

ECONOMIC COMMISSION
FOR WESTERN ASIA
POPULATION STUDIES
AND PROGRAMMES SECTION

The Population Bulletin of the Economic Commission for Western Asia (ECWA) - previously the Population Bulletin of the United Nations Economic and Social Office in Beirut (UNESOB) - is a periodical issued twice a year in January and July and covers the activities in this region on population matters.

Suggestions are welcome as to further ways in which the Population Bulletin of ECWA can be utilized to provide the best service to the countries of the region.

To obtain copies of the Population Bulletin of ECWA, requests may be addressed to the Population Studies and Programmes Section, ECWA, P.O.Box 4656, Beirut, Lebanon.

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EXPLAMANTORY NOTES

The following symbols have been used throughout the Bulletin:

A dash (-) indicates that the amount is nil

A blank in a table indicates that the item is not applicable

The following abbreviations have been used:

ECWA	Economic Commission for Western Asia
UNESOB	United Nations Economic and Social Office in Beirut
UNFPA	United Nations Fund for Population Activities
ECOSOC	Economic and Social Council
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
ILO	International Labour Organization
UNESCO	United Nations Educational, Scientific and Cultural Organization
FAO	Food and Agriculture Organization
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
IBRD	International Bank for Reconstruction and Development
OECD	Organization for Economic Co-operation and Development
IUSSP	International Union for the Scientific Study of Population
AAPS	Arab Association for Population Studies
CDC	Cairo Demographic Center
IPPF	International Planned Parenthood Federation
ISCO	International Standard Classification of Occupations

INTRODUCTORY STATEMENT BY MR. MOHAMAD SAID AL-ATTAR,
EXECUTIVE SECRETARY OF THE ECONOMIC COMMISSION FOR WESTERN ASIA

This issue of the Population Bulletin is devoted to the major work that has been undertaken by ECWA in preparation for the World Population Conference, which will be held in Bucharest, Romania, from 19 to 30 August 1974.

In preparation for the World Conference, ECWA organized two meetings, the First Regional Population Conference, held in Beirut, Lebanon, from 18 February to 1 March 1974, and a Regional Consultation Meeting, held in Damascus, Syria, from 21 to 25 May 1974.

The two meetings provided a high level of training which will assist the countries of ECWA in understanding the central role of population in the planification of their development and in determining and applying the most effective means of influencing population trends and patterns. Furthermore, these meetings helped discern the problems of high priority in the Region.

Western Asia faces not only technical problems like insufficient statistical data but also demographic problems like rural exodus and rapid growth of urban centres, problems common to any developing nation, but the picture of the region is also tainted by major marks. Some bright and promising like the wealth of oil, as a source of income as well as a source of energy and some dark and impairing, like forced migration, the brain-drain and unbalanced internal migration. Concerning the detrimental consequences of the brain-drain, the meeting called for increased international co-operation and understanding. The trend has to be reversed so that the countries of the region can profit from the experience and knowledge of their highly skilled technicians and scientists which they themselves require with increasing development. To alleviate the problem of accelerated internal migration it is necessary to develop rural zones. New job possibilities and social and economic services have to be created so that differences in the development level of rural and urban zones decrease. Only such a policy can help to curb the exodus towards urban centres and create a stable economy and a balanced geographic distribution of the population both of which are important factors in the development of the countries of the region.

The total sum of information, ideas and propositions gained at these two meetings will have and has already considerable impact on the population policies of the countries of Western Asia as well as on the preparations of the World Population Conference and preparing and organizing them was a satisfying experience for the Economic Commission for Western Asia in the context of its purposes and goals.

STATEMENT BY MR. ANTONIO CARRILLO-FLORES,
SECRETARY-GENERAL OF THE WORLD POPULATION CONFERENCE
DURING THE OPENING OF THE REGIONAL CONSULTATION MEETING,
HELD IN DAMASCUS, SYRIAN ARAB REPUBLIC, 21-23 May 1974

Let me begin by expressing my appreciation and that of the United Nations to the respected Executive Secretary of the Economic Commission for Western Asia, Dr. Al-Attar, for the efforts he and his associates have put into the preparation of this meeting, the results of which are expected to be of the highest importance for the success of the World Population Conference.

My colleagues and I are very happy to be here in Damascus, to savour true Arab hospitality in the oldest of the present cities of the world. My most sincere gratitude goes of course to the Syrian Government for inviting us and for hosting this meeting in spite of the difficult circumstances through which this country and region are passing. It is indeed a sign of greatness that a country and a region can calmly and rationally discuss socio-economic problems of the future when the military and political problems of the present are so grave. It is my most sincere wish that this region will soon see a state of peace and of justice restored.

I want also to reiterate before this house my thanks to the Government of the Socialist Republic of Rumania which has sent a representative to this meeting - as to the previous ones at Costa Rica, Bangkok and Addis Ababa - to explain what it is doing not only regarding the Conference but also the parallel events that are planned to take place simultaneously with the Conference in its vigorous and beautiful capital.

As you know this is a political regional meeting, similar to those already held in Latin America, Asia and the Far East, and Africa; we expect to have one more in Geneva for the developed countries of Europe and North America.

The purposes of this meeting, from our point of view are:

(1) to inform the countries of this region, especially those who are not members of the Population Commission of the United Nations, of the way in which, under the leadership and advice of that body and of the Economic and Social Council, we have prepared the World Population Conference;

(2) to answer whatever questions the countries of this region may have regarding those preparations or the Conference itself; and

(3) to get the reaction of the nations of this region about the World Population Plan of Action, that Secretary General Waldheim will be circulating very soon to the States members of the United Nations and of its specialized agencies as well as to the other entities that will be invited to the Conference according to the resolutions of ECOSOC.

It is clear to us that many of the population problems of this region are quite different from those of other developing regions. Half of the countries in this region, for example, are undertaking measures that encourage immigration with a view to maintaining high rates of population and labour force growth. These are oil-producing countries with relatively small populations but with booming economies. This is indeed a very different situation from that obtained in the Asian region of ECAFE where a majority of countries are attempting to reduce population growth rates, primarily through a reduction in fertility. Of all the world regions, only the European region has a majority of countries that are aiming to increase population growth rates. The difference here is that many of the European countries are attempting to achieve these ends by stimulating fertility rates which, unlike those obtained in this region, have already reached very low levels. Furthermore, immigration to European countries that are seeking it, is generally from areas which are linguistically and culturally different from the recipient countries while in the ECWA region most of the migratory movements are among countries which are linguistically and culturally similar. Two things are, therefore, clear: First, that the population growth policies that may be recommended in Asia and the Far East are different from those of Europe which, in turn, are different from those applicable in this region, and Second, while the diversity of conditions among, and indeed within regions, must be recognized, one must also recognize that all regions are interested in some aspects of the population growth question.

This diversity of conditions also applies to other aspects of population concern. We have carefully considered the recommendations of your first Regional Population Conference held in Beirut from 18 February to 1 March 1974 and, indeed, attempted to take many of them into consideration in the draft World Population Plan of Action that you have before you. Some of the priority problems of this region which seem to emerge are those of international migration, of the "brain drain", of rapid urbanization, of better internal distribution of the population, of the settlement of newly developed land and, of course, of refugees. Some of these concerns are similar to those we have found in other regions but some are not. The set of priorities for this region is necessarily different from other regions in the world.

This does not mean that this region is not interested in questions of family planning. A majority of Governments of this region accept or support the family planning activities of private organizations; the rest of the Governments of the region sponsor themselves these activities as part of their health programmes. Family planning in this region, however, is not

generally viewed as a population control measure but as a human right that permits couples to achieve the number of children they desire and not to exceed it, and to space their children properly. This, I must add, is the view of family planning that the draft World Population Plan of Action has taken. If a reduction in fertility is desired, it cannot be achieved by forcing couples to use contraception but only by changing the socio-economic conditions underlying the desire for large families.

In the elaboration of the draft World Population Plan of Action we have recognized and respected the enormous variety of circumstances that exist in our planet in matters related to population. Some recommendations of the Plan of Action, therefore, may be more relevant to one region or group of countries while other recommendations may be more relevant to another. We have judiciously tried not to impute to the world the concerns and priorities of any one region. However, in paragraph 75 of the Draft Plan, it is recommended that countries sharing similar population conditions and problems consider jointly the Plan of Action and elaborate those aspects of it that are of particular relevance to them. The three regional meetings that preceded this one have all proposed that "regional variants" may be elaborated after the draft Plan is adopted in Bucharest and we hope that this meeting will also give this point some consideration. The population priorities of a region cannot be adequately reflected in a global Plan but can be so elaborated in a regional adaptation of it.

The Bucharest Conference - I want to repeat before you in a most emphatic manner - is not a "birth control conference". It is a population conference. It will deal with questions of population growth and its components, with population distribution and mobility, and with population structure, not in isolation, but in relation to other aspects of socio-economic development and human well-being. In preparing the conference we have undertaken four symposia dealing with these relationships; the first, held in Cairo, dealt with population and development, the second, held in Honolulu, dealt with population and the family, the third, held in Stockholm dealt with population resources and environment and the fourth, held in Amsterdam, dealt with population and human rights. In fact, the subjects of the first three symposia are among the substantive items on the agenda of the Bucharest conference. My colleague Mr. Tabah will tell you about the conclusions of these symposia; all I wish to say at present is that we have attempted, throughout the preparations for the Conference, to keep the population question in its proper socio-economic perspective. We do not believe that population goals can be set except in such a context, nor do we believe that population trends can be properly affected without recourse to indirect measures in the economic, social and cultural fields. These principles have been judiciously followed in the elaboration of the draft World Population Plan of Action.

Another important principle we have followed in the elaboration of the draft Plan of Action is that of national sovereignty. Who is to decide what population problems exist in a

given country and what solutions should be applied to cope with these problems? There is only one possible answer, already given in many resolutions of the United Nations: it is the right of every country, big or small, developed or developing to decide, in the exercise of its sovereignty, what population policies it considers to be best for its people. The international community must cooperate toward the success of those policies but it can never - and I repeat never - pretend to try to influence, directly or indirectly, the freedom of the countries of the world in these matters. The regional meetings at San Jose, Bangkok and Addis Ababa have all spoken firmly and clearly on this point. And I say with due respect for all the nations and entities that will participate in Bucharest, that it will be very unfortunate if those messages are not heard.

But there are many things that the international community is doing and can and should do without impinging on the national sovereignty or ignoring the diversity of situations.

The United Nations Fund for Population Activities is already active in this region, as I am sure my friend Mr. Rafael Salas will tell you, and we can presume that its functions, as those of the other members of the United Nations Family, will be strengthened. Anyhow, this matter will be discussed by the General Assembly and the ECOSOC after the Conference.

Population policies should never be viewed as a substitute for policies which have immediate bearing on economic and social development. This is another of the fundamental principles that will guide the discussions in August. Indeed it could be said that population policies will be self-defeating if other policies, directed specifically at economic and social development, are not vigorously and simultaneously pursued. The success of population policies thus hinges in great measure on that of other strategies which must be carried out at the same time, and the recognition of that principle places population variables in their proper perspective: as elements in a broad set of inter-related factors, all ultimately directed toward improving the human condition. This set of factors has been examined in other international strategies in existence and will be further examined as the United Nations sponsors subsequent conferences on other subjects, such as food and human settlements among others. And, indeed, some of these matters were already examined, at the recently concluded special session of the General Assembly.

The draft of the World Population Plan of Action, as I have said, is in the process of being sent to Governments for their study and consideration, but of course it can -- and probably will -- be modified at the Conference itself. The recommendations of this regional consultation will be, I am sure, a very important input to the improvement of the draft you have before you. The Plan should be seen as inviting nations that have not yet done so to take population variables fully into account in their planning processes -- and I am quite aware that I am talking to representatives of nations most of which have already decided that population is a subject too important to ignore. While the Plan, quite properly, tells no nation what po-

licy it should adopt, it does suggest certain policies that might be adopted by countries in certain circumstances, leaving it to the nations themselves, to decide whether or not these suggestions are in their best interest.

In the interval that has passed since the last world population conference -- and we must remember that the 1965 meeting in Belgrade was a scientific gathering directed toward an examination of the facts rather than of policies -- a growing number of Governments has in fact come to include population considerations in the planning process, and this evolution can be seen on this region also.

Today, we know a great deal more about population matters than we did in 1954, when the first world population conference was held in Rome, and even more than we knew in 1965, at the time of Belgrade. And yet we still have a great deal to learn, and it is for this reason that the World Population Plan of Action calls also for widened research in population matters, for improvements in data collection, for expanded evaluation of policies and programmes, and for the training of personnel.

Finally -- and this is another of the guiding principles of Bucharest -- we are convinced that population policies must be implemented with the most careful regard for the fundamental rights of the human beings as these have been recognized in international declarations and agreements. One of the four pre-Conference symposia was devoted to questions of human rights as they apply to demographic problems and solutions, and while this topic does not appear as a separate item on the Bucharest agenda, we expect that the subject will pervade all the discussions. We see no reason why any basic human right need be abrogated for the implementation of any demographic policy, and we consider it fundamental that any demographic solution should leave to parents themselves the right to decide on the number and spacing of their children.

In any case, as I have indicated, Bucharest should be regarded as one of several focal points in a broad-scale re-evaluation of the global situation which is now going forward under United Nations auspices. The participation of this region is vital at every stage of this re-evaluation, made necessary by the immense changes in the world situation that have occurred in the three decades since the United Nations first met in San Francisco.

It is probably true to say that problems of excessive population growth, characteristic of some parts of the world, have taken the centre of the stage, to the detriment of the serious demographic problems that involve other parts of the world, including this region. It will be one of the functions of Bucharest to redress the balance of public attention, so that all demographic problems receive the study they deserve, so that solutions can be found to the population problems that affect all countries, however varied they may be. That is why I am here, and why I am most anxious to listen to your views and suggestions. West Asia, indeed, the Arab World, has much to say to the rest of the world on this as on other subjects, and it is essential that the Bucharest Conference be given the benefit of the unique insights and experience of this region.

FINAL REPORT OF THE FIRST REGIONAL POPULATION CONFERENCE OF ECWA
BEIRUT, LEBANON, 18 FEBRUARY - 1 MARCH 1974

I. ORGANIZATION OF THE CONFERENCE

Introduction

The First Regional Population Conference of countries of the United Nations Economic Commission for Western Asia (ECWA) was held in Beirut, Lebanon, from 18 February to 1 March 1974. It was sponsored by the United Nations in cooperation with the Government of Lebanon.

This Conference was the last in a series of Regional Population Conferences in preparation for the World Population Conference, to be held in Bucharest, Romania, from 19 to 30 August 1974.

A Preparatory Committee set up to assist the ECWA Secretariat in organizing the Conference, met in Beirut from 24 to 26 May 1972 and from 29 November to 1 December 1972. The two meetings were organized with the aim of reviewing progress in conference preparation and advising on substantive, administrative and organizational matters. The third and final meeting of the Committee was held in Beirut on 15 February 1974 to finalize administrative and other arrangements for the Conference. The Preparatory Committee designated a Standing Sub-Committee for follow-up purpose. This Sub-Committee met in Beirut on 29 September 1972, in Damascus on 26 October 1972, and in Beirut on 27 April 1973.

ECWA recognises with gratitude the relentless efforts which the UNFPA has generously made in order for this Conference to be convened.

ECWA acknowledges the financial support provided by the International Planned Parenthood Federation and the Ford Foundation which made it possible for a number of participants and distinguished guests from within and outside the region, to participate in the Conference.

Objectives of the Conference

The objectives of this Conference were to review and analyse the present demographic levels and trends and their economic and social implications in the Arab countries of the Middle East and to exchange knowledge and experience on population policies and programmes. The Conference would also seek to provide a better understanding of the central role of population in the achievement of development goals and would aim at assisting governments in the region in determining and applying the most effective means of influencing population trends and patterns in order to speed up the attainment of the goals of the second United Nations Development Decade.

Participation

The Conference was attended by Ministers and Senior Government Officials from Bahrain, Iraq, Jordan, Kuwait, Lebanon, People's Democratic Republic of Yemen, Qatar, Saudi Arabia, Syria, United Arab Emirates and the Yemen Arab Republic. Participants attended this Conference as representatives of their own governments. The United Nations family of organizations and other non-governmental organizations were also represented. A list of participants is attached to this report as Annex I.

Election of officers

The Conference elected by acclamation His Excellency the Minister of Planning in Lebanon as President. His Excellency the Minister of Planning in Iraq and His Excellency the Minister of Labour and Social Affairs in Qatar were also elected as Vice-Presidents.

The Conference designated a drafting committee to consolidate the recommendations which emanated from the deliberations among official delegates in the closed sessions. The drafting committee prepared a list of all recommendations for review and adoption in the final session. Mr. Nabil F. Khoury, Population Affairs Officer of ECWA, was designated as Rapporteur of the Conference.

Organization of the sessions

Two types of sessions were envisaged in the programme of the Conference. While the plenary sessions were open to observers, the closed sessions were attended only by official delegates, organizers and consultants. In the closed sessions, the official delegates concentrated on the formulation of recommendations, session by session.

The programme of the Conference contained nine substantive sessions on the interrelationship between population and other aspects of human life and two sessions were devoted respectively to training and research and to technical cooperation.

Inaugural addresses

On behalf of H.E. Mr. Suleiman Frangié, the President of the Republic of Lebanon, H.E. the Minister of Planning declared open the First Regional Population Conference and conveyed the President's best wishes for its success.

In playing the part of host to this Conference, His Excellency said that Lebanon was extremely happy to be able to contribute to the achievement of the noble and vital aims which the Conference had set for itself. He also welcomed the opportunity provided by the Conference in the gathering of such distinguished group of delegates and experts and wished the Conference success in realizing the objectives envisaged by the United Nations during 1974 which is designated as the World Population Year. He added that the objectives and ramifications of the Conference would lead to significant achievements towards the well being of man and his struggle for a dignified life.

Concluding his opening statement, His Excellency the Minister expressed the hope that Lebanon and the Arab countries would be able to make a valuable contribution to the World Population Conference as a result of their deliberations in this regional Conference.

The Executive Secretary of ECWA, Dr. Mohamad S. Al-Attar, expressed his gratitude and appreciation to the President of Lebanon for his patronage of the Conference. He also thanked the Government of Lebanon for acting as host to this memorable Conference to which great hopes are attached regarding the future development efforts in the region, and welcomed the delegates.

In explaining the role of ECWA in the region, Dr. Mohamad S. Al-Attar said that the primary responsibility which the Commission would assume would be the development and promotion of action in the economic, social and demographic fields which would contribute to intensify the process of development in countries of the region. He stressed the importance of this Conference being the first ever held at governmental level in the ECWA region as a sign of awareness of population issues and of the need to exert considerable effort in this domain. He drew the attention of the participants to two of its major targets: the scientific target which would specify the degree of demographic knowledge achieved in the region; and a target which is mainly political in nature, to be embodied in the recommendations adopted by the Conference following these scientific discussions. This, he recalled, would bring forth the broad lines of a population programme extremely valuable for the Commission and for Member States. He concluded by hoping that this Conference would emerge as an important event not only for demographers and statisticians but also for those who regard that the well-being of the population of this region is the ultimate justification of efforts undertaken to accelerate economic growth.

Country Statements

His Excellency the Minister of Planning of Iraq welcomed the opportunity of holding a population conference in the region. He emphasized the importance of examining population questions in connexion with the other variables pertaining to the social and economic fields. He reviewed some of these aspects as they exist in Iraq and showed the extent of progress achieved in his country. He concluded by wishing the delegates success in their deliberations for the benefit of all the countries in the Arab region with the assistance of ECWA in its new phases of operation as a Regional Commission.

His Excellency the Minister of Planning of the United Arab Emirates stressed the importance of this Conference as it relates population issues to different aspects of development and as a forum for the exchange of information and experience on population policies and programmes in the respective countries of the region. He recalled that his country was very keen to participate in activities and efforts undertaken in the field of population as well as in the socio-economic fields in order to ensure the welfare and prosperity of its people. He then thanked Lebanon, the United Nations and the Secretariat of ECWA for preparing for this Conference. He concluded by conveying to the distinguished delegates the best wishes and regards of his Highness the President of the United Arab Emirates and also those of the government and people of his country.

The Head of the delegation of the State of Bahrain expressed the pleasure of his country in participating in this Conference and thanked the secretariat of ECWA and the Government of Lebanon which provided the facilities for the convening of such an important gathering. He stressed that the government of the State of Bahrain realizes the importance of population in the formulation and implementation of its development plans and programmes. He informed

the participants that the setting up of a population committee in his country is under consideration. He concluded by wishing the participants success in their deliberations.

The Head of the delegation of the Yemen Arab Republic began by thanking the Government of Lebanon for its hospitality and for the facilities it provided for holding this Conference. He congratulated the newly born Commission for starting its activities with this important Conference on population, where population matters would be examined as the starting point for development and progress. Among the difficulties encountered in his country in the field of population, he mentioned the lack of mechanisms for data collection, and stressed the need for concerted efforts and co-operation in the study and investigation of this field in order that development plans may be built on sounder foundations.

He stated that no population census had ever been taken in his country in the strict sense of the word. The size of the population is still unknown and there is no agreement on an approximate figure. He added, however that the World Population Year will be a census year in the Yemen Arab Republic.

The Head of the delegation of the Hashemite Kingdom of Jordan thanked the government of Lebanon and the United Nations for convening this important Conference. He emphasized the need on the part of governments, international and regional organizations to make effective efforts towards a deeper understanding of the causes and results of population changes and the solution of population problems.

He added that Jordan, like many countries, is greatly interested in the achievement of economic and social progress and the improvement of the standard of essential services, such as health care and education both for this and for the future generations. In that respect Jordan does not neglect the population factor for the attainment of its aspirations for a better life. He then referred to Jordan's co-operation with the UN in the population field in terms of the fertility survey which was conducted two years ago and the Seminar on population and its effect on development plans, which was held in Amman a year ago.

The Head of the delegation of the Syrian Arab Republic started by thanking the United Nations and the government of Lebanon for organizing an important Conference of this type. He then referred to Syria's adherence to UN recommendations in the field of population and gave an account of the undertaking of the Population Census in 1970, the formation in Syria of a National Population Committee, a Demographic Committee, a Center for Population Research and Studies. In addition a center for family planning was set up in the Ministry of Health.

He also mentioned that the Syrian Government has also conducted a number of surveys in co-operation with the ECWA and some UN Specialized Agencies. Syria also participated in the Preparatory Committee and contributed a number of papers to the present Conference.

The Head of the delegation of the People's Democratic Republic of Yemen emphasized the important role of this Conference for the exchange of experience among the member states with

regard to population questions and the related statistical aspects. He referred to the census which his country has just concluded and to the experience obtained from this operation. He concluded by wishing the participants fruitful deliberations.

Other statements

The representative of Mr. Philippe de Seynes, the Under-Secretary General for Economic and Social Affairs, greeted the participants and noted that it was a great source of satisfaction for demographers to see that, in less than two months after its establishment, ECWA devoted its first governmental conference to population. He then praised the courage of political leaders who, in spite of the region's present difficult circumstances, have shown by their presence at the Conference their concern with the far distant future of their countries alongside their concern with the urgent problems now facing them. He drew the attention of the participants to the particular governmental aspects of the Bucharest Conference, where delegations would essentially consist of policy makers, assisted by their own technical experts.

He pointed out that when scientists discuss problems concerning the fate of our society, they often engage in a debate of which the ultimate decision is political. However, they know well that they have no authority to act. It is for the policy-maker to choose the means and time of implementation of any policy. In the population field, an urgent need for action is increasing as a consequence of a sudden awareness of the fact that "it was impossible in a finite world to see population growing in an infinite way". However, any attempt to evaluate the situation at world level has to take into account national situations by placing it in a more specific spatial and temporal context. Such problems as the balance between population and food resources, pollution etc. are to be formulated essentially within a national framework. The time factor introduces another gap in the analysis of the situation at world level. It is obvious that differences exist concerning the time in which various countries of the world would attain the point of demographic saturation. He then concluded by hoping that this Conference would be as successful as the population conferences which have been held in other regions in preparation for the World Population Conference.

The representative of the UNFPA conveyed to the Conference the greetings of Mr. Rafael Salas, the Executive Director of the Fund. He recalled to the Conference the General Assembly's resolutions of December 1966 calling for the involvement of the UN in the field of population, on the basis of which the UNFPA was established. He stated that voluntary contribution to the Fund had since increased to US Dollars 121.8 million in 1973 donated by 63 countries. He added that the Fund had 974 projects around the world in the same year. He emphasized that the real obstacle to development laid in the compound effects of such factors as the neglect of agriculture, rigid social structures, imbalances in resource allocation as well as the unequal relations between rich and poor countries and the maldistribution of income.

He stressed that population programmes have to be considered as an integral part of the development process. Changes in fertility behaviour are more likely to appear as a part of the whole process of social and economic change which is not yet occurring on a sufficiently broad scale in most developing countries. He also stated that it would be illusory to imagine that a reduction in the rate of population growth would raise living standards. Effective population planning is a long term undertaking and whatever success is achieved through current efforts to affect fertility, the population of the developing regions will almost certainly double within the next twenty-five to thirty years.

He then reviewed the different types of activities which UNFPA is prepared to support. He stated that the Fund is assisting projects in Saudi Arabia, Syria, Iraq, Kuwait, the People's Democratic Republic of Yemen, Yemen Arab Republic, Jordan and Lebanon, and indicated that the Fund is eager to discuss the expansion of its regional activities to be implemented through ECWA and the governments of the region.

On behalf of the Director General of UNICEF, the representative of the Regional Office in Beirut greeted the participants and referred to the activities of UNICEF during a quarter of a century in the developmental aspects of childhood and wished the Conference every success in the name of UNICEF.

In his statement to the Conference, the representative of the WHO thanked ECWA for having organized such an important Conference. He briefly reviewed the broad mandate of WHO in the health aspects of population and family planning.

A statement was also made by the representative of UNRWA in which he reviewed its activities in the region and emphasized the relief and welfare programme including education, vocational training and health activities which the organization provides for the Palestine refugees in the countries concerned.

A message was delivered on behalf of the IPPF Secretary General emphasizing that although the Conference goes well beyond the specialized field of the IPPF, yet the results of its deliberations would be important at all levels within the IPPF organization.

In addition, the Regional Director of the IPPF gave an account of the basic aims of his Federation in promoting easy access to effective family planning services. He concluded by pledging support to the voluntary bodies in the region, to the governments, to the UN system and other active organizations in all their efforts for socio-economic development.

Adoption of the Agenda

The agenda as given in Annex II was adopted unanimously.

II. SUMMARY OF DELIBERATIONS

A. Demographic Data Collection

The Organizer of the session explained the importance of demographic data and the need

for their proper collection and presentation. He recalled that in the past the emphasis was on purely economic data, and no attention was paid to population and demographic factors, ignoring the fact that economic growth is not an aim in itself but only a mean to raise the welfare of man. It was alleged that this was one of the reasons for the failure of the First Development Decade. It was observed that demographic data were lacking as countries proceeded with their national plans for social and economic development. It was thus realized that reliable data were needed for sound policy formulation and for social and economic planning. Efforts were and are made by the national Governments and the UN and its Specialized Agencies to improve concepts, definitions, procedures, methods of data collection, classification, presentation etc.

Demographic data can be broadly divided into basic data and analytical data. Purely demographic data must also be distinguished from demographic data as related to economic factors. Basic data can in turn be classified according to method of collection: (a) periodic data - collection through a census; (b) sample data - collection by sample surveys; and (c) registration data- collection by a system of recording or registration for a period of time.

In as far as countries of this region are concerned, demographic data suffer from deficiencies in both coverage and quality. Other statistical data are no better. However population census data of some countries in the region which have a relatively long tradition of census taking are trustworthy.

Experience in census taking is accumulating in many countries in the region. Bahrain, for example, has taken four censuses in the post war period. During the same period both Iraq and Kuwait have had three censuses each; Syria has had two, Jordan, Qatar and the United Arab Emirates each has had one. Lebanon had its only census so far in 1932. The People's Democratic Republic of Yemen took its first census in 1973. Both Saudi Arabia and the Yemen Arab Republic are planning to undertake their respective censuses during 1974. The Sultanate of Oman is keen on taking a complete census of population as soon as possible. At present a socio-demographic survey as preliminary to a census is being planned in collaboration with the ECWA.

There is also a long tradition of registration of vital statistics in several countries of the region but the data are sometimes far from being satisfactory. The Syrian Arab Republic for example has registered births and deaths for over fifty years but the data are defective. Almost one tenth of the population has never been covered by registration. It was felt necessary that improvement of civil registration should be given first priority.

To correct the present situation in most of the countries of the region, several proposals were put forward. It was pointed out that much can be done with very defective data by adopting modern scientific methods of analysis.

It was also stressed that there is a need for a general framework to serve as a standard method of sampling for surveys of fertility, mortality, migration etc... Surveys of the

kind should be planned and executed as soon as possible after the census. For this purpose a system of priorities should be established in order that financial resources can be properly allocated to collect data with a view to reducing waste and minimizing unit cost. This should be done particularly in the light of the fact that a comprehensive census is very costly. High cost may act as an inhibiting factor in launching fresh surveys.

The Conference emphasized the need for developing common concepts and procedures for collecting data so as to ensure comparability among the Arab countries. In this regard it was felt that while there should be exchange of information and experience among the countries of the region, ECWA should take the lead and coordinate the work of constructing standard terms, procedures, forms, questionnaires, etc. suitable for the region. It was stressed that western traditions of data collection and analysis need not always be copied. New ingenious methods should be applied in the developing countries to suit local conditions.

B. Demographic Situation in the Region

The organizer of the session pointed out that the topic under discussion was closely related to the previous session on demographic data collection, which emphasized that demographic data was lacking or defective in most countries. However, there is pressure for provision of data to the authorities for planning purposes. Consequently, the demographers try their best to obtain the desired figures from the available data which are hardly adequate or reliable for valid conclusions. This situation leads to confusion and is unfavorably reflected on the reputation of demographers and on the national plans.

He also referred to the need for deeper understanding of the changes and improvements in coverage in statistical data, from time to time, particularly in making comparative studies of trends. For instance the apparent rise of death rates in certain areas may be due to relative improvement in registration, and unless this is appreciated, the effects of health improvement and social welfare services on mortality levels cannot be examined and evaluated. Also the variation of population size between any two periods may be partly due to a variation in geographical coverage or methods of data collection and classification.

Upon reviewing the demographic situation in the region and as a result of the discussions, the following observations were pointed out:

- i. Points of dissimilarity
 - a) wide variation in total population, area and density; and
 - b) wide variation in the level of development, income, and in the degree of awareness of the important role of demographic data and research.
- ii. Points of similarity
 - a) young structure of the population (approximately 50 per cent of the population less than 15 years of age) with the concomitant effects on programmes for education, employment and welfare;
 - b) high levels of fertility (crude birth rates ranging from 45

to over 50 per thousand) and decreasing levels of mortality hence the rapid population growth at about 3 per cent per annum;

- c) high probability that population growth rates will continue to rise in the near future;
- d) higher activity rates for males than for females whose rates are remarkably low; and
- e) the settlement of refugees of palestinian origin in most countries of the region whose displacement from their country of origin has created many problems.

It was stated that the population of Syria has doubled in 25 years, that the rate of population growth has been estimated at 33 per 1,000 during the period 1960 - 1970, that the percentage of population under 15 years of age increased from 46 per cent in 1960 to 49 per cent in 1970, that the size of household has increased by 20 per cent during the same period in both rural and urban areas. It was also pointed out that urbanization has been increasing rapidly.

Discussions following these remarks dealt with rates of growth and urbanization namely whether changes in coverage and definition are taken into consideration. Some proposals were made regarding a more accurate definition of urban community in the region. The need for standardized definitions to improve comparability over time and space was stressed.

It was stated that the size of the household in Jordan increased from 6.1 in 1960 to 6.4 in 1971, that dependency ratios and population densities have been increasing. It was also pointed out that Jordanians live in 10 per cent only of the total area. The Jordanian population is expected to double in 26 years putting new burdens on education facilities and employment opportunities. It was pointed out that estimated Jordanian migrants to foreign countries amount to 250,000 out of whom 200,000 reside in Arab countries. Though the Jordanian Government endeavours to increase education facilities, employment opportunities and social services to cope with population growth, yet no steps are being taken to effect population change.

It was stated that although the coverage of population censuses in Iraq is somewhat incomplete and that vital registration is very deficient, yet there are indications that the rate of growth in Iraq is over 3 per cent and that Iraq suffers from the maldistribution of population especially in rural areas. The Iraqi population, similar to other populations in the region, is young and the rate of urbanization seems to be high.

The population of Kuwait has tripled in 13 years (1957-1970). Between 1965 and 1970 the rate of growth was 93 per cent but much of this is accounted for by immigration. Crude birth rates for Kuwaitis seem to be very high while crude death rates seem to be extremely low. In 1970 the employment rate was 20 per cent of the Kuwaiti population and 40 per cent of non-Kuwaities. It was evident that in spite of abundance of financial resources the rapid growth of population has resulted in sizeable pressure on social services and facilities. The

high rate of illiteracy among the labour force in Kuwait was noted.

The insufficiency of demographic data for Lebanon was mentioned. However, it was pointed out that Lebanon is very concerned about internal and external migration.

C. Population and Economic and Social Correlates

In his statement, the organizer underlined that this vast and complex subject matter had a double causality. On the one hand, the population situation has important repercussions on the economic and social development, while on the other, such development would in itself influence the demographic evolution. The first of these had been by far the most studied, the second somewhat neglected.

Most attempts at studying the effects of socio-economic development on population have taken place within the framework of the demographic transition theory. One of the working papers showed a refinement of this theory in proposing that the birth rate decline of the demographic transition was composed of both a fertility reduction within marriage and a nuptiality component, which were influenced by different socio-economic forces.

In respect of the influence of population growth on socio-economic development interest has been focused on the effect of this growth on manpower, capital, land and technical innovation. Most often, the formation of new capital investment has been considered the crucial factor. For instance, investment can be divided in two parts, "demographic investment" (required to maintain identical standards of living in the case of increasing population) and the remaining "economic investment" (which is available for improvement of the standard of living).

These types of studies have many limitations. They are based solely on investment, although studies have shown that the level of investment can only explain part of the process of economic growth; nor do they take into account unemployment and under-employment of resources. In fact, the most important factor in the economic process appears to be the rate of technological progress, which is very difficult to quantify.

The second study is an estimate of costs relating to demographic growth in the Middle East. Results reveal the importance of these costs inasmuch as, in most of Middle Eastern countries, 40 per cent to 60 per cent of actual investments correspond to the new requirement solely from maintaining the level of a growing population (compared with 6 per cent to 10 per cent in industrialized countries where demographic growth is low). However, these calculations have been questioned, because they are based -according to their author- on a Malthusian a priori open to discussion: the standard of living is not the only economic variable of possible adjustment in the hypothesis of a growing population. We also have the standard of employment, productivity, etc. Demographic growth and economic progress can sometimes go side by side.

The last study proceeds in a totally different spirit. The approach is pragmatic, inductive and far from the methodology of models based on hypotheses fixed a priori. The authors have chosen the greatest possible number of variables (40) in order to cover the widest range in the demography, sociology and economy of 14 Arab countries. The table of data was examined by two different statistical methods (cluster analysis, and linear component analysis) in order to find out the dominating variables and inter-relations between these variables. The aim of this work is to discover the main summarizing factors which describe reality, and one which can be tested and applied at a later stage.

A case study on Syria highlighted 5 negative interactions between rapid population growth and socio-economic development, namely that rapid population growth: (a) aggravates existing unemployment and underemployment; (b) triggers mass migration to towns; (c) places a heavy burden on the economy through demographic investment; (d) makes solution of the illiteracy problem more difficult; and (e) increases the balance of payments deficit. Although Syria might well need a larger population in the long run, it would be advisable to reach it through moderate rather than explosive population growth.

During the discussion many methodological points were raised, underscoring the need for careful interpretation of the findings. The insufficiency of present theories and the lack of interdisciplinary scientific understanding were emphasized. The problems of using data for ECWA countries were stressed, in relation to the extensive reliance of the economy of several countries on petroleum products. The limitations of data also prevent regional intertemporal comparisons which might be more revealing than international comparisons of a cross sectorial type.

The factual analysis submitted by the organizer have the great advantage of introducing new variables into the analysis of relations between demographic growth and economic growth. This, it was stated, was one advance over theories and models based on the greatly oversimplified hypothesis of inverse relationship between the two. It was noted, however, that: (a) methods of factual analysis permit to deal only with the statistics available. There is nothing to insure that these statistics are the most important ones for development policies; (b) these results naturally depend (although to an undetermined extent) on the variables introduced: it would be desirable to test their sensitivity to the introduction of additional variables which may be more suitable to the nature of relation studies; (c) these methods are not based on any development theory. Their interpretation is possible only in relation to a given theory which cannot be deduced from results of the calculation reckoning only. They may then be useful as elements of judgement in the elaboration of economic development policies and population policies; but this is not enough, for they do not constitute an end in themselves. They are rather instruments the relevance of which must be evaluated in terms of the end in sight; and (d) to improve and disseminate the knowledge of inter-relations between economic growth and population growth, it would be useful to improve statistical sources in cer-

tain essential aspects from the point of view of development policy, particularly employment, under-employment and non-employment as well as the distribution of revenues and geographic and professional mobility of manpower. The point was raised as to whether it was possible to draw up a minimal list of indispensable indices, on which to base political decisions.

It was pointed out that migration studies focused on an extremely direct link between demographic and socio-economic development, of importance for the country in question as well as neighbouring countries.

It was stated that the study under consideration is deemed indispensable although a great deal of prudence is necessary in the interpretation and application of models, particularly as they are based on statistical information the accuracy of which cannot always be established. It is also necessary to introduce social, cultural and other variables, as well as to take structural problems into consideration, in addition to the distribution of resources within the country, the various demographic features according to regions, and social categories within the country.

In addition, any demographic policy should take into account long-term effects of demographic change, and not only during the period covered by the plan. In this respect, it is emphasized that demographic elements have not yet been taken into consideration in plans drawn up by most countries of the region, but is expected that this will be done in the coming years.

Other discussions dealt with the fact that economic development would greatly facilitate the solution of demographic problems, and that the considerable increase in Arab oil revenues could meet man's needs, i.e. food, clothing, housing, culture and entertainment, and partly solve population problems in the region.

Opposed opinions were expressed, emphasizing the Region's political problems and explaining that, even in oil producing countries, demographic problems will arise regarding distribution of the population over the country's territory, the problem of cities; etc. It was also emphasized that in industrialized countries where population growth is very low, there still are demographic problems from the medical and health points of view.

Another opinion was stated in relation to the volume of investment which itself depends on the rate of growth of the population.

Finally, there was criticism directed against advocates on a synthesis between the malthusian and populationist theories; a synthesis based on impoverishment in the short term and enrichment in the long term.

D. Population and Education

In his statement the organizer welcomed the opportunity provided by the Conference to discuss education in connexion with population, economic development and employment rather than in isolation from these other aspects which are closely interrelated.

He referred to the possibility of using census data to build up a multiple classification of the economically active population by education, occupation and economic activity, distinguishing between the different age groups separately for each sex.

A study conducted on this basis has revealed that there is a correlation between the level of economic development and the educational level. This relationship however, is not close enough as to provide a tool for forecasting and planning purpose; it must be considered as an important information for comparative purpose which should be taken in consideration by planners and policy makers.

Census data could also be used to estimate the supply of labour, especially of certain manpower categories, and can be used as a basis for making projections. It is also important to obtain data on the female activity rates by educational level which can be very useful in the analysis of the situation.

