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UNITED NATIONS POPULATION FUND

REPORT ON THE IMPLICATIONS FOR POPULATION PROGRAMMES OF THE
AMSTERDAM DECLARATION AND ON EFFORTS TO DEVELOP FURTHER
THE ANALYSIS OF RESOURCE REQUIREMENTS FOR
INTERNATIONAL POPULATION ASSISTANCE

Report of the Executive Director

Summary

This report of the Executive Director is submitted to the Council in response to General Assembly resolution 44/210 at its forty-fourth session requesting the Fund to examine the programme implications of the Amsterdam Declaration and report on progress in the analysis of resource requirements for international population assistance. It refers to programme issues stemming from the review and assessment study in the three sectors of population activity as discussed in the Amsterdam Forum against the backdrop of demographic, social and economic development perspectives. The report proposes a pattern of increased contributions from national and international sources for the decade ahead as well as measures for ensuring optimum levels of co-ordination towards the goal of strategic planning. This report contains a set of recommendations of the Executive Director on these and other issues.

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INTRODUCTION

1. In preparation for UNFPA's twentieth anniversary in 1989, the Executive Director informed the Governing Council of the Fund's intention to conduct a wide-ranging review and assessment of the status of population programmes around the world, focusing on the experience accumulated after almost three decades of intensive national and international population activities. Noting the need to improve the quality, impact, effectiveness and outreach of all population programmes and projects assisted by UNFPA, she stressed that this could be accomplished only through an in-depth analysis of the factors that either inhibit or facilitate the success and effectiveness of such programmes and projects. UNFPA therefore found it necessary to conduct a review and assessment of the population field, particularly in view of the increasing demands for and the current stagnation of international resources devoted to population assistance. The Council welcomed the Executive Director's proposal and requested that she provide a special report on the completed review and assessment to the Council at its thirty-sixth session in 1989 (decision 87/30).

2. The review and assessment lasted two years and covered the experiences not only of UNFPA but of other organizations as well. The study comprised an analysis of overall issues, three sectoral reviews (population data, policy development and planning; maternal and child health and family planning (MCH/FP); and information, education and communication (IEC)), eight country case studies, four regional reviews and numerous expert meetings. Based on the findings and conclusions of the various studies, the Executive Director reported to the Governing Council at its thirty-sixth session (document DP/1989/37), proposing a number of strategies designed to improve the conditions under which population programmes are implemented. The Governing Council endorsed "the general population goals and approaches for the 1990s identified in the report" and urged the Executive Director "to tailor these to the circumstances and needs of the countries and regions concerned" (decision 89/48). The Council also welcomed the initiative of UNFPA to convene an international forum and requested that the Executive Director "develop a comprehensive international population strategy to be submitted to the international forum for its consideration".

3. In addition to the numerous substantive issues disclosed by the study, the Executive Director's report to the Council stressed several important concerns about population assistance in general. The way in which Governments, bilateral agencies and multilateral organizations address these concerns will influence the extent to which population and development goals are to be achieved between now and the turn of the next century. These concerns may be summarized as follows:

(a) Although the interrelationships between population and development are widely recognized, development planning, as conducted in most developing countries, still fails to integrate programmes and actions directed towards complementary population goals. Besides gaps in methodology, which must be closed as a matter of great urgency, lack of political commitment is the most common obstacle to such integration. Political commitment refers to the involvement of government leaders at the highest levels, as well as of development planners, in the rigorous and effective pursuit of population policy objectives. This must be accompanied by the requisite mobilization of government officials and the population at large, and the commitment of the commensurate levels of human, financial, and technical resources;

(b) The wide scope of understanding of the intersectoral nature of population problems that has been acquired in two decades of consistent expansion in population programmes has served to underline

the need for co-ordinating national efforts. This refers, *inter alia*, to increasing concerns about such issues as population aging, regional planning, population redistribution and the linkages between population and social development. The review and assessment has shown that population policies employing single-sector approaches encounter numerous complex difficulties. Thus, genuine, complete intersectoral integration is a goal to be pursued;

(c) There is a growing awareness among all concerned of the need to act in concert to resolve global development issues, which are themselves intricately interconnected. Population plays an important role with regard to environmental concerns and sustainable development. It does so in relation to the level and use of resources, the status of women, the extent of poverty and the impact of structural changes. The resolution of these issues requires integrated action on the part of international assistance organizations as well as a high degree of co-ordination at the national level. For population programmes to succeed, complementary resources would have to be raised for synchronized efforts to provide basic health services to mothers and children, educational opportunities to girls, and employment and income security to impoverished families and particularly for women;

(d) Actual and potential demands for financial resources are much larger than the sector can afford today. In constant dollars, global international assistance to population has remained at around US\$500 million. Actually, governmental resources account for nearly two thirds of the US\$4 billion to US\$4.5 billion estimated as total resources available for population programmes. UNFPA estimated in its report to the Governing Council that a doubling of this annual amount, to US\$9 billion, would be necessary by the year 2000 if the United Nations medium population projection is to be reached.

4. In view of the nature of the conclusions of UNFPA's review and assessment exercise, which, among other things, stressed the need for intensified collaboration between Governments, non-governmental organizations (NGOs) and the international assistance community, as well as for complementarity of effort among international agencies, the Fund organized, in co-operation with the Government of the Netherlands, an international forum to move forward the process of consensus. The Governing Council welcomed the convening of such a forum as an important step in further delineating the major issues and needs regarding population policies and programmes in the future (decision 89/48). The International Forum on Population in the Twenty-first Century took place in Amsterdam on 6-9 November 1989. Forum participants -- ministers, senior government officials and population experts from 79 countries - - discussed ways to implement population policies and programmes more effectively and recommended strategies for mobilizing resources to support future population policies.

5. The Forum adopted the Amsterdam Declaration entitled "A Better Life for Future Generations", which was subsequently submitted to the General Assembly at its forty-fourth session. The General Assembly adopted resolution 44/210 on "Future needs in the field of population, including the development of resource requirements for international population assistance". The General Assembly stressed "the importance of taking duly into account the outcome of the Forum in the preparations for and the deliberations of relevant forthcoming United Nations conferences, particularly the proposed international meeting on population in 1994 and in the preparations of the international development strategy for the fourth United Nations development decade". The General Assembly also requested the Executive Director: "(a) to bring the results of the Forum to the attention of Governments, United Nations organizations and non-governmental organizations; (b) to examine, in particular, the implications for population programmes of the Declaration and to develop further the analysis of resource requirements for international population assistance; and (c) to submit a report thereon to the General Assembly at its forty-fifth session, through the Governing Council of the United Nations Development

Programme and the Economic and Social Council". This report has been prepared in response to that request.

