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Held at the Palais des Nations, Geneva,
on Tuesday, 7 June 1988, at 3 p.m.

President:

Mr. MANGWAZU

(Malawi)

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United Nations Population Fund (continued)

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The meeting was called to order at 3.15 p.m.

UNITED NATIONS POPULATION FUND (agenda item 6) (continued)

General debate (continued)

1. Ms. KRAUER (Switzerland), referring to the periodic report on evaluation (DP/1988/36), commended the stress laid by the Executive Director on the integration of evaluation results into the later phases of projects and their use in modifying strategies which was essential to improve the effectiveness of programmes. The integration of internal evaluation services into the Secretariat's operational units would facilitate the practical utilization of evaluation results and the effects of that structural change would be awaited with interest. It would also be useful to increase the number of independent evaluations.

2. Establishing a data base from evaluation reports, which would enable the results to be more widely disseminated, should also ensure their more systematic use in project design. Recent evaluations conducted by the Fund had shown that one of the principal reasons for project failure was the lack of clearly defined objectives from the outset. It was to be hoped that UNFPA would give greater attention to that matter. Her delegation had observed the same weakness in some recent projects proposed for multi-bilateral funding.

3. UNFPA should make a more detailed examination of the requests submitted to it before transmitting to potential donors projects which did not always come up to the high standards upon which the Fund should insist for the definition of objectives. In addition to evaluations, UNFPA should carry out regular checks on the implementation of projects it did not carry out itself, in order to ensure that the methods and objectives established in the project document were being complied with.

4. Mr. YIN Zonghua (China) said that a modification of the criteria to determine priority country status, established in 1980 (DP/1988/38), would be timely in view of the fact that an increasing number of countries were adopting family planning policies with the result that national birth rates, infant mortality rates and population density were falling. However, there were often striking regional disparities within a single developing country in terms of social and economic development. Thus, a particular developing country taken as a whole might not qualify for priority treatment but there might be serious population problems within some parts of that country which would require assistance both from the more developed national regions and from the international community. UNFPA must display flexibility in the matter and not adopt a monolithic approach.

5. He endorsed the proposal that, following the example of UNDP, the Fund should devote 80 per cent of its resources to priority countries, but care must be taken that projects answered the needs of the countries concerned. Improvements should be made in the capacity of field personnel and in the management of projects and the recipient countries should be encouraged to participate fully in them. He supported the four regional programmes and the interregional programmes proposed in document DP/1988/37 and its addenda, but hoped that stress would be laid on practical results in their implementation.

6. Mr. WILKE (Federal Republic of Germany), referring to the Work Plan for 1989-1992 (DP/1988/34), said he agreed with the proposed programme ceiling for 1988. In 1987, 63 per cent of the expenditure in priority countries had been devoted to family planning, but that component had been reduced to 48.5 per cent in the new country programmes, a figure which was too low. It had hitherto been UNFPA policy to approach income estimation with prudence but that was not so in the case of the Work Plan for 1989-1992. It was impossible to predict that the income of the Fund would increase in accordance with the assumptions set out in paragraph 17, assumptions which he had difficulty in accepting. The allocations for country programmes had been reduced to 71.4 per cent, compared with 72.3 per cent in 1987. He trusted that it did not indicate a trend. He hoped that the target of 25 per cent of resources for interregional and intercountry programmes was realistic. Paragraph 26 referred to the difficulties of using intercountry programmes substantively. He agreed with the allocation of funds as between regions.

7. As for the system of priority countries for population assistance (DP/1988/38), the argument for introducing a sixth criterion - the female literacy rate (para. 54) seemed a convincing one. The analysis in chapter D of the document of the nature of UNFPA assistance to priority and non-priority countries seemed to be in keeping with the experience of UNDP, UNICEF and bilateral donors. The question of the Fund's staffing in the field had been discussed in 1984 and 1985, when his delegation had, among others, advocated - as it had done in the case of UNDP - a correlation between the size of the UNFPA country programme and the number and level of UNFPA field staff. His delegation continued to press for that formula and for joint programming by the organizations of the United Nations development system. Separate assessments of a country's need of technical co-operation in various sectors by UNDP, UNFPA and UNICEF were both a waste of the resources of those organizations and a strain on the administrative capacities of developing countries to handle visiting missions. There should be joint programming through joint needs assessment missions.

