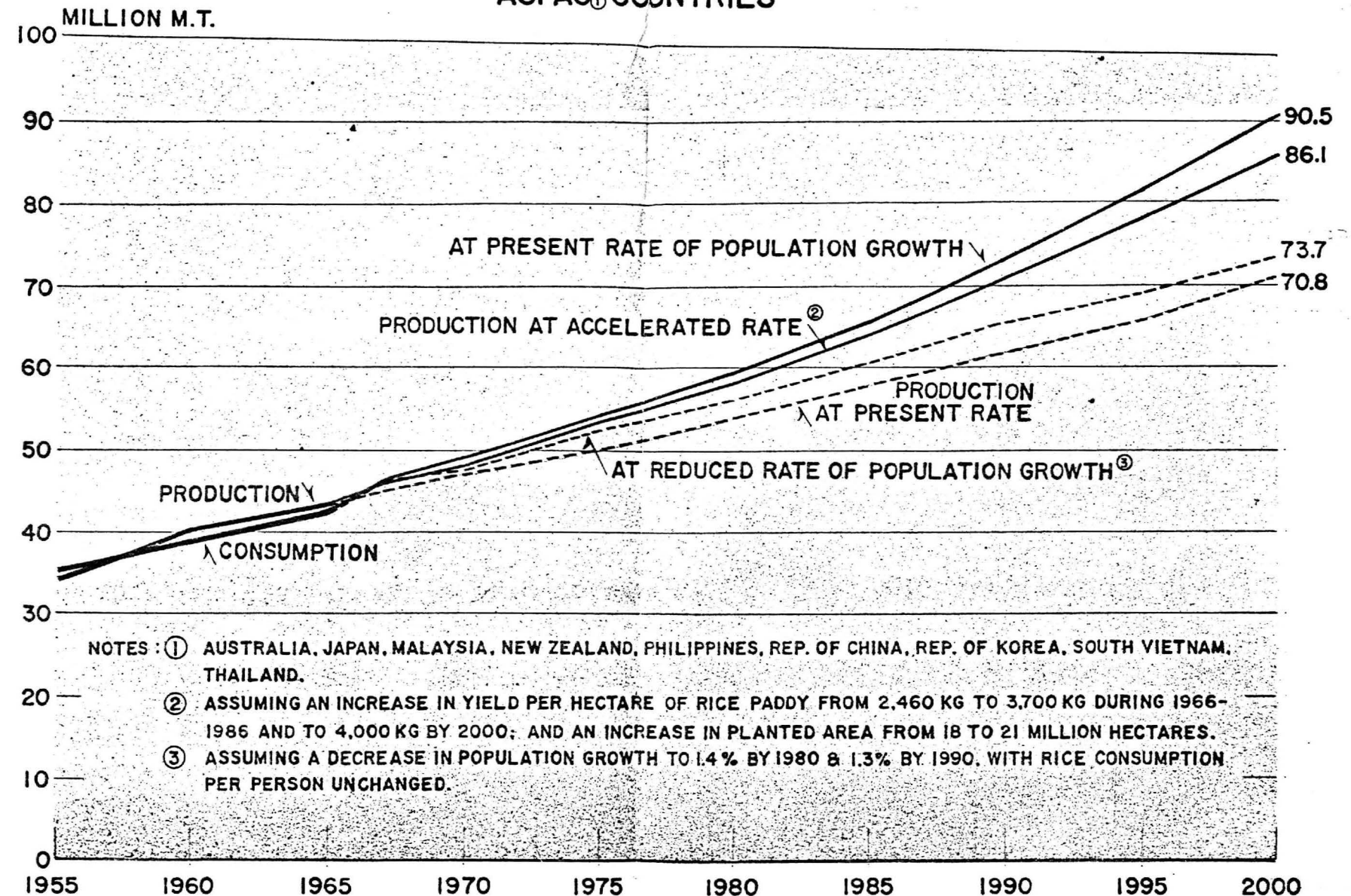
TECHNICAL NOTE:

The definition of the "labor force" will change gradually from the present one (persons 11 years of age or over) to include only persons of age 15-59.

The labor force participation rate (percentage of the total population that is made up of persons of working age) will decline gradually from the present high rate (over 50%) to about 43% in the year 2000. This would be due to the extension of compulsory education, and the reduction of women in the labor force as economic development continues.

PROJECTION OF POPULATION GROWTH AND

RICE PRODUCTION AND CONSUMPTION ASPAC^① COUNTRIES



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DEPARTMENT OF STATE
WASHINGTON

June 14, 1967

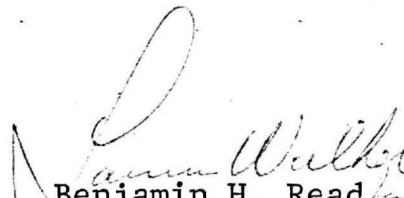
~~CONFIDENTIAL~~ ENCLOSURES

IN REPLY REFER TO: 10151

MEMORANDUM FOR MR. WALT W. ROSTOW
THE WHITE HOUSE

Subject: Progress in East Asian Population
Policies and Programs

In response to Mr. William Jorden's telephone request, there is enclosed an information memorandum prepared by the Bureau of East Asian and Pacific Affairs on East Asian Population Policies and Programs.


Benjamin H. Read
Executive Secretary

Enclosures:

Progress in East Asian Population
Policies and Programs with
enclosures.

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Subject: Progress in East Asian Population
Policies and Programs

The Bureau of East Asian and Pacific Affairs has within its area some of the more advanced and sophisticated family planning programs (Japan, Korea, Taiwan) and also some of the major countries in which the need is the greatest and the least has been done (Indonesia, the Philippines, -Thailand). What has been done is only a beginning and we are taking vigorous action on a number of fronts to stimulate the interest of the governments in the area in population policies and programs. The Bureau and the Missions were instructed by CA-4609, December 20, 1966 (enclosed), to take positive action to encourage countries of the area to understand their population problems and to take specific action to reduce them. We are emphasizing the following policy guidelines:

a) To encourage United Nations agencies and private foundations to take as much leadership as possible and to give them as much support as they can use effectively. In view of the magnitude and complexity of the problem of encouraging family planning in an area as disparate as East Asia, we believe that there is no necessary conflict or even duplication in maximum involvement in family planning by these agencies as well as by the U.S. Government. We believe we should help private organizations such as the Population Council and the International Planned Parenthood Federation to the extent consistent with preserving their private identities. We are now contracting with the Population Council to finance and give technical assistance to population projects in countries in the area. We also believe that ECAFE and its affiliates can be a useful instrumentality for education, publicity and research, although we do not expect it will play an important role in organizing country programs. We are making it clear that we will try to make substantial U.S. aid resources available to them and that we intend to collaborate with them, not be competitors. U Nyun, Executive Secretary, ECAFE, has recently expressed his interest in increasing the emphasis