I. THE DEMOGRAPHIC SITUATION

6. The gains made in the population field since the 1974 World Population Conference in Bucharest, Romania, are impressive. Not only have changes taken place within individual sectors, but several global developments are significant: (a) the changing perception of individual countries with regard to population issues, in particular of the need to intervene directly and actively to moderate population growth rates and alter patterns of population distribution; (b) the ever-increasing number of countries that are formulating explicit or implicit policies aimed at modifying demographic behaviour; (c) the mounting number of countries that are providing governmental support, directly or indirectly, for measures or instruments to change fertility, mortality, migration, role and status of women, etc.; (d) the expanding capacity of developing countries to formulate and implement national population policies; (e) the growing availability in developing countries of trained staff to undertake population activities; (f) the deepening national commitment, in both financial and political terms, to population policies and programmes; and (g) the inclusion of population as a legitimate issue on social, economic, environmental and other development agenda, both at global and national levels.

7. Some of the important factors contributing to these positive developments include: (a) the emergence of population as a matter for public policy at the 1974 Bucharest Conference and the adoption at that Conference, by international consensus, of the World Population Plan of Action (WPPA), a policy document that has since served the population community as a framework for the formulation of population policies and programmes undertaken at the country level for the provision of international technical co-operation; (b) the catalytic role played by the international population community; and most important (c) the deepening political commitment and the financial support to population activities manifested by the developing countries themselves.

8. These gains notwithstanding, 5.3 billion persons will inhabit the globe by mid-1990. More than three quarters of this total, or almost 4 billion, will be residing in developing countries. Population growth rates are declining in every key region of the world except Africa, where annual rates exceed 3 per cent and are projected to continue at this rate until the turn of the century. While death rates in developing areas now generally match those of the developed world, the birth rates of the former are more than double those of the latter. As a result, the fertility levels in many developing countries continue to be far too high, in particular in terms of the health, social well-being and welfare of the people.

9. The remarkable increases in life expectancy, the substantial but insufficient decline in fertility and the record rates of urban population growth in developing countries are some of the demographic processes that are bound to have enduring and transformational significance on the world scene. Such demographic developments have had, and will continue to have, major consequences. For example, developing countries will account for well over 90 per cent of global population growth for the foreseeable future. Moreover, the appearance of many more gigantic populations than now exist in the developing regions will undoubtedly affect global, regional and national politics and policies. Although the population trends during the remainder of this century are to a large extent predetermined by past trends, the precise course of action taken today, if decisive and effective, will affect not only future population size but the very society from which demographic processes evolve.

10. In responding to the request of the General Assembly, the following chapter focuses on the programme implications of the Declaration emanating from the International Forum on Population in the Twenty-first Century, which considered the conclusions of the UNFPA review and assessment exercise. The chapter after that examines the current resource situation and reports on the ongoing UNFPA analysis of the issues concerning resource needs, the prospects for resource mobilization, as well as the ways to ensure a more effective use of resources. The report then proposes various measures to improve the performance of population programmes, pertaining both to the national and international levels. The report concludes with a brief discussion of some of the significant recommendations of the Amsterdam Declaration, as well as with recommendations of the Executive Director to the Governing Council.

II. PROGRAMME IMPLICATIONS

11. The review and assessment examined a number of factors that cut across all sectors and thus apply to the population field as a whole. Some of these are developed in detail in subsequent chapters below, as they correspond to the specific focus of this report. These include issues related to the mobilization of resources, the co-ordination of activities and of donor assistance, and the enhancement of monitoring and evaluation mechanisms in order to improve the quality and effectiveness of population programmes. The report examines several other critical issues as well. The first such issue is the need for a high and visible level of political commitment on the part of government officials and programme personnel to undertake activities designed to neutralize or minimize frequent constraints to programme formulation and implementation. Political commitment, when accompanied by the priority allocation of financial and technical resources, enhances the probability of success and heightens prospects for a favourable outcome. Second, it is important that research agendas be linked to the needs of programmes and geared to produce the types of information that are useful to development planners and policy-makers. The main areas requiring improvement include the effective application of research results in policy and programme decisions and the systematic exploration and testing of programme approaches and interventions. The third issue involves the continuous and systematic development of human resources. This will require intense and sustained support to strengthen training institutions, particularly for conducting research and for providing training in a multidisciplinary approach to policy analysis. Such support would help bridge major gaps that are evident in the development and updating of formal staff training plans. Effective training plans would, in turn, assist in retaining trained nationals by ensuring the proper assignment of personnel and the development of favourable career development schemes. Fourth, gender considerations in programme design, taking into account specific needs, roles and contributions of both women and men, provide another important determinant of population programme performance. Fifth, the long-term process of institutionalization by which programme activities continue after termination of external support requires the full participation of all concerned from project design through project implementation.

12. For the sake of simplicity, as well as for analytical reasons, it is useful to consider the broad field of population as comprising three interrelated sectors: (a) maternal and child health and family planning, which carries the highest priority; (b) policy development, comprising the areas of policy research, population and development planning, population policy formulation, and population data collection and analysis; and (c) information, education and communication activities in support of the other two sectors. The review and assessment exercise, as well as the International Forum on Population in the Twenty-first Century, identified several issues in each of these sectors that will be critical for population programmes in the future. They are discussed below.

A. Maternal and child health and family planning

13. Maternal and child health and family planning are mutually interrelated and complementary. Greater attention will have to be given to maternal health in future, however, since it has been a relatively neglected area by both the international community and national authorities. It is also one of the areas of greatest disparity between developed and developing countries. Since past experience suggests that conventional health policies and programmes have been relatively ineffective in improving the health of mothers, maternal health policies in future must be based on a clearer understanding of socio-cultural factors relating to pregnancy and childbirth and of the indigenous systems of birth care in each developing country.

14. The specific goals outlined by the Forum directly concerning the health of women and children refer to the reduction of maternal and infant mortality and the increase in contraceptive prevalence in developing countries. For these goals, which constitute a considerable challenge in the MCH/FP field, to be met, the improvement of the coverage and quality of services is of paramount importance. Efforts will have to be directed to making services more accessible, to improving their effectiveness and to designing them so as to reach underserved populations. This will require widespread application of successful approaches already under way in some countries, as adapted to local conditions. Ideally, services should be provided through as many modes of delivery as possible, in both the public and private sector. However, given limited resources, cost-effectiveness considerations should guide decisions on which and how many of these modes should be employed in a given national situation.