8. Opinions might differ on the threshold levels for the various criteria used to determine the priority status of countries. However, as stated in paragraph 55, the upward revision of the GNP level to \$US 750 had already been approved by the Governing Council in 1985. Another difficulty was deciding which and how many of the criteria should be satisfied to determine priority country status. The existing system used one mandatory economic indicator and four demographic indicators of which two had to be satisfied for inclusion on the list of priority countries. The proposed change added one demographic indicator, without changing the requirement that two such indicators be satisfied. His delegation thought that, with the addition of one more demographic indicator, the number required to be satisfied should be increased to three. His delegation disagreed with the proposal in paragraph 64 that the eligibility for priority country status should be determined by satisfying any two out of five demographic indicators, in addition to the economic indicator. At least one demographic indicator should be made mandatory plus any two of the others. Possible choices for the mandatory demographic indicator were the gross reproduction rate and the annual increment to total population.

9. The most probable result of such modifications would be to reduce the list of 57 priority countries recommended by the Executive Director. The 1982

changes had led to an increase in their number from 40 to the current 53 and that was a trend which should not continue. He assumed that UNFPA had prepared scenarios according to various combinations of criteria and threshold levels, and he suggested that they should be made available to members of the Governing Council in order to facilitate decision-making.

10. In 1985, the Council had allocated 80 per cent of its resources from UNDP to countries with a per capita GNP of up to \$750. He suggested that, in 1988, the Council should follow that precedent and increase the target for UNFPA programme expenditure for priority countries from 66 to 80 per cent.

11. Ms. MAGUIRE (United States of America), having commended UNFPA on broadening the scope of project evaluations and strengthening overall programme monitoring and assessment, said that her delegation endorsed the establishment of a management information system (DP/1988/36, para. 18) and stressed the importance of further refinement of the system and of adequate training in its use so as to maximize the feedback of lessons learned to improve ongoing projects and the design of new programmes. MIS Systems were often under-utilized unless adequate training was provided to both headquarters and field staffs. The regular updating of the MIS System was also a critical and time-consuming task. Her delegation thus requested that a progress report be made to the Council in 1989 on the use and effectiveness of the MIS System.

12. She noted with satisfaction that UNFPA continued to refine the criteria used to determine priority country status and that a higher share of the Fund's resources would be allocated to such countries. Her delegation supported the inclusion of the female literacy rate as a further criterion, and would encourage UNFPA to continue to use country absorptive capacity as a component in project design.

13. Ms. BONIS (Netherlands) said that her delegation valued highly the increasing emphasis on monitoring and evaluation as an integral part of UNFPA's programming process. Since that process included the continuing need to define policy and strategy at both country and inter-country levels, her delegation welcomed the shift of independent in-depth evaluations from projects to programmes and to technical areas. She would like to hear more about the relationship between the annual internal evaluation reports at project level and the independent evaluation studies at programme level, which would - she assumed - be carried out by the Evaluation Branch much less frequently. Her delegation wondered, however, whether that meant that the majority of projects would be subject mainly to internal evaluations and to what extent independent evaluations would be based on such internal evaluation reports.

14. Her delegation agreed that training in monitoring and evaluation for programme staff should be combined with training in project formation, since the two subjects were closely connected. Such training should be provided for both UNFPA and national staff, and co-ordinated with the training of the staff of the Fund's executing agencies. She hoped that the system for feedback and the use of lessons learned would be generally accessible to programme officers, particularly in the field. The Executive Director might, perhaps, make a progress report to the Governing Council at its fifty-sixth session on the implementation of the feedback system. It was stated in the periodic

report on evaluation (DP/1988/36, para. 29) that the Fund's Programme Co-ordination, Management and Field Support Office had sent a note to headquarters and field staff highlighting the most frequently observed lessons. Such information was of general interest and UNFPA should give a wider distribution to future notes, as they might be useful to Governments.