It was also emphasized that there should be a plan to examine the different classifications obtained in censuses about the structure of the active population, which could be used to serve this area of study.

Education was presented as the key factor leading to prosperity and a more ample participation of the population in rapidly changing socio-economic life. In the light of low ratios of literacy and school enrolment in countries of the region, the necessity to improve the educational standards of the population was clear. Although much has been achieved in the Arab States in the expansion of education, there is still a long way to go.

While population dynamics are inhibiting, to a certain extent, the development of the region, they also may be a stimulus for promoting innovations in education which would contribute not only to the solution of quantitative problems of expansion (availability of teachers, educational facilities and public funds) but also the qualitative ones.

The needs for development include: (a) revising the school curricula, developing various forms of out-of-school education, and revising the productivity of education and (b) reducing inequalities of educational opportunity, namely:

- in favour of females, to improve their participation rates and also in order to influence the attitudes and knowledge of the population about population problems
- in favour of rural areas and young migrants

In reviewing country studies on the subject, similar educational characteristics were revealed for each country, with some variations from one country to another. The qualitative aspects of education were emphasized. The relevance and appropriateness of existing curricula to the needs of the individual and of the society, were among the different issues which were submitted for discussion.

In the discussion, the problem of lower enrolment ratios for girls in some countries of the region were attributed in part to the lack of suitable schools outside urban areas.

Imbalance between supply and demand for educated manpower was stressed as a problem which deserves more data and studies in order to improve the coordination of educational resources and population and employment policies. Shortages in some skills were mentioned as well as employment difficulties for young graduates in several countries of the region.

The need for opportunities for the exchange of experience by regional cooperation were emphasized, taking into consideration the historical background of the region with its one language and close socio-cultural and other relations.

The role of ECWA was referred to in this respect.

E. Population and Agriculture

The organizer laid the ground for and introduced the topic by identifying the relationship between population and agriculture as one of interdependence. The policy objective, accordingly, would be to maintain a viable balance between population growth, agricultural growth, and food production. The balance may be obtained by influencing population growth, by equipping agriculture with the capacity to cope with population changes, or by a combination of the two. An examination of agricultural policy in the Arab countries shows a number of biases which may have made it impossible for agriculture to cope with population growth and which militate against agricultural efficiency, in these countries. For example, there is a continued commitment to create small peasant farms which can hardly function efficiently. Peasant farmers are still recruited into cooperatives though cooperatives in developing countries have had limited economic success. These policies have resulted in what may be called suppressed migration, keeping the peasant in inefficient agriculture. Primitive techniques have been retained, thus depressing the income of the farmer and possibly his aspirations. Finally, the policy has tended to perpetuate a duality between the agricultural and non-agricultural sectors, which adds to the failure of agriculture to cope with population growth.

The attempt to obtain a viable balance between population and agriculture may be approached by exploring certain critical aspects of the problem as follows: (a) the possibility of introducing family planning and sex education at an early age; regulation of marriage and supervised abortion may be quite consistent with the culture and religions of the region; (b) there is need to explore mechanization effects on human capital in agriculture. The indirect effects which make the rural and urban worker more mobile occupationally should be emphasized; (c) attempts should be made to supplement agricultural incomes by non-agricultural employment through use of local capital; how feasible this is has not been shown; (d) why food production has not been encouraged in the Arab countries, given the vast potentialities is worth exploring; price subsidies to farmers may be justifiable to encourage them to produce more food; (e) there is a need to explore the possibilities of freedom of migration and settlement between countries of the region as a measure for realizing the potentialities of agriculture;

(f) finally, it is most important that planners and policy-makers commit themselves to the attempt to close the gap between the rural and non-rural sectors, and integrate agriculture with the rest of the economy. Only then will agriculture be able to cope with population growth.

These views were echoed in other contributions. In addition, it was observed that the distribution of agricultural incomes is highly unequal which depresses peasant family incomes. There is a need to reclaim more land to cope with the expanding population in view of the higher fertility rate in the rural areas. Furthermore, productivity of agricultural labour needs to be raised, if a decline of the living standard is to be avoided. Three other major points were emphasized: (a) to the extent that non-agricultural employment is limited, there is no alternative but to reduce population growth; (b) the population problems as they relate to agriculture, must be approached on a regional level; (c) policies relating to agriculture must be geared to cope with population issues in the context of integrated rural development.

More specific topics were also treated. One of these studies surveyed plans and achievements in Syrian agriculture. It pointed to the increasing emphasis on productivity in agriculture, and to social services and recreation facilities to improve the living conditions of the rural people. Though the paper did not show the connexion between agriculture and population, it made recommendations which, if followed, could easily equip agriculture to cope with population changes.

Another topic focused on the Gulf States which have a scarcity, rather than surplus of labour. Interest in investing oil revenue in renewable forms of wealth affects agriculture directly as a highly renewable source of income. Hence, investment in agriculture is expected to be high and should aid in producing food and creating employment in the region, despite the arid and desert nature of the soil in the Gulf area.

Expanding population in rural areas of Tunisia and migration to the cities was contained by land reform policies which kept people in agriculture. However, modification of the policy in 1969 signaled resumption of migration both to the cities and out of the country. The role of emigration was emphasized in ameliorating the effects of the expanding population.

Finally there was a warning about the futility of measures to control population or to develop agriculture unless these measures considered the social and cultural context. The present family and reproduction norms in rural Egypt and possibly elsewhere in the region militate against successful population control. Only if new norms can be developed, which would idealize the smaller family, would knowledge of family planning and birth control in rural areas be successful.

Several other points came out in the discussion:

(a) it was emphasized that family planning services and information should be made available to all in order to give young parents the freedom of choice as to when and how to plan their families. Reference was made to the role of women in relation to their status which varies among countries of the region;

(b) increased food production should be accompanied by an examination of the nutritional value of food; it would be helpful to identify what is edible but not eaten in the region; and what is eaten in excess of nutritional needs. The question of information in dietary habits and education in nutrition was noted as relevant to this aspect.

(c) there was an apparent interest in opening up migration possibilities for agricultural workers, from country to country within the region.

(d) apprehension was expressed regarding urban encroachment on agricultural land, against which measures were suggested and recommended;

(e) although full appreciation was expressed of the need to integrate the rural and the non-rural sectors into a unified market with comparable incomes and technical levels, the final recommendation fell short of a commitment by the planners to promote that objective. Nevertheless, it was a major step in the right direction.

F. Technical Cooperation

Opening the discussion on this item the organizer explained the role and importance of technical cooperation in the field of population. It was mentioned that technical assistance has been one of the major activities of the United Nations and it has been offered in several fields including population. However, during the first Development Decade, responding to the growing concern about providing food, shelter, health and education facilities and job opportunities for the rapidly increasing population which resulted from a precipitate fall in mortality unaccompanied by a simultaneous fall in fertility in recent years in the developing world, the United Nations established a Trust Fund in 1967 to finance an expanded programme of technical assistance for further developing and strengthening national and regional facilities for training, research, information and advisory services in the field of population. This Fund grew rapidly with increasing voluntary contributions from Governments and private bodies and in 1969 was renamed the United Nations Fund for Population Activities. Now it supports a wide range of activities in such fields as collection, dissemination and analysis of population data, improvement of knowledge and awareness of the implications of current and prospective population trends, formulation and evaluation of population policies, and demonstration programmes for family planning and training and research.

In the ECWA region, a number of both country and regional projects have been supported. The country projects cover projects for launching population censuses in three countries where no comprehensive census was organized before. These are the People's Democratic Republic of Yemen, Saudi Arabia and the Yemen Arab Republic; sample surveys in Iraq, Lebanon, Jordan, Yemen Arab Republic; improvement of civil registration in Iraq, Jordan, Saudi Arabia and Syria; and training fellowships and advisory services for establishing training facilities in several countries of the region. Regional projects undertaken to render technical assistance to countries of these regions, comprise regional advisory services, demographic studies and research with the object of serving the development needs of the countries, field surveys and pilot pro-

jects (e.g. socio-demographic survey of Sana'a city, a survey of infant mortality in Damascus city, a survey of infant and childhood mortality in Beirut city), multi-agency projects with the collaboration of UNESCO and UNICEF, regional conferences and expert group meetings, and dissemination and communication of population information and techniques through publications like the Population Bulletin of ECWA.

It was explained that Technical cooperation in the field of population can be channelled through the appropriate agencies.

Several non-governmental or private international organizations like the IPPF are also rendering technical cooperation. The IPPF is a Federation of some 80 country Family Planning Association and has been recognized now as an executing agency of the UNFPA. The IPPF aims to advance the education of the countries of the world in family planning and responsible parenthood in the interest of family welfare, community well being and international good-will and to stimulate appropriate scientific research in biological demographic, social, economic, eugenic and psychological implications of human fertility and its regulation, methods of contraception, fertility, sub-fertility and sterility, sex education and marriage counselling and to collect and make known findings of such research.

In the discussion that followed several points were made. It was generally agreed that in order that technical co-operation benefits be maximized, the following steps should be taken: there should be an integrated approach to formulation of population projects with a long term phasing of programmes in accordance with priorities; the projects should be closely related with the social and economic plans of the country; there should be a working relationship among the UN agencies at the regional and country levels so as to bring about closer collaboration among them; to help countries to identify their assistance needs and to formulate projects for required assistance, the advisory services of Regional Advisers of ECWA should be made more fully available and actual procedures for their assignments to countries of the region should be revised; in order to facilitate training, teaching and research in demography in the region Arabic references have to be built up as very few arabic versions of standard books and publications were available. For this purpose assistance should be provided for translation of standard works into arabic; and finally as far as possible delays in approving and implementing projects should be cut down to the minimum.

By way of information, the UNFPA Co-ordinator, stated that several projects of family health and family planning services have been submitted to the UNFPA by the Governments of the People's Democratic Republic of Yemen, Syrian Arab Republic and Lebanon, similar to a very successful project being carried out in Iraq.

G. Population Policies

The organizer opened the session and after the review of the relevant papers, the discussion focused around the following areas:

- (a) the utilization of Arab manpower within the region and the emigration of talents;

- (b) the situation of Arab youth; and
- (c) urbanization and the need for urban strategy.

The magnitude of emigration from Arab countries was estimated at 2 per cent of the total population or about 10 per cent of the total Arab labour force. In terms of occupational group, the emigration ratios are estimated around 25 per cent of physicians and 50 per cent of all Ph.D.'s in the various fields. The effect of this emigration on retarding development plans and modernisation was emphasized.

In order to attract Arab talents abroad to return, certain measures were deemed necessary by the author of the relevant paper. These were: (a) the dissociation between a man's job and his political affiliation or the relationship among the Arab States; (b) a migrant Arab to another Arab country should be accorded all the civil and professional rights accorded to citizens of this country; and (c) the creation of special institutions to organize the proper utilization and the maximum integration of the returning Arab into his country of origin.

With regard to the situation of youth it was urged that planning in this sector is needed. Demographic characteristics of Arab countries in terms of the age structure were pointed out. The importance of integrating the youth into social life through institutional arrangements was emphasized. The favourable effect of this planned mobilization on social development is obvious.

Problems of urbanization in Arab countries and proposals for a strategy in this respect were reviewed. The growth of urbanization was estimated to be almost twice as high as the growth rate of population, with the result that total population doubles in 25 years whereas the urban population doubles every 15 years.

The urban strategy proposed rests on three pillars. First, curative measures: (1) halting or slowing down the growth of Arab metropolises especially those which are over one million in size; (2) clearing out the slum areas by integrating their present population in already existing healthy neighbourhoods; (3) improving the quality of services on partnership basis among public, private and neighbourhood agencies. Second, preventive measures which aim at developing middle-size cities (100,000 to 500,000) and towns (20,000-100,000). Such development has a multitude of benefits all of which are instrumental in the total modernization process of Arab societies. More than a lip-service decentralization of industry, services and political power should take place. Specific recommendations in this respect were put forward. Third, a longer range visionary measures were presented as a challenge to deal with population as well as urban growth. It was shown that, by necessity, we should be desert-bound. Four types of desert communities were suggested: (1) expanding settlement around existing natural and mineral resources; (2) scientific research and educational institutions based-communities; (3) settlements around water-extensive industries, and (4) recreation and health resorts in desert coastal areas.

It was emphasized that none of the above measures can be fully successful unless they are part of an integral socio-economic planning on the national and the pan-Arab levels, with a master strategy.

In the discussions, it was pointed out that the variables which population policy attempts to affect may be classified under six main headings, as was done in the second draft of the World Population Plan of Action: Population Growth, Morbidity and Mortality, Reproduction and Family Formation, Population Distribution and Internal Migrations, International Migration and Demographic Structure.

Some countries may have policies explicitly aimed at one or more of the above categories without calling such policies population policies.

H. Population and Health

In introducing the subject, it was recalled that health was an important element in the dynamics of the population problem. Not only health but a large number of processes are involved in the population crisis. Likewise the change in the health situation is multifactorial in its causation. There is therefore an inter-relationship between the balance of forces that determine population trends and those influencing the health processes which could be utilized in the control of population growth. Factors conducive to a decrease in fertility rates were operating very little in developing countries. Meanwhile, health is now recognized to be a basic human right. The quantity and quality of health services determine the health status of the population. Health services in general and maternal and child health services in particular, coupled with suitable health education activities can provide significant action components for family planning services either with health objectives or population control objectives, according to the wishes of respective countries.

The inter-relationship of health and population in the context of various social and economic conditions, both at the level of entire populations of countries or areas as well as at the level of families were brought out. It was described how shifts in patterns of health and disease are influenced by and in turn influence populations, in terms of changes in size, age and sex composition, in association with particular social and economic patterns. The rising risks of morbidity and mortality among infants and children as well as for their mothers in relation to high fertility, too short or too long inter-birth intervals and large family size were outlined on the basis of data from developed countries. Similar circumstances and consequences were surmised for populations of developing countries and some Arab countries where available data varied in reliability, but appeared to confirm the expected interactions. More field studies were however desirable. Demographic transition seems to be associated with epidemiological transition from high levels of infectious disease and malnutrition accompanied by low levels of production and consumption to low levels of infectious disease, better nutrition and high levels of production and consumption.

The inter-relationships of population, environment and health were outlined and the

direct and indirect relationships and mutual effects of health and population described. The necessity of close coordination of population related activities of various professionals such as those concerned with health, economics, demography and other social aspects were emphasized. Family planning activities are a broad and multi-disciplinary field. The close relationships of human health and human reproduction were further stressed. The health basis for inter-relationships of health services with health oriented family planning activities were described as mutually supportive. It was emphasized that health is a basic human right and an objective in itself, and the health objective is not merely to increase human efficiency and productivity.

The framework of the World Health Organization's broad mandate in the field of population and family planning, which enables the Organization to assist countries on their request, was described.

In the field of population and family planning, in relation to health services the importance of health manpower development through basic professional training as well as through in-service training and refresher course was underlined.

In reviewing the health situation in countries of the region it was pointed out that in Lebanon planning in the health sector is not based on adequate and reliable statistics. Great progress however has been achieved in the quality and quantity of health programmes.

During the last decade the health services network of Iraq, including hospital beds and health personnel has almost doubled, but more expansion is necessary to overcome previous deficiencies, and to meet the needs of increasing population in order to be able to provide adequate health services in the future.

Population growth in Jordan continues to be in the order of 3 per cent or more annually. There has been a steady expansion and development of health services, and mortality has shown a declining trend. Continued rapid growth of population may strain living standards in a country with limited resources. These constraints may eventually induce families to think of their right to regulate their reproduction.

The health services in Syria are expanding, but not rapidly enough to overcome the deficiencies of the past, specially in the rural areas, and to meet the growing needs of rapidly increasing population. Increased emphasis on planning and implementation of health services on priority basis, specially for mothers and children is needed. One notable innovation the health services aim to offer is a health insurance scheme, mainly for factory workers and state employees.

During the lively discussions the following main points were high-lighted. It was mentioned that the mental health aspects of family planning either as a need for, or as a consequence of, is not yet receiving enough attention. It was further stated that according to some multi-factorial studies on infant mortality, birth-intervals ranged between two and a half and three years. It was felt that fertility decline in the West took place in the face of infant

mortality of 15 or so, while this is not the evidence in developing countries.

I. Population and Manpower

The organizer started the session by giving a broad classification of the types of papers which were invited or contributed to this session.

In one set of papers policy issues of manpower were discussed as they related to population while in the other a description of certain manpower problems were exposed with supporting statistics.

He recalled that the subject of manpower was a complex one. It has a bearing on many related disciplines and social and economic matters like demography, economics, sociology, law, health, education, social security, finance, industrial relations, etc. The major issues of employment, unemployment and output were also not free from conflict. From the point of view of the discussions, he suggested that the subject matter might be divided as follows: (a) problems of methodology including concepts, definitions, techniques pertinent to Arab countries with a view to identifying problems of a special nature in the region with regard to data collection and analysis; (b) disciplines of different labour force profiles in different countries of the region; and (c) policy issues relevant for providing guidance to policy makers and research workers.

In the absence of specifically designed manpower surveys, census data are used in manpower analysis. This traditional technique is still rather a novelty in the region and the resulting data have more often not been fully exploited. Apart from the relative scarcity of data, whatever figures are available require careful scrutiny to avoid erroneous conclusions. Suitability of data is affected due to different concepts and definitions, e.g. for economic activity the two approaches of usual activity and labour force have been variously adopted. In several cases, the international standards prove unsuitable for countries of this region. It was stated that developing countries are faced with two undesirable alternatives: the blind adoption of unsuitable definitions or the rejection of such definitions at the expense of international comparability.

Despite the deficiency of data, analytical research has been attempted. This shows that the Arab population is young. The proportion of children is around 45 per cent of total. Estimated ratios for 1970 of the working age population are near 50 per cent thus revealing a high dependency ratio. The proportions of males in the labour force are between 43 and 48 per cent and female labour force participation rate is less than 6 per cent. With regard to policy it may be said that advance planning would eventually lead to certain policy action which might relate to supply or demand of manpower or both. Among the measures to be adopted to increase labour supply are increase in labour force participation rates, selective employment of foreign manpower, etc. While curtailing labour surpluses may take the form of lowering the age of retirement, extending school attendance, reducing hours of work, etc.

In the course of discussion, the concept of interdependence of resource development was mentioned. It was stated that in several countries there was an oversupply of manpower and there was a tendency among the skilled to leave the country for better prospects of employment abroad. It was emphasized that in the interest of proper economic development, manpower planning should be the essential feature of general planning. Yet problems might arise in realizing the objective of the plan if the analysis does not take place at the micro level. This requires the reinforcement of the infra-structure of collecting and analyzing the appropriate data at the project level. It was also stated that strategic manpower may vary in time and place depending on the phase of development which a country has achieved. Also the fact that labour rotates among different projects within the same sector suggests that in planning, a concept of "labour velocity" may be usefully adopted. Also consideration of a possible Arab manpower pool should receive attention. It was concluded that there may be some advantages in attempting to improve the terms of trade in manpower with the outside world.

Country statements, reflected problems related to participation rates in general and those of women in particular. The sizable amount of expatriate manpower in some countries of the region was underlined. Problems of education and training were not saved. Advice on careers and vocational guidance was needed.

It was observed that training is usually confined to the new entrants into, rather than the existing labour force. With regard to the "Brain drain", it was stated that in the case of Arab countries, the reason may not entirely lie with personal preferences or financial attractions but may also be due to a feeling of isolation on the part of the highly qualified manpower. With regard to low levels of female participation rates in Arab countries, it was stated that it may be more apparent than real since the data are a function of what the individual or the family chooses to reveal.

It was concluded that the problem of definitions is not so much a problem of standardization as it is a question of clear specification of what is being used in collecting the data. Also that the structural distribution of manpower is a function of the sectoral structure of the economy. The transfer of labour force from agriculture to industry may be possible but only by passing through a "transitional" or "sponge" or "informal" sector e.g. construction, transportation etc.

J. Family Planning

The organizer highlighted the present family planning situation in the world. He stated that about 44 countries have national planning policies for either health or demographic reasons, while there are organized family planning activities in some form in a total of 110 countries.

There has been some confusion about the distinction between family planning and population policies. This has stemmed from the fact that from the beginning of the century till the early sixties, family planning had been based solely on a broad social welfare and health outlook. Since then family planning has become one of the most important instruments of na-

tional policies designed to reduce the rate of population growth. This had created the present ambiguity in terminology.

It was recognized that family planning is a social responsibility and a human right exercised by the parents to determine freely the number and spacing of their children.

It was emphasized that the concepts of both family planning and population policy had probably originated in the Eastern Mediterranean area, while the modern family planning had been late in starting. However, there has been a rapid growth in activity during the last ten years. It is expected that governments would increasingly assume responsibility for the provision of family planning within the framework of their economic and social development planning, especially in the public health sector. Irrespective of the specific policies of a given country, it was emphasized that a voluntary family planning association could play an important complementary role.

The advantages of a maternity centered approach to family planning was highlighted. Such an approach was aimed at a readily identifiable target group of women known to be fertile; it reaches the clients at a time when they are receptive to family planning; it avoids duplication of services; it is readily recognized in the total context of maternal and child care, and is linked directly to the efforts to decrease infant mortality and morbidity. After surveying the overall situation in the world, the following conclusions were drawn: (a) health oriented family planning services were needed in developing and developed countries alike in the interest of maternal and child health; (b) the inter-relationships between family planning and the general socio-economic development demands urgent consideration; and (c) the main emphasis in policies should be on health aspects of family planning, integrated into existing services. Such an approach would lead to steady progress, more durable than the results of crash programmes.

In reviewing country studies on the subject, it was mentioned that family planning in Iraq was not in any way a demographic imperative, and the programme is based solely on the health aspects of planned parenthood.

In Bahrain, where no formal activities in this field has yet been stated, it was observed that the motivation underlying such a policy was diverse. It encompasses both the high rate of population growth, the health aspects and the wider social issues. It was thought that the special socio-economic characteristics of Bahrain would facilitate the implementation of a family planning programme based on maternity hospitals.

The Tunisian family planning programme emphasizes that when their plans for social and economic development were drawn up, the need to reduce the rate of population growth had become apparent. Although the health and human rights aspects were not neglected, a special feature in Tunisia had been the early changes in a wide variety of legislation having direct or

indirect effect on fertility, fertility norms and contraceptive use. Thus the old French law banning contraceptives was revoked, abortion was made legal for mothers with 5 or more living children, laws pertaining to personal status were changed (including the introduction of monogamy), steps were taken to raise the status of women and finally in 1973 the abortion law was completely liberalized.

The conventional family planning approach in Egypt was said not to be enough to meet the demographic targets of that country. Although fertility has been declining, the decline was stopping at high levels; this is because the fertility patterns are a reflection of the present social and cultural structure. Egypt is therefore implementing a comprehensive programme of population oriented development programmes which would lead to changes in these structures and values and promote lower family norms. This was the most important aspects of the Egyptian policy, however, efficient family planning services would, of course, have to be on hand to meet the demand.

Since the analysis of the 1970 census and several socio-medical studies undertaken in recent years, it had become apparent that there was a real need for family planning in Syria. There had in fact been increasing use of contraceptives, and the inclusion of family planning in the public health sector would benefit the poorer sections of society. Very recently a family planning division was set up in the Ministry of Health and at the same time a family planning association was created.

In Lebanon, family planning services are at present only available through a private association and physicians. In fact family planning is theoretically illegal in Lebanon, but the Association has the full co-operation of the Government. The clinical experience and research studies have confirmed the need for formal family planning services, and it was hoped that this would eventually influence the government's attitude.

In the discussion that followed there was general agreement that family planning was the best defence against illegal, induced abortion which is becoming an increasing health hazard in addition to placing great strains on maternity departments of hospital services.

It was stressed that the most essential freedom for a woman, was the freedom to control her fertility. It was accordingly important that national women's federations were involved in the planning and executing of family planning programmes.

The link between fertility levels and overall socio-economic conditions was also raised in the discussions. It was suggested that information and education programmes could assist in promoting family planning as the case had been in other public health and nutrition services. This was also necessary because many misconceptions concerning family planning were widespread.

The distinction between family planning and population control was also stressed in the discussion. Family planning was a question of determining the number and spacing of children according to the economic, social and emotional capacity of the families. This includes the

treatment of infertility and sub-fertility. This was the context in which the term family planning should be understood in formulating the recommendations. However there was no consensus regarding whether or not a comprehensive population policy programme should always include a family planning programme.

K. Training and Research

Guidelines for discussion in this session were provided by the organizer in his opening statement. Reference was made to the various international and regional conferences where training and research aspects were discussed. Also the forthcoming World Population Conference was mentioned in this connexion.

Different types of training categories and levels were listed (e.g. professional, experts, policy makers etc). The activities of the Cairo Demographic Centre during 1973 - 1977 were briefly reviewed. Also the efforts of ECWA in this direction were mentioned.

In reviewing their respective papers, the authors gave an account of their activities and the infra-structure for research training. Experience in field work was elaborated. It was stressed that in view of the need to evaluate census data and their accuracy some training in the treatment of defective data should be envisaged. Age misstatement and defective recording of vital events are also sources of errors. It was recognized that existing programmes suffer from certain shortcomings in structure and contents. Relevance to real needs of training and research in this area of study together with quality was emphasized.

In the discussion that followed it was stressed that the relevant aspect to research in demography is not so much the availability of demographers as it is a problem of the lack of an institutional framework where a demographer can best be used.

In most countries of the region, it was observed that universities are adequately associated with research activities in demography since most studies in this field grow out of traditional functions of either a statistical or a planning outfit. In either cases, and in common with historical developments even in more advanced countries, the teaching and research in demography represents only a part of a curriculum in sociology, economics, statistics, geography, medicine etc.

III. RECOMMENDATIONS

Session One: Demographic Data Collection

The Conference recommends that:

In order to provide a sound basis for economic and social planning, Governments are urged to lay down integrated programmes for the collection and development of demographic data and to give particular attention to organize the civil registration records. In the preparation of such programmes, the terms and classifications should be standardized to facilitate compa-

rability of data. In this context, ECWA, in collaboration with the Governments, develop standard methods for the collection and preparation of such data.

In collaboration with the Governments of the region, ECWA is urged to crystallize its programmes for the collection, preparation and analysis of the demographic data needed by it, and co-ordinate efforts between the international organizations on the one hand and the Governments on the other with a view to deriving the maximum benefit from the assistance provided by these organizations and avoiding conflict and duplication.

Governments of the region pay the greatest attention to the use of modern techniques for building population indicators from deficient or defective data until better data become available. ECWA is asked to organize seminars, workshops and working groups for the achievement of this purpose after obtaining sufficient information from the countries of the region regarding the population data collected by each.

Session Two: Demographic Situation in the region

The Conference recommends that:

In order to raise the efficiency of workers in the field of population study and research in the countries of the region, it is recommended that Governments endeavour to make the maximum use of available training facilities in the relevant research centres. This is closely connected with the use that should be made of trainees in their fields of specialization. It is recommended that the United Nations and its Specialized Agencies provide Governments with the necessary assistance in this respect.

The technical machineries concerned in the countries of the region take into consideration the methods which are required in the collection and analysis of their demographic data so that they may lead to a correct and scientific measurement of demographic trends and developments.

Governments make intensive efforts for determining the internal and external migration rates, the causes and effects of migration, with special emphasis on the urbanization phenomenon on the one hand and on the movement of educationally qualified persons among the countries of the region on the other. It is recommended that the United Nations and its Specialized Agencies provide the necessary assistance towards that end.

Session Three: Population and Economic and Social Development

The Conference recommends that:

Governments pay attention to the study of the geographic distribution of the population in view of its direct effects on economic and social development, and endeavour to take such steps as are necessary for the concentration of the population in low density areas in communities of a size which allows a better provision of social services and employment opportuni-

ties, and that the United Nations and its Specialized Agencies provide the necessary assistance towards that end.

Governments take into consideration, when drawing up economic and social plans, demographic variables in their respective countries and in the region as a whole, owing to the great importance of population variables in determining social and economic development.

Governments, in collaboration with ECWA, carry out an expanded programme in the sphere of correlation between demographic variables and social and economic variables. This includes the holding of seminars and workshops and the formation of working groups for deepening research in the field.

It might be useful to strengthen cooperation with the organizations and institutes interested in this subjects, and to facilitate the exchange of experts and experiences among countries of the Region.

Session Four: Population and Education

The Conference recommends that:

Governments pay increasing attention to the quantitative and qualitative development of education, and particularly female education, and correlate education plans with social and economic plans and programmes with a view to ensuring a balance between supply and demand in the sphere of the labour force.

Governments co-operate with the United Nations and its Specialized Agencies in carrying out statistical research on the impact of education on economic and demographic variables including internal and external migration.

Governments co-operate among themselves and with the United Nations and its Specialized Agencies with a view to determining the best possible method for the introduction of population education and studies in the school curricula and in the different educational levels by means of field studies which take into account prevailing conditions in each country.

Session Five: Population and Agriculture

The Conference recommends that:

Governments cooperate with ECWA and other international organizations and agencies in carrying out the necessary studies in the sphere of agricultural planning with a view to achieving the maximum possible increase in the production of food in the shortest time possible in order to meet the requirements of the rapidly growing population, particular attention being paid to the development of animal resources.

Governments cooperate among themselves for the utilization of all cultivable land and pastures, by encouraging the exchange of capital, technical skills and labour, wherever necessary.

Governments take all measures and introduce the necessary legislation with a view to putting a limit to the use of good cultivable land for building and construction purposes.

Governments cooperate with the United Nations and its Specialized Agencies in carrying out studies and research relating to the improvement of the living standards in rural areas, narrowing the gap between rural and urban standards and determining the demographic and economic variables which lead to rural-urban migration.

Session Six: Technical Cooperation

The Conference recommends that:

ECWA, with the assistance of Governments, analyzes the demographic features of the countries of the region as soon as the necessary demographic data become available, in particular census data, and helps the Governments in the formulation of their population policies in accordance with the actual needs of each. Such a project may be financed by the United Nations Fund for Population Activities.

ECWA cooperates with the Governments in formulating research and studies programmes in the population field, to be undertaken by the technical centres, national institutes and universities; and takes steps for the dissemination and exchange of information concerning the institutions and experts specialized in population in the Arab countries.

Governments support the efforts being made by the United Nations Fund for Population Activities, in recognition of the great role being played by the Fund in supporting the population activities in countries of the region.

The Conference also urges the Specialized Agencies both within and outside the United Nations to support and strengthen the machinery of the Fund in the region to enable it to play its role in the best possible manner, taking the needs of the region into consideration.

The United Nations and its Specialized Agencies, in collaboration with the Governments, support the measures which are being taken at present to establish a Development Information Agency in the Arab World.

Session Seven: Population Policies

The Conference recommends that:

Governments endeavour to effect an integration of population policies with economic and social policies and, as far as possible, these policies be based on the results of scientific surveys and research.

Governments endeavour to define their population policy in all its aspects and to devise appropriate action programmes. This should, if possible, be completed preferably before the World Population Conference to be held this year.

Governments are urged to take into account the study of geographic distribution of the

population and the extent of its comparability with the distribution of the natural resources, and in the light of such study, Governments take appropriate measures to secure the settlement of population in productive areas.

The Conference stresses the importance of rural development and the provision of a reasonable level of amenities, services and work opportunities for the rural population in order to increase its attachment to the rural areas and to decrease migration to the cities.

Governments endeavour to decentralize the administrative machinery and involve the people in decision-making on the local level in so far as their interests and day-to-day problems are concerned.

Governments pay special attention to the question of raising the educational and cultural level of the people by formulating specialized programmes in addition to traditional education with a view to producing a population with a modern outlook.

Governments pay particular attention to the children and youth of the present generation and lay down an integrated plan to provide the necessary services for them on the one hand and to utilize their capacities on the other.

Governments of the region pay necessary attention to the question of "brain-drain" and endeavour to reduce this phenomenon by means of financial and moral incentives designed to encourage emigrants to serve their countries, bearing in mind at the same time that migration within the region is beneficial to the Arab countries. In this connexion the Conference suggests that Arab institutions concerned with questions of development carry out a survey of Arab experts abroad and that efforts be made to utilize their experience within the region.

Since the Palestinian people constitutes an important part of the population of the region and the Palestinians have been the victims of several methods of displacement, and since their problems have become part of the population problems of the region, the Conference appeals to the United Nations to put an end to their tragedy by implementing its resolutions concerning them, especially the right of the Palestinians to return to their homeland; in the meantime the United Nations is urged to endeavour to improve the educational and living conditions of those among them living in camps.

Whereas the Arab population in the occupied territories is continuously subjected to forced emigration and to the demolition of their homes, the Conference appeals to the United Nations and to world conscience to endeavour to put an end to such tragedies as these constitute one of the most important population and human problems in the region.

Session Eight: Population and Health

The Conference recommends that:

Governments support MCH Centres and increase their numbers, concentrating in particular on the more needy population groups, and that the United Nations and its Specialized Agencies

provide adequate assistance to these Centres particularly in so far as training and equipment are concerned.

Governments which have not yet instituted a health insurance programme take early steps to do so and that the UN and its Specialized Agencies provide the assistance required in this regard.

Governments endeavour to coordinate the health services provided by the official and non-official machineries in their countries and encourage the exchange of experience and experts among themselves in all health spheres, and that the UN and its Specialized Agencies help in facilitating such exchange.

Governments give attention to the subject of family health and its relationship to the size of the family, spacing between pregnancies, the age of the mother and other factors, and cooperate with each other and with regional and international agencies active in this field in carrying out the necessary field studies supported by medical examinations and laboratory tests, including health and psychological aspects.

Governments, in preparing training programmes for the various categories of workers in the fields of social, health and educational services, include in such programmes subjects relating to population dynamics and the general relationship between health and the composition of the family.

Session Nine: Population and Manpower

The Conference recommends that:

Governments, when planning the labour force, are urged to look upon the Arab labour market as one market, and endeavour to conclude the necessary agreements among themselves to organize the movement of Arab workers and technicians among countries of the region and other Arab countries.

Governments endeavour to adopt and apply uniform methods in the classification of population data, especially those relating to the labour force, such as classification by occupation. In this respect they may cooperate with the international and Arab organizations concerned.

Governments endeavour to eliminate illiteracy particularly among the labour force, according to their needs, in view of the effect it will have on increasing productivity and on uplifting their social standards.

Governments, in collaboration with the United Nations and its Specialized Agencies, carry out statistical research in order to determine labour force participation rates prevailing in their countries especially of the female population. It is necessary to pay special attention to the use of standard definitions and terms in order to arrive at accurate results.

Governments take the necessary measures to encourage women's participation in the production fields in view of the far reaching effects that this has on economic, social and demographic developments.

Governments endeavour to cooperate with the ILO and other specialized international organizations for the holding of lectures and seminars with the object of acquainting the labour force with population questions.

ILO gives the region attention similar to that received by other regions of the world by sending a highly specialized group of experts in the field of labour force studies, to help the Governments to assess problems relating to labour force and suggest appropriate solutions in the light of the situation of the countries of the region.

Session Ten: Family Planning

The Conference recommends that:

Governments are urged to view family planning as a human right for every family, considering this as a basic human right in Arab society, in view of the impact which the exercise of this right has on the living conditions of the family and the raising of the health level of the mother and child. To ensure the exercise of this right with consciousness and responsibility it is imperative that information concerning family planning be made available, that the necessary means be provided within the framework of the basic health services and that the international organizations concerned provide the necessary assistance towards that end, especially through the expansion of the services provided by maternity and child health centres.

Governments in collaboration with the international organizations concerned ensure the exchange of information, experience and experts in the field of family planning among the countries of the region and the Arab countries in general.

Governments look upon family planning within the framework of overall development and not as an end in itself, owing to the direct connexion that exists between family planning and the development of society in all spheres.

Session Eleven: Training and Research

The Conference recommends that:

ECWA takes the necessary measures to expedite the translation into Arabic of foreign sources dealing with the subject of population and distribute the translations to all agencies and institutes interested in population in the countries of the region, giving priority to those references which deal with the scientific methods and applied curricula of population studies.

ECWA endeavours to organize short courses for the different levels of workers in population studies in order to bring their knowledge up to date and acquaint them with the modern developments and methods in this field.

ECWA, the United Nations and its Specialized Agencies rely as much as possible on citizens of the countries concerned in carrying out population studies in the countries of the region.

The United Nations and its Specialized Agencies support the scientific libraries of the specialized agencies in the population fields by providing them with the most up to date scientific reference books as soon as they are published.

The Cairo Demographic Centre provides such study programme that trainees may obtain an educational degree of a high level recognized by the countries of the region and by foreign universities.

Governments establish and support national centres for population studies and research to be attached to the Government Department which is most interested in population questions, and the United Nations and its Specialized Agencies assist the Governments concerned in strengthening these centres especially in the initial stages of their establishment.

General recommendations

The Conference recommends that ECWA, in cooperation with the International Agencies and the Specialized Agencies attached to the United Nations be urged to give particular attention to assist the less developed countries of the region in implementing the recommendations of the Conference, making use of the talents available in the relatively more advanced countries of the region.

The Conference expresses its gratitude to the Lebanese Government and ECWA for organizing and servicing this Conference, and recommends that regional population conferences for the region be held at five-year intervals.

The Conference recommends that Arab countries should give financial support each according to its means for the purpose of enabling ECWA to shoulder its glorious responsibility and provide fruitful services in the region.

