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SUMMARY RECORD OF THE 13th MEETING

Held at the Palais des Nations, Geneva,  
on Monday, 28 May 1990, at 10 a.m.

President: Mr. POPESCU (Romania)

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The meeting was called to order at 10.05 a.m.

OPENING OF THE SESSION (agenda item 1)

1. The PRESIDENT declared open the thirty-seventh session of the Governing Council and welcomed its members. At the current session, the Council would consider a number of important items that would affect the future course of technical co-operation provided through the United Nations system. He was confident that, with the co-operation of the members of the Council and the observers, constructive decisions could be taken to enable UNDP to maintain and enhance its central role in promoting the development efforts of the developing countries and improving living conditions in the world as a whole.
2. Mr. JOSEPH (Associate Administrator), speaking on behalf of the Administrator, Mr. Draper, welcomed the participants to the thirty-seventh session of the Governing Council. The current session must reach major policy decisions on matters that would chart the course of the Programme for many years to come. He was confident that perseverance and a spirit of consensus would continue to prevail, and he pledged full UNDP support and assistance to the Council in its deliberations.

ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK (agenda item 2) (DP/1990/L.4 and Corr.1 and 2; DP/1990/14-16)

3. The PRESIDENT said that, if there was no objection, he would take it that the Council wished to adopt the provisional agenda contained in documents DP/1990/L.4 and Corr.1 and 2.
4. It was so decided.

5. Mrs. SADIK (Executive Director, United Nations Population Fund), referring to Governing Council decision 90/1 reaffirming that the Budgetary and Finance Committee would also review the financial implications of draft decisions before the Council itself took action thereon, inquired whether all draft decisions would be reviewed or only those with financial implications.
6. Mr. KIRDAR (Secretary of the Governing Council) said that the Budgetary and Finance Committee would review financial implications only if there were any. The Drafting Group could not take a decision when there were financial implications.

UNITED NATIONS POPULATION FUND (agenda item 6)

- (a) SPECIAL REPORT TO THE GENERAL ASSEMBLY THROUGH THE GOVERNING COUNCIL AND THE ECONOMIC AND SOCIAL COUNCIL (DP/1990/44)
- (b) REPORT OF THE EXECUTIVE DIRECTOR ON 1989 ACTIVITIES (DP/1990/45, Parts I, II and III; DP/1990/46, Parts I and II)

7. Mrs. SADIK (Executive Director, United Nations Population Fund (UNFPA)) said that although 1989 had witnessed encouraging progress in reducing political conflicts and in strengthening the independence of nations, it had

also been a year of growing concern over the pervasive poverty and human misery that persisted in so many developing countries and the alarming degradation of the planet's environment. As environmental issues had moved to the forefront of discussions on development, there had been unprecedented awareness of the negative impact of rapid population growth and uneven population distribution. The International Forum on Population in the Twenty-first Century, held in Amsterdam in November 1989, and many other bodies had clearly established that population issues were key elements in achieving sustainable development and environmental protection.

8. There was an urgent need to ensure that the 1990s did not become another "lost decade" for the poor countries of the South. Decisive action could help turn the tide for generations to come. If sustained and sustainable development was to become a reality in the years ahead, efforts to link effective population activities with social, economic and environmental programmes must be stepped up significantly. UNFPA hoped that the Council would provide guidance on meeting the enormous challenges of the 1990s and expressed its profound gratitude for the Council's continued strong support.

9. One of several disturbing features of current population patterns was the pace of population growth. According to the most recent United Nations estimates, global population in the year 2000 would be over 6.2 billion, 129 million higher than the 1984 projection. The 8.5 billion now projected for the year 2025 was some 300 million higher than previously predicted. Despite considerable success in reducing fertility in the developing countries, rates were declining more slowly than had been expected. Efforts to reduce the pace of population growth must thus be intensified. The situation in the least developed countries was of particular concern. In sub-Saharan Africa, population growth rates exceeded 3 per cent per annum, and were not expected to fall until the end of the century. The combined effects of populations expanding too rapidly, an unfavourable age structure, continued economic stagnation and debilitating debt levels were preventing any real and sustained economic or social progress by such countries.

10. UNFPA's state of world population report 1990 stressed how the choices made over the next 10 years would decide the speed of population growth for much of the next century, which, in turn, would affect every aspect of human development. It was thus comforting to note that more and more countries perceived population as a serious issue, and were formulating policies and programmes to influence levels of fertility, mortality and migration. The population objectives and programme priorities set forth in the Amsterdam Declaration adopted by the 79 countries participating in the Amsterdam Forum, and endorsed by the General Assembly, provided an excellent illustration of the growing consensus. However, much greater international attention should be accorded to population issues in policy and strategy instruments, particularly in the new International Development Strategy for the 1990s, the second United Nations Conference on Least Developed Countries, and the 1992 United Nations Conference on Environment and Development. Every part of the United Nations system and all sectors of the national economy must give explicit attention to the population dimension.

11. To be successful, population programmes must be reinforced and complemented by other sectors of national development plans, such as action to improve the status of women, and the creation and maintenance of the

infrastructure needed for the execution of the programmes. Ultimately, their success depended to a large extent on provision of more family planning information and services, based particularly on socio-cultural studies and community involvement.

12. The United Nations International Meeting on Population in 1994 would provide a much-needed opportunity to review progress in the field at the mid-point in the decade. As well as identifying new substantive issues requiring further attention and facilitating the exchange and application of knowledge gained, it would help consolidate the international community's commitment to population considerations at that crucial juncture. With regard to preparations for the 1994 Meeting, including the twenty-sixth session of the Population Commission, the Steering Committee on Population had met under the chairmanship of the Director-General for Development and International Economic Co-operation and had recommended to the Secretary-General a number of initial steps regarding organization of the Meeting. The Secretary-General had appointed the Executive Director of UNFPA as Secretary-General of the Meeting and the Director of the Population Division of the Department of International Economic and Social Affairs as Deputy-Secretary-General.