15. Turning to the criteria used to determine priority country status, she welcomed the proposed inclusion of the female literacy rate. She would, however, appreciate further information as to why an absolute annual increment of 100,000 to total population was preferred to the annual national growth rate as a criterion. Furthermore, there was some question as to the applicability of the priority system itself. If the revised list of priority countries contained over 70 per cent of the total population of all developing countries, she wondered whether it would be sufficient to increase to 75 per cent the share of country programmes resources devoted to priority countries. A clarification of the linkage between the priority system and the financial allocation system might be useful.

16. Mr. GAUR (India) said he supported the proposed modifications to the criteria for determining priority country status set out in document DP/1988/38. Changes were needed to reflect the changes that occurred in developing countries. Revision of the criterion of an annual increment of 100,000 or more also appeared desirable, as the national growth rate did not always reflect the impact of additional population on the economy and environment of a country. Some countries were better able to support large increases than others. An integrated assessment based on all the criteria taken jointly was required. His delegation supported the proposal of the Executive Director that the resources devoted to priority countries should be increased to 75 per cent.

17. Mr. VAN ARANDONK (Assistant Executive Director, United Nations Population Fund), replying to questions asked during the general debate, said that the implementation rate in 1987 had been slightly lower than in 1986 for several reasons. Firstly, there has been a fluctuation in resources. The support of one major donor having been lost, it had been necessary to allocate resources prudently, and that had been reflected in resource projections. The effect of the drop in resources had appeared in programmes at a later date. Secondly, a large part of UNFPA resources were devoted to programmes in Africa, where there was a shortage of field staff. Hence the request to the Governing Council to increase field staffing in that continent, where it was most needed. That, too, had affected the programme. However, in absolute figures, expenditure had dropped only slightly in 1987 as compared to 1986. Expenditure for Africa had diminished from 18.9 per cent in 1987 to 16.6 per cent in 1986. Figures for the Arab States and Europe and Latin America had increased. In general, 1987 had seen an increase in the absolute figures for total country programmes.

18. Implementation questions had been raised with the Governing Council in 1986 and in 1987. The action taken by the Executive Director to promote decentralization should improve the implementation ratio. Better project design was also being looked into. An improved form UNFPA/19 was being issued. That was the form on which requests were sent to the Fund and which established the framework of the Work Plan. Efforts were being made to improve training not only of Fund staff but also of agency and national

personnel, and it was hoped that that also would improve the implementation ratio. Furthermore, a new monitoring system was being developed in conjunction with the new MIS system to provide rapid financial and qualitative data on programmes.

19. Appropriations to Africa had increased sharply from 1986 to 1987. The 1988-1991 Work Plan earmarked \$US 28 million per annum, or 30 per cent, for expenditure in Africa, and the 1989-1992 Work Plan called for \$US 36.5 million, or 30.1 per cent (DP/1988/34, table J). If it appeared that Africa could absorb more resources, which did not seem to be currently the case, the Fund would make them available in the 1989 Work Plan.

20. UNFPA was spending \$US 1.6 million annually in Europe, of which \$US 400,000 went for regional programmes being implemented by the Economic Commission for Europe, primarily in connection with changing population structures and ageing. Small country programmes in Portugal, Hungary, Poland, Albania, Romania, Yugoslavia, Bulgaria and Greece provided assistance to developing countries through training programmes, family planning and data analysis. The Global Programme of Training in Population and Development had three components in Europe: in the Netherlands, Belgium and the Union of Soviet Socialist Republics. The World Health Organization was publishing a magazine entitled Entre Nous on human sexuality and family health.

21. As for approval authority, the idea behind that concept was that UNFPA must estimate its future resources. Often, it did not know what it would receive in a given year because pledges were not always made in full or at the beginning of the year. The Fund had therefore, to ask the Governing Council for authority to spend a given sum of money so that it could make future commitments, and that required an accurate estimate of income. If more funds were needed than expected, UNFPA was allowed to exceed approval authority in order to expand. The purpose of approval authority was thus to ensure that no wildly optimistic estimates of income were made. That did not seem to be the case with the current 8 per cent increase in estimated income, especially in view of the importance that the Governing Council attached to population questions.

22. With regard to the 25 per cent level for intercountry activities, as opposed to country activities, a large part of the intercountry programme was directly related to country activities. When UNFPA was established, it had been decided that, instead of making technical assistance available to each country, an attempt should be made to cluster such assistance in certain countries which would then service several others. That explained the existence of regional advisory teams, whose purpose was to backstop technical assistance in the individual countries. The technical assistance components for country programmes were included under regional programmes. The same applied to a large extent to a number of research activities. Thus, 63 per cent of intercountry activities were in direct support of country activities.

