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No. 52

A Quantitative Analysis of the Goals of
Pakistan's Family Planning Scheme.

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BUNDER ROAD, KARACHI
PAKISTAN

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PAKISTAN INSTITUTE OF DEVELOPMENT ECONOMICS
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Introduction:

This paper is a simple exercise in logic and arithmetic. We analyze the stated goals of Pakistan's recently-launched family planning Scheme with respect to their internal consistency and also their feasibility. Our parameters (pregnancy rates, IUD insertion rate, etc) are drawn from the Scheme itself and supporting documents. Some of these assumed parameters are themselves open to question but that is not the purpose of the present paper.

Our conclusion is that in general, the Scheme is quite consistent internally and that its long-run goals are plausible. We also conclude that the indexes by which "success" of the Scheme will be measured need refinement and sharpening up. We also suggest that planned supplies of conventional contraceptives may not be adequate to do the job required of them.

Birth to be Prevented

The scheme calls for a reduction of the birth rate by 20% by 1970 (from an estimated 50 per thousand to 40 per thousand). The Scheme boldly proposes to cover all the estimated 20 million fertile couple in the country (excluding Tribal Areas, Kalat and Quetta Divisions and Chittagong Hill Tracts) by 1970.

The magnitude of the targets set can be indicated most easily in terms of births to be prevented. This can be done using data shown in the Scheme itself and in supporting official and semi-official documents.

Births in 1965 - 66 were about 5,500,000 (population of 110 millions and crude birth rate of 50 per thousand). Projecting a constant birth rate and a growth rate of 3 per cent per annum we arrive at the following estimates of births 1965-66 to 1969-70 without family planning:

	<u>Expected births in absence of Family Planning</u>	<u>Births to be prevented</u>	<u>Percent of births prevented</u>
1965-66	5,500,000	660,000	12
1966-67	5,650,000	848,000	15
1967-68	5,850,000	995,000	17
1968-69	6,050,000	1,089,000	18
1969-70	6,250,000	1,250,000	20

We also show above what might be described as a realistic "path" toward the goal of 20 percent birth rate reduction by annual stages, 1965-66 to 1969-70.^{1/} The Scheme indicates no such annual

1/ Actually the birth rate will fall by more than 20 percent if total births fell by 20 percent since the other half of the fraction, total population, will continue to grow annually albeit more slowly than before. These figures of expected births are well below those of Brackett and Akers (9,p.13) because they assume a higher initial birth rate and also a larger base population in 1964-65 than we do. (See Appendix A).

birth targets. The monthly reports, however indicate that 10% of the females must be "covered" in the first year moving to 25% by the fifth year. We are interpreting this to also mean that 10/25 of the birth reduction will be accomplished in the first year,)

Role of IUD's

The Scheme indicates the following schedule for IUD insertions:

1965-66	500,000
1966-67	600,000
1967-68	640,000
1968-69	680,000
1969-70	600,000

According to the Family Planning Commissioner (4,p.5) the insertion of 100 IUD's prevents 27.4 births annually. This can also be understood to be an effectiveness rate per 100 woman - years of use. The 27.4 is simply the difference between expected

fertility rate with no contraception (33. per 100 woman-years)^{2/} and the rate per 100 IUD's inserted. Thus, it requires just over 3 IUD's being put in place to prevent a birth. This compares to the figure of 5 used on Taiwan. (1,p.9). Estimates of the retention rate for the first five years after insertion have also been presented by the Commissioner in the same paper (4,p . 5). These are as follows:

- After 1st year 75%
- After 2nd year 50%
- After 3rd year 45%
- After 4th year 20%
- After 5th year 10%

^{2/} This figure of 33. per 100 is slightly inconsistent with a crude birth rate of 50. Thus , about 50 percent of the Population are females about 5 percent of the of females (or 18 percent of the entire population) are married and in the child bearing ages, if , on the average, one in three of these females produces a child in any given year, the crude birth rate will be 6 per 100, or 60 per 1,000.