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and priority given to family planning in ECAFE. At the recent 23rd ECAFE Plenary, the U.S. representative stated that the U.S. would finance a feasibility study for a population office under the aegis of ECAFE in Bangkok. The present program of study and reporting would get no action until the next meeting of the Plenary in April 1968. We hope to speed up this procedure. If the population office is established, the U.S. will consider providing further financial assistance. ECAFE is holding an eleven-country workshop on population problems in Singapore in August. AID is contributing \$25,000 to the cost of the meeting.

b) U.S. Missions abroad will be instructed to proceed upon the assumption that lack of funds should never be the reason for governments to postpone or neglect effective programs in the field of family planning. If funds are not available in host government budgets, Missions will seek budget amendments or extra budgetary allocations, offering where feasible local currency or dollar assistance to induce or finance enlarged family planning programs. If, in any case, such funds are not available, the Mission is to request support from AID Washington. Mr. Gaud has directed that lack of funds is not to be the reason for failure to carry forward any sensible project in this field. Should funds not be available in AID, we will ask the Congress for them.

c) To use as appropriate our influence to stimulate the calling of a meeting of ministers of planning and finance in the region, preferably by the Asian Development Bank (possibly with the participation of the IBRD) to consider population growth as a significant variable in the development process. This could be an effective means of self-education for leaders of countries in the region in recognizing the adverse impact of rapid population growth on economic development -- a process in which self-education and advice from international agencies are particularly important. We should emphasize maternal and child health and the medical, sociological and psychological aspects of family planning as the basis for initial programs, but we cannot expect such programs to have a material effect

on population growth until governments recognize their economic significance and undertake them as a matter of great national interest. International organizations and other countries in the region can help create such awareness from their own experience. Neither AID, the IBRD nor the ADB has yet made country-by-country studies of the significance of population growth rates to economic development and social progress. We will encourage such studies for all countries in the area.

d) To concentrate in the coming months on educating the government and political leaders of Indonesia, the Philippines and Thailand to realize the significance to their countries of high rates of population growth and of the need for action. The East Asian area is one in which there has been rather unusual achievement yet where remain serious problems of which a number of countries are still unaware. The China-oriented population of the area has become conscious of the necessity for family planning. Japan, Korea, Taiwan, Hong Kong, Malaysia and Singapore all belong to this group, as does Communist China itself. Sophisticated national family planning programs exist in Korea, and Taiwan and on the China Mainland. The Philippines, Thailand and Indonesia face population growth problems of monumental proportions not yet recognized by their leaders. They are being made aware of coming difficulties by a relatively small number of individuals in and outside of the government. We should concentrate in coming months on educating the government and opinion leaders of these countries. As they recognize the need for action, substantial amounts of aid may be needed. Burma, Cambodia and Laos are not in the mainstream at all of the current of thought that seems to be now flowing through the area on the population problem.

Annexed is a review in some detail of the situation in each of the countries mentioned above.

Enclosures:

1. CA-4609, December 20, 1966
2. Annex - Country Programs
(with three enclosures)

5/57-100

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25
DEPARTMENT OF STATE
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CA-4609

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PRIORITY

HANDLING INDICATOR

TO : ALL AMERICAN DIPLOMATIC POSTS AND BRUSSELS (BUSEC), GENEVA (FOR TUBBY), GEORGETOWN, GUATEMALA (ROCAP), PARIS (USOEC), PARIS (USRO), PARIS (UNESCO), RECIFE, ROME (FODAG), USUN, NEW YORK

FROM : Department of State

DATE:

Dec 20 5 58 PM '66

SUBJECT : Increased Responsibilities of the Department of State, AID and Missions in Population Matters

REF : Circular Airgram LA-158, May 11, 1964
AIDTO Circular A-225, January 7, 1965
AIDTO Circular A-280, March, 1965
Department's CA-9187, March 8, 1965
Manual Circular No. 9:41, August 30, 1965

DECLASSIFIED
E.O. 13292, Sec. 3.4
By ck/p, NARA, Date 10-1-08

FOR AMBASSADOR, AID DIRECTOR, PEACE CORPS REPRESENTATIVE AND PUBLIC AFFAIRS OFFICERS FROM SECRETARY, AID ADMINISTRATOR, PEACE CORPS DIRECTOR AND USIA DIRECTOR.

1. Summary. This message is intended to provide current information to Ambassadors, Directors of AID Missions, Population Officers, Peace Corps Representatives, USIS Officers, and interested staff on new developments in the U.S. Government on population matters and to set out a policy of more positive action in this field. Also it makes two requests for action by certain posts.

The message transmits statements of the President and Executive Branch officials, of Congressional Committees and in legislative enactments indicating significantly increased interest of the Executive Branch and the Congress in solving the problem of excessive rates of population growth. It reports changes in organization and personnel in State, AID and HEW in the population field. Measures to help developing nations limit excessive population growth as well as to increase food production will have a high priority in State, AID and in other interested U.S. Government agencies. In countries having a need for urgent action to limit population growth we must take positive steps consistent with local conditions to assure that governmental and other leaders are fully informed about the nature of their population problem and the dangers it holds and are encouraged to take necessary action. Ambassadors and AID Directors in such countries are asked to make suitable approaches for that purpose.

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FORM 4-62 DS-323

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☐ In ☒ Out

Drafted by: S/PM: Philander P. Claxton Jr. 11/21/66

Clearances:

Contents and Classification Approved by:

The Secretary

AID - The Administrator WS

Peace Corps - The Acting Director WS

USIA - The Director M

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I. INFORMATION ON RECENT DEVELOPMENTS

2. This message supplements and brings up to date the information contained in the Circulars referred to. AIDTO Circular A-280 briefly reviewed the background, recent developments to that date, and the role of AID and AID Missions in population control matters. CA-9187 brought A-280 to the attention of Ambassadors at many posts and asked their full cooperation with Mission Directors, as appropriate, in carrying out these programs. A copy of CA-9187 is enclosed for the background information of all posts to which it was not previously sent.