23. They could have been carried out as country activities, but a much larger administrative staff would then be required. He urged the Governing Council not to place unduly rigid restrictions upon the interregional programme, since to do so would jeopardize its operations. Figure 2 in the Work Plan for 1989-1992 (DP/1988/34) showed that regional activities would amount to 25.6 per cent of all activities.

24. The multi-bilateral programme currently amounted to \$US 35 million, or \$US 5 million per annum, and the Fund was planning to include it in the 1989 Work Plan.

25. With regard to the family planning percentage of the Work Plan, Figure 4 of document DP/1988/34 indicated that 54 per cent, or \$US 149 million, went for family planning activities in the 16-country programmes. UNFPA regarded the socio-cultural context within which family planning programmes operated as extremely important for the success of the programmes, not only in the case of country programmes but also in those of regional and interregional research programmes. Emphasis would be placed on socio-cultural research, and the Fund was also encouraging agencies to give increased attention to that question.

26. Close attention was being paid to small countries in the South Pacific. In 1987, \$US 1.85 million had been made available for those countries, and that figure had been increased in 1988 to \$US 2.4 million.

27. The Global Programme of Training in Population and Development was in its first year, and the Steering Committee of the Global Programme would meet soon after the Governing Council's session. The general feeling was that the Programme had been successful. It might be better not to report to the Council about it until the results of the second year could be assessed, especially since the programme for Spanish speakers would then be included.

28. Within the Joint Consultative Group on Policy (JCGP), the Fund had been in close touch with UNDP, UNICEF and the World Food Programme to work on joint programming. That was not so simple, however, because each agency had its own timetable. UNFPA had suggested that all United Nations agencies should take the country plan as the framework and thus co-ordinate their timetables to make joint programming possible. That did not conflict with the Fund's role as an advocacy agency, because advocacy took place both inside the country through the Fund's information, education and communication activities as an inherent part of the country programme, and in the intercountry programmes at agency level and elsewhere.

29. Mr. KUNUGI (Deputy Executive Director, United Nations Population Fund), having thanked the members of the Governing Council for their positive remarks concerning the progress in evaluation activities, including the computerized feedback system, said he welcomed the endorsement of the increased use of monitoring and evaluation as an integral part of the programming process and would bear in mind the Ugandan suggestion that the monitoring and evaluation system should be simple, relevant and internalized.

30. Noting the endorsement of the shift in focus of independent evaluations from individual projects to country and intercountry programmes and comparative issues, he assured the representatives of Belgium and Canada that it did not imply any decreased emphasis on project evaluations, which were increasingly covered by internal evaluations. The project evaluations could also, when necessary, be of an in-depth nature, as suggested by the representative of Belgium.

31. He welcomed the suggestions that further emphasis should be placed on the training of nationals as well as staff from UNFPA and the agencies, both in monitoring and evaluation methodology and in the use of the data base and that nationals and the executing agencies should be involved in the evaluations. Those suggestions were being increasingly integrated into the UNFPA process.

32. As for co-operation with UNDP, there had been several informal consultations with UNDP's evaluation staff and UNFPA had adjusted its monitoring and evaluation guidelines to conform with those of UNDP; efforts would be made to expand the collaboration and in particular to look into possibilities for joint training.

33. In reply to a question by the representative of Canada, he said that the independent evaluations had included women's concerns in the terms of reference for several years, even though the results might not always have been reflected in the summaries presented in the report. In addition, women's concerns were also dealt with in the format for the Internal Evaluation Report required for all projects of more than one year's duration. As for the workshop organized with WHO, it had been organized precisely to address the need for closer interagency consultations identified by the evaluation. Its outcome included, inter alia, an agreed work plan for technical backstopping missions (DP/1988/37/Add.1, para. 10). The recent FAO evaluation had found, that the efforts made to incorporate population into the work programmes of various technical units of FAO were noteworthy, that the main strength of the regional advisers was the high quality of the staff and that the Information, Education, Communication (IEC) activities were commendable but that a less "hands on" approach was currently needed. Further information would be provided to the Governing Council in the next evaluation report.

