

POPULATION THEORY AND POLICY¹

POPULATION THEORY AND POLICY is the first of a two volume collection of papers. (Its companion, DEMOGRAPHIC ANALYSIS, is not treated in this annotation.) The book deals with the many ramifications of demographic phenomena rather than with the phenomena themselves, i.e., the data, methods, and short-range results of analysis.

The papers included in the collection were not solicited specifically for it. Rather, the editors have assembled a group of thirty-eight articles, widely diversified with respect to origin and time of publication. The vast majority of the articles were written in the United States, but contributions from Canada, Germany, Great Britain, the Netherlands, and the United Nations are also included. Twenty-eight articles were written in the decade following World War II, ten of them originated before. One, A. B. Wolfe's "The Population Problem Since The World War" was written as early as 1928. The authors represent several fields of study, e.g., economics, mathematics, and sociology. Most of the papers deal with aspects of population theory: its history, its role in relation to demographic analysis, macro and microdemographic theories, and the political, economic, and social implications of these theories. The remainder of them treat population policy. They are concerned with the objectives sought by a state as the result of the magnitude and composition of its population. Some also discuss means of implementing these objectives.

The editors of this volume have intended it to serve either as a text for a basic course in population or as a supplementary book of source materials. Unfortunately, it only partially fits the criteria for either use. As a text, it lacks sufficient introductory material to unify a course or supply the beginning student with enough fundamental theory. As a source book, it is too advanced, in spots, for the beginner, while it is not rigorous enough for the advanced student who might profit more from a comprehensive bibliography. Mechanically, the inclusion of the date and source of each paper

¹ Spengler, Joseph J. and Duncan, Otis Dudley (Editors): POPULATION THEORY AND POLICY: SELECTED READINGS. Glencoe, Illinois, The Free Press, 1956, 522 pp. \$7.50.

on its title page is vastly better than the arrangement in *DEMOGRAPHIC ANALYSIS*. It might be even more convenient, however, if the footnotes were included at the bottom of each page instead of at the end of each article.

The book is arranged topically in nine chapters, each including several papers. The first chapter traces the development of population study. The Population Division of the United Nations reviews the condition of demographic science from its pre-Malthusian roots, stressing its interrelation with the development of statistics and the increasing importance of dynamic, as opposed to static, models of demographic growth. Wolfe's brief paper indicates the main trends of population literature and research between the world wars. The final article in this chapter, by P. M. Hauser, reviews the present condition, both substantive and methodological, of population research. It indicates a framework into which the remaining papers in this volume fall.

The second chapter, "The Role of Theory In Population Studies," is one of the most thought-provoking in the book. It deals with the role that demography can assume among the intellectual sciences, rather than with the conclusions and hypotheses of individual studies. In two excellent papers, F. Lorimer describes the levels on which social inquiry may be conducted and R. B. Vance deplors the dearth of codified theory and actual concepts in population study. However, Vance does praise the contribution of W. Willcox and F. W. Notestein toward the development of a theory that fits J. J. Spengler's criteria of (1) being dynamic rather than static, (2) taking into account national and international demographic relations, and (3) using a multi-scientific approach.

Chapter 3 deals with macrodemography. It begins with a recent paper by K. Boulding who attempts, very vaguely, by analysis of different concepts of growth, to indicate a synthesis of these concepts into a general growth theory. O. Cogwill and A. Lotka espouse logistic theories of growth. Cogwill believes that all population growth is cyclical but that the mechanics of cycles vary according to the external influences which cause them. Lotka, on the other hand, perhaps because

of his mathematical orientation, treats population growth independently of its socio-economic causes.

The next three chapters review the economic aspects of population movements. Optimum population theory, notably the effect of given factors on the standard of living, is discussed in Chapter 4. M. Gottlieb defends the usefulness of the optimum concept and describes its measurement in an hypothetical closed economy. W. F. Ogburn suggests that although population, natural resources, economic organization, and technology all affect the standard of living, it is private ownership of the means of production combined with a high level of technological development that insures the highest standard. Spengler discusses the way in which population growth, composition, and density, themselves, affect this standard. H. W. Saunders explores the nature and effect of migration on the standard; and A. T. Peacock tries to generalize Malthusian theory by abstracting it from any particular frame of reference.