3. Since the transmission of these circulars in early 1965, the interest of the Executive and the Congress in population matters has significantly increased. The Department has established and AID is strengthening organizational arrangements to take more positive and effective action in foreign areas. The Department of Health, Education, and Welfare has recently created two new offices for population matters in the domestic area. The Federal Government has materially increased financial assistance to family planning services.

4. The President has made several major statements on population matters since AIDTO Circular A-280 and CA-9187.

To the 20th Anniversary of the United Nations, he said, June 20, 1965:
"Let us act on the fact that less than five dollars invested in population control is worth a hundred dollars invested in economic growth."

In a letter to the Secretary General of the United Nations, August 30, 1965, he said of the population problem:

"Second only to the search for peace, it is humanity's greatest challenge."

In his State of the Union Message to the Congress, January 13, 1966, the President said:

"That is what I have come to ask of you ..."

"3. To give a new and daring direction to our foreign aid program, designed to make a maximum attack on hunger, disease and ignorance in those countries determined to help themselves -- and to help those nations trying to control population growth ..."

In his Foreign AID Program Message to Congress, February 1, 1966, the President said:

"We stand ready to help developing countries deal with the population problem."

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"The United States cannot and should not force any country to adopt any particular approach to this problem. It is first a matter of individual and national conscience, in which we will not interfere.

"But population growth now consumes about two-thirds of economic growth in the less developed world. As death rates are steadily driven down, the individual miracle of birth becomes a collective tragedy of want.

"In all cases, our help will be given only upon request, and only to finance advisors, training, transportation, educational equipment, and local currency needs.

"Population policy remains a question for each family and each nation to decide. But we must be prepared to help when decisions are made.

"Technical Cooperation: This request -- \$231 million -- will finance American advisors and teachers who are the crucial forces in the attack on hunger, ignorance, disease, and the population problem. The dollar total is relatively small. But no appropriation is more critical. No purpose is more central."

The President in his later message on the International Education and Health Acts, February 2, 1966, proposed a program to "cooperate in world-wide efforts to deal with population problems." He said that to mobilize our resources more effectively for this purpose he was proposing programs to:

"1) Expand research in human reproduction and population dynamics," and was requesting funds to increase the pace and scope of this effort.

"2) Enlarge the training of American and foreign specialists in the population field" and expand existing programs at home and abroad.

"3) Assist family planning programs in nations which request such help," and expand our effort to share our knowledge, skill, and financial resources with the increasing number of nations requesting assistance.

Full texts of these and other recent statements made by the President on this subject are enclosed.

5. The Congress has substantially increased its interest in population matters during the past year:

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a. The Subcommittee on Foreign Aid Expenditures of the Senate Committee on Government Operations (Senator Gruening, Subcommittee Chairman) has continued its remarkable series of hearings and dialog on population matters with a variety of witnesses.

b. The 1966 AID legislation proposed by the President was amended (Senator Tydings) to make excess foreign currencies available to friendly foreign governments and to private, non-profit United States organizations to carry out voluntary family planning programs. The amendment provides a very broad definition of such programs. The Senate Foreign Relations Committee has called on AID to expand its activities in this field. The Conference Report on the bill also makes explicitly clear that U.S. aid dollars are authorized for technical assistance in the control of population growth.

The texts of these amendments with comments contained in the Foreign Relations Committee Report and Conference Report are enclosed.

c. The Food for Peace Bill was amended by the House Agriculture Committee to provide that: 1) in arranging for the sale of agricultural commodities for dollars on credit terms or for local currencies, the President should take into account the efforts of the local country to provide enough food for its people and its activities related to the problem of population growth; 2) U.S.-owned local currencies generated by sales programs may be used for U.S. agency programs to promote and support programs of medical and scientific research, cultural and educational development, family planning; 3) local currencies can be used for local country programs to finance activities, at the request of the country and where participation is voluntary, related to the problems of population growth; and 4) the authority and funds provided by the Act shall be used in a manner that will assist friendly countries that are determined to help themselves toward a greater degree of self-reliance in providing enough food to meet the needs of their people and in resolving their problems relative to population growth.

No objection was raised to these amendments during the discussion on the Floor. The Food for Peace Bill passed the House 338 to 20 with the amendments intact. The Senate accepted these amendments with slight modifications.

As reported by the Conference Committee, the Bill also provided that non-U.S.-owned local currency proceeds ("counterpart") from the sale of commodities on dollar-credit terms shall be used for agreed economic development purposes.

The text of these provisions as finally enacted and excerpts from the Committee Report are enclosed.

6. Executive Branch Witnesses before the Gruening Subcommittee included AID Director David Bell, Under Secretary Thomas Mann and Food for Peace Special Assistant Richard W. Reuter.

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Mr. Bell reviewed the policies set out in A-280, responses already made to requests by several governments for direct assistance to family planning programs, AID support to research and training programs and assured the Subcommittee that AID will be able to provide considerable help to developing countries in the population field. His statement is enclosed.

Mr. Mann reviewed the interest of the Department in population matters and briefly described general policy. He announced the establishment of a focal point in the Department for policy and coordination on population matters. He said the Department will continue to do everything it can properly do to encourage other governments to give the population problem the attention it deserves and to respond to such requests and assistance as we receive. His statement is enclosed.

Mr. Reuter reviewed the present and probable future situation on food production which threatens serious famines in many countries in the next 5 to 10 years -- and the decreasing supplies of U.S. surplus foods. His statement is enclosed.

7. Organizational Arrangements in AID:

Under the direction of Dr. A. H. Moseman, Assistant Administrator for Technical Cooperation and Research, the Health Service and its Population Branch serve as a major focal point in AID for coordination and technical assistance activities in the field of population dynamics. These activities include the formulation of population and family planning policy and guidelines relating to the international area and its transmittal throughout AID. The Branch supports demographic research and research in the development of improved family planning techniques and contraceptive devices which directly affect family and population planning. It contributes to manpower resources development by supporting expanded and new facilities in existing institutions. Consultation and technical assistance is provided to AID bureaus and Missions and to individual countries when requested. The Branch maintains direct liaison with multinational, public, and private organizations and reviews and implements contract and grant proposals, both volunteered and requested, as well as Participating Agency Service Agreements pertinent to population activities. Staff members of the Branch participate in and often initiate demographic and family planning conferences, meetings, symposiums and seminars. The Branch is a focal point for information on all population activities and characteristics in countries, organizations, and agencies and on the basis of this information, it performs demographic and other analyses of countries toward the view of making recommendations for action programs in family planning.