15. To gain maximum benefit from available funds, it will be necessary to analyze the cost-effectiveness of all the various modes of service delivery, including such support functions as duration of training of service deliverers, frequency and quality of supervision, means of transporting supplies, and so forth. Such analyses should be extended to modes of delivery in the private sector. Indeed, increasing the provision of services through the private sector may be an important way of maintaining programme viability, in that it may free up public resources which can be used to address the needs of underserved, unconvinced, economically disadvantaged and rural or remote groups.

16. Providing the widest possible selection of contraceptives will help ensure that all couples have an opportunity to assess and meet their needs in the way most appropriate to their social, economic and cultural conditions. Accomplishing this will require continuing efforts to heighten political commitment among policy-makers and to secure the allocation of requisite national financial and human resources.

17. Whether examining the need for new or improved contraceptives or seeking understanding of the influence of socio-cultural factors on the demand for health services and family planning, research in a wide range of disciplines is a clear option for increased and better oriented financial support. Important issues in the context of research on the development of contraceptives range from how to implement contraceptive development in the face of limited commercial interest and financing, through the determination of the most efficient method for delivering contraceptive services and supplies, to the transfer of new technology in diverse social and institutional settings. As shown in the review and assessment and other studies, it is becoming more and more obvious that greater public-sector investment will be needed to carry on contraceptive development research. Social science research must therefore be supported to fill serious gaps in knowledge on such issues as the social, cultural and economic determinants of family size; social and cultural determinants of sexual behaviour; knowledge, attitudes and practices concerning contraception; and traditional customs concerning reproduction, including

pregnancy and delivery, that often condition the acceptance of specific family planning methods. Assistance will have to be provided to individual countries so as to enable them to identify their research priorities and support the national research agenda.

18. However, the key in the development of any programme is the availability of adequately trained human resources. It has been a universal experience that a continuous supply of human resources at national and subnational levels has to be maintained over a long period to sustain development. This raises the question of how long should institutional support be provided to develop local capabilities to ensure the availability of qualified and skilled individuals. Training activities are necessary in a wide range of disciplines and should be organized within the framework of a formal staff training plan. The needs range from training in basic obstetrics to training in research methodology and in public health administration or management. For example, managers need further training in the use of data for decision-making and in how to organize training, supervisory, logistical and other support systems more efficiently. Moreover, service personnel should receive training specifically designed to heighten their understanding of the health benefits of family planning as well as of the various methods of contraception and standards for provision of services. Such training should include special modules addressing the implications of introducing contraceptive methods not previously available or the counselling of special groups such as males and adolescents. A related objective of long-term institution building is to support the training of an adequate number of technical personnel, especially programme managers, so as to enable them to become self-sufficient in carrying out expanded MCH/FP programmes.

19. Another important issue in the field of development, that of co-ordination of activities, has special connotations in the population and health field. Indeed, in order to maximize the efficiency and effectiveness of population activities, all future UNFPA programmes must consistently and systematically seek a better co-ordination of activities among the various development sectors at the national level and among the international assistance agencies active in the population field. The Amsterdam Forum reaffirmed, through the population goals proposed in the Declaration, the need to improve living standards and the quality of life of the people. This aim cannot be reached without a close collaboration between the health sector and other sectors, particularly those involved in promoting the participation of women in decision-making and in the management of socio-economic development programmes.

20. The co-ordination of international assistance is critical for success in the design and implementation of health programmes. At a time when many developing countries face adverse economic situations and a painful restructuring process, it is essential, through international assistance, to ensure a more efficient use of limited available resources. For its part, UNFPA will have to continue to increase its efforts to improve the co-ordination of the various components of national population programmes and to support joint MCH/FP programmes with the United Nations agencies most often involved with the health of mothers and children, particularly the United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the World Bank.

B. Policy development

21. With regard to research and policy analysis, three points deserve immediate attention. First, the targeting of interventions aimed at mortality and fertility assistance is inadequate in that such assistance is not always directed at those most in need. For example, women, who often are among the poorest groups of society, are trapped on a reproductive treadmill of high infant mortality, ill-health and high fertility. There is clear evidence that population assistance programmes should more effectively reach

groups at highest risk and in greatest need. This is perhaps the one area in which population assistance can make a clear contribution to economic development.

22. A second concern is the lack of complementarity between development policies and population policies. Notwithstanding the general acceptance of the twin goals of integrating population into development planning and of deciphering the relevance of development factors to population variables, efforts thus far have been almost totally one-sided, essentially focusing on the first of these goals. The net result has been that development policies continue to have indirect, negative effects on population variables, which, in turn, has generally detracted from the success of population programmes. Notable examples in this regard are fiscal policies that distort economic incentives in rural areas. Such policies result in low growth rates in employment, promote inequality in income between rural and urban areas, exacerbate fertility differentials between rural and urban areas, and promote excessive rural emigration. These forces are so strong and pervasive that they are likely to cancel out the expected benefits of population assistance programmes.

23. A third concern is insufficient attention to population distribution and migration. These variables have powerful intersectoral ramifications, particularly on rates of urban growth, depletion of natural, human and agricultural resources in rural areas, degradation of the environment, shifts in the age distribution in society (often with only the very young and elderly remaining in rural areas), and focus on sectoral planning as regards employment and human resource development, among others. Indeed, unanticipated migration can redistribute population in ways that result in rapid population growth and related problems, far in excess of what would be attributable to fertility alone. Moreover, research and policy analysis have found persuasive evidence that migration affects fertility not only directly, but also indirectly through its impact on income inequality, exacerbating or reducing it. Most important, many interventions to influence patterns of migration -- and thus income distribution, urban congestion, environmental degradation and fertility -- need not involve costly capital outlays.

24. The process of undertaking research and policy analysis, with a view to strengthening strategic intervention in developing countries, will require considerable revamping. There is a dearth of policy analysis and programme-related research in the field of population. Both the acute shortage of well-trained professionals in this discipline and the absence of institutions specializing in policy and programmatic research are generally responsible for this situation. The content of research and policy analysis will have to be substantially refined and new modalities identified to ensure that research findings are applied to policy formulation and programme development.

25. In most developing countries, Governments accept the view that population variables affect, and are at the same time affected by, other socio-economic development variables. However, the concept of "integration" does not have a single standardized or agreed-upon meaning. The meaning of "integration of population and development" can range from a broad scope, in which population variables are explicitly considered in development policies and plans, to a narrower one, in which only the statistical implications of selected demographic variables, such as fertility, on isolated socio-economic development variables, such as schooling, are considered in the planning process.