ANNEX I

LIST OF PARTICIPANTS

I. COUNTRY PARTICIPANTS (ECWA REGION)

BAHRAIN

Official Delegation

1. Dr. Ali Hassan Taqi
Superintendent
Planning and Public Relations
Ministry of Labour and Social Affairs
2. Mr. Wissa Ajaibi Benjamin
Town Planner
Planning and Coordination Council

Invited Author

1. Dr. Ibrahim M. Yacoub
Director of Curative Medicine
Ministry of Health

IRAQ

Official Delegation

1. H.E. Dr. Jawad Hashem
Minister of Planning
2. Mr. Ismail Aldelaïmi
Director-General
Educational and Social Department
Ministry of Planning
3. Mr. Adnan Al-Rubaii
Director
Vital and Health Statistics
Ministry of Health
4. Mr. Tahseen Mustafa
Director
Demographic Studies Section
Ministry of Planning

Invited Authors

1. Mr. Abdul Husayn Zayni
Assistant Professor of Demographic Statistics
Baghdad University
2. Dr. Fouad H. Ghali
Director General-Karkh
Maternity Hospital and Director Maternal and Child
Health Project
Ministry of Health

JORDAN

Official Delegation

1. Dr. Khalil Salem
President of the National Planning Council
2. Dr. Shugaa Alasad
Director General of Department of Statistics
National Planning Council
3. Mr. Safwan Qassem
National Planning Council

Invited Authors

1. Dr. Mahmoud Darwish
Head of Statistics Division
Ministry of Health
2. Mr. Najati Al-Boukhari
Director of Projects
Ministry of Education
3. Dr. Michel Marto
Department of Economic Research
Royal Scientific Society
4. Mr. Abdul Karim Bourini
Department of Statistics
Royal Scientific Society
5. Mr. Wassef Azar
Head, Economic Data Bank
Royal Scientific Society

Observers

1. Miss Fadwa Haddad
Director of Surgery Department
Ashrafieh Hospital
2. Dr. Fawzi Sahawné
Professor, Jordan Hospital

KUWAIT

Official Delegation

1. Mr. Fouad Mulla Hussein
Director
Central Statistical Office
2. Mrs. Wasmia Khaled Al-Gunaim
Controller of Population and Vital Statistics
Planning Board
3. Mr. Musaid Hassan El-Amin
Supervisor of Studies and Technical Bureau
Planning Board

Invited Authors

1. Dr. Safouh Akhras
Arab Institute for Economic and Social Planning, UN
Expert in Social Planning
2. Dr. Mohamad Rabie
Professor, Kuwait University

LEBANON

Official Delegation

1. H.E. Dr. Hassan Al-Rifai
Minister of Planning
2. Mr. Joseph Donato
Director-General
Office of Social Development
3. Mr. Chafik Mneimneh
Director-General, p.i.
Ministry of Planning
4. Mr. Naief Maalouf
Director of Elementary Education
Ministry of National Education
5. Mr. Abdul Ghafir Itani
Ministry of Foreign Affairs

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| 6. Mr. Omar Adada | Ministry of Planning |
| 7. Mr. Rémi Chami | Ministry of Planning |
| 8. Mr. Robert Kasparian | Chief of Studies and Publications
Ministry of Planning |
| 9. Mr. George Zoghbi | Chief of Technical Cooperation Service
Ministry of Planning |
| 10. Mr. Hussein Hamdan | Responsible for Human Resources Group
Ministry of Planning |
| 11. Mr. Boutros Labaki | Ministry of Planning |
| 12. Dr. Abdu Abu-Zeid | Chief, Health Group
Ministry of Planning |
| 13. Mr. Roger Hage | Ministry of Planning |
| 14. Mr. Mohamad Khair Doughan | Ministry of Planning |
| 15. Dr. Fawzi Ma'louli | Ministry of Health |
| 16. Mr. Hikmat Awad | Ministry of Foreign Affairs |
| 17. Mr. Abdul Ghaffar Itani | Ministry of Foreign Affairs |
| 18. Mr. Sami Shaieb | Ministry of Interior |
| 19. Mr. Elie Shehadeh | Chief, Statistics Department of Social Affairs
Ministry of Interior |
| 20. Mrs. Nimeh Kanaan Abi-Abdallah | Office of Social Development |
| 21. Mr. Jean Mourad | Office of Social Development |
| 22. Mr. Moussa Gédéon | Expert in Community Development
Office of Social Development |

Invited Author

- | | |
|------------------------|-------------------------------|
| 1. Dr. Jamal Harfouche | American University of Beirut |
|------------------------|-------------------------------|

Observers

- | | |
|------------------------|--|
| 1. Dr. George Deib | Professor in Law |
| 2. Mr. Ahmed Stayteyah | Demographer |
| 3. Dr. Adma Abuchedid | President, Lebanon Family Planning Association |
| 4. Mr. T. Osseiran | Secretary General, Lebanon Family Planning Association |
| 5. Mrs Zahia Salman | |

PEOPLE'S DEMOCRATIC REPUBLIC OF YEMEN

Official Delegation

1. Mr. Mani Ahmed Ali Al-Ahmadi Head of Economic Department
Central Planning Commission
2. Mr. Suleiman Farag Yeslam Head of Population and Social Statistical Section,
Central Statistical Office
3. Mrs. Salwa Bin-Humam Planning Officer
Central Planning Commission

Invited Author

1. Mr. Reda Kandill UN Census Adviser, Aden

QATAR

Official Delegation

1. H.E. Mr. Ali Ansari Minister of Labour and Social Affairs
2. Mr. Mohammad A. Azzam Director
Office of His Excellency
The Minister of Labour and Social Affairs
3. Mr. Mohammad Saad Al-Mahmoud Director
Ministry of Labour and Social Affairs
4. Mr. Ibrahim Al Sharif Civil Engineer
Ministry of Public Works

SAUDI ARABIA

Official Delegation

1. Mr. Ali Rashed Director-General
CDS, Ministry of Finance
2. Mr. Abdul Aziz Samkari Director-General
Town Planning Office
3. Mr. Othman A. Soleiman Architect, Town Planning Office

Invited Author

1. Mr. Zoheir Sebai Assistant Professor
Faculty of Medicine, University of Riyadh

SYRIA

Official Delegation

1. Mr. Mohiddine Mamish Director, Population Studies Centre
Central Bureau of Statistics
2. Miss Nahla Sabban Chief, Population Manpower Section
Ministry of Planning

Invited Authors

1. Dr. Farid Bustani
Central Bureau of Statistics
2. Mr. Mamdouh Moubaid
Director of Social Statistics
Central Bureau of Statistics
3. Mr. Mustafa Alawani
Deputy Director of Aleppo Statistical Office
4. Mr. Hisham Khawajkieh
Aleppo University
5. Mr. Munir Azzam
Inspector, Ministry of Education

Observers

1. Mr. Fawaz Al-Nukari
Editorial Secretary for Reportage Studies and Books
2. Mr. Saleh Rajab
Director, March Institute for Peasants Culture
3. Mr. Wajih Taha
Director, Central Institute of Workers Education
4. Dr. M. Aref El-Yafi
Director of Technical Health Institute
Director of International Health Affairs
Ministry of Health
5. Mr. Hajer Sadek
Parliamentary Deputy
6. Dr. Yasser Muftah
Department Director
Ministry of Health
7. Mr. Adnan Habbab
Deputy Director
Central Bureau of Statistics
8. Mrs. Anan Mneimne
Women's Federation
9. Mr. Hana Hanna
General Labour Confederation

UNITED ARAB EMIRATES

Official Delegation

1. H.E. Mr. Mohammad Al-Kindi
Minister of Planning
2. Mr. Hassan Mousa Al-Kumzi
Director, Planning Department
3. Mr. Salah Demn Kamal
Expert, Ministry of Planning
4. Mr. Yahya Hashem Hamoudi
Director, Office of Minister of Planning
5. Mr. Abdulaziz Al-Owais
Ministry of Foreign Affairs

YEMEN ARAB REPUBLIC

Official Delegation

1. Mr. Mohammed Anam Ghaleb
Adviser to Central Planning Organization
2. Mr. Mohammed Al-Haimi
Head, Population Census Department
Central Planning Organization

Observers

1. Mr. Ahmad Mouhsen Al-Akwa Ministry of Health
2. Dr. Fatima Ismail Al-Akwa Ministry of Health

II. COUNTRY PARTICIPANTS (OTHER THAN ECWA REGION)

AFGHANISTAN

Observers

1. Mrs. Fahima Arsala Director, AVECENA Hospital

CYPRUS

Observers

1. Mr. Michael Attalides Sociologist, Social Research Centre
2. Mr. T. Konis Senior Welfare Office
Social Welfare Department
Ministry of Social Affairs
3. Mr. T. Paschalis Senior Statistics Officer
Department of Statistics

ARAB REPUBLIC OF EGYPT

Observers

1. Prof. Salah Karim Adel Department of Obstetrics and Gynecology
Faculty of Medicine
2. Mr. Mahmoud Farag Director
Guiza Family Planning Association
3. Prof. M. S. Foda Chairman
IPPF Regional Medical Committee
4. Mr. Abdel Fattah Nassif
5. Mr. Nader Ferghani Planning Director
Supreme Council for Family Planning
6. Mr. Toufic S. Rashed Commercial Attaché
Egyptian Embassy, Beirut

Invited Author

1. Prof. Saad Gadallah Professor of Social Demography
American University of Cairo

MOROCCO

Observers

1. Mrs. S. Saidi Centre de Recherche et d'Etudes Démographiques
2. Mr. A. Outarahout Maternity of Rabat

3. Mr. A. Terrab

Régie des Tabacs

SUDAN

Observers

1. Mr. Ahmed Al Ebeid

Director
Social and Economic Section
National Council for Research

2. Mr. Omar Al Tay

Deputy Director of Department of Statistics

3. Mr. Siraq Al Din Hassan

Demographer, Department of Statistics

4. Mrs. Mahasen Saad

Chairman,
IPPF Regional Information and Education Committee

TUNISIA

Invited Authors

1. Mr. Mezri Chekir

President Director General
National Office of Family Planning and Population

2. Mr. Hafedh Sethom

Professor of Demography
University of Tunisia

Observers

1. Mrs. Fayza Slama

Attachée de Cabinet
Ministry of Public Health

2. Dr. Tewhida Ben Cheikh

IPPF Regional Vice President

3. Mr. Chedli Tarifa

Demographer, Section Chief
National Institute of Statistics

4. Mr. Mohamed Boubaker

5. Mr. Ahmed Beltaif

UNITED STATES OF AMERICA

Invited Author

1. Mr. Saad El-Din Ibrahim

Professor of Sociology
Department of Sociology
DePauw University, Indiana

III. UNITED NATIONS

DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS
POPULATION DIVISION

1. Mr. Jean-Claude Chasteland

Senior Population Affairs Officer
Office of the Director

2. Mr. Riad Tabbarah

Acting Chief
Population Policy Section

STATISTICAL OFFICE

1. Mr. Vaino Kannisto Inter-Regional Adviser on Demographic and Social Statistics

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

1. Mr. Rafael Salas Under-Secretary General, Executive Director
2. Mr. Rushdi El-Heneidi Chief, Section for Africa and the Middle East
3. Mr. Jyoti Shankar Singh Assistant Executive Secretary
World Population Year
4. Dr. Faissal Cheikh El-Ard UNFPA Co-ordinator, Beirut

UNITED NATIONS DEVELOPMENT PROGRAMME

1. Mr. Alfred H. MacKenzie Resident Representative, Beirut
2. Mr. Abdel Razzak Chouairi Programme Officer, Damascus
3. Mr. Adnan Soghaier Senior Agricultural Adviser and FAO Country Representative, Damascus

UNICEF

1. Mr. James McDougall Regional Director
Eastern Mediterranean Office
2. Dr. Osman Farrag Regional Planning Officer
Eastern Mediterranean Office

ILO

1. Dr. S. Burgan Director, Beirut Office
2. Mr. P. Akrawee Deputy Director, Beirut Office
3. Mrs. Antoinette Beguin
4. Mr. Torkel Alfthan Associate Expert

UNESCO

1. Dr. Abdul Qader Yusuf Expert in Teachers' Training and Acting Director, Beirut
2. Dr. Alexander Kjurciev Regional Adviser in Population Dynamics and Educational Planning, Beirut
3. Mr. Cao Tri Huynh Specialist in Educational Economics

WHO

1. Dr. S. A. Zafir Regional Adviser on Family Health
Regional Office for the Eastern Mediterranean
2. Dr. Esmat I. Hammoud Regional Adviser on Health Statistics
Regional Office for the Eastern Mediterranean

FAO

1. Mr. Suleiman Nour El-Din

Regional Adviser on Population Activities in the Near East

UNRWA

1. Dr. Mohammed Sharif

Director of Health

2. Dr. John McPhail

Chief, Preventive Medicine Division

3. Mr. A. Clark

Education Officer

IV. ECWA (Conference Secretariat)

1. Mr. Mohamad S. Al-Attar

Executive Secretary

2. Mr. Basim Hannush

Chief, Economic and Planning Division

3. Mr. Zdenko Rajakovic

Chief, Population Studies and Programmes Section

4. Mr. Soleiman Tarbah

Chief, Administrative Unit

5. Mr. Nabil F. Khoury

Population Affairs Officer - Technical Secretary of the Conference and Rapporteur

6. Mr. Jean-Marie Pelet

Population Affairs Officer

7. Mrs. Odette Abcarius

Senior Administrative Officer

8. Mrs. Waddad Haddad

Research Assistant

9. Miss Leda Seraydarian

Research Assistant

10. Miss Amal Lahoud

Research Assistant

11. Mr. George Kossaifi

Research Assistant

12. Mr. Samir Nassif

Research Assistant

13. Miss Marie-Aline Kamer

Administrative Assistant

14. Mrs. Danielle Nasr

Secretary

15. Mrs. Théa Sancho

Secretary

V. OTHER ECWA PARTICIPANTS

1. Mr. V. J. Ram

Chief, Human Resources Section

2. Mr. George Sfeir

Chief, Industry Unit

3. Mr. Gabriel Rezek

Chief, Technical Cooperation Unit

4. Mr. M. Z. Shafei

Regional Adviser, Development Finance and Economics

5. Mr. H. Ammar

Regional Adviser in Social Development

6. Mr. T. Al-Khudayri

Regional Adviser in Industry

- | | |
|----------------------------|----------------------------|
| 7. Mr. H. Mourad | Director, PROPFAD |
| 8. Mr. A. Mardini | Expert, PROPFAD |
| 9. Mr. A. Khayata | Regional Adviser, PROPFAD |
| 10. Mr. George Haddad | Economic Affairs Officer |
| 11. Mr. Salem Saleem | Chief, Information Service |
| 12. Mr. Ghanem Al-Atraqchi | Information Officer |
| 13. Mr. Hilmi Maalouf | Information Consultant |

VI. ORGANIZERS

- | | |
|-------------------------------|---|
| 1. Dr. Ahmed Radjai | Director
Central Bureau of Statistics
Damascus |
| 2. Mr. M.S. El-Khodary | Demographic Adviser
Kuwait |
| 3. Mr. Jean-François Audroing | Professor of Economics
Université Saint Joseph, Beirut |
| 4. Mr. Abdel Razak Kaddoura | President, Damascus University |
| 5. Dr. Elias Tuma | Professor of Economics
University of California, Davis |
| 6. Dr. Abdelmagid Farrag | Professor and Head, Department of Statistics
Faculty of Economics and Political Sciences
Cairo University |
| 7. Dr. L. Verhoestrade | Director
School of Public Health
American University of Beirut |
| 8. Dr. A. Zahlan | Director
Research and Operations
Arab Projects Development |
| 9. Dr. I. Nazer | Regional Director
International Planned Parenthood Federation |
| 10. Dr. Joseph Tamasy | Directeur Adjoint
Institut de Recherches Démographiques
Budapest, Hongrie |
| 11. Mr. R. B. Lal | Regional Adviser in Population Statistics
ECWA |

VII. CONSULTANTS

- | | |
|--------------------------|-----------------------------------|
| 1. Mr. Michel Debeauvais | Development Centre
OECD, Paris |
|--------------------------|-----------------------------------|

- | | |
|--------------------------|---|
| 2. Mr. William Brass | Professor of Medical Demography
London School of Hygiene and Tropical Medicine |
| 3. Dr. Abdel Rahim Omran | Professor of Epidemiology
Carolina Population Center
Chapel Hill, North Carolina, USA |
| 4. Mr. Paul Demeny | Vice-President
The Population Council
New York, USA |
| 5. Dr. Hanna Rizk | UN Senior Demographic Expert
Amman, Jordan |

VIII. REGIONAL ORGANIZATIONS

LEAGUE OF ARAB STATES

- | | |
|--------------------|--|
| 1. Mr. T. H. Wasfi | Director, Social Development and Youth |
|--------------------|--|

INTERNATIONAL UNION FOR THE SCIENTIFIC STUDY OF POPULATION

- | | |
|----------------------|---|
| 1. Mr. William Brass | Professor of Medical Demography
London School of Hygiene and Tropical Medicine |
|----------------------|---|

INTERNATIONAL PLANNED PARENTHOOD FEDERATION

- | | |
|----------------------|--|
| 1. Dr. I. Nazer | Medical and Administrative Director
Middle East and North African Regional Office |
| 2. Mr. Torben Larsen | Social Demographer, Beirut |
| 3. Mr. Dermot Knox | Technical Cooperation and liaison Officer |

IX. OTHER ORGANIZATIONS

GENERAL UNION OF CHAMBERS OF COMMERCE, INDUSTRY
AND AGRICULTURE FOR THE ARAB COUNTRIES

- | | |
|-----------------------|-----------------------------|
| 1. Mr. Elias Ghantous | Assistant Secretary-General |
|-----------------------|-----------------------------|

THE FORD FOUNDATION

- | | |
|------------------------|--------------------------|
| 1. Mr. Courtney Nelson | Representative |
| 2. Mr. Samuel Banker | Associate Representative |

THE POPULATION COUNCIL

- | | |
|----------------------|---------------------------------------|
| 1. Mr. Joel Montague | Regional Director
Near East/Africa |
|----------------------|---------------------------------------|

X. UNIVERSITIES

AMERICAN UNIVERSITY OF BEIRUT

- | | |
|--------------------------|------------------------------------|
| 1. Dr. Yusuf Sayegh | Professor of Economics |
| 2. Dr. Charles Churchill | Professor, School of Public Health |

3. Mr. Joseph Chamie

School of Public Health

ARAB UNIVERSITY OF BEIRUT

1. Dr. Kamal Dessouki
Chairman, Department of Philosophy and Sociology
2. Dr. Muhammad Al-Hadi Al-Mokaifi
Chairman of Education Department
3. Dr. Muhammad Atif Ghayth
Professor of Sociology
4. Dr. Muhsin Muharram Zahran
Professor of urban planning
5. Dr. Tahir Sadik
Engineering and Architecture Department

LEBANESE UNIVERSITY

1. Dr. Abdel-Karim Yafi
Lecturer in Demography
2. Mr. Riad Aouad
Instructor in Demography
3. Mr. Philippe Fargues
Instructor in Demography
4. Mr. Youssef Courbage
Instructor in Demography

ANNEX II

AGENDA

1. Registration
2. Opening Ceremony
3. Election of Officers
4. Country Statements
5. Demographic Data Collection
6. Demographic Situation in the region
7. Population and Economic and Social Correlates
8. Population and Education
9. Population and Agriculture
10. Technical cooperation
11. Population Policies
12. Population and Health
13. Population and Manpower
14. Family Planning
15. Training and Research
16. Major recommendations
17. Closing statements.

ANNEX III

LIST OF DOCUMENTS

First Session: Demographic Data Collection

- Collection and Compilation of Demographic Data in Kuwait - prepared by the Central Statistical Office, the Planning Board, Kuwait^{1/} ECWA/POP.CON.I/SP.2/E
- Collection of Demographic Data - prepared by the Central Department of Statistics, Ministry of Finance and National Economy, Riyadh, Saudi Arabia^{1/} ECWA/POP.CON.I/SP.4/E
- Methods of Collecting Demographic Data in Syrian Arab Republic - prepared by Mr. Al-Moubaied^{1/} ECWA/POP.CON.I/SP.7/E
- The Estimation of Fertility and Mortality from Defective Vital Registration Records - prepared by Prof. W. Brass^{1/} ECWA/POP.CON.I/BP.10/E
- The Availability of Demographic Statistics Around the World - prepared by the Statistical Office of the United Nations^{1/} ECWA/POP.CON.I/BP.3/E
- The Collection of Demographic Data in Jordan - prepared by Mr. A.K. Bourini^{1/} ECWA/POP.CON.I/SP.18/E/Rev.1
- Statistics in the Arab Republic of Yemen - prepared by Mr. M. A. Ghaleb^{2/} ECWA/POP.CON.I/CP.9/A
- The Population Census in the Yemen Arab Republic - prepared by Mr. M.A. Al-Haimi^{2/} ECWA/POP.CON.I/CP.7/E/A
- Demographic Data Collection in the PDRY - prepared by Central Statistical Office, PDRY^{1/} ECWA/POP.CON.I/CP.13/E
- Organization and Methods of the Dual-Report System in Iraq - prepared by Dr. S. Al-Shai-khaly^{1/} ECWA/POP.CON.I/CP.10/E

Second Session: Demographic Situation in the Region

- UNRWA Services and the Palestine Refugee Population - prepared by UNRWA^{1/} ECWA/POP.CON.I/WP.9/E

^{1/} Original in English
^{2/} Original in Arabic

Population and Children's Problems - prepared by UNICEF and ECWA ^{1/}	ECWA/POP.CON.I/WP.14/E
The Demographic Situation in the Arab countries of the Middle East-prepared by ECWA ^{3/}	ECWA/POP.CON.I/WP.13/E/F
Collection and Compilation of Demographic Data in the State of Kuwait - prepared by the Central Statistical Office, the Planning Board, Kuwait ^{1/}	ECWA/POP.CON.I/SP.2/E
Demographic Situation in Kuwait-prepared by the Central Statistical Office, the Planning Board, Kuwait ^{1/}	ECWA/POP.CON.I/SP.5/E
Population Situation in the Syrian Arab Republic - prepared by Mr. M. Mamiche ^{2/}	ECWA/POP.CON.I/SP/10/E/A/F
The Population Position of Jordan - prepared by Mr. W. Y. Azar ^{1/}	ECWA/POP.CON.I/SP.17/E
Report on Population Growth and Vital Statistics in Iraq - prepared by Mr. T. Mustafa ^{1/}	ECWA/POP.CON.I/CP.1/E/Rev.1
Données diverses sur la population au Liban - préparé par l'Institut des Sciences Sociales de l'Université Libanaise ^{3/}	ECWA/POP.CON.I/UP.9/F
Population Growth Trends in the People's Democratic Republic of Yemen - prepared by Mr. M. A. Ali ^{2/}	ECWA/POP.CON.I/CP.16/A
Population Statistics of the United Arab Emirates - prepared by the Department of Planning, Abu Dhabi, UAE ^{2/}	ECWA/POP.CON.I/CP14/E/A.
Demographic Characteristics of the Lebanese Population. Present situation and future expectations - prepared by Mr. H.A. Hamdan ^{2/}	ECWA/POP.CON.I/CP.12/A
<u>Third Session: Population and Economic and Social Correlates</u>	
Population Growth and Economic Growth in Syria - prepared by Dr. M. H. Khawajkieh ^{2/}	ECWA/POP.CON.I/SP.11/E/A/F

^{1/} Original in English
^{2/} Original in Arabic
^{3/} Original in French

Demographic, Economic and Social Correlates in Arab Countries - prepared by Prof. J-F. Audroing, Messrs J-C. Chasteland, C. Hund and Miss L. Seraydarian ^{3/}	ECWA/POP.CON.I/WP.10/E/A/F
Relation between Demographic Investment and Economic Investment - case study of Syria - prepared by Prof. J-F. Audroing ^{3/}	ECWA/POP.CON.I/WP.1/E/A/F
The implications of Prospective Trends of Economic and Social Development for Demographic Change - prepared by Prof. A.J.Coale ^{1/}	ECWA/POP.CON.I/BP.4/E
Recherche des Structures Optimales du Développement Démographique, Economique et Social - préparé par le Prof. A. Sauvy ^{3/}	ECWA/POP.CON.I/BP.5/F
<u>Fourth Session: Population and Education</u>	
Population Dynamics and Educational Development in the Arab States - prepared by Dr. A. Kjurciev and assisted by Messrs Y. Courbage and G. Zouain - UNESCO ^{1/}	ECWA/POP.CON.I/WP.3/E/A/F and corrigendum
La planification des ressources humaines et les recensements de 1970 - préparé par le Prof. M. Debeauvais ^{2/}	ECWA/POP.CON.I/WP.17/F
Education Services for UNRWA Registered Refugees - Part II - prepared by UNRWA ^{1/}	ECWA/POP.CON.I/WP.9/E
Population and Education in Jordan - prepared by Mr. N. Al-Bukhari ^{1/}	ECWA/POP.CON.I/SP.19/E
Population and Education in Syria - prepared by Mr. M. Azzam ^{1/}	ECWA/POP.CON.I/SP.13/E
Population and Education - prepared by UNESCO ^{1/}	ECWA/POP.CON.I/BP.6/E
Relationship between Population Growth in Primary and Preparatory Education in Syria (1960-1985) - prepared by Miss N. Sabban ^{1/}	ECWA/POP.CON.I/CP.5/E
L'évolution de la population et l'éducation - préparé par Mme F. Slama ^{2/}	ECWA/POP.CON.I/UP.5/F

- ^{1/} Original in English
^{2/} Original in Arabic
^{3/} Original in French

Fifth Session: Population and Agriculture

Population, Food and Agriculture in the Arab Countries - prepared by Mr. E. Tuma^{1/}

ECWA/POP.CON.I/WP.15/E

Population, Land and Agricultural Labour in the UNESOB area - prepared by Mr.K.D.S.Baldwin^{1/}

ECWA/POP.CON.I/WP.8/E

Development in Agriculture and the Limited Supply of Labour - prepared by Dr.R.El-Mallakh^{1/}

ECWA/POP.CON.I/SP.23/E

Reproductive Norms and Fertility Motivation in Rural Areas, a Population Threat to Food and Agriculture-prepared by Mr. S.Gadalla^{1/}

ECWA/POP.CON.I/SP.22/E

Rural Population and Agriculture in the Syrian Arab Republic - prepared by Mr. M. Al-Shihabi^{1/}

ECWA/POP.CON.I/UP.3/E

L'évolution des campagnes et les migrations de population en Tunisie - prepared by Mr.S. Hafedh^{2/}

ECWA/POP.CON.I/SP.24/F

Population Problems in relation to Agricultural and Food Development in the Near East -prepared by FAO Regional Office in the Near East^{1/}

ECWA/POP.CON.I/WP.19/E

Sixth Session: Technical Cooperation

United Nations Technical Assistance in the Field of Population in Countries of the ECWA Region - prepared by the Population Studies and Programmes Section of ECWA in co-operation with Dr. F.Cheikh El-Ard, UNFPA Co-ordinator - Beirut^{1/}

ECWA/POP.CON.I/WP.12/E

IPPF Cooperation and Assistance in Middle East and North Africa Region - prepared by IPPF Middle East and North Africa Region^{1/}

ECWA/POP.CON.I/WP.7/E/A

Technical Assistance in Population Fields in the Syrian Arab Republic - prepared by Mrs. M. Al-Zirkli^{1/}

ECWA/POP.CON.I/SP.8/E

^{1/} Original in English
^{2/} Original in Arabic

Role and Magnitude of UN in Providing Technical Assistance to People's Democratic Republic of Yemen in Population Field-prepared by PDRY ^{1/}	ECWA/POP.CON.I/SP.21/E
<u>Seventh Session: Population Policies</u>	
Population Policies, Scope, Goals, Means and Problems - prepared by Dr. H. Rizk ^{1/}	ECWA/POP.CON.I/WP.4/E
The Arab Brain-Drain Problem - prepared by Prof. A. Zahlan ^{2/}	ECWA/POP.CON.I/WP.18/A
Urbanization in the Arab World - The Need for an Urban Strategy - prepared by Dr. S. E. Ibrahim ^{1/}	ECWA/POP.CON.I/SP.28/E
The Situation of Arab Youth in the Light of Social Situation Surrounding them - prepared by Dr. S. Akhras ^{2/}	ECWA/POP.CON.I/SP.25/A
The Development of National Population and Family Planning Policy in Egypt - prepared by Mr. N. Ferghany ^{1/}	ECWA/POP.CON.I/CP.15/E
Administrative Models for the High Level Planning and Coordination of Governed Population and Family Planning Programme in the Near East and Africa - prepared by Mr. J. Montague and Dr. M. Thorne ^{1/}	ECWA/POP.CON.I/BP.1/E
Population Policies - prepared by Prof. P. Demeny ^{1/}	ECWA/POP.CON.I/BE11/E
Brain-Drain in Syria - prepared by Mr. J. Murad ^{1/}	ECWA/POP.CON.I/UP.6/E
The Bedouins, their Conditions and Suggestions for their Development - prepared by Mr. M. S. El-Halabi ^{1/}	ECWA/POP.CON.I/UP.7/E

^{1/} Original in English
^{2/} Original in Arabic

Eighth Session: Population and Health

Epidemiological aspects of Population Change in the Arab World - prepared by Dr. A.R.Omran^{1/}

ECWA/POP.CON.I/WP.11/E

Population, Health and Family Planning Programme - prepared by Dr. S. A. Zafir^{1/}

ECWA/POP.CON.I/WP.6/E/F/Rev.1

Population et Santé au Liban - préparé par Dr. A. Abou-Zeid^{2/}

ECWA/POP.CON.I/SP.27/F

Impact of Socio-Economic and Demographic Trends on the National Health Situation in Jordan - prepared by Dr. M. Darwish^{1/}

ECWA/POP.CON.I/SP.29/E

Population Factors in the Development of Health Services in Iraq - prepared by Dr. A. S. Al-Rubaie^{1/}

ECWA/POP.CON.I/CP.6/E

Health and Population in Syria - prepared by Dr. M. Y. Miftah^{1/}

ECWA/POP.CON.I/CP.11/E

Health Aspects of Population Trends and Prospects (summary) Prepared by the WHO^{1/}

ECWA/POP.CON.I/BP.9/E

Nineth Session: Population and Manpower

Manpower Situation in the Arab Region and Future Needs - prepared by Prof. A. M. Farrag^{1/}

ECWA/POP.CON.I/WP.16/E

La Planification des Ressources Humaines et les recensements de 1970 - préparé par le Prof. M. Debeauvais³

ECWA/POP.CON.I/WP.17/F

Employment Aspects of Population Growth - prepared by ILO^{1/}

ECWA/POP.CON.I/WP.20/E

Estimation Volume of Labour Force Supply and Demand by Scientific and Technical Specializations in Syria - prepared by Mr. M. Al-Moubaied^{2/}

ECWA/POP.CON.I/SP.1/E/A

Population and Labour Force - prepared by Mr. S. Safadi^{1/}

ECWA/POP.CON.I/SP.9/E

^{1/} Original in English
^{2/} Original in Arabic
^{3/} Original in French

Development of the Economic Characteristics of the Population and Estimation of Future Labour Force in Syria - prepared by Mr. M. Al-Alwani ^{2/}	ECWA/POP.CON.I/SP/20/E/A and summary
The Strategies for the Utilization of High Level Manpower in the Arab Countries - prepared by Prof. A. Zahlan ^{1/}	ECWA/POP.CON.I/SP/26/E
An Introduction to the OECD Development Centre's Work on the Problems of Employment and Unemployment including the question of Population Growth and Investment in Social Development - prepared by Mr. R. Hankinson ^{1/}	ECWA/POP.CON.I/BP.2/E
The Trade Union Federation and the Population Problems - prepared by the Trade Union Federation of the Syrian Arab Republic ^{1/}	ECWA/POP.CON.I/WP.2/E
Role of Woman in Population Problem-prepared by Mrs. A. Munaimneh ^{2/}	ECWA/POP.CON.I/UP.8/E/A
<u>Tenth Session: Family Planning</u>	
Family Planning and Population Policies in the Middle East and North Africa Region-prepared by IPPF, Middle East and North Africa Region ^{1/}	ECWA/POP.CON.I/WP.5/E/A/F
Population, Health and Family Planning Programmes - prepared by Dr. S. A. Zafir ^{2/}	ECWA/POP.CON.I/WP.6/E/Rev.1
Family Planning Activities in Iraq-prepared by Dr. F. H. Ghali ^{1/}	ECWA/POP.CON.I/CP.3/E/A/F
Family Planning in Bahrain - prepared by Dr. Y. Yacoub ^{1/}	ECWA/POP.CON.I/CP.2/E/A/F
Family Planning in Tunisia - Situation and Prospects - prepared by Dr. M. Chekir ^{3/}	ECWA/POP.CON.I/CP.4/E/A/F
The Development of National Population and Family Planning Policy in Egypt - prepared by Mr. N. Ferghany ^{1/}	ECWA/POP.CON.I/CP.15/E

^{1/} Original in English

^{2/} Original in Arabic

^{3/} Original in French

Family Planning - prepared by IPPF Central Office ^{1/}	ECWA/POP.CON.I/BP.7/E
Family Planning in the Syrian Arab Republic prepared by Dr. A. Habbab ^{2/}	ECWA/POP.CON.I/UP.1/E/A
Family Planning in Lebanon - prepared by Mr. T. Osseiran ^{2/}	ECWA/POP.CON.I/UP.4/A
<u>Eleventh Session: Training and Research</u>	
Cairo Demographic Centre-Its Role in Training and Research - prepared by the Cairo Demographic Centre ^{1/}	ECWA/POP.CON.I/WP.2/E
Teaching Demographic Statistics in the Department of Statistics - University of Baghdad - prepared by Dr. A. H. Zayni ^{2/}	ECWA/POP.CON.I/SP.6/E/A/F
Shortcomings of Health Manpower Training in Demography and Research Approaches in Improving Curriculum Content at Under-Graduate and Graduate Levels - prepared by Dr. J.K. Harfouche ^{1/}	ECWA/POP.CON.I/SP.3/E/A and summary
Training and Instruction on Population and Demographic Aspects in Syria - prepared by Dr. A. Habbab ^{1/}	ECWA/POP.CON.I/SP.14/E
Le Département de Démographie de l'Institut des Sciences Sociales de l'Université Libanaise préparé par M. Ph. Fargues and M. Y. Courbage ^{3/}	ECWA/POP.CON.I/SP.16/F

^{1/} Original in English
^{2/} Original in Arabic
^{3/} Original in French

FINAL REPORT OF THE REGIONAL CONSULTATION MEETING
DAMASCUS, SYRIA, 21-23 MAY 1974

I. ORGANIZATION OF THE MEETING

Introduction

The Regional Consultation Meeting of countries of the United Nations Economic Commission for Western Asia (ECWA) was held in Damascus, Syrian Arab Republic, from 21 to 23 May 1974. It was sponsored by the ECWA in cooperation with the Government of the Syrian Arab Republic.

This Meeting was the last in a series of regional consultation meetings in the developing countries which the United Nations organized as a principal part of the preparations for the World Population Conference, to be held in Bucharest, Romania, from 19 to 30 August 1974.

Objectives of the Meeting

The objective of the Regional Consultation Meeting was to clarify attitude and positions of the ECWA Member Countries before the Conference, particularly in respect of the Draft World Population Plan of Action as a set of options appropriate to the particular circumstances of Governments of the region.

Participation

The Meeting was attended by senior government officials from Iraq, Jordan, Kuwait, Lebanon, Oman, People's Democratic Republic of Yemen, Qatar, Syria and the Yemen Arab Republic. Participants attended this Meeting in their capacity as representatives of their Governments. The United Nations family of organizations was represented. The Meeting was also attended by observers from the Socialist Republic of Romania, the International Planned Parenthood Federation and the Arab Association for Population Studies. A complete list of participants is attached to this report as Annex I.

Election of officers

The Meeting elected by acclamation Dr. A. Radja'i, Director of the Central Bureau of Statistics in Syria, as Chairman of the Meeting. Mr. A. Al-Daoud, Under-Secretary of the Ministry of Development in Oman, and Mr. M. Abdulhadi, Deputy Director, Ministry of Labour and Social Affairs in Qatar, were also elected as Vice-Chairmen.

Opening addresses

On behalf of the Government of Syria, Dr. A. Radja'i declared open the Regional Consultation Meeting.

After welcoming the participants, Dr. A. Radja'i referred to the efforts which are exerted by the United Nations and its Specialized Agencies to examine the desirable balance bet-

ween population and economic resources. These efforts, he said, would remain inadequate if not coupled with similar efforts in this direction on the part of the Governments, especially those of developing countries and also on the part of the peoples of these countries.

He, then, referred to the role played by the Syrian Government within the context of its scientific national planning towards the acceleration of its development side by side with its commitment on defence. Thus, there was an increase in expenditure on services, the encouragement of women's participation in development, more attention to family and child welfare, the establishment of a family planning unit in the Ministry of Health and the training of professional and scientific personnel to meet the needs of development in Syria and in other sister Arab countries.

Dr. Radja'i also mentioned the setting up in Syria of the Centre for Population Studies and to the studies which it had already undertaken including the survey of infant mortality in the city of Damascus, the relationship between the family size and health, the effect of population change on the educational structure, etc.

He, then, reflected on future tasks of research in Syria including migration and the problem of sparse population, including the differences between different regions with regard to the level of urbanization, housing, pollution and similar population related problems. He stressed the importance in this respect of improving the quality of statistics and registration systems at the government level.

The Executive Secretary of ECWA, Dr. M.S. Al-Attar, expressed his gratitude to the Government of Syria for hosting the meeting and for all the support that it gives to ECWA. He also welcomed the distinguished participants and wished them success in their deliberations. He drew attention to the fact that ECWA was for the first time organizing a meeting outside its Headquarters and the success of this Meeting would certainly encourage ECWA to organize further meetings in other countries of the region.

He recalled that the First World Population Conference (1954) and the Second World Population Conference (1965) were exclusively scientific conferences and were devoted to the exchange of ideas and experience on population matters among experts. The World Population Conference of 1974, he said, would be a Conference of governments and that the majority of participants would be government representatives and their technical advisers. He stressed the importance that ECWA and other countries of the region attach to the Regional Consultation Meeting of Damascus. This, he said, would be the occasion of this region to express its views as to the different aspects of population and development in the economic and social field, and to determine what the regional peculiarities were that made the population problems in this region different somewhat for those in the other regions of the world.

In conclusion, Dr. Al-Attar reiterated the wish of the Secretary-General of the United Nations, Mr. Kurt Waldheim, that the World Population Year and the World Population Conference would rank in the history of the United Nations among the great events of the seventies and that the population problems were well understood and action to solve them was under way.

The Secretary-General of the World Population Conference, Mr. Antonio Carrillo-Flores, expressed his appreciation and gratitude to the Syrian government for inviting and hosting the Regional Consultation Meeting despite the difficult circumstances through which the country and the region were passing. He stressed that the results of this Meeting were expected to be of the highest importance for the success of the World Population Conference.

He recalled that in the elaboration of the Draft World Plan of Action, the recommendations of the First Regional Population Conference of ECWA were taken into consideration particularly with respect to such priority problems as the brain-drain, rapid urbanization, better distribution of population and the settlement of newly developed land.

Mr. Carrillo-Flores emphasized that the World Population Conference was not a birth-control conference, but a population conference which would deal with questions of population growth and its components, not in isolation but rather in relation to other aspects of socio-economic development and human well-being.

The principle of national sovereignty, he added, was one of the main principles on which the World Plan of Action was based. Another fundamental principle was that population policies should not be viewed as substitute for policies which have bearing on the overall economic and social development but rather as an integral part of it. He concluded by saying that the Damascus Meeting, along with the other Regional Consultation Meetings, would provide a very important input to the improvement of the Draft World Population of Action.

The Director of the Population Division at United Nations Headquarters, Mr. Léon Tabah, reviewed the substantive aspects of the preparatory work for the World Population Conference. He said that four symposia were organized dealing with the relationship between population and socio-economic aspects. The first was held in Cairo and dealt with population and development. The second in Honolulu on population and Family, the third in Stockholm which discussed population resources and environment and a fourth in Amsterdam which examined the problems of population and human rights. He recalled that the subjects of the first three symposia were among the substantive items of the Agenda of the Bucharest Conference.

He stressed that the symposia had made no attempt whatsoever at concealing the actual differences in opinion under cover of an artificial consensus or compromise. He further emphasized the fact that the symposia involved several disciplines so that they were on the whole conducive to a mutual enrichment.

Throughout the four symposia, he added, it was possible to notice that traditional views were held with, however, a more and more marked convergence towards an average standpoint according to which the demographic dynamism of the Third World, which is likely to last for several years yet, makes the economic development more imperative; it should not, however, be fitting to ignore the demographic policies which certainly are ways of modifying the distant future.

At the Cairo symposium, few experts called in question the necessity of any economic progress for the developing countries and industrialized countries as well, while in Stockholm and also in Amsterdam it was maintained that a change in consumption standards in over-industrialized countries might in the short and medium term play as important a part as the limitation of the demographic growth in the Third World.

He further added that those countries that would determinedly adopt policies supported by mass media geared to the standards of values would be best suited to influence the demographic growth rates. In this connexion, it would be fitting to make a distinction between family and demographic policies, as the interest of a married couple would come before that of the community. Information campaigns should be planned with a view to enabling families to become conscious of the fact that their own interests inter-relate with those of the community.

The Meeting was also addressed by Mr. Rafael Salas, Executive Director of the United Nations Fund for Population Activities. In his address he noted that the UNFPA had aimed at meeting the urgent needs of developing countries for support in carrying out population activities which could contribute to economic development and social amelioration. The UNFPA, he added, had always recognized that population policies and programmes were not alternatives to economic and social development and that population planning was not an end in itself.