Combining the above parameters (projected insertions, retention rates, effectiveness rates) it is simple to calculate the number of conceptions-resulting-in-live-births to be prevented by IUD's. These figures are shown as follows:

1965-66	68,350
1966-67	176,466
1967-68	265,418
1968-69	336,561
1969-70	357,418

Conceptions-resulting-in-births prevented is, of course, the same thing as births prevented. However, there is a problem in relating IUD insertions to births - prevented in terms of calendar years. Thus if 100 IUDs are in place for one year the 100 woman-years of protection would prevent, according to our analysis, 33 births. However, it would not prevent 33 births in the same year. That is, 33 conceptions resulting in live births have been prevented but the births themselves would have spread out from the 9th month of the present year to the 9th month of the next year. With full information about the month-by-month insertion schedule and also the month-by-month loss rate we could calculate more precisely conceptions-prevented by months and then births prevented nine months later. However, we lack such detailed information and can instead only deal in terms of averages.

Assuming annual insertions are made evenly during the 12 months (that is, annual insertions of 600,000 equals monthly insertions of 50,000), we assume simply that the total births (conceptions-resulting-in-live-birth) also occur evenly over a 12 month period nine months after the 12 months of insertion. (There are other problems involved also and these are discussed in Appendix B.). This results in the following distribution over time of actual births prevented by the IUDs:

1965-66	6,800
1966-67	100,750
1967-68	205,550
1968-69	276,036
1969-70	344,854

Thus the total births actually prevented during the plan period is about 933, 990, about 80 percent of the total conceptions-resulting-in-live-births prevented during the same period. The remaining births prevented would have occurred after 1969-70 in any case.

These results are, at first glance, startling. It must be stressed however that the fact that births actually prevented in 1965-66 are so low is not in any an adverse judgement on the efficiency of the Scheme. The analysis, in other words, has not revealed any problems about the Scheme only a problem about the use of annual births rates as the quantitative targets of the Scheme.

Role of Conventionals:

From these estimates we can also derive a measure of the degree of coverage and effectiveness the Scheme's targets imply for its conventional contraceptive programmes. Thus, the following births-to-be prevented remain after the IUD programme (there is also a vasectomy and tube-ligation programme but the targets are so small as to warrant ignoring them for this exercise):

1965-66	653,200
1966-67	747,250
1967-68	789,450
1968-69	812,964
1969-70	905,146

In the long-run the scheme suggests that it will cover all the estimated 20 million fertile couples by 1970. It then suggests a "25 percent effectiveness on the whole" (2,p.4) and this has been commonly interpreted to mean that 25 percent of the 20 million would be continuing contraceptive users by 1970. Allowing for the scheduled IUD insertions and using the previously-stated depletion rates for IUD's, by 1970 there will be about 1.5 million IUD's in place. Thus, about 3.5 million women will be using conventionals. Now, the effectiveness of conventionals varies widely. That is, the pregnancy rate of females in populations using condoms, foam tablets, or jelly varies from 10 to 30 per 100 women - years of exposure. (10,8,p.63). If we assume that these 3.5 million females practice contraception with maximum effectiveness their pregnancy rate may be as low as 10 per 100. This means an effectiveness rate of about 25 per 100 (33 minus 10) or that 4 females practicing for one year prevent one birth. The 3.5 million females thus prevent 875,000 conceptions annually in the aggregate. This is, in fact, slightly more than the total births required to be prevented by the conventionals which we previously derived - (905,146).

Unfortunately, the same problem of timing exists with respect to the relationship of couple-years-of-protection offered by conventionals, conceptions-resulting-in-live-births prevented and the actual births prevented. That is, to accomplish a given number of births prevented in any calendar year, the principle contraceptive effort must have been made in the previous years. Looked at in this light, the births-prevented the Scheme seems to call for in 1965-66 due to conventions seem out of all possible reach. The same is probably true of 1966-67 as well.

The long-run targets of Scheme with respect to births to be prevented and couples to be covered are thus logically consistent, if one thinks in terms of conceptions prevented annually rather than births.

However there are following practical difficulties:-

1) The pregnancy rate among users of conventionals is very likely too low. That is, the Scheme implicitly assumes that couples in Pakistan will be able to use condoms and/or foam tablets with very high effectiveness, with effectiveness in fact as high as that reached by highly-literate urban populations in the West.