26. A second concern is the lack of appropriate data and population analysis for planning. Population data and research have not been provided in the past to the planners in a technical language and format that are familiar to them. Many such efforts have been from the demographic perspective, principally the translation of exogenously prepared population projections into quantitative demands for sectoral

planning. Demographic elements have not become endogenous to plans, nor has there been sufficient feedback between demographic and economic projections. Furthermore, there is a general lack of econometric analysis of demographic variables, without which incorporating population into development planning will be difficult. Such analysis would require both the development of methodologies and the undertaking of empirical work.

27. The third concern is for establishing or strengthening institutional arrangements for integration. Although many countries have created population units for this purpose, a number of issues are still unresolved. For example, where, within the government structure, should the population unit be located? Should only one population planning unit be established at the central level in the planning ministry, or should different population units be set up within the sectoral ministries? What type of required institutional arrangements would be more suitable at subnational levels? What should the population unit's scope and functions be? How should the network of planning-related units be built up at different levels and different sectors, and what should the hierarchical and functional linkages between all units be? What should the legal status of the population unit be? What should the number and skills of the population unit's personnel be.

28. The area of population data collection and analysis has made demonstrable gains during the last decade-and-a-half. All but a few countries have taken a national census; basic descriptive analysis of population is now available for a large number of developing countries; dynamics of fertility and contraception are better understood today in many countries through the World Fertility Survey Programme, Demographic and Health Surveys, and other field investigations; and availability of trained census statisticians in the developing countries has also greatly improved.

29. Despite these gains, the first concern in the field of data collection and analysis continues to be the lack of systematic institutionalization. Population data collection activities, whether through the censuses, vital registration systems or sample surveys, need to be fully integrated into a country's statistical machinery. They should not continue to remain *ad hoc* and irregular. Future demands on data collection will arise from policy, planning and programme considerations. Increasingly, policy and programme interventions will need to be aimed at special target groups -- landless labourers, urban poor, youth, the elderly and others. Data collection, tabulation and analysis should become more gender-specific and gender-sensitive. As pointed out in the review and assessment, the availability of integrated statistics will be fundamental in the formulation and evaluation of programmes for these special groups. For these and other reasons, institutionalization of activities related to population data collection and analysis within the national statistical machinery is of the highest priority.

30. Another concern is the need to adapt rapidly and efficiently to technological developments affecting data compilation. Technological developments are important not only for processing data, but also for experimenting with new methods of data collection and analysis. For the full exploitation of these advances, a careful plan of human resources development and training would be required. It is essential that human resources planning, computer software development and computer hardware manufacturing keep pace with technological advances in the future.

C. Population information, education and communication

31. One of the critical issues identified by the review and assessment exercise and impinging directly upon the IEC sector is the need for development of political commitment at all levels. To help accomplish this, communicators will need to devise the most effective communication strategies addressed to the national political leadership, while information and media experts will need to devise innovative approaches to help raise levels of public awareness. To ensure longer term public support and heightened political commitment in future, education specialists should institutionalize population education in schools so that the next generation of adults will be more understanding of and more responsive to population and development issues.

32. There is also a need for countries to develop strategies for national population programmes. Issues such as building up local resource capacity or increasing public awareness of the complex interrelationship between population and development cannot be resolved through interventions that focus on individual sectors or on individual areas. Rather, strategic planning that cuts across all sectors is required to forge frameworks for effective action.

33. In order to implement strategies effectively, programmes will have to be tailored to the needs and perceptions of the people to be served. This will require further investments in training and research, particularly qualitative research among target audiences. Segmentation of audiences based on the proper understanding of each audience's characteristics is arguably a first step for applying communication techniques and for developing appropriate messages reflecting the audience's interests and concerns. Attention will also have to be paid to appropriate use of language and culturally acceptable images and overcoming traditional top-down communication approaches.

34. With a comprehensive IEC strategy, planners will be able to take into account the needs of political decision-makers as well as those of underserved groups in the society -- youth, newly-weds, men, rural women. To ensure effective outreach, communication and education personnel will need to be involved in programme planning in order for the resulting programmes to reflect essential communication principles. Co-ordination of these efforts within Governments and among external assistance agencies is needed, to help overcome the tendency towards intersectoral and inter-institutional rivalries.

35. The review and assessment exercise and the Amsterdam Forum emphasized the expansion of services and information concerning affordable contraceptives and exhorted Governments to enlist the aid of all relevant structures, including NGOs. To help achieve these aims, information and communication specialists will need to strengthen efforts to mobilize the mass media and to engage the most effective channels of interpersonal communication.

36. Population information specialists will need to continue their efforts to build and maintain public awareness of population and development issues. Although considerable progress has been made in assisting the media in developing countries to build capacity for reporting on population, much remains to be done. Many countries lack an adequate resource base and trained staff, and the existing structures need continuing encouragement and guidance to create the essential linkages between population and other development issues, such as the environment, economic development and the status of women.

37. Such encouragement and guidance must come from the international population community. This was clearly understood by the participants of the Amsterdam Forum, who repeatedly stressed the value

of information, education and communications activities in developmental work in general and in population programmes in particular. Indeed, the Amsterdam Declaration identified the heightening of community awareness and participation at all levels in the formulation and implementation of programmes and projects as one of the seven main pillars on which the attainment of population goals and objectives should rest. The Declaration also called on UNFPA to strengthen further its capacity to foster international awareness creation.

38. Promoting awareness, both in developed and developing countries, of social, economic and environmental implications of national and international population problems is, of course, one of the primary aims and purposes of UNFPA, as mandated in ECOSOC resolution 1763 (LIV) of 18 May 1973 and reaffirmed in ECOSOC resolution 1986/7 of 21 May 1986. In this context, UNFPA is fully committed to moving quickly and decisively to answer the call put forth by the Amsterdam Declaration. This can be done effectively and efficiently within the framework of the Fund's information strategy, adopted in 1987 as an integral part of UNFPA's interregional programme for 1988-1991. The strategy is aimed at (a) promoting a continuing dialogue and exchange of information on population and related development issues, (b) promoting greater awareness and understanding of UNFPA's activities, (c) providing information support to national population and development programmes, and (d) assisting in resource development. Taken together, the four components of the strategy form the core of the Fund's publications, audio-visual aids and other information and awareness-creation activities which seek to maintain a consensus at both the international and national level on the importance of population issues and to stimulate a high level of debate on the interrelationship of population and development, as well as on other topics of interest in the field of population.

39. The Amsterdam Forum also suggested that the critical indicators for success in population programmes should include the education and employment of women. This requirement implies that major special initiatives are needed to assist in reducing the numbers of female school drop-outs and the high rates of female illiteracy.