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The following Health Service personnel are most directly concerned with population matters: Dr. Malcolm H. Merrill, Director, Health Service; R. T. Ravenholt, M.D., Chief, Population Branch; Joseph A. Cavanaugh, Ph.D, Deputy Chief, Population Branch; and Dr. Harold Fredericksen, Special Assistant on Planning and Evaluation, Health Service.

The foregoing description of new resources available within the Technical Cooperation and Research staff of AID does not affect present organizational relationships between the Missions and Regional Bureaus. All program operations will continue to be coordinated by the Regional Bureaus for their respective Missions and direct backstopping of Missions population programs will be the responsibility of Regional Bureau staff.

Enclosed is a listing of staff members who have been designated as population officers or deal with population matters as part of their regular assignments.

8. New Organizational Arrangements in the Department:

The office of Under Secretary Mann was designated in April 1966 to serve as the focal point in the Department of State to: (1) undertake policy coordination in all United States Government programs abroad in connection with population control; (2) ensure full consideration of our foreign policy objectives, particularly those of a political nature, in the carrying out of these programs; (3) keep our Embassies fully informed of our thoughts and plans, and, where necessary, to make sure our posts abroad give this serious problem all the attention it deserves; and (4) maintain close liaison with United States Government agencies and with private institutions concerned with the population problem.

Mr. Robert W. Adams, FSO-1, was designated Special Assistant for Population Matters to assist Mr. Mann in this field. At the same time, each of the bureaus in the Department was directed to designate an officer to act as coordinator for that bureau for policies and activities relating to population matters. A list of officers designated is enclosed. Functional responsibilities in the population field were divided among the major functional units of the Department.

On June 20, 1966, Mr. Philander P. Claxton, Jr., Special Assistant to the Secretary, was designated to serve also, in lieu of Mr. Mann and Mr. Adams, as Special Assistant for Population Matters and to be the focal point for policy and coordination in the Department for such matters. FAMC No. 397 of April 15 as amended by FAMC No. 422 of June 20 is enclosed.

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9. United States Government support of family planning activities in the United States is rapidly expanding.

The Department of Health, Education and Welfare has designated as Deputy Assistant Secretary for Science and Population Dr. Milo David Leavitt, in the office of Dr. Philip R. Lee, Assistant Secretary for Health and Scientific Affairs. Dr. Leavitt will give special attention to population matters and family planning programs and to scientific developments in this area. In the Public Health Service, Dr. Edward O'Rourke, Assistant Chief of the Bureau of Medical Services, has been designated Special Assistant to the Surgeon General for coordinating family planning activities of that agency.

HEW has created a Departmental Task Force on Family Planning to develop regional meetings to inform state and local officials of HEW resources available to help develop family planning services. The Children's Bureau is providing grants to states and cities for maternity and child care that include family planning services. The Bureau of Family Services assists states to provide family planning services (including clinic services, drugs, devices, etc.) to the medically indigent. The Public Health Service Bureau of Medical Services since January 1966 provides family planning information and services on request to American Indians, Alaskan natives and all others who receive health services through the PHS. The National Institute of Child Health and Human Development (of the NIH) spent \$2 million in FY 1966 on research directly related to human fertility regulation.

The Office of Economic Opportunity has funded 35 projects designed to provide indigent women with family planning services and devices at neighborhood locations. Funds for many additional projects are available.

The Congress has directly provided funds to the District of Columbia for similar services by welfare agencies.

A survey by Senator Gruening's Subcommittee shows that 21 states have state-operated family planning programs, nine have some local governmental programs but not state operated, seven states are studying a program or anticipate one in the near future, four states refer patients to private physicians -- and only nine states have no program, no local programs and no state study under way. The District of Columbia, Puerto Rico, American Samoa and the Virgin Islands all have centralized government programs.

10. The National Citizens Commission on Population of the White House Conference on International Cooperation (ICY) made 10 Recommendations for United States Government participation in population matters, including a recommendation to make available upon request \$100 million a year over the next three years to help countries implement programs of family planning and strengthen national health and social services necessary for the support of family planning programs. Its full recommendations are enclosed.

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11. Four recent, brief and informative statements are enclosed:

a. A review by Deputy Assistant Secretary Robert W. Barnett of the development of U.S. foreign and domestic policy on population matters;

b. A statement on Population, Food and the Future of Man by Mr. Lester R. Brown of the Department of Agriculture and a statement by Secretary Freeman on The Unfolding World Food Crisis made at the DAC High-Level Meeting, July 21, 1966.

c. An article by Dr. Dudley Kirk on Population Policy after (the UN Conference at) Belgrade.

12. Continuing Information: AIDTO Circular XA 1149 of April 17, 1964 and AIDTO Circular A-316 of March 24, 1965 listed certain selected documents on population matters being sent all USAID Missions and other documents available on request. These documents are listed on Enclosure. Those marked* will be sent promptly to non-AID Missions. Non-AID Missions will be sent any other listed document on request.

Additional selected books, pamphlets and other documents will be sent within the next two weeks for the attention of the Population Officer.

Additional information will be sent hereafter on a monthly or bimonthly basis. In most cases, one copy will be sent to the Population Officer at each post for appropriate circulation.

II. POLICY STATEMENT

13. The United States Government recognizes that the rapid rate at which population is rising in many developing countries in comparison with the increase in food production and economic growth threatens deprivation and suffering among their peoples and will undermine and materially offset their and our efforts to create economic and social progress.

14. Such excessive population growth diverts limited resources from capital development to immediate consumption. It materially reduces the per capita benefit of economic growth that can be attained. We recognize that in such countries relatively small sums spent now to curtail excessive population growth will contribute as much to economic and social progress as the far greater sums that should continue to be spent on development.

15. As the President has said, the facts of the population crisis challenge our own security and threaten the future of the world. We take literally and seriously the mounting evidence that even the greatest practical prospective efforts to increase food production throughout the world will not produce enough food to supply basic requirements in a decade or so at

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present rates of population growth. There must be major increases in food production and there must also be marked decreases in birth rates as early as is humanly possible if mass starvation of tragic and dangerous proportions that will precipitate social turmoil and political upheaval are not to occur within a decade or so in many areas of great concern to the United States.