Chapter 5 treats the importance of population upon the level of economic activity. With the development of more complex tools of economic analysis, the true importance of a growing population, formerly underestimated, can be assessed. Analyses of this importance in terms of the multiplier concept, multiplier-accelerator interaction, and trade cycle theory are made by A. H. Hansen, Spengler, and A. Lösch, respectively. M. O. Brockie and C. I. Barber offer criticisms to the above analyses.

In Chapter 6 characteristics that mark "underdeveloped countries" and their populations are outlined. The relation of certain population factors, i.e., density, rate of growth, and age composition, play an important role in determining the rate of economic development. Spengler deplors the high population density in backward countries which deters economic development by encouraging the wasteful depletion of natural resources and retarding the rate of capital formation. He also presents tables summarizing the main economic and cultural differences between the relatively industrialized and non-industrialized countries. K. Davis discusses the degree and nature of agriculturalism, the necessity of continued in-

dustrialization in agricultural areas, and the role played by population control.

Chapter 7 deals with the political aspects of demography. In his paper on population and power Davis analyzes the relation of population size and composition to power. E. W. Hofstee then outlines the nature of population pressure (beyond its purely economic definition), the necessary conditions for its existence, and its effect on the future of Western Europe.

Chapter 8 deals with the socio-cultural aspects of population study. E. T. Hiller, C. L. Dedrick, and Lorimer each point out the broader merits of a cultural approach. They do this with special reference to theoretical completeness, international comparability of census data, and ability to isolate conditions which foster high or low fertility. Ogburn illustrates how the demographic and cultural approaches must complement each other to make either worthwhile. The remaining papers in the section each study a specific situation, trying to isolate single social forces of demographic significance. C. F. Westoff investigates the relation of social mobility and differential fertility. E. N. Palmer, the effect of European culture on non-European populations, and O. Durant Duncan, the implications of farm population mobility.

The concluding chapter on population policy discusses both the foundations upon which policies are laid and two current population policies. For the section on general policy formulation the editors have selected papers by Spengler, P. Meadows, Notestein, P. K. Whelpton, and D. G. Johnson. These papers deal respectively with the role of theory in formulating policy, socialized population policies, policies for areas with great population pressure, for areas with little pressure as yet, and policy aspects of mobility. W. Petersen discusses current policy in the Netherlands and the Economic Committee, Royal Commission on Population explains the economic aspects of British policy.

The papers in this volume illustrate both the excellence and deficiencies of current population study. The merits of studies which are conducted from a given point of view or which concern a single demographic phenomena are threefold. These studies tend to substantiate or invalidate a given hy-

pothesis; they serve as a basis for further study; and they are of topical interest. On the other hand, there are three serious deficiencies which deter the conduct of studies on a broader plane. There is no multilateral approach; there is no broader demographic theory on which to base such studies; and finally, there seems to be very little direct policy application of any studies. In consequence, the value of demographic analysis as a predictive or formulative tool is limited.

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SOCIAL CHARACTERISTICS OF URBAN AND RURAL COMMUNITIES, 1950¹

HISTORICALLY, the study of communities has been a difficult task because of the lack of specificity in census definitions regarding urban-rural residence and by incomplete census count of villages. By 1950 these problems were somewhat lessened by the development of more detailed and more realistic urban-rural categories. According to the 1950 definition, "urban" included: "(a) places of 2,500 inhabitants or more incorporated as cities, boroughs, and villages, (b) incorporated towns of 2,500 inhabitants or more except in New England, New York, and Wisconsin, where 'towns' are simply minor civil divisions of counties, (c) the densely settled urban fringe, including both incorporated and unincorporated areas, around cities of 50,000 or more, and (d) unincorporated places of 2,500 inhabitants or more outside any urban fringe." (p. 371) The 1950 Census reports also brought three innovations in classification of communities by size.

In the first place, the classification makes use of the new concept of 'urbanized area'. . . . Second, by regarding each urbanized area as a single 'place,' the classification groups together as one unit, the large central city (or cities) and its suburban and urban fringe areas. . . . Third, the size-of-place classification is carried

¹ Duncan, Otis Dudley and Reiss, Albert J., Jr.: *SOCIAL CHARACTERISTICS OF URBAN AND RURAL COMMUNITIES, 1950*. New York: John Wiley & Sons, Inc., 1956. (London: Chapman & Hall, Limited.) 421 pp. \$6.50.