34. He agreed with the Belgian delegation that further efforts were needed to improve project and programme design, and with the concern expressed by the representative of Switzerland for clarity of objectives, project designs and better project appraisals and controls, in particular for multi-bilateral projects. The Secretariat would endeavour to address those issues.

35. The next periodic report to the Governing Council on evaluation would certainly include information on internal evaluations, as the representatives of Canada and the United Kingdom had suggested; he also noted the request by the United States and Netherlands representatives that the results of the experience with the feedback system should be reported to the next session of the Governing Council.

36. He fully agreed that the area currently needing emphasis in evaluation work was the use of the results for decisions regarding policies, strategies, programmes and projects. Special efforts would be made to make the results available to decision-makers at the national level, as suggested by the representative of Ugandan.

37. The question raised by the representative of the Netherlands concerning the relationship between internal evaluation and independent evaluations was an interesting one: it was true that the majority of projects had only internal evaluations. However, as had been said earlier, they could be of independent nature as the occasion required. In planning independent programme evaluations, the Secretariat would certainly make use of any internal evaluation reports. Wider distribution would be given to circulars regarding the lessons learned and, in fact, a second circular on the lessons learned with respect to institution building had recently been prepared.

38. In reply to the representative of Poland, he said that, of all UNFPA project procurement in 1987, totalling about \$US 24 million, more than \$US 2 million, or about 9 per cent, had been spent in developing countries,

mainly Brazil, Hong Kong, Indonesia, Hungary and the Republic of Korea. The items procured included, oral contraceptives, IUDs, office equipment and vehicles. The proportion of 9 per cent reflected the fact that UNFPA's recipient countries normally requested UNFPA financing for equipment and supplies which were fairly sophisticated, and as such, frequently not produced by developing countries and not available except for hard currencies. Most procurement from developing countries in connection with UNFPA projects was carried out with Government counterpart resources which, since they were not administered by UNFPA, were not included in the 9 per cent share. Local procurement was showing a tendency to increase, since the standing authority delegated to the field for local purchases of up to \$US 5,000 continued to have an impact. In any case the Secretariat would continue its efforts in that area in accordance with the financial rules and regulations.

39. Ms. SADIK (Executive Director, United Nations Population Fund), having thanked the Governing Council for its encouraging and supportive views, said that she would divide her replies into seven main areas: the State of World Population Report; women, population and development; review and assessment of the population field; AIDS; Co-ordination; Central America and the priority system.

40. With regard to the current State of World Population Report, she stressed that, although not enough was known about the complex relationships between population resources and the environment, it could be concluded that slower growth and a more even distribution of population would help to accelerate efforts towards sustainable development. She fully agreed that one of the priorities for the future would be action-orientated research into the linkages between population, environment and resources; the UNFPA secretariat would work closely with other organizations of the United Nations system, particularly UNEP, as well as with relevant non-governmental organizations such as the International Union for Conservation of Nature and Natural Resources (IUCN), with which some collaborative activities already existed.

41. Some delegations had commented on the emphasis placed by the report on the role of women as managers of the local environment and as effective controllers of large sectors of the economy. UNFPA would support efforts within the framework of population programmes that emphasized that role and that contributed to enhancing the position of women.

42. One delegation had suggested that the report should become an annual event: in fact it was one already: it had been issued annually since 1978 and would continue to be so issued. The 1989 report would focus on the subject of women, population and development, with an analysis of socio-economic indicators relating to women and of their relevance to population and development activities.

43. In reply to questions by the representatives of the Libyan Arab Jamahiriya and Peru, she said that there would be no difficulty in publishing all UNFPA documents in Arabic and Spanish but an extra \$US 90-100,000 per annum would be needed. That sum would have to be included in the intercountry programme publications project and also annexed to the APSS budget.

44. Several members of the Governing Council had made favourable remarks concerning the importance given by the Fund to improving the situation of women by giving special attention to their needs in the context of population

programmes and by providing them with the opportunities aimed at increasing their participation in those programmes. Special measures to ensure that women's interests were taken into account in project design had become a requirement for development and appraisal of all UNFPA-supported projects. A one-page summary format provided concrete information on the extent and nature of women's participation in the project activities and their benefits from the results. It was recognized that it was not enough to include women in the initial project designs; the effective implementation of those designs had to be monitored. That factor would be specifically considered in the new committee structure, which reviewed not only the approval of new projects but also the monitoring and evaluation of their implementation.