16. Therefore, measures to help developing nations limit excessive population growth as well as to increase food production will have a high priority in the Department and AID and in other interested United States Government agencies.

17. In developing countries threatened by the effects of rapid population growth, it is even more evident than in the past that the Ambassador and (in AID countries) the AID Chief of Mission must consider the problems and requirements growing out of the population crisis to be among their principal concerns and responsibilities.

18. It is now necessary that we put much greater emphasis on population matters. We must give the priority, quality and magnitude of attention to such activities that we are now undertaking to give to food production programs.

In view of the increasing need in many countries for urgent action to limit population growth, we must take positive steps consistent with local conditions to assure that governmental and other leaders in each of these countries are fully informed about the nature of their population problem, the implications for their plans and prospects for improving economic and social conditions, the dangers of food shortages and the importance of early governmental action to curtail excessive population growth.

It is of course the responsibility of the national government to determine whether it is to undertake a population program and of what kind. We must avoid imposing or seeming to impose population control or any particular form of population control program. Nevertheless, we must encourage local authorities to decide, for the benefit of their own people, to take the necessary action to reduce the rate of population growth as promptly as local conditions allow and on a scale appropriate to the need. Such action may range, according to the local situation, from first steps to recognize, measure and understand the problem to the commencement, as soon as practicable, of widespread educational campaigns and the creation of networks of clinics and health centers. As stated in previous policy statements, U.S. assistance is to be offered only to programs in which participation is voluntary and freedom of choice of methods is available.

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A goal for reductions in birth rates in any country will necessarily have to be set according to conditions and possibilities in that country. However, as an order of magnitude, it would seem likely to be beneficial to most countries if birth rates could be reduced from present levels of 40-45 to 25-30 so that the rate of population growth could be reduced and held to approximately 1 1/2%/year until the rate of per capita economic growth could be raised to, perhaps, 3%-4%/year. For some countries, progress toward such a goal would call for reductions in two or more stages over several years. Such countries might adopt as a first stage a reduction of one percentage point over 5-10 years, as in the cases of Korea, Taiwan and India. (A 1 1/2% annual rate of population growth would still be equal to or above the rate of growth of essentially all LDC's before the sharp reductions in death rates of recent decades. Such a rate would be in the order of the relatively high rate of U.S. population growth in recent years and would be well above rates of growth of the high income European countries.)

We should encourage maximum self-help efforts by each country, but we must also be ready to offer assistance to start national programs or to increase the size and effectiveness of going programs to the levels needed to achieve the goal. Our principal objective is that birth rates should be brought down as rapidly as possible, so Missions should encourage requests for assistance where they believe it is needed and can be effectively used. We must be prepared to provide assistance rapidly when it is requested.

In providing Food for Peace assistance, the United States will take into account efforts of the country to help itself toward a greater degree of self-reliance -- not only to meet its food production problems -- but also its activities related to the problems of population growth. We must let local authorities know that the population-food problem is their problem and that, although we are willing to help, we cannot continue to fill the gap indefinitely.

National awareness of and attention to the demographic aspects of development will be considered as among the important self-help measures affecting the extent of aid to development. Otherwise, external resources cannot succeed in making the improvements intended.

The need for a sharp reduction in the rate of population growth and the need for increased food production must be constantly associated in Mission planning, programming and field activities and, particularly, in discussion of both food production and population programs with local authorities, leaders, groups, and ordinary people.

USIS Officers should work closely with the country team on the public affairs aspects of population matters. While technical information is the responsibility

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of AID. USIS has a responsibility for building public understanding of the issues. The extent to and manner in which USIS facilities and resources should be used must be decided according to the circumstances in each situation, taking account of local sensitivities.

National leaders and agencies should be advised that the Peace Corps is prepared to participate at their request in implementing family planning programs. Peace Corps volunteers may be used effectively in training national field workers, preparing and demonstrating audio-visual material, and filling other middle-level manpower needs.

In all cases it must remain our objective to move ahead constructively, with careful and deliberate consideration of the human and social as well as the economic and political interests involved. Population programs and our support for them are concerned with far more than technical services and full attention must be given to achieving social conditions favoring responsible parenthood with opportunity for the full development of each child.

19. The general policies stated in A-280 and CA-9187 continue in effect. Requests for assistance will be handled as directed in A-280. A new Manual Order now in preparation will provide expanded and more detailed policy and implementation guidelines. Posts may look to the Guidelines in Manual Circular 9:41 until the new Manual Order is received.

III. ACTION REQUESTED

20. Posts which have not yet designated a senior staff officer to be responsible for information, advice and action on population matters are requested to do so and to inform the Department of the name and title of the officer. (Posts which have already designated an officer are requested to report the name and title of the officer now designated.)

21. Ambassadors and AID Directors should assure that they are fully informed about demographic facts important to their country. In non-communist developing countries suffering from or threatened by excessive population growth, Ambassadors and (in AID countries) AID Directors who are not satisfied that the local governments are undertaking effective population programs are requested (unless they see special reasons not to do so) to make approaches to government leaders at all appropriate levels and to opinion leaders generally to assure that they appreciate the importance of the problem. They should be helped to understand the dangers of excessive population growth to the welfare and happiness of their peoples; the nullification of their expenditures and hopes for economic and social progress; the possibilities of tragic food shortages in only a few years; and the threat to the future political stability of their countries. Unless local conditions indicate otherwise, strong encouragement should be given to

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starting or accelerating programs under either public or private sponsorship adequate to reduce the present rate of population growth to a target level appropriate to their individual situation. All such programs should be based on creating the opportunity of individual choice and responsible parenthood. When no program exists, Missions should encourage threshold efforts. Where beginnings have been made, Missions should encourage rapid advance to full scale programs of clinics and health centers. Missions are particularly requested to assist United Nations agencies and effective private organizations such as the International Planned Parenthood Federation and its affiliates, the Population Council and the Ford Foundation and to coordinate U.S. activities with them as appropriate.

It should be made clear to country leaders that our fundamental concern is for the welfare of their country and the quality of opportunity that will exist for the people and their children. We are not concerned with population growth itself in countries that need increased population -- over time -- for their development and will be able to support such increasing numbers without injury to their people or their economic progress. Our concern is that too rapid population increase in comparison with the rate of food production and of economic growth will delay or make impossible the realization of their hopes of economic and social betterment for their people and nation.