On population assistance, Mr. Salas said that the Fund had become accepted as the central international agency. The Fund was responsible for the disposition of over 170 million dollars to nearly 95 countries in the space of nearly five years. He said that great attention would continue to be paid to country programming in particular to the conclusion of long-term agreements within the framework of national development programmes.

He concluded by saying that the Fund was currently assisting projects in eight countries in the ECWA region, and that the 1974-77 work plan anticipated resources exceeding 10 million dollars to be allocated for programmes in West Asian countries.

The Meeting heard a statement from H.E. the Ambassador of the Socialist Republic of Romania to Syria who expressed the great appreciation of his country for the opportunity to be represented as observer at the ECWA Regional Consultation Meeting and also to address the Meeting on the preparatory arrangements for the forthcoming World Population Conference in Bucharest.

After conveying the greetings of the Romanian Government to the participants of the Meeting, he briefly described his country's development efforts in the economic and social field with special reference to the population problems.

Regarding the arrangements for the World Population Conference in Bucharest, he said that all facilities for the Conference were prepared in accordance with the provisions of the agreement between the Government of Romania and the United Nations.

In reply to the statement by the Romanian observer, the Secretary-General of the World Population Conference, Mr. Antonio Carrillo-Flores, expressed his great appreciation to the Romanian Government for the continued cooperation that he and his staff have received at every stage of the preparation for the Conference.

Adoption of the agenda

The agenda given in Annex II was adopted unanimously.

II. SUMMARY OF DELIBERATIONS

The Meeting took note with appreciation of the comprehensive substantive preparations for the Conference which adequately formed the scientific basis on which the discussions and recommendations of the World Population Conference can be based.

The Meeting had before it the Draft World Population Plan of Action (unedited) in English and Arabic (unofficial translation)*. This draft was the result of extensive efforts undertaken during the past two years by the Secretary-General of the Conference with Governments, with the Population Commission of the United Nations, with international organizations and with various experts, scholars and interested groups. It was also founded on the substantive preparations for the Conference of which the meeting had been informed.

The Meeting considered at length the Draft World Population Plan of Action. It thanked the Secretary-General of the World Population Conference and his associates for the careful and comprehensive work they have undertaken over the last two years in developing the draft. The Meeting agreed that the Draft World Population Plan of Action reflected well the varied conditions in the world and was a good basis for discussion and agreement by consensus at Bucharest.

The Meeting was aware that the global relevance of the Draft World Population Plan of Action necessitated that the priorities of the ECWA region, indeed of any region, would not be adequately reflected in it. It welcomed the idea presented in paragraph 87 of the draft according to which countries sharing similar population conditions and problems are invited to consider jointly this Plan of Action, once it has been approved in Bucharest, and to ela-

* All references in the present text to specific sections and paragraphs of the draft World Population Plan of Action refer to the edited draft which is before the World Population Conference.

borate those aspects of it that are of particular relevance to them. The Meeting strongly recommended that the ECWA Secretariat should organize a regional meeting soon after the Bucharest Conference in which a regional variant for the ECWA region should be developed. While this regional variant would be within the framework and in the context of the World Population Plan of Action and compatible with it, it would permit the region to elaborate its own policies and to emphasize its own priorities. It was pointed out, for example, that the question of maintaining present rates of population growth, questions of population maldistribution, of rapid urbanization and of intra-regional migration may be some of the most important aspects to be elaborated in the regional variant. It was recalled that a good deal of the thinking of the region on the subject of population is already contained in the recommendations of the First Regional Population Conference held in Beirut from 18 February to 1 March 1974. These recommendations should be the basis and the starting point of the regional variant.

The Meeting, then, undertook to discuss the Draft World Population Plan of Action one section at a time and made the following suggestions:

A. Background to the World Population Plan of Action

It was decided that this section should remain a part of the Plan, but as an introduction, numbered separately from the remaining parts of the Plan. It was also suggested that the Bucharest Conference should consider publishing a summary of its deliberations on the different recommendations of this Plan.

B. Principles and Objectives of the Plan

Paragraph 13 (b) should be amended by changing the word "religion" to "belief". Otherwise, this section was accepted as reflecting international principles which may form the basis for the later elaboration of corresponding principles at the regional level.

C. Recommendations for Action

It was noted that this section does not deal with questions of forced emigration which is important not only in this region but also in other regions. The right of refugees, who have been forced to leave their countries, to return to their countries, has been recognized in the various international declarations and instruments and should be re-emphasized in the World Population Plan of Action. The Meeting decided that a relevant recommendation to this effect should be added in the appropriate place in this section or, preferably, as a basis for a subsection on forced migration to follow the sub-section on international migration.

With regard to paragraph 17 the question was raised as to why the paragraph does not refer to increasing fertility as a means of increasing population growth and it was suggested that such a reference may be considered.

With regard to paragraph 21, it was agreed that there is a need here to emphasize the necessity for international co-operation to achieve the mortality targets of the Plan and to go beyond them if possible. Accordingly, the meeting suggested that the following paragraph

should either replace paragraph 21 or be added to it: "The international community is strongly urged to assist developing countries in achieving the highest possible expectation of life and the lowest possible infant mortality levels for their people".

With regard to paragraph 23, the meeting recommended that, after the words "special attention should be given" should be added the following words: "to the elimination of unhealthy and superstitious practices that have an undesirable effect on morbidity and mortality".

In paragraph 27 (b), the meeting agreed that the words "family health" should be added after the words "family planning".

It was suggested that paragraph 37 (c) should include reference to the need for a medical examination to both spouses before marriage.

With regard to questions of internal migration, the meeting emphasized the need to develop the countryside, particularly to create employment opportunities and social and educational services in rural areas and to attempt to close the development gap between regions as principal means to stem the flow to metropolitan regions. It recommended that these measures should be strengthened, as appropriate, in the draft.

The Meeting recommended that in the sub-section on internal migration a recommendation be added to the effect that national and international efforts should be made to settle nomadic populations and eliminate nomadism by the year 2000 if possible.

With regard to voluntary international migration, the meeting emphasized that migration among Arab countries cannot be considered similar to international migration in other regions because of the common culture among these countries and the economic importance of the free movement of people within the context of Arab economic unity.

In discussing international migration, the meeting re-emphasized the great importance the countries of this region place on questions of forced emigration. The meeting decided that the WPPA should include a sub-section following the sub-section on international migration, or at least one recommendation in the sub-section on international migration, dealing with forced emigration. The Draft World Population Plan should call on all countries to refrain from taking any measure which will deprive people from their homes, farms and other property and force them to emigrate away from their communities and homeland. In this connexion, the meeting highlighted the unhuman conditions under which the Palestinian refugees and other Arab citizens displaced from occupied territories and urged the international community to put an end to this human tragedy and to see to it that all these persons are repatriated. It also urged that Zionist migration into Palestine be halted as it contributes to the continuation of the privation of the legitimate population of Palestine from their homes and to limit the chance of peace in the region. And until repatriation is effected the international community must extend to these refugees and displaced persons every assistance to permit them to afford a reasonable standard of life with dignity.

The Meeting recommended that paragraph 49 be redrafted as follows: "Less developed countries suffering from heavy emigration of skilled workers and professionals should undertake extensive educational and manpower planning, and other programmes and measures, which aim at improving their absorptive capacity with regard to their scientists and to various national skills, and to undertake also measures to encourage the return of their scientists and skilled personnel to specific job situations and in acceptable material and moral conditions".

In paragraph 50, it was suggested that the first sentence be amended to read: "More developed countries are urged to refrain from undertaking special measures to encourage students and scientists of less developed countries to remain in the more developed countries and to encourage their investors in less developed countries to employ local talent to the greatest possible extent".

The Meeting recommended that the following words be added at the end of paragraph 69: "and according to common definitions so that temporal and spatial comparison may be made possible".

The Meeting recommended that the collection of information on nomadic populations, research into their conditions and methods for their settlement be incorporated in the appropriate sub-sections of the Plan.

It was also suggested that the research concerns of the World Population Plan of Action should be extended to research into the needs of human beings, particularly in the areas of food, nutrition, health, education and housing.

D. Recommendations for Implementation

No amendments were suggested for this part of the draft.

III. GENERAL RECOMMENDATIONS

The Meeting suggested the following recommendations:

First recommendation: The Meeting recommends that the amendments made in the proposed World Population Plan, which are incorporated in the report of the meeting, be adopted. It further recommends that the Economic Commission for Western Asia should organize a regional meeting soon after the Bucharest Conference to develop the regional variant of the World Population Plan of Action.

Second recommendation: In the light of the authority granted to the Secretary-General of the World Population Conference to invite national liberation organizations in the world to attend the Conference, the meeting recommends that the World Population Conference Secretariat invite the Palestine Liberation Organization in order to carry the voice of the Palestine Arab people to the world through this important international platform.

Third recommendation: The Meeting recommends that the Economic Commission for Western Asia discuss the question of inviting the Palestine Liberation Organization to its meetings, semi-

nars and regional conferences in the region.

Fourth recommendation: The Meeting recommends that United Nations Organizations make increased efforts to safeguard the rights of the Palestine Arab people and put an end to the chronic refugee problem as well as to the problems of migrants from Arab territory following the aggression, and to consider these among the most important population problems from which the Arab Region is suffering and which need increased international efforts to enable the Arab people to attain its rights.

Fifth recommendation: The Meeting records its denunciation and condemnation of all forms of racial discrimination by the Zionist entity in occupied Palestine.

Sixth recommendation: The Meeting recommends that the United Nations and its specialized agencies consider the reorganization of its Economic Commissions and Regional Offices so that all the Arab countries may always be placed together in a single group regardless of the aims and functions of such group.

A N N E X I
LIST OF PARTICIPANTS

I. COUNTRY PARTICIPANTS

BAHRAIN

IRAQ

Mr. Ismail A. Al-Dulaimi
Director General
Educational and Social Department
Ministry of Planning

JORDAN

Dr. Khalil Al-Salem
Chairman
National Planning Board

KUWAIT

Mr. Khaled Al-Khamis
Second Secretary
Embassy of the State of Kuwait
Damascus

LEBANON

Mr. Robert Kasparian
Chief
Department of Studies, Coordination
and Publication
Central Directorate of Statistics

PEOPLE'S DEMOCRATIC REPUBLIC OF YEMEN

Mr. Suleiman Farrag Islam
Director, Social and Population
Statistics Section
Central Statistical Office

QATAR

Mr. Mohammed Ibrahim Abdulhadi
Deputy Director
Directorate of Labour and Social Affairs

SYRIA

Official Delegation

Dr. Ahmed Radja'i
Director
Central Bureau of Statistics

Mr. Mohiddine Mamish
Director, Population Studies Center
Central Bureau of Statistics

Mr. Mohamed Jalal Murad
State Planning Commission

Observers

Mr. A. Zein el-Dine
Assistant Director
Central Bureau of Statistics

Observers (Cont'd)

Dr. A. Jano

Assistant Director
Central Bureau of Statistics

Dr. F. Boustani

Director, Planning and Research Division
Central Bureau of Statistics

Dr. Y. Mouftah

Member, National Population Committee

Mr. M. Azzam

Member, National Population Committee

Mr. S. Safadi

Member, National Population Committee

Mr. N. Yaser el Dine

Member, National Population Committee

Mr. H. Hana

Member, National Population Committee

Miss A. Mounaimneh

Member, National Population Committee

Mr. Z. Joumaijati

Member, National Population Committee

Miss Z. Qawikji

Member, National Population Committee

Mr. M. Moubaid

Member, National Population Committee
and Demographic Committee

Mr. M. Jlalilati

Member, Demographic Committee

Mr. M.O. Hasneh

Member, Demographic Committee

Mr. M. Alwani

Member, Demographic Committee

Mr. N. Lababidi

Member, Demographic Committee

Mr. A. Dibs

Member, Demographic Committee

Mr. A.W. Katee

Member, Demographic Committee

Mr. A.S. Jebara

Member, Demographic Committee

Mr. A.H. Hasan

Director, Aleppo Statistics

Mr. A.B. Kabbani

Director, Deir-ez-Zor Statistics

Assistant Director, Homs Statistics

SULTANATE OF OMAN

Mr. Ali Dawoud

Under-Secretary of the Ministry of
Development

Mrs. Rajeha Abdulameer Ali

Director of Statistics

Mr. Fuad Hamdy Bsaiso

Economic Adviser, Ministry of Development

YEMEN ARAB REPUBLIC

Mr. Adnan Habbab

Director, Statistics Department

Mr. Hussein Ahmed Oglay

Statistics Department

II. UNITED NATIONS

DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS
WORLD POPULATION CONFERENCE

Mr. Antonio Carrillo-Flores

Secretary-General

Mr. Francis G. Okello

Assistant to the Secretary-General

POPULATION DIVISION

Mr. Léon Tabah

Director, Population Division - Deputy
to the Secretary-General of the World
Population Conference

POPULATION DIVISION (Cont'd)

Mr. Riad Tabbarah

Chief, Population Policy Section

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

Mr. Rafael Salas

Executive Director

Mrs. Nafis Sadiq

Director, Projects Division

Mr. Rushdi El-Heneidi

Chief, Section for Africa, Europe and
the Middle East

Dr. Faissal Cheikh-El-Ard

UNFPA Co-ordinator, Beirut

Dr. D. Bhatia

UNFPA Co-ordinator, Cairo

UNITED NATIONS DEVELOPMENT PROGRAMME

Mr. S. Habib Ahmed

Resident Representative, Damascus

Mr. A.R. Chouari

Programme Officer, Damascus

UNITED NATIONS CHILDREN'S FUND

Mr. Carl Schonmeyr

UNICEF Area Representative

Mr. Ibrahim Jabr

Programme Assistant

Mr. Salem Tayyarah

Liaison Officer in Syria

UNESCO

Dr. Alexander Kjurciev

Regional Adviser in Population Dynamics
and Educational Planning, Beirut

WHO

Dr. S. Zafir

Regional Adviser on Family Health
Regional Office for the Eastern
Mediterranean, Alexandria

UNRWA

Dr. John McPhail

Chief, Preventive Medicine Division

ECWA

Dr. Mohammed S. Al-Attar

Executive Secretary

Mr. Zdenko Rajakovic

Chief, Population Studies and
Programmes Section

Mr. Soleiman Tarbah

Chief, Administrative Unit

Mr. Nabil F. Khoury

Population Affairs Officer -
Technical Secretary of the Meeting

Mr. Godofredo Figueroa

Department of Conference Services

III. OTHER PARTICIPANTS

SOCIALIST REPUBLIC OF ROUMANIA

H.E. Mr. Emilian Manciu

Ambassador Extraordinary and Plenipo-
tentiary of the Socialist Republic of
Roumania to the Syrian Arab Republic

Prof. Mircea Bulgaru

Professor of the Academy of Economic
Sciences, Bucharest, and Member of the
National Commission of Demography

INTERNATIONAL PLANNED PARENTHOOD FEDERATION

Dr. Issam Nazer

Regional Director, Middle East and
North Africa

ARAB ASSOCIATION FOR POPULATION STUDIES

Dr. A.M. Farrag

Chairman

A N N E X II

AGENDA

1. Registration
2. Opening Ceremony
3. Election of Officers
4. Adoption of the Agenda
5. Meeting of Heads of delegations
6. World Population Conference: General discussion regarding the basic Conference documents
7. World Population Conference: World Population Plan of Action
8. Adoption of the report
9. Closing statements

A N N E X III

LIST OF DOCUMENTS

Working Papers

ECWA/REG.CON.S.MEET./WP.1/E */

Draft World Population Plan of Action

Background Papers

ECWA/REG.CON.S.MEET./BP.1 **/

World Population Conference, 1974 -
Preliminary Versions of Basic Conference
Documents and Reports of Symposia

ECWA/REG.CON.S.MEET./BP.2 **/

World Population Conference, 1974 -
Preliminary Versions of Basic Conference
Documents and Reports of Symposia

ECWA/REG.CON.S.MEET./BP.3

World Population Conference, 1974 -
Preliminary Versions of Basic Conference
Documents and Reports of Symposia

* Available also in Arabic

** Available also in French

Background Papers (Cont'd)

ECWA/REG.CON.S.MEET./BP.4

ECWA/REG.CON.S.MEET./BP.5

ECWA/REG.CON.S.MEET./BP.6

ECWA/REG.CON.S.MEET./BP.7

ECWA/REG.CON.S.MEET./BP.8

World Population Conference, 1974 -
Report on the Second Inquiry among
Governments on Population and Development

World Population Conference, 1974 -
Preliminary Version of Basic Conference
Documents and Reports of Symposia

Report on the Symposium on Population
and Development

Report of the Symposium on Population
and the Family

Report of the Symposium on Population,
Resources and Environment

Meeting Documents

ECWA/REG.CON.S.MEET./L.1/Rev.1/E *

Provisional Agenda

Information Documents

ECWA/REG.CON.S.MEET./INF.1/Rev.1/E * Provisional Schedule of Meetings

ECWA/REG.CON.S.MEET./INF.2/E Provisional List of Documents

ECWA/REG.CON.S.MEET./INF.3/E Provisional List of Participants

* Available also in Arabic

URBANIZATION IN THE ARAB WORLD *

I. URBANIZATION IN THE ARAB WORLD

A. General Trends

In 1970, the Arab World had over 122,000,000 inhabitants. Nearly 35 per cent of this number lived in towns and cities of 20,000 or more. This amounts to over 42 million. In the language of dynamic growth, Arab population is increasing at slightly less than 3.0 per cent annually. But its urban settlements are growing twice that fast. Thus, both in terms of general population growth and urbanization, the Arab World is one of the exploding regions, if not the most exploding. Compared to other regions of the developing and under-developed nations, the Arab World is catching up with Latin America as the most "vitality" dynamic.

Anglo America	72 per cent urban)	
Europe	65 per cent urban	)	The world as a whole is urbanizing
Latin America	40 per cent urban	)	4.0 to 4.5 per cent annually; the Arab
The Arab World	35 per cent urban	)	World at 4.5 to 5.5 per cent.
Asia	25 per cent urban)	
Africa	15 per cent urban)	

The Arab countries are not, of course, equally urbanized. There are marked variations in the level and speed of urbanization from one Arab country, or group of countries, to another, as Tables 1 and 2 show.

(a) The most urbanized up-to-date are the oil rich Gulf states of Kuwait and Qatar with 80 and 70 percent of their total population urban respectively. These two tiny countries have been urbanizing at the phenomenal rates of 18 and 15 per cent annually for the last decade. The cities of Kuwait and Doha are doubling themselves in less than ten years.

* Paper prepared by Dr. Saad-Eddin Ibrahim, Associate Professor of Sociology, De Pauw University, Greencastle, Indiana, and presented to the First Regional Population Conference, which was held in Beirut, Lebanon, from 18 February to 1 March 1974 under the auspices of ECWA and in cooperation with the Lebanese Government.

Table 1. The Arab World: Basic Demographic Data, 1950-1970 (in millions)

Country	Population		Rural Population		Urban Population ^{a/}		City Population ^{b/}	
	1950	1970	1950	1970	1950	1970	1950	1970
Algeria	8.9	13.7	6.7(75) ^{c/}	8.5(65)	2.2(25)	5.2(35)	1.1(12)	1.9(14)
Egypt	20.5	33.3	14.0(68)	18.7(55)	6.5(32)	14.5(45)	4.3(21)	10.3(31)
Libya	1.0	2.0	.8(78)	1.3(62)	.2(22)	.8(38)	.1(11)	.5(26)
Mauritania	.7	1.2	.7(98)	1.1(97)	.01(2)	.03(3)	---	---
Morocco	9.0	15.5	6.9(77)	10.0(65)	2.0(23)	5.5(35)	1.4(16)	3.7(29)
Sudan	10.0	15.6	8.4(94)	14.3(90)	.6(6)	1.3(10)	.2(3)	.5(5)
Tunisia	3.6	4.9	2.5(69)	2.8(57)	1.1(31)	2.1(43)	.6(17)	1.1(22)
Sub-total: Arab-West	52.6	86.2	39.9(76)	56.8(66)	12.6(24)	29.5(34)	7.7(15)	17.9(21)
Bahrain	.1	.2	.03(29)	.06(26)	.09(71)	.2(74)	---	---
Gazza	.3	.5	---	---	.3	.5	---	---
Iraq	5.2	9.1	3.4(65)	5.1(57)	1.8(35)	4.0(43)	.8(15)	2.8(31)
Jordan	1.3	2.4	.8(65)	1.4(56)	.5(35)	1.1(44)	---	.5(20)
Kuwait	.2	.7	.07(42)	.1(20)	.1(51)	.6(80)	---	.5(69)
Lebanon	1.8	2.9	1.3(60)	1.6(45)	.5(40)	1.3(55)	.3(18)	.9(33)
Muscat and Oman	.5	.6	.5(97)	.5(94)	.01(3)	.03(7)	---	---
Qatar	.02	.1	.01(50)	.03(30)	.01(50)	.07(70)	---	---
Saudi Arabia	5.3	7.4	4.8(91)	5.5(75)	.5(9)	1.9(25)	.1(2)	1.0(14)
Syria	3.4	6.1	2.2(65)	3.8(58)	1.2(35)	2.3(42)	.8(23)	1.9(31)
U.A.E.	.08	.2	.06(75)	.07(45)	.02(25)	.1(55)	---	---
Yemen (N.)	4.0	5.0	3.9(98)	4.7(90)	.08(2)	.3(10)	---	---
Yemen (S.)	.7	1.0	.6(81)	.7(66)	.1(9)	.3(34)	.1(15)	.3(28)
Sub-total: Arab-East	22.8	36.2	17.7(78)	23.4(64)	5.2(22)	12.8(36)	2.1(9)	8.0(22)
Total	75.4	122.4	57.6(75.0)	80.2(64.7)	17.8(25.0)	42.2(35.3)	9.8(13)	25.9(21)

a/ Urban Population are those living in settlements of 20,000 or more in size.

b/ City Population is the fraction of urban population living in settlements of 100,000 or more in size.

c/ In parenthesis are percentages of given settlements made of total population.

Source: Compiled from Kingsley Davis: World Urbanization: 1950-1970, Vol. I, Berkeley: University of California Press (1969), pp. 113-130. Few adjustments were made as more recent data were published for some countries by UNESOB: Population Bulletins No. 3 1972, and two others (without serial numbers).

Table 2. Annual Growth Rates* 1950-1960
1960-1970

Country	Total Population		Rural		Urban		Towns		Cities	
	'50/60 (1)	'60/70 (2)	'50/60 (3)	'60/70 (4)	'50/60 (5)	'60/70 (6)	'50/60 (7)	'60/70 (8)	'50/60 (9)	'60/70 (10)
Algeria	1.9	2.4	1.0	1.3	4.4	4.5	3.6	7.7	5.2	5.5
Egypt	2.5	2.5	1.5	1.5	4.2	4.0	3.0	3.0	4.9	4.2
Libya	3.0	3.2	2.6	2.7	4.6	4.6	-7.7	-1.4	9.7	5.3
Mouritania	3.1	1.8	3.1	1.8	3.9	2.4	3.9	2.4	—	—
Morocco	2.7	2.9	1.8	2.0	5.0	4.9	6.1	4.1	4.5	5.4
Sudan	2.8	2.9	2.7	2.8	4.2	6.0	4.8	4.7	3.4	3.5
Tunisia	1.6	1.6	.6	.5	3.5	3.2	6.5	1.5	.5	5.3
Bahrain	3.2	3.7	2.4	3.0	3.4	5.0	3.4	5.0	—	—
Gazza	3.0	3.1	—	—	3.0	3.1	—	—	—	—
Iraq	2.8	2.9	2.1	2.2	4.0	4.0	1.7	-.6	6.5	6.8
Jordan	2.8	3.6	2.0	2.8	4.1	4.8	-.1	2.9	—	7.8
Kuwait	5.0	7.1	1.4	2.7	7.1	18.0	-6.7	18.0	7.8	18.0
Lebanon	1.8	2.1	.8	1.0	4.0	4.0	-1.1	3.3	5.8	4.2
Muscat and Oman	.3	.3	.1	-.2	4.4	4.1	4.4	4.1	—	—
Qatar	8.4	7.8	6.1	5.2	10.4	15.2	10.4	15.2	—	—
Saudi Arabia	1.7	1.7	.9	.6	7.2	6.4	2.7	5.1	16.9	7.7
Syria	2.9	3.0	2.6	2.7	3.3	3.4	.9	-.2	4.5	4.6
U.A.E.	2.3	4.7	—	1.7	7.2	8.1	7.2	8.1	—	—
Yemen (N.)	2.3	2.3	2.1	-.3	8.5	5.9	8.5	5.9	—	—
Yemen (S.)	1.0	2.6	-.2	2.0	5.1	4.2	3.8	3.6	5.4	4.3

Source: Compiled from Kingsley Davis: World Urbanization: 1950-1970, Vol. I, Berkeley; University of California Press (1969), pp. 141-154.

* Adjustments in growth rates for Sudan and the Gulf States have been made as new data were published after Professor Davis' Volume, (See UNESOB's Population Bulletins Nos. 1, 2 and 3).

In both countries, as well as the rest of the Gulf (Bahrain and the United Arab Emirates), we are witnessing the emergence of "nation-city-states". Kuwait City comprises more than 77 per cent and Doha 72 per cent of their countries respective populations. These City-States, as the case always is, are "heterogenetic" in nature. This means, a great port-city, outward-oriented, and with a heterogeneous population. Kuwait City, for example, is only half-populated by native Kuwaities. The other half comprises an ethnic-national multiplicity. Doha, Manama (Bahrain), and the towns of the United Arab Emirates are following the same pattern.

The Gulf, fascinating as it may be, represents a small fraction of the Arab demographic and urban weight. It is only two millions, if we exclude Iraq and Saudi Arabia. Geographically, the latter two are, of course, parts of the Gulf. But demographically they belong with other regional sub-groups. Kuwait, Bahrain, Qatar, UAE, and Oman are gaining their urbanizational momentum, not from internal rural-urban movement but from the steady flow of external migrants. The latter have been flocking in for work and fortune. It is a classical case of "rush" - an "oil-rush". This rush is less than two decades old.

(b) Another sub-group of Arab countries has been experiencing steady urbanization for the last fifty years. These are the countries with the demographic weight of the Arab World. They have a level of urbanization of between 25 and 55 per cent; and still rising. At the top of this sub-group is Lebanon with 55 per cent, followed by Iraq, Egypt, Jordan, Syria and Tunisia which are all in the forties percentage-wise. Algeria, Morocco, and Libya have relatively lower percentage of urban population (35, 35 and 38 per cent, respectively) compared to the rest of the sub-group. The nine Arab countries, nevertheless, have similar rates of growth - both of general population and of urbanization.

This sub-group of nine are located in the "northern tier" of the Arab World. Unlike the Gulf States, the northern tier comprises about 90 million Arabs (72 per cent of all population). Its cities are much older and many times bigger. Here, we find Cairo with its five million population; Baghdad and Alexandria with over two millions each; Casablanca, Algiers, Beirut and Damascus with around one million each. Actually, no other sub-group in the Arab World has metropolises with a million population yet.

(c) The third sub-group is the "southern tier" countries. It includes Saudi Arabia, Northern Yemen, Southern Yemen, the Sudan and Mauritania. The five countries represent nearly 25 per cent of the total Arab population. Their urbanization has begun relatively late. At present, they have urban population of between 3 per cent (Mauritania) and 34 per cent (Southern Yemen). Saudi Arabia and Sudan, especially, however, are urbanizing at the high rate of 6.0 per cent. The southern tier group is undergoing, at present, the early phase of the "demographic transition". This means a sharply declining death rate, a continuing high birth rate, with the inevitable result of a spectacular population growth. Actually, the rest of the Arab World is still in that demographic transition. The northern tier is only three de-

ades, and the Gulf one decade ahead of the southern tier as far as their initiation into the process of demographic transition is concerned.

The above sub-grouping is not the only possible classification. As Table 3 shows, the Arab World may be sub-grouped under an Arab West and an Arab East, or Arab Africa and Arab Asia, respectively. The former initiated its demographic revolution a few decades earlier than the latter. In terms of urban growth, the Arab West had a higher rate of increase in the 1950's decade; and seems to be levelling off to about 4.0 per cent annually at present. The Arab East, on the other hand, picked up in urban growth rate in the 1960's; and is continuing at the high rate of 6.0 per cent annually. Saudi Arabia, Iraq, and the Gulf States will probably continue at this high rate throughout the 1970's. Actually for the whole twenty-year period (1950-1970) the Arab East urban population increased by 146 per cent, compared to 133 per cent for the Arab West. Similarly, for major urban centers (usually defined as settlements of 100,000 or above and subsumed in our Tables under Cities), the Arab East increased its city population by 285 per cent - more than twice the percentage increase in the Cities of the Arab West (133).

Projections of urban growth in the Arab World have to be assumed, at least for the present time, under the "no-urban-policy" condition. There is no such effective policy yet. If the assumption is warranted, then Arab urban population will double itself by 1985 to reach 85 million; and again by the year 2000 to reach 170 million. By the latter date the total population would have only doubled to reach the figure of 250 million. In other words, in the year 2000 the Arab World could be 70 per cent urbanized. Such projections are not at all unrealistic as they coincide with those made by the U.N. and other research centers for the world and its sub-regions.

Naturally there will still be variations in rates of urbanization among the Arab countries. Some Arab cities, like those of the Gulf, will take even shorter periods of time to double their populations. Kuwait and Qatar, for example, will take only ten years to achieve this feat - in the 1960's decade they were doubling every seven years.

Tables 5 and 6 show projections of future growth for major Arab cities. Cairo, which is now growing at the "moderate" rate of 4.5 per cent annually, will double itself every 18 years. This means close to 9 million in 1980, and 20 million by the year 2000. Baghdad is growing at a faster rate (6.0 per cent); which means doubling every 12 years, and therefore can reach the 12 million mark by the turn of the century. If the City of Kuwait even slows down from the present high of 18 per cent to 7.5 per cent annually, it could easily reach 4 million by the year 2000. Riyadh, which is not among the big ten included in Table 6, is growing at the rate of 10 per cent annually at present. In view of the low level of urbanization in Saudi Arabia, it is not unrealistic to expect Riyadh (the capital) to keep up this momentum. If it does, this means nearly ten million people will be residing in Greater Riyadh around the turn of the century.

We must again remind ourselves that the above projections are made under two assumptions: that present growth rates will continue and that no effective policy exists to slow or rechannel urban growth.

B. Peculiarities of Arab Urbanization

Arab urbanization has a lot in common with urbanization in the Third World. It also has its own peculiarities. Both types of features are here discussed.

1. Urban growth as a function of General Population Growth. With the exception of the Gulf states sub-group, Arab urban growth has been primarily the result of Arab cities own vital dynamics. That is to say the natural increase of the cities own population has been the major source of their growth. This feature distinguishes, right away, Arab urban expansion from that of Europe and the West. In the latter, cities experienced a lower rate of natural increase than their surrounding rural hinterland. Nothing of the sort exists in the Arab World. If anything, the rate of natural increase is equal to, if not greater than, its rural counterpart. Thus of the 5.5 per cent annual urban growth, at least 3.0 per cent are caused by the cities' own demographic dynamics. But 3.0 per cent natural growth for both cities and villages is relatively high anyhow. It is higher than anything ever experienced in the West in its demographic heydays. This takes us to the second peculiarity.

2. Urban Growth as a Function of Rural Migration. The flow of rural population into the Arab cities accounts for the second major source of urban growth. This especially applies to all but the Gulf states. With 3 per cent general population growth, and fairly limited arable land in a basically arid region, the demographic pressure has been mounting in rural areas. The per capita agricultural acreage in Egypt, for example, went down $\frac{1}{3}$ in 1950 to $\frac{1}{5}$ in 1970. In other words, the land is failing more and more to support the increasing rural population increments every year. This is what is known as the "push" factors in contributing to urbanization. Thus an increasing number of the landless ruralites flock into the Arab cities every year in the hope of earning their living. These are sometimes referred to as "non-selective migrants".

But there are also rural migrants who are not pushed by the diminishing rural opportunities but are rather attracted by the positive features of city life and its prospects. These migrants include rural middle class individuals, the educated young, the ambitious, and the absentee land owners. This type of migrants is a function of the so-called "pull factors" of the city. They are usually referred to as "selective migrants".

Together, "push" and "pull" factors account for between 2.0 and 3.0 per cent of urban growth in the northern and southern tiers sub-groups. The "push factors" are more potent in countries like Egypt and Iraq; and the "pull factors" more potent in Lebanon, Libya, and the Gulf states.

Table 3. Percentage Demographic Growth in The Arab World
Between 1950 and 1970

Region	In Total Population	In Rural Population	In Urban Population	In City Population
The Arab West (Africa)	60.0	42.5	133.0	133.2
The Arab East (Asia)	58.5	35.5	146.0	285.0
The Arab World	60.4	40.0	136.8	165.6

Source: Based on figures from Tables 1 and 2.

Table 4. Primate Cities in Relation to Their Spheres of
Dominance (1970)

The City (1)	Size (2)	Population of Primate City as a Proportion of: Annual Growth of		
		Total Country Population (3) per cent	All Urban Population (4) per cent	Primate Cities ^{1/} (5) per cent
Algiers	1,200,000	8.2	32.5	5.0
Manama (Bahrain)	96,000	42.0	100.0	6.0
Cairo	5,700,000	17.0	38.0	4.5
Baghdad	2,201,000	22.6	49.0	5.0
Amman	500,000	21.0	46.7	5.5
Kuwait City	570,000	77.2	95.0	18.0
Beirut	800,000	27.9	50.7	4.0
Tripoli (Libya)	277,000	13.8	45.4	4.8
Casablanca	1,395,000	9.1	26.0	4.2
Doha (Qatar)	72,000	72.0	100.0	15.0
Riyadh	366,000	5.2	26.0	10.0
Khartoum-Omdurman	700,000	2.5	24.9	6.0
Damascus	836,000	13.6	31.6	4.5
Tunis	755,000	14.7	35.0	4.0
Sanaa	100,000	1.7	50.3	4.0
Aden	270,000	18.4	83.6	4.5

Correlation Coefficient of Columns (3) and (4) = .84

^{1/} At an annual growth rate of 4.0 per cent the population doubles itself every 18 yrs. at a rate of 6.0 it doubles itself every 12 years; at the rate of 7.5 per cent it doubles itself every 10 years; and at the rate of 10.0 per cent it doubles itself every 6 years.

Source: Based on Kingsley Davis: World Urbanization: 1950-1970, op. cit.; and on UNESOB figures.

Table 5. Cairo - A case of a Growing Megalopolis

Year	Population Size	Increase in 10 years	Percentage Increase in 10 years
1920	875,000	200,000	30.0
1930	1,150,000	285,000	33.0
1940	1,525,000	375,000	32.6
1950	2,350,000	825,000	54.0
1960	3,747,000	1,397,000	60.1
1970	5,700,000	1,953,000	54.0
1980 ^{1/}	8,778,000	3,078,000	54.0
1990	13,400,000	4,622,000	54.0
2000	20,600,000	7,200,000	54.0

^{1/} Projections on the basis of 4.5 per cent annual growth.

Table 6. The Largest Ten Arab Cities: Future Growth

City	Size in 1970	The Year 2000 ^{2/}
Cairo	5,700,000	20,600,000
Greater Baghdad	2,200,000	12,000,000
Alexandria	2,000,000	7,200,000
Casablanca	1,400,000	5,000,000
Algiers	1,200,000	4,800,000
Greater Beirut	1,000,000	3,500,000
Damascus	850,000	3,000,000
Tunis	755,000	2,300,000
Aleppo	600,000	2,200,000
Kuwait City ^{3/}	570,000	4,500,000

^{2/} Projections on the basis of the 1960-1970 growth rates.

^{3/} For Kuwait City, we did not use the present annual growth rate (which is 18 per cent); instead, we projected on the basis of 7.5 per cent annually for the next 30 years. Using the present growth rate would yield a figure of nearly 9 millions for Kuwait City in the year 2000.

3. Urban Growth as a Function of International Migration. Out-of-the-border migrants are the major source of urban growth in the Gulf states sub-group. These migrants are attracted in because of the flourishing oil industry. In other words "pull factors" are at work here. If Kuwait is indicative of the pattern for the rest, then half or more of the total urban population in the Gulf are international migrants, in the technical sense of the word. We say in the technical sense because the majority of the migrants are Arabs. In Kuwait in 1970, of the half non-native Kuwaities, the largest groups of Arabs were the Palestinians (9.6 per cent), the Iraqis (8.5 per cent), the Egyptians (6.2 per cent), and the Lebanese (5.0 per cent). Of the non-Arabs, Iranians (7.5 per cent), Indians (2.4 per cent), and Pakistanis (2.2 per cent) were the largest. The United Arab Emirates (UAE) is now the recipient of even greater numbers of migrants because of the very small number of indigenous population.

4. The One-step vs. the Two-steps Rural-Urban Migration. In Western societies, and even in Arab countries which experienced urbanization earlier, it was not uncommon that the typical rural migrant would go to the nearest town or city. Dwellers of small and middle-size cities of the "psychologically mobile" variety would then migrate to the "big city". This is referred to as the two-step urbanization: some villagers migrate to small towns; and some small-townners migrate to the metropolis. This two-step pattern seems to be giving way to a one-step migration pattern. That is to say, ruralites are now migrating directly to the big city and by-passing the small town almost altogether. The small townners, on the other hand are still migrating to the metropolis as they have been. Thus the big city is gaining, of late, from a tributary that traditionally used to flow into small and middle size towns.

This one-step pattern of migration is easily explained by the uneven distribution of power, goods, industries, and services. The bigger cities are getting a disproportionate share of all the above at the expense of small and middle size towns and cities. Half of Sudan's doctors, for example, are concentrated in the Khartoum area which has less than 5 per cent of Sudan's population. Beirut, with less than 30 per cent of Lebanon's population has all of that country's institutions of higher learning (four universities). Forty per cent of Egypt's industry, and fifty per cent of its telephones are monopolized by Cairo. Examples of this nature are numerous in all Arab countries. They explain why small and middle size cities are by-passed by potential rural migrants. This also takes us to the next peculiarity of Arab urbanization.

5. The Primate Cities and Urban Dominance. The urban scene in the Arab World is dominated by "primate cities". The latter term refers to the existence in a country of one or two very large cities which dominate both the hinterland and other smaller urban settlements. The opposite pattern is called "urban balance" and is well described and measured by the "Rank-Size-Rule". The latter implies a gradual rather than a disproportionate hierarchy among the urban centers of a country.

Applying the "Rank-Size-Rule" to the Arab countries shows that in most of them the biggest city has disproportionately outdistanced the second largest. In other words what exists in the Arab urban scene are primate cities and not a close "semi-democratic" urban balance. The Rank-Size-Rule also shows how much "extra" size the big city has in relation to the next size city.

Recently, another measure of urban distribution has been utilized and is called the "Index of Primacy" or the "Four-City-Index" (FCI). The index divides the population of the biggest city in the country by the combined population of the next three. Mathematically, the minimum value of FCI must exceed 0.33, but there is no necessary maximum value. In practice, the FCI seldom falls below 0.50 and seldom rises above 8.00.

What Table 7 (using the Rank-Size-Rule) and Table 8 (using the FCI) demonstrate is that the Arab urban scene is mostly dominated by primate cities; and that the trend is toward an increase of urban disproportion. Thus between 1950 and 1970 most of the primate cities grew at a much faster pace than the next three cities combined in the respective Arab countries (Algeria, Egypt, Iraq, Lebanon and Saudi Arabia). Only Morocco and Syria, according to the FCI, have retained a more balanced urban distribution.