13. She drew attention to some of the 26 documents submitted by UNFPA which would be introduced individually later in the session. Summaries of those documents were contained in an information paper available in English, French and Spanish. The documents dealt, *inter alia*, with the implications for population programmes of the Amsterdam Declaration and efforts to develop further the analysis of resource requirements for international population assistance, and with the work plan for the years 1991-1994. She appealed to the Governing Council to take a positive decision on the question of the classification of six senior posts referred to in document DP/1990/52 on the senior management structure of UNFPA.

14. Summarizing the UNFPA programme in 1989, she said that while UNFPA's financial situation remained firm, it was only through substantially increased resources that the growing demands of countries could be met. Contributions in 1989 had totalled \$US 180.7 million, an increase of 8 per cent over 1988. Income had totalled \$US 185.2 million, an increase of 4 per cent. That relatively modest increase in dollar terms was attributable mainly to unfavourable exchange rates, which had offset fairly substantial increases in contributions in currencies other than the United States dollar. The 98 donors in 1989 had included two first-time donors, Equatorial Guinea and Vanuatu. Twenty-six countries had increased their contributions by 5 per cent or more. The 50 per cent increase in the contribution by the Government of Finland and the doubling of the contribution by the Government of France were particularly gratifying, as was the additional contribution of approximately \$US 5 million from the Government of the Netherlands. Cumulative pledges up to the end of 1989, from a cumulative total of 151 donors, had totalled \$US 2.0 billion. The trend for contributions in 1990 continued to be upwards and was estimated at \$US 197.0 million, an increase of 9 per cent over 1989. Twenty-four countries had increased their contributions by more than 10 per cent, in the currency of their pledge. The continued support of the Fund's major donors - Japan, the Federal Republic of Germany, the Netherlands, Norway, Sweden, Finland, Denmark, Canada, the United Kingdom, Switzerland and Italy, critical in enabling UNFPA to address the many challenges that lay ahead, was gratefully acknowledged.

15. It was deeply regrettable that in 1989 the United States Government had once again chosen not to make a contribution, and that it had not contributed since 1985. The Fund's ability to respond to developing countries' growing needs for population assistance was thereby diminished, as was the international consensus on population issues.
16. Project allocations had increased from \$US 169 million in 1988 to \$US 194.2 million in 1989, an increase of 15 per cent. Project expenditure had increased even more, from \$US 130 million in 1988 to \$US 157 million in 1989, an increase of 21 per cent. The project expenditure/allocation ratio had thus improved significantly from 76.8 per cent in 1988 to 81 per cent in 1989. There had been a similar improvement in the resource utilization rate (expenditure divided by programmable resources approved by the Governing Council), provisionally estimated at 88.7 per cent in 1989 compared with 81.0 per cent in 1988. There had also been a substantial reduction in carry-forwards, from approximately \$US 32 million at the end of 1988, to only \$US 8.5 million at the end of 1989, enabling UNFPA to make effective use of substantially larger resources.
17. At 74.6 per cent in 1989 compared with 73.5 per cent in 1988, allocations to priority countries had shown a modest increase. Family planning and associated information, education and communication activities had continued to receive the largest share of UNFPA's programme resources (over 63 per cent). Allocations to sub-Saharan Africa had continued to increase substantially in both volume and percentage terms. Expenditure for administrative and programme support services, including Headquarters and field services, had been \$US 32.1 million, or 17.3 per cent of the total estimated income for 1989, compared with \$US 26.7 million or 15.2 per cent in 1988. The ratio of project expenditure to administrative expenditure had thus remained stable, with both categories of expenditure increasing by 22 per cent.
18. Parts I, II and III of the annual report of the executive director (DP/1990/45) detailed features of the 1989 UNFPA Programme in areas such as poverty and population, socio-cultural research in population programmes, technical co-operation among developing countries (TCDC), UNFPA staff training and the 1989 UNFPA global meeting of staff, activities in the field of women, population and development, and the HIV/AIDS pandemic. However, in view of time constraints, she proposed to focus on selected issues directly related to achieving self-reliance in population programmes by strengthening national capability in that area.
19. While a foundation for national self-reliance in population programmes had been established in many countries, in most of them it represented a bare beginning, and much more needed to be done in order to establish and institutionalize national capability for programme implementation. The procedures for the provision of assistance must be carefully examined and amended, as outlined in the Director General's triennial review of operational activities and in General Assembly resolution 44/211, a landmark resolution whose timely implementation UNFPA had fully supported on various occasions. National capacity-building called for a critical examination of the roles and performance of all parties involved, bringing to the task at hand a multidisciplinary perspective and a longer-term, comprehensive vision. As a

step in that direction, and in line with its new programme directions, the Fund had revised its programming procedures with a view to attaining a more analytical and strategic approach. A key element in the change of emphasis was the Programme Review and Strategy Development (PRSD) exercise which UNFPA conducted together with Governments; the purpose of the exercise was to establish a concrete strategic framework for a country's population programme, on the basis of an in-depth review of the achievements of, and constraints on, current population activities and the needs for future action.

20. UNFPA was giving special attention to training issues in the population field, and a number of training-needs assessments were under way. As a follow-up to the review and assessment study, the Amsterdam Forum and the Development Assistance Committee (DAC) Meeting on Population, the Fund would organize a meeting of interested parties to exchange information on training in maternal and child health and family planning, including management and communication issues. A paper containing additional information on that meeting was available.