2) More fundamentally, the notion that a certain particular number of couples will be converted to family planning and that these couples are then responsible for the reduction in births is doubtful. This assumes that couples can readily and with no doubt be divided into users and non-users, (that is a "yes-no" situation,) and that the Scheme is only concerned with users. For IUD clients this is true; a woman is a user or she is not. For users of conventionals this is, however, not the case. For couples using condoms and foam tablets there exists a spectrum with "no use" at one extreme and "consistent, highly efficient use" at the other. What the Scheme presumably aims at doing is moving as many couples as possible across the spectrum to "consistent, highly-efficient use" but it cannot be assumed that a tentative commitment to family planning by a couple (repeated purchases of contraceptives, for example) means they have therefore at once reached this upper limit.

Thus, we conclude that to plan to prevent over 900,000 births annually by 1970 by covering only 3.5 million couples with conventionals is not realistic.

Taking another approach the Scheme's "25 percent effectiveness" figure could mean a reduction of 25 percent in the pre-contraceptive fertility rate (33. per 100) this means an effectiveness rate of about 8. per hundred, or a pregnancy rate with contraceptives of 25 per 100. This means about 12 females must practice conventional contraception for a year to prevent one birth. This rate is below the best experience in the U.S. and other developed nations but not far out of line with other developing countries experience (5,p.357; 10). We can next compute the number of couple years required at this effectiveness rate to get the required reduction in births due to conventionals:

1965-66	6,264,000
1966-67	7,056,000
1967-68	7,740,000
1968-69	7,908,000
1969-70	9,720,000

In others, by the end of the period the scheme must induce about 10 million fertile couples to use conventional contraceptive methods. This total is, in fact, a very reasonable target population. As Berelson (3, p.5) and others have pointed out the "target" is never the entire fertile population; some are currently pregnant; some are relatively recently married, low parity couples who desire one or more additional pregnancies. (In fact, in the training literature, the scheme urges its field workers to view the high parity couples as their real "target" since other studies have shown these women to have the greatest desire for reducing future births). Thus, the 20 million total fertile married females will include several million currently pregnant (even allowing for the reduction of the pregnancy rate by 25 percent from current levels), other women who are either already practicing contraception (including IUD wearers) or are permanently infertile, and another several million women who have had less than three children and desire an additional pregnancy.

Of these two possible interpretations of the projected "25 percent effectiveness rate" of the scheme, we prefer the second: a 25 per cent reduction in the no-contraception pregnancy rate for the females using conventional methods. The alternate interpretation, that a total of only 25 per cent of the females will be practicing contraception in some form by 1970, implies efficiency in use for the conventionals equal to, and greater than the best experience found in any Western populations and this does not seem untenable.

SUMMARY

Apparently the Scheme aims at inserting on the average over 600,000 IUD's a year and reaching some ten million couples with conventionals by the end of the period. In the first year of the scheme 500,000 IUD's will be inserted, preventing only 7,000 births. As the Scheme progresses, IUD's come to play an increasing role so that by the 5th year 1.7 million IUD's will be in place, resulting in the prevention of over 350,000 births or some 30 per cent of the total fertility decline called for in the Scheme. By the 5th year conventionals will be covering some 10 million couples preventing 900,000 births or 70 of the total fertility decline^{3/}.

3/ Brackett and Akers (9,p.59) assume 25% of the fertile females as practicing contraception by the target date and apparently assume the much sharper reduction in the pregnancy rate among the conventionally contracepting females which we examined and rejected. (See Appendix A).

Quantitative Measures for Evaluation.

The preceding line of thought also has some bearing on the problem of evaluating the success of the family planning Scheme in operation.

The monthly "Reports on the working of Pakistan's Family Planning Programme" are couched in terms of "couple years of protection" provided by IUD's and conventionals distributed during the month. This, in turn, is then related to the "coverage" goals of the Scheme - protection for 10 per cent in the first year, 19 per cent in the second, 21 per cent in the third, 23 per cent in the fourth, 25 per cent in the fifth. (13) In point of fact, the authorities do not know how many couples "consumed" the

contraceptives distributed in any month. The monthly report assumes 100 condoms provide one good protection for one couple. But, if we relate the "protection" afforded by 100 condoms to more than one couple protection extended decreases sharply. Supplies distributed can be translated into terms of protection extended only if we know the number of couples involved.