Officials of governments anticipating food assistance under the Food for Peace program should also understand that in providing such food the President is directed by the Congress to take into account the efforts of receiving countries to meet their problems of food production and population growth.

Approaches to leaders should be made at times, by means and after preparations as determined by each Ambassador in the light of the situation in that country. They should involve discussions with community leaders and information efforts as the Ambassador deems useful. It is recognized that a number of Missions have already done all that can be wisely done at this time; also that in some countries local conditions may make discussions unnecessary or inadvisable at present. A brief report on such situations with appropriate recommendations for next steps will be appreciated.

Each Mission in AID countries may assure the government that if it so requests, the United States will try to provide (or help obtain from private, other government or international organization sources) technical assistance necessary to help develop and carry out programs of population control; also that the United States will sympathetically consider providing assistance to meet needs for transportation, information programs, equipment and other material assistance. The new Food for Peace legislation permits consideration of the use of local currencies generated by sales programs for aid to

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approved country programs including those carried on through private non-profit family planning organizations. Missions in non-AID countries may offer U.S. Government assistance in obtaining advice and help from private organizations. (Manual Circular 9:41 lists major private sources of assistance and assistance AID will provide.) Local authorities should understand that because of the worldwide interest in such matters and the limited number of qualified advisers; U.S. assistance on population matters will have to be related to the promptness with which requests are made and the seriousness of the program contemplated.

Local authorities should also be encouraged to seek the assistance of the United Nations Population Division, or other UN agencies, and of such private organizations as the Population Council, the Ford Foundation and the International Planned Parenthood Federation. These organizations may act with greater flexibility, particularly in the survey or preparatory stages of a national program, and offer less opportunity for criticism by opposition elements.

Upon the request of any Mission, the Department and AID/W will review the Mission's plans for further actions in this field, will provide the Mission with further information and/or will send a specialist for consultation before such an approach is made. AID/W will endeavor to provide in advance of need for the availability of such a consultant or a team of specialists to be sent on request to work with Mission personnel and country officials after the groundwork has been laid by the Mission.

22. We will look for reports from Missions on the progress of discussions on this subject.

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Enclosures will follow by Unclassified pouch.

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ANNEX - COUNTRY PROGRAMS

The experience of Japan has considerable teaching value for other countries in the area and it is showing growing interest in the relation of family planning to economic development. Although its specific policies may not be acceptable or applicable to all countries of the area, it stands as the first Asian country to limit its population growth through conscious policy. Japan unquestionably owes much of its economic prosperity and power to the low rate of population growth it has achieved.

The Chinese on Taiwan have worked out what may be the most effective program of any developing country. In the three years of the program the birth rate has dropped from 34.5 in 1964 to 32.7 in 1965 and to an estimated 30.5 in 1966. Their target is to reach 20 by 1973. Taiwan depends mostly on the inter-uterine device (IUD). Faced with an unexpectedly high rate of withdrawal, it is moving vigorously to supplement the IUD with oral contraceptives. The GRC contribution (actually interest on counterpart funds) for the 1966 budget was \$300,000. The Population Council contributed \$75,000. The GRC contribution for 1967 has been increased to \$425,000. The GRC itself does not have a population policy but is expected to adopt one soon. The Republic of China has proposed establishing a regional center on Taiwan for population planning in Asia through which it could pass on its successful experience to the other countries of the area. A copy of the proposal recently received from K. T. Li, Minister of Economic Affairs, "Proposal for the Establishment of a Regional Center for Population Planning and Studies in Asia", is enclosed. The GRC and Population Council have accepted the Department's suggestion that they sponsor a Demographic Studies and Family Planning Workshop during 1967 from which it is envisaged an institute will evolve naturally by common agreement.

Korea is following closely in the steps of Taiwan with a vigorous national program. Its population growth rate has been reduced from 2.9 percent in 1960 to an estimated 2.5 percent in 1966. Their 1970 target is 2.0 percent.

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The ROKG budgeted \$1,570,370 for its program in CY 1967 and has proposed a supplement of \$96,000. It received an additional \$162,963 from WHO, \$500,000 from UNICEF, \$250,000 from the Population Council and \$86,400 from AID, plus \$27,900 from the USOM Trust Fund. The projected cost of the CY 1968 program is \$3,789,000 of which \$1,852,000 is expected to be from the Korean budget. The Population Council will make available \$285,000 and AID has budgeted \$142,500. The remainder represents projects under negotiation with the Swiss and Swedish Governments, WHO and UNICEF. There will be 211 Peace Corps volunteers working with health auxiliaries and among their duties will be family planning education. Faced with the same withdrawal problem with the IUD as Taiwan, Korea is making field studies on the use of the pill for which it is hoped the Swedish Government will provide \$165,000.

Malaysia has also instituted a family planning program. The first Malaysian five-year plan (1965-1970) allocated \$670,000 for financing family planning activities in West Malaysia. Because of low population and lack of serious unemployment in East Malaysia, the Government has decided to give first priority to West Malaysia. A private organization, the Family Planning Association, is conducting a limited program in East Malaysia. The Ford Foundation has provided a \$198,000 grant to finance a survey and provide technical assistance. Ford is currently considering another grant of \$320,000. The Population Council has provided 60,000 IUDs and Sweden is expected to provide a \$150,000 grant for other kinds of contraceptives. The Government of Malaysia has advised the Ford Foundation that it is prepared to pay all necessary basic costs to implement the national program.

A successful population control program has been conducted in Singapore since 1949 under the Singapore Family Planning Association. During this period the annual rate of population increase declined from 3.4 percent to 2.4 percent, even though the death rate declined even more sharply than the birth rate. The Singapore Government took over responsibility for family planning in early 1966 and initiated a five-year family planning program with the

objective of reducing the present rate of population increase to only 1.2 percent annually. The GOS appears prepared to devote all resources necessary to this program without further assistance or stimulation from the U.S. In 1963 the Ford Foundation made a \$180,000 grant for training, employment of professional staff and equipping a laboratory and library. Singapore could play an important role as a regional center for training personnel in family planning from other countries of the region. A successful family planning program has also been instituted in Hong Kong.