21. Another important element in improved population assistance was the need to strengthen the accessibility and effectiveness of technical and substantive support to countries. UNFPA strongly endorsed the principle of working in partnership with Governments and the United Nations specialized agencies. It would continue its close co-operation with all parts of the United Nations system, drawing on the agencies' extensive knowledge and experience. Such co-operation also provided an excellent opportunity to encourage other organizations to include population in their regular activities.

22. The Fund broadly agreed with the observation of the Expert Group that the current arrangement for technical support services provided by the United Nations system had not adequately met the requirements of developing countries. It also fully endorsed national execution as the ultimate aim of United Nations technical assistance programmes, and agreed with the other substantive conclusions of the study, which in fact reinforced UNFPA's own moves towards decentralization and the comprehensive programme approach.

23. In looking at support-cost arrangements, UNFPA must consider how best to meet the technical backstopping requirements of developing countries while simultaneously continuing to build national self-reliance. A more comprehensive support scheme was needed, to include greater reliance on national expertise and institutions and continued use of the technical resources of specialized agencies and the United Nations. The Fund thus envisaged a support-cost arrangement drawing on features of the Expert Group's first two recommended options. The proposal had been informally discussed with the collaborating organizations, which were in general agreement with that approach.

24. UNFPA had a long history of promoting national execution of projects, as was reflected in the relatively large share of the overall UNFPA programme executed by Governments. However, a number of specific measures were needed to strengthen national execution of programmes and projects funded by UNFPA, while ensuring that existing achievements in strengthening local capacity were not jeopardized.

25. Good progress had been made in recruiting highly-qualified staff for the new field positions proposed to the Governing Council the previous year. With that strengthened field network, UNFPA would be better equipped to meet countries' needs for population assistance while building up local capacity.

26. Collaboration and co-ordination at both national and international levels would play a crucial role in strengthening national capability in population policy and programmes. Special efforts to strengthen co-ordination had been continued within UNFPA during the previous and current years. It had attempted to synchronize its programming cycles with those of Governments and other donors, particularly UNDP. To ensure that collaboration was addressed early on in the programming process, UNFPA field staff had been instructed to consult systematically with other organizations, especially its partners in the Joint Consultative Group on Policy (JCGP), during formulation of new programmes. Wherever possible, monitoring and evaluation exercises should be held in parallel or jointly with other donor organizations. In that regard, UNFPA had increased its collaboration with United Nations Volunteers, and many UNFPA projects now used highly-qualified United Nations volunteers. UNFPA also attached special importance to increasing collaboration with non-governmental organizations (NGOs). Exemplary co-operation had been extended to UNFPA by the International Planned Parenthood Federation. The Director-General of the World Health Organization (WHO) and the Executive Director of UNICEF had responded favourably to the proposal to issue a joint letter to all field staff, stressing the common goals shared by the three organizations in the area of maternal and child health and family planning, and requesting staff to collaborate closely in all programmes in that area. UNFPA welcomed the recent recommendations of the UNICEF Board in that regard, since they were in keeping with its concern that population and family planning issues should be reflected in the activities of all sectors and all organizations. In that context, UNFPA was concerned that the World Summit for Children should adequately address all issues of maternal and child health, including those related to birth spacing and family planning.

27. As population programmes were strengthened, the importance of co-ordination would also grow dramatically, as had been stressed at the Amsterdam Forum and the DAC Meeting on Population. It would be essential to further refine a mechanism for co-ordination of all international assistance for population programmes.

28. Other measures taken by UNFPA to improve the effectiveness of its programmes included increased decentralization of decision-making, particularly to field staff. In 1988 UNFPA had introduced various measures to facilitate the delegation of authority, and a start had been made in decentralizing programme development and appraisal, as well as some funding arrangements. UNFPA continued to review its experience with decentralization each year. Following an analysis of experience to date and requests by field staff further to expand the delegation of authority, it had again increased decentralization early in 1990, in line with General Assembly resolution 44/211. UNFPA country directors now had the authority to approve projects up to \$US 500,000, with total approved funds up to 50 per cent of the total country programme. To ensure adequate implementation of decentralization, additional measures were needed to strengthen the technical expertise and managerial capacity of UNFPA staff. Field offices' access to national and international technical backstopping services, management information systems and networking capabilities must also be improved.

29. Closely related to the foregoing was the special emphasis placed on training of staff and improved personnel policies, including better recruitment practices, strengthened supervision, and redeployment and rotation of staff. The Fund considered development of its own human resources to be a key element in encouraging innovation and new ideas, upgrading skills and keeping abreast of new developments in the population field.

30. Following a review of the situation of women in the Fund, a number of recommendations on improving the recruitment, promotion and placement of female staff were to be implemented. Furthermore, considerable progress had been made in improving the relationship between UNDP and UNFPA in the field and arrangements for UNFPA field offices. With a view to continued improvement of the Fund's performance, the two senior assistants currently designated as Deputy and Assistant Executive Directors would henceforth be designated as Deputy Executive Directors, to share the management of UNFPA.

31. At its thirty-sixth session, the Governing Council had recommended that World Population Day should be observed on 11 July 1990, with a view to focusing public attention on the urgency and importance of population issues. UNFPA urged all members of the Council, Governments, United Nations agencies, intergovernmental and non-governmental organizations, demographic institutes and centres, and individuals to join it in celebrating World Population Day.

32. UNFPA had for some time been promoting a much-needed new vision, in which the social dimensions of the development equation were accorded a priority equal to, if not higher than, conventional economic considerations. In that vision, human resources were recognized as the engines of development, and respect for nature was seen as paramount. Population issues would inevitably have a central role to play in such a new vision of development, for in the last analysis the attainment of goals depended largely on the extent to which a balance could be found between the rapidly growing world population, the available resources and the fragile environment. The critical links between population and development had been stressed, *inter alia*, at the Moscow Global Forum on Environment and Development for Human Survival, and by the President of Zimbabwe at the Amsterdam Forum. Many other world leaders and forums had vividly portrayed the alarming crisis drawing closer every day. It was now essential to translate words into effective and sustained deeds. The action taken in the 1990s would determine the future and survival of mankind. UNFPA pledged its fullest commitment to that task.