Similarly, couples covered can be translated into terms of births prevented only after we know the efficiency of the couples in their contraceptive practice, only after we know the effect on the pregnancy rate of the females involved, in other words. (To repeat, these problems do not arise in connection with the clinical methods. For IUD insertions and operations there is only the need, perhaps on a sample basis, to verify the accuracy of the clinical records and to follow-up IUD cases to determine the removal and expulsion rate over time).

Thus a realistic evaluation of the probable impact on the fertility rate of conventionals would be as follows:-

- 1) Determine the amount of potential "protection" extended in a given time period (number of inter-course occasions for which condoms foam tablets, etc., would be adequate).
- 2) Determine from local supply agents, motivators and others (even if only on a rough sample basis) the number of couples "consuming" these supplies.
- 3) Calculate number of intercourse occasions for which potential protection was extended per couple.
- 4) Assume that per couple "consumption" of 100 "protection"-units" (one condom, one foam tablet, etc.) means a pregnancy rate of 10 per 100 woman years, and that there is a proportional relationship between "consumption" of protection-units and the pregnancy rate. (That is, per couple "consumption" of 50 "units" means a pregnancy rate of 22 per 100; "consumption" of 25 "units" means a pregnancy rate of 28; etc.).
- 5) Calculate number of conceptions prevented as difference between pre-contraceptive pregnancy rate (33 per 100) and pregnancy rate arrived as above times number of females involved.
- 6) Conceptions prevented can then be distributed as births prevented in the period nine-months following the original time period. (Appendix B presents an illustration using IUD data but the same methodology precisely applies for conventionals.)

Others Fertility measures

The goal of a reduction of 20 per cent in the birth rate can also be expressed in terms of other fertility measures.

Tietze (10, p.35) has suggested the following model:

<u>Pregnancy rate per 100 women- years of expos- ure</u>	<u>Births per women of completed fertility</u>	<u>Stable Birth rate per 1,000 population</u>
80	7.20	50.7
40	5.28	39.4
32	4.78	36.0
24	4.23	32.1
16	3.63	27.2

The underlying concept in column 1 differs from the years of woman-use employed in our text. The 80 shows here corresponds roughly to 50 per 100 woman years and allowing for foetal loss an annual pregnancy rate of about 35 per 100 women, very close to the 33 suggested as a parameter by the scheme. (For a full discussion of these matters see Tietze (10, pp.31-33). The figure for completed size of family is also close to those estimated for Pakistan (11, p.123) as is the stable birth rate. Thus, Tietze's model seems relevant for our purpose. And the above figure suggest that completed size of family will fall by over 26 percent if the desired targets are achieved. ^{4/}

^{4/} Brackett and Akers reach the conclusion that a drop of 28 percent is implied by the Scheme in completed fertility but their pre-Scheme figure (9.8) is much **higher** than ours, and higher than any estimates ever reached for Pakistan. (See Appendix.A.)

Adequacy of Supplies

It is also perhaps not without interest to check the adequacy of the supplies called for in the Scheme against the actual requirements given the previous calculations about births

to be prevented and couples to be covered by the various methods.

The following shows the total schedule 1965-70 supplies:

	<u>Total Quantities Scheduled in Scheme</u>
IUD's	3,930,000
Condoms	603,936,000
Foam Tablets	1,235,520,000
Dura Foam (bottles)	3,467,000
Jelly (Tubes)	384,000
EMKO (Cans)	305,000

In the case of the IUD's the total number to be inserted is only a little over 3 million and the Scheme schedules supplies of nearly 4 million, giving an apparently adequate excess for loss, wastage, defectives, and pipeline stocks.

The conventionals can be expressed in terms of coverage extended. That is, we assume one condom protecting against conception during one inter course occasion for one fertile couple. So also in the case of Foam Tablets (that is, one tablet protects against pregnancy during one inter course), while for the other the following convention factors were used :-

Dura Foam (per bottle - 75 applications	
Jelly (per tube) - 15 applications	
EMKO (per bottle) - 25 applications	

Assuming independence of methods (no use of two conventionals simultaneously) the conventionals listed by the Scheme will provide protection on nearly 2,500 million separate inter course occasions. Since the scheme intends to prevent about 3.2 million births in total using conventionals and assuming that protection on three hundred intercourse occasions will prevent one birth then under ideal (i.e. maximum efficiency) conditions nearly 8 million births could be prevented by the conventionals called for in the Scheme. However, efficiency in.

use may be poor and if it requires the distribution of as many as 600 conventional "doses" to prevent a birth and an adequate allowance for wastage and pipeline stocks is also made, then taking these factors into account, supplies of conventionals would seem barely adequate for the job.