45. She welcomed the suggestion by the representative of Switzerland regarding the review and assessment of population programmes. The focus of that exercise was precisely on the factors and conditions that facilitated or prevented the achievement of programme objectives. The case studies currently under way in eight countries as part of that study were expected to confirm the importance of socio-cultural characteristics in the design and operation of population programmes. As the representative of Denmark had pointed out, many of the oldest and largest country programmes, particularly in Asia, had not been completely successful. It was for that reason that case studies were being undertaken in India, Pakistan, Bangladesh and Nepal.

46. Taking those and other results of the review and assessment into account in the development of new strategies for national programmes would help to correct the course of family planning programmes in those countries where they were still insufficient. As had been suggested by the representative of the Federal Republic of Germany, the study would render possible the incorporation into the new sectoral and regional strategies of the types of programmes that were most efficient in the various national settings. It was indeed possible, as had been suggested, that the strategy for implementation of UNFPA assistance to sub-Saharan Africa might prove applicable to other regions.

47. She welcomed the support expressed by members of the Governing Council for the Fund's proposed intervention in the area of AIDS prevention and control, which was closely linked with mother and child health and family planning and also had important demographic, social and economic implications. The Fund's collaboration with WHO ensured that its intervention would be productive. The Fund was participating actively in the meetings of donors held to discuss the AIDS medium-term plans of several countries in Africa and expected to be able to indentify areas for UNFPA financing which would contribute to overall national AIDS programmes. Several of the regional programmes contained references to AIDS-related components. The Fund had arranged to second one of its technical officers to the Special Programme of AIDS at WHO Headquarters. She would report to the Governing Council in 1989 on progress in that area, as had been requested by several delegations.

48. The Fund appreciated the suggestion by the representative of Norway that UNFPA should concentrate its support on information, education and communication for the prevention of AIDS. The important considerations raised by the representative of France to the effect that the emergence of AIDS had brought new light into the neglected area of adult mortality were well known. The Fund's recent contribution to the Population Division of the United Nations for the study of the demographic impact of AIDS was in line with that concern.

49. In reply to the representative of Guatemala, she referred to the information contained in the written version of her opening statement. In the Central American subregion, UNFPA proposed to undertake activities in close collaboration with other organizations of the United Nations system in the context of the special plan of co-operation for the region sponsored by the Secretary-General. Such activities included regional training and population data collection and analysis, the promotion of family planning, with emphasis on safe motherhood, and the promotion of activities addressing the needs of vulnerable groups in the subregion, particularly displaced people. UNFPA activities would also include a population and environment component and would strongly emphasize the exchange of experience among the countries of the subregion. In that connection, UNFPA was recommending that the Governing Council approved a post for Central America to co-ordinate and enhance country programmes and to propose regional activities.

50. Regarding the suggestion by the representative of Finland that the threshold level of female literacy should be 50 per cent rather than 40 per cent or under, as proposed in the priority country paper, the statistical analysis which had been made had shown that there would be no change either in the total number or composition of the resulting priority countries from those obtained in the UNFPA proposals. It should, however, be pointed out that the 57 priority countries included some in which the female literacy rate was over 40 per cent, since they satisfied at least two criteria other than that of the female literacy rate.

51. She welcomed the endorsement by the representative of Poland of UNFPA's proposal of \$US 750 should be the threshold level for per capita GNP. Regarding the concern expressed about countries with per capita GNP higher than \$US 750, she would like to emphasize that all developing countries were eligible for UNFPA assistance and that the Fund provided assistance to almost all countries with indicative planning figures. While it was not explicitly stated, the Fund also provided assistance in a more flexible way to countries with a per capita GNP between \$751 and \$1,500 as compared to those with very high levels of per capita income.

52. She had noted the suggestion by the representative of Poland that differential mortality should eventually be included as a criterion and the suggestion by the representative of the Soviet Union that a composite index be devised. They were both excellent suggestions but required more data, and more sophisticated data, than were so far available in the developing countries.