40. As the review and assessment demonstrated, population education is a rapidly developing sub-sector which is already consolidating its approaches and methodologies. However, there are still considerable differences among countries as regards their stage of development in this sub-sector. For example, some countries need only to refine approaches, while many other countries have yet to launch such activities. In planning population education programmes, the importance of introducing concepts at the primary-school level should be considered, especially since students at this level are forming values which will guide them through life. They can learn that their actions have consequences and that they will need to assume responsibility for them. The Amsterdam Forum also stressed the importance of reaching primary-school children with population education as a means of reducing drop-out rates among girls. Finally, population education planners will need to re-examine population content and concepts proposed for/by school systems in order to determine priorities in the face of a crowded curriculum.

D. Working towards common goals

41. Implementing the recommendations of the review and assessment and putting into effect the terms of the Amsterdam Declaration require the commitment of Governments and the international community alike to work towards the common goals visualized for the next century. For these goals to be achieved, the remainder of the twentieth century presents a major challenge to all involved. This refers to the build up of the human, institutional and financial resources required to expand population programmes, to ensure complementarity with other development actions and to improve their quality and effectiveness.

But it also refers to the need for ensuring that population concerns are fully taken into account in United Nations deliberations and conferences. In this regard, UNFPA will continue to provide the inputs necessary to make possible the incorporation of population concerns throughout the United Nations system of operational activities in line with General Assembly resolution 44/211. In the same vein, UNFPA is actively contributing to the deliberations concerning the International Development Strategy (IDS) for the next decade and is proposing specific steps to bring population concerns into the preparatory stages for the 1992 United Nations Conference on Environment and Development. Plans are being readied for similar actions with regard to the discussions on the revitalization of economic growth and development, the Conference on Least Developed Countries and the Summit for Children, each of which is to take place this year.

42. The results of UNFPA's continuing analysis of the costs involved, the possible sources of financing and their respective shares of the total costs as they apply to the decade of the 1990s are briefly considered in the next chapter. This is followed by a review of the actions to be taken at the national and international levels to ensure the optimum use of resources through the establishment of new mechanisms to enhance co-ordination of efforts, and measures directed to attain a high level of effectiveness in population programmes.

IV. THE RESOURCE SITUATION

A. Current trends

43. The critical role of financial resources required in the future must be given far more urgent attention than here-to-fore by all the parties concerned. Existing mechanisms and modalities for funding must be strengthened and/or new ones created, as necessary, to carry on an open and a continuing dialogue among all these parties about their roles and contributions in the field of population.

44. While political support, organizational skills, technical competence, management capabilities, and, in general, efficient use of available resources are critical for the success of population programmes, the basic constraint to the expansion of programmes is the lack of an adequate level of financial resources committed to population. Despite its importance, the amount of resources, domestic and external combined, that is currently being spent on population programmes of developing countries is not accurately known. It is estimated that annually a total of US\$4 billion to US\$4.5 billion is spent on all population programme activities, including family planning services.

Domestic resources

45. Equally important as the financial resources required are the institutions and trained staff needed to implement programmes. Population programmes, by definition, are multi-sectoral activities, requiring a whole range of skills and specialties. The developing countries do commit large numbers of personnel -- professional, managerial, administrative and field-level workers -- to implement their national programmes. Although the dollar value of such contributions may appear small, essentially because of lower wage levels and unfavourable national exchange rates, the commitment of human resources to population activities should be appreciated while discussing the allocation of domestic resources to population programmes in developing countries. Nevertheless, developing countries have to increase these and other contributions to population programmes in the future.

46. National self-reliance, the ultimate objective of technical assistance, demands that in the long run, the resources, both financial and human, required for population activities, like those for other development activities, should come from domestic sources. However, there is an enormous variation among developing countries in the extent to which they can and do provide domestic resources. Although it is extremely difficult to obtain a precise estimate of the amount of money that developing countries themselves spend on population activities, it is generally agreed that in 1988 about two thirds of aggregate resources for family planning activities, that is about US\$3.0 billion, came from domestic sources of developing countries as a whole. While this is so in aggregate terms, it is not uniformly so in all developing countries; the national contribution is under 20 per cent in 56 developing countries, 20 to 50 per cent in another 25 countries, and higher than 50 per cent in only 7 countries. Only in China and India is the national contribution over 85 per cent.

47. Although it is evident that national contributions to population programmes should increase in the future in many developing countries, the bulk of sub-Saharan African countries and other least-developed countries -- where the number of couples practicing contraception has to increase substantially -- will find it extremely hard to raise the additional monies needed in the face of debt crises, structural adjustment programmes and bleak prospects for economic growth in the 1990s. This is also true of a number of better-off developing countries undergoing structural adjustment programmes.

48. An important policy shift -- one that would not only release additional funds for population, but would also accelerate the pace of fertility and mortality decline -- would be to redefine development priorities in favour of investing in people. This would involve greater attention to human resource development, higher priority in national budgets to education, health and family planning initiatives, and a considerable reduction in the relative share of military budgets. A modified balance between economic growth, social development and political security could release funds for use in other areas, notably for population programmes.

49. Investing in people continues to receive low priority in most developing countries. This is true whether one looks at growth rates in public expenditures or at shares of gross domestic product (GDP) allocated to health, education, family planning, and the like. For instance, the proportion of GDP in support of education and health in 1986 was the lowest in South Asia at 4.0 per cent, followed by Latin America at 4.9 per cent, Africa at 5.6 per cent, the Middle East at 7.9 per cent and Southeast Asia at 8.2 per cent. By contrast, most European countries spend well over 10 per cent of GDP on such services. Also, the growth rate in public expenditure in the developing countries from 1960 to 1986 increased by only 4.1 per cent for education and only 3.7 per cent for health. By contrast, arms imports in developing countries grew during the same period by 12.4 per cent.

50. The case for investing in people is clear in most African, South Asian, and Latin American countries. After a thorough review of the African situation, the World Bank recently concluded that African countries should set a target of 8 to 10 per cent of their GDP for the development of human resources and 0.8 per cent for family planning programmes. The experiences accumulated in the review and assessment suggest that if developing countries are to be successful in reducing fertility to the levels required by the year 2000, it is imperative that they make an in-depth analysis of their situations, set national targets for population and family planning budgets, and incorporate them into a national strategic population plan. This could then serve as a framework in the 1990s for the resolution of issues related to population, poverty, environment, and structural adjustment.