33. Ms. WESTPHALEN (Finland) said it was clear that the action taken during the final decade of the twentieth century would have far-reaching consequences for the prospects of sustainable development in the first quarter of the twenty-first century and beyond. Current demographic situations and projected trends showed that there would be increased problems associated not only with rapid population growth, migration, unbalanced population distribution and continuing rapid urbanization, but also with emerging demographic issues such as population aging and AIDS. Many projections concerning economic, social and environmental developments rightly noted that continuing rapid population growth would exacerbate the already deteriorating situation in many developing countries. There was an urgent need for greatly expanded efforts to link effective population programmes with social, economic, environmental and structural adjustment programmes in order to foster sustainable development.



34. Finland had participated actively in the General Assembly's special session on reactivation of economic growth, particularly in the developing countries, and in the drafting of the new development strategy for the 1990s. It had placed strong emphasis on the responsibility of national Governments and the international community to create conditions conducive to effective population policies and programmes, integration of population issues in national development plans, and their implementation. The report by UNFPA on evaluation pointed out that very little true progress had been made in that regard. Her delegation urged UNFPA to continue its efforts in the area of evaluation, to reveal the complexity of the issues, and to draw on the lessons of the past in order to design realistic programmes.

35. The Amsterdam Forum had dealt extensively with the question of achieving rapid stabilization of population growth as a means of combating poverty. Political commitment was crucial, as were determined population policies translated into national population plans. Developing countries' capacities to formulate and implement population strategies must thus be strengthened. Compilation of reliable statistical data on population was an important tool in that process. An increasing proportion of GNP in the countries concerned should be directed to population programmes. Increased external financing of such programmes was of critical importance, for over the past 20 years there had been a decline in real terms in funding for population assistance relative to other development assistance.

36. Her delegation agreed with the recommendations of UNFPA and the Amsterdam Declaration that substantial additional international resources were needed for family planning programmes and that it was of crucial importance that international organizations, bilateral donors and recipient Governments should co-operate with a view to maximizing the benefits to be derived from joint efforts while minimizing overlapping and administrative costs. The Amsterdam Declaration had emphasized the co-ordinating role of UNFPA in that area.

37. The success of action in the area of population was greatly influenced by the extent to which other sectors of national development plans reinforced and complemented population policies. Action directed at improving the status of women was of particular importance. The most significant variables were literacy and schooling. It was therefore imperative that the goal of ensuring access to, and improving the quality of, education of girls and women adopted by the Education for All Conference, held in Thailand in March 1990, should be achieved.

38. It had become increasingly clear that the quality of human life was inseparable from the quality of the environment, and that both were inseparable from the question of human numbers and density. Reducing the rate of population growth would therefore help to broaden the options for future generations by facilitating the provision of higher quality education, health care, shelter and an adequate diet for all; it would also stimulate investment in economic development and limit the overall level of environmental damage. All those aspects must be addressed in an integrated manner by the 1992 United Nations Conference on Environment and Development. Finland was committed to furthering the consideration of population issues on all pertinent occasions.

39. Mr. NISSEN (Norway) said that his delegation wished to emphasize the need to analyse the cost effectiveness of the various modes of service delivery in the field of maternal and child health care and family planning in order to maximize the benefits from available funds. It was important to present the widest possible selection of family planning methods so that couples would have an opportunity to choose the most suitable methods in accordance with their personal, social, economic and cultural situation. The importance of training to ensure the availability of competent local human personnel must also be stressed.

40. In connection with population information, education and communication, a critical issue was the need to increase awareness of the relationship between population and such questions as the environment, sustainable development and women in development, and to ensure commitment at all levels. The Fund should broaden its activities to that end.

41. His Government believed that co-ordination of activities at the country level was very important. The recipient Government should play the central role, with the support of donor agencies where appropriate. Greater co-operation was also needed at the international level in contraceptive supplies, training, operational research, census and survey programmes, and in the implementation of population programmes. His delegation could not, however, support a proposal to create a new mechanism for international co-ordination, which could be enhanced through discussions on selected topics.

42. His Government regretted that current assistance to the population sector accounted for only 0.9 per cent of total official development assistance (ODA). He therefore urged donors to increase their overall development aid and to devote a larger share of their ODA to population issues. In the view of his delegation, UNFPA was the leader in the United Nations system on women's issues. His Government therefore hoped that the report to be submitted to the Governing Council in 1991 on the implementation of the special strategy to strengthen UNFPA's capacity to deal with issues concerning women would include a thorough analysis of the effectiveness of the strategy, progress achieved and problems encountered, as well as recommendations for follow-up.

43. His delegation considered that the exchange of skills and knowledge among developing countries could contribute substantially to solving population problems and it therefore welcomed the assignment by UNFPA of a staff member to serve as a TCDC focal point officer and the allocation of a growing proportion of UNFPA's resources to activities in that area.

44. In view of the close relationship between AIDS programmes and maternal and child health care, family planning, and population education and information, the role of UNFPA was crucial in the struggle to combat AIDS. More information must be obtained regarding the demographic impact of AIDS and, in that connection, his delegation would welcome information on any preliminary results from the work on that issue by the United Nations Population Division with UNFPA support.