II. AN OVERVIEW OF URBAN PROBLEMS

The urban "problems" of the Arab World stem from one fundamental source: the unguided, uncontrolled, and unplanned urban growth. The Arab World will reach the 70 per cent level of urbanization by the turn of the century; some of its major cities will double or triple to hit or exceed the ten million mark. It took the West nearly 150 years to reach this point. It is taking the Arab World only 50 years. The thing that is equally striking is the Arab World's gross inability to handle its urban revolution. The vast discrepancy between the rates of change in our physical demographic reality on one hand and our organizational and institutional skills on the other hand makes it a crisis. The crisis is multifaceted; each facet represents a host of problem; and some of which are nearing an explosive point. These problems may be subsumed under three main categories: economic bottlenecks, mounting pressure on services, and breakdowns of social relations.

A. Diseconomies of Scale

It is widely believed that urbanization and economic development are highly correlated. The correlation is often stated in one of three ways with urbanization as the independent, dependent, or interdependent variable.

Let us take a sample of the kind of propositions (or hypotheses) which treat urbanization as an independent variable and modernization or economic development as a dependent variable:

Table 7. Urban Dominance in the Arab World:
Primate Cities Around 1970.

Actual vs. "Ideal" Size According to "Rank-Size-Rule"

	Actual Size	"Ideal" Size	Difference	Difference as per cent of Actual Size
Algeria (Algiers (Oran	1,200,000 400,000	800,000	400,000	30.0
Egypt (G. Cairo (Alex.	5,700,000 2,032,000	4,064,000	1,636,000	40.3
Iraq (Baghdad (Basra	2,201,000 538,000	1,076,000	1,125,000	51.1
Jordan (Amman (Zarqa	500,000 136,000	272,000	228,000	45.6
Lebanon (Beirut (Tripoli	800,000 157,000	314,000	486,000	60.8
Libya (Tripoli (Benghazi	277,000 172,000	344,000	67,000	-19.5
Morocco (Casablanca (Rabat	1,465,000 550,000	1,100,000	365,000	25.0
Saudi Arabia (Riyadh (Jidda	336,000 248,000	496,000	130,000	-35.5
Syria (Damascus (Aleppo	836,000 610,000	1,220,000	384,000	-46.0

Table 8. The Four-City Index of First-City Primacy
for Selected Countries

Country	1950	1960	1970
Algeria	1.00	1.13	1.28
Egypt	1.81	1.91	2.08
Morocco	1.32	1.40	1.27
Iraq	1.69	1.75	2.31
Lebanon	1.83	1.84	2.28
Saudi Arabia	.44	.45	.66
Syria	.74	.80	.80
Canada	.69	.68	.63
U.S.A.	1.04	.88	.77
Belgium	.75	.75	.77
Italy	.55	.56	.69
Yugoslavia	.66	.64	.63
U.S.S.R.	1.20	1.10	.98
China	.88	.63	.51
Japan	1.54	1.62	1.53

Source: Kingsley Davis, *op. cit.*, pp. 244-246; with adjustments made for the Arab Countries in light of newer data.

1. Growing numbers of city population stimulates entrepreneurs to invest in services, trade and industry in order to meet the needs of the growing city population.

2. Growing urban economy attracts more population from the hinterland who are seeking work opportunities.

3. The added population increment stimulates more investments and, therefore, more economic expansion.

4. The high density of urban population induces the individual to be parsimonious about space and time.

5. The high degree of density and heterogeneity in the city induces the individual to interact with people who are markedly different and variant from those he was used to in the village.

6. Interacting with diverse people makes him cognizant of a spectrum of other life styles.

7. Awareness of other life styles of people with whom he has to interact increases the individual's tolerance threshold.

8. Awareness of and tolerance towards others' life-styles leads to possibilities of social imitation, accommodation, and innovations (i.e., Social Change).

Now, to a sample of propositions which suggest economic development as an independent variable and urbanization as a dependent variable. Here, the tendency is to equate economic development with industrialization, and with technological advancement.

1. Modern technology, based on modern science, makes it possible to revolutionize agriculture by mechanizing it.

2. An agricultural revolution leads to efficient and higher productivity i.e., surplus food supply that can go into supporting bigger urban population. In other words technology in agriculture provides the necessary condition for urban growth.

3. With mechanized agriculture the need for intensive agrarian labor steadily declines; thus creating a surplus of rural labor.

4. The surplus labor is driven out to the cities where land serves, not as generative agent of production but merely as a site for other kinds of production.

5. With technology, labor supply, and food supply, industry has sufficient conditions to grow. This, in turn, creates more job opportunities and more technological advances.

6. The latter spills over to agriculture, thus, making it even more mechanized and creating more surplus labor. The latter goes to the city....and so on.

Treating the two variables as interdependent is predicated on the fact that in some societies urbanization was the process that first triggered socio-economic development; in other societies just the opposite. In more cases than this or that the line is blurred as to which stimulated which. In the Arab World we can easily refer to examples of these varieties. It remains true, however, that irrespective of which process started first, the reciprocity of both kinds are present everywhere.

We have argued elsewhere that whereas the above formulations may be logically sound, their empirical validity in the Third World are yet to be demonstrated. What proved to be true in the Western experience, may not be necessarily true in the Arab World. Indeed, we have some grounds to contend that in countries like Egypt, Lebanon, Iraq, Syria, and Jordan - all of which are above 40 per cent urbanized, the positive linear relationship does not seem to be holding. In the Gulf area, on the other hand, economic development is a direct stimulus for rapid urbanization and, therefore, the relationship obviously holds. The same may be said of the initial urbanization of the Suez Canal area earlier in the century. Thus, what we are suggesting is that the relationship between urbanization and economic development is not simple or straight-forward. Indeed in most Arab countries there is "over-urbanization".

Over-urbanization, like over-population, is so-called because it is not accompanied by, at least, an equal rate of socio-economic development. If the population is growing by 3.0 per cent annually, for example, GNP (Gross National Product) must grow at a similar rate just to keep the standard of living from deteriorating. Now if it is the case that the latter is low, as it is in most Arab countries to begin with, then GNP must grow at a faster rate in order to improve living conditions. Thus, should we desire to double per capita GNP every ten years, economic growth rate must be around 9.0 per cent annually.

1. In most Arab countries (actually all except oil-rich countries) urbanization has outstripped both population and economic growth. In Egypt, Jordan, Iraq, Tunisia, and Morocco, for example, the rate of economic growth in the 1960's never exceeded 6 per cent annually. Yet in some of these countries, the rate of urbanization averaged between 6 and 7 per cent annually.

2. Industrialization is a central feature of economic development. But here again, we find it has been outdistanced by urbanization. In the West, industrialization was the very factor which accompanied or induced urbanization. Between 1856 and 1890, France, Sweden, and Switzerland had between 11 and 13 per cent of their population urban. This was the period of their economic "take-off". Their respective labor force in industry were 29, 22, and 45 per cent. Compare that with Egypt, Iraq, Morocco, and Tunisia in the 1970's. These four Arab countries had urban populations of 45, 43, 35, and 43 per cent, respectively; and only 18, 10, 13, and 11 per cent of their labor force in industry. In other words, whereas in European countries industrialization outdistanced urbanization by 20 to 30 percentage points, the exact opposite is the case in the Arab countries, a century later.

3. At the present rate of urban growth, most Arab countries (especially those with 30 per cent urban population or above) must spend more per capita on their big cities just to keep things from deteriorating (much less improving them). They must add more to their urban "equipments" - housing, schools, hospitals, roads, and other public utilities. It is estimated that urban per capita of GNP is twice to three times that of its rural counterpart in most Arab States. Yet per capita public spending in urban areas is four to six times that of its rural counterpart. In other words, urban dwellers are consuming proportionately twice as much as they are contributing to the GNP. Some of this disproportionate share going to Arab cities is due to the urban biases of policy makers. But it is also due to the ecological nature of Arab cities. The latter are old and "pre-industrial" in their physical structure and lay-outs. Most of them are neither fit for modern-age technology nor for the huge populations that are presently crammed into them.

4. The last point, huge population, needs some elaboration. The rate of urban growth in the Arab World (from both natural increase and rural migration) is estimated to be twice that of new job opportunities. Yet the added population's mere physical presence in the city requires a minimum of overhead capital to be allocated to public services. The surplus labor force either remains unemployed, underemployed, or is crammed into government bureaucracies. If they remain unemployed, social and political unrest threatens the whole society. If they are forced into state jobs, they are likely to bog down an already fat, half-paralyzed bureaucracy.

5. There is another vicious economic circle to the steady flow of ruralites to big cities. Countries like Iraq and Sudan are often thought of as under-populated. Their vast agricultural resources are far from being fully exploited. Here, unlike Egypt, there is no pressure on arable land but rather neglect of the countryside which leads people to migrate to the city. This in turn impedes the development of the agricultural sector.

6. The inability of the big city to absorb newcomers into modern productive activities creates a situation of urbanization without modernization. The volume and speed with which rural newcomers flow into the city is responsible for this state of affairs. Had their flow been smaller in volume and slower in pace, rural migrants would have been more easily incorporated into the city's modern economic activities and life style. But the situation is further aggravated by the fact that migration is not evenly or proportionately directed to the multitude of urban centers of the country. Instead, most migrants go to the largest city or the second largest, thus giving rise to what we referred to earlier as the "primate city".

The urban scene of the Arab World is dominated by those primate cities. Their size and growth rate are exceptionally disproportionate in relation to other urban settlements in each country. Tables 4, 5 and 6 show the extent of this dominance. Both the "Rank-Size-Rule" and the "Four-City-Index" Tables further show what may be described as "excess weight" in each

primate city. This excess weight is considered by some social scientists as "parasitic" or "cancerous" growth. Primate cities, in this sense, tend to retard the economic development of the country as a whole.

7. Except in the Gulf states, to which most of these remarks do not apply, rapid urban growth results in rapid urban expansion. Since most big Arab cities are located in the heart of fertile regions (e.g. Egypt, Iraq, Algeria, Morocco, and Sudan), urban expansion and urban sprawl are steadily encroaching and eating up agricultural land. In an arid region like ours such land is economically valuable and especially in view of rapid population growth.

8. With the wide gap between cities and villages in most Arab countries, there is a further impediment to overall socio-economic development. This is simply the flight of the most talented, most educated, and most ambitious individuals from small communities to the big cities. Since opportunities commensurate with such talents, education, and ambition, are not coming or forthcoming into their villages or small towns they leave the latter to the big city. We already referred to this one-step vs. two-steps urbanization. What is important, here, from the viewpoint of development, is that such internal brain-drain makes future plans to develop the countryside even more difficult. The dynamic elements and local leaderships would be in short supply. This phenomenon is not unlike international high level brain-drain from underdeveloped to advanced countries.

In summary, rapid urbanization confronts most Arab countries with massive shackles. It is an accelerated, but unguided, force that is impeding socio-economic development. It would slow, even more, the process of "catching up" with advanced nations.

B. Mounting Pressure on Services

The rapidly growing Arab cities, unlike their counterparts in the West, are not the product of a highly efficient agricultural or industrial society. Instead, they are associated with conditions where rural productivity is usually low, manufacturing is only partially developed, and the levels of education, skills, health, and welfare are still grossly inadequate. Because of all these factors, Arab cities are not generating sufficient capital and revenue needed to improve their own services and public utilities, nor is their parent society productive enough to generate surpluses adequate to meet these needs. The inevitable result is mounting pressure on the existing system of services.

Nowhere is the above statement more true than in the area of urban housing. If our projections of future urbanization are accepted, then the Arab World must build (in the next twenty-six years) more units of shelter than it has built throughout its history, including those now in existence. The magnitude of the challenge is staggering. But how are we meeting the much more modest challenge of the present?

The answer is "not very well". It is estimated that between 30 and 50 per cent of the population of most Arab capitals are now living in slums or dilapidated housing. Beirut may serve as an example of most big cities in the area. According to official statistics, 30 per cent of city housing can be surely classified as slum dwellings, sheltering about 40 per cent of the total city population. Twenty years earlier, Churchill's survey showed the same percentage of this type of deteriorated housing, but with a slightly smaller percentage of population in them. The survey also showed that 10 per cent of all dwelling units had no toilet facilities and 20 per cent were without heating of any kind. Twenty years later the figures were 11 and 35 per cent, respectively. Not only is the housing situation not improving, but in many respects it is deteriorating. The slum areas flanking Beirut to the north and south are increasing in density, and have reached in some areas over 33,000 inhabitants per square kilometer (the average density in Mount Lebanon Governorate, i.e., Greater Beirut, is 500).

Beirut may, despite all of the above, still be better off than other Arab capitals. In Cairo slum dwellings shelter nearly 45 per cent of the population. The density in some sections (e.g. Bab El-Shirya) is as high as one million persons per square kilometer.

The expansion of the Arab middle-income class in large cities hardly offsets the number and flow of low-income migrants. The middle-income group, mostly Civil Servants and corporate employees, are more articulate and effective in pressuring for better and newer housing. But for every middle-class apartment building or office skyscraper, there arises overnight, thousands of hovels inhabited by five, six or more persons per room. These are uneducated, hungry, unhealthy and needy persons, who have few opportunities for socio-economic advancement. According to a Ford Foundation study, the ratio of housing needed to units produced in the last twenty years increased ten times.

The pressure on housing and governmental response to it represents one of the many vicious circles in Arab urbanization. The visible conditions compel the government to do something. But no sooner have the measures been taken than the problems worsen either because it did not do enough after raising expectations, or because more entrants flow in from the countryside and occupy the-for-the moment vacated squatters huts. The cycle is replayed again and again. Meanwhile such governmental response means diverting scarce funds from developing housing in smaller cities and rural areas. So the problem in the latter worsens and, in turn, leads to an outmigration from these smaller settlements to the big city. This vicious circle had led some students to conclude that "the problem of urban housing in the less-developed countries is insoluble". While we do not agree with this intuitive and a priori statement, it may not be far off the mark.

What applies to the housing situation in Arab Cities also applies to other services: transportation, health, and education.

The increasing sprawl of Arab Cities has led to grotesque, noisy, congested, and polluting transportation systems. Even the most impressionistic observations of Cairo, Amman, and Beirut can not fail to detect the horrifying dimensions of the transportation problem. When a city-bus in Cairo carries three times its normal capacity, and when the number of cars in Beirut triples in ten years with little or no expansion of the city's main streets, the reader must readily appreciate the scope of the problem.

The mounting pressures on service institutions mean deteriorating quality and less per capita quantity. The irony, however, is that such deterioration does not discourage newcomers from migrating to the city. This is easily explainable. Declining services, as the case surely is, are still markedly "better" than what is available in the countryside or smaller towns. The typical migrant does not evaluate the services against an absolute or international standard but in comparison with what he left behind - which was probably little or nothing. In this sense he is a relativist and, in a way, very "rational" in his decision to migrate and remain in the big city.

C. Breakdowns in Social Relations

Arab cities can be characterized by three types of population: modern urbanites, traditional urbanites, and rural urbanites. Professors Janet Abu-Lughod and John Gulick, among others, have described and analyzed the characteristics and impact of this "trinity" in large Arab cities. The proportion of each type may vary from one city to another. But it seems that the traditional and rural urbanites constitute the majority population in most Arab cities.

Modern urbanites are those who are gainfully employed in the city's modern economic sector. They are educated and lead a life style not much different from their counterpart in the world's metropolitan areas. Their mentality and outlook are characterized by what L. Wirth called "urbanism" i.e., universalism, rationality, discipline, receptivity to innovations and scientific outlook. Used in this way, "urbanism" and "modernization" become interchangeable terms. In the idealized conception of the modern city, most people are assumed to adopt "urbanism" as a mode of living. And since the above attributes are thought to be instrumental in socio-economic development, it has been conventional to associate the rise of urbanization in a country with a rise in its overall modernization. In other words, the city was believed to dramatically mold the rural newcomers into "modern" human beings.

Traditional urbanites are those who are among the original dwellers of the city, but who have remained "traditional" in their life style up to the present. They are engaged usually in pre-industrial urban activities, e.g., as craftsmen, vendors, merchants, etc. Their mode of living hardly resembles Wirth's "urbanism". And as such they are not directly instrumental in the modernization process of a society.

Rural urbanites, or "urban villagers", are new migrants from the countryside who retain, to a great extent, their rural life style. They may perform productive or unproductive jobs in the city. But they do not become assimilated easily, if at all. Their concentration in homogenous clusters, squatter settlements, or slum areas in or around the city help them retain their "ruralism".

With the predominance of traditional and rural inhabitants, the Arab city, far from modernizing them is instead being traditionalized and ruralized. Some students of modernization find this situation distressing as it impedes socio-economic development. Others, among them romanticists and some cultural anthropologists, find it healthy for the newcomers. The heavy concentration of like-people, usually from the same village or rural district, shelters the new migrant from the shocks and cold impersonal environment of the big city; and helps to preserve socio-cultural patterns which otherwise might be totally obliterated.

The kinds of social disorganization in Arab cities seem to vary, in corresponding ways, with the three types of people identified above.

The prevailing social ills among the modern urbanites are not dissimilar from those in Western urban centers. White-collar crimes, high-level manpower unemployment or underemployment, a high rate of divorce, higher incidence of mental disorders, and generational conflicts are the most common. Value-conflicts and confused modes of adaptations are widespread among modern urbanites. The fact that they are "modern" does not mean either oblivion to some traditions deeply ingrained in them, nor does it mean an absence of pressures to be "particularistic" in matters of kinship, religion, and ethnicity.

Rural urbanites, despite their initial soft-landing in the city, are not without problems. Long waiting for gainful employment may drive them to petty crimes. The fact that many come to the city as single males or leave their wives back home creates its own strain and leads to sexual deviance. The sex-ratio among some of the migrant groups is sometimes as lopsided as four males to every female. The sex-ratio for Beirut is 112 males to every 100 females. Imbalances like these give rise to prostitution, sexual crimes, and crimes of honor.

Probably the most problem-free type are the traditional urbanites. Their neighborhoods are usually well integrated and highly stable. Values, behavioral patterns, and expectations are fairly well-defined, and thus, save its members many of the personal upheavals (which riddle the first type) and problems of survival and adjustment (which trouble the rural urbanites).

The kind of squatter settlements, referred to earlier, is taking on the characteristics of ethnic ghettos in some Arab cities. That is to say besides the poverty, oppressive physical conditions, and over-crowding, there is a concentration of migrants who belong to a na-

tional, ethnic, or linguistic group different from the majority population living in the city proper. Beirut and Kuwait City are examples. Thus, aside from the Palestinian refugee camps, Beirut has several shanty-towns surrounding it like Karantina (99 per cent Kurdesh population) and Bourj Hammoud (68 per cent Armenians). Kuwait City is similarly flanked by "Mudun Al Omal" or workers towns which are homogenous clusters of Iraqis, Saudis, Palestinians, Syrians, Egyptians, Indians, and Pakistanis. When ethnicity and poverty combine in high density urban areas the situation becomes potentially explosive.

III. TOWARD AN URBAN STRATEGY

A. Prerequisites of a Doctrine

We have indicated time and again that both population and urban growth in the Arab World are staggering. Yet we do not have a clear policy, much less an effective strategy, to deal with this explosive situation. There is nothing in our past experience or collective memory which would be helpful in confronting the immense urban crisis.

In the search for an urban strategy, we must cast out of our minds certain values, thought patterns, and conventional wisdoms. And we must assert, in their place, new visions, commensurate with the mighty challenges ahead of us.

1. What Must be Cast Out?

(a) One legacy from 19th Century political economy still dominates socio-economic planning in the Arab World. It has to do with the location of industry and economic enterprises. Big factories are located where there are big population concentrations—closer to the supply of labor and markets; steel mills locate closer to where coal is mined (or imported), etc. There was a good rationale for this in the last century and early in this century, but it is no longer such an iron-clad necessity to do things in this way. Today, modern transportation technology gives us more choices and alternatives. Labor is abundant and can be trained wherever it exists. Thus the short-range, and often short-sighted, feasibility studies for locating new industry are not only bad economics but disastrous sociology. This archaic approach has to be abandoned.

(b) The overall settlement patterns in the Arab World have been historically rigid—mainly confined to the great river valleys and coastal areas. The major expanse of Arab land is mostly uninhabited desert. This historical fact need not be an iron necessity. The green ribbons and oases patches can not support an increasing population indefinitely. We have to consider marching beyond them.

(c) The fragmented and sectoral approach in dealing with urban problems has proved disastrous. We pointed out, in more than one place in this paper, how such an approach sets in motion all kinds of vicious circles. Housing projects are often undertaken with little coordination with transportation, industrial, health, and educational development projects. All of

these are hardly coordinated with other cities or in the society at large, much less with neighbouring Arab countries. The fragmented sectoral approach rarely tackles the problems at the source, it mainly attempts to cope with them. And even in that it has proven ineffectual. This approach may generously be called "modern day fatalism". It must be discarded.

2. What Must be Asserted?

A new urban ideology is imperative. An ideology that does not succumb to the conventional or the ordinary; and does not submit to the traditional or the "taken-for-granted". Ours, in many ways, are unique problems. We cannot just cope with them, we have to overcome them. Creative imagination always underlies revolutionary thinking. Our needed urban ideology has to be revolutionary. Not that it will jump over reality, but rather that it will debunk, scrutinize, and mold present reality in order to create a newer reality. Revolutionary ideology gestates revolutionary strategy. The latter should give birth to bold tactics. The following dicta must be asserted:

(a) Demographically, urban overgrowth cannot be checked without checking the general population growth of the respective Arab countries, and of the region as a whole. To succeed in the former, we must succeed in the latter.

(b) Effective control of both population and urban growth cannot be obtained without an overall socio-economic policy for a given country and for the region as a whole. It is such comprehensive policies which determine whether or not the demographic and urban dynamics will be harnessed as a stimulant for rapid socio-economic development.

(c) It must be explicit in our thinking and actions that there is no sound effective urban policy without a sound effective rural policy. In designing for the future, we must build communities within which the 250 million Arabs of the year 2000 can live safe, healthy, productive, and rewarding lives. Whether these communities are in large cities, towns, or villages, the quality of life should be the same.

B. Pillars of a New Urban Strategy

With the above requisites in mind, we shall concentrate here on developing a new urban strategy for the Arab world. Three pillars should stand up in this strategy: a curative pillar, a preventive pillar, and a visionary-promotive pillar. The last one, because of its unconventionality, will receive more elaborate treatment.

1. The Curative Pillar

Here the attention must be directed toward devising policies to improve the present situation. First, and utmost, is to hold down the growth of Arab metropolises; and second, to halt the deterioration of physical and social conditions.

(a) Slowing Down Metropolitan Growth. It is unrealistic to hope for preventing the growth of big cities altogether. Short of that, however, it is both possible and imperative to slow down their rate of growth to say, 3 per cent instead of their present high of 4.5 to 6 per cent annually. We believe this to be most essential for all Arab cities that are now 500,000 or above in size. The urgency of this curative measure should be proportionate to how much above the half-million mark the city is. Thus in Cairo, Baghdad, Alexandria, Casablanca, and Algiers this measure is most urgent; for Beirut, Damascus, and Kuwait City it is urgent. The question, of course, is how to do it? There are several direct and indirect measures that can be applied.-- ranging from legislative to negative incentives, to discouraging migration to big cities and also to encourage out-migration from them. Without being exhaustive, here are some examples: higher city income, personal and property taxes; markedly lowering taxes in smaller cities and towns; stop adding any new industries in the big city proper or within its 30 mile radius; outlawing the building or expansion of slums in or around the city.

Naturally, the above measures may discriminate against the urban poor, or can easily backfire. They are suggested, however with two precautions in mind. First, that they are an integral part of an overall strategy which takes the welfare of the above people into account. Second, the taxation aspect of these measures must be graduated according to income brackets. The taxation measures will also have the benefits of giving the city additional revenues with which public services could be improved without diverting so much, as it is now, of the national budget.

(b) Halting the Physical and Social Deterioration. Here the thrust of policy should be toward clearing out slum areas and diffusing their population all over the city by integrating them in existing healthy neighbourhoods. Building new public housing in concentrated fashion, the experience has shown, turn them quickly again into slums, at least socially. Diffusing the well-to-do population, on the other hand, facilitates their integration and assimilation into the system of "modernity". This, also, leads to more equitable distribution of city services. The end result may be the gradual disappearance of segregated class-bound or religious-bound residential neighbourhoods. Thus, the city would be made up of heterogeneous quarters or areas approximating a complete microcosm of the society at large.

This policy should be carried out on a partnership basis among public sector, private agencies, and the individual beneficiary. This would create a community of interests and concerns insuring proper implementation.

With regard to transportation, mass transit systems should be given high priority. The use of private automobiles should be discouraged, again possibly through differential taxation. Not only are the structures and physical-layout of most large Arab cities unfitting but, also, the polluting effects, high accident rates, and the draining of valuable hard currency are good reasons for halting the acquisition and frivolous use of private cars.

The expansion of neighbourhood-oriented facilities like shopping centers, recreation means, public parks, community hospitals, etc. should replace the city-wide institutions. The latter, in most cases, tend to create administrative and traffic bottlenecks. In other cases only residents in the immediate vicinity of a city-service-institution benefit while others, because of distance, are deprived. Again, here, the success of this policy is better insured if it is carried out on a partnership basis, say, between neighbourhood councils and city government. If such political institutions do not exist, they should be created; if they are weak, they should be strengthened.

2. The Preventive Pillar

This aspect of the new urban strategy calls for a set of policies which deliberately attempt to develop the present middle-size cities and towns. Besides being the ultimate insurance for the success of the curative measure stated above, this set of policies would achieve the following objectives:

(a) to attract some population out of the big metropolis to the middle-size cities and towns.

(b) to absorb the flow of rural migrants - thus circumventing the latter from compounding the agony of the big city.

(c) to make the middle-size cities viable centers which radiate positive influence on their surrounding hinterland. Urbanism as a style of life can be best mediated to a larger portion of Arab population through these provincial centers.

Caution has to be exercised in applying this preventive strategy. Middle-size cities should not be left to grow into a size similar to that of Baghdad or Casablanca (much less Cairo). Recent studies have shown that cities could achieve their optimum level of manageability at 250,000 - 500,000 population. At this size all basic services, utilities, recreation, and even specialized activities could be offered to the population at minimum cost. Beyond this size there is a tendency for duplication (generally wasteful); and at twice this size (1,000,000) sectorial imbalances begin to appear at varying degrees. Thus 200,000 to 500,000 seems not only to be a "compact" but also a "complete" size for a city. And we suggest it as the "ideal" for Arab cities which have not reached this range yet. But once reached, attention in the respective province should shift to other towns or smaller cities to absorb new rural migrants.

Developing middle-size cities will restore a Rank-Size-Rule distribution among urban centers; and will, also, re-establish a two or even three-step flow between the countryside and the metropolis. The flow will not be uni-directional either. The idealized conception of our strategy implies a two-way direction.

How do we bring about the full development of middle size cities? Again, we can only mention a sample of possible measures: (1) all new heavy and middle-size industries should be located in the vicinity of middle-size cities; (2) decentralizing government and administration away from the national capital and to these medium cities; (3) opening new universities or establishing branches of present ones in the provinces; (4) giving these cities priorities in social and utilities development programs (e.g., housing, health, and transportation), or at least their per capita share of the country's budget should be equal to that of the national capital.

Along with developing medium size cities, equal attention should go to towns. These are settlements ranging in size between 20,000 and 100,000. There are many such towns all over the Arab World. Most of them are old sites dating back to hundreds, if not thousands, of years. Their original selection by our ancestors were definitely for good reasons. Later historical, economic, and political events led to their neglect and, often, deterioration. Their historical and cultural values can, with minimum cost and effort, be restored. But economic viability must also be ensured.

Medium and light industry should locate between existing small towns and the countryside as part of diffusing industrialism and of avoiding urban concentration. This will, also, bring some urban population (technicians) closer to rural areas and, thus, soften the separation (and often contradiction) between peasantry and city. It provides for an even spread of population and material wealth. It takes the city to the peasants; and brings to some city dwellers (who go there) the best of the countryside -- green areas and clean air. This element of the new urban strategy has been tried by the Chinese. They call it industrializing without urbanizing: That is, to decentralize as much as possible, spreading small-scale modern technology among the peasants. In the case of China it is a matter of policy to start a "people's university" as a part of every new factory established in the countryside. So peasants learn about modern technology, the history of their country, arts, and the humanities.

Garden City planning in the West was a reaction against ugly technology; and industrial planning in Russia (after 1917) was a reaction against poverty and backwardness. But neither was fully satisfactory. The former has remained either a utopia or was only enjoyed by the few well-to-do. The latter was efficient but lacked in many human considerations. What we are suggesting as a preventive measure for the Arab World avoids the pitfalls of both. It looks forward to a future in which sharp differences between city and village are eliminated, in which capital and industry are no longer concentrated in a few metropolises; a future in which the "cultural aristocracy" of the city is democratized and spread into the countryside.

3. The Visionary Pillar

This third pillar in the suggested urban strategy is a true challenge not only to our urban and demographic practices but also to values and concepts we have held uncritically for centuries.

In the curative and preventive pillars, the policy measures are predicated on premises which are still conventional to some extent. That is, to work with and plan within the existing settlement patterns - to improve them qualitatively; and to restore a more equitable distribution of wealth, technology, and culture. These measures, sound as they may be, are only partial remedies and short-range solutions to our urban crisis. We are approaching the time when the debate about city life versus country life will have become obsolete, for the great majority of people may have neither, but rather something inferior to both.

The imperative of population growth in the Arab World is a compelling fact. We may be able to slow it down; but even if we succeed, the absolute increase will still be phenomenal. The grand question, obviously, is where will the hundred million increment in the next twenty-five years go? What is the best we can imagine in the way of a solution?

The two questions are far more difficult than it may seem. To conceive of ideal living conditions for twice as many millions of people as we now have calls for a titanic exercise of imagination and intellect, and for encyclopedic knowledge. Fortunately, men and women of the requisite imagination and boldness do exist. And we must draw on the fruits of their work.

The expanse of the Arab World is tremendous; but only ten per cent of it is now inhabited. The other ninety per cent are empty deserts. Agricultural arable land is limited and already over-populated, with a few exceptions, to the last inch. This reality is so glaring that the only direction we can go in the future is into our deserts.

(a) Present Values and Perception of the Desert. Historically, there are few examples of successful adaptation to the desert such as could be found in the achievement of the ancient Arabs in their original habitat. They adjusted their needs and means to its conditions; and established themselves as masters of the desert.

Over the past few centuries, however, the bulk of the Arab population has progressively lost contact with the desert hinterland. It is no longer a friendly terrain. It is "ugly" and "treacherous". A value system has developed in which green is beautiful and yellow is loathful. But even when some of us recently think, timidly, of the desert as a possible extension of our habitat, we are still conditioned by the same anti-desert value system. We only entertain ideas and schemes of "conquering" the desert, making it submit to our rigid values. It must yield itself to green pastures and fields. We measure our success in terms of how many acres we managed to snatch from the mighty, inhospitable ocean of sands that surrounds us.

There is nothing, of course, objectionable to greening the desert and increasing our hard-pressed agricultural land. What is objectionable, however, is to straight jacket our thinking about the desert in this highly narrow fashion. What this limited perspective does is to make us conclude that if we cannot agriculturally reclaim the desert, then there is nothing else we can do with it. My counter thesis is that there is much more that we can do in and with the desert. In view of the Arab demographic and urban explosion, it would be an ill-afforded luxury not to take our deserts more seriously. Indeed, this may be our chance, by taking advantage of the urbanization thrust, to renew and strengthen our acquaintance with the desert as our ancestors once did; to explore and exploit whatever mineral resources it may have; and to re-establish human bridges among the Arab countries whose populations are now separated from one another by hundreds of miles of emptiness. Furthermore, our very recent history (after 1967) should have taught us a lesson: land unsettled is a land unclaimed. If we do not settle our deserts, other hungry, over-crowded nations may very well do it by force of arms.

(b) The Long March Into the Desert. We are deliberately coining the phrase "long-march" to dramatize the bold and revolutionary strategy entailed in thinking about the desert. Admittedly, the "march" will be neither supersonic nor easy. It will start by inching into the desert slowly and arduously. Early results will not be spectacular and frequent frustrations must be expected. But once the first several miles are covered, the march will gain a momentum all of its own. To ensure the success of our march into the desert, we must be aware of possible problems and increase our knowledge of the desert.

1. A prerequisite to the introduction of medium and large scale settlements in the desert is a scientific understanding of what it takes to live in the desert. Fresh water, generally scarce in arid areas, must be provided for. While the water needed will not be as much as that required for agriculture, it will still be substantial, nevertheless. A good part of our effort, therefore, must be devoted to the technology and economics of desalination and water transportation over long distances. Fortunately, we do not have to start from scratch. Promising research and applications in this area are underway.

2. There is an equally pressing need to understand the changing role and mechanisms of human settlements in arid regions. That is, technical and scientific developments in the fields of regional and urban planning must be related to the particularities of conditions prevailing in the desert. Again, we do not have to begin from a zero point. The American Southwest (Arizona and Nevada), which bears many similarities to our region, has gone a long way toward settling its desert. Arizona has been the fastest growing state in the union. We can learn from their experience.

3. We must acquaint ourselves with research done and undertake some of our own regarding means of adaptation to conditions imposed by dry climates. This includes problems of internal physical structure of urban settlements (e.g., site planning, specialized building materials, construction techniques, desert architecture, etc.), as well as those relating to continuity of viable functions and survival. The pioneer works of Frank Lloyd Wright and Paolo Soleri in the Arizona desert must be digested and utilized. It goes without saying, that blind importation of ideas and concepts should be avoided.

(c) Where do we settle in the Desert? The question of how and where to proceed in settling the desert is an important one, for it will determine our success or failure. One can't plant a city in the middle of nowhere just because it happens to conform to a vision. Developing and settling the desert cannot afford to be indiscriminate. We must be selective on the basis of carefully tested criteria. Such criteria have been implicitly or explicitly stated throughout this paper. We envision desert settlements which can absorb some of the millions now crowding our densely populated areas as well as many of the millions of people who will be born in the next twenty-five years. But to persuade people to live in the desert there must be economic and social meaning to the venture, along with a sense of national mission. We can think of four types of objectives and functions which desert settlements can serve: development of natural resources, water extensive industrial projects, education and scientific research centers, and recreation and tourism.

1. Settlements around the development of natural resources should rank high on our priority list. Here there is obvious economic potential, e.g., oil, mining, and quarrying. The tangibility of these enterprises makes them less controversial in the early years of our desert march. Some sites where minerals are being extracted: e.g., six along the gulf of Suez, three in the Egyptian eastern desert along the Red Sea, several in the Libyan-Egyptian desert, and several in the Algerian desert. Unfortunately, these sites have remained as mere work camps. The living conditions are closer to a Spartan life than to a humanly integrated one. So much so that employees usually leave their families behind (where there is some civilization). This need not be the case, however. These desert sites can be turned into flourishing cities. Their economic activities provide for a sound "economic base" in which for every worker in primary industries (like oil) there is room for two or three workers in services, public utilities, government jobs, schools, hotels, etc. Thus, if there are 150,000 workers in oil fields and mines in the Algeria Sahara, for example, there is a potential urban growth for new towns to accommodate about half a million. And as these towns grow into sizeable cities the ratio of "basic" (primary industry) to "non-basic" (service) workers changes in favor of the latter. In Egypt most of the oil fields and mining sites are closer to either the Mediterranean or the Red Sea and the Gulf of Suez which offers a double opportunity for both mining and resort towns, thus creating a whole network of mutually supportive communities.

Indeed, two new demographic concentrations can feasibly be created; one in the area extending from Suez to El-Quosaire, and the other from Alexandria to the Libyan borders. A similar demographic pull center can be stimulated in Sinai. The three areas may very well accommodate three million people, instead of the 300,000 who live there now.

Recent history in our area and elsewhere should convince us that building sizable population centers around extractive industries is possible and feasible. The Gulf area, where only a few thousand people lived until recently, is now supporting settlements totalling two million people. Similarly, the Suez Canal area grew, in a matter of fifty years, from a virtual desert emptiness to a teeming population center, with three sizable cities.

2. Settlements around educational and research centers would also be less controversial and could prove to be successful in the early stages. Recently, an Egyptian scientist suggested the establishment of a university in Sinai, not only to serve the educational need of the people in that long-neglected region, but also to foster research and development of the desert. The warm reception of the idea by his countrymen makes ventures of this type highly commendable in other desert areas of the Arab World. During the past twenty years, the number of colleges and universities in the Arab World tripled. Unfortunately, these institutions were all located in major urban centers. This asset, the need for higher education, could have been used in the development of newly opened regions. It is not too late to rectify the situation. More institutions of research and higher learning will be needed in the next decade. They should be located in the desert. Not only will they attract thousands of people, but they can also serve as model communities for significant experiments in social change.

3. A third type of desert community may be centered around low water-consuming industries. The initial investments required for capital goods and social overhead may be enormous. But this is a problem that can be solved by allocating infra-structure cost to the overall price of developing desert regions, and by indirectly transferring costs that otherwise would have been incurred in existing urban centers. Another way of reducing cost here would be by locating such industrial settlements near the first two types of desert communities.

4. A fourth type of desert urban settlement could successfully be developed for the purpose of tourism. The Arab World has 15,000 kilometers of coastline area with climate that permits outdoor recreational activities most of the year. Sharm El-Sheikh may serve as a reminder of what could be done. And again, if we do not do it, somebody else will, to meet the needs of the vacation-hungry, affluent Europeans and Japanese, not to mention the growing Arab middle-class.

Whether in Libya or Egypt, Algeria, Saudi Arabia, or Iraq, the strategy of urban march into the desert requires: (1) a national commitment, zeal and determination. It requires the

inculcation of a frontier spirit — especially in the Arab youth; (2) massive road building and transportation networks, intermediate service stations, and water pipelines (or desalination plants if closer to the sea) to make these desert settlements not only livable but also attractive to an ever increasing number of people; (3) initial incentives to the first wave of settlers, especially those who take their families along.

C. Policy and Executive Organs

At present, not all Arab countries are confronted with the same urbanization problems to an equal degree. But all of them will be in the next ten years. Anticipating and diffusing these problems will cost much less, in human and economic terms, if it is done at an early stage.

There should be a pan-Arab policy on population in general and urbanization in particular. Regional balance in human resources will benefit all and hurt none. Political sensitivities should be brought out in the open and subjected to rational, realistic, and long-range considerations. Experts, and not feuding politicians, should be entrusted with this task of demographic and urban planning for the whole region. A pan-Arab policy and executive organs are essential to carrying out the measures suggested in the last part of the new urban strategy—that of settling the desert. The Arab countries are separated by deserts and, therefore, developing them will provide human bridges. It will make inter-Arab trade and economic integration much easier in the future.

For each Arab country — regardless of its social system, there should be a national policy (that does not conflict with the pan-Arab policy) on population and urbanization. And within each country there should be a board or a commission (either separate or as an organic part of national planning agencies) to work out the details of this policy. This is essential, especially with regard to the curative and preventive measures suggested by our new urban policy.

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The Arab World, now and in the next few years, will not be lacking in financial resources, surplus population, or surplus deserts. To forge these three elements together for a better future we need the will and imagination; and we need to start now before the first element is dissipated. What we are suggesting here, not only solves our urban problem, but can also introduce a major and far-reaching change in the Arab society — its values, social relations, and human conditions. This is a mighty challenge. In Toynbee's scheme, our proper response to the challenge can very well mean the rise of a new civilisation.

MANPOWER SITUATION IN THE ARAB REGION AND FUTURE NEEDS*

I. INTRODUCTION

Without undue exaggeration, it may be stated that the field of manpower lies at the crossroads of a variety of disciplines and fields of study. It links demography, statistics, economics, sociology, politics, health, education, social security, law, finance, personnel management, trade unions etc.