APPENDIX A

The Brackett-Akers projections of Pakistan's population with and without the family planning scheme is the only other effort of which we are aware to quantify precisely the goals of the scheme (9) their assumptions and also their methodology differ from ours but even so the results of the approaches are compatible.

Brackett-Akers explain their methodology in considerable detail (9, Appendix) so it will suffice for us to summarize the main points of difference:

- 1) They assume a base population of 115 million in 1965 compared to 110 in this analysis which figure comes from the Commissioners Belgrade Population (4).
- 2) Their fertility assumption is expressed in terms of age-specific rates (not crude birth rates) and is thus more refined than ours. Their unchanging fertility assumption over the next five year yields a birth rate of between 50 and 55. Their 1965 figure is about 52.
- 3) The fertility model (the age and parity specific rates) Brackett - Akers employ is based on data for the Moslem Population of Albania and the Hutterite population of the U.S. Completed size of family is 9.8 per female, some 40% above any estimates known to the present author for Pakistan (See : 11, 12; an analysis of unpublished children-even-born data collected in the 1961 census presently underway in the Institute of Development Economics shows a completed size of family of about 7, supporting the earlier conclusions reached by Hashmi and M.K.H. Khan)
- 4) Brackett - Akers assume the Scheme reaches maximum effectiveness in 1971, running a course of seven years. We assume a five year programme 1965-66 to 1969-70 in line with the Scheme itself.

- 5) Brackett - Akers envision 25% of the women of child-bearing ages adopting contraception, "principally that of the intrauterine device (IUD).. "(9,p.5). It then appears that they assume zero fertility for the adopters during the time they continue to practice contraception. We, on the other hand, allow for the risk of "accidental" pregnancies among the contraception at rates suggested by other studies. As noted we also interpret 25 per cent "effectiveness" to mean a 25 percent reduction in the entire groups using conventional contraceptives.
- 6) Brackett - Ackers assume 25 percent of these using contraceptives revert to non-planning status every year. For the IUD group, we employ the Scheme 's own estimates (75, 50, 35, 25, 10, for the 1st, 2nd, 3rd, 4th, and 5th years respectively). For the non-IUD planning group our relatively low "effectiveness" rate (8 per 100) allows for dropouts and inefficient users.
- 7) Brackett - Ackers assume a schedule for gradual spread of coverage of the Scheme, beginning with 2 per cent for East and 15 per cent for West in 1965 building upto 100% for both by 1971/ We have, on hand, assume a major effort at the very outset (The Scheme calls for a 65 percent coverage the first year) with the efficiency of the conventional contraceptive programme gradually rising.

Appendix B

It may be of some interest to indicate precisely how we arrived at our estimates of births prevented in the various plans years.

1.) IUDs to be inserted in each year (and we are referring here as through out this paper to planning year on July 1, year X to June 30, year X plus 1) are indicated in the Scheme. In each year we assume the insatcions are made evenly month by month. (That is 600,000 annual insertions equal 50,000 per month.)

2.) "Conceptions-resulting-in-live-births" prevented were derived as follows:

(a) no-contraception pregnancy rate per 100 woman-years equals 33.0 according to Commissioner Adil's Belgrade paper.

(b) Pregnancy rate among 100 IUD wearers in their first year of use is computed as follows:

(i) 1.5 per. 100 woman-years is pregnancy rate of IUD wearers.

(ii) But only 75 percent of any given 100 women inserted keep IUDs the whole year. The other 25 percent remove them after an average of 4.8 months of use, according to Commissioner Adil's Belgrade paper.

(iii) Thus, the pregnancy rate among 100 women inserted for the first year after insertion equals:

(a) .75 times 1.5	equals	1.17
(b) .25 times 1.15 times 4.8/12	equals	0.13
(c) .25 times 33.0 times 7.2/12	equals	<u>4.36</u>
Total		5.66

(iv) Thus, births prevented (as in our terminology, "conceptions-resulting-in-live-births" prevented equal 33.0 minus 5.66 or 27.34 per 100 woman-

years for first insertions.

(c) Pregnancy rates for IUD wearers and the births prevented for second, third, fourth and fifth years of use are computed in similar fashion except that percentage of women retaining IUDs during these higher order year are as follows:

2nd - 67 percent

3rd - 70 percent

4th - 71 percent

5th - 40 percent

These are, of course, derived from the retention rates of 100 women during the entire five years shown by the scheme (i.e. 75, 50, 35, 25, 10 respectively for 1st, 2nd, 3rd, 4th and 5th years.)

(d) The following "conceptions-resulting-in-live-births" per 100 woman-years by year following insertion thus result:

1st year 27.34

2nd year 25.19

3rd year 25.83

4th year 25.83

5th year 20.06

(e) "Conceptions-resulting-in-live-births" prevented were then obtained by dividing the reciprocals of the above coefficients into IUD's woman-years of use. In other words, if 100 IUD's in their 5th year prevent 20.06 births, then it takes about 5 IUD per birth prevented and if 100,000 IUD are in their fifth year then 20,000 births are prevented.

(f) IUD woman-years of use for 2nd, 3rd, 4th and 5th years are taken simply as the number in place at the beginning of the year. The losses which take place

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(iv) Thus, births prevented (as in our terminology, "conceptions-resulting-in-live-births" prevented equal 33.0 minus 5.66 or 27.34 per 100 woman-

during the year are as we have seen, built into the "conceptions prevented" coefficients per 100 woman-years of use. In the case of 1st year wearers the number of IUD's in place on the average is about half the total insertions in the year, assuming insertions occur evenly overtime. Thus, about one-half the actual woman-years of use which

would be given by total insertions times 1 actually occur in the year of insertion. The following "woman-years of IUD use" thus result:

IUD Insertions	Year of use				
	1st	2nd	3rd	4th	5th
1st year	250,000	375,000	250,000	175,000	50,000
2nd year		300,000	450,000	300,000	210,000
3rd year			320,000	480,000	320,000
4th year				340,000	510,000
5th year					300,000
	250,000	675,000	1,020,000	1,295,000	1,390,000

(g) And "conceptions prevented", derived as explained above, are:

IUD Insertions	Year of use				
	1st	2nd	3rd	4th	5th
1st year	68,348	94,463	64,575	45,203	10,030
2nd year		82,022	113,355	77,490	54,243
3rd year			87,486	120,912	82,656
4th year				92,954	128,469
5th year					82,020
	68,348	176,483	265,416	336,559	357,418

3) IUD were assumed to begin protecting against pregnancy nine months after insertion. The period of time during which "prevented conceptions" would have yielded births is the year of use shifted forward in time nine months. The following illustration using the 1968-69 insertions may be helpful.

Year of use	Conceptions (births) prevented	Timing of births prevented	Births prevented related to years of use
(1)	(2)	(3)	(4)
July 1968)	92,954	April 1969	9,300
June 1969 } 1		March 1970	83,654
July 1969)	128,469	April 1970	42,000
June 1970 } 2		March 1971	86,000
July 1970)		April 1971	
June 1971 } 3			

In allocating births prevented per year to quarters (for moving from column (3) to column (4)) it was assumed that 10% of "conceptions" prevented by first year IUD are prevented in the first three months of the year in question. This allows for the fact that in the first year the growing accumulation of insertions means that the greatest protection is extended in the later months of the year. For 2nd, 3rd, 4th and 5th years of use, there is no such problem and conceptions prevented are assumed to be distributed evenly over the year. The following totals of birth prevented over time result:

Year of Insertion	1965-66	1966-67	1967-68	1968-69	1969-70
1965-66	6,800	92,550	85,000	48,000	33,000
1966-67		8,200	111,800	100,000	70,000
1967-68			8,750	118,736	108,000
1968-69				9,300	125,654
1969-70					8,200
Total:	6,800	100,750	205,550	276,036	344,854

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