45. With reference to the section in the report (DP/1990/45) on population and poverty, his delegation considered that a population which was increasing too fast could in itself contribute to poverty. Poor countries lacked the

financial resources to provide effective family planning services, while poor and illiterate people had difficulty in making use of such family planning services as existed. His Government supported increased UNFPA funding of programmes in priority countries to alleviate poverty. It appreciated the special attention devoted by UNFPA to disadvantaged groups and to the development of innovative approaches. Co-operation between UNICEF and UNFPA was a positive step and should be enhanced. With its large field organization and system of programme delivery, UNICEF could play an important role in integrating population issues into primary health care.

46. His delegation appreciated that UNFPA recognized the importance of socio-cultural research for the formulation of population policies and the implementation of operational activities. It was a matter of serious concern however, that policy-makers tended to know little about the findings of such research and that researchers often failed to address the strategic planning needs of policy-makers. His delegation would encourage UNFPA to look further into means of bridging that communication gap.

47. The so-called McKinsey report entitled "Building a more effective UNFPA" had recommended action in six areas and his delegation was pleased to learn about improved procedures for the recruitment of staff, rotation of staff between the field and headquarters, the greater emphasis on confidence-building within the organization and the increased decentralization of decision-making to the field. It had also noted with interest that the aim of the global meeting of UNFPA staff in November 1989 had been to increase the effectiveness and efficiency of UNFPA and that the recommendations of that global meeting were being reviewed by an internal working group. He hoped that Member States could get copies of those recommendations in due course.

48. His delegation hoped that the increase in the UNFPA resource utilization rate from 81.1 per cent in 1988 to 89.3 per cent in 1989 could be taken as a positive sign that the Fund was improving not only its efficiency but also its effectiveness.

49. In view of the crucial role of population issues in overall development, it was important that the results of the Amsterdam Conference should be duly taken into account in the preparations for the 1992 Conference on Environment and Development, as well as in the preparations for the next International Development Strategy and the Conference on the Least Developed Countries, to be held in September 1990.

50. Mr. BODDENS-HOSANG (Netherlands) said the western world should remind itself that it currently consumed 75 per cent of world resources, so that the problem of overburdening the planet was not the exclusive responsibility of one continent or one region. A growing awareness of the seriousness of the population issue had become apparent during the International Forum on Population in the Twenty-first Century, which had been held in November 1989 in Amsterdam and was also reflected in General Assembly resolution 44/210. One of the key elements in the analysis of the population issue was the relationship between population and environment. That was evident from the fact that larger numbers of people produced more pollution. Population growth must be slowed down, but it must also be remembered that 75 per cent of global pollution was produced in the industrialized countries as a result of high levels of consumption and production. In developing countries the growing

population problem had a serious impact on the environment. People tended to keep more cattle, cut down more trees and overuse arable land in order to keep the current population alive. The need for food and shelter was often more pressing than preserving the environment. A rapidly growing population needed ever more fuel wood, but the number of trees felled for firewood or commercial logging exceeded new plantings. The consequences were deforestation, which in turn led to erosion and desertification. The poorest groups and, in particular, women, were the first victims of those developments; if drinking water and fuel wood became scarce in the immediate surroundings of the village, women and children had to walk much greater distances carrying their heavy loads.

51. The relationship between population and environmental damage was only one reason for Governments to support family planning projects. Other reasons included the relationship between population and development, and the positive effects of family planning on the health of mothers and children. For those reasons, Governments of developing and developed countries alike supported population activities.

52. In the view of his delegation, one of the most important elements in the Amsterdam Declaration was the emphasis on strengthening the role and position of women. Economically independent and better educated women had better access to family planning services, married at a later stage, were more knowledgeable about contraceptives and were therefore in a better position to limit the number of their children. His delegation accordingly welcomed the increased percentage of UNFPA resources allocated for the women, population and development programme (1.5 per cent in 1985 and 3.1 per cent in 1989).

53. His delegation shared the view of the Amsterdam Declaration that a well co-ordinated approach was needed in the population area. Such co-ordination should be initiated and led by recipient Governments, on the basis of a national plan. His delegation was not convinced that a new focal point was needed to support and guide the co-ordination efforts of the Government. UNFPA seemed to be best suited to perform that task, which would consist mainly in streamlining the efforts of the various donors at the local level.

54. In April 1990, donors represented in the DAC had agreed that a substantial increase in funds for family planning was warranted. His country continued to give high priority in its development assistance policies to the population issue but had some doubts as to whether specific targets should be set. Population growth rates in many African countries exceeded 3 per cent per annum, at a time when Governments faced difficult economic circumstances and lacked qualified civil servants. In view of the needs of Africa and the limited resources of African Governments, the Netherlands welcomed the increase in funds for that continent.

55. His Government attached great importance to the outcome of the debate on "successor arrangements", which would provide an opportunity for it to express its views on the development process itself and on the role the different partners would have to play. As far as the position of UNFPA was concerned within an "agency support cost" arrangement, his delegation tended to believe that a separate arrangement for UNFPA would be advisable. Such an arrangement would have to be dealt with in the context of an overall agreement. On the question of the collaboration of UNFPA with other United Nations agencies, and

in particular WHO and UNICEF, UNFPA was to be commended for taking the initiative and issuing a joint letter to all field staff on the subject of maternal and child health and family planning. His delegation hoped that, because of the interrelationship between population and other economic and social areas, collaboration between UNFPA and other agencies would be strengthened.

56. He inquired how the Executive Director intended to strengthen the collaboration of UNFPA with the World Health Organization's Global Programme on AIDS. His delegation had noted what had been said on AIDS in the Executive Director's 1989 report but believed that, at the national level, much more could and should be done by both UNFPA and the Global Programme to influence Governments and projects.