By its nature, the study of manpower deals with both quantitative and qualitative aspects. Although they may overlap in practice, it is possible to distinguish between the two types in terms of whether or not data are being used in the analysis. Hence, the quantitative aspects of manpower manifest themselves in terms of the size of the labour force, its composition by age and sex, its distribution by locality of residence and workplace, by the type of activity, by occupation, education or skill level, by wages, earnings and working hours... etc.

On the other hand, qualitative aspects may be derived either from quantitative analysis or from direct considerations of such aspects as safety at work, the industrial and labour relations systems, the role of trade unions in activating and implementing manpower policies etc., which delineate the conditions of work and life of the labour force.

It is in this context that demographic studies of manpower should and would eventually reveal a great deal about the economic and social well-being of the community, the region and the nation.

Between demographic and economic events, it is not easy to determine which is the dependent and which is the independent variable. The analyst, however, would ascribe either dependent or independent roles to the same variable in order to suit the purpose of his analysis.

In so far as birth rates and migration rates would rise and fall as a result of economic prosperity and depression respectively, one would perhaps be justified in considering demographic events to be dependent on economic events.

On the other hand, economic events may be seen as being dependent on demographic events in the sense that, at any given time, the size together with some other characteristics of the labour force are conditioned in a large part by the demographic behaviour and trends exhibited by births, deaths and migration over the preceding number of years.

II. PURPOSE AND SCOPE

The purpose of this working paper is to provide a basis for discussing population and manpower questions with particular reference to Arab Countries. In view of the extensive nature of the manpower field, as has already been mentioned in the introduction, the scope of this paper is here being limited to dealing with the following three main issues:

- a) methodological aspects including discussions of concepts, definitions, data availability, reliability and usefulness for manpowers analysis;

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- b) highlights of the manpower situation in the region, on the basis of available data at the country level, with an attempt at aggregation where possible;
- c) future needs and policy implications.

III. METHODOLOGICAL ASPECTS

Under this heading it is proposed to examine the extent to which the relevant data are available, reliable and useful or suitable for manpower analysis.

A. Collection and Availability of Data

In the absence of specifically designed manpower surveys, it is natural that census data are used in manpower analysis.

In some Arab Countries, however, "experience (in census-taking) is very recent, covering a maximum of 25 years... Consequently this traditional technique is still rather a novelty in the region and the resulting data have more than likely not been fully exploited".^{1/} Taking the Arab Region in general, it is noted that Iraq, Algeria and Tunisia each had three censuses since World War II.

The three censuses of Iraq were taken in 1947, 1957 and 1965. Three other attempts were made earlier in Iraq (1927, 1930 and 1934) but were not censuses in the current usage of the term.

The three post-war censuses of Algeria were taken in 1948, 1954 and 1966. It should be noted, however, that Algeria's history of census-taking is probably the oldest among Arab countries in modern times. The first count of the population in Algeria was taken in 1856 followed by thirteen others, the last of which took place in 1966. The latter was also the first census to be conducted in independent Algeria.

As for Tunisia, its history of census-taking dates back to 1921, and the latest post-war censuses were taken in 1946, 1956 and 1966.

Nine censuses were taken in Egypt since 1882, three of which (1947, 1960 and 1966) were taken in the post World War II period. The latest 1966 census was conducted on a sample basis. The next census is scheduled for September 1974.

Kuwait had three censuses in the course of a period of eight years (1957, 1961 and 1965). Never before was a census taken in Kuwait. The Trucial States had their first population census in 1968. A partial census was attempted in the Yemen Arab Republic in 1970.

^{1/} Introduction to Traditional Techniques in Demographic Data Collecting and the effectiveness of New Techniques in Countries of the UNESOB Region, paper presented to the Expert Group Meeting on Traditional and New Techniques of Data Collection in Demographic Statistics held in Beirut from 29 November to 9 December 1971, p.4. (Doc. ESOB/DEM.STAT/WP.11).

Morocco and Syria each had its first population census in 1960, Jordan in 1961, this was preceded in Jordan by a housing census in 1952. Before the latest two Syrian Censuses (1960 and 1970) data represented mere counts of the population. These counts date back to 1921.

In the case of Morocco, the only census which has one reference data for the whole of the country is that of 1960. Earlier censuses were taken sporadically to suit the linguistic and political divisions among the populace. Thus, three were taken in the Spanish Zone (1930-1940 and 1950), five in the french protectorate or South Zone (1921, 1926, 1931, 1936 and 1951-52); and three in the province of Tangiers (1927, 1937, and 1941 followed by annual estimates made for 1945 and 1954.

In the Sudan, the first and so far the only population figure relates to 1955/56. No census as such was ever taken in the Sudan. In 1955/56 a sample of the population was taken and spread over 14 months. Any population figures available for the Sudan are, therefore, only estimates.

B. Data Reliability

Apart from the relative scarcity and relatively short history of data collection in some of the Arab Countries, it has to be noted also that some of the figures, where available, require careful scrutinisation before they can be usefully subjected to any meaningful analysis.

For example, the age/sex structure of the population which provides the initial base for any manpower analysis is either not available in the case of some of the countries or of doubtful reliability in the case of others. While some of the data available have been used in studies without any adjustment, other data were unsuitable for use even after adjustment.^{2/}

Despite the limitations attached to the data available, and in view of the lack of data alternatives, what is available may be used, after certain obvious adjustments, for analytical purposes in the field of manpower and labour. Adjustments, mainly pertaining to the age structure of the population by sex, have been attempted by a number of researchers. In this paper, the resulting data are used, not without reservation, to reach estimates of the labour force in the countries concerned.

C. The Usefulness and Suitability of Data

In any field of study, the usefulness or suitability of data for analytical purposes may be affected by such factors as concepts, definitions, design, the type of classification, the amount of detail, etc... Some of these factors will be discussed here with reference to the manpower field.

^{2/} Zacharia, K.C. The Demographic Measures of Arab Countries - A Comparative Analysis, Cairo Demographic Centre, research monograph series, No.1. Cairo, 1970. p.281.

Manpower data are bound to be influenced for example by the approach adopted to obtain these data. Two approaches have been developed in this regard: the labour force approach and the usual activity approach.

In the labour force approach people are classified at a given instant according to their work activity during a certain period. The second approach classifies workers according to their usual activity in the recent past. Each of these two approaches has its merits and demerits.

The labour force approach for example prevents people from reporting a status which they may have held several years ago but no longer do. It also permits the measurement of unemployment simply in terms of those who are without a specific job during the reference period of the inquiry. On the other hand, this labour force approach may result in classifying seasonal workers or workers who are temporarily laid off as unemployed or may fail to include such persons at all in the work force.

Alternatively by classifying people in the light of their usual activity in the recent past, the data may suffer from a gross understatement of the amount of unemployment, or inflate certain occupations by a number of people who may have been on these occupations but only several years in the past. Moreover, it could inflate the size of the total labour force by including persons who may have worked in the recent past but no longer participate in the work force.

Concepts and definitions also play an important role in influencing the shape of manpower data available in different countries and/or regions, despite, and perhaps because of, the existence of international standards.

To begin with, these international standards are not always adopted by all advanced countries, whereas more than often they are adopted by the less developed countries. Whether or not the standard definitions are complied with, the countries in question are faced with a choice between two undesirable alternatives: the blind adoption of unsuitable definitions or the rejection of such definitions at the expense of international comparability.

An attempt at resolving this issue was made by a group of African scholars who formulated their reflections around this issue in the following words:^{3/}

"The definitions of "potentially active population and "economically active population" given by the ILO should only be a reference and each country should adapt them to its own conditions. It is for the international organizations, basing themselves on the national definitions, to find standards enabling comparisons to be made between the various countries.

^{3/} OECD. Human Resources and Development Planning in Africa. Proceedings of an Expert Group Meeting, Dakar, 26 February - 1 March, 1973. pp.7-20.

Difficult problems often arise with regard to the ages of entering and leaving active life.... The concepts of "employment" and especially of "full employment", as developed in industrialised countries were not well suited for Africa and could prove misleading... Participants stressed, therefore, the importance of devising employment concepts, policies and objectives suited for African conditions and called for vigorous and sustained efforts in that direction... Some participants pointed out that in rural areas, old people maintained their activity more or less until they died".

Similar apprehensions about the irrelevance of standard international definitions are expressed by a number of economists. In approaching real situations of underdevelopment, they become increasingly cautious and more reluctant to using these uniform definitions. Shying away from such established definitions has been justified by Singer and Jolly as follows:

"... The demarcation line between activities classifiable as 'economic', which stamp the person performing them as being in the 'labour force', and other 'non-economic' activities performed by persons outside the labour force, is statistically arbitrary and, for purposes of indicating living standards, meaningless"^{4/}

On the question of definitions and their relevance to conditions of underdevelopment, Professor Hausen had the following to say:

"In the theoretical sense of people willing to work at going market wages, supply of labour could not be measured directly. Hypothetical questions of this type do not make sense to illiterate villagers. The true supply of labour is not measured by the labour record of working persons nor by actual employment"^{5/}

The question of definitions does not only affect the usefulness of data for analytical purposes but also has its bearing on question of policies and strategies. In the field of manpower, for example, the estimation of labour supply on the basis of available statistics will vary according to the manner in which the active population is defined. In active population, some definitions include both the employed and those seeking employment, others may include only those who are employed. Moreover, the inclusions or exclusions of certain categories of workers would affect the concept of active population. The supply of labour is also affected by the definition adopted for unemployment, which in turn is influenced by the type of activity to which the unemployed is attached (e.g. agriculture, construction, entertainment, etc.).

Besides, the age of entry into the labour force varies from one country to another. In the Arab region, this age is 5 years in Jordan; 6 years in Egypt, Algeria and Libya; 10 years in Morocco; 12 years in Syria and Kuwait and 15 years in Tunisia.

^{4/}Singer, H. and Jolly, R. "Unemployment in an African Setting: Lessons of the Employment Strategy Mission to Kenya", International Labour Review, Vol. 107, No. 2, February 1975, p. 6

^{5/}Hausen, Bent. "Employment and Wages in Rural Egypt", the American Economic Review, June 1969, p. 304.

But even if the age of entry into and exit from the active population are both standardised among the different countries, other problems will arise with regard to the time worked by each sex/age group during a year, a month, a week or a day.

All this ties up and is bound to be reflected in policies and strategies which might be designed and formulated to increase the demand for labour, and to avoid unemployment. Since any such target would necessarily require a thorough and systematic evaluation of the prospects for economic expansion, it would seem inevitable that problems of definition should be settled first. Any effort exerted in that direction by researchers and policy makers alike is certainly worthwhile and highly rewarding.

IV. HIGHLIGHTS OF THE MANPOWER SITUATION

In this section, the manpower situation in the Arab Region is described. In view of some of the factors outlined in the previous section, it is preferred not to indulge into any diagnostic effort. However, it was not possible to refrain from making some analysis on the basis of the available data where appropriate.

A. General Background Information

Table 1 is given below firstly to give some general background information about countries of the Arab Region and secondly to give a preliminary illustration of some of the problems which were mentioned earlier. For example, population estimates for consecutive dates, do not seem to be consistent simply because they are quoted from different sources. Whether other data in this and in other tables in this section are subject to similar variations, is of course an open question.

B. Demographic Features

Annual rates of population growth in Arab Countries, where such data are available, may vary between 1.2 per cent (Tunisia-1956/66) and 3.3 per cent (Iraq-1957/65). Kuwait, however, has an understandably exceptional growth rate of 9.5 per cent per annum (1961/65) due to the number of non-Kuwaities in the total population. The annual growth rate of population in working ages (15-64), as estimated for 1950-60 varies between 2.1 per cent in the case of Algeria and 3.2 per cent in the case of Jordan. For the ten countries for which data were assembled, the growth rate of working age population did not lag behind the corresponding growth rate of the total population except in Algeria, Kuwait and Syria, as may be seen from the following table 2.

Table 1. Some Selected Background Information about Arab Countries.

Country and Source	Mid-70 Population (1000) (1)	GNP at market a/ prices (1970) (million US \$) (1)	1970 GNP per capita (US \$) (1)	per cent growth rates (1960-70)		other estimates of population (000)	
				Popula- tion (1)	GNP per capita (1)	1970 (2)	1971 (3)
Egypt	33329	6870	210	2.5	1.7	33872	...
Sudan b/	15695	1850	120	2.9	1.0	15779	16087
Morocco	15495	3600	230	2.9	1.0	15722	15234
Algeria c/	14330	4270	300	3.1	1.7	14012	...
Tunisia	5075	1270	250	3.0	0.5	5075	...
Libya	1940	3420	1770	3.7	20.4	1881	2010
	85864	21280				86341	
Iraq	9678	3090	320	3.5	2.5	9519	9750
Saudi Arabia	7360	3220	440	1.7	8.0	5074	7965
Syria	6098	1750	290	2.9	3.4	6137	6451
Yemen Arab Republic b/	5730	290	80	2.2	2.0	5400	5900
Lebanon	2726	1610	590	2.5	0.5	2614	2873
Jordan b/	2317	570	250	3.5	2.9	2238	...
Yemen, PDR	1255	140	120	2.3	-0.5	1297	1475
Kuwait b/	760	2850	3760	9.7	-3.5	648	831
Oman b/	600	210	350	2.0	17.1	601	...
United Arab Emirates b/	220	530	2390	9.3	18.5	200	...
Bahrain b/	212	120	550	3.5	2.8	213	222
Qatar b/	115	200	1730	9.1	0.5	91	81
	37071	14580				34032	

Sources: (1) International Bank for Reconstruction and Development. World Bank Atlas, 1972.

(2) International Labour Office. The Economically Active Population of Africa in 1960 and its possible evolution up to 1985. African Population Conference, Accra (Ghana) 9-18 December, 1971. and Data obtained from various UNESOB Documents.

(3) International Planned Parenthood Federation. Situation Reports. July and August 1973.

Notes: a/i.e. including indirect taxes net of subsidy.
b/estimates of GNP per capita and its growth rate are tentative. In some instances GNP per capita estimates of under 100 dollars are based on data that have a large margin of error and are thus likely to be less reliable than estimates of over 100 dollars.
c/growth rates relate to the period 1963-1970.

Table 2. Estimated Compound Annual Growth Rates of total and working Age Population in some Arab Countries, 1950-1960 (percentages)

Countries	Annual Growth Rates (per cent)	
	Population	Working Population (15-64)
Algeria	2.4	2.1
Egypt	2.4	2.4
Iraq	2.8	2.8
Jordan	2.7	3.2
Kuwait <u>a/</u>	3.2	3.1
Libya	2.3	2.3
Morocco	2.8	2.9
Sudan	2.9	2.9
Syria	2.7	2.4
Tunisia	2.7	2.9
Total countries	2.5	2.6

Source: Author's calculations based on data obtained from: Thavarjah A. Estimates of total Population and Age-Sex structure of Arab Countries 1950-1960. Research monograph series No.1, Cairo Demographic Centre, Cairo 1970, pp.335-352.

a) Kuwaities only

With regard to the age/sex structure of the total population, and taking all the ten Arab Countries together, it will be observed that over half the total population falls in the broad age group 15-64. This is true of 1950 and 1960 alike. But a slight decline is observed in this ratio between the two years for both males and females. As may be seen in table 3 below:

Table 3. The Age Composition of Ten Arab Countries combined (countries shown in Table 2)

Age group (years)	Males		Females		Both sexes	
	1950	1960	1950	1960	1950	1960
Under 15	43.4	44.6	42.1	44.0	43.0	44.3
15 - 64	52.9	52.4	54.0	52.8	53.2	52.6
65 and over	3.7	3.0	3.9	3.2	3.8	3.1
All ages	100.0	100.0	100.0	100.0	100.0	100.0

The age composition of each individual country is hardly any different from the composition given above for the ten countries combined. This type of distribution is normally found in less developed countries (regions) of the world. In more developed areas, these three broad age groups usually cater for about 30, 60 and 10 per cent of the total population respectively. In the United States for example it was 31 - 56 - 13 per cent respectively for 1960, whereas in India for 1961 it was 41 - 54 - 5 and in Pakistan 47 - 48 - 5.

Despite the aggregative form of the data given in table 3, it is not unsafe to assume -on the basis of that data- that the Arab Population (represented by only these 10 countries) has become relatively younger over the given decade, and is much younger compared with USA, Japan and India. The proportion of children exceeds 30 per cent in both the USA and Japan as against 41 per cent in India, compared with around 44.5 per cent for the above group of Arab Countries. Correspondingly lower proportions are observed in the other two broad age groups.

Estimated Ratios of the working age total population in Arab Countries for 1970 do not show much rise above the 50 per cent mark.^{6/} At the same time there is in some of the countries under consideration a slight decline in these proportions in 1970 as compared with 1960.

C. The Labour Force and Activity Rates

Data on the proportion in the labour force of the total population in each of the ten countries under consideration are given below in table 4 for 1965. With the exception of Kuwait and the Sudan, the proportions of total males in the labour force fall in the range of 43-48 per cent. The corresponding proportions for the U.S.A. and Japan are 53.7 and 58.5 respectively. On the other hand the highest ratio of the female labour force to the total population is below 6 per cent. The corresponding ratios for the U.S.A. and Japan are about 25 per cent and 36 per cent respectively.

Table 4. The Size of the Labour Force in some Arab Countries in 1965

	Absolute Numbers (in thousands)			Proportion to total population (per cent)		
	Males	Females	Both Sexes	Males	Females	Both Sexes
Algeria	2631	85	2716	44.3	1.4	23.0
Egypt	7105	465	7570	47.9	2.8	24.1
Libya	387	18	405	46.4	2.3	25.2
Morocco	3092	237	3329	46.3	3.6	25.0
Sudan	3441	381	3822	50.6	5.7	28.4
Tunisia	977	61	1038	43.2	2.8	23.4
Iraq	1880	57	1937	45.2	1.4	23.7
Jordan	445	23	468	43.7	2.4	23.7
Kuwait	175	9	184	60.1	4.9	38.7
Syria	1170	111	1281	43.5	4.3	24.3
Total	21303	1447	22750	47.9	3.1	24.7

Source: Authors calculations based on different sources including: Vavra, Z. ILO and CDC Projections of Labour Force by sex and age in Arab Countries 1965-1985. Seminar on Demographic Factors in Manpower Planning in Arab Countries, Cairo Demographic Centre, Cairo 23-29 November 1971.

It is necessary in this connexion to examine the age specific activity rates. The relevant data are presented in table 5. It is observed that there is practically no difference between the ten countries in male activity rates at the two adjacent age groups 25-44 and 45-54.

^{6/} This is shown for countries of the ECWA region, by data compiled by UNESOB. For the other Arab Countries, see data in The Economically Active Population of Africa in 1960 and its possible evolution up to 1985, pp. 20-27, op.cit.

Table 5. Age Specific Activity Rates in Some Arab Countries - 1965

Countries	Age Specific Activity Rates - per cent									Total Labour Force (1000) absolute num.	
	10-14	15-19	20-24	25-44	45-54	55-64	65&over	10&over	15-64	10 & over	15-64
	M A L E S										
Algeria	17.4	66.0	93.4	95.9	94.1	88.2	51.9	73.9	89.0	2856	2631
Egypt	18.1	64.4	85.7	97.4	96.5	88.4	57.6	75.1	88.5	7667	7105
Libya	20.5	54.5	86.2	96.0	94.9	86.7	54.1	75.0	87.0	424	387
Morocco	21.1	66.5	92.0	96.9	95.4	90.7	62.9	75.8	89.3	3364	3092
Sudan	47.4	88.7	94.6	98.7	98.2	95.5	79.5	87.3	97.5	3973	3441
Tunisia	15.1	53.8	90.0	96.4	93.4	83.5	54.8	71.0	85.7	1061	977
Iraq	16.6	65.8	88.2	97.0	94.9	89.0	61.7	73.9	88.6	2024	1880
Jordan	11.8	57.9	85.7	96.1	92.3	82.2	46.0	65.3	70.1	447	445
Kuwait	3.3	55.0	91.3	98.1	93.0	74.1	38.2	80.5	90.2	177	175
Syria	15.5	60.3	86.4	96.4	92.5	78.9	38.9	70.2	85.8	1258	1170
F E M A L E S											
Algeria	1.5	2.8	3.0	2.6	3.1	3.0	1.5	2.5	2.8	98	85
Egypt	3.6	8.5	7.6	4.9	4.7	3.4	1.9	4.4	4.7	536	465
Libya	2.2	4.3	4.5	4.2	5.1	3.4	1.6	3.8	4.4	20	18
Morocco	4.0	6.1	5.7	6.6	9.5	8.0	4.6	6.2	6.8	278	237
Sudan	5.5	12.3	11.0	10.0	11.2	10.9	6.0	9.9	11.0	437	381
Tunisia	3.1	7.8	8.1	4.4	4.4	3.4	1.8	4.8	5.4	70	61
Iraq	2.0	2.9	3.6	2.6	2.6	2.5	1.7	2.6	2.8	69	57
Jordan	1.6	4.6	7.0	4.5	3.8	2.4	1.2	3.9	4.7	25	23
Kuwait	1.2	4.2	10.0	10.8	8.9	6.5	1.9	7.8	9.8	9	9
Syria	6.4	11.0	10.2	8.3	6.1	3.6	1.2	7.7	8.5	132	111

- Sources: - ILO Activity Rates as quoted from Vavra, Z. op.cit.
 - Broad Age Specific Activity Rates as calculated by the Author using the above source and Cairo Demographic Center Demographic Measures and Population Growth in Arab Countries, research monograph series - No.1, Cairo 1970.

This is consistent with universal standards. Wider variations between the countries are observed, however, for males at other age groups and for females at practically all the age groups: young, adult and old. These variations reflect themselves more clearly in the aggregated (10 and over and 15-64) age specific activity rates for males and for females.

It would be interesting and perhaps much simpler to compare the combined age specific activity rates for the ten Arab Countries with the corresponding rates for a combination of other selected countries. Data in table 6 below are meant to serve this purpose. In order to facilitate the comparison even more, these data are being presented in Graphic Form (see Graph 1).

It may be seen that the curve of the age-specific male activity rates for Arab Countries falls somewhere between the corresponding curves of the rural and urban males in forty other countries. The curve for female Arabs, however, lies far below the corresponding curves for either urban or rural females of these forty other countries.

Table 6. Comparative Percentage Age-Specific Activity Rates by sex and Locality in groups of selected countries

Age group in years	Males		Females			
	Average 40 countries		Average 10 Arab countries	Average 40 countries		Average 10 Arab countries
	Urban	Rural		Urban	Rural	
15 - 19	52.3	73.0	63.3	31.2	33.9	6.5
20 - 24	83.8	92.5	89.4	40.6	36.3	7.1
25 - 44	95.8	97.2	96.9	33.2	33.6	5.9
45 - 54	94.1	96.4	94.5	31.5	34.4	5.9
55 - 64	82.6	90.2	85.7	23.2	29.0	4.7

Sources: data are either obtained from or based on the following sources:

- Demographic Measures and Population Growth in Arab Countries, op.cit.
- Denti, Ettore. "Sex-Age Patterns of Labour Force Participation by Urban and Rural Population" International Labour Review, vol.98, No.6, December 1968.
- Vavra, Z. op.cit.

D. Sectoral Structure

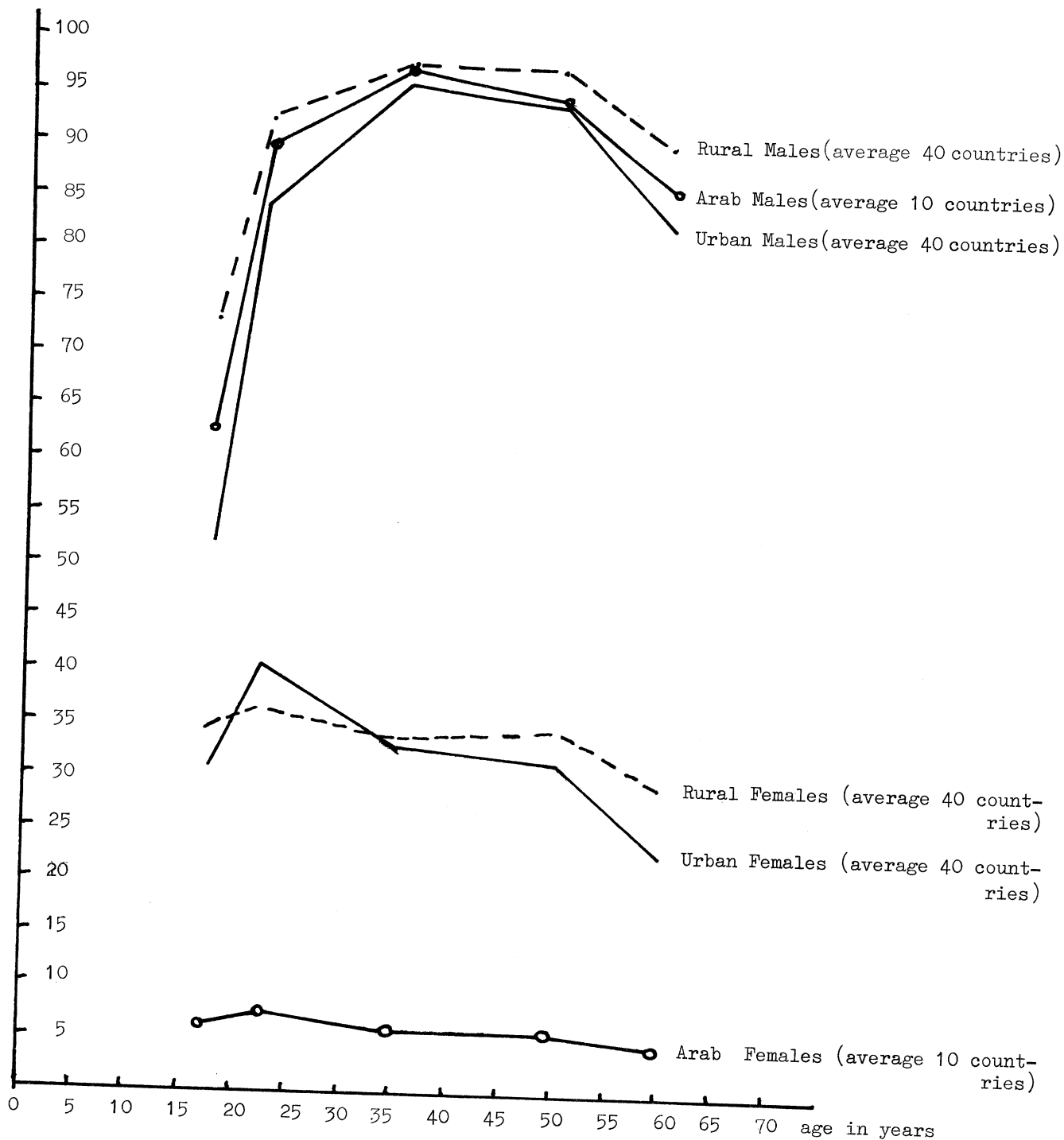
In addition to considerations of participation in the labour force as such, attention may also be paid to the distribution of the labour force among the different sectors of the economy. The relevant data are given in table 7 which reveal a heavy dependence on the primary sector, except in the case of Kuwait and the People's Democratic Republic of Yemen where the economically active population is almost wholly divided between the secondary and the tertiary sectors at a ratio of 1:2.

Graph No. 1
 Comparative Age-Specific Activity Rates
 by Locality and Sex in groups of
 selected countries

Percentage
 Activity rates

Arab countries 1965

Other countries 1950-1960



In each of Kuwait, People's Democratic Republic of Yemen and Bahrain, over 60 per cent of the economically active population is in the tertiary sector. At the other extreme lies the Sudan where the primary sector caters for some 85 per cent of the economically active population.

The share of the secondary sector is highest in Kuwait, Bahrain and People's Democratic Republic of Yemen, up to almost one-third of the active population.

Table 7. Percentage Distribution of the Economically Active Population by Economic Branch of Activity

Country	Year	Primary	Secondary		Tertiary	Not Stated	Total
			manufa- cturing	Total			
<u>N.AFRICA</u>							
Algeria	1966	50.4	6.4	12.3	37.3	...	100.0
Egypt	1960	56.6/56.1	9.0	11.3/12.3	32.1/30.0	.../1.6	100.0
Libya	1964	37.1	6.8	17.5	45.4	...	100.0
Morocco	1960	56.3	8.2	11.1	32.6	...	100.0
Sudan	1956	85.8	5.0	7.7	6.5	...	100.0
Tunisia	1966	41.0	9.5	17.1	41.9	...	100.0
<u>W.ASIA</u>							
Bahrain	1965	8.7	0.8	29.8	61.5	...	100.0
Iraq	1957	47.9	9.5	14.8	24.3	13.0	100.0
Jordan	1961	35.3	8.4	21.5	24.8	18.4	100.0
Kuwait	1965	1.1	10.0	33.9	64.5	0.5	100.0
Lebanon	1964	45.3	...	20.1	34.6	...	100.0
Syria	1960	49.1	11.8	18.4	25.7	6.8	100.0
Yemen PDR	1964	...	16.8	32.1	67.2	0.7	100.0

Sources: - International Labour Organization . Yearbooks of Labour Statistics, 1970.
 - La Croissance Economique et le Niveau de Qualification de la Population Active dans divers Pays du Moyen-Orient , Bureau des Affaires Economiques et Sociales de l'ONU à Beyrouth, Liban, Avril 1971.

It is also essential when dealing with the sectoral distribution of the economically active population, to examine also the income generated by each of these sectors. Since such data are not always available for all countries, table 8 below includes only five of the countries which are included in the preceding table. Although the data in these tables 7 and 8 do not follow the same classificatory pattern (no data for manufacturing in table 8 and no

data for administration in table 7), they are given here by way of illustrating the usefulness of one in conjunction with the other. Obvious conclusions may be drawn however by comparing the data for each sector in the two tables. Yet because the dates of reference in the two tables are not the same, and in view of the fractional nature of table 8 it may not be safe to register these conclusions. Suffice it to show these two tables in order to emphasize the importance of ensuring correspondance in classificatory practices in the case of data which are supposed to serve each other in the analysis.

Table 8. Percentage Distribution of the Gross Domestic Product by different Sectors of the Economy in Some Arab Countries

Country	Year	Primary	Secondary	Tertiary		All Sectors
				Administration	Total	
Algeria	1968	16.3	39.5	15.8	44.2	100.0
Egypt	1967	29.7	26.4	-	43.9	100.0
Libya	1968	3.0	70.2	6.4	26.8	100.0
Sudan	1967	66.9	0.0	9.7	33.1	100.0
Tunisia	1968	17.1	28.4	17.6	54.5	100.0

Source: OECD. Recent information on National Accounts of Developing Countries. Development Centre, Paris, February 1971.

E. Occupational Structure

The study of manpower problems and the formulation of manpower policies are never complete without serious considerations of the occupational structure of the labour force. This notion needs no emphasis. It is clear that an economy does not function in terms of the quantity of the labour force alone but also in terms of its quality. One such quality is the acquired skill of the labour force which presumably should be definable in terms of educational and/or training requisites.

Although the occupational categories shown in table 9 below are not strictly amenable to an acceptable transformation into educational or training categories, they will help illustrate the need to develop interest in this direction apart from giving a sketchy description of the occupational composition of the labour force in some Arab Countries.

F. Unemployment

According to census data of some Arab Countries, the unemployed comprise up to 25 and 30 per cent of the total male labour force in urban and rural areas respectively (Algeria 1966). The highest rates, for females stand at 11 per cent in urban Tunisia (1966) and 16

Table 9. The Occupational Structure of the Active Population
in Some Arab Countries

ISCO Code	Occupational Categories		Bah- rain (1965)	Iraq (1957)	Jordan (1961)	Kuwait (1965)	Syria (1960)	Egypt (1960)			
	(1)	(1)	(1)	(2)	(1)	(2)	(1)	(2)			
0	Professional, Technical and Related Workers	1.1	2.2	4.1	3.3	7.2	5.4	2.4	1.9	3.2	2.3
1	Administrative, Executive and Managerial Workers	12.9	9.6	0.6	0.7	2.2	2.2	0.7	0.7	1.1	1.0
2	Clerical Workers	9.4	1.2	4.1	4.4	9.8	10.0	3.1	3.3	3.7	3.3
3	Sales Workers	7.8	6.2	6.8	7.7	8.5	8.9	8.0	9.4	8.1	7.3
4	Farmers, Fishermen, Hunters, Loggers and Related Workers	7.8	54.0	35.4	38.4	2.0	2.1	47.0	52.5	54.1	48.4
5	Miners, Quarry men and Related Workers	...	0.3	2.0	2.3	0.6	0.5	0.3	0.4	0.2	0.2
6	Workers in Transportation and Communication	22.8	3.7	5.5	6.2	10.0	10.5	3.2	3.8	3.0	2.9
7/8	Craftsmen, Production-Process Workers and Workers n.e.c.	41.4	17.2	28.7	31.1	34.6	36.2	22.1	23.3	15.9	14.6
9	Services, Sports and Recreation Workers	4.6	5.6	5.9	5.9	25.1	24.2	4.7	4.7	9.4	7.6
	Not known	...	...	6.9	...	...	...	8.5	...	1.3	1.6
	Not Occupied	...	...	...	...	...	...	...	...	...	10.8
	TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Sources: (1) La Croissance Economique et le Niveau de Qualification de la Population Active dans divers Pays du Orient, p.31-38. Paper prepared by UNESOB.

(2) International Labour Organization - Yearbooks of Labour Statistics, 1967.

(3) Country Statement, presented to the African Population Conference, Accra (Ghana), 9-18 December 1971.

per cent in rural Algeria (1966). It is adjudged, however, that the unemployment figures as recorded in the censuses of most of the Arab Countries (except perhaps Algeria) are understated.^{7/}

Other research findings about unemployment in some Arab Countries may be summarised as follows:

- (a) unemployment is more acute among males than among females in absolute terms;
- (b) the youngest persons (those under 24) seem to be especially prone to high unemployment rates;
- (c) the rates of unemployment seem to be higher in rural than in urban areas;
- (d) in common with many developing countries the Arab Countries have lower unemployment rates for the illiterates, gradually increasing to higher proportions among the educated; and
- (e) the proportions of the newly unemployed to total unemployment are high even among males. These proportions represent over 70 per cent in Iraq (1957) Libya (1964) and Syria (1960) and lowest in Jordan (15 per cent - 1961) and in Kuwait (6 per cent - 1965)^{7/}

G. The Stock of High Level Manpower

Data on the stock of high level manpower in different countries are not always handy. When available, such data are not always uniformly classified. They, therefore, permit no more than broad analysis and somehow loose conclusions especially when the objective - as it is here - is to make intercountry comparisons or to aggregate for more than one country.

Under the circumstances, it may be found useful for our purpose to glance at some of the educational data which have been compiled by UNESCO, in order just to assess in general terms the profile of high level manpower in some Arab Countries in so far as the availability of data permits.

A limited number of educational parameters for a limited number of Arab Countries are presented in table 10 below. On the basis of these data, the following observations may be worth noting:

^{7/} Vaidyanathan, K.E. Demographic Aspects of Unemployment in Arab Countries. Seminar paper prepared on Demographic Factors in Manpower Planning in Arab Countries, Cairo Demographic Centre, Cairo 23-29 November, 1971, p.5.

Table 10. Some Indicators of the Stock of High Level Manpower in Some Arab Countries in the Sixties

Country	Number of Students by broad field of Study (in thousands)					Percentage Graduates by Broad field of Study					Number of Graduates per 100,000 inhabitants		
	Year	Huma- nities Educa- tion & Fine Arts	Law & Social Scien- ces.	Natural Scien- ce	Engine- ering Medical Science & Agri- culture	Not Spe- cified	Year	Huma- nities Educa- tion & Fine Arts.	Law & Social Scien- ces	Natural Science		Engine- ering Medical Science & Agri- culture	Not Spe- cified.
Egypt	1960	25.6	38.5	5.1	36.1	1.5	1965	26	34	7	33	-	62
Iraq	1964	4.5	7.1	3.0	5.3	1.6	1963	40	34	3	20	3	34
Jordan	1965	1.9	0.5	0.1	0.3	-	1964	91	-	-	9	-	26
Lebanon	1965	8.1	9.3	0.9	2.1	-	1964	48	19	10	22	-	64
Sudan	1963	1.9	1.9	0.6	1.3	-	1963	38	26	4	33	-	6
Syria	1965	14.5	11.9	2.2	3.3	-	1964	26	47	6	21	-	53

Source: General Statistical Data Relating to Higher Education in the Arab States. Paper prepared by the UNESCO for the Meeting of Experts on Higher Education and Development in the Arab States, Baghdad 23-30 April, 1968.

(a) Among the six countries under consideration, Lebanon followed by Egypt have the highest number of students per inhabitant. Syria is third in order in this respect.

(b) The number of graduates in four of these countries is proportionately higher in the fields of humanities education and fine arts. In the other two countries, namely Egypt and Syria the highest proportions are in the fields of the law and social sciences followed by the humanities in the case of Syria and by engineering, medicine and agriculture in the case of Egypt.

(c) In terms of absolute numbers, the highest concentration is in the law and social sciences in practically all the six countries. Egypt had almost as many students in law and social sciences as in engineering, medicine and agriculture.

(d) In terms of magnitude there are in Jordan 6 times as many students of humanities as there are students of engineering. In Lebanon and Syria the relationship between these two fields in terms of student numbers is around 4:1, whereas in Egypt and Iraq the ratio is less than 1.5:2.

In the light of this broad sketch it would seem plausible to suggest that student enrolment in engineering, medicine and agriculture should receive more encouragement even in Egypt. This suggestion is based on a rational intuition which assumes that development in the social and economic sense will require more and more of these specialisations let alone the need to satisfy the demand of other sister countries for these specialisations. The need for a pool of high level manpower in all Arab Countries should be seriously examined.

V. FUTURE NEEDS AND POLICY IMPLICATIONS

A. Conceptual Aspects

Basically any concern with manpower questions revolves around the concept of better utilisation of present and future human resources. This simple notion brings to the fore the problem of labour absorption through the expansion of employment opportunities and the problem of estimating manpower requirements in terms of education and training.

Reflections on the future manpower needs, cannot be confined to the numerical aspects of these problems. The qualitative aspects including organizational and institutional arrangements should also be considered. Not only should a person be professionally qualified and/or provided with employment but he should also be employed where he really belongs. This implies that both the employed and the unemployed should be timely moved from where they are less to where they are more economically needed. Without appropriate organizational and institutional arrangements, all attempts to reduce imbalances between the structure and location of jobs on one hand and the type and location of workers on the other, would be incomplete.

It is essential, for any manpower policy to be supplemented for example with a chain of labour exchange offices, placement services, youth employment services, centres for training, retraining, vocational guidance and rehabilitation, employment information service, advice on careers, incentive and motivation systems, ... etc.

The task of looking into the future requires not only technical ability but also a broad vision on the part of the analyst who is assigned the task of forecasting in order to be able to appreciate the interrelations and interactions which exist between the manpower sector and the economy as a whole. Moreover, the analyst in charge should possess enough experience and common sense to be able to manipulate the data properly, for example, in every project there is a minimum requirement of manpower or also the project cannot technically operate or function. If the analyst adopts a norm or a technical coefficient between manpower and physical production or the number of heads to be served, without taking account of the number of operating units, his estimate for the future is bound to be in error. This observation equally applies to those sectors where the production is seasonal (e.g. agriculture). The concept of measuring underemployment under the circumstances should be formulated so as to accept the existence of unused capacity in certain activities as a legitimate phenomenon.