The view is widely held in high official circles in Thailand, until recently at least, that it is underpopulated with no need for population control policies. In April, however, the Prime Minister indicated in a press conference that Thailand must begin to study the need for family planning and the King and Queen are known to favor it strongly. In 1966, the Population Council, with AID funds, contributed \$50,000 to help establish a Population Research Training Center at Chulalongkorn University. It recently earmarked another \$65,000 for the Ministry of Public Health to support an expanded family planning program. The University of North Carolina, under contract, has a demographer in the Population Center for the University of Medical Science and has budgeted for two full-time consultants, travel and study fellowships, both long and short term, and equipment for a research staff, totalling \$130,000, under a Rockefeller Grant. The International Planned Parenthood Federation and the Pathfinder Fund have also assisted projects in Thailand. The Ministry of Public Health is openly supporting various activities of both country and regional natures under the heading of "research". AID obligated \$25,000 for 40 family planning research clinics and provincial hospitals in FY 1967 and plans to make available an additional \$20,000 for medical equipment and local training courses. In FY 1968 it plans to provide \$16,000 for family planning research clinics and 25 health centers, \$27,000 for the provision of oral contraceptives, and \$8,000 to support participant training of 30-40 professional personnel for two weeks observation in Taiwan and Korea. Although there is no government-approved program as yet, pilot programs have found a high degree of

acceptability and interest among the Thai. An interesting study prepared by US AID Thailand, "Effects of Population Control on Social and Economic Development in Thailand, is enclosed. Also enclosed is a study given us by the GRC, "Projection of Population Growth and Production and Consumption of Rice in ASPAC Countries".

Indonesia is perhaps the greatest problem area of East Asia. Under the Sukarno regime it was official policy that population growth should be encouraged in order to populate the virtually empty spaces of the outlying areas. There are indications that the present government has a better comprehension of the problems associated with a high rate of population growth. The Presidium reportedly has approved a national family planning program. Although no funds are available to finance it, health stations and staff have been placed at the disposal of the voluntary agencies. The Ministry of Health has agreed to a pilot survey in the Djakarta area which began in April. It will be expanded to other areas of Indonesia next year if it goes well. We have encouraged private foundations to interest themselves in Indonesia and the Population Council has received a request for \$100,000 and it is understood that \$34,000 has been made available for 1967. The U.S. has provided some assistance from technical training funds for participant travel abroad and we stand ready to offer further help if the Government of Indonesia should request it.

The Philippines has one of the highest rates of population growth in the world but with little awareness of the problems this involves for economic development. Because of political and religious sensitivities, the Philippine Government stands on the record as opposed to family planning programs but it has given tacit approval to limited U.S. assistance in technical training to the amount of \$25,000. Policy restrictions prevent the U.S. from providing direct assistance, without government approval, to indigenous church and private organizations anxious to carry out family planning programs. AID is presently negotiating a contract with the Population Council which would enable that organization to finance proposals from such groups. Six proposals have been received for consideration. Contracts with the Population Council are

also being negotiated to assist its work in Viet-Nam, Korea and Indonesia. Other contracts are under consideration with the Population Council for regional research efforts in non-AID countries such as Malaysia, Singapore and Hong Kong.

In other countries of the area, only marginal progress has been made. Burma and Laos consider themselves underpopulated with no need for population control policies. The same attitude probably exists in Cambodia. The Pacific Islands under the jurisdiction of the U.K., France, Australia and New Zealand have serious population problems which can probably best be attacked in cooperation with the South Pacific Commission.

Enclosures:

1. "Proposal for the Establishment of a Regional Center for Population Planning and Studies in Asia"
2. "Effects of Population Control on Social and Economic Development in Thailand"
3. Projection of Population Growth and Production and Consumption of Rice in ASPAC Countries

2K
Mr. Barnett
from K.T.L. May 19, 1967

Proposal for the Establishment of a Regional Center
for Population Planning and Studies in Asia

Objective:

Most Asian countries are facing the problems of increasing population pressure and inadequate food production. Both are important manifestations of rapid population growth. Fertility control has become a pre-requisite to the modernization and industrialization programs of most developing countries in the world. Modern public health measures and socio-economic changes have achieved in many developing countries a relatively swift, major reduction in the death rate. The birth rate has, however, stayed high resulting in an explosive increase in population. With the advent of modern contraceptive methods and scientific know-how it is possible that man's efforts and funds can tackle the population problem effectively and can drastically reduce the time of the natural course of demographic transition from high to low birth rates and death rates. It is time to establish a regional Center for Population Planning and Studies in Asia to demonstrate the above mentioned possibility as well as to promote and help improve the operation of population studies and family planning programs in countries in the region. The techniques developed may be of benefit to other regions also.

Location:

It is suggested that the ideal site for the proposed Regional Population Center be Taiwan, Republic of China. The reasons for this are outlined below:

1. Availability of Demographic Data:

In addition to a decennial census, Taiwan has a population registration system with a registration office in every township government office. An annual check of households and family members is undertaken by every township office at the end of each year. The Taiwan Provincial Government publishes an Annual Demographic Fact Book wherein detailed information is given on the size of population, births and deaths by age, sex, occupation, education and location. Crude birth rates, general fertility rates, age specific fertility rates and total fertility rates for all women as well as for currently married women for Taiwan are given by province, county and township. Other vital statistics are also included. This data provides accurate yardsticks for measuring the effectiveness of the family planning program.

2. Island-wide Family Planning Program in Progress:

Since 1964 Taiwan has started an active island-wide family planning program emphasizing intra-uterine loop contraception. The cumulative acceptors since the inception of the program reached 286,716 women by the end of March, 1967, corres-

ponding to 18.0% of the married women of ages 20-44 in Taiwan. The crude birth rate was reduced from 36.3 in 1963 to 32.4 in 1966 and during the same interval the natural increase rate was brought down from 30.1 to 27.0.

3. Republic of China's International Technical Assistance Program:

The Republic of China has sent farming and other technical missions to African, Asian and South American countries. There are 17 farming missions and 4 other technical missions, composed of more than 700 members in 18 African countries, one agricultural mission of 80 persons in South Vietnam, one rice team of 19 members in the Philippines, one agriculture mission of 6 members in the Dominican Republic and one agricultural mission of 10 members in Brazil.

From December 1954 to December 1966, more than 2,500 agricultural technicians from Asian and African countries received agricultural training in Taiwan. Numerous high ranking government officials and technical experts make visits to Taiwan. For instance, the Rural Health Division of J.C.R.R. is receiving an increasing number of visitors to observe the family planning and intensive village health-community development programs. There were 278 foreign visitors from 25 countries in 1965 and 408 visitors from 23 countries in 1966. These facts show that the Republic of China is playing an increasingly important position in international technical assistance and cooperation.