57. Mr. KELLAND (Denmark) said that the crucial importance of the population issue lent urgency to the need for a concerted international effort to achieve the most efficient use of resources and for collaboration, coherence, complementarity of efforts and avoidance of overlap. Many multilateral agencies were involved and it was clear from the report of the Executive Director that a substantial amount of exchange of information and co-ordination was already taking place. It would, however, be interesting to know more about how such an information exchange took place, its extent, how efforts were co-ordinated and how they complemented one another. In that connection, he suggested that a joint report should be prepared by the two major United Nations agencies involved, namely, UNFPA and UNICEF. Similarities in approach should be identified, as should differences in emphasis and priorities, the scope for division of labour and for supplementing each other's efforts, and the relationship of relevant activities to primary health care in general. It would be sufficient for such a report to deal with activities in four or five recipient countries. Country specificity would also mean that bland generalities would be avoided and that the usual frankness of UNFPA documentation could be maintained. Such reporting might later be extended to cover the activities of other agencies involved in population activities.

58. It was of the utmost importance that the demand for family planning services and contraceptives created through increased awareness should not remain unsatisfied. Creating awareness, the role of women and data collection were very important areas which were also covered by UNFPA activities, and he wished to pay tribute to the Executive Director for the balanced way in which UNFPA dealt with the various components of the population issue. In that connection, he wished to stress the need for strengthening the capacities of recipient countries to deal with population problems themselves. It appeared from the report that UNFPA was already fully aware of the importance of that factor. The potential contribution of TCDC should not be underestimated. The experience of developing countries which already had advanced population programmes would usually be more relevant to other developing countries than that of industrialized countries. His delegation had noted with interest the efforts to make use in other developing countries of the experience gained in Indonesia.

59. In conclusion, he wished to stress the importance of meeting the targets set by the Amsterdam Declaration. The crucial role of population was becoming increasingly apparent. In a number of the poorest countries there was simply

no prospect for development without significant limitation of population growth. In fact, in some cases environmental degradation following rapid population increase would probably lead to an actual decline in economic growth and social well-being.

60. Ms. KEPPENS (Belgium) said that Belgium wished to reaffirm its support for the Amsterdam Declaration, which had recognized the primary responsibility of UNFPA in helping countries to cope with demographic problems. Such problems had become so important that they often threatened the positive results of development programmes, thus making sustained development illusory. As the countries most directly concerned had become aware of the close links between development and demographic trends and were ready to integrate the population dimension into their various sectoral policies, the international community should, in her view, provide vigorous support for the efforts of those countries. In its development co-operation efforts, Belgium attached increasing importance to the demographic sector. It would encourage UNFPA to continue to pursue its goals, and in that connection it continued to contribute both to UNFPA's regular budget and to specific projects, such as the International Centre for Training and Research on Population and Development at Louvain-la-Neuve.

61. The report of UNFPA on the resources needed to achieve the objectives of the Amsterdam Declaration indicated that those resources were considerable. The fact must be faced that resources were limited in relation to needs. It was therefore essential to achieve better use of available means. Above all, co-ordination between the actions of individual Governments and the sources of bilateral and multilateral aid was indispensable. Belgium therefore supported the creation of an agency in which UNFPA would play the principal role. Her delegation would suggest that UNFPA should organize meetings between concerned developing countries and donors for the co-ordination and mobilization of resources. The meetings organized by WHO in different countries in connection with the anti-AIDS campaign could provide an example. Such meetings would stimulate the Governments of developing countries and encourage them to prepare in advance a practical national plan on the issue, which would serve as a frame of reference for projects. During such meetings, UNFPA could identify projects of a priority nature and submit them to donors for financing. The number of joint or complementary projects would thus be increased. Her delegation also considered that the activities of UNFPA and WHO on sexually transmitted diseases should be more closely co-ordinated.

62. Belgium endorsed the proposed budget and goals for the plan of action for 1991-1994. On the other hand, it considered that the plan was not a true plan of action in that the impact of the guidelines on future programmes was not sufficiently explicit. In conclusion, her delegation wished to thank UNFPA for its periodic report on evaluation, to which it would revert later.

63. Mr. GILLESPIE (United States of America) said that for more than 20 years UNFPA had spearheaded international population assistance and funded population projects in virtually every developing country. Under the dynamic leadership of its Executive Director, the Fund was undertaking important new initiatives to enhance the status of women throughout the developing world by means of improved family planning and health services.

64. His delegation commended UNFPA for its role in organizing the International Forum on Population in the Twenty-first Century, held in Amsterdam in November 1989, which had constituted an important milestone in focusing international attention on the resource requirements and population programme challenges that would arise in the next century. One of the important programme issues highlighted at the Forum was that population assistance requirements in the next decade must reflect the fact that family planning programme needs varied widely according to country and region.

65. One group of countries could be characterized as having mature or successful family planning programmes in which a variety of family planning methods and services had been made widely available, there was evidence of widespread public demand for family planning, and 50 per cent or more of couples were effectively using contraception. Accompanying that level of success was a whole set of new and difficult challenges for the international population community. For example, how would the developing countries and donors, working together, deal with the resource requirements generated by the large and growing volume of contraceptive users in successful programmes? Under what circumstances should a country programme be "graduated" from heavy dependence on donor assistance? What were the prospects and appropriate strategies for achieving greater long-term programme sustainability? Thailand, Indonesia and Tunisia were among the countries currently facing those issues.

66. Countries which had only recently developed population policies and programmes were at the other end of the family planning continuum. Most countries in sub-Saharan Africa were in that category and the programme challenges were very different from the more advanced family planning programmes. For example, would Africa follow the same path towards fertility transition as Asia and Latin America? What were realistic projections of resource requirements for Africa and how could lessons learned in other regions concerning effective programme implementation be adapted in sub-Saharan Africa, as countries moved from political commitment to programme action?