This aspect perhaps imposes the need to distinguish between manpower requirement on one hand, and the demand for labour on the other; the latter being an economic concept relating labour to a series of wages whereas the former is a technological concept.

The estimation of the manpower needed would certainly vary between the different establishments according to whether these are still in the construction phase or in the operating phase. The type of manpower required for each phase is necessarily different.

Moreover, the construction manpower (e.g. architects, draughtsmen, masons, unskilled labourers...etc) could - and in fact does - rotate among different projects during the same accounting period. This has its implication on the estimation of future needs of certain categories of manpower.

Also job analysis may reveal that part of the estimated future needs for the so called high level manpower might be satisfied by increasing the supply of middle level manpower, which is certainly less costly and can be made relatively more quickly available than in the case of high level manpower (e.g. doctors versus nurses).

In the list of conceptual aspects, we may include the not very unusual practice of equating manpower utilisation to employment promotion and expansion through industrial growth. It has been customary, for example to conceptualise rather liberally about the positive effect of economic growth on employment especially if such growth is based on a dynamic industrial sector.

In recent years, however, it has been found that industrial employment rises much less rapidly than industrial output. Reviews of recent evidence on the employment problem in the less developed countries suggest that, "from the standpoint of employment growth, - intensive industrialisation has yielded universally disappointing results, even in cases where industrial output has been expanding rapidly. In fact, some writers have gone as far as alleging the existence of an inherent policy conflict between output growth and employment expansion in the course of economic development."^{8/}

B. Policy Implications

It goes without saying that any forward look would eventually lead to certain policy action which might relate to either the supply or the demand side of manpower or both. Among the measures usually adopted to enhance labour supply is the increase in labour force participation rates, the selective employment of foreign manpower... etc.

On the other hand, curtailing labour surpluses may take the form of lowering the retirement age, extending school attendance, reducing the work week, increasing holidays, the creation of certain jobs which are tailored for redundant workers and may also take the form of adjusting the work schedules...etc.

Intimately related to these measures of matching the supply of, to the demand for labour is the idea of regional manpower integration which in turn produces its own desiderata of employment agencies at both the central and the regional levels.

Moreover, part of this imbalance between manpower supply and demand may be inherent in some structural aspects of the economy like the existence of some long-term occupational imbalances, or the failure of the economy to maintain a rate of capital formation sufficient to equip a labour force.

There are of course many other problems which are bound to be encountered when we begin to look into the future. These problems require policy measures and actions on the part of the Government and the rallying of the public behind these policies. This requires the exertion of a considerable effort to create awareness and solicit support of the people in their capacity as members of both the household and the business sectors alike.

It is obvious for example that in order to speak of future needs of different categories of manpower in numerical terms, a solid foundation of data is needed. Such data should and must originate at the enterprise level in both the commodity and services sectors.

^{8/} Abed, George T. Labour Absorption in Industry: an analysis with reference to Egypt, International Monetary Fund, Middle Eastern Department, DM/73/86, Washington, 16 November, 1973. p.2.

This kind of statistical organisation at the enterprise level in Arab Countries , if and when found, is either understaffed, ill-staffed or both.

In order for manpower data to be analytically useful, they must be both available and accurate not only in an aggregate form but also in sufficiently detailed classifications. For example, with regard to the age structure of the population, it is becoming increasingly important that individual ages be shown up to the age of say 15 years.

Also, since in manpower studies, some classifications have to be used in conjunction with other classifications in the field of say education, it is important that age groupings in both fields should be consistent. The occupational classification should also be transformable into educational and training categories.

Apart from the problems of data availability, reliability, suitability and classification which we have mentioned earlier, there are also other problems of methodology.

It is a truism, for example, that a forecast is just as good as the assumptions built into it. Therefore since we make forecast to enable us to formulate our policies well in advance, the importance of making our assumptions as valid as possible is more than vital. Public policies with regard to the expansion of employment opportunities, graduate utilisation versus the lack of trained personnel, estimating manpower requirements and the choice of technology, the effect of investment on employment and income distribution... etc., cannot be formulated on wrong assumptions or defective methodology.

Reduced in its simplest forms the methodology applied in this wide field could mean either of two things:

(a) calculation of production targets under certain assumptions of productivity increases by sector, thus estimating required manpower to be subtracted from the potentially active population in order to obtain an estimate of shortages or surpluses (unemployment);

(b) the other way around estimating the expected available labour force and then calculating the level of economic development corresponding to the optimum use of the potentially available labour force.

Even such simple formulation is hardly without any difficulties in the process of its implementation in practice.

This perhaps explains - on the face of it - why development plans of most developing countries give very little, if any, attention to manpower problems. The solution of these problems is often considered as a by-product of economic targets and objectives.

In Iraq, Jordan, Kuwait and Syria, sectoral plans for human resources development in education, health and social welfare (including community development) were formulated in the context of a global plan for economic and social development. In Lebanon and Saudi Arabia, such plans are in the form of work programmes, pending the adoption of national development plans. Consideration has been given with varying degrees of thoroughness and sophistication to the manpower requirements for the implementation of these plans and programmes. Educational requirements received the most elaborate treatment. ^{9/}

Governments of the Arab region are quite aware of the difficulties attached to this task. Although they have expressed, "great willingness to explore different, often complementary, methods such as the 'social demand approach', based on school enrollment projections, and the 'economic demand approach' based on an analysis of the required professional structure in the target year", they were equally apprehensive in view of 'the fact' that existing methods (of manpower forecasting and planning) are still in the experimental stage in advanced, industrialised countries (and) are not readily adaptable to use in the conditions prevailing in Iraq, Jordan, Kuwait and Syria with respect to economic and social structure. "By way of explaining this point it was pointed out that industrial development, for example, in these four countries seldom means more expansion or growth as it often does in advanced industrialized countries and thereby providing basis for reliable extrapolation of demand, but may also imply structural change, e.g. the introduction of new products" ^{10/}

It now seems that this apprehension was not without justification. As expressed in a recent OECD document "a radical reappraisal of ideas is now in progress in the fields of education, employment, the economy and their interrelationships. Strategies for educational development were called in question in the report by the International Commission on the Development of Education: 'Learning to be' (the Faure Report); employment policies and their relation to economic development strategies are questioned in the first reports under the World Employment Programme; in the sphere of economic theory, the relationships between education and economic development appear more complex than the concepts dealt with a few years ago by those bent on calculating rates of economic return to education and estimating requirements of qualified manpower by means of input-output coefficients; and, as regards the labour market, the virtually general rise in unemployment and underemployment among both graduates and the uneducated means that these problems once again call for urgent attention". ^{11/}

^{9/} Some Aspects of the Development of Human Resources in various countries of the Middle East. p.9 Paper prepared by UNESOB for the Seminar on Social Aspects of Development Planning, Beirut, Lebanon, 18-21 November 1968.

^{10/} Social Development in Selected Countries of the Middle East. p.39 Paper prepared by UNESOB for the Seminar on Social aspects of Development Planning, Beirut Lebanon, 18 - 21 November 1968.

^{11/} Debeauvais, M. Analysis of the Earnings Patterns of Diploma Holders : main aspects of a programme of studies by the Development Centre. OECD Development Center. Paper drawn up for the Expert Group Meeting on Human Resources in Development Planning in Africa, Dakar 26-28 February, 1973.

STRATEGIES FOR THE UTILIZATION
OF HIGH LEVEL MANPOWER
IN THE ARAB COUNTRIES *

It is a peculiar phenomenon that the Arab World has abundant natural, financial and manpower resources while, singly and collectively, it has been unable to integrate these resources into an economically productive system.

In this paper I wish to provide very briefly a description of the brain drain problem in the Arab World. In another paper Muhammad Rabie and myself will deal with this matter in greater detail. However, the emphasis of this paper shall be on two terms: namely the "Strategies" and "Utilization" involved in high level manpower (HLM).

The Arab Brain Drain

The term brain drain refers to a situation in which a university graduate emigrates out of Syria and his expertise and education are not utilized in his country - sometimes referred to as the internal brain drain. The internal brain drain is what promotes the outflow of university graduates.

There are numerous causes for this particular human behaviour. In developing countries, there are three major reasons that may account for this phenomenon.

1. Mis-Education: Individuals are not educated in a university system that is compatible with the national economy and social objectives. The quality of education is generally poor and the university graduate is unable to cope with the very difficult and original problems posed by the Arab environment.
2. Absence of Adequate Institutions: There does not exist in the Arab States a core of adequate institutions fruitfully capable of absorbing the university graduates. Furthermore, the political and social environment in all Arab States has not so far encouraged the establishment and development of such institutions.
3. People as a Liability: People in this part of the world are regarded as a liability and not a resource. Thus they are not looked upon as a source of economic activity but as recipients of social services.

Naturally, professionals are a highly prized community with high international market value. Thus, when this community does not receive acceptance or support in its country of o-

* Paper prepared by Dr. A. Zahlan, Director of Research, Arab Projects and Development for the First Regional Population Conference of ECWA, which was held in Beirut, Lebanon, from 18 February to 1 March 1974.

origin, it gravitates to some other country which provides it with work opportunities and the facilities to carry out this work. Arab high level manpower has emigrated in large numbers to almost all corners of the earth. Unfortunately, since Arab States do not consider high level manpower as a resource they have not kept a careful record of where these people are or what they do. In extended, but preliminary studies, I have estimated that approximately 100,000 Arab university graduates have emigrated out of the Arab world over the past twenty years. Although there may be about 800,000 Arab university graduates, the high level of specialization of the 100,000 emigrants makes them a very scarce resource. For example, some 50% of all Arab PhD level scientists and engineers, 25% of all MD's (but maybe 70% of all highly specialized MD's capable of establishing medical schools), and some 70% of all research-active social scientists reside abroad. These highly specialized individuals are essential to the process of institution building. For countries such as Lebanon and Iraq, 50% of all BS engineers and 90% of all PhD's may have emigrated.

Needless to say, those Arabs residing abroad are not a permanent loss. They are involved in very useful activity and are acquiring immense experience. Extensive experimentation and direct action convince me that they can be repatriated once the proper institutions are established. In what follows it is assumed that the manpower resources available to the Arab World consist of those presently resident abroad plus those at home.

The most direct and effective policy an Arab State can adopt to repatriate high level manpower is the development of national institutions wherein such manpower can function.

Problems Involved in the Production and Utilization of Arab High Level Manpower.

If an Arab State wishes to carry out an effective program of development, then it must concern itself with the following matters:

- a) The process of producing High Level Manpower.
- b) The process of building institutions where High Level manpower is harnessed.
- c) The process of transferring and acquiring science and technology.

It is only through a total examination of these processes that the problems of backwardness and the brain drain can be tackled and the absorptive capacity of Arab Society for Arab financial resources indefinitely increased.

It is a fact that Arab universities, which number about 36 are a poor copy of advanced countries' institutions and have little to do with the problems and needs of Arab society. They produce ill-prepared graduates who have not been equipped to solve any basic problems. Overwhelming numbers receive a superficial education in law and the humanities. Naturally, excellent and successful graduates are produced despite the system. But the reasons for this failure of Arab universities are mostly due to the limited financial support they receive, the crushing load of student numbers and the inauspicious political climate. One reaps what one sows. One of the highest priorities an Arab State desirous of development can adopt would

be to undertake a massive and radical improvement in those institutions devoted to the production of its High Level Manpower. These institutions include universities, colleges, technical institutes and teachers' colleges. The starting point of any strategy for utilizing HLM must be at the source, namely, creating the institutions that will produce an educated person equipped to understand and to solve the problems facing his society.

University graduates cannot work in a vacuum. They are components of well-defined systems which ought to provide them with the facilities and the inputs and into which their output flows. As I pointed out earlier, Arab States lack these institutions, which ought to be created at a fast rate; otherwise it is impossible to harness and to utilize high level manpower.

A strategy for creating such institutions must be based on highly qualified personnel who must be identified, provided with the resources, and given the powers to build their institutions. There is a science of institution building just as much as there is a field of architecture. The capital investment in such institutions is trivial in comparison with the economic rewards earned from their establishment and the activity they generate.

It is an accepted fact that an important and decisive difference between nations lies in the content of their science and technology. It has been established that the level of scientific and technological activity correlates very highly with per capita income, level and quality of education, political and military power as well as numerous other variables. It is, for example, not possible to industrialize a country, develop its agriculture, or improve the health of its people without the existence of substantial capabilities in science and technology.

The acquisition of this capability in science and technology involves, at this stage, an accelerated rate of transfer of science and technology from advanced countries to the Arab World. This process of transfer is organically connected with the process of producing high level manpower and the building of institutions that will utilize them.

It appears to me that a basic hindrance to the acquisition of the aforementioned capabilities in the Arab World is the prevailing confusion in the Arab mind between science which is an activity, and technology, the hardware products of this activity. Arab governments and individuals are often anxious to secure tanks, airplanes, refineries, ships, cars, trucks and houses. But they want to receive them in the form of turnkey commodities: they want to "contract" and/or to "buy" the refinery or the car or the ship. They do not want to sit down and figure the device out themselves, design it, let alone make it. Such an attitude is highly inimical to science and technology, and, unless we systematically and effectively attempt to overcome it, there will never be any science or technology in this region and the Arab World will persist in its backwardness despite massive sums flowing from the sale of crude oil. There are situations in which a "turnkey" contract is the only way out, but even here we should

not overlook the fact that there are various ways and means to maximize the impact of the imported hardware.

In so far as it is the activity rather than the hardware that is the essential component of science and technology, it is of the utmost importance to nurture and watch over it with care. The distinction between activity and hardware product in no way sets the one against the other; in fact the hardware product is precisely the reason why governments invest in science and technology. I wish to stress here that in order to be capable of producing the hardware a society must cultivate the activity. Importing the hardware is always very expensive, and even the richest Arab oil producing countries will never be able to import with their oil revenues all the products of science and technology needed by their society. The reason is simply that the major resource of a nation is the mental abilities of its people, and if these are not put to good use, there is no material wealth that could make up for this deficiency.

By transfer of science and technology I mean the acquisition of the capability in an institutional form to design and construct the needed facilities determined by national planners such as a refinery, a dam or a ship, rather than operating and maintaining them.

In order to successfully achieve such a goal, interfacing in institutions and project management are essential. The project may be the establishment of a hospital. Institutions capable of providing architectural, technical, managerial and medical expertise may be created. The project manager must be fully conversant with the institutional capabilities and must develop his project in such a way as to stimulate their growth and utilize them to the full.

At this period of Arab history, Arab governments must assume the responsibility of creating simultaneously a substantial number of such institutions. Fortunately the nucleus for initiating such a program actually exists. Here there is scope for considerable imaginative thinking and action.

The Arab World has an immense need for educated talent. We know that infant mortality is high, literacy low, roads scarce, nutritional deficiencies staggering, enrollment in schools low and agricultural techniques highly underdeveloped. Advancement in any of these directions requires tens of thousands, if not millions, of university graduates.

Little can be accomplished without radically improving our universities and establishing specialized research and development institutes, which in most advanced countries form the corner-stone of progress. The establishment of these institutions will in the nature of the case call for large scale investment in human resources, but such investment will prove invaluable in the long run. Every year, the loss of opportunity to the Arab States may be estimated at billions of dollars because of the absence of such institutions.

Strategies For the Utilization of High Level Manpower

We have reviewed above some of the causes of the brain drain and indicated that sub-

stantial numbers of experienced Arabs are actually available. It is obvious, however, that were the Arab World to develop into a truly modern society, it will need today 140,000 qualified MD's instead of 30,000 and 1,500,000 engineers rather than 60,000. Such national targets may be attained in a relatively short period of time (possibly 15 years) if and only if, adequate universities and colleges are founded without delay. Most Arab States have today the financial resources to create and support such institutions. However, in view of the fact that we do not presently have these institutions, what is the optimal strategy to adopt?

Here we are faced with two major variables :

1. Volume of available high level manpower: This could be very low or moderate. Note the examples of Lebanon, Iraq, and Kuwait where there exists a moderate number of university graduates and Saudi Arabia and Yemen where there is a very low density.

2. The financial resources: Again these resources may be very low or very high. Note the examples of Kuwait, Iraq, and Saudi Arabia where the resources are very high, and Yemen and Oman where the financial resources are very low.

Four distinct combinations of the above conditions can be identified each of which calls for a special strategy.

A. Conditions where HLM and financial resources are available.

In Lebanon, Iraq, Syria and Kuwait, state strategy must aim at a fast rate of the development of its universities and research institutions. Even Jordan could be considered as falling in this category of countries, although in a marginal way. It is both possible and feasible to initiate rapid and effective programs and carry them out. The scale of annual investments called for will be substantial: over 3% of the gross national product (GNP) should go towards research and development and 2-3% of the GNP towards university support. Needless to say, these countries would rapidly reap considerable rewards if they go about their institution building in a rational manner.

B. Conditions where financial resources are available but HLM is a scarce commodity.

In the United Arab Emirates and in Saudi Arabia, the virtually infinite supply of financial resources and the very scarce HLM resources require a different strategy. These countries must depend for the coming two decades on the importation of High Level Manpower to staff their institutions. The number of High Level Manpower expatriates should be increased indefinitely. On the other hand, National High Level Manpower, being scarce, should be deployed strategically rather than uniformly in the government system. The state should expend every effort to continuously develop its native high level manpower, absorb professional skills and expertise in research and national think tanks, and integrate these same elements into the process of decision-making. No price is too high to pay.

The major cost in any feasibility study or any partial or comprehensive development plan should be allocated to the education of its experts. Hence, when a foreign company con-

tracts to prepare a certain study, the State is expected to pay for the education of foreign experts at the annual rate of about \$80,000 per expert, plus first-class travel and per diem allowance. The value of the end-product of such a study, namely the "report", is often trivial in comparison to the value of the education received by those who prepared it. It is for this reason that the State has a duty to exploit its own human resources in the exercise of preparing such studies, rather than just 'order' and 'receive' them. Policy-making in the Arab States is almost exclusively limited to this level, while execution is at a much lower level.

It would be shortsighted for States in this category to consider expatriate High Level Manpower to be of short term value only. If expatriates are judiciously selected and properly integrated into the educational and research systems they could play important and useful roles in the economic development and the cultural enrichment of the country. The reason why it is advocated here that nationals should play the key role in national planning and decision-making stems from the observation that it is very difficult for an expatriate to become fully integrated into society at this level of development. As the number of national High Level Manpower increases and their experience deepens, there is often a greater willingness to accept expatriates on an equal footing.

C. Conditions where both High Level Manpower and financial resources are in short supply.

In this category fall the two Yemeni Republics, where the per capita income is about \$100. Both republics have a great potential in the agricultural and marine areas, and when the Suez Canal reopens Aden will recover its flourishing business as a major bunkering and "touristic" stop-over. The Republic of Yemen has immense potential as a touristic center as well as a coffee grower; but for a long time to come both Yemens should be the recipients of large scale Arab financial aid.

The best strategy for the utilization of scarce Yemeni HLM would be to assist them in securing effective access to relevant information. Both countries should not divert more than 10% of their scarce HLM resources to teaching at colleges. College education should be sought in sister Arab States until the HLM pool reaches a level higher than two university graduates per 1000 inhabitants.

D. Conditions where HLM is moderately available but financial resources are very low.

Of the Arab States of Western Asia, there is strictly no country that falls in this category. It may, however, be argued that Jordan qualifies for this status. For, although it is true that Jordan is a relatively poor country, its financial resources could sustain a better deployment of its HLM. It is for these reasons that Jordan is classified in category A.

In this paper, we have briefly discussed High Level Manpower in the Arab countries. In the course of this study, the reader may have been led to make the mistaken inference that, owing to the fact that the vast majority of the population in the Arab countries are illiterate or just elementary school graduates, they constitute a national liability. Nothing, how-

ever, could be further from the truth. But in order to avoid the mistaken inference that the mass of the population, even if it is illiterate or consists predominantly of elementary school graduates, is not economically important or is not a national resource, a few remarks would be in order here.

A human being is born with two billion nerve cells in his brain. A non-stimulating family environment, coupled with lack of education, may not "switch on" much of this formidable brain power. But today there are very inexpensive and creative techniques to mobilize such people, educate them, and increase their intellectual output or their productivity. Human beings are a valuable national resource irrespective of their education or training, and the economic productivity of all people, given the right conditions, may be indefinitely increased.

POPULATION POLICIES
SCOPE, GOALS, MEANS AND PROBLEMS*

I. DEFINITIONS OF POPULATION POLICY

National population policies, with different objectives, have been known at various times in history. The slow or absence of population growth which prevailed in most countries till the end of the 19th century stimulated some governments to favour population growth and higher fertility to match the levels of high mortality. Policies with respect to emigration or immigration as related to some concepts of optimum population size and growth rate have been practised.

Following World War II, when health conditions improved and death rates declined in many regions, the population began to increase at an unprecedented rate. As the accelerating growth of population associated with drastic changes in population density, structure and distribution constituted a serious threat to development in many countries, particularly in the developing areas, a few governments have adopted population policies aiming at moderating rates of population growth, affecting favourable population structure and balanced population distribution.

In recent years, there has been increasing recognition of the relation between the size and rates of population growth and a host of socio-economic implications and problems. The disappointing yield of resources invested in development during the first United Nations Development decade, 1960 - 1970,^{1/} (aiming at minimum annual rate of aggregate national income of 5% the very least) re-emphasized the link between population changes and achievements of social and economic goals and consequently the need for population policies, as essential factor in development.

However, the scope and objectives of population policies have been misunderstood in certain areas. To some, these policies have been designed exclusively to limit population size and growth rate^{2/}. To others, they are schemes devised by the powerful countries to keep the weak but aspiring nations from growing to a position of political power and economic welfare. This misinterpretation of the scope and objectives of population policy has often discouraged reasonable discussion of population policy on its particular national merits.

* Paper prepared by Mr. Hanna Rizk, U.N. Demographic Adviser, Amman, Jordan, for the Regional Population Conference, which was held in Beirut, Lebanon, from 18 February till 1 March 1974 under the auspices of ECWA and in cooperation with the Lebanese Government.

^{1/} The United Nations Development Decade: Proposals for action (United Nations publication, sales No. 62.11.B.2.)

^{2/} E. Bergman, What is Population Policy. Harvard Centre for Population Studies.

The scope, purpose and means of population policies have been the subject of discussion in recent years by a number of scientific organizations including well-known scholars in economics, sociology, demography, biology and other related fields, so that a sound and meaningful definition of the term may be formulated. Several of the more approved definitions are quoted herebelow.

The National Academy of Sciences observed that "all the policies of a nation that involve the welfare of the nation's people are population policies, but we are concerned here with policies related to changes in the quantity and quality of the population and its geographical distribution... in the number of human beings, their education and skills, and where and how they live relative to the space and resources available to each person. It is recognized that the rate of change in population size, the levels of fertility and mortality, the distribution of people between urban and rural environments, and the rate of change in this distribution significantly interact with the social and economic welfare of people"^{3/}.

Bernard Berelson, President of Population Council, defines population policy as "governmental actions that are designated to alter population events or that actually do alter them"^{4/}. He refers to four demographic factors and four behavioural categories which may be involved in population policy-making, as they affect each other. Each factor may be determinant and in the meantime consequence of population changes. In other words there is a two way relationship between the demographic variables and socio-economic development.

The four demographic factors are: size (number of people in any given area), rates (birth rates, death rates, rates of natural growth, rates of total growth); distribution (the dispersion and the mobility of people in space); and composition (the structure of a given population, age, sex ethnic and genetics etc.)

The four behavioural categories are: The economic (GNP, percapita of family income, income distribution, capital investment, labour force and job opportunities, housing needs, etc.); the political (government services and resources, welfare and old age provision etc.); the ecological environment (natural resources, requirement for energy, waste disposal and pollution etc.); the social (the provision of health, educational and cultural services, the status of women and life amenities, etc.)

The United Nations Ad Hoc Consultative Group of Experts on Population Policy set the following definition:

^{3/} National Academy of Sciences. Rapid Population Growth: Consequences and Policy Implications, the John Hopkins Press, 1971, Baltimore, p.70.

^{4/} Bernard Berelson, "Population Policy. Personal Notes" in Population Studies. Volume 25, No. 2, 1971, p. 173.

"Population policy may be defined as measures and programmes designed to contribute to the achievement of economic, social, demographic, political and other collective goals through affecting criteria demographic variables namely, the size and growth of the population, its geographic distribution (national and international) and its demographic characteristics, (such as sex and age distribution) ^{5/}.

It is obvious from these several definitions that population policies are basically concerned with achievement of economic growth and social development of nations, improvement of the health and welfare of the people, both the living generation and generations to come, and conservation and improvement of the environment.

Because both its ultimate aims and its means are related to other disciplines, a population policy must form an integral part of over all development policy and must be explicitly related to such goals as better education, full employment, improvement of the general well-being of the population and the rationalization of reproductive behaviour by accommodating private reproductive goals to developmental requirement for the nation's social and economic advancement ^{6/}.

However, since population characteristics are determined by the conditions of a particular society, the choice made of measures to alter or modify the relationship between the existing demographic trends (size, composition and distribution of population), on one hand and the behavioural factors (economic, political, ecological and social) on the other hand, should be made according to the situation and priorities in that particular society. Obviously the desired alteration or modification undertaken by governments, must be in the interest of national survival and welfare.

Before concluding this section two points need to be stressed, namely first that the concept of population policy is not limited to birth regulation; second that it is not a distinct entity apart from national development plans. Its scope and programmes include "all governmental measures directed to the problems of increasing every citizen's opportunities for a fuller, more human life free from restraints as regards nutrition, housing, medical care, education, employment and social security" ^{7/}. It may be added here that the ultimate goal of population policy is to improve the general well-being of the population and should not be visualized only as the improvement in per capita national income.

^{5/} United Nations Report of the Ad hoc Consultative Group of Experts on Population Policy (E/CN.9/267) 23 May 1972, p.6.

^{6/} Ibid p.6 - 7.

^{7/} The International Population Policy Consortium. A brochure published by the Secretariat, Carolina Population Centre, Chapel Hill, North Carolina.

II. IS THERE A NEED FOR POPULATION POLICY IN THE COUNTRIES OF THE REGION?

After centuries of foreign domination over the countries of the Region, they were reduced, by the beginning of the 19th century, to economic, political, social and intellectual stagnation. Ignorance, disease and poverty were the common characteristics of the area. The nineteenth century ushered in an era of storm and stress both from within and without. Since the latter part of the century, the countries of the Region have been in a struggle to revive its glorious past through social, economic and political modernity.

In the midst of its struggle for modernization and increasing per capita output, so that a reasonable human level of living may realize the rising aspirations of the masses, the Region has gone through a demographic stage of excessive population growth. In most countries of the Region, the rates of growth have been accelerating steadily and reached, lately, levels unparalleled in their known history. The few countries which are increasing presently at moderate rates are moving rapidly to higher rates of growth.

During the first three decades of this century, the average rate of annual growth in the area has been approximately 1.0%. During the following two decades it shot up to 2.0%, while in the last two decades, the growth rates have continued to increase reaching recently an estimated growth rate ranging from 2.5% to 3.5%, and bringing tremendous increases in the population size and drastic changes in their composition and distribution.

In 1950, the population of the area (Iran, Iraq, Jordan, Kuwait, Lebanon, Saudi Arabia, Syria, Egypt and Yemen) was estimated at 78,217,000. By 1970, the population grew to 133 million, marking a growth of 70% in 20 years. If the present rate of growth continues, the area will add 47 million by 1980. This unprecedented population growth in the Region is caused mostly by the loss of balance between death and birth rates and partly by voluntary or involuntary migration.

The demographic history of the Region, before the present century, shows a balance between high mortality and high fertility, which helped regulating the population growth at a slow pace. The present rapid population growth is the result of a sharp decline in mortality, chiefly as a result of the application of public health technology on a mass scale which has reduced death rates dramatically. In many of the developing countries the death rates were reduced by one half between 1940 and 1960. In the meantime, birth rates are still estimated around 40 per 1000 of the population, having shown no perceptible downward trend from its earliest estimated levels. Consequently the gap between birth and death rates has thus dramatically widened, and rates of population growth have become relatively very large in relation to the respective levels of socio-economic development and thus cancelled the gains of the great efforts made to raise the levels of living. A few illustrations are given.

Heavy Dependency Burden: The continuing and widening gap between the birth rate and the death rate has not only accelerated population growth, but it has also profoundly affected the age distribution of the population. Over 45% of the population in the countries of the Region are children under 15 years of age, placing strain on levels of living. The labour force age group (age 15-60) must bear the greater burden of these dependents. While in the advanced countries, the ratio of dependents to labour force is 60 to 100, the ratios in the countries of the Region are 84 in Egypt, 85 in Turkey, 94 in Iraq, 96 in Jordan, 98 in Iran, and 99 in Syria. In such circumstances, the maintenance of existing levels of education, health, housing and other social amenities, caused constant pressure on the economy, diverting domestic investment to less productive uses.

Health: All countries in the Region are concerned about expanding health services and improving the quality of health programmes to the masses. Yet the level of personal health services for the individual and the community varies widely, and remains far below the levels of the more developed regions. Consequently there is need for training a number of physicians and health workers equal to the sum of replacements for those who retire or die, plus additions to keep up with the rapidly growing numbers of children and adults requiring health services and a further addition in facilities and medical manpower to meet the needs for improving the distribution, range and effectiveness of health services.

The rapid population growth and its demographic characteristics of heavy dependency rate curtail socio-economic improvements which are essential for health.^{8/} Furthermore the persisting high fertility constitutes a major health problem in view of the immediate and personal impact it may have upon the health of mothers and their children. It has been noticed that women in the age group of 20 to 40 in the developing countries are characterized by an almost continuous nutritional drain from repeated pregnancies and lactation, and are exposed to a relatively high maternal mortality.^{9/}

Food Demands and Supplies: In recent years, there has been a growing concern over the problem of food shortage in the Region. Food supplies produced today in these countries are inadequate for a healthy and active life. Deficiencies of food in any geographic area or in any sector of a population cause malnutrition, physical distress and social disturbance.

During the past two decades the countries in the area have made praiseworthy efforts to increase food production. However, due to the rapid increase in population, most gains have been largely offset, causing an increasing dependency on food importation from other countries.

267) ^{8/} U.N. Report of the Ad Hoc Consultative Group of Experts on Population Policy (E/CN.9 p.4.

^{9/} U.N. Human Fertility and National Development, New York 1971, p.17.

A study has been made by the writer of the trend in grain production in selected countries in the Region (Egypt, Syria, Lebanon and Jordan) during the last two decades. The average grain production of these countries in the period 1948-52, yield per acre, increase in total production, increase in population and output per persons, was compared with the corresponding figures for 1968. The following table ^{10/} indicates that in spite of the increases in the grain area, the grain production was diminished in most countries, and the output per person was further reduced by the growth in population. Three of the four countries suffered a decrease in the output per person, while the fourth was able to achieve a per capita increase of less than 1% a year. The slight increase in Egypt's output per person, is not enough to be converted into increased livestock product, such as meat, milk and eggs which are essential for man's food.

If the current rates of population growth continue, the projected increase in population from 1968 to 1980 will be 43% in Egypt, 54% in Syria, 46% in Lebanon and 65% in Jordan. In 1980, the grain requirement in the four countries will be in excess of the requirement for 1968 by 45% if the level of consumption remains at its present level. This requirement amounts to 186% of the production of these countries in 1968. It is obvious that per capita food production in the developing countries remained practically unchanged between the mid-1950's and mid-1960's in spite of increases in the area in grain and the total output. Analysis of the actual output trends in the developing countries, generally, shows that per capita production could have been higher than was actually the case for 1968, had their population growth rates been those of the developed countries. The diminishing output per person in 1968, in Syria, Lebanon and Jordan is largely due to the excessive growth of population in these countries by 77%, 104% and 66% respectively in the course of 18 years.

Urbanization Problems: Under the pressure of high density and low income in rural areas in the Region, there has been a rapid, unplanned and uncontrolled movement to cities. In some countries, massive involuntary immigration has intensified the process of urbanization. In one decade (1960-1970), the population increases were 48% in Cairo, 58% in Damascus and 102% in Amman. This is largely due to the fact that stagnant rural economies have not been able to absorb rural population as well as to the high rate of natural growth. The massive forced immigration to Jordan intensified the problems of urbanization in Amman and Zerka.

As a result of rapid urbanization, the housing situation in cities has generally deteriorated and in some cases it verges on disaster; utility services have become inadequate, the employment opportunities afforded by the development process in cities are far less than the demand of the available labour supply. This situation may hamper economic growth due to

^{10/} These calculations are based on data derived from FAO Annual Reports.

Trend of Man-Land-Food in Four Middle East
Countries in Two Decades
(wheat, rice, corn, barley and millet)

Country	Quantity	Av. 1948-52	1968
Egypt	Area in grain	100	115
	Yield per acre	100	156
	Grain production	100	181
	Population	100	155
	Output per person	100	116
Syria	Area in grain	100	106
	Yield per acre	100	92
	Grain production	100	98
	Population	100	177
	Output per person	100	55
Lebanon	Area in grain	100	80
	Yield per acre	100	83
	Grain production	100	67
	Population	100	204
	Output per person	100	33
Jordan	Area in grain	100	108
	Yield per acre	100	55
	Grain production	100	59
	Population	100	166
	Output per person	100	35

increased cost of transportation, housing and other social services; and it also entails intensification of serious social evils such as slums, public health hazards and threats to civic peace. Much current discussion suggests that urban centres are a handicap to development, as shown by such terms as "overurbanization", "pathological urbanization", and "parasitic cities". This is due to the high cost needed to create a new job for a rural - urban migrant. Consequently extremely high rate of city growth prevailing in many developing countries were considered a major determinant of the "urban crisis".

There are various combinations of fertility, mortality, and migration that can cause the rapid growth of urban populations. But it is most common that the major contributor is rural - urban migration.

Unemployment and Underemployment: The field of employment is another area where rapid population growth generates serious problems. Since children under fifteen years of age constitute nearly half of the population in the countries of the Region, a very rapid increase in the cohorts entering the labour force each year is inevitable during the next 15 years. The age structure in Jordan shows that each 100 men withdrawing from the labour market owing to retirement, were replaced by 365 in 1950, by 528 in 1960 and by 642 in 1970. The rate of replacement will rise to 748 by 1980. The rapid growth of population coupled with the massive migration to urban from rural areas where the labour supply is already near the maximum, contribute to unemployment in cities and underemployment in agricultural areas. The situation in the other countries in the Region is not dissimilar to that of Jordan.

The rapid increase in labour supply will require tremendous efforts in terms of expanded employment and investment requirement. With a steady trend towards increasing mechanization in industry, the effective employment of such enormous cadres of new workers each year poses serious problems.

Education: Interest in and enthusiasm for education is one of the marked characteristics of all the countries in the Region, and much progress has been made. Primary and secondary education are made free and the former is compulsory in most countries of the area. In the last 10 years numbers of primary schools were doubled in Jordan, trippled in U.A.R., Iraq, Saudi Arabia and quadrupled in Syria. Education of women is progressing at a fast rate to catch up with male education. As an illustration, the increase of students in the last 3 years (1968-1971) among male students in Jordan was 26.0 per cent in elementary schools, 20 per cent in preparatory schools, 37 per cent in secondary schools and 89.0 per cent in university and higher institutes. The percentage increase in these four levels of education among female students was 35 per cent, 56 per cent, 73 per cent and 181 per cent respectively. In Egypt, during the same period the increase of female students was in excess of that of male students by 8 per cent in preparatory education, 5 per cent in secondary education, and 26 per cent in universities and higher institutions.

In spite of the efforts made for spreading education and the desire for improving its quality, there is still a high percentage of illiteracy both among adults and an increasing number among the younger population.

This pattern seems to be the same in all countries of the Region, and the demands for education absorbs an increasing large portion of the national budget.

The rapid population growth necessitates among other things the creation of new types of productive instruments, new occupations generated and learned in new contexts. Hence the improvement of the quality of labourer through improvement of education to produce effective organizations and management.

The Need for Population Policy: The population trends and some of the problems they have generated in the countries of the Region have been briefly referred to. The demographic trend gives cause for increasing concern that national efforts to achieve economic and social development are being thwarted. A few governments, reacting to such concern have adopted national policies and programmes aimed at dealing adequately with the consequences of rapid population growth and moderating population growth as a means of promoting economic, social and cultural progress. Other governments have recently recognized the link between social and economic problems and population changes, but are hesitant to adopt or even to consider an official population policy. This may be largely due to lack of awareness of the dimensions of the problem and/or lack of understanding the scope, goals and means of population policy.

The consequences of rapid population growth and the implications of population policy which may help formulation of a population policy have motivated the following recommendations. However, as the conditions among countries are different and the pressure of problems may be varied, it has been recognized by the General Assembly of the United Nations that "it is the responsibility of each government to decide on its own policy and devise its own programmes of action dealing with the problems of population and economic and social progress"^{11/}. While the type and emphasis of policies may be different, their aim is to increase every citizen's opportunities for a fuller, more human life, free from restraints as regards nutrition, medical care, education, employment, housing and social security.

III. TYPES OF POPULATION POLICIES AND POSSIBLE MEANS OF IMPLEMENTATION

The population trends and the problems they have generated in the countries of the Region have been discussed in the preceding section. The situation gives cause for concern that national efforts to achieve economic and social development are being impeded by the rapid changes in the size, composition, rate of growth and distribution of the population. Any mea-

^{11/} General Assembly Resolution 1838 (XVII) of 18 December 1962 Population Growth and Economic Development.

asures and programmes designed by the government to expand economic output and social amenities through affecting these critical variables constitute population policy.^{12/} To be effective, these measures and programmes need to be multidisciplinary, each dealing with the social and economic determinants of the population trends they attempt to affect.

As the present rates of population growth are so high in most of the developing countries, two kinds of policies are called for to meet the challenge of rapid growth and improve the welfare of the people.

1. Population Responsive Policy

It includes measures aiming at ameliorating or overcoming the effects of unprecedented increase in population size and density, high birth rates and high population growth rates.^{13/} These are policies concerning employment, food supply, education, building of cities and towns, and resources development.

2. Population Influencing Policy

It involves measures and programmes which aim at reducing fertility, mortality and growth rates, and/or will beneficially influence internal migration. Therefore, family planning programmes and other activities to reduce fertility, improve public health and nutrition, and reduce mortality are basic tools in this type of policy.^{14/}

Scope and Goals of Population Responsive Policy

In recent years, attention has been focussed on the rate of population growth and, consequently, on its major determinant. Fertility programmes were devised to reduce the rate of population growth by means of encouraging family limitation. However, this is but one aspect of population problems. The United Nations Population Commission in urging all governments to develop their own national population policies, has pointed out that these policies should not be restricted to measures aiming at influencing fertility but they should embrace a wider concept of population and should be linked with policies covering such fields as population growth and structure, economic growth, employment, nutrition, health and urbanization and housing.^{15/} The ministries which deal with these different fields of activities need a sophisticated understanding of the ways in which population changes affect their areas of concern so that appropriate programmes that deal with the emerging problems may be formulated and implemented.

^{12/} Bernard Berelson, "Population Policy: Personal Notes", Population Studies, Volume 25, No.2, 1971, p. 173.

^{13/} A Study Committee of the Office of the Foreign Secretary, National Academy of Sciences, Rapid Population Growth, Consequences and Policy Implications, The John Hopkins Press, Baltimore, p.70.

^{14/} Ibid. p. 70.

^{15/} United Nations Fund for Population Activities, Work Plan 1972 - 1975, UNFPA/12.

The following programmes of action are recommended for consideration by the respective governments of the Region with view of making a choice according to the priorities and goals of their respective societies.

