

## POPULATION GROWTH AND DEMOGRAPHIC CHANGE

### 29.1 INTRODUCTION

India, the second most populous country in the world coming only after China, and is likely to be the most populous country by 2040. According to the 1996 estimates of the world's population of 580.4 crores made by the United Nations', India accounts for more than one hundred crore persons. But India accounts for only 2.4 per cent of the world's land area. Thus, on a mere 2.4 per cent of the world's land area, India supports 16.4 per cent of its population. Every sixth person in the world is an Indian.

At the beginning of the present century, the population of India was between 10-12.5 crores. It was almost the same around 1600 A.D. Over a period of 95 years, since the beginning of the present century, the population of India has increased by four times. This rapid population growth has created serious problems of resources for human needs.

Problems arising from rapid population growth has become a major concern of almost all countries. India was among the first countries that felt the need for population control. With the beginning of the Five-Year Plans, the Government of India adopted a policy to curb the growth of population. It promoted family planning programme in various ways which has, over time, expanded enormously. This has helped in a substantial reduction in birth rate in several parts of the country and in diminishing the growth gap between birth and death rates.

There is increasing awareness among the educated citizens in the country about the growing population. It is also important to provide knowledge about the population problem to our young generation. You might have studied some elements of this phenomenon earlier while doing your senior basic school or high school. The present Unit has been developed to provide further knowledge in this regard.

### 29.2 OBJECTIVES

After studying this lesson you will be able to:

- recall the trend in population growth.
  - explain the varying pattern of population size and growth among the various states in India.
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- identify the distribution of India's population between rural and urban areas
- appreciate India's population problem
- examine the threat posed by rapid population growth to sustainable development
- explain the population control programme and develop an understanding about the impact on population growth

### 29.3 TRENDS IN POPULATION GROWTH

If we consider the past growth in the world population at the beginning of the Christian era, the total population was between 20 and 40 crore of which roughly, 10 to 12.5 crore lived in the Indian subcontinent alone. By 1650, the world population was estimated to be between 47 and 54.5 crores. It crossed the 100 crore mark around 1825 and was 580.4 crores in 1996.

#### (i) Size and Growth of India's Population

The Republic of India separate from Pakistan came into existence in 1947. in the truncated Indian Union some princely states were merged into the province, but others maintained their separate identity at the time of the 1951 census. In 1956. The States Reorganisation Act, created new states and union territories which formed the basis for 1961 census. Since 1961 there have been further adjustments in the boundaries of some states and union territories leading to the creation of several new states and upgrading of some of the union territories into state. Accordingly, the 1991 census, classified the country into 25 states and seven union territories (Map 1).

#### (ii) Population Size and Growth

Population counts in India in the modern sense started in 1881. Since then, a population census has been conducted regularly every ten years. Table 29.1 shows the population of the Indian Union (according to the present boundaries) for the past 100 years.

Table 29.1: Population of India and its Growth, 1891 2001  
Population (Figures in Crores)

Year	Total Population	Decadal growth Absolute	Percent*	Average annual exponential growth rate (in percent#)
1	2	3	4	5
1891	23.59	-	-	-
1901	23.84	0.25	1.1	0.11
1911	25.21	1.37	5.7	0.56
1921	25.13	-0.08	-0.3	-0.03
1931	27.90	2.77	11.0	1.04
1941	31.87	3.97	14.2	1.33
1951	36.11	4.24	13.3	1.25
1961	43.92	7.81	21.5	1.96
1971	54.82	10.90	24.8	2.20
1981	68.33	13.51	24.7	2.20
1991	84.63	16.30	23.8	2.14
2001	102.70	-	21.3	1.93

Notes: 1. The 1991 Census has not been conducted in Jammu and Kashmir. The population figures for India include the population of that state as projected by the Standing Committee of Experts on Population Projection, 1989

2 \* The decadal population growth rate is given by

$$\frac{(\text{Population at the terminal point} - \text{Population at initial point}) \times 100}{\text{Population at the initial point}}$$

3 # The average exponential growth rate is given by

$$r = \ln (P_t / P_o) / t$$

where r is the average annual growth rate,

Po is the population at the beginning of the period,

Pt is the population at the end of the period,

t is the time period and ln is natural logarithm to the base e.

India's population increased by 16.3 crores from 68.3 crores in 1981 to 84.6 crores in 1991 (Table 29.1). The 1991 population was three and a half times the population of the country at the beginning of this century and two and a half times the population at the time of Independence. It was almost twice the population of Latin America and one and a quarter times the population of the whole of Africa. The

increase in population during the 1980s was just a little less than the total population of the Western Europe comprising Austria, Belgium, France, Germany, Luxembourg,

Netherlands, and Switzerland. In terms of annual increase, we add almost the total population of Australia, or of Sri Lanka every year

1. India's population in 1996 was four times the population in 1901.
2. The increase in India's population during 1981-91 decade was just about the total population of Western Europe.

### (iii) Pattern of Population Growth

India's population growth over the past century divides itself into three parts the main points of division being 1921 and 1951 (Table 29.1). The year 1921 is called the year of the "Great Divide" because it distinguished a period of moderately increasing population growth from the earlier period. 1951 marks the beginning of a period of rapid population growth.

3. India adds to its population one Australia or Sri Lanka every year.
4. The growth rate of India's population was almost similar during 1961-71, 1971-81 and 1981-91 decades.

High mortality levels were responsible for the slow increase in population during the 30 years or more before 1921. A severe famine affected large areas of the country in 1896 and 1897. In the Bombay Presidency especially, the effects of the famine were aggravated by a severe plague. As a result of the two calamities, the 1901 census recorded a population loss of about 2 per cent from the 1891 level of 1.88 crores.

Like the 1891-1901 decade, the 1901-11 decade witnessed several local famines and a severe one in 1907 in most parts of Uttar Pradesh. Plague was in evidence in the Bengal and Bombay Presidencies, and both plague and malaria were widespread in the Punjab and Uttar Pradesh where population growth was negligible. Yet, because the country as a whole suffered less from famine, lest there was an appreciable rise in the population growth

compared with the previous decade.

During the 1911-20 decade India suffered from an influenza epidemic that caused an estimated 7 per cent loss of the total population. It was much more deadly in some provinces than in others.

Since 1921, the major causes of high mortality have been gradually brought under control and between 1921 and 1951 the country witnessed a gradual rise in population growth (Table 29.1). The decline in death rate became sharper after Independence in 1947, with the result that the population nearly doubled in 34 years - from an estimated 34.75 crores in 1947 to 68.33 crores in 1981. Further, during the forty-year period between 1951 and 1991, India's population increased by 48.5 crores, equal to the total population in 1964.

It was only from the beginning of the 1970s that a decline in birth rate was observed. It is the past two decades that have witnessed decline in birth rate along with that in the death rate (Table 29.4). The decline in the birth rate seems to be slightly faster from 1985 than the decline in the death rate resulting in a slight decline in the population growth.

#### (iv) Statewise Population Distribution and its Growth

Table 3.2 gives the distribution of India's population by states and union territories as in the 1991 census. The last column of the Table gives the 1981-91 growth rate of the decade.

Madhya Pradesh is geographically the biggest state in the country accounting for 13.5 per cent of the total area. Uttar Pradesh is largest in population. In fact, the two together at present account for 22.4 per cent of the land area and 24.3 per cent of the total population - an increase of 0.42 per cent in the share of the country's population in comparison to that in 1981. The share of the four states in South India - Andhra Pradesh, Karnataka, Kerala, and Tamil Nadu - in the country's population increased up to 1951, when it was 26.2 per cent. But it has been declining ever since, and in 1991, was only 23.3 per cent of the total.

Uttar Pradesh has remained the most populous state in the country, followed by Bihar. Lakshadweep with a population of 51.7 thousand in 1991 is the least populous.

The seven union territories taken together account for 114 lakh persons only, or 1.35 per cent of the country's population. In population size, the largest of the seven UTs is the almost entirely urban territory of Delhi, with 94 lakh persons in 1991.

The population growth rate in the country during 1981-91 has been found to be 23.8 per cent which is only slightly lower than the 1971-81 growth rate (Table 29.2). Among the 15 major states in India, Kerala and Tamil Nadu experienced very low rates of population growth while Rajasthan and Haryana had been very high.

**Table 29.2: Area and Population of each State and Union Territory, India, 1991; and Growth Rates During 1971-81 and 1981-91**

State	Area in sq. km.	Proportion to total area of India	Population	Proportion to total population	Growth rate	
					1971-81	1981-91
<b>INDIA</b>	3,287,263	100.00	84,63,02,688	100.00	24.66	23.85
Andhra Pradesh	275,045	8.37	6,65,08,008	7.86	23.10	24.20
Arunachal Pradesh	83,743	2.55	8,64,558	0.10	35.15	36.83

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	78,418	2.39	2,24,14,322	2.64	23.36	24.24
Bil	173,877	5.29	8,63,74,465	10.23	24.06	23.54
Goa	3,702	0.11	11,69,793	0.14	26.74	16.08
Gujarat	196,024	5.06	4,13,09,582	4.88	27.67	21.19
Haryana	44,212	1.35	1,64,63,648	1.93	28.75	27.41
Himachal Pradesh	55,673	1.69	51,70,877	0.61	23.71	20.79
Jammu and Kashmir	222,236	6.76	77,18,700	0.91	29.69	28.92
Karnataka	191,791	5.83	4,49,77,201	5.31	26.75	21.12
Kerala	38,863	1.18	2,90,98,518	3.44	19.24	14.32
Madhya Pradesh	443,446	13.49	6,61,81,170	7.84	25.27	26.84
Manipur	22,327	0.68	18,37,149	0.22	32.46	29.29
Meghalaya	22,429	0.68	17,74,778	0.21	32.04	32.86
Mizoram	21,081	0.64	6,89,756	0.08	48.55	39.70
Nagaland	16,579	0.50	12,09,546	0.14	50.05	56.08
Orissa	155,707	4.74	3,16,59,736	3.73	20.17	20.06
Punjab	50,362	1.53	2,02,81,969	2.39	23.89	20.81
Rajasthan	342,239	10.41	4,40,05,990	5.20	32.97	28.44
		Sikkim	7,096	0.22	4,06,457	0.05
50.77	28.47					
Tamil Nadu	130,058	3.96	5,58,58,946	6.59	17.50	15.39
Tripura	10,486	0.32	27,57,205	0.32	31.92	34.30
Uttar Pradesh	294,411	8.96	13,91,12,287	16.44	25.49	25.48
West Bengal	88,752	2.70	6,80,77,965	8.06	23.17	24.73
Andaman & Nicobar Islands		8,249	0.25	2,80,661	0.03	63.93
Chandigarh	114	N	6,42,015	0.08	75.55	42.16
Dadra & Nagar Haveli	491	0.01	1,38,477	0.01	39.78	33.57
Daman & Diu	112	N	1,01,586	0.01	26.07	28.62
Delhi	1,483	0.05	94,20,644	1.11	53.00	51.45
Jharkhand	32	N	51,707	0.01	26.53	28.47
Pondicherry	492	0.02	8,07,785	0.09	28.15	33.64

N stands negligible

The north-eastern states in general had very fast population growth both during 1971-81 and 1981-91 decades, the highest being in Nagaland during 1981-91 followed by Delhi.

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### INTEXT QUESTIONS 29.1

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1. Why is the year 1921 called year of "Great Divide" in India's population growth?
  2. What was the quantum of growth in India's population between 1981 and 1991?
  3. Complete the following sentences:
    - a) India's population in 1991 was \_\_\_\_\_ times its population at the time of Independence.
    - b) India annually adds as many people to its population as the total population of \_\_\_\_\_.
    - c) India's population increased from \_\_\_\_\_ crores in 1901 to \_\_\_\_\_ crores in 1991.
  4. If both birth rates and death rates are declining,
    - a) when do we have constant growth rate?
    - b) when does the natural growth rate start declining?
  5. Indicate the proportion of India's population in the following state in 1991:
    - a) Uttar Pradesh
    - b) Bihar
    - c) Madhya Pradesh
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### 29.4 RURAL URBAN DISTRIBUTION

The population in India (as in almost every country) is divided into rural and urban components according to the prevailing definition of urban areas in each country.

**Urban** : A place is considered as urban by the Census Organisation if it has a Municipal Corporation, Municipal Committee, Cantonment Board, Notified Area Committee, etc. irrespective of its size. Other settlements are treated as urban if they satisfy the following three conditions simultaneously:

- (a) the population is more than 5,000,
- (b) the density is not less than 400 persons per sq. km., and
- (c) at least three-fourths of the male working population is engaged in non-agricultural activities.

At the turn of the century, only 10.8 per cent of the country's population lived in urban areas. The proportion did not change appreciably until 1921 after which the component of urban population gradually increased. It became 13.9 per cent in 1941 but suddenly jumped to 17.3 per cent in 1951. The second jump in the proportion of urban population took place between 1971 and 1981, from 19.9 per cent in 1971 to 23.3 per cent in 1981. And in 1991, a little over one-quarter of India's population was living in urban areas.

It becomes clear from here that the urban population has been growing at a faster rate than the rural population. This happens because there is always some amount of migration

of people from rural areas to urban areas and some new urban centres emerge over a period of time.

Urban growth rate in India was especially high during 1941-51, and again, during the 1971-81 decade. During the 1940s it was a result of the growth of war industries during early 1940s and then due to partition of the country when a large number of displaced persons who came from Pakistan to India settled in towns and cities. In contrast, a large number of new towns appeared during the 1970s and there was substantial rural-to-urban migration. The very low growth of rural population during the 1940s resulted from exodus of lakhs of muslims from India to Pakistan.

Of the 21.76 crore persons living in urban areas in 1991, 65.2 per cent were found living in just 296 urban agglomerations and cities with population of one lakh and above. A total of 3,697 towns, cities and urban agglomerations exist in India. The concentration of population is further observed when one finds that 23 metropolitan cities and urban agglomerations (with population of ten lakhs and over) contained 7.07 crore persons. This concentration of population is largely due to the fact that big cities provide greater job opportunities and, may be, better living standards. But this has also led to heavy congestion of people and creation of slums, environmental pollution and problems of social organization and deviant behaviour. Generally, the population of metropolitan cities and large urban centres is politically more vociferous and demanding. But, more than 30 per cent of the metropolitan population has been living in urban slums.

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## INTEXT QUESTIONS 29.2

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1. Indicate the difference between urban and rural population growth rate during 1981-91.
  2. In which decade urban population growth rate was the highest?
  3. What should be the minimum density of population in an urban settlement?
  4. What was the proportion of urban population living in urban agglomeration and cities with of one lakh and above?
  5. Complete the following sentences by filling the blanks:
    - a) population of metropolitan cities and large urban centres is politically more \_\_\_\_\_
    - b) Urban growth rate was high during the 1970s because a large number of \_\_\_\_\_ towns appeared.
    - c) For a place to be urban, at least \_\_\_\_\_ of the male working population should be engaged in non agricultural (allied) activities.
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## 29.5 DEMOGRAPHIC TRANSITION

### What is demographic transition?

Demographers, as students of population studies, often talk of "demographic transition" meaning thereby a transition from a stage of **high mortality** and **high fertility** (as found in India prior to 1921) to a stage of **low mortality** and **low fertility**. The gap between birth rate and death rate is called "natural increase rate." There are, a few countries in Europe where presently the birth rate is lower than the death rate and are facing a situation of decline in absolute size of their population.

The first stage where birth rates remain around 40-50 per thousand population and death rates are also found around the same level is a stage mostly found in simple agrarian societies which have very simple living standards. In contrast, the final stage of birth and death rates prevailing around 10-12 per thousand population is found in the post industrial societies of Europe, North America, Japan and other developed countries.

### (i) Demographic Transition in India

For India, we have a history of around 100 years of changes in birth and death rates (Table 29.4). The first stage of demographic transition in India continued till about 1920 when both death rates and birth rates were very high. This stage was almost marked by purely agrarian economy with hardly any significant industrialization. High mortality levels were responsible for the variable growth rates of the population during the 30 or more years before 1921 (Figure 29.2).

**Table 29.4: Birth Rates and Death Rates in India From 1891-1901 to 1971-81 and on Yearly Basis from 1981 to 1994.**

Year	Birth rate	Death rate	Natural growth rate (per thousand)
1891-1901	48	48	0.0
1901-1911	49	43	6.0
1911-1921	49	49	0.0
1921-1931	47	37	10.0
1931-1941	45	33	12.0
1941-1951	43	31	12.0
1951-1961	44	26	18.0
1961-1971	42	20	22.0
1971-1981	37	15	22.0
1981	33.9	12.5	21.4
1985	32.9	11.8	21.1
1990	30.2	9.7	20.5
1991	29.5	9.8	19.7
1992	29.2	10.1	19.1
1993	28.7	9.3	19.4
1994	28.6	9.2	19.4

The second phase of demographic transition in the country began from the early 1920s and up to 1971. This is also the period when industrialization took some roots in the country. During this period the major causes of high mortality - famines and epidemics - have been gradually brought under control and between 1921 and 1951, the country witnessed a gradual rise in population growth (Figure 29.2). The decline in death rates became sharper during the 1950s without any appreciable decline in birth rate resulting in a population growth rate of 1.96 per cent per annum during 1951-61 in comparison to 1.25 per cent during 1941-51 decade (See Table 29.1). During 1961-71, while the birth rate still remained quite high, due to further decline in death rate, the growth increased to 2.05 per cent.

India seems to have entered the third stage of demographic transition since 1971, when birth rate has also started declining. During the 1970s, the decline in death rate was almost the same as in the birth rate leading to a plateau in population growth rate during the 1960s

and the 1970s. In the 1980s the decline in birth rates was slightly greater than that in mortality; consequently, the growth rate during this period is slightly lower than in the previous decade.

It is now hoped that there would be faster decline in birth rates than in death rate in the next couple of decades. It is also hoped that India will be at the point of entering the fourth stage of demographic transition by about 2020, if not earlier.

Economic growth, which helped in augmenting the pace of demographic transition during the past forty years, has not picked up to the extent it was expected. The dependence on agriculture in terms of the proportion of total work force, declined only slightly during the 1970s and the 1980s. There has hardly been any growth in employment in the secondary sector in the Indian economy; in fact, there has been a slight decline in the proportion of workers in this sector during the 1981-91 decade.

It is noteworthy here that Kerala and Tamil Nadu have made significant progress in their demographic transition and the rate of natural increase has been declining. But the natural increase rate has increased in Uttar Pradesh and Madhya Pradesh during recent years and they, along with a few other states, are way behind in their demographic transition.

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### INTEXT QUESTIONS 29.3

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1. What does the gap between birth rate and death rate indicate?  
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  2. Which is the stage of demographic transition in which India seems to have ..... entered since 1971?  
.....
  3. Which is the stage of demographic transition in which Kerala and Tamil Nadu have entered?  
.....
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### 29.6 INDIA'S POPULATION PROBLEM

India began the process of planned economic and social development nearly four and a half decades ago with the establishment of the Planning Commission and with the objective of "initiating a process of development in order to raise living standards and open out to the people new opportunities for a richer and more varied life." As a result, substantial progress has also been made in agriculture in different parts of the country more so in the "Green Revolution" regions. Similarly, progress has been made in industry, science and technology, health, education, and in developing the infrastructure for a wide range of services. But the progress has fallen short of the objectives, more so in respect of rural development. There are still many villages which do not have potable drinking water, electricity or sanitation. A large number of villages do not have proper road linkages, and they get cut off during the rainy season.

It was indicated earlier that India's population started growing at a faster pace after Independence in 1947 with the result that the population nearly doubled in 34 years - from an estimated 34.75 crores in 1947 to 68.33 crores in 1981. Further, during the forty-year period between 1951 and 1991, India's population increased by 48.5 crores which was country's total population in 1964. As Table 29.1 has indicated, India's population growth rate consistently increased between 1951 and 1981. This rise in growth rates has been due to decline in death rates and not due to increase in birth rates.

The increase in population has swelled the ranks of unemployed and underemployed. For example, the number of unemployed people in India at the end of the First Five Year Plan was 53 lakh persons. The backlog of unemployed persons in March 1985 was estimated at 92 lakh persons and on 1 April 1992 as 230 lakh persons. The current estimate of the unemployed persons in India is around 450 lakh persons. Similarly, the number of illiterate people has increased during the past four decades. While, we have been able to increase our food supply to the extent that no Indian should die because of hunger, but on the other hand, almost 40 per cent of India's population live below the poverty line, suffering from severe malnutrition and various diseases.

This grim picture of our economy is partly the result of the rapid population growth. It may also be added here that, according to recent projections of India's population at 126.4 crores by March 1, 2016, may surpass Chinese population by 2040. Consequently, problems regarding education, health, nutrition, and employment, etc. will multiply unless there is a major break-through in production technology both in agriculture and industry.

### **29.7 THREAT POSED BY RAPID POPULATION GROWTH TO SUSTAINABLE DEVELOPMENT**

According to World Development Report of 1992 "sustainable development" is the development that lasts. It states that "sustainable development is a process in which economic, fiscal, trade, energy, agricultural, and industrial policies are all designed to bring about development that is economically, socially and ecologically sustainable. That is, current consumption cannot be financed by incurring economic debts that others must pay in the future." One may also say that there is no development is not possible if it is not sustainable.

There are two basic issues in the context of the uncontrolled utilization of the non-renewable resources: (1) The current pace of industrialization and economic development in the less developed countries which are also having rapid population growth would affect the environment and ecology beyond repair and, therefore, should slow down the pace of economic development. (2) The developed countries and their multi-national corporations are encouraging higher levels of consumerism which is affecting the natural resources; this consumerism should be cut down drastically in the interest of sustainable development.

People are at the centre of developmental and environmental concerns. Population regulation, socio-economic development and sound environmental management are closely interrelated and are complementary aspects of sustainable development. Resource conservation, environmental protection and sustained development require, among other things, slower population growth, smaller overall totals, and more balanced population distribution, within and between countries. Without population regulation and environmental protection development efforts will fail. Also, without development, environmental protection will fail.

The key principles to be considered in the context of sustainable development, are:

Limit the human scale to a level at which the costs of population expansion would be equal to the benefits.

Sufficiency of resources has to be considered along with efficiency of technological development.

Renewable resource exploitation should be within sustainable yield. Waste emissions cannot be allowed to exceed the capacity of eco-system to renew itself. The use of scarce renewable resources cannot be allowed to surpass the creation of new substitutes.

In the Indian context we find that India's population of over 96 crores in 1997 is one sixth of the world's population but we have only one-fortieth of the land area. It has also been indicated that in 2016, our population will become 126 crores and will surpass China's population by 2040. As you know, we are heavily dependent on imports of such materials as mineral oil, and also periodically import wheat and sugar. We have already brought lands under cultivation by cutting down forests. Large scale deforestation has adversely affected the rich top soil. Our water resources are also very limited and there have been interstate disputes on utilization of river waters as between Karnataka and Tamil Nadu on Kavery waters.

The nation has the duty to leave resources for the future generations, particularly the non-renewable ones. We must take the necessary steps, to save the environment and ecology from further degradation and utilize them to the advantage of the present and future generations. Probably the most important step in this direction is to bring down the birth rate in the near future so that the population growth rate becomes almost zero in the next 25 to 30 years.

### INTEXT QUESTIONS 29.4

1. What is the noticeable effect of population increase in terms of employment situation in India?  
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2. What is the inherent principle of sustainability with respect to utilization of resources?  
.....  
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3. What is necessary for resource conservation, environmental protection and sustained development?  
.....  
.....
4. Fill in the blanks and complete the sentences:
  - a) People are at the \_\_\_\_\_ of development and environmental concerns.
  - b) There is no \_\_\_\_\_ if it is not sustainable.
  - c) Currently developed countries are consuming resources at least \_\_\_\_\_ times more than an average person consumes in a developing country.
  - d) Multinational corporations are \_\_\_\_\_ the people in the less developed countries to emulate the developed countries in respect of consumerism.
  - e) Large scale forest denudation has \_\_\_\_\_ affected the rich top soil.

### 29.8 POPULATION CONTROL PROGRAMMES IN INDIA

Family planning programme was officially adopted in India with the beginning of the **First Five Year Plan (FFYP)** in 1952. This plan aimed to identify factors contributing to rapid population growth in the country, to evolve suitable techniques for family planning and devise methods to disseminate information on these techniques, and to integrate family

planning along with various services offered by government hospitals and other agencies.

Due to limited experience and knowledge, and available resources, the FFYP pursued the clinical approach. This approach, however, failed as the rural and even urban masses considered it a sort of taboo to go to a clinic to seek advice on a matter as private as bearing children; moreover, they had little knowledge, if at all, of contraceptive methods and further realised the need for them.

The **Second Five Year Plan** augmented the programme which was pursued in the previous Plan by increasing considerably the outlay for this purpose and by opening many more clinics both in rural and urban areas. Moreover, a national action-cum-research based programme was launched during this Plan with the following components: (a) education to increase contraceptive acceptance (b) family planning service through rural and urban centres including provision for sterilization facilities (c) training of personnel (d) research.

The **Third Five Year Plan** is considered the first phase of an intensive development period, extending over 15 years from 1961 to 1976. Loop (or IUD) (which is considered to be much more effective than the traditional methods) was introduced into the family planning programme in 1965 as an alternative method for avoiding pregnancies and for birth spacing. Besides substantial augmentation of resources, a choice of methods to restrict family size was offered from which the people could select the one they liked best.

The programme was accorded a very high priority in the **Fourth Five Year Plan** with emphasis on time-bound target-oriented achievements. As in the TFYP, the outlay was again increased substantially. The achievement during this period was significant in terms of setting up of infrastructure for making supplies and services available, and for extending mass education on family planning. With the initial success of a Camp at Ernakulam in 1969 for conducting a large number of sterilization with mobile hospital-type facilities, greater stress was laid on this camp approach to achieve sterilization targets. Monetary incentives were also offered to the acceptors, motivators, and doctors for sterilization cases. A greater integration of health and family planning was achieved by incorporating into the programme components of maternal and child health care. Another important landmark of this Plan was the passing of the **Medical Termination of Pregnancy (MTP) Act**. Under this act abortion of a foetus was permitted under certain specific circumstances.

Several things happened in the country during the **Fifth Five Year Plan**. The Government decided on a **Minimum Needs Programme** with a view to improve the quality of life of the poor, with health and family planning among its components. The Minister of Health and Family Planning in the Central Government, presented a comprehensive National Population Policy in the Parliament on April 16, 1976. Besides emphasizing the crucial role of fertility control in India's movement towards economic independence and social transformation, the Policy stated that "The Government have decided on a series of fundamental measures ..... which, it is hoped, will enable us to achieve the planned target of reducing the birth rate from an estimated 35 per 1,000 in the beginning of the Fifth Five Year Plan to 25 per 1,000 by the end of the Sixth." The measures included setting aside 8 per cent of the central assistance to State Plans specifically for family planning, freezing representation in Central and State legislatures on the basis of 1971 Census population for the next 25 years, raising the age at marriage to 18 years for girls and 21 years for boys, providing increased monetary incentives to sterilization acceptors as compensation for the loss of wages, and giving high priority to girls' education up to the middle level and to child nutrition.

As this was the period of "Emergency" in the country, implementation of the above policy involving a certain degree of compulsion and coercion, was taken up by almost all the States. The country was not prepared for such harshness and, as a result, there was a change

in political power at the Centre in March 1977, and, subsequently, in many states in July 1977. The new Central Government also stressed upon the need to control population growth. It issued another population policy statement in June 1977 treating family planning as an integral part of the total welfare programme but emphasized voluntary adoption.

The Planning Commission appointed a **Working Group on Population Policy** in 1979. This Working Group recommended adoption of a strategy of "long-term demographic goal" of reducing the Net Reproduction Rate (NRR) to one by 1996 for the country as a whole and by 2001 in all the States from a prevailing level of 1.67 (*Sixth Five Year Plan: 374*). This long term demographic goal meant:

1. The average size of the family would be reduced from 4.3 children to 2.3 children;
2. The birth rate per 1,000 population would be reduced from a level of 33 in 1978 to 21;
3. The death rate per 1,000 population would be reduced from 14 in 1978 to 9 and infant mortality rate from 129 to 60 or less;
4. As against 22 per cent of the eligible couples protected with family planning in 1979-80, 60 per cent would be protected;
5. The population of India would be around 900 million by the turn of the century and will stabilize at 1,200 million by the year 2050 AD (*Sixth Five Year Plan: 374*).

The meaning of achieving NRR of one by 2001 was hardly understood by the politicians, bureaucrats or the public. It is clear from the results of the 1991 census and other related data that the above specified goals are not attainable by the year 2000 under the present scenario, except probably the death rate of 9 and the infant mortality rate below 60. The Government's health policy has ensured the achievements of these latter two targets. But, it is almost certain that India's population will cross a billion mark by 2001 and may stabilize at around 1800 million somewhere near 2075 if there is a substantial decline in its growth rate during the next quarter of a century resulting in low birth rate and low death rate stage of demographic transition.

The **Seventh Five Year Plan** provided for more media publicity, interpersonal communication and ways and means to spread family planning message to the masses. Its other concern was with more effective coordination at the centre, state, district, PHC and sub-centre levels. The Plan document stressed on (1) ways and means to improve the efficiency and effectiveness of the programme infrastructure; (2) greater flexibility to be given to each state with respect to programme inputs; (3) greater emphasis to be placed on spacing methods for raising the couple protection rate (CPR) especially of the younger age group; (4) special information, education and communication campaigns to remove the bias against girl children; efforts for propagation and enforcement of law relating to the minimum age of marriage; (6) states with low CPRs to be given more attention; and (7) special programmes for metropolitan cities to achieve a much higher CPR

As in the earlier plans, limiting population growth was one of the most important objectives of the **Eighth Five Year Plan**. The target set was to reduce the birth rate from 29.9 per 1,000 in 1990 to 26 per 1,000 in 1997; and to reduce the infant mortality rate from 80 per 1,000 live births in 1990 to 70 by 1997. The Plan also visualised attaining NRR of unity by 2011-2016.

The Plan document emphasized the need for the enunciation of a **National Population Policy** by the Parliament. As propagated in the earlier plans, this Plan also laid stress on social determinants such as increasing female literacy, raising the age at marriage of girls,

creating employment opportunities for women and raising their status in society. It emphasized on decentralised and area specific approach, restructuring of the entire package of incentives and rewards, utilization of the services of the practitioners of different systems of medicine and of voluntary organizations, and a new thrust on research and development of contraceptive methods, etc.

The Central Government appointed a Committee to prepare a National Population Policy document. The Committee submitted its Report to the Minister of Health and Family Welfare on 22 May, 1994. Besides other things, the Committee has recommended the setting up of a Population and Social Development Commission under the chairmanship of the Prime Minister to plan and implement its draft policy based on environmental stability, economic replicability and social equity.

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### INTEXT QUESTIONS 29.5

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1. When was the first comprehensive India's National Population Policy presented to the Parliament?

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2. What happened to the Congress Government at the Centre in the elections of March 1977?

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3. When was the loop (or IUD) introduced in the family planning programme in India?

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4. Where was the first mass sterilization camp held?

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### 29.9 IMPACT ON POPULATION GROWTH

One may examine the impact of the family planning programme on population growth rates in a positive manner as also in a negative manner. In the positive manner one is examining the reduction in (or at least containing) the population growth rate through a decline in birth rates. In contrast, the negative aspect comes in relation to the monetary and other efforts put in the family planning programme and whether the results have been commensurate with those efforts.

Table 29.1 indicated that population growth rate in the country increased up to 1961-71 decade but remained at that level during the 1971-81 decade. The growth rate declined, but only slightly during the 1981-91 decade. Increase in growth rate up to 1961-71 decade was largely due to decline in death rates and not due to rise in birth rates. If there was no family planning programme in the country, in the initial years of development planning with the improvement in the health status of the people there could have been a certain rise in the birth rates. As Table 29.4 indicates, there has been a clear decline in the birth rates as a result of the family planning programme on the one hand, and improvement in

literacy and education level of girls, employment of women in white collar jobs, and improvement in their status on the other hand. There has been 13.4 points decline in the birth rate between 1971 and 1994.

In contrast, the review of the past forty years or so indicates that the Government has not been able to reduce the population growth rate to the necessary levels. While the Department of Family Welfare has from time to time claimed on the basis of "births averted" that whatever reduction in birth rate has been achieved, it is all due to the success of the family welfare programme, but there are Government documents which point towards limited success, if not failure of the programme. Further, despite all efforts the family planning programme still remains essentially an official Government sponsored programme and not a people's programme. While formulating the Eighth Plan the Planning Commission recognised "In spite of massive efforts in the form of budgetary support and infrastructure development, the performance of family welfare programme has not been commensurate with the inputs. Right from the beginning the achievement of the set goals has been unsatisfactory, resulting in the resetting of targets (*Eighth Five Year Plan* : 331).

Further, the family welfare programme has essentially remained a programme of the Ministry of Health and Family Welfare. It has yet to be recognised as a major national concern drawing priority attention and strong political, social, and administrative commitment as a significant part of our economic development strategy.

The family welfare programme has also suffered on account of centralised planning and target setting from the top. Regional variations and diversities have not been generally taken into consideration, with the result that similar set of approaches and policies and targets have been applied in States like Uttar Pradesh, Madhya Pradesh, Bihar, and Rajasthan where the health infrastructure is weak and related social inputs are lacking and also for the States like Haryana and Andhra Pradesh where factors other than development of infrastructure contributed to poor performance (*Eighth Five Year Plan*: 333).

The criticism of the initiatives towards 'limiting population growth' has come from the academicians, industrialists, politicians, bureaucrats and foreign agencies. Late Mr. J.R.D. Tata the industrialist had been campaigning for the last four decades for an effective population control programme and also for free private initiatives. He was never satisfied with the Government of India's approach.

## 29.10. FUTURE STRATEGY AND PERSPECTIVE

The Swaminathan Committee on the new Population Policy has spelt out a realistic and workable strategy, to limit population growth rate.

If the population growth in the country, particularly in the Hindi speaking states has to be stalled, both the central and state governments have to adopt several strategies simultaneously some of which are listed below:

- (1) Many of the State Governments must give up the attitude that family planning programme is the Centre's responsibility alone. In fact, the Centre should make it incumbent on the states to make it both a plan and a non-plan activity.
- (2) As women constitute the most important component in the success of the programme, their literacy levels, particularly in rural areas, has to be improved fast, along with those belonging to the scheduled castes, scheduled tribes, and other weaker sections.
- (3) The training needs which are part and parcel of good information, education and communication (IEC) and motivational strategy have to be built for different types of

clientele. Training institutions need to be strengthened and continuing education particularly refresher courses, provided to the staff at all levels.

(4) A continuous programme of orienting school teachers on the basics of population education should be developed.

(5) There is also a need to develop family health education centres in women's colleges and universities employing 50 or more teachers and/or 1,000 or more students.

To limit the size of the growing population in the foreseeable future, several concrete steps will have to be taken not only by the governments at the centre, state, district, and local levels, but by the industry and trade union organizations as well.

### **TERMINAL EXERCISES**

1. Describe the population situation in India before the beginning of the 1920s.
2. Indicate the factors that were responsible for a very high urban growth rate during the 1971-81 decade.
3. Considering various stages of demographic transition, describe the situation in India.
4. What are the two basic issues before the world in respect of sustainable development?
5. Describe the key principles of sustainable development.
6. In what way did the Third Five Year plan differ from the first two as far as the family planning programme is concerned?
7. What do you understand by freezing representation in the Central and State Legislatures on the basis of the 1971 census population for the next 25 years?

**ANSWERS****Intext Questions**

- 29.1 1. India
2. 10 to 12.5 crores
  3. 23.8 crores
  4. a) sixth
  - b) resources
  - c) expanded
- 29.2 1. Because it separated the period of gradual population growth from a period of chequered growth.
2. 16.3 crores
  3. a) two-and-a-half
  - b) Australia or Sri Lanka
  - c) 23.84; 84.63
  4. a) When the decline in birth rate equals that in death rate.
  - b) When the decline in birth rate is faster than that in death rate.
  5. a) 16.44 per cent
  - b) 10.23 per cent
  - c) 7.84 per cent.
- 29.3 1. 16.44 per cent
2. 1971-81
  3. 400 persons per sq. km.
  4. 65.2 per cent
  5. a) vociferous
  - b) new
  - c) three-fourths
- 29.4 1. Natural increase rate
2. Third
  3. Fourth
- 29.5 1. Increasing unemployment and under-employment.
2. sustained yield basis
  3. Slower population growth, smaller overall totals, and more balanced population distribution.
  4. a) centre
  - b) development
  - c) twenty

d) encouraging

e) adversely.

29.6 1 1976

2. It was toppled

3. 1965

4. Ernakulam

### **Hints for Terminal Exercises**

1. Refer to section 29.2

2. Refer to section 29.3

3. Refer to section 29.4

4. Refer to section 29.6

5. Refer to section 29.6

6. Refer to section 29.7

7. Refer to section 29.7