67. A third group of countries included those that had supported family planning programmes for many years but had not yet achieved high levels of success (for example, Pakistan, Nepal and Haiti). Pilot programmes in many of those countries had demonstrated that impressive gains in contraceptive prevalence could be achieved when sustained high quality services were made readily available. Such successful efforts needed to be expanded and additional careful studies of individual-level and programme constraints were needed, including new operations research to test other innovative approaches to information dissemination and family planning service delivery.

68. At the country level, donors, NGOs and host country Governments must co-ordinate activities in order to avoid unnecessary duplication and address funding gaps. At the global and regional levels, the most effective approach was, in his view, to organize focused meetings or working groups of interested parties to discuss specific issues and develop co-ordinated strategies. UNFPA was well qualified to play the lead role in that area. The Agency for International Development (AID) had enjoyed excellent collaboration with UNFPA

for many years. Recent examples included careful co-ordination of UNFPA, the World Bank and AID census assistance activities in sub-Saharan Africa, co-funding of country costs for specific demographic and health surveys, and discussion of strategies for meeting escalating contraceptive commodity requirements.

69. The United States was committed to doing its share in meeting the population programme challenges of the twenty-first century. However, ultimate success in the 1990s and beyond would depend on a redoubling of efforts by donors, NGOs, the private sector, and the Governments of developing countries themselves. All those resources must be developed to their full potential in order to meet the large and growing demand for family planning and to implement effective and sustainable national family planning programmes.

70. His Government looked forward to continued and productive co-operation with UNFPA, other donors, Governments of host countries and the private sector in addressing the population challenges ahead and in bridging the programme and financial resources gap.

71. Mr. RASAPUTRAM (Sri Lanka) said that his delegation welcomed the efforts made by UNFPA to reduce the pressure of population growth on development prospects. Rapid population growth caused enormous problems by impeding development activities and creating social, political and ethnic unrest. The interdependence of the modern world would make those issues a problem for others as well, and the problems thus posed could not be tackled by countries acting alone. The destabilizing effects of population growth would reduce the ability of countries to maintain a durable rate of economic growth. Requirements for resources that needed to be effectively channelled for employment growth, provision of infrastructure, human resources development and increasing production capacities would undoubtedly rise faster than the rate of population growth itself.

72. The steps taken by national and international organizations to check the deterioration in living standards through population control had achieved remarkable success in many countries. It was generally accepted that people who were more economically active and engaged in creating wealth had lowered their fertility rates. Owing to the process of structural adjustment aggravated by mounting debt and adverse terms of trade, countries might not achieve fertility reduction through the normal development process in the short run. It was therefore necessary to adopt a direct approach by planning the size of families and making women more economically active. Women should not only add to the family income but also have an effective say in decisions concerning family size.

73. His country had achieved remarkable success in reducing population growth through a well-designed scheme of education and family planning. In the early 1950s, population growth in Sri Lanka had been nearly 3 per cent; in 1990, it had declined to about 1.6 per cent. That had been the outcome of many factors. Free education had been introduced in 1945, resulting in a high rate of literacy and level of education among both men and women. As more women had become educated, marriage had been postponed from an average age of 18 years to about 24 years, thus reducing both fecundity and fertility. As women had become more educated, they had decided to seek regular employment and thus contribute to their family income. The resulting rise in the labour force



participation rate had compelled them to have smaller families. In Sri Lanka, family planning programmes were well accepted by most of the population. They might not have enjoyed immediate success in many areas where a certain unfounded bias had had to be overcome through education, persuasion and dissemination of information on family planning.

74. UNFPA assistance in family planning activities was widely appreciated. Those activities were supplemented by NGO programmes, and government support for the Fund was both direct and indirect. Conscious efforts were being made to alleviate poverty, improve education and health, provide incentives for women to participate in economic activity and broaden economic opportunities so that every member of the family would have a say in decisions taken by it. Stressing the need for continued support for family size control by the world community, he noted that the amount of ODA spent on population and family planning was less than 2 per cent. On the other hand, nearly four times that amount would be required annually in order to work on various aspects of family planning and increase the efficiency of the programme through female education and better communication.

75. Few countries were aware of the implications of the changes that might take place in the 1990s. Reforms could not be instituted unless programmes were designed to meet the challenges of integrated development. National effort to change attitudes towards population growth must be supplemented by efforts aimed at ensuring sustainable overall development. In that respect, his delegation supported the statement made by the Executive Director concerning the importance attached to co-operation with Governments, United Nations agencies, the World Bank, NGOs and community development organizations. An increase in the level of government participation, with the assistance of NGOs, would not only enhance the efficient use of funds but would also reduce the operational costs of UNFPA itself.

76. Mr. KAMAL (Pakistan) said his Government firmly believed that UNFPA was striving for a cause aimed at improving the quality of life of peoples of the developing countries by supporting their efforts to achieve population control. With its very limited resources, Pakistan had been contributing regularly to UNFPA. His Government considered that low levels of literacy and education, particularly among teenagers, constituted a great obstacle to social and behavioural change. In his delegation's opinion, it was incumbent on developing countries to assist UNFPA generously in fulfilling its mandate and helping those countries to meet their aspirations for a better quality of life.

77. In Pakistan, the population welfare programme was based on a multidisciplinary approach which took due account of the interrelationship between population resources, environment and the development strategy. The programme sought to bring about a change in favour of the small family norm within an acceptable social and cultural milieu. His Government recognized that the programme's effectiveness depended on achieving improvements in education, maternal and child health, and the participation of women in a productive labour force.