4. Active Role of Existing Taiwan Population Studies Center:

With the assistance of the Population Council, New York, the University of Michigan and J.C.R.R., the Taiwan Provincial Government established the Population Studies Center at Taichung in 1962. Its main functions are to evaluate the action program of family planning, conduct necessary surveys and research to offer guidance to the action program, handle training and orientation programs for both local and foreign personnel, and compile and distribute monthly reports to concerned organizations both foreign and local. It has a small and efficient staff. This organization can easily be expanded and changed into a regional Population Center for Asia.

5. Formulation of a Population Policy for the Republic of China:

Although the Republic of China does not have a positive population policy yet to officially support the family planning program, the Ministry of Interior organized a Population Policy Committee in October 1966 to formulate national population policy and suggest measures for its implementation. The draft on the Population Policy has been prepared and the preparation of measures for its implementation is in progress. It is anticipated that this work will be completed before the end of May. The Committee of which the Ministry of Interior is the

approval of its implementation on a pilot basis. Steps for the enactment by the Legislative Yuan, which may take a longer time, will be initiated after the successful implementation of the pilot project.

The military authorities have now officially introduced the family planning program to the military dependents' villages under an arrangement made by J.C.R.R. The teaching of family planning to all new military recruits is also being implemented.*

6. Other Favorable Conditions:

Favorable conditions which further support the choice of Taiwan for the site of the Regional Population Center are the presence of excellent transportation facilities and hotel accommodations. Good security, reasonably good medical and health facilities and convenience in the general use of English, Japanese and Chinese are other favorable factors.

Organization and Program:

In order to make this proposed organization a dynamic center fulfilling its objectives of promoting and strengthening population studies and family planning programs in countries in the region, it will be necessary to organize a Technical Board composed of an active member in charge of the family planning program of each country in the region, and selected authorities from other countries, by invitation. The Board is to decide on the major programs of the Center and to exchange information and advice on family planning programs between member countries. Active members from non-communist countries will be also invited to join the staff of the Center on a short term basis for seminars, teaching and research activities. Teams of experts from the Center, would, upon request, help member countries in planning and implementing family planning and population study programs.

In order to fulfil the objective of demonstrating the possibility of hastening the demographic transition by concerted effort, the Center should help to enlarge the scope of the island-wide family planning program of Taiwan so that the natural increase rate will be reduced from 27 per thousand in 1966 down to the targeted figure of 15-18 within a short period as possible. Provision of oral pills is believed to be one of the most important and practical measures required to supplement the I.U.D. program already being implemented in Taiwan. Seed funds would also, upon Board approval, be made available for pilot and demonstration family planning projects in other member countries.

In brief, the program of the proposed Center for Population Planning and Studies will include technical aid, seminar, training and research activities and the demonstration of a dynamic family planning action program.

Budget for the initial period of 5 years:

It is proposed that the initial period for the operation of the proposed Center be five years. If results prove satisfactory to the participating countries and agencies, it may be decided to continue this program.

It is not possible at this stage to prepare an itemized detailed budget. Instead an outline has been prepared with the understanding that detailed itemization will be made jointly by the Sino-American specialists, after both governments have approved the proposal.

a. Sources of Funds:

The Republic of China will continue to finance the new operation in the amount previously budgeted for the Taiwan Population Studies Center (US\$25,000 annually in local currency) for the 5-year period. The island-wide family planning action program (annual budget US\$300,000 in local currency) will also continue to be financed by the Republic of China, at least for the next two years. The Republic of China will make available the present staff, physical plant and office equipment of the existing Center for use by the proposed Center. The Republic of China may also be able to contribute funds for the construction of additional buildings.

The United States of America will provide funds for equipment, oral pills, books and journals. Payments for Board members, short-term staff, consultants and trainees from other countries, as well as to the teams of experts sent from the Center to aid member countries, and fellowships for advanced training in the U.S. and other countries, would also be provided by the United States of America.

The Population Council will be requested to continue its contribution for research, training of local workers in Taiwan and other miscellaneous expenditures.

Member countries in the region will be invited to offer technical participation and cooperation. At the initial stage there will be no assessments but voluntary contributions will be welcomed.

b. Estimates

| | 1. year (US\$) | 5 years (US\$) |
|---|-------------------|-------------------|
| I. From the United States of America: | | |
| 1. Seed funds for pilot and demonstration family planning program in member countries: | 250,000 | 2,000,000* |
| Payments for teams of experts to be sent to aid member countries | | |
| Payments for short-term staff from abroad, sent for research and training | | |
| Payments for two full-time consultants | | |
| Travel and per diem for Board members to attend meetings and seminars | | |
| 2. Equipment, books, journals, vehicles, etc. | 30,000 | 150,000 |
| 3. Oral pill for 160,000 women or 1,300,000 cycles a year at US\$0.135 a cycle | <u>175,500</u> | <u>877,500</u> |
| Total | 455,500 | 3,027,500 |

II. From the Population Council, New York:

It is hoped that the Population Council will continue and possibly increase its annual contribution according to the need for supporting the growing program of the proposed Regional Center. The amount for FY67 was:

| | | |
|--|--------------|--|
| 1. Family planning extension program | 99,600 | |
| 2. Medical follow up of I.U.D. loop program | 21,500 | |
| 3. Training and evaluation and orientation of visitors | 25,960 | |
| 4. Publication of Demographic Fact Book and improvement of population registration and statistics | <u>8,600</u> | |
| Total | 155,660 ** | |

III. Member countries in the region, voluntary

IV. Republic of China:

| | | |
|--|----------|----------|
| 1. Continue provision of budget originally allocated for the Taiwan Population Studies Center | 25,000 | 125,000 |
| 2. Family planning action program funds earmarked for next two years | 300,000 | 600,000 |
| 3. Appropriation beyond FY70 (to be worked out) | <u>-</u> | <u>-</u> |
| | 325,000 | 725,000 |

* The larger amount budgeted for the later years reflects an anticipated increase in expenditure for the 'seed fund' and 'technical aid aspects' of the program.

1 year
(US\$)

5 years
(US\$)

V. Construction of additional buildings to accommodate the growing staff of the proposed regional Center will be decided on at a later date. The cost of construction will have to be borne by the participating parties over and above the respective appropriations outlined.
