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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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Chapter I

ISSUES CALLING FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL OR BROUGHT TO ITS ATTENTION

A. Draft resolutions

1. The Population Commission recommends to the Economic and Social Council the adoption of the following draft resolutions.

Draft resolution I 1/

STRENGTHENING OF ACTIONS CONCERNED WITH THE FULFILMENT OF THE WORLD POPULATION PLAN OF ACTION

The Economic and Social Council,

Recalling General Assembly resolution 3344 (XXIX) of 17 December 1974, in which the Assembly affirmed that the World Population Plan of Action 2/ was an instrument of the international community for the promotion of economic development, quality of life, human rights and fundamental freedoms within the broader context of the internationally adopted strategies for national and international progress,

Noting with appreciation the population policies and programmes adopted by international agencies, non-governmental organizations and many States pursuant to the provisions of the World Population Plan of Action, and the progress already made,

Conscious of the magnitude and urgency of the tasks still remaining,

Recalling also its resolution 2051 (LXII) of 5 May 1977, in which it requested the Secretary-General, in pursuing the task of collecting data and information relevant to the formulation of a new international development strategy, to take due account of the World Population Plan of Action as one of the inputs of particular relevance to that task, with the aim of helping the General Assembly to give due weight to the role of population and the importance of population policies and activities in their relationship to the establishment of a new international economic order, and also of ensuring that population policies and activities shall be integrated into the goals, objectives, policy measures and targets to be contained in any new strategy,

1/ See para. 55 of the present report.

2/ Report of the United Nations World Population Conference, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I.

Having considered and approved the findings of the first quinquennial review and appraisal of the progress made towards achieving the goals of the World Plan of Action, which was called for in paragraph 108 of the Plan of Action and in Council decision 87 (LVIII) of 6 May 1975, as reported by the Population Commission in the report on its twentieth session, 3/

Recognizing the need to observe priorities for action in the implementation of the World Population Plan of Action,

1. Urges all Member States and regional and international bodies, both governmental and non-governmental, to develop and strengthen further activities designed to implement the World Population Plan of Action, and in particular to take account of the recommendations concerning priority areas for action identified in the first review and appraisal of the progress made towards the implementation of the World Population Plan of Action, annexed to the present resolution;

2. Urges governmental and intergovernmental organizations, non-governmental organizations and United Nations agencies concerned with providing technical assistance and aid to developing countries to increase their support for activities in the field of population within the framework of the World Population Plan of Action, and in particular to take action in accordance with the recommendations for priority areas identified in the first review and appraisal;

3. Calls upon United Nations bodies, officials and experts responsible for drafting and adopting the international development strategy for the third United Nations development decade, the Action Programme to be produced by the United Nations Conference on Science and Technology for Development and other international instruments for economic, social and technological progress to include in such documents full recognition of the interrelationships of population factors and social, economic, cultural and political development, and the need for full and urgent action to deal with population problems; these interrelationships should also be borne in mind in all instruments developed for the implementation of a new international economic order;

4. Requests the Population Commission, in consultation with appropriate United Nations bodies and non-governmental organizations, to consider at its twenty-first session, and advise the Council on, the possibility of holding an international conference to review population developments in the first decade following the World Population Conference, with the aim of contributing to the process of quinquennial review and appraisal of the World Population Plan of Action and to the further implementation of the Plan;

5. Requests the Population Commission to continue with the process of the monitoring, review and appraisal of progress towards the implementation of the World Population Plan of Action and requests the specialized agencies and regional organizations of the United Nations system to continue to contribute to that process.

3/ See the appendix to the present report.

ANNEX

Priority areas for action identified in the first review and appraisal of the progress made towards the implementation of the World Population Plan of Action

A. Preamble

1. A central point in the World Population Plan of Action is the view that population is an integral part of socio-economic development aimed at improving the quality of life of all people. The population issue does not stand alone; rather, it is one of the set of central factors that interact closely. As such, it must be taken into account along with others in order to promote quality of life, human rights and fundamental freedoms.
2. The review and appraisal of the progress made towards achieving the goals and recommendations of the Plan of Action, undertaken by the Secretary-General with the collaboration of member Governments, specialized agencies of the United Nations and non-governmental organizations, shows that the guidance provided by the Plan to national Governments and international organizations for concerted action in the population field has been crucial for the promotion and actual implementation of many measures related to demographic variables.
3. In population, as in many other fields, however, change is a never-ending process. Issues which were very controversial in 1974 and on which Governments represented at Bucharest achieved consensus are less controversial today; certain population problems are more acute and more diversified in 1979 than they were five years ago; others are showing signs of evolution that can be considered positive; and still others, which were only beginning to surface when the World Population Conference was convened, are now new causes of concern in several countries. These changes made it advisable to take steps to reinforce and adapt the Plan of Action and identify priority areas for action.
4. In its operative paragraph the Plan of Action is described as a policy instrument within the broader context of the internationally adopted strategies. It is a matter of first priority that when the new long-term objectives for development are drawn up, special efforts should be made to incorporate in them an adequate treatment of population problems and policies. The same attitude should be adopted in the international development strategy for the third United Nations development decade, which is now being drafted; in a new international economic order; in any plan emanating from a United Nations conference or body on subjects such as science and technology, the child, agrarian reform and rural development; and in any revision of an existing programme on employment, food and nutrition, the status of women, human settlements, the environment and so on. In like manner, the goals, objectives, measures and recommendations of all such instruments, when pertinent, should be conducive to modifications and clarifications of the World Population Plan of Action.

5. Accordingly, the recommendations which follow specific priority areas for action urged on national Governments and regional and international organizations as appropriate for the implementation of the World Population Plan of Action. They clarify certain provisions of the Plan of Action, call attention to new population issues and give further emphasis to others, already considered in the Plan, which have not received adequate attention at the national or international level. These recommendations should be circulated to all national Governments, United Nations bodies, other international organizations and non-governmental organizations.

6. The review and appraisal of the progress made towards achieving the goals of the World Population Plan of Action during the past five years indicates that an enormous task remains to be done. However, the limited and partial moves which have already been started towards these goals demonstrate that progress on a wider front is possible, if the needed actions are forthcoming. The recommendations formulated to that end reaffirm the principles and objectives of the World Population Plan of Action.

B. Recommendations concerning priority areas for action

1. Governments which consider that population trends hamper the attainment of their national development objectives and the enhancement of the quality of life of their people are urged to adopt population policies in accord with their national objectives and consistent with the World Population Plan of Action. To this end, all States Members of the United Nations which have not done so are urged to establish, without delay, a unit staffed with qualified personnel at a high level of their administrative structure to integrate population measures and programmes into their social and economic goals, strategies and plans and to evaluate progress towards those goals.

2. Countries with high levels of mortality, especially those whose populations have not yet attained a life expectancy of 50 years or more or an infant mortality level below 120 per thousand live births, are urged to take special measures to reduce mortality rapidly, particularly by means of the provision of primary health services to all of their people by 1985. Countries which have already attained a high level of life expectancy still need to take action to reduce mortality further. All countries are urged to develop programmes with the objective of reducing differences in the incidence of illness and death among different regions and social groups. These programmes should include measures to improve access to better and wider health and social programmes, such as improved sanitation, water supply, and nutrition education, and stronger efforts to eliminate or reduce infectious and parasitic diseases.

3. All Governments are requested to examine their national development objectives, programmes and projects in order to determine their effects on national fertility levels and goals and, as recommended in paragraph 31 of the Plan of Action, to give priority to those development strategies, programmes and projects which, while contributing to the well-being of their population and to economic and social progress, will have a decisive effect on demographic trends, including fertility.

4. Governments are urged, in accordