

ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC

PROGRESS OF WORK AND PROPOSED FURTHER ACTIVITIES
ON THE COMPARATIVE STUDY OF THE RELATIONSHIPS
OF MIGRATION AND URBANIZATION TO DEVELOPMENT
IN THE ESCAP REGION

Note by the secretariat

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I. PROJECT SUMMARY

1. Mobility is the mechanism of development. Man's use of his ability to move has played a key role in helping the developed world maintain some balance between the distribution of population and resources. By contrast, migration in Asia has been a potential contribution to maladjustment. A considerable portion of urban growth does not result from economic opportunities through expansion of manufacturing activities but rather from population pressure and a stagnant economy in rural areas. This situation needs to be rectified in the next two decades when population redistribution, with its many-faceted implications, will undoubtedly constitute a major and increasingly important component of demographic change. Now more than ever before the need for a comprehensive population redistribution policy to be incorporated as an integral part of the national development plans is widely recognized. The formulation of such a policy and its effectiveness in achieving the goal of urban and rural balance will depend largely on the degree of understanding of the complex factors which govern the mobility behaviour.

2. The primary objective of this project is to assist decision makers in policy formulation of population redistribution and programme development for controlling the volume and direction of population movements, in order to help achieve national development goals. The result of the policy-oriented research being undertaken should reveal the links between temporary variations in the urban/rural rate of development and variations in the volume and direction of population movements, identifying the socio-economic and socio-psychological factors that might operate as either causes or consequences of migration and urbanization. This objective will be achieved through an in-country programme of activities processed in three phases:

(a) Macro-analysis of migration and urbanization based on census data and other materials available;

(b) Micro-analysis of population movements through the conduct of a national migration survey for the collection of high-quality data;

(c) The utilization of the research findings in policy formulation and programme development directly related to control of population movements.

3. In the first phase, which started in July 1977, ESCAP has been
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assisting countries in the region by producing a special cross-tabulation of census data collected in the 1970s round on the socio-economic characteristics of migrants and non-migrants in metropolitan areas and other urban localities by size as well as in rural areas. The output of the first phase is being prepared by national research teams and will be published in a series of country reports on the macro-analysis of migration and urbanization.

4. The second phase is being developed in 1978/79 for the conduct of a national migration survey. The information gathered in this survey project will be comprehensive in nature and is intended to investigate a wide range of socio-economic, socio-psychological, demographic and cultural factors affecting population movements. It will provide information on the characteristics of migrants versus non-migrants, permanent migrants versus circular/seasonal migrants, return migrants versus non-return migrants as well as potential migrants and commuters. Data will be collected on the migration history, including ex post facto information on the characteristics of the migrants at the time of their migration, how migration took place in stages and the decision-making process of the movement. A distinction will be made between the factors which motivate the migrants to leave their usual place of residence and the factors governing the choice of their destination. The links established through remittances and visits between migrants and their relatives and friends and the impact on development will be investigated. In addition to the preliminary survey reports to be published by the national survey staff, a national research team will be set up to prepare an in-depth analysis of the survey data, bearing in mind its implications for the formulation of population redistribution policies. The outputs of the second phase will be published in a series of technical papers.

5. The research findings from the analysis of census and survey data will be utilized in the third phase on policy formulation and programme development dealing with the control of the volume and direction of population movements. A leading national planning agency will undertake the preparation of a discussion paper on the appropriate population redistribution policy to be formulated and the more effective programmes to be developed to control population movements in connexion with developmental issues such as land use, resettlement programmes, agrarian reform, decentralization of industry, development of medium-sized cities, establishment of satellite towns, improving the quality of life in big cities, regional economic planning and other related issues.

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II. OBJECTIVES

A. LONG-RANGE OBJECTIVES

6. In general, population policies must be regarded as wider than fertility reduction which, on its own, will have had little impact on development until well into the next century. A population redistribution policy is more likely to have a significant and immediate effect on the over-all socio-economic development in the country which may, in turn, accelerate fertility decline.
7. Although several Governments in the region have for many years recognized the major threat of population growth to the achievement of their national goal, much less research and policy attention has been given to population mobility behaviour and its implications for socio-economic development.
8. Usually, Governments' national development plans adopt policies and programmes integrating future urban and rural development to facilitate more rapid social and economic development for the country as a whole. Such measures would affect the population distribution indirectly. However, they may not necessarily lead to the desired goal of an urban/rural balance of the population and hence an urban/rural balance of the economy.
9. The need is widely recognized now more than ever before for a comprehensive population redistribution policy to be incorporated as an integral part of the national development plans. The formulation of such policy and its effectiveness in achieving the goal of urban and rural balance will depend largely on the degree to which the complex factors governing the mobility behaviour are understood.

B. IMMEDIATE OBJECTIVES

10. The primary objective of the present project is to assist decision makers in policy formulation on population redistribution and programme development for controlling the volume and direction of population movements in order to help achieve the national development goals.
11. The result of the research should reveal the links between the temporary variations in urban/rural rates of development and variations in the volume and direction of population movements. These links are complex in
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nature and have economic, social and psychological dimensions.

12. The identification of the socio-economic and socio-psychological factors that might operate as either causes or consequences of migration and urbanization would assist Governments in formulating more realistic and effective population redistribution policies in the context of their national development plans.

13. This objective will be achieved through in-country programmes of activities processed in three phases:

(a) Macro-analysis of migration and urbanization based on census data and other materials available;

(b) Micro-analysis of population movements through the conduct of a national migration survey for the collection of high-quality data;

(c) The utilization of the research findings in policy formulation and programme development directly related to control of population movements.

III. BACKGROUND

A. GOVERNMENTS' STRATEGIES RELATED TO THE PROJECT

14. Most of the Governments of developing countries in the region consider problems of urbanization and migration to be of major importance in their economic and social development plans. A recent study conducted by the United Nations showed that of 114 developing countries surveyed, 95 gave high priority to these problems. The migration component in the economic development plans of most countries in the region may be summarized in the four broad strategy types set out below:

15. First, there are the rural development strategies implemented in both the modern and traditional sectors of the economic periphery of a developing country. These have been designed to improve agricultural productivity and socio-economic status as well as to alleviate population pressure elsewhere, as in the dry zone project in Sri Lanka, transmigration to the outer islands in Indonesia, and the subsidized migration to Mindanao in the Philippines. These strategies have rarely been systematically implemented to attract and hold in-migrants as well as benefit agricultural or regional development. A modified form of this strategy involves the transfer or return of rural migrants to their areas of origin or to

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land reclamation or pioneer settlement projects, as in the case of Malaysia. Agrarian and land tenure reform, rural infrastructural development and elements of the "green revolution" have indirectly attracted migrants but have also stimulated out-migration of other persons.

16. Secondly, there is the promotion of expanded economic bases in peripheral or "lagging" regions by means of inputs of capital, manpower and technology primarily directed to increasing labour productivity on a selective regional basis. This strategy, of which in-migration is an objective, though not a primary one, may operate through agricultural or manufacturing development, or both.

17. Thirdly, there is the promotion of growth centres and industrial decentralization to channel economic expansion to extra-metropolitan regions. Few developing countries are able to finance such programmes on a large scale. Japan provides examples of national attempts to reduce primacy, develop "counter-magnets" and improve the regional distribution of productivity and income. Programmes for new towns provide a variant of this strategy through planning employment opportunities in conjunction with urban infrastructural provision, as in Malaysia's Pahang Tenggara and Jengka Triangle areas.

18. Fourthly, there is the promotion of urban development and renewal in existing metropolitan regions as a means of improving the quality of life by alleviating congestion, environmental pollution and health hazards and by improving accessibility, housing and servicing standards. Policies of this type foster in-migration indirectly by upgrading the city as a place to live and work, and directly by the provision of low-cost housing. The congestion and pollution levels and the high degree of primacy of Bangkok provide an example of the need for urban renewal in conjunction with the promotion of secondary growth centres. Industrial estates as in Petaling Jaya and elsewhere in Malaysia help to rationalize land use and the functional structure of large cities and indirectly foster in-migration as highly visible sources of potential employment. Land use and pollution controls have been used to both attract and divert urban development.

B. SETTING OF THE PROBLEMS

19. The historical pattern of population movements in connexion with the development of agricultural and non-agricultural sectors which prevailed in the developed world is not relevant to the current situation in the developing countries.

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20. In the developed world, national resources were abundant to the extent that first settlers opened up new opportunities which attracted further migration. As improved agricultural techniques reduced employment opportunities in rural areas, surplus farm workers moved to the cities, where the growth of non-agricultural industries created job opportunities to absorb them. It is migration that provided the main mechanism of adjustment of population distribution to the urban and rural economic growth.

21. By contrast, migration in Asia has been a contribution to maladjustment. Under the continuous pressure of high population growth on land already densely settled and stagnant rural economy, the rural population has tended to move to urban areas. But concurrently, the growth of the urban industrial sector could not keep pace with the urban population growth resulting from the increasing influx of rural labour as well as from the national increase. As a result, a considerable proportion of urban migrants were in low productive activities in the informal sector, hindering the social and economic development of the urban community.

22. Most countries in the region are already and will in the future be faced with massive rural-urban migration. In the 25 years between 1950 to 1975, eastern south Asia's urban population has almost tripled, from 23 to 71 million persons and, in the next 25 years it is projected that it will virtually triple again, reaching 207 million by the year 2000, a number about equal to the total population of eastern south Asia in 1957

23. A serious problem of the region of particular importance is the tendency in most countries for the urban hierarchy to be disproportionately dominated by one city: Bangkok, Manila and Jakarta are some examples. This phenomenon is also true to a lesser degree in Iran, Pakistan and the Republic of Korea. Although about 76 per cent of the population in the developing countries of the region live in the rural areas, many Asian cities are already among the largest in the world.

24. Moreover, many problems associated with Asian cities are in fact problems which are severely aggravated by rural-to-urban population movement. Overcrowding, the spread of slums and squatter settlements, difficulties of waste disposal, housing shortages, inadequate educational facilities, poor water supply, traffic congestion and lack of open spaces for recreation are closely related to the excessive growth rates of the big cities of Asia and to the inability of these

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cities to cope quickly with such a multiplicity of social and economic problems.

25. Economic development policies as embodied in national development plans have not directed adequate attention to a balanced spatial distribution of industries and the accompanying phenomenon of urbanization. As a result, most of the metropolitan areas in the countries of the ESCAP region have grown at a considerably faster rate than most of the medium-sized urban cities.

C. RECOGNITION OF THE POPULATION REDISTRIBUTION PROBLEMS

26. In almost all the international and regional conferences on population held during the 1970s, many countries requested the United Nations for assistance in tackling their population distribution problems. For example, the World Population Conference held at Bucharest in 1974 recommended the formulation of policies aimed at influencing population flows into urban areas, adding that such policies should be co-ordinated with policies relating to the absorptive capacity of urban centres as well as policies aimed at eliminating the undesirable consequences of excessive migration.

27. A more specific recommendation was made by the Second Asian Population Conference held at Tokyo in November 1972 which advised that ESCAP should sponsor a comparative survey of selected cities and densely populated rural areas in the region in order to assess the recent trends in migration and urbanization and obtain a clear picture of the emerging issues in the context of the increasing deterioration of the human environment. As far as possible, there should be standardization in regard to questionnaires, tabulations and analyses. In the absence of such a survey, there would be a tendency to generalize on the processes of rural-urban migration and urbanization on the basis of the experience of the developed countries in the West.

28. One of the conclusions reached at the first Session of the ESCAP Committee on Population held at Bangkok in June-July 1976 was that a more balanced geographic distribution of population would help relieve some of the development pressure.

D. FORMULATION OF THE PROJECT

29. In recognition of the needs expressed at those meetings, the ESCAP secretariat designed a policy-oriented research project, "Comparative study of the relationships of migration and urbanization to development", and organized

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an Expert Group Meeting on Migration and Human Settlements which was held in June 1977, to discuss the research design and recommend guidelines for the development of the study. The participants in this meeting included 15 experts from 12 member countries of ESCAP. Mr. Sidney Goldstein of the Population Studies and Training Center, Brown University, United States of America participated as a consultant. Since then his services have continued as a project consultant. The Expert Group recommended the following:

- (1) The study should include a review of existing studies published in this area and should also aim to fill the gaps of knowledge;
- (2) All co-operation should be extended to ESCAP in obtaining special cross-tabulations of migrants and non-migrants with the demographic and socio-economic characteristics required for the study, relying on census tapes available at ESCAP and on materials furnished by member countries;
- (3) ESCAP should involve national experts in the preparation of country reports;
- (4) The time schedule for the study should be extended in view of the comprehensive nature of the project;
- (5) It was necessary to conduct sample surveys in a few selected countries in the region. Those surveys should be aimed at measuring more adequately the interrelation of migration and socio-economic development. In the course of the comparative study the design of the survey and the pre-tests should be completed.

30. Since the project started in July 1977, the following eight countries in the region have participated in this project: Indonesia, Iran, Malaysia, Pakistan, the Philippines, the Republic of Korea, Sri Lanka and Thailand.

E. FOLLOW-UP SUPPORT

31. In endorsing the project activities, the Commission, at its thirty-fourth session held at Bangkok in March 1978, noted with great satisfaction the activities carried out by the secretariat, in particular the emphasis given to the integration of population and development and internal and international migration, and recommended that it should continue its activities aimed at assisting the countries of the region in the collection of basic data in that area.

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32. At its second session, held at Bangkok in December 1978, the ESCAP Committee on Population observed that integrated studies of the relationships of migration and urbanization to development would provide possible solutions to the grave problems arising from unbalanced growth between urban and rural areas.

33. In the proposed strategy for United Nations population activities in the 1980s, in connexion with migration, the Committee recommended the undertaking of studies and the provision of forums for exchange of information, views and experience on problems of internal migration and international migration, voluntary or non-voluntary; and that countries which were planning resettlement and other population redistribution schemes should consider factors contributing to spontaneous mobility, such as the decentralization of production, particularly of industries requiring labour-intensive technology. The Committee emphasized that ESCAP should continue to assist member Governments in their understanding of problems associated with migration, urbanization, human settlements and subnational development; it observed that the migration studies should also deal with the motivational aspects of migration, and that the secretariat should undertake a special study on the geographical distribution of population within the countries.

34. In population policy, the Committee noted that the component in the work programme focused mainly on population policies and programmes related to fertility and family planning, in view of the fact that fertility was a major determinant in reducing the rate of population growth in the region. However, since the programme component should be regarded as broader than solely family planning, the Committee suggested that the projects under that component should take into account other population policies, such as those relating to internal migration, international migration and mortality.

35. The Committee recommended the establishment of an advisory committee to review and plan the technical and operational aspects of the project.

36. The Committee also suggested that the secretariat should note the following:

(a) In the process of migration and urbanization, product mix and use of applied technology were important elements in formulating appropriate employment policies;

(b) Greater attention should be directed towards the consequences of educational policy on migration;

(c) More emphasis should be placed upon the role of rural-to-rural migration in the context of the total developmental process;

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(d) More emphasis should be given to the role of governmental policies on migration;

(e) A more careful analysis should be made of the impact of the green revolution upon rural employment and migration.

37. Among the topics suggested by the Committee for the consideration of the preparatory committee of the third Asian Population Conference proposed for 1982/83 were:

(a) Urbanization and growth of cities, including small towns;

(b) Population redistribution;

(c) Strategy of basic needs and its relationship to socio-economic needs and population control.

38. At its thirty-fifth session held at Manila in March 1979, the Commission endorsed the report of the Committee on Population on its second session and the work programme of the secretariat for 1980-1981 in the field of population. It accorded high priority to the study of international migration and of the problems associated with migration, urbanization and subnational development, and urged the concentration of inter-country research and studies on micro-level analysis, the findings of which could be readily utilized in actual programmes for implementing national population policies.

IV. PROJECT ACTIVITIES

THE PROCESS

39. The country programmes of activities are being processed in three phases.

40. The first phase, started in July 1977, aims at the preparation of country reports on the macro-analysis of migration and urbanization in the major countries of the region. These are done by experts in the countries themselves. As a first step, ESCAP is assisting these countries by producing (for five countries) or designing (for three countries) special cross-tabulations of the data collected in the 1970 round of censuses on the socio-economic characteristics of migrants and non-migrants in metropolitan areas and other urban localities by size, as well as in rural areas.

41. These special census tabulations have been completed for Indonesia,
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Malaysia, the Philippines, the Republic of Korea and Sri Lanka and is under way for Pakistan and Thailand. The country reports for the first four countries named are in different stages of completion and will be submitted for publication before December 1979. For each of these countries, the report will cover:

- (a) Introduction;
- (b) Population distribution;
- (c) Level, trend and patterns of urbanization;
- (d) Patterns of migration;
- (e) State of development in urban and rural areas;
- (f) National policies related to population distribution;
- (g) Summary.

42. The second phase, started in 1978, involves the undertaking of national migration surveys to fill the gaps of information which cannot be obtained from the census materials. The national migration surveys are country programmes in which participating countries will be assisted by the ESCAP secretariat in collecting high-quality information on migration on a continuous basis, through specific household surveys. The migration survey as planned in this project will be comprehensive in nature and is intended to investigate a wide range of socio-economic, socio-psychological, demographic and cultural factors affecting population movements. It will provide information on the characteristics of migrants versus non-migrants, permanent migrants versus circular/seasonal migrants, return migrants versus non-return migrants as well as potential migrants and commuters. Data will be collected on the migration history, including ex post facto information on the characteristics of the migrants at the time of their migration, how migration took place in stages and the decision-making process of the movement. A distinction will be made between the factors which motivate the migrants to leave their usual place of residence and the factors governing the choice of their destination. The links established through remittances and visits between migrants and their relatives and friends and the impact of this on rural development will be investigated.

43. The first draft of the core questionnaire was developed in 1978 by the ESCAP secretariat and circulated for comment among a large number of international and national organizations. The revised versions of the questionnaire and the manual instructions are being tested by the national census offices in /Indonesia,

Indonesia, Pakistan and Thailand. The results of the pre-tests will be used to modify these documents as well as to develop others required for the large-scale surveys. It is expected that the seven countries currently involved in the first phase will be participating the large-scale surveys during 1980-1982.

44. The scientific product of each country's survey will be reported in two stages:

- (1) A preliminary report on the migration survey describing the operational aspects, including the field work and the quality of data; as well as presenting the basic results, including tabulation of data, with a minimum description of the main issues.
- (2) A series of technical papers in which appropriate techniques will be used in detailed analysis of the data for different issues with interpretation of the impact on policy formulation.

45. It is expected that the survey materials will provide important information on the role of migration in the development process. Among the issues which will be studied are the following:

- (a) The volume of the migration streams between metropolitan areas, cities, towns and rural localities;
- (b) Identification of the different types of movements, ranging from permanent migration at one extreme to daily commuting at the other, with provision for intervening categories such as single movement, multiple movement, return movement and circular movement;
- (c) Characteristics of various types of migrants and how they differ from non-migrants;
- (d) The causal factors underlying different types and directions of movements, including migrants' attitudes and motivations;
- (e) Study of the interrelations between the state of socio-economic development in urban and rural localities and the types of movements;
- (f) The factors which govern the decision-making process of the movement;
- (g) Degree of adjustment and assimilation of migrants to urban/rural life, including social and psychological and cultural factors;

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- (h) The interrelations between population movement and family structure;
- (i) The interrelations between population movements and changes in fertility levels;
- (j) The impact of rural development such as irrigation projects, the green revolution and location of industry on settlement patterns;
- (k) The impact of agricultural systems on the seasonal movements;
- (l) The impact of the development of low-cost transportation networks on the volume of commuting;
- (m) Assessment of the links established through migrants with the place of origin, including the amount of remittances exchanged, and the impact of rural-to-urban migration as a potential stimulus for social change and rural development;
- (n) The extent to which migrants contribute to the cities' problems in such areas as housing, education and health facilities, public utilities, transportation and pollution;
- (o) The role of migration in changes in the volume of the urban and rural labour force;
- (p) Implications of international migration from and to the country;
- (q) The extent and characteristics of potential migrants and estimation of future patterns of migration.

46. The collection of data and the drafting of the preliminary report will be carried out in most cases by national statistical offices with technical assistance from the ESCAP secretariat and other external resources.

47. The technical analysis of the survey data will be carried out by a multidisciplinary research team to be set up in each country. Every effort will be made to assist the national experts in the preparation of these technical papers, either by ESCAP project staff or by international consultants experienced in the subject areas.

48. The third phase will start in 1982.

49. The close interrelationships between population movements and actual disparities in economic opportunities and social amenities in different regions

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in the country and between rural and urban areas in particular underlines the urgent need for more homogeneous national community strategies. Research results at the macro-level on migration and urbanization and at the micro-level on population mobility behaviour would allow Governments to take into account the net effect of policies intended primarily for the development of rural and urban areas on population movements and urbanization, or vice versa.

50. The analysis provided at macro- and micro-levels will be utilized by a leading national planning agency in the preparation of a discussion paper on policy formulation and programme development related to population redistribution at the national and subnational levels.

51. Among the policies to be discussed in this paper are:

(a) Policies intended to affect population distribution in relation to land use, resettlement programmes and agrarian reform;

(b) Policies to influence location of industries, decongestion of cities and redistribution of population;

(c) Policies to restrict or encourage migration to cities;

(d) Policies for the development of medium-sized cities or establishment of new satellite towns as counter-magnets to the growth of big cities;

(e) Policies regarding regional economic planning in relation to migration and urbanization;

(f) Policies for promoting harmony between urbanization and other components of modernization, including the solution of environmental problems;

(g) Policies intended to apply modern technology and its impact on employment and population movements;

(h) Policies to spread educational facilities to the rural sector as a social goal and their impact on migration and urbanization.

52. However, the value of the results will be very much enhanced if it can be discussed on a comparative basis. Countries in the region represent different levels of development and urbanization and are characterized by different policies with respect to migration and urban growth. Migration as a tool in the developing process will be better achieved if the population redistribution is studied under different levels of development. For this purpose, ESCAP is planning to conduct an inter-country comparative study on the relationships of migration and urbanization to development. The analysis of the comparative study will

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integrate, whenever possible, the findings of the analysis at the macro- and micro-levels to be completed by the national experts in their respective countries. Its content will be focused on the following major issues:

(a) Comparative analysis of the causal factors underlying different types and directions of population movements;

(b) Comparative analysis of the impact of rural development on the population movements;

(c) Comparative analysis of the impact of urban development on the population movements;

(d) Comparative analysis of the impact of population movements on urbanization;

(e) Comparative analysis of the impact of the size and structure of urbanization on national development.

The detailed outlines of the comparative study will be decided upon at a later stage.

53. At the final stage, the ESCAP secretariat will organize a regional seminar to discuss the policy papers to be prepared by the countries in connexion with the findings of the comparative study to be presented by the secretariat. The regional seminar will provide an opportunity for decision makers to examine their policies in the light of the experience of other countries. It will assist them to modify the conclusions they reach so as to formulate a more comprehensive, realistic and effective population redistribution policy as an integral part of their national development plans. The final version of the policy papers will be compiled and published by the secretariat together with the monograph on the comparative study and the seminar report.

Promotion of national capabilities in collection and utilization of data on migration for planning purposes

54. One of the primary objectives in designing and implementing the project activities is to promote national capabilities to carry out future work in migration and urbanization in the respective countries. This objective takes various forms, as follows:

(a) Utilization of census data

55. Although many countries in the region have begun to collect some
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information on migration in their censuses, the use of such information for the purpose of formulating and implementing policies has been severely restricted by the limited kinds of tabulation made, which are generally adequate only for analysing interprovincial or interdistrict migration. The ESCAP secretariat has for the first time provided national statistical offices with more accurate tabulations for the study of migration and urbanization. A similar type of tabulation is also recommended for the 1980s census round to enhance the comparability of statistics over time.

(b) Improvement in survey capabilities on migration

56. The national migration survey is a comprehensive tool to help developing countries obtain in-depth information needed for their national development plans and programmes dealing with population redistribution. The survey documents developed or under preparation by the secretariat, namely, the core questionnaire, the interviewer's manual, the editing and coding manual, tabulation plans, etc. will assist countries in developing their own survey capabilities. It is proposed that future periodic rounds of migration surveys should be integral parts of the current United Nations Household Survey Capability Programme. Every effort will be made to involve the national counterparts in planning, organizing and conducting the surveys, including sampling, and modifying the survey documents to suit the country's needs.

(c) Analysis of data

57. A team of five to seven national experts has been formed in each country concerned to prepare the country report on the macro-analysis of migration and urbanization. The ESCAP secretariat prepared a detailed outline of the contents of the reports as well as guidelines on the methods of measurement and analysis of urbanization and migration data. A project expert visited these countries at the beginning, and whenever needed during the drafting stage, to discuss with the national team, technical aspects

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of the analysis as well as problems arising from the limitation of census data. A similar national team will be formed to analyse the survey materials.

(d) Dissemination of information

58. Two local workshops will be convened in different countries of the region, on completion of the first and second phases. The main objectives of these workshops are to discuss with policy makers in each country the basic findings of the research conducted in the country and their implications on national socio-economic development plans. The workshops will be organized by a government planning agency in collaboration with ESCAP. The meeting will consist of representatives at the senior level of various ministries related to the subject, such as planning, economic affairs, urban and regional development, human settlement, statistics, as well as university scholars interested in the subject.

59. The papers to be discussed at the workshops will be presented by the national research teams. The decision makers will participate as discussants. The draft report of the meeting, including the papers presented and a summary discussion on them, will be adopted by the participants for publication. The first workshop of this series is to be conducted in Indonesia in August 1979.

/WORK PLAN

WORK PLAN: SEQUENCE OF ACTIVITIES, OUTPUTS AND OBJECTIVES

Project activities processed in the three phases	Agencies (I - Implementing C - In collaboration)	Man- months	Duration in months	Remarks
THE FIRST PHASE: MACRO-ANALYSIS OF MIGRATION AND URBANIZATION				
At the regional level:				
1. Development of the detailed guidelines for drafting country reports on the macro-analysis of migration and urbanization	ESCAP and Expert Group Meeting	2½	2½	Completed
At the national level:				
Cross-tabulation of census data				
2. Preparatory work, including design of table formats, identifying variables and setting computer tapes	ESCAP NSO	½	1-2	Completed for 8 countries
3. Production of special census tabulation on migration and urbanization from the 1970s census round (Note. ESCAP Data Processing Section produced the tabulation for 4 countries)	ESCAP NSO	½	3-6	Completed for 5 countries
Draft of country reports				
4. Establishment of a national research team to prepare the country report co-ordinated by an experienced research leader at a higher level	ESCAP	½	7	Completed for 5 countries
5. Drafting of the country report on the macro-analysis of migration and urbanization, including analysis of the existing population redistribution policies	NRT ESCAP	¾	7-14	Completed for 4 countries

Project activities processed in the three phases	Agencies (I - Implementing C - In collaboration)	Man- months	Duration in months	Remarks	
<u>Evaluation of the existing policies</u>					
6. Organization of a country workshop, with 15-20 participants at the senior level representing various ministries related to the subject area, planning organizations and national scholars concerned	ESCAP NPA	I C	1/2	11	Completed for Indonesia
7. Holding of a workshop; the report papers will be presented by the national research team; representatives of planning organizations will participate as discussants	NPA ESCAP	I C	1/2	15	Proposed for August 1979
8. Review of the draft of the country report and preparation for publication together with a summary of the workshop discussions	ESCAP and International consultants	I	2	15-18	To be completed for 4 countries in 1979
<u>ESTABLISHMENT OF THE INSTITUTIONAL STRUCTURE FOR THE SECOND AND THIRD PHASES</u>					
<u>At the regional level:</u>					
9. Establishment of regional advisory committee (RAC) to review the activities implemented in the first phase and to advise on the technical and operational aspects of the activities planned for the second and third phases	ESCAP Governments	I C	1	1	First meeting will be held in October 1979
<u>At the national level:</u>					
10. Establishment of the national co-ordinating committee (NCC) to take the legislative action necessary for assignment of national executing organization, appointment of survey director, research leader and decision maker, provision of government financial input and adapt the survey documents to the national needs	Governments ESCAP	I C	1	1	To be formed in 1979

Project activities processed in the three phases	Agencies (I - Implementing C - In collaboration)	Man- months	Duration in months	Remarks
THE SECOND PHASE: MICRO-ANALYSIS ON POPULATION MOVEMENTS				
<u>At the regional level:</u>				
11. Development of the basic documents for the national migration survey, including core questionnaire, manual instructions, editing and coding instructions, tabulation plan, sampling design and computer package programme	ESCAP USBC RAC NSO	15 4 C C		Completed and to be revised and published in 1979
<u>At the national level:</u>				
<u>Conducting of a national migration survey</u>				
12. Preparatory work includes adapting the survey document to the national needs, preparing the budget, allocating funds, setting up survey staff, translating documents, conducting a pre-test, drawing samples, listing, mapping and training of field staff. The research findings of the macro-analysis will be utilized as an input in designing the survey outlet	NCC NSO UNFPA ESCAP USBC	I I C C C 3 ½	1-7	To be completed in 1979/80
13. Tripartite review and evaluation, involving UNFPA, the national co-ordinating committee, other government agencies and ESCAP	UNFPA ESCAP	I C ½	7	
14. Conducting a field survey covering 6,000 - 8,000 households in urban and rural areas	NSO	I	8-10	Proposed for 3 countries in 1980/81 and for 4 countries in 1981/82
15. Data processing includes coding, manual and machine editing and tabulation	NSO USBC ESCAP	I C C 4 1	9-14	
16. Drafting of the survey preliminary report and its preparation for publication	NSO ESCAP	I C 1½	15-20	

Project activities processed in the three phases	Agencies (I - Implementing C - In collaboration)	Man- months	Duration in months	Remarks
<u>Draft of technical papers</u>				
17. Preparatory work to establish a national research team, design and produce analytical tabulation	NCC ESCAP NSO	½	15-16	
18. Tripartite review and evaluation involving UNFPA, the national co-ordinating committee, other government agencies and ESCAP	UNFPA ESCAP	½	17	
19. Drafting of technical papers, assisted by ESCAP and other international research institutes	NRT ESCAP and international consultants	3	17-21	
<u>Assessment of the research findings on policy formulation</u>				
20. Organization of a country workshop, with 15-20 participants at the senior level representing various ministries related to the subject area and planning agencies and national scholars concerned	NCC ESCAP	½	17	
21. Holding of a workshop; the technical paper will be presented by the national research team. Representatives of planning organizations participate as discussants	NPA ESCAP	½	22	
22. Review of the technical papers and their preparation for publication, together with a summary of the workshop discussions	ESCAP and international consultants	3	22-24	

Project activities processed in the three phases	Agencies (I - implementing C - In collation)		Man- months	Duration in months	Remarks
THE THIRD PHASE: POLICY FORMULATION AND PROGRAMME DEVELOPMENT	<u>At the regional level:</u>				
	23. Preparation of guidelines for the development of an alternative policy dealing with population redistribution	ESCAP and international consultants RAC	I C	6	Proposed for 1980/81
	24. Preparation of a cross-country comparative analysis on the relationships of migration and urbanization to development in the ESCAP region	ESCAP and international consultants RAC	I C	15	Proposed for 1983
	<u>At the national level:</u>				
25. Preparation of a discussion paper on the alternative policies affecting population redistribution and their implications for urban and rural development	NPA NRT ESCAP	I C C	1½	1-8	Proposed for 3 countries in 1982 and 4 countries in 1983
<u>At the regional level:</u>					
26. Organization of a regional seminar at which Governments' planning organizations will present their discussion papers	ESCAP RAC	I C	1½	9-10	To be held in 1983
27. Compilation of countries' policy papers and their preparation for publication, together with the seminar report, and the monograph on the comparative study	ESCAP NPA	I C	2½	11-12	

Notes.

- | | |
|-----------------------------------|---|
| NSO - National statistical office | NRT - National research team |
| NPA - National planning agency | USRC - United States Bureau of the Census |
| RAC - Regional advisory committee | NCC - National co-ordinating committee |

BAR CHART OF
TIME SCHEDULE OF PROJECT ACTIVITIES IMPLEMENTED UP TO APRIL 1979
AND ESTIMATED UP TO 1983

	Implemented		Estimated				
	1977	1978	1979	1980	1981	1982	1983
<u>At the regional level:</u>							
Developing of phase I							
Developing of phase II							
Developing and implement- ing of phase III							
Comparative study							
<u>At the national level:</u>							
INDONESIA:							
Phase I							
Phase II							
Phase III							
IRAN:							
Phase I							
Phase II							
Phase III							
MALAYSIA:							
Phase I							
Phase II							
Phase III							
PAKISTAN:							
Phase I							
Phase II							
Phase III							
PHILIPPINES:							
Phase I							
Phase II							
Phase III							
REPUBLIC OF KOREA:							
Phase I							
Phase II							
Phase III							
SRI LANKA:							
Phase I							
Phase II							
Phase III							
THAILAND:							
Phase I							
Phase II							
Phase III							

Note. The time schedule of activities to be implemented in the second and third phases in the participating countries is tentatively estimated. The exact date will be agreed upon with the countries concerned.

V. JUSTIFICATION WITH SUPPORTING INFORMATION

A. WHAT IS THE STATE OF RESEARCH IN THIS AREA AND WHAT GAP WOULD THIS PROJECT FILL?

60. The problems of interna migration and urbanization in Asian countries were discussed at length at the Expert/Group ^{Working} Meeting convened by ECAFE at Bangkok in 1967. Since then there have been two major developments of relevance.

61. First, the perception of the determinants and consequences of migration has improved as a result of numerous seminars and conferences at the national, regional and international levels. Migration studies are no longer confined to quantification or descriptive analysis of the trend, direction and volume of migration. Issues concerning the environment, human settlement and quality of life are now within the realm of migration research.

62. Secondly, there has been an expansion in the available data for migration research as a result of improvement in the population censuses in the 1970s.

63. However, the use of census information for analytic purposes, and particularly for the assessment of urban growth and urbanization, has been severely restricted by the limited number and types of questions asked and tabulations made. Nevertheless, as a first step in utilizing the census materials, ESCAP is assisting the countries with special cross-tabulations of the 1970s census round on the basic demographic and socio-economic characteristics of in-migrants and non-migrants in metropolitan areas, other urban areas by size, as well as in rural areas.

64. As rich as census data for the purpose of migration analysis are, they have several limitations:

- (1) Censuses usually collect information on "administrative areas", which in many cases, include both urban and rural localities. They are thus more appropriate for interregional than for rural-urban migration.
- (2) Census data cannot identify the characteristics of different types of migrants: circular migrants, seasonal migrants, return migrants as well as potential migrants and commuters.
- (3) With the limited census information, it is rather a difficult task to separate realistically the factors that might operate as either causes or consequences of migrations.

/65. Some

65. Some of these deficiencies have been overcome by ad hoc surveys on migration, but most of these surveys focus on small areas or individual communities, thus restricting their value for generalization and policy formation. Beyond this, they often seriously neglect major segments of the population essential to the full evaluation of the migration process; those who have moved about in rural areas, those who have returned to rural areas from urban settings, and especially those who have not moved at all. There is a need to know much more about the magnitude of the opposing streams of movement, the extent of the circulatory movement, and the selective character and impact of movement on places of origin and destination. There is a need to analyse the relation between in- and out-movement on the one hand and, on the other, success or failure in the achievement of individual goals and the achievement of a better adjustment, at the societal level, between population and resources. There is also a need to know to what extent migration is complemented by or substituted by other types of movement, including commuting and circular movement. Insights into all these questions are essential if realistic policies are to be formulated and adopted. Moreover, research is also needed to assess previous efforts to control population movement and urban growth to identify the underlying factors that have accounted for the success and/or failure of specific policy designs. As in the case of fertility research, attention must be given in research on population movement to both structural and socio-psychological components.

66. Recently, two projects have been proposed for the study of migration in connexion with other specific subjects. The first project, proposed by ILO for Malaysia and Pakistan, is intended to establish the interrelationships between labour force participation and migration with a view to improving forecasts of manpower supply. The second project, proposed by ASEAN, is intended to evaluate the effectiveness of resettlement programmes in attracting and retaining settlers in the newly-developed lands.

67. Although these two projects are useful, they have very specific purposes. Countries have argued strongly for the collection of a wide range of comprehensive data which will establish the relationships between the volume, form and characteristics of and motivation for movement, on the one hand, and the problem of urban and rural development, on the other, in order to understand the role of migration in the process of development.

68. It has been widely recognized that, of the three dynamic components of population change, fertility, mortality and migration, migration retains the

/distinction

distinction of being the most difficult to study. First, the accurate observation of a move demands that two places be identified, the origin and the destination, as well as the point in time when the move occurred. Secondly, migration is a phenomenon, much more so than fertility and mortality, which changes rapidly over time and which shifts direction in response to changes in economic, political, environmental and social conditions.

69. Given the complexity of population movement and the need to explore all its dimensions, comprehensive evaluation of population movement requires specialized surveys which either focus exclusively on movement or in which attention to movement is a major component. This calls for Government and internal agencies' support for new surveys on migration in individual countries. Moreover, in the efforts by the United Nations to initiate household capability surveys, it would be highly desirable for population movement to be given prominent attention, especially since fertility is already extensively covered in the surveys associated with the World Fertility Survey.

B. WHAT IS THE PARTICULAR PROBLEM TO BE INVESTIGATED AND WHY IS IT IMPORTANT AND/OR URGENT?

70. There is an urgent need to study the significant factors which motivate people to move or not to move and the socio-economic consequences of their movements in the place of origin and the place of destination. Many of the social and economic problems that a developing country must confront are aggravated by accelerated urbanization through migration to cities, under pressure of high population growth and agriculture stagnation. This problem is also associated with limited employment opportunities and inadequate urban infrastructure which cannot keep pace with the rate of urban growth.

71. Many of the world's fastest growing cities are located in the developing countries and are expected to double in size over the 15-year period from 1970 to 1985. The major source of this urban growth will be the continuing in-migration of rural population, which accounts for over 50 per cent of the urban growth. Projections for the year 2000 indicate that there will be over 920 million new job-seekers more than in 1970, over 45 per cent of those being in south Asia.

72. The substantial growth in the rural population of the less developed regions produces a growing population reservoir which will contribute to future movement as pressures on resources develop. It is toward this population that migration control policies will have to be directed if efforts to retain people in rural areas or to channel them to alternative urban or rural locations are to be successful.

/C. WHAT

C. WHAT IS THE JUSTIFICATION FOR CONDUCTING THIS RESEARCH AT THE REGIONAL RATHER THAN THE NATIONAL LEVEL?

73. The migration survey proposed is a country-oriented programme in which participating countries are being assisted by ESCAP in collecting detailed information on migration.
74. The value of research on population movement will be very much enhanced if it can be undertaken on a comparative basis. This requires that the same basic instruments be used in a number of different countries. This should lead to better insights into the way in which the large array of locational, developmental, social and political factors affect population movement. The ways in which such movement relates to different types of urban hierarchies (both in terms of size and function of cities) and to policies designed to control population flow and urban growth can also be better assessed.
75. Countries in this region represent different levels of development and urbanization and are characterized by different policies with respect to migration and urban growth. The role of migration in the developing process will be better understood if migrants, perception, expectation and experience are studied under different situations.
76. It is felt that the ESCAP region, as the location of several large-scale experiments involving migration, urbanization and development, should also be the location of a regional field survey to study the consequences of alternative policies: planned urban growth, and deliberate de-urbanization. The Western experiences of urbanization, migration and development need not be either the ideal model or the historical precedent for migration, urbanization and development in Asia.

D. WHAT WILL BE THE RELEVANCE OF THE RESEARCH RESULTS TO NATIONAL POLICY MAKERS?

77. The objective of the research is to study the interrelationships between migration and urbanization to development. Policy makers must be made more aware of the complex nature of population mobility behaviour in the socio-economic development process. There is a strong case for the development of a comprehensive population redistribution policy to achieve the desired balance between the goals for the development of metropolitan regions, major provincial centres, growth centres and new towns and the goals for rural development. Such population /redistribution

redistribution policy must be closely integrated with other major social and economic goals, including reduction of fertility, development of labour-intensive industry and agricultural modernization.

78. There appears to be little appreciation of the fundamental importance of rural-urban links of the cyclical and self-perpetuating nature of chain migration, of the operation of social controls and cultural norms in the communities both of origin and destination, and of the fact that the motivation of the individual migrant cannot be modified in isolation from the family and village community of which he is a member. There is a need to monitor population movements continually not only in census or ad hoc surveys in individual small areas, but by periodic and more detailed national surveys. If spontaneous and planned redistribution can be monitored, policy makers will gain considerable insight into the efficiency of their programmes and into the nature of migration processes which they may be able to divert to meet their goals.

79. Parallel with research in the field of fertility, surveys of population movement need to give as much attention to future mobility as they do to past mobility. Data on expected future mobility should prove useful in both projecting migration trends and gaining additional insights into policy measures that might control population movement.

E. IS THE RESEARCH PRIMARILY OF SUBNATIONAL, NATIONAL, REGIONAL AND GLOBAL SIGNIFICANCE, AND WHY?

80. The research programme is primarily significant at the subnational and national levels.

81. Recognizing the close interrelations between research on population movement and on the urban-rural population structure, it is strongly urged that survey data be collected by localities, to allow maximum flexibility in the classification of areas by size, function, and urban-rural status. This procedure will, in turn, allow maximum use of locality data for relating the characteristics of migrants to their places of origin and destination and for assessing the comparative impact of migration and natural increase on the growth of particular localities and on development efforts. Moreover, a maximum amount of information should be obtained about given localities, including data on the characteristics of the population as well as on the various facilities and social and economic activities that are relevant to population structure and change.

/F. HOW

F. HOW WILL THE RESEARCH RESULTS CONTRIBUTE TO POPULATION
AND/OR DEVELOPMENT PLANNING?

82. In-depth analysis of migration will provide adequate information to understand how the various facets of redistribution relate to one another, how they relate to changing levels of fertility and how they are affected by changes in social, economic, technological and environmental conditions.
83. Western researchers tend to assume that traditional values and patterns of behaviour will inexorably become modern. Evidence from Asia indicates on the contrary that traditional patterns are persistent and interdependent with modern ones. Seasonal agricultural migrations, often a climatic necessity, become normative in many traditional societies. The obligation to earn cash income coupled with increasing pressure on rural land has resulted in the establishment of seasonal rural to urban migration. The economic necessity of joint rural/urban earnings reinforced by the cultural expectation of wealth flows from children to parents, has crystallized a new adaptive process of temporary mobility. Migrants' remittances in cash or in kind provide a causal rather than a casual link between mobility and fertility. Circular migration is a form of rural-urban linkage which paves the way for the modernization of values, including family planning knowledge and changing of family size ideals. However, it exacerbates housing, service and employment stresses in metropolitan areas.
84. The close interrelations between migration and actual disparities in economic opportunities and in social amenities between regions, and particularly between rural and urban areas, underline the urgent need for more homogeneous national community strategies. It allows Governments to re-examine, for example, the role of regional growth centres, integrated rural development, decentralization of business and social services, in solving the fundamental issue of rural labour absorption in Asian economies and to explore alternative strategies to achieve the broader goal of balanced urban-rural development.

G. WHAT ARE THE PRECISE METHODS FOR THE RESEARCH AND WHAT
PARTICULAR VARIABLES WILL BE STUDIED AND IN WHAT WAY?

85. Although both the census and the survey approach to migration studies can offer valuable and useful insights into the migration process, most researchers agree that the survey approach, supplemented by census information, offers the most promising avenue for future policy-oriented research on population redistribution.

/86. In

86. In the first phase of this project, the data of the 1970s census round in each country are treated separately for its urban and rural areas. To take account of size, the urban population is subdivided into broad categories; for example, single agglomeration of a million plus population, urban areas of 100,000 to less than a million and small urban areas of less than 100,000 population. The analysis in each country is focused on four subject areas:

- (1) Measures of concentration of population by regions and city size categories as well as rural areas.
- (2) The volume and characteristics of in-migration and non-migrants by city-size categories and rural areas.
- (3) Measures of the disparities among different categories of urban and rural settlements.
- (4) Policy measures which have direct and indirect impact on population distribution.

87. In the second phase, the national migration survey for a participating country as planned in this project will be a single-round survey of households so selected from urban and rural localities as to provide a sample capable of yielding national estimates, if possible. Governments may consider conducting periodic rounds in the future focusing on migration by adopting a migration module to be incorporated into ongoing household surveys.

88. In order to ensure high quality, the first round would be designed as an independent survey or at least as the primary focus in a survey which might have other non-competing objectives. Appropriate quality control and evaluation techniques (such as cross-check questions, a re-interview programme, or other methods) are to be employed in order to provide some measure of data reliability.

89. The sample size of between 6,000 and 8,000 households in each country will be surveyed with two designated persons aged 12 and over, or between 12 and 65 (males and females) as the survey respondents as well as the primary units of analysis. An appropriate sampling technique will be used to select the two persons from the household members. The cross-tabulation of the 1970s census round produced for the first phase of the project may provide guidelines for locating the areas to be surveyed.

90. The primary analytic purpose of the national migration survey is to identify the factors affecting the mobility behaviour. The data will be analysed

/in

in connexion with the community to or from which they move. The survey will also provide a separate section to gather basic community information such as types of crops cultivated, agricultural cycles, and availability of social, cultural and transportation facilities.

91. From the standpoint of comparability, each national survey is expected to adopt a set of core questionnaire items regarding mobility behaviour. The core questionnaire has been devised by ESCAP secretariat staff in consultation with a wide spectrum of national and international expertise. The secretariat, however, recognizes that there must be sufficient flexibility to allow for adaptation of items to local conditions and will assist in such adaptation.

Survey documentation

92. For all participating countries, the following documents will be made available by the ESCAP secretariat:

- (1) Household schedule and individual core questionnaire, completed
- (2) Interviewers' instructions, completed
- (3) Supervisors' instructions to be drafted
- (4) Coding and manual editing guidelines, completed
- (5) Manual on sample design, to be drafted in collaboration with the United States Bureau of the Census
- (6) Tabulation plans, completed
- (7) Computer package programme to be drafted in collaboration with the United States Bureau of the Census

93. These are prototype documents which must be adapted to the situation of each country.

94. The household questionnaire consists of three parts. In the first part, the household members are listed along with their migration status; the second part concerns the out-migrants of the household; and the third part provides information on the dwelling and family properties. The individual core questionnaire is divided into six sections:

- Section 1: Migration practices and experiences
- Section 2: Mobility behaviour and expectations
- Section 3: Social pattern and attitudes
- Section 4: Education attainment
- Section 5: Economic activities
- Section 6: Fertility

Sections 2-6 deal with migrants and never-moved population.

/95. The

95. The variables to be investigated in the national migration survey are listed below:

Variables concerning migrants and non-migrants

1. Age and sex.
2. Literacy, vocational/technical skills for those who never been to school.
3. Educational characteristics, including number of school years completed, highest level of school attained, highest degree obtained, and other vocational/technical skills.
4. Current activity status.
5. Economic characteristics of main and second employment (if any), including working status, occupation, number of hours worked the previous week, reasons for being underemployed (if applicable), nature of employment, nature of payment, income, type of industry/business.
6. Economic characteristics of previous employment, including working status, occupation, number of hours worked the previous week, reasons for being underemployed (if applicable), nature of employment, nature of payment, income, type of industry/business.
7. Social characteristics, including ethnicity/religion/language spoken at home, marital status, family size, family structure of household member, geographical distribution of the children, siblings and parents by the type of their place of residence.
8. Socio-psychological factors, including attitudes regarding type of place of residence, children's economic support, status of women and number of desired children.
9. Levels of fertility, including duration of latest marriage, birth history, knowledge and practice of family planning.
10. Commuting, including reasons for commuting, distance frequency and types of transportation used
11. Degree of satisfaction at the present place with respect to type of work, income, skills, education of dependants, housing conditions, health facilities, job opportunities, transportation facilities and quality of life.

/12. Mobility

12. Mobility behaviour, including motivation, reasons for moving or not moving, types of and reasons for choosing future destination and source of information.
13. Expectations of potential migrants regarding the types of assistance to be provided by relatives/friends, and employment, improving the standard of living.
14. Decision makers of the potential move and migration plans for family members.
15. Present place of out-migrants of family members and their demographic/socio-economic characteristics prior to the move.
16. Dwelling information, including rent paid, number of rooms, type of building materials, source of dwelling water, type of toilet, availability of electricity and modern items.

Variable concerning migrants only

17. Usual place of residence of migrant's mother at the time of his/her birth, of migrant at age 12 and at the time of the survey.
18. Migration history since age 12 to identify type of movements: single or multiple, permanent or temporary, return or not return as well as circular and commuting.
19. Decision makers of the move and the migration process of the family members with respect to the first and the last move.
20. Demographic and socio-economic characteristics of migrants prior to the first and the last move.
21. Reasons for choosing the present place to settle in.
22. Types of difficulties at the previous place, at the present place immediately after the last move and at the time of the survey.
23. Migrant's evaluation of current difficulties in comparison with difficulties at the previous place.
24. Source of information about the present place.
25. Types of assistance provided by relatives/friends who live in the present place and those who live elsewhere.
26. Types of migrant's assistance for relatives/friends to join him/her at the present place.

/Amount

27. Amount of remittance and visits exchanged between migrants and relatives/friends living elsewhere.
28. Employment status at the time of migrant's last arrival at the present place.
29. Migrant's economic expectations before the move.
30. Degree of achievements with respect to income savings, job opportunities, skills, education of his dependants, level of living and community life.

96. In the third phase, empirical evidence derived from the first and second phases will provide guidelines on a wide range of policy issues, among which are the following:

(a) The first major issue which emerges from migration research concerns identification of the problem. Is rural-urban migration primarily a manifestation of population explosion and spill-over from rural to urban areas, or is it a symptom of the stagnation of rural life, the lack of any significant improvement in agriculture and inability of the modern manufacturing sector in the big cities to absorb surplus labour from rural areas? Or again, is such migration the consequence of both poverty and population explosion? In other words, can migration in Asia be a mechanism through which population attempts to adjust to changing demographic and economic conditions?

(b) Are rural-urban migration and increasing urbanization inevitable and irreversible in the developing countries of Asia?

(c) In most countries in the region, migration is not determined by the interplay of the forces of supply and demand in the labour market, but by the individual's initiatives based on inadequate sources of information, usually provided by relatives and friends motivated by their assistance to resettle in the new place. The lack of adequate information on the employment market makes the situation of labour movements unsatisfactory. Is it possible for the Government to replace the role of relatives and friends directing the flow of migration in a more realistic manner? This would make migration a positive element in the process of economic growth;

/(d) One

(d) One of the major problems connected with urbanization is the problem of squatters' settlements and housing for the poor. Since the majority of these squatters are migrants, this problem must be considered as an issue concerning migration and not merely housing, and not only in the limited context of land-use patterns, housing space and infrastructure costs, but also in the context of human settlement policies;

(e) An issue which has received considerable attention from the point of view of policy and empirical study is one concerning the development of growth poles and small- and medium-sized towns in order to counteract the evils of big city-based conglomerations. There has been an enormous amount of literature on this issue and yet there are not many examples of migration and urbanization policies which have really succeeded in counteracting metropolitan growth. In other words, what is the role of small- and medium-towns in the process of urbanization?

H. WHICH INSTITUTION/AGENCIES/PEOPLE ARE TO BE RESPONSIBLE FOR THE RESEARCH AND WHAT ARE THE CRITERIA FOR THEIR SELECTION?

97. The following table shows the agencies/people responsible for the research outputs in the three phases:

Inputs	Outputs			
	Phase I	Phase II	Phase II	Phase III
	country reports macro-analysis	Preliminary survey report	Technical papers micro-analysis study	Comparative Policy papers
Development of techniques and guidelines	ESCAP expert group meeting	(-----)	Regional advisory committee ^{a/} ESCAP and international consultants	(-----)
Preparatory work	ESCAP	(-----)	National co-ordinating committee ^{b/} and ESCAP	(-----)
Collection of data or information	NRT	NSO	NSO	NRT
Data processing	ESCAP NSO	NSO USBC	NSO USBC	-
Analysis	NRT	NSO	NRT	NPA
Dissemination of information (workshops)	NPA	-	NPA	ESCAP
Publication	ESCAP	NSO	ESCAP	ESCAP

^{a/} Including representatives of national co-ordinating committees, United States Bureau of the Census (for data processing), international consultants, Australian National University, for data analysis, and representatives of the United Nations agencies concerned.

^{b/} Including NSO, NRT, NPA.

Note. NSO - National statistical office
NRT - National research team
NPA - National planning agency
USBC - United States Bureau of the Census

I. WHAT IS THE PRECISE WORK PLAN AND TIMING FOR THE RESEARCH?

98. The duration of each activity and sub-activity is indicated in the work plan contained in section IV of the present report. The bar chart in the same section indicates a tentative estimate of the starting month. The exact starting date will be fixed for each activity in consultation with the implementing agency. One of the roles of the national co-ordinating committee to be set up in each country is to monitor the progress of work and ensure the completion of activity at the specified date. However, because of some unforeseen difficulties, the time schedule has to be revised from time to time.

V. WHAT PRODUCTS ARE INTENDED AND HOW WILL THEY BE DISSEMINATED
AND THEIR IMPACT EVALUATED?

Project publication

1. To be published by ESCAP

- (1) A series of country reports on the macro-analysis of migration and urbanization (see paragraph 41) together with a separate summary of the major findings. The country reports of the Republic of Korea, the Philippines, Indonesia and Sri Lanka will be published before December 1979. The country reports of Malaysia, Pakistan and Thailand will be published in 1980.
- (2) The revised versions of the survey documents (see paragraph 92), including the core questionnaire, manual instructions, editing and coding instructions and tabulation plans will be published before December 1979. Manuals for sampling design and computer package programme will be published in 1980.
- (3) A series of survey technical papers (see paragraph 45) on the causes and consequences of migration and urbanization.
- (4) A monograph on the comparative study on the interrelationships between migration and urbanization to development in the ESCAP region (see paragraph 52).
- (5) A compilation of the final version of population redistribution policies and their implications for socio-economic development. (see paragraph 51).

2. To be published by the countries

- (6) Preliminary reports on the migration survey to be published by national statistical offices (see paragraph 44).

/Dissemination

Dissemination of information

99. Dissemination of information to the decision makers in various government ministries and agencies will be effected through two channels:

- (1) A leading planning agency in each country will host two workshops during the life cycle of the project. Decision makers will be invited as discussants on the papers to be submitted by the national research team.
- (2) The published materials will be circulated among a wide range of persons for their information and comments.

100. All efforts should be made to involve the decision makers and planners in the planning stage of the project activities, as members of the co-ordinating committee, as discussants in the workshops, as well as in the preparation of the discussion policy papers.

Evaluation of their impact

101. The ideal impact would be the development of a comprehensive population redistribution policy to be integrated within the next national economic and social development plan. It is hoped that Governments will be able to use migration as a planning tool to achieve its broader goal of rural-urban balance economy.

102. At least, policy makers will be made sufficiently aware of the complex nature of migration in the process of development to support the continual monitoring of population movements by some form of registration system backed up by period surveys.

VI. RELATED ACTIVITIES

103. Because of the nature and complexity of the subject of the projects, ESCAP explored with a few agencies the possibility of providing it with technical assistance for the development phase and/or for the implementation phase.

A. BILATERAL ASSISTANCE

104. Two significant sources of assistance are currently being processed:

- (a) Under the United States Agency for International Development, the Surveys and Evaluation Unit of the International Statistical Programs Center, the United States Bureau of the Census proposes to provide the project with three

man-years

man-years of technical assistance, starting in October 1979, for the development and implementation of sample design and data processing of the migration surveys. Four man-months will be devoted to ESCAP for the preparation of two manuals: one on sampling design, taking into consideration the current sampling techniques applied in different countries, and another on a computer package programme, including data entries, file structure, machine editing for consistency and tabulation process, taking into consideration the different types of computer facilities available in the countries. The Surveys and Evaluation Unit has been involved in reviewing the core questionnaire, manual instructions, coding and editing instructions and tabulation plan which were developed by ESCAP.

During the implementation of the migration survey, the United States Bureau of the Census would provide four to five man-months for each participating country to assist the national statistical offices in the sampling design and the data processing in their respective countries.

(b) The Australian National University is prepared to provide an expert to assist in developing the third phase of the project. The Australian Development Assistance Bureau has agreed to make funds up to \$20,000 available to the project in 1979/80 to provide an expert for six man-months.

B. LIAISON WITH INTERGOVERNMENTAL, INTERNATIONAL AND OTHER AGENCIES

105. In addition to these activities, ESCAP has established contacts with:

- (1) ILO, in connexion with the project, "Labour force and Internal Migration";
- (2) ASEAN, in connexion with the project, "The Effectiveness of resettlement programmes in attracting and retaining settlers in the newly-developed lands";
- (3) Massey University, New Zealand, in connexion with the preparation of a country report on migration and urbanization for the Pacific Islands.

106. It is also hoped to establish contacts with other agencies and leading institutes concerned on this subject such as the World Bank and the East-West Center. Consultations with the agencies and institutions concerned will be continued throughout the span of the project.

/VII. INSTITUTIONAL

VII. INSTITUTIONAL FRAMEWORK

A. AT THE REGIONAL LEVEL

107. In reviewing the past and forthcoming activities of the project, "Comparative study of the relationships of migration and urbanization to development", the Committee on Population, at its second session in December 1978, recommended the formation of an advisory committee to advise on the development and implementation of the project activities.

Establishing an advisory committee on migration and urbanization

108. Action has been taken by ESCAP to establish the advisory committee.

109. It is envisaged that the committee will meet once every year during the period 1979-1982. Governments participating in the project are invited to be members of this committee. They will be represented by members from the statistical offices; research institutes or planning agencies, depending on the stage of implementation in their respective countries. In addition, representatives of the United Nations agencies concerned and other international organizations supporting the project will be invited.

110. The first session will be held at Bangkok from 29 October to 1 November 1979. The main functions of the first session are:

- (a) To review the activities implemented in the first phase in four countries in the region;
- (b) To advise on the technical and operational aspects for implementing the national migration survey for the second phase of the project, including recommendations on resource requirements, time-tables and estimated budgets.

111. The participants in the meeting will include 23 experts from 9 member countries of ESCAP, namely, Australia, Indonesia, Malaysia, Pakistan, the Philippines, the Republic of Korea, Sri Lanka, Thailand and the United States of America, as well as representatives of relevant United Nations organizations.

B. AT THE NATIONAL LEVEL

112. The primary objective of the project is to assist participating countries in policy formulation and programme development geared towards a rural-urban population balance to accelerate the national rate of development.

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113. To achieve this goal, project activities in the second and third phases will be focused on the conduct of the migration survey, and analysis of data and policy formulation. These activities are different in nature and have to be carried out by different specialized organizations. In principle, Governments may wish to involve a legitimate organization such as a national statistical office, planning commission, population commission, university or other organization in the execution of any activity of the project. The actual choice of the appropriate specialized national organizations which can best fulfil the project objective is determined by the Governments.

Establishing a national co-ordinating committee

114. To ensure full co-ordination among different organizations executing the project activities, it would be necessary to establish a national co-ordinating committee. In some countries where such a body already exists, the Government may wish to assign it to execute the project or to appoint from its members a small working group the membership of which is representative of the executing organizations.

115. In any event, the co-ordinating committee should include among its members the following three key persons:

Survey director

116. The national survey director in most cases will be a sufficiently senior member of the organization concerned to be generally responsible for survey preparations, conducting of field work, data processing and publication of a preliminary report. Ideally, the director should be a person with a thorough knowledge of survey techniques and operations and a capacity for leadership and organization. The director should be employed full time on the survey. It may be necessary for the director to have a deputy or assistant who is capable of assuming the director's role when necessary. The survey director and the deputy have to be paid, in addition to their local salaries, sufficient subsistence for the heavy work-load and responsibilities assigned to them.

Research leader

117. Analysis of survey data, particularly in the second stage in the preparation of technical papers on the causes and consequences of migration and urbanization and their relationships to developments, requires a multi-disciplinary approach. It would involve demographers, statisticians, economists, sociologists, socio-psychologists, regional planners, etc. It may be practically impossible to find experienced researchers in these fields in one single research institute. ESCAP

/experience

experience during the implementation of the first phase shows that it would be more appropriate to establish a national research team whose members are selected on the basis of their personal capacities. The work of the team is being co-ordinated by a research leader with a capacity to give technical guidance to his team. A similar arrangement is foreseen for the analysis of the survey data. The research leader and his team will not be employed on a full-time basis, but it may be necessary to have two full-time research assistants who are capable of computing statistical measures for analysis. ESCAP has requested in its budget provision for an honorarium to be paid to the research leader and his team.

Decision maker

118. The decision maker in most cases will be a senior member of a national planning organization with sufficient experience in the Government's policies, government machinery and national constraints for development. He will be responsible for the preparation of a discussion paper on policy formulation and programme development with the assistance of two or three members of the research team involved in the analysis of the survey data. This arrangement may be necessary to ensure the utilization of information to become available in the development of policies and programmes. One of the important functions of the national planning organization to which the decision maker belongs is to host two workshops: the first upon the completion of the first phase and the second phase upon the completion of the second phase, for the dissemination of information and experience gained. ESCAP has requested in its budget provision for holding these local workshops as well as the honorarium to be paid to the decision maker and his assistants for the preparation of the discussion paper.

119. The co-ordinating committee will have the following functions:

- (1) Take the legislative action necessary for assignment of executing organizations and appointment of the three key persons, namely, the survey director, research leader and decision maker responsible for the implementation of the project activities.
- (2) Take legislative budgetary action for the provision of government inputs.
- (3) Adapt the documents developed by ESCAP to the national needs.

/ (4) Co-ordinate

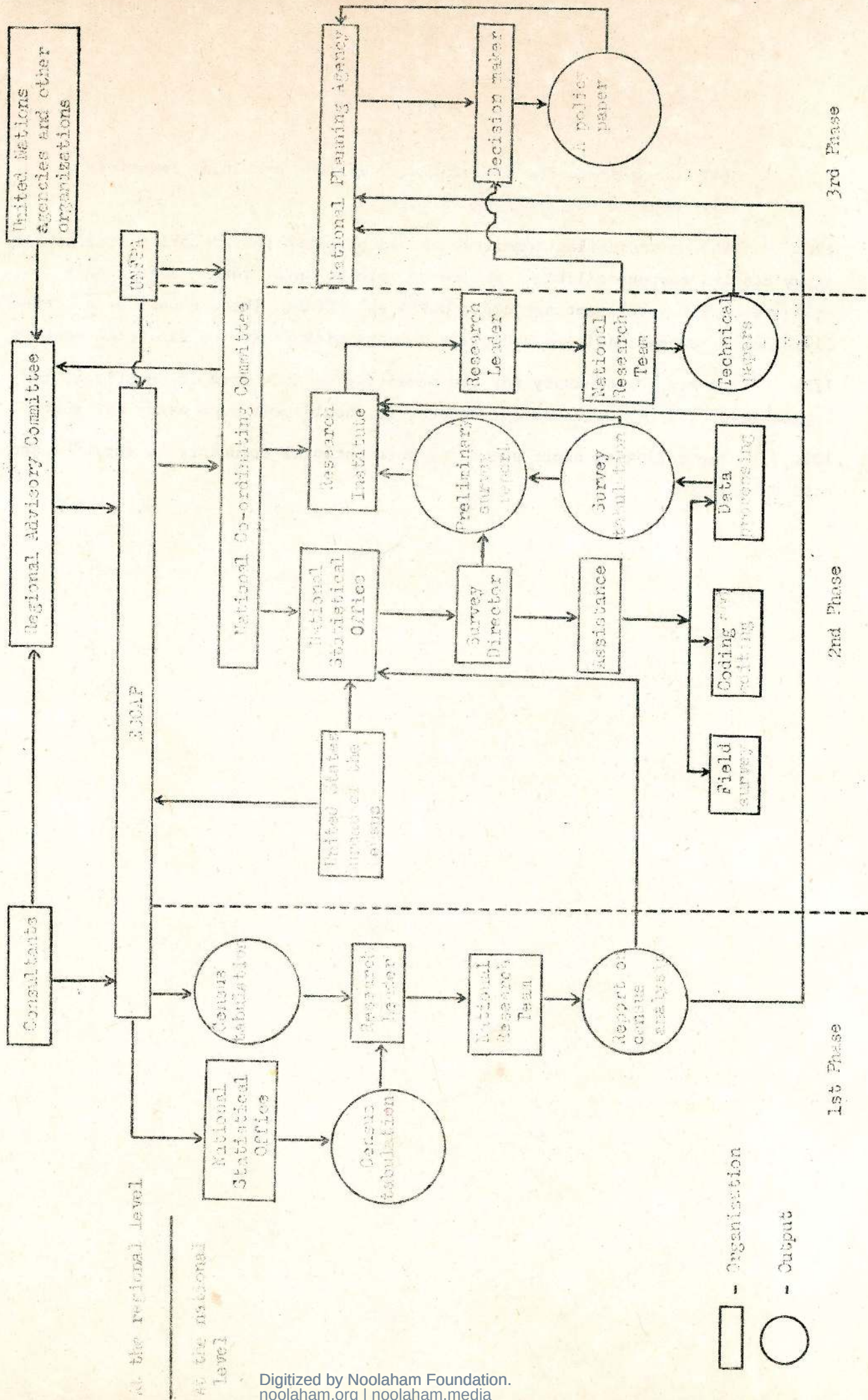
- (4) Co-ordinate the activities of various executing agencies.
- (5) Monitor the progress of work.

120. The co-ordinating committee should be given the authority necessary to carry out its responsibilities, and to be able to enter into a contractual obligation with government agencies, UNFPA and ESCAP. There should be a clear-cut division of responsibilities among its members with regard to financial matters.

121. It may be necessary for the committee to meet more frequently at the beginning of the project. At all events, it should meet once every six months.

122. The following chart shows the institutional structure at regional and national levels.

PROJECT ORGANIZATIONAL CHART



VIII. ADVANCED PREPARATION AND OBLIGATION

A. PROJECT BUDGET

123. Since the start of the project in July 1977, UNFPA has been the sole funding agency of this project.

124. During the past two years, ESCAP has developed the technical aspects of the first and second phases and has provided assistance to the participating countries for the implementation of the first phase.

125. In March/April 1978, the United States Bureau of the Census and the Australian National University supported the project and are preparing to provide technical assistance for the implementation of the activities of the second and third phases. ESCAP is currently processing the agreement with the United States Agency for International Development and the Australian Development Assistance Bureau.

126. ESCAP has also submitted a budget proposal to UNFPA for the continuation of the project activities during the four-year period 1980-1983.

127. The ESCAP budget proposal covers all activities in the three phases as described in the work plan, ^{except} items 12-16, relating to the conduct of the national migration survey. This component has to be worked out separately on a case-by-case basis between the Government and the funding agencies.

B. PREPARING THE COUNTRY PROPOSAL AND BUDGET FOR THE CONDUCT OF THE NATIONAL MIGRATION SURVEY

128. One of the first tasks of the survey directors in consultation with their Governments, is to prepare the country proposals and budget for the conduct of the national migration survey in their respective countries. Countries are free to seek support for their surveys from UNFPA or any other sources. Policies and procedures regarding the obligation, disbursement and expenditure of funds are determined by the particular funding agency. Approaches to UNFPA have to be submitted in the form of an official government request with the technical concurrence of ESCAP. Funds granted by UNFPA for this component are granted to the Government, with ESCAP acting in a technical liaison role. The application for funding from UNFPA has to be submitted well in advance to the UNDP resident representative or UNFPA co-ordinator in the country concerned, with a copy to ESCAP.

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129. The country budget should include a description of the Government's input as well as the funding agency's input of all personnel salaries, subsistence and training costs, equipment and miscellaneous items required for preparing survey documents, sample design, conducting the pre-test, printing of questionnaires and manuals, recruiting and training of field staff, field work, coding and editing, tabulation, preparation of the preliminary report and publication of the report.

IX. GOVERNMENT FOLLOW-UP ACTION

130. Recognizing the importance of assessing policies intended to affect population redistribution, all programmes developed to control population movement as well as to control the rate of growth of big cities should have a plan for evaluation built into them, as population mobility behaviour is more dynamic than any other demographic variable.

131. In implementing the project, an important objective is to build up the national capabilities to carry out follow-up activities.

132. It would be possible for Governments to make provision for follow-up action. Among the recommendations that might be followed up are:

- (1) The incorporation of direct questions on population movements into the national census.
- (2) Development of a migration module focusing on the big issues to be incorporated with ongoing household surveys for further rounds.
- (3) Utilization of the 1980s round of censuses by producing special tabulation on migration and urbanization to be analysed in connexion with the 1970s census tabulation produced by ESCAP.
- (4) Conducting of evaluation research to assess the impact of particular programmes to control population movement.
- (5) The holding of regular workshops for the dissemination of the findings of the research conducted in the country.