53. She welcomed the support voiced by a number of representatives for the proposals contained in the priority country paper (DP/1988/38). The Fund had experimented with a number of alternatives for the designation of priority countries but had no substantive reasons to change the criteria already approved by the Governing Council in 1981 and, consequently, was proposing to continue the current procedure.

54. Data on female literacy rates having become available, the Fund was in a position to include that element. While UNFPA would have liked to reduce the number of priority countries, the inclusion of female literacy increased the number slightly.

55. The question of revising the threshold of demographic indicators, while having no effect on the resulting number of priority countries, was a valid one since the Governing Council had stipulated that the criteria should reflect changes over time in demographic conditions. A number of ways could be used to determine the revised threshold levels but the Fund had selected the criterion of average change in developing countries. It should be emphasized that, under that definition, those countries which were worse off automatically satisfied the revised level of the criteria.

56. The representative of Canada had suggested the inclusion of further demographic criteria in addition to the eight resource allocation criteria contained in Governing Council resolution 81/7. In that connection, it should be noted that the global concept of concentrating resources in needy and deserving priority countries was a separate issue from the manner in which resources were allocated to individual countries. In her view, the two should remain separate.

57. The representative of Canada and the Netherlands had raised the question of including population increment in priority country designation as well as in resource allocation. However, the Governing Council itself had recommended its inclusion in resource allocation criteria.

58. The guidelines on programme support did not represent a new policy resulting from the increase in the number of priority countries but constituted the explicit reinforcing of an existing policy to provide flexible support to priority countries. Those had already been submitted to the Council in 1986 in document DP/1986/38.

59. The proportion of expenditure for the equipment component had increased from 35 per cent to 49 per cent in priority countries, mainly because of the equipment component in MCH/FP projects and contraceptive supplies and equipment in MCH/FP projects, such as laproscopes, IVD/MCH equipment in supplies to clinics. Population census projects, particularly in Africa, also contained a substantial equipment component.

60. The rise in expenditure in priority countries was not attributable to the few large countries but to an increase in all priority countries, large and small.

61. The specifics of individual countries determined the UNFPA approach to the nature and content of population programmes in developing countries and were based on needs assessment, country programme evaluation, sectoral reviews and government priorities. Staff input and flexible terms of assistance were critical in that regard.

62. With regard to the question of using a single demographic indicator as an obligatory criterion, it was almost impossible to define a single dimension of the population problem, such as fertility, mortality, population growth or population increment, as being the most important and most uniform population factor in all developing countries. Regarding the modification of the two-thirds to three-quarters target, it should be remembered that UNDP committed 80 per cent of country IPFs to countries with a per capita GNP of less than \$750.

63. The representative of Finland had expressed the view that it would have been preferable to have presented the UNFPA response to the Jansson Report and to General Assembly resolution 4282/196 as a formal Governing Council document rather than as an information paper. The information note did however present a comprehensive overview of UNFPA's views on those topics, as well as on the various initiatives which the Fund had taken to strengthen co-ordination.

64. She had taken careful note of the views expressed by delegations regarding the recent efforts of UNFPA to increase the co-ordination of inputs with the UNDP country programming process, and would seek to continue to enhance co-ordination in that area. In that connection, the ideal approach would be to synchronize programming cycles and to provide an overall framework for assistance for all organizations by aligning all programmes, with the Government development plan as the frame of reference.

65. Moreover, the Resident Co-ordinator could increase co-ordination by means, for example, of a joint review of each organization's programme prior to its finalization and by preparing a joint country development co-operation note. As stressed in the UNFPA information note, co-ordination was meaningful only when it was reflected in and took place at the country level. At the same time, it had to be recognized that there were good reasons why the programming approaches of organizations differed. For example, as had been recognized in the Jansson Report, UNFPA like UNICEF had an advocacy role, whereas UNDP did not, and that affected programming.

66. UNFPA had provided the Governing Council with 35 official documents supplemented by 10 informal information papers in order to provide the fullest possible information on its work. The Fund would study closely the many useful suggestions and observations which had been made by delegations. She warmly thanked the Governing Council for the highly constructive and useful dialogue and exchange of views that had taken place.

The meeting rose at 5.05 p.m.