External resources

51. International population assistance has played and will continue to play a crucial role in initiating and implementing population programmes in the developing countries. The magnitude and character of such assistance to individual countries, however, will keep changing. Countries which are least able to commit their own resources, but have just initiated or are initiating population programmes, would require international assistance on an increasing scale. On the other hand, those countries whose population programmes are achieving maturity would require assistance on a declining scale.

52. One central factor in determining the need for international population assistance in the future will be the projected ability of developing countries, especially the least-developed countries, many of which are in sub-Saharan Africa, to generate and commit their own resources to implement population programmes. Basic economic indicators for the 1980s and projections undertaken by the United Nations unfortunately are far from encouraging in this regard. For example, Latin American countries experienced a 10 per cent decline in per capita income in the 1980s. For African countries, average per capita income dropped by one-third during the 1980s and is not expected to increase appreciably in the 1990s. Indeed, the least-developed countries of Africa are projected, according to the same United Nations study, to experience a decline in average per capita income from US\$217 in 1985 to US\$205 in the year 2000. Similarly, the number of people in developing countries with per capita income below US\$300 is projected to increase, not decrease, by the year 2000. While the relative share of international population assistance will decline in many developing countries, as these countries assume an increasingly larger share of the responsibility for implementing national population activities, the magnitude of international assistance has to grow very rapidly in the 1990s to meet the increasing requirements of the poorest countries, as well as to meet the unmet needs for population and family planning programmes.

53. From 1970 to 1988, international population assistance amounted to US\$4.8 billion. While it generally rose rapidly in the 1970s, it stagnated throughout the 1980s and, in fact, declined in 1987 and 1988 in real terms. Seventeen donor countries provide almost all population assistance funds. Even among these, a total of only 10 countries provide about 95 per cent of all funds. The United States has been the largest donor so far, with its more than \$240 million annually accounting for about 50 per cent of all population assistance. Japan has become the second largest donor, contributing over 10 per cent of the total. The eight other countries making substantial contributions to population assistance include Canada, Denmark, the Federal Republic of Germany, Finland, the Netherlands, Norway, Sweden, and the United Kingdom. International population assistance from all sources, including the World Bank, amounted to \$675 million in 1988.

54. In proportion to GDP, the 17 donors mentioned above have averaged about US\$80 of population assistance per million dollars of GDP over the past six years. The Nordic countries and the Netherlands are substantially above this average; the United States and Canada are at the average level; and Australia, Austria, Belgium, France, the Federal Republic of Germany, Italy, Japan, New Zealand, Switzerland, and the United Kingdom provide substantially less than the average proportion.

55. Population assistance today comprises about 1.3 per cent of total Official Development Assistance (ODA). This is a substantial decline from the near 2 per cent levels experienced in the 1970s. The Nordic countries show the highest proportions, with Norway giving about 5 per cent of its total ODA to population assistance. The United States ranks next in proportional ODA terms.

B. Estimated requirements for the year 2000

56. It is, of course, difficult to establish with any exactitude the total amount of resources required. However, it was estimated at the Amsterdam Forum that, to achieve the demographic scenario depicted in the United Nations medium variant projection for the year 2000, the minimal annual cost in the year 2000 to support population activities is of the order of US\$9 billion from all sources combined, in 1988 dollars. This estimate is based upon an assessment of the annual cost -- from all sources -- for providing family planning services in the developing countries to the 535 million couples that would have to be practicing contraception in the year 2000, as well as for undertaking other support population activities.

57. The doubling of resources needed annually for population programmes -- from the current US\$4.5 billion to the projected US\$9 billion in the year 2000 -- is the greatest challenge facing the population community today. It is a considerable, but not an insurmountable, challenge. In aggregate terms, it would mean only an exponential rate of increase of close to 7 per cent annually during the decade of the 1990s. However, given the broad diversity that exists in national capacities to commit financial resources, the wide disparity in the stage of population programme development in which the various developing countries find themselves, and the great differences that exist among donor countries in the scale of population assistance provided, it would necessitate a differentiated approach to the sharing of the financial burden. It is, nonetheless, necessary that all parties -- national Governments, bilateral and multilateral donors, non-governmental organizations, the private sector, as well as the users of family planning services -- contribute, albeit differentially, the additional resources that are required.

58. The following sub-sections indicate how the US\$9 billion required in the year 2000 can be shared by the various parties. As will be shown, 50 per cent of this should come from domestic sources (government, as well as users' contributions), another 45 per cent from international donors, and the remainder from the World Bank, other lending institutions, and non-governmental organizations. These percentages imply substantial increases in absolute amounts devoted to population by all the parties. Given the overriding importance of resolving population issues, and given the short-, medium-, and long-term benefits that the reduction of population growth would bring forth, the increased financial commitments to population programmes are clearly wise investments.

External resources

59. International donor contribution. It appears imperative that international population assistance reaches US\$4 billion by the year 2000, with the proportional ODA going to population activities rising in the 1990s to reach at least 4 per cent by the year 2000, following the example of Norway throughout the 1980s. One of the most feasible ways of reaching such a goal is to double ODA (which doubled from US\$24 billion to US\$48 billion, between 1978 and 1988) in the 1990s, growing to US\$100 billion by the year 2000. Beginning in 1991 and continuing throughout the decade, a successively increasing proportion of ODA should be earmarked for population activities such that donor contributions would rise from the level of US\$589 million in current dollars reached in 1988 (1.3 per cent of ODA) to US\$4 billion by the year 2000. This would imply that donor assistance should increase, overall, at 19 per cent annually throughout the decade of the 1990s. This should be achieved by large increases in contributions from existing donors, as well as by enlarging the numbers of donors. The latter can be accomplished by encouraging a number of countries that are able and increasingly committed to helping solve the population issue, but are not yet substantial donors, to contribute commensurate to their potential. All countries should accordingly increase their contributions to at least 2 per cent of their ODA totals by 1993, 3 per cent by 1998, and 4 per cent by 2000.

60. This requires a shift not only in development priorities at the national level, but also in the magnitude and character of Official Development Assistance. Also, the composition of international aid would have to shift more in favour of social development and population. Furthermore, even a slight decline in the proportion of GDP devoted to military spending in developed and developing countries alike could release substantial amounts of money, much of which should be used for investing in people, especially in people in the developing countries.

61. World Bank and other lending institutions. It would be necessary for the World Bank also to assume larger funding responsibilities than here-to-fore. The World Bank has made public statements on more than one occasion that it would do so, but results to date in terms of both increased commitments and expenditures have been rather limited. Similarly, there are other lending institutions that should be encouraged to make contributions to international population efforts. In all, annual grant-like contributions should increase to US\$500 million by the year 2000.