78. Following the decisions of the Bucharest Conference and the findings of an internal evaluation of the population welfare programme in Pakistan, the programme's strategy had been modified from vertical single-purpose family

planning to a multisectoral approach in 1981. That approach envisaged the effective involvement of the facilities and manpower of various government departments. The participation of NGOs had also been satisfactory. To enhance political support for the programme, population welfare committees were being set up in the Senate, the National Assembly and provincial legislatures. The committees would seek to keep the people's representatives informed of population problems and to advise them on ways to improve the population programme. Over a period of time, those committees would help to create a favourable political climate for the promotion of the small family norm. The international community played an important role in his Government's efforts in that field through financial assistance, training of manpower and the provision of information. UNFPA had, in fact, made a useful contribution to his country's population programme.

79. Mr. MIZUTARI (Japan) said that the "State of world population report 1990" had been translated into Japanese by the Japanese Organization for International Co-operation in Family Planning and had attracted a great deal of attention among the general public.

80. It was estimated that the total world population, which had exceeded 5 billion in July 1987, would reach 6.25 billion by the end of the century and 8.5 billion by the year 2025. If it continued to grow at the current rate, it might reach 14 billion. Ninety per cent of that population growth had taken place in the developing countries and had affected social and economic conditions there. Indeed, it was one of the major obstacles to the social and economic development of civilization. It was also increasingly recognized that population growth was connected with the degradation of the global environment. It was therefore important that the population problem should be fully taken into account in formulating and reviewing social and economic development programmes. The population problem should be accorded high priority in the ongoing deliberations on the fourth International Development Strategy, as well as in the preparations for the United Nations Conference on Environment and Development to be held in 1992. One problem affecting the developed countries was that of aging, i.e. the increasing proportion of elderly people. Another serious problem was international migration.

81. The International Forum on Population in the Twenty-first Century, held in Amsterdam in November 1989, had been an important event at which representatives from 79 countries, United Nations agencies and NGOs had formulated future goals and strategies concerning population problems and agreed on the need for co-operation among interested countries and agencies. Another important event had been the DAC Meeting on Population and Development, which had recognized the need to co-ordinate the various activities carried out in the population field by countries and agencies. His delegation fully supported that view, and UNFPA should, in its opinion, play the role of lead agency in that direction. However, such a role should be performed within the existing framework and not through a new mechanism.

82. His delegation endorsed the goal of \$US 9 billion as the estimated minimum annual cost in the year 2000 to support the population programme. It was also important that the developing countries themselves should accord high priority to the population programme in their overall social and economic development and allocate additional resources to it.

83. Japan, whose population was about 120 million, was facing a rapid aging of its population and it was estimated that by the year 2000, 25 per cent of its population would be over 65 years of age. As a country fortunate to have resolved its population growth problem, it had been contributing to the efforts made at every level through UNFPA and by providing bilateral assistance. It would continue to extend assistance in that field.

84. Stressing the need for UNFPA to make further efforts to increase the effectiveness of its programmes, he emphasized the importance of evaluation. His delegation was fully aware of the evaluation activities carried out by UNFPA but thought that, in order to make them effective, the results of such evaluation must be utilized in formulating future programmes. It therefore requested UNFPA to consider a more effective mechanism for that purpose.

85. With regard to UNFPA activities in 1989, his delegation was concerned that, owing to the appreciation of the United States dollar, income in 1989 had fallen short of estimates and constituted only a 4.0 per cent increase over income in 1988. UNFPA should make further efforts to increase its income. In that connection, his delegation was pleased that Equatorial Guinea and Vanuatu had for the first time made contributions in 1989.

86. He welcomed the fact that UNFPA had accelerated the speed of implementation in 1989 and that, as a result, the unexpended balance of general resources had decreased from \$US 31.8 million in 1988 to \$US 8.5 million in 1989. He hoped that UNFPA would continue that policy, with due regard for the balance of income and expenditure.

87. His delegation also noted with satisfaction that in 1989 the largest portion of UNFPA resources continued to be allocated to the Asia and Pacific region, which accounted for about 60 per cent of the total world population, and that the volume of resources allocated to Africa, whose population problem in the sub-Saharan region was becoming acute, had increased from 24.1 per cent in 1988 to 25.8 per cent in 1989. However, he requested that such an increase for African countries should not be made at the expense of the resources for Asian countries, where a high growth rate was still prevalent, particularly in the countries of southern Asia.

88. In 1989, 72.9 per cent of all programmable resources had been allocated to country programmes and 74.6 per cent to priority countries, an increase consistent with UNFPA policy. His delegation welcomed the fact that the allocation to family planning and information, education and communication had been substantially increased in 1989.

89. As the enhancement of women's status was a prerequisite for easing the population problem, his delegation appreciated the activities carried out by UNFPA in that field. However, it was important that in executing those programmes, due attention should be paid to the mandate of UNIFEM and other competent agencies.

90. With regard to the work plan for 1991-1994 and the request for approval authority contained in document DP/1990/47, he noted that the UNFPA secretariat presented a projection of new programmable resources of \$US 775.8 million, based upon income projected for the period at an average annual increase of 9.5 per cent. In his delegation's opinion, that was a

realistic resources scenario in view of the recent trend in the generation of UNFPA revenue. However, his delegation had doubts about 1990 income being estimated at a level 9.5 per cent higher than in 1989, since the increase in income had fallen to 3.9 per cent in 1989. However, it supported the work plan for 1991-1994 as a whole and requested UNFPA to adopt a flexible and more realistic approach in formulating the next work plan for 1992-1995.

91. With respect to the proposals contained in document DP/1990/52, his delegation was not fully convinced of the need to reclassify five posts from D1 to D2, and one from P5 to D1 on the basis of the explanation given in that report. It therefore requested the secretariat to provide more detailed information concerning the need for such reclassification. It also hoped that in-depth and constructive discussion of that matter would be held during the Governing Council's deliberations, with the aim of enhancing the effectiveness of UNFPA machinery.

The meeting rose at 1.05 p.m.