1. Population Growth

The population rate of growth in the countries of the region is presently over 3.0 per cent, which figure doubles a population in less than 25 years. Countries which consider that this rate of population growth hampers their development should adopt measures to face the consequences of this rapid growth, taking into consideration the adequacy of natural resources (land, water, mineral and energy), in terms of economic costs and resource depletion.

The Second United Nations Development Decade, aiming at an annual average growth in per capita income of 6 per cent assumed an average annual increase in population in the developing countries not in excess of 2.5 per cent.

The international instruments and documents urged all member states of the United Nations not only to cooperate in reducing the rate of population growth in countries that consider their present rates too high but also to explore the possibility for the setting of targets for such a reduction in those countries ^{16/}.

2. Population Structure

In general the industrially advanced countries have the largest population of persons in the working ages from fifteen to sixty-four, while the less developed countries, the smallest. When the dependency rate is high in a country, the per capita productivity, other things being equal, becomes relatively small and the pressure for diverting a large proportion of the national income for welfare and consumption goals rather than for more productive facilities, becomes great.

Trends in dependency and aging are directly determined by changes in the age and sex distribution. In some countries, mortality and international migration play a significant role in determining age and sex distribution. However, these trends are mainly determined by fertility rates. A responsive policy for meeting the situation may include:

- Social and economic policies should be designed to respond to changes in population structure.
- Age and sex distribution should be taken into consideration in settlement and re-settlement schemes by controlling the migration to the settlement areas.
- The public and leaderships should be repeatedly informed of the trends in population structure and the emerging problems, provided reliable data is available.

^{16/} ECOSOC resolution 1672 (L/II) of June 2, 1972.

3. Education

The level of literacy and the proportion of the population of school-going age who actually attend school are typically low in the countries with high birth rate, low per capita income and inadequate facilities.

In most countries of the Region, the absolute number of illiterates and undereducated persons is increasing, even where the proportions of total population who are literate and have attended school are improving. This situation will continue to prevail for a long time owing to high fertility and the large number of children under fifteen years of age.

Even if substantial fertility decline is initiated immediately, only after 1985 a major decline in school-age children may be anticipated. However, the absolute number of children will continue to grow very rapidly until then. An educational policy to deal with the situation may take into consideration the following points:

- The problems of providing educational facilities is not limited to meeting the needs of increasing numbers of school-age children, it also involves adapting education to the changing needs of society.
- The need for stressing the guidance of students into new technical fields and to effect curriculum reforms required to cope with economic development.
- The growth of education in developing countries is so recent that among adults in the higher age groups there is only quite a small proportion who have themselves been educated. An appropriate educational programme should be devised for this group.
- There is an increasing participation of women in education in the countries of the Region. However, equality in the sex distribution at the different levels of education has not yet been reached. Therefore, an increasing number in women education in excess of that in male education is anticipated, and needs to be adequately met in the next decade.
- The predominance of youth in the developing countries is such that, to obtain equal enrollment ratios and pupil-teacher ratios, as in developed countries, these countries need a far greater number of teachers per thousand adults than the ratios in the developed countries.
- It should be granted, therefore, that provision of education to the rising generation makes a very heavy demand on the nation's educated manpower.
- A distinction must be made between the educational demands of the population and the economic needs for educated people.

4. Economic Development

Population trends are closely interrelated with all major aspects of development and affect conditions and problems in socio-economic fields - savings, investments, industrialization and economic growth - thus necessitating policy responses to meet them.

High rates of population increase tend to be associated with low rates of per capita product growth and vice versa, though this is not universally true. Other variables such as social and economic institutions and the state of technology, education and available skills and resources have at different times and places played a part in the economic development process even more important than that of population growth.

However, in the case of some developing countries at least, rapid population growth had apparently made an important contribution to the disappointing results of development programmes or magnified the extent of their failures.

The experience of a number of countries of Latin America, North Africa and Asia indicated that high national rates of population growth had tended to bring down the rate of savings, investments, and to slow down economic growth and to aggravate the already existing problems of employment.

It was noticed that in countries where the average size of families was fairly large, savings were devoted for retirement, for the purchase of consumer durables or for the future needs of family dependents. In countries, where the average size of family was relatively small, savings of groups or individuals were made available for productive investment. The first type of savings does not contribute to economic growth, while the latter type could be expected to result immediately in high returns in economic growth.

Furthermore, the higher the rate of population growth, the greater is the investment required in social and economic overheads merely to maintain the same basic services and standards for the increased numbers.

Industrialization has been frequently mentioned as the most promising way for a developing country to emerge from the vicious circle of poverty and rapid population growth. However, the exports of developing countries have hitherto consisted mainly of primary products. Some of these countries have become net importers of food, instead of exporters as in the past, due to the relatively sluggish expansion in agriculture.

In formulating a policy of economic development, the countries of the Region must integrate in their policy the factor of population trends, the industries which may find growing markets in the developed countries, the means of a revolution in its agricultural technology, and the sources of needed investment, as well as the means of technical training.

5. Employment

Although dependency ratios are rising in the countries of the Region, nevertheless population growth is so rapid, that even though dependency ratios are rising, the rate of labour growth is still high. The supply of labour substantially exceeds the demand and the rates of unemployment are high. The proportion of the labour force which is under-employed is even greater, particularly in agrarian economics owing to the seasonal nature of the work.

The size of the contingent job-seekers will, regardless of whatever reduction in birth rates may be achieved, continue to increase rapidly over the next 15 years as an effect of past increasing rates of population growth.

At the same time, there is usually a shortage of skilled workers who may be capable of implementing economic development plans.

Furthermore, female education has weakened the constraints which had inhibited the employment of women. At present, the number of women seeking paid jobs is rapidly increasing. This change would aggravate the problem of unemployment for a number of years, although it may help eventually in the reduction of birth rates and in increasing the supply of skills.

The serious social and economic consequences of the employment problem necessitate the formulation of the employment policy which may include some or all of the following suggestions:

- Annual reliable estimates should be made with respect to (a) annual increase in the cohort entering the labour force; (b) the effect of the increase in the length of working life as a result of the expected continued decline in mortality; (c) the effect of increasing mechanization in industry on employment; (d) the extent of new job opportunities that have to be created each year for those entering labour force and the required capital investment for this purpose.
- Promotion of labour intensive and capital saving methods of production and in particular, smaller industrial units.
- Increasing the proportion of highly qualified specialists and skilled workers through technical training.
- Creation of labour intensive projects and persuasion of the educated young unemployed congregating in the cities to accept manual work in the national interest.
- Development of the kinds of mechanization that raise the demands for labour in rural areas, so that as many workers as possible may be retained in agriculture by fostering multiple-cropping.
- Formation of national development armies, modelled on the military draft system, into which young men could be conscribed for public works and vocational training.
- Determine and deal with the causes of slow productivity of labour, whether they have their roots in education, training, health conditions or lack of incentive.

6. Food Supply

In some countries the population faces the grim possibility of being condemned to a paramount state of under-nutrition and malnutrition unless vigorous action is taken to increase agricultural production and to mechanize agricultural processes as well as to reduce the rate of population growth. Food supplies available today to these countries are inadequate for a healthy active life, both in quantity and nutritional quality, growth retardation, with children often lagging behind in physical and mental development for an average of three or four years.^{17/}

During the past two decades, the developing countries have made praiseworthy efforts to increase food production. However, any gains have largely been offset by the increase in population. In almost every country in the Region food supply has increased less than population. There have been consequent sharp rises in imports of food, particularly after World War II, which have diverted the available scarce foreign exchange from more productive purposes.

In most of the countries of the Region, the land which can readily be cultivated is already in use. In the meantime, considering the need for better nutrition and the effect of increasing incomes on food demand, the increases in food supplies called for in the next few years will be overwhelming.

The Director General of the Food and Agricultural Organization, remarked lately that the outbreak of serious famines in some of the most heavily populated areas could not be excluded as a possibility within the next few years.^{18/}

Under the circumstances, a food supply situation in the Region has become a source of concern which necessitates serious consideration and a policy of action if deprivation and undernutrition are to be avoided. Such a policy may include:

- Means and ways of promoting a rise in agricultural production.
- Future increases in food production will have to come mainly from improved yields of crops and livestock, requiring heavy investments in agriculture and the use of recent developments in the technology of food production.
- Increased yields can be achieved through the use of more productive varieties of plants, more adequate supplies of water, application of fertilizers, improved methods of cultivation, the use of better tools and machinery, and protection of crops during growth and after harvest from pests.

^{17/} United Nations, Human Fertility and National Development, (U.N. Publication Sales No. E71.11.A.12.)

^{18/} The Opening Speech of the IUSSP in 1965 at Belgrade.

- Efforts should be made to overcome the difficulty of changing the ways of doing of illiterate peasants with long established agricultural traditions; and to provide agricultural investment needed for a take off policy in agriculture.
- Improvements are required for storage, processing, transportation and distribution of food.

7. Internal Migration, Urbanization, Housing

Internal migration has important demographic, social and economic consequences in both sending and receiving areas. In most of the developing countries, it is the more educated and the young among the rural people who leave the villages for the towns.

The unorganized and unplanned migratory process creates social problems in both urban and rural areas, particularly in the developing countries: (a) the cities are often unable to absorb the migrants at the place at which they arrive; (b) the new arrivals pile up in mushroom settlements made of the flimsiest materials and sometimes without any form of municipal administration or public services; (c) this concentration of unassimilated migrants tends to encourage crime, disease and political instability.

The rural areas from which the more talented and better educated young people have migrated tend to become economically stagnant and socially unattractive.

The recent rapid population growth, particularly the natural increase in the rural areas of the Region, has accelerated large scale movement to the cities, causing grave social and economic problems in both rural and urban areas. The increasing congestion, crime, unemployment, and shortage of housing and public utilities in cities are only a few of the emerging problems due to massive movements from rural areas. There is a desperate need for a policy which may save urban areas from deterioration even social disaster. In formulating a policy, the following suggestions may be considered:

- A more rational distribution of the population within each country of the Region should be a major goal and measures for achieving this goal should be implemented.

An appropriate balance should be established between the growth of urban employment and capacity on the one hand and the growth of urban population on the other. Integration of migration policy with the social and economic policies of decentralization of the largest cities and the judicious location of new industries is a necessity for achieving the goal.

- In the event that new land is developed for cultivation, and population move to it from another congested rural area, needs arising from this type of movement should not be neglected by the concerned governments.

- Rural education should aim at creating new rural values compatible with development with a view to making rural areas more attractive and gaining the interest and support of educated villagers.
- Distribution of industries and other institutional establishments, so that the urban population may be dispersed over a large number of smaller cities rather than the largest one.
- The housing problems call for immediate action and should be part of a policy that aims at building the number of dwellings needed annually for population increase and for the gradual replacement of the deteriorating houses. Subsidizing housing programmes may be found necessary, if the population were to be accommodated in dwellings meeting at least some minimal standards basic for human life.

Nomadism

In countries where nomadism is practised by an appreciable number of population, a population policy should include:

- Means and ways of sedentarization of nomads so that they may benefit from the social amenities associated with a settled life, and the promotion of social unity and cohesion in the country may be possible.
- In the meantime appropriate means must be devised to extend, as far as practically possible, educational, health and welfare services to the nomads wherever they may be.
- A study of the movements, social values and culture of the nomads, as well as their demographic characteristics, is essential for successful enforcement of the above mentioned suggestions.

8. International Migration

International migration from the countries of the Region has been of some magnitude, particularly after World War II. It is not without economic and demographic effects, as well as emerging problems. International migration is heavily concentrated in the young adult age-groups, male sex, professional class and skilled labourers.

International migration into several countries of the area, has been involuntary and on a large scale, causing rapid population growth and the generating social, political and economic problems.

It is important to integrate the question of the two types of movements in a population policy which should consider and devise measures to deal with the following problems:

- Study the migratory movements in order to improve understanding of their magnitude and determinants.
- Regulation of the migratory movements in the interest first of the migrants themselves and second in the interest of their country.
- Attempts to improve conditions in the countries of emigrants so that they may become more attractive for the professional group and for persons with required skills to stay in their home countries. Skills should be matched with employment opportunities through proper planning of education and manpower.
- Agreements must be concluded with the recipient countries with a view to ensure proper treatment and necessary social welfare services to migrants.
- Countries suffering from mass migration of skilled workers should, with the assistance of the international community, make particular efforts to create employment opportunities at the national level, through transfer of capital and through choice of technology.
- As the outflow of qualified personnel from developing countries to developed countries may seriously hamper economic and social development in the developing countries, there is an urgent need to formulate national and international measures to avoid the "brain drain" and obviate its adverse effects.
- As to the refugees, a policy should be formulated in view of persuading the United Nations to take international measures to stop the current process of dismissal of citizens from their homes.
- The Arab refugees in several countries of the Region have been facing serious problems of housing, unemployment and deprivation. The civilized world should cooperate in putting an end to this human tragedy.

IV. SCOPE AND GOALS OF POPULATION-INFLUENCING POLICY

The suggestions made heretofore have been concerned with problems which have resulted mainly from rapid population growth, and constitute a threat to the attainment of social and economic goals. Therefore, the population-responsive policy is remedial for problems facing the nations as a result of the past population trends. If the present rates of population growth are not reduced, the problems may be intensified.

The population-influencing policy deals with the roots of the problem and aim at moderating population growth and improving the human stock through direct and indirect measures that affect reduction of mortality, morbidity and fertility rates, and consequently facilitate social and economic progress. It is a fundamental aspect of population policy and include the following measures:

1. Health, Mortality

The continued and rapid decline in mortality levels in many developing countries is a phenomenon which has taken place largely, though not entirely, since the Second World War.^{19/} However, the pace of mortality decline has slowed down in the last few years.

Medical and health measures are not in themselves able to bring about a reduction in mortality levels beyond a certain point. A marked improvement in levels of living and changes in the social structure of developing countries is a necessary condition for any further large mortality reduction.^{20/}

Nevertheless, there is a need for a policy which aims at improvement of general health and reduction of mortality and morbidity. The following suggestions should be considered and included in a population policy to achieve these goals:

- Consideration of the effect of economic and cultural factors in determining the levels of mortality of a population and integrate these factors in health programmes
- Improvement in family nutrition standards.
- Incorporation of health programmes in the overall development programmes, particularly in rural areas.
- Reduction or elimination of differential mortality and morbidity rates within countries particularly with regard to urban-rural rates. It is recognized that differentials in mortality and morbidity is often associated with differentials in the supply of social amenities which must compliment purely health and nutritional facilities.
- Special attention in health policies should be devoted to health and welfare of children and other vulnerable groups, to rural and underprivileged areas within a country in compliance with General Assembly Resolution 2626 (XXV) of 19 November 1970.
- To bring basic medical services within the reach of the people sufficient number of physicians must be trained and medical research must be encouraged.
- Make use of assistance provided by international organizations in the establishment of health institutions and training health personnel.
- Establishment of ways and means of obtaining more comprehensive and meaningful data for analysis of morbidity rates and measuring incapacitating sickness from both the quantitative and qualitative points of view.

^{19/} United Nations, World Population Challenge to Development, New York, 1966.p.38.

^{20/} Ibid.

2. Fertility and Family Planning

Fertility is now the most problematic factor in population growth and associated demographic changes. Mortality is already low, and means for further reductions are available. Migration is most unlikely to become once again an important factor in determining the rate of population growth.

In the countries of the Region, the crude birth rate is well over 30 per 1000 of the population, and reaches as high as 50 per 1000 in some countries, allowing a rapid population growth. Control of the rapid population growth is one of the instruments available to governments to accomplish its social and economic goals and achieve the welfare of the people, both the living generation and generation to come.

A number of governments in the area, reacting to the concern of the socially, economically unfavourable rapid population growth have established "Family Planning Programmes" as a part of their national population policies. The nature and scope of these programmes are based on resolutions made by international organizations. In 1962, the General Assembly Resolution 1838 recognized that "the health and welfare of the family are of paramount importance not only for obvious humanitarian reasons, but also with regards to economic development and social progress". In 1968, the Proclamation of the International Conference on Human Rights (Tehran) stated that "Parents have a basic human right to determine freely and responsibly the number and spacing of children". The Declaration of Social Progress and Development ^{21/} referred to the methods of achieving the objectives of the Declaration including "the formulation and establishment as needed, of programmes in the field of population, within the frame work of national demographic policies and as part of the welfare medical services... and the provision to families of the knowledge and means necessary to enable them to exercise the right to determine freely and responsibly the number and spacing of children".

A population policy which includes "family planning programmes", in compliance with the recognized Human Rights may wish to observe the following principles:

- Family planning programmes be recognized as an essential means to achieve national goals of the countries wishing to reduce rate of population growth.
- Family planning programmes should aim at the general health and welfare of the family and hence should be part or closely linked with social and health services and/or maternity health services to improve the health of mothers by helping them to avoid too many or too closely spaced pregnancies.
- One prerequisite for the operation of a family planning programme must be a desire of the population to control the size of their families. Therefore, couples need to be informed of the possibility of controlling the children they may have. Education and information in this respect are a human right.

^{21/} General Assembly Résolution 2543 (XXIV), 1969.

- Family planning services should aim at both the prevention of unwanted births and the elimination of sterility and sub-fecundity.
- Information and advice on family planning should always be based on valid and proven scientific expertise and should be advanced through agriculture extension services, community development, home economics, labour union, welfare services and particularly to deprived and disadvantaged people.
- One of the aims of family planning programmes is to reduce the incidence of illegal abortions and illegitimate births.

Socio-Economic Measures

Governmental population policies to moderate fertility may go beyond direct methods (furnishing contraceptive material, service and information), and utilize socio-economic measures that may achieve a voluntary change in the desired number of children. The following measures may help to create the socio-economic milieu which has a major effect on family norms and hence on fertility.

- Changing the legal age of marriage, not only as a policy to affect fertility but for its effect on the status of women.
- Restriction of polygamy: Although practising of polygamy is declining, yet it stands out as a threat to family life.
- Promotion of general education and population education.
- Removal of obstacles to education and employment of women.
- Improvement in the status of women with respect to divorce, property and inheritance laws.
- Establishment of social security schemes.
- Promulgation of laws prohibiting child labour.
- Reduction of infant and child mortality.
- In a country in which resources are inadequate to educate all children, it may be necessary to have the parents who have many children to carry part of the expense.
- Rapid rate of economic growth allows for social mobility and affect the motivation for a reasonable number of children.

V. ESSENTIALS OF AN EFFECTIVE POPULATION POLICY

The mere formulation of a population policy is no guarantee that its goals will be achieved. The experience of some countries, where the population problem has reached critical dimensions, the effect of the population policy programme on fertility was quite negligible and the magnitude of population growth is posing greater obstacles in achieving developmental goals. Minimum requirements for a successful population policy are suggested herebelow:

- Leadership: Because population changes are fundamental to all aspects of the people welfare, leadership in population policy need to be taken at the highest political and governmental level.
- Multi disciplinary programmes: Efforts should be combined and channelled in various disciplines in order to achieve population goals.
- Integration of population policies in developmental plans and programmes: Population policies should be encompassed within the different dimensions of national development and must form an integral part of the more comprehensive social and economic development plans.
- Education: Programmes for educating and motivating parents to realize their options, rights and duties to their own family and to the community must be an integral part of fertility control programmes. Public information and education are elements of population policies, whether the concern is for fertility, mortality or migration.

Training

Training in population should be adopted and made relevant to conditions in the countries and regions of the trainees. Educational institutions in the Region should be encouraged to expand their curricula at all levels, to include population training, and where feasible research and training institutes be established. Physicians and other medically trained personnel should be given education and training in population problems as well as methods of fertility control.

Population training should also be extended to non-demographic specialists in other fields, as well as political leaders to create awareness of the interrelationship between population trends and socio-economic development.

Evaluation and Promoting Population Policies

Where population policies are undertaken, systematic evaluation of their effectiveness should be made with view to their continuous improvement.

Mass media of communication may be effectively used to disseminate information on, and create public awareness of population questions.

Need for Research

In spite of the current concern over the growth of population in the developing countries and the recent recognition of the importance of demographic factors in social and economic planning, demographic data is either absent or deficient. Population policies must be based on accurate demographic and economic data, so that they may serve national development goals. The following items of data and research are recommended for countries which do not have them.

- Undertaking of periodic population census with all possible assurance of accuracy and complete coverage.
- Census information should be supplemented by demographic and multi-purpose surveys, particularly for data related to reproductive behaviour, attitude and internal migration.
- Investigation of the implication of population growth, structure and distribution on a) land, water and mineral resources, b) agricultural production and nutrition, c) the quality and quantity of education and learning, d) manpower supply and employment.
- Methods of integrating population inputs and goals in development plans and programmes.
- The impact of existing legal systems on population trends.
- Establishment and improvement of vital registration systems, so that analysis of population trends and consequences may be made on the basis of reliable projection.
- Analysis of the factors affecting rural-urban migration.
- Causes and consequences of the brain drain.

These and other research activities help making future policies more effective through an expanded base of knowledge. Two basic problems may delay research activities in the countries of the Region namely; the scarcity of indigenous research scholars, and second the high cost of research activities and the necessary equipment. In some countries, the greatest obstacle against research activities is the unawareness of officials in key positions of the value and need for research.

VI. CONCLUSION

It should be emphasized that formulation and implementation of a population policy is a question which needs to be decided by each government according to the demographic situation of the country and the social and economic goals it desires to achieve for its people. However, the government responsibility in this domain must be exercised "with due regard to the principle that the size of the family should be the free choice of each individual family",^{22/} and remembering that successful policies of fertility reduction will have a delayed impact on some aspects of social and economic development. For example 5 to 6 years will elapse before a reduction in the number of births will be reflected in a smaller number of children entering primary schools. The increasing size of labour force will continue for 15 years before it is affected by the reduction of births today. On the other hand, a reduction in number of births will have the immediate effect on the need for health and welfare services for both children and mothers.

^{22/} General Assembly Resolution 2211 (XXX) of 17 December 1966 on Population Growth and Economic Development.

Creation of the Arab Association for Population Studies (AAPS)

The proposition to establish an Arab Association for Population Studies was made during the First Regional Population Conference of ECWA, which took place in Beirut from 18 February to 1 March 1974.

The purpose of the Association is to be a forum for all persons working in the population field, to enable them to undertake scientific studies and research that would throw lights on population matters in the Arab societies, to serve planners and policy-makers, and to gradually improve research standards in this field up to the international level.

The Association will try to collect and compile studies pertaining to the Arab countries in the population field with a view to issuing an annotated bibliography of scientists and scholars. It plans to set up research committees to study specific aspects of population question in the Arab region, to organise periodical conferences and meetings, to activate research, and to foster relations with other national, regional or international associations, organisations and institutions engaged or interested in promoting studies in population and related fields.

Members of the Association will be individuals who contribute or are prospective contributors to population studies and research regardless of their place of residence.

Apart from membership dues, donations and subsidies from Arab Governments, other sources are expected to help finance the Association.

The General Assembly shall be the principal organ which will elect an Executive Council that shall replace the Provisional Executive Council, or Founders' Committee.

The discussions at the First Regional Population Conference of ECWA culminated in the creation of the Provisional Executive Council. This Council consists of a president, a secretary, a financial adviser, a legal adviser and three further members, who have the task to undertake the necessary preparatory studies and negotiations for the creation of the Association. Beside, the Council is expected to elaborate concrete propositions for the General Assembly concerning the following points: a draft constitution; the legal framework of the Association; the site of official Headquarters and possible other branches; the infrastructure; the membership and the dues; budget proposals for the periods 1975-1980; and a programme of activities covering the next years.

Apart from meetings and exchange of views among members of the Council by correspondence, an "Information Bulletin No.1" giving a brief account of the draft proposal was issued and sent out to more than 400 individuals and organisations. Furthermore, the Council is trying to solicit the cooperation of liaison officers in all the Arab countries. Thus, on the occasion of the convening of the Conference of the Population Association of Africa, held in Ibadan, Nigeria, a meeting of representatives from Arab countries was called on 11 May 1974, and four people were nominated to be liaison officers in their respective countries.

Since February 1974, various meetings between members of the Council have taken place and in June 1974 "Information Bulletin No.2" was published. Favorable reactions to the setting-up of an Arab Association for Population Studies have been received from various parts of the world and application forms for membership have already been sent out. The next major step will be the convening of the General Assembly of the Arab Association for Population Studies during the World Population Conference in Bucharest, Roumania, in August 1974.

K U W A I T

Workshop on Demographic Studies

The Arab Institute for Economic and Social Planning in Kuwait intends to hold a three-month workshop on demographic studies and population policy in March 1975.

With the cooperation of the UNFPA, which will supply fellowships, experts and the required documentation, the Institute is organising this workshop which is to address itself to elementary concepts of demography as well as to such basic issues as population growth, emphasizing its economic and social dimensions.

Participants will be drawn from Bahrain, Egypt, Iraq, Jordan, Kuwait, Libya, Yemen Arab Republic and the United Arab Emirates.

The planned programme will comprise lectures, discussions, practical work, field visits as well as an intensive on-the-job training programme that will be undertaken in collaboration with the Kuwait Planning Board. The programme will also include the various stages of evaluation, analysis and interpretation of the 1975 Kuwaiti census data.

PEOPLE'S DEMOCRATIC REPUBLIC OF YEMEN

Civil Registration System

The Government of the People's Democratic Republic of Yemen has issued a civil ordinance to establish a system of civil registration for the whole country. So far, no country-wide system of continuous registration of vital events and their compilation exists, and a comprehensive civil registration system that will provide the Government with the necessary data on current levels and trends of population growth has to be developed.

Assistance in the form of experts, fellowships and equipment has been requested from the UNFPA to help implement this system.

SULTANATE OF OMAN

Socio Demographic Survey of Five Cities

Recently a mission from the Population Studies and Programmes Section of ECWA visited Oman to review the preparatory work undertaken in connexion with this project.

The Government is attaching much importance to this survey which will be considered as a pilot exercise for the census. It will also provide the necessary data for planning and policy formulation.

The existing maps were reviewed by the members of the mission in order to determine their usefulness in the survey and to assess the amount of work that must be undertaken in connexion with their up-dating. The most up-to-date map of Muscat and Mutrah referred to 1967 and is in the scale of 1:5000. In view of the recent development that took place during the last three years, particularly in Mutrah and its surrounding areas, it was decided to up-date this map on the basis of a pedestrian survey or field visits rather than on the basis of aerial photographs which seemed to be complicated and time consuming. It was suggested that a team from the Department of Public Works consisting of a number of draftsmen would undertake this work under the supervision of the General Statistics Adviser. The various stages included in this operation were briefly reviewed and the decision was taken to prepare a new map in the scale of 1:2500, to demarcate the major areas which have well-defined natural boundaries and to divide each area into statistical district and prepare a sketch for every district. The team of draftsmen will go to the field, each with a sketch in hand, and identify the buildings

and up-date the sketch by adding the new buildings. It was also decided to train these people on how to read maps and how the up-dating exercise should be undertaken. During this exercise, a preliminary list of buildings will also be prepared. This process might also be extended to house numbering, which would be carried out in co-operation with the Municipalities of both Muscat and Mutrah.

SYRIAN ARAB REPUBLIC

Statistical Study on the situation of children and youth in Syria

The Central Bureau of Statistics of the Syrian Arab Republic, the UNICEF Regional Office and the Economic Commission for Western Asia signed a joint project to carry out a study on the situation of children and youth in Syria. The study will provide data concerning the socio-demographic aspects of youth in the country. Level of education, welfare, income, health, housing and population data will be researched. A comprehensive survey report will follow, incorporating the results of this project.

Population Census Results

The Central Bureau of Statistics of the Syrian Arab Republic has recently published the first detailed volume on the population census data of 1970. The volume refers to the country in total. Data referring to the various Mohafazats will be published in the near future.

The report consists of 65 tables and is composed of 5 chapters. Chapter 1 is devoted to the general characteristics of the population, chapter 2 to physical defects, chapter 3 to nationalities, chapter 4 to age groups and chapter 5 to the economically active population.

UNITED ARAB EMIRATE

Migration Survey

Recently a mission from the Population Studies and Programmes Section of ECWA visited Abu-Dhabi to assess the feasibility of undertaking a migration survey in the Urban Centers of Abu-Dhabi, Dubai and possibly Al-Sharka.

This project was included in the recommendations of the First Regional Population Conference of countries of the ECWA Region, which was held in Beirut from 18 February to 1 March 1974, and was later incorporated in the Work Programme of the Population Studies and Programmes Section for the year 1975 and approved by the Member States of ECWA during the first session of the Commission, which was held in Beirut from 3 to 8 June 1974.

The project aims at determining the causes and effect of migration, with a special emphasis on the movement of the educationally qualified persons. It also aims at studying the size, sex, age, nationality, marital status, occupation, level of education, place and duration of residence and other characteristics of the in-migrants. The findings will help the Government of the U.A.E. in formulating the appropriate population policies and in determining the necessary demographic parameters.

The Government is very keen to undertake a population census as soon as possible and a census law has just been promulgated authorizing the Ministry of Planning to undertake a comprehensive census in the seven Emirates and to prepare the necessary studies needed for the formulation of the first economic and social plan for the country. A census adviser has just been recruited and will be on post in September/October 1974. A number of experienced statisticians have also been recruited and will be in post shortly.

As the general frame of the Census is not yet established, it was not possible for the members of the mission to discuss the procedures and techniques of the project, whether to be a built-in survey or a post-enumeration one. However, it seems that a post-enumeration survey would be much more convenient and fruitful in order not to load the census questionnaire.

The Government is interested in launching the census as early in 1975 as possible.

YEMEN ARAB REPUBLIC

Population Census

The Agency in charge of the population census in the Yemen Arab Republic is the Central Planning Organisation (CPO) whose Statistical Department has been given responsibility to conduct the census. The enormous amount of preparatory work for the population census necessitated the further subdivision of the Department into three sections one of which is the section for population census. Substantial assistance has been rendered to the Republic for this project by the UNFPA, ECWA, UNDP, IBRD and by various countries.

Beside the absence of statistical information, the fact that there exist no plans, charts, or descriptions of the boundary lines dividing the administrative units presents a major problem for the taking of the census. This information is needed because the administrative divisions will serve as census blocks. The country is composed of 10 districts (Muhafazats), 39 sub-districts (Ghada's), 140 sub sub-districts (Nahia's) and a number of villages called Auzla. To overcome the effects of the absence of a complete frame for population aggregates and their administrative attachments, a field investigatory survey and data collection was scheduled all over the country.

After a thorough study of the social and climatic conditions, religious and national feasts in the country, it was decided that the enumeration phase should commence in October 1974. It will take four months. The enumeration of houses and population will begin on 13 January 1975 for 21 days. The publication of the preliminary results is planned for April 1975 and the publication of population characteristics for October 1976.

This population census will provide data and statistical frames for other censuses, sample surveys and registers such as agricultural census, census of industrial establishments, man-power and labour force surveys, housing surveys, literacy surveys, migration studies and the civil registers. It will also enable the Government of the Yemen Arab Republic to have its national plans based on scientific data.

BOOK REVIEWS AND PERIODICAL ABSTRACTS

United Nations. The Determinants and Consequences of Population Trends--New Summary of Findings on Interaction of Demographic, Economic and Social Factors. Vol. I (United Nations Publication, Sales No.: E.71.XIII.5). 661 p.; illus.; tbls.; charts.

This publication represents a synthesis of the major findings concerning the relationship between population trends and economic and social factors. It is conceived as an analytic inventory of existing knowledge and hypotheses concerning the factors affecting population trends and the influence of these trends upon economic and social conditions.

This book represents in a single work a wealth of knowledge on demography and related subjects, distilled from some 7,000 books, papers and articles in many languages, thus providing for the reader a guide to past and contemporary literature on population.

Volume I contains chapters on: "history of world population growth", "population theory", "fertility", "mortality", "population distribution, internal migration and urbanization", "international migration", "sex and age structure", "demographic aspects of manpower", "families and households", "population and natural resources", "population and food", "demographic aspects of savings, investment, employment and productivity", "demographic aspects of modern economic growth", "demographic projections", "demographic considerations in planning" and "population policies".

Volume II, not yet in print, will contain the bibliography, author and subject indexes.

This publication is a fundamental reference for scholars, universities, professional institutions and governments.

Louis, Henry. On the Measurements of Human Fertility. Translated and edited by M.C. Sheps and E. Lapierre-Adameyk. New York, Elsevier Publishing Company, 1972. 228 p.; illus.; tbls.; charts; indx.

This book is a translation of a series of papers written by Professeur Louis Henry, from the University of Paris, over the course of 15 years; it tries to investigate how and to what extent natural and induced variations in physiological functions affect human reproduction.

Professor Louis Henry was the first to sustain an extensive investigation of models that clarify the effects of the physiological functions in question. Stimulated by his demographic analysis of old family and parish records, he formulated a series of questions, the answers to which were far from obvious. Some of these questions are:

- a) what is the variation in "natural fertility" of humans, i.e., the variation in the

reproductive patterns of married couples who do not deliberately limit their reproduction by resorting to contraception or induced abortion?

b) what is the role of the principal biological determinants of reproduction in this variation? and

c) given a collection of family histories with data on the date of marriage, the age of the couple at marriage, and the number of births, and the date of each successive birth, how can one establish the most informative methods of analyzing the data? What inferences can be made about the natural fecundity of the couples, about variation with age in the biological determinants, about differences between groups, or about the time when a defined population began to turn to contraception?

To pursue such questions, Professor Louis Henry formulated mathematical models for the process of family building, i.e., for the process that results in a sequence of births to a married woman, spaced apart by intervals of measurable length. These models and the conclusions drawn from them are presented in this book.

This book is of a great use to the demographers and professional readers.

Coale, Ansley J. The Growth and Structure of Human Populations. Princeton, Princeton University Press, 1972. 227p.; illus.; tpls.; charts.; indx.

This book is the third of a trilogy written by the author in the field of demography. Its principal purpose is to explain the general structure of age composition and growth of human population which is determined by the relationships between fertility and mortality schedules. A number of cases of particular sequences of variation in fertility and mortality are explored in seven chapters and stated in highly technical form. The concluding chapter restates the issues in more general terms.

Fertility, mortality and age composition are the topics of this mathematical investigation which puts emphasis on dynamics. It is highly recommended to anybody who masters at least the differential and integral calculus of mathematical science.

Montague, Joel and Thorne, Melvyne. Administrative Models for the High Level Planning and Coordination of Government Population and Family Planning Programs in the Near East and Africa. 5 February 1974 (mimeographed). 37 p.; illus.

An attempt has been made in this paper to analyse the administrative and organizational frameworks under which population programmes have been launched in various countries. From

the ECWA region, Iraq, Jordan, Lebanon and Syria have been studied in detail. The paper also contains annexed charts which illustrate the responsibility, authority, composition, size and frequency of meetings of the central administrative apparatus in charge of coordinating and planning the national population programmes of these countries.

The two authors departed from the assumption that the most serious immediate barriers to effective programmes today are organizational, operational and managerial. Their analysis of the structure and functions of population coordinating bodies in various countries should not induce the reader to disregard the fact that the institutionalization of population programmes is as much a social, political and ideological phenomenon as it is an exercise in public administration and management.

This paper has the merits of pointing out the weakness in the structure and functions of various high level bodies in charge of the planning, coordinating and/or implementing of population programmes. Furthermore, the reader becomes aware that the search for administrative arrangements, that will make sense in a specific socio-political context with its particular population policy, has to be continued, and that this exposé is no more than the beginning of a chain of much needed studies.

Seltzer, William. Demographic Data Collection. A Summary of Experience. The Population Council, New York, 1973. 47 p.; tpls.; bibliog.

This is a very helpful pamphlet for anybody concerned with population activities. It focuses on the hazards, cost and difficulties of demographic measurement.

In the introduction the author makes assertions concerning the quality of statistical data and he quantifies them in the following sections, discussing the specific kind of problems encountered in collecting data on age, and current and past fertility. In section five, which was added by the author to the original paper submitted as a background paper for the first Ad Hoc Technical Advisory Meeting on the World Fertility Survey, held in The Hague, July 1972, Seltzer examines registration methods of demographic data collection, data on mortality and sampling errors. The author concludes the summary by stating eight rules which are to be followed when designing and conducting demographic surveys so as to eliminate sampling and non-sampling errors.

This booklet is highly recommendable because it exposes candidly and clearly, with words and tables, the qualities of demographic measurements. Reading it one will reach the point where he appreciates the value of demographic data without ignoring their limitations caused by errors and uncertainties.

Linder, Forrest E. Vital Events Numeration System as a new Tool for Measuring Population Change. Laboratories for Population Statistics (Reprint Series No. 12). Chapel Hill University of North Carolina, August 1973. 20 p.; illus.; ref.

This short, well written, article will be of special interest for demographers and statisticians. The author believes that the statistical data base and the data collection system are inadequate because the two procedures together cannot provide on a timely basis the range and type of data now considered essential for demographic analysis.

In concise paragraphs, Linder traces the development of a new system called temporarily "Vital Event Numeration Unitary System". "Unitary" because it combines in one coordinated activity the collection of data for both the numerator and denominator of vital rates and "Vital Event Numeration System" because the focus is on the counting of principal events.

The author underlines that the unfinished stage of this new sample dual record system demands further extensive research and cites other shortcomings and major advantages. He closes with the conclusion that the Vital Event Numeration System's capacity to go beyond mere measurement of crude birth and death rates makes it a powerful statistical tool, and that its design as a sample system makes it economical and timely, since the sample size and number of geographic units can be adjusted to budgetary and other sources available and to the urging for quick tabulation and analysis.

This article will induce many countries to apply the new system and will stimulate further research in the field of data collection and data recording.

Demeny, P. Some Methods of Estimation for Statistically Underdeveloped Areas. East-West Population Institute, Hawaii. US. Government Printing Office. 1972. pp. 811-888. illus.; tbls.

This article is devoted to the developing countries which have defective demographic data; its purpose is to develop and disseminate methods for a better utilization of the statistical data that are already at hand in these countries, as well as to increase the supply of pertinent demographic information to be generated in the coming years. The author suggests two general approaches to help bridge this gap; One is to rely on special sample surveys and census type information alone, and the other is to rely primarily on sample registration systems, usually in combination with related sample surveys.

The first approach deals with the case where population has been enumerated in one or more censuses, or where cross-sectional demographic surveys have been taken. It explains different methods to estimate vital rates from data obtained by two consecutive censuses or by a single census or survey. The second approach deals with the case where detailed demogra-

phic data are required and such data cannot be reliably obtained from a survey, even if it is repeated at regular intervals. Two methods are explained. The first one is to substitute a sample registration scheme for the standard system of comprehensive registration, the second one is to use dual systems based on sample registration areas and surveys.

Finally, as tools for estimation, the article explains two types of models of particular importance: model life tables and model stable populations. Concerning the first type, it explains the UN model life tables, and the regional model life tables (Coale and Demeny); in the second one it explains the stable population model and the regional stable population models.

This article will be very helpful for demographers and statisticians in their choice of demographic models and of methods of estimation. A detailed list for suggested readings and a selection of tables further enhances the value of this article.

TECHNICAL LIBRARY
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POPULATION STUDIES AND PROGRAMMES SECTION
SELECTED LIST OF RECENT ACQUISITIONS COVERING
THE PERIOD 1 JANUARY - 31 MAY 1974

I. Books and Other Published Documents

A. By region

WORLD

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Vol. II : Papers. Chapel Hill, University of North Carolina, 1974. (Scientific Report Series No. 13 Vol. II) 97p.

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World Health Annual, 1970. Vol. III Geneva, World Health Organization, 1974. 258p.

MIDDLE EAST

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