Domestic resources

62. National government contribution. The remaining US\$3.5 billion of the US\$9 billion target should be absorbed by the developing countries themselves. This would mean increases in resource commitments from most developing countries. However, in view of the economic difficulties that the bulk of African and other least-developed countries are projected to face in the 1990s, little increase in population funds can be expected, even though the requirements for funds will grow considerably. Therefore, these countries will continue to be heavily dependent on external funding sources through this decade. Nevertheless, every effort should be made to achieve the target. Redeployment of large amounts of funds to social development, and an increasing share from this development spending to population, could help in reaching this target.

63. Users' contribution. Users of family planning services in developing countries, who are currently estimated to pay some US\$500 million a year for such services, would have to, by the year 2000, pay US\$1 billion out-of-pocket for such services. The role of social marketing in this regard should be strengthened in the developing countries.

Private sector

64. Although the role of the private sector in supporting population activities in the developing countries is currently somewhat small, it should become much larger in the future. Because of a lack of precise data, however, it is difficult to indicate at this stage, in quantitative terms, what the contribution of the private sector should be.

65. The Amsterdam Forum clearly demonstrated the urgency for rapid decline in population growth through fertility reduction in developing countries as a whole during the 1990s. The commitment for action must be accompanied by greater resource allocations and more effective population programmes. As this section has shown, considerable increases in financial resources from all sources will be required in the future. With new initiatives and commitment, at both national and international levels, the target of US\$9 billion can be met. Equally important will be the needed efforts to enhance the effectiveness of population programmes. These are briefly discussed in the next section of this report.

IV. INCREASING THE EFFECTIVENESS OF POPULATION PROGRAMMES

A. National action

66. While it would be difficult to come up with a blueprint for action that applies equally well in every country, there are some basic elements that need to be present in all successful and effective programmes. Among the most important elements are: strong political support; judicious strategic planning that includes the development of sound policies that can be translated into comprehensive programmes; and strong institutional and, in particular, managerial capacity to plan, implement and co-ordinate such programmes.

67. To increase and sustain the political support required to mobilize sufficient financial, human and institutional resources to support population policies and programmes, countries need a strong programme of information, education and communication aimed at politicians, planners, parliamentarians, community and religious leaders, and other policy-makers. Such a programme should present, in formats useful for policy development and programme planning, the results of economic and demographic research, as well as the findings of studies on socio-cultural and behavioural aspects of the population. Political support is needed not just in developing but also in developed countries. The international community, and in particular the bilateral donors, have a very important advocacy role to play in creating and sustaining awareness of the population issues and needs of the developing world and in dispelling any misconceptions regarding population and related matters, which are still sensitive areas in many countries.

68. Strategic planning and programming is the most important -- and so far relatively neglected -- area that needs to be promoted in the future. It involves the adoption of a long-term time horizon, selection of critical points for intervention, careful design for the programme implementation and evaluation, and co-ordination of programme efforts. The first step in strategic planning is the formulation of a comprehensive population policy based on careful assessment of both population and development conditions and a consensus on needs. As mentioned above, many countries have already made much progress in this area. The next step, strategic programming, should identify priorities for programme action. Such priorities include, inter alia, determination of the critical mix of programme components and participating institutions; the target groups for programme intervention (e.g., the poor, underdeveloped regions, high-risk groups); the operational thrust (e.g., improving quality of service versus extension of programme coverage); and the different kinds of inputs needed.

69. One basic requirement in promoting such a strategic approach is the rapid enhancement of the national capacity to manage the programme effectively and efficiently with the aim of achieving self-reliance. This involves strengthening national institutions, and, in particular, developing human resources. Most countries are still far from such self-reliance and will require substantial technical and financial support to build up their human and institutional resources. Many also need support in developing a national strategic plan. One example of such assistance is the Programme Review and Strategy Development (PRSD) exercise recently introduced by UNFPA. During this exercise, the Government and UNFPA -- in consultation with other donor agencies -- evaluate the past or current programme, assess future needs and develop a national strategy, including a strategy for international assistance.

70. The national plan provides the framework for government co-ordination of activities supported by external donors -- bilateral, multilateral and NGOs -- as well as by national government sectors, the private sector, and other sources. Co-ordination is particularly important, though extremely difficult, in

the population area, since so many different ministries (e.g., planning, health and education), other national institutions and external co-operation agencies are involved. However, where such co-ordination is backed by political commitment and involves all parties, as in, for example, Indonesia, Mexico, Zimbabwe and, most recently, Kenya, highly encouraging results usually follow. A government can use different mechanisms for such co-ordination, including round-table discussions with potential donors, and may or may not choose to involve one agency as a focal point among the donors to provide special support or guidance in the efforts to co-ordinate the assistance. A recent suggestion in this regard made at the Amsterdam Forum merits attention. The Chairman of the Development Assistance Committee (DAC), who addressed the Forum not in his official capacity but as an individual, recommended that developing countries should "organize the donors -- including NGOs -- into population financing working groups at the country level and seek consensus on issues needing resolution". Regardless of the mechanism, the international community not only has a responsibility to provide support to the planning and implementation of a country's population programme, but it must also be prepared to participate more actively in the co-ordination of such efforts than is the case today. One of the requirements for effective participation is sufficient decentralization of decision-making to the country offices of the donors.

B. International action

71. As noted above, the financial and technical support provided by the international community will continue to be of vital importance for population programmes in the developing countries for the foreseeable future. International population assistance today is, as mentioned, far from sufficient and suffers from a number of limitations. The issues facing the international community are in many ways similar to those found at the country level. There are problems of political will and strategic planning as well as of the availability and co-ordination of resources and the quality of the assistance programmes.

72. The exact role of the various donors in each country will have to be determined within the context of each government programme. However, there are certain constraints on donors in terms of mandates and policies that apply generally. One such constraint concerns the selection of countries to receive support. For example, most bilateral donors provide direct assistance to only a small number of countries, and in many cases they favour the same ones. (By contrast, the United Nations system, although identifying areas and countries of priority concern, responds to requests from all developing countries.) As a result, there is oftentimes undue concentration of resources in some countries, while others suffer from relative neglect. The criteria for such country selection are not always well known by the parties concerned, nor is it always clear which intercountry activities (research, training, development of methodologies and prototype materials, or advisory services) yield the most favourable results and if and how such activities can be supported by different donors.

73. There are also different and little known criteria used for selection of substantive areas, target groups and inputs to support. For example, some agencies focus almost exclusively on providing family planning services and information; others take a more comprehensive view of the population area and provide support to other types of programmes as well, such as data collection and population policy development. Some target their assistance to special groups, while others leave such decisions to the Governments. Some donors prefer to provide only their own inputs (experts and equipment), while others provide various kinds of inputs, including support to training and payment of local costs. This results in confusion about availability of assistance, which in turn hampers government efforts to formulate comprehensive and well-planned country programmes.

74. Generally, the international community has given insufficient attention to programme planning and monitoring. Therefore, support has often been provided to individual projects rather than to comprehensive programmes. In cases where programme support has been provided, it has often not been harmonized with the Government's planning cycle. There has also been a tendency to transplant the project approach from one country to another without due regard to the particular situation in either country. Moreover, the international community has made little systematic effort to measure the effectiveness and impact of the population programmes or of the contribution their assistance has made to these programmes. There are also considerable variations in the procedures used for the planning and implementation of assistance programmes. This creates complications for the Governments and unnecessarily taxes their human resources, who spend an inordinate amount of time complying with a multitude of different donor procedures and policies. Such deficiencies in the design and evaluation of programmes are not limited to the population area, but they may have more serious consequences in this field than in others, since this is a relatively new area, where learning from experience is especially important.

75. It is clear that at the country-level population activities have to be initiated, implemented and co-ordinated by the national Government. The international community should contribute to the country programmes by providing the necessary international resources, on a sustained basis, undertaking complementary actions at the intercountry level. There is a need for creating a framework for population assistance based on strategic planning at the international level and for which several actions are required. Agreement must be reached on the overall population objectives that the assistance will contribute to, as well as the relationship of such population objectives to general development goals. Finally, at the programme level, priorities have to be determined, procedures harmonized, and the roles of the various donors delineated.

76. It may not be possible in the short run to arrive at a comprehensive and detailed international strategy, but certain principles can be established, information exchanged, and priorities and procedures harmonized. A mechanism capable of accommodating the totality of the assistance programme -- bilateral, multilateral and NGO donors -- is required. Existing mechanisms include only one group of donors, as in the DAC for the bilateral agencies, through which major advances have been made in harmonizing procedures, and in the United Nations, where there are now ongoing discussions on harmonization of policies and procedures for operational activities (the Joint Consultative Group on Policy (JCGP) is one good example). However, there is as yet no system for involving other donors in these discussions, nor are the discussions focused on the particular needs of the population field. It is especially difficult to find fora that include the NGO sector, which is quite important in the population field.

77. It will be necessary to establish a system for gathering information and holding regular fora for discussion of population issues among all parties concerned. For the former, information on donor policies, programme experiences and future country needs must be collected and analyzed. Gaps in information have to be identified and ways to fill them found. The selection of the appropriate party to fill the gaps will depend on the mandate and capacity of the various organizations concerned. Given the complexity of the task, several parties will have to be involved. To facilitate this task, the donors will have to establish a focal point to co-ordinate the activities and undertake the overall analysis. This focal point will also be responsible for organizing regular fora at which representatives from the three donor groups and from developing countries can discuss selected, pertinent issues, such as, for example, supply and distribution of contraceptives or the needs of a particular region or sub-region, and seek a consensus on necessary actions.

V. CONCLUSION

78. UNFPA's wide-ranging review and assessment exercise has brought together the population programme experiences from around the world during the last two decades. It has also identified both the lessons learned and experiences gained by countries and institutions in the implementation of population programmes. Based on these findings and other insights, the International Forum on Population in the Twenty-first Century, held in Amsterdam from 6 to 9 November 1989, was able to review the nature of population issues and concerns that will become significant in the next century, as well as to chart a global strategy to start addressing those issues and concerns in the 1990s. The Forum culminated with a consensus on a set of recommendations in the form of a concisely worded "Amsterdam Declaration: A Better Life for Future Generations".

79. The recommendations contained in the Amsterdam Declaration are built upon those of the World Population Plan of Action and the Mexico City Declaration on Population and Development. While Governments, organizations and others should examine these recommendations with a view to incorporating them into their own policies and programmes, this report has examined the programmatic implications of the Declaration for the work of all concerned in the population field, with particular emphasis on the United Nations Population Fund. The report has also underlined several of the issues emerging from the UNFPA review and assessment as they apply to the immediate future. Some of them are of a general nature, while others pertain to specific sectors within the population field. Among the former are resource mobilization and the process of institutionalization, which refers not only to national but also to international structures. However, political commitment, the deployment and development of sufficient human resources through increased training efforts, and the need to revitalize the area of research and evaluation are also identified as targets for action in the 1990s.

80. With regard to financial resources, it is clear that population factors play a crucial role in socio-economic development and that present support to the population sector is vastly insufficient. Increased and more efficient population programmes are vital not only because of their effects on overall national development, but, more important, because of their potential for improving the quality of life of all the men, women and children who make up the society. Meeting the targets for the immediate increase in the development assistance funds as proposed above, which are not in any way unrealistic, will mean a world with a quarter of a billion fewer people by the year 2000 than otherwise would be the case.

81. If we are serious about paving the way for a more effective, humane and sustainable development process in the 1990s than we have witnessed in the 1980s, then immediate and concerted action must be taken in the population field. The international community, including the developing countries, urgently needs to commit and dedicate itself "to bringing about higher levels of advocacy and attention to the crucial importance of population trends for the well-being and quality of life of future generations and to setting a firm course of action towards sustainable development and the protection of the environment of our planet", as cogently stated in the Amsterdam Declaration.

VI. RECOMMENDATIONS

82. The Executive Director recommends that the Governing Council:

(a) Endorse the new substantive and programme directions proposed by the Executive Director in response to the findings of the review and assessment exercise and the Amsterdam Declaration, and the intention of the Fund to place special emphasis on key issues in the field of population within its current mandates, aims and objectives;

(b) Take note of the Executive Director's report on the programme implications of the Amsterdam Declaration and underline the need for all international assistance organizations to allocate as a matter of high priority considerably larger amounts of financial resources as well as to contribute to building the capacity of developing countries, particularly the least developed countries, to strengthen strategic planning in population;

(c) Endorse the proposals for national and international co-ordination and request that all international assistance organizations join in creating an appropriate mechanism to help co-ordinate and help increase the effectiveness of population programmes;

(d) Call upon developing countries and other national and international funding sources to double the level of resources available to the population field to gradually reach the target of US\$9 billion by the year 2000;

(e) Further call upon those in the international assistance community to systematically increase their contribution to population programmes by devoting a gradually larger proportion of ODA to population, so as to reach an annual contribution of US\$4 billion by the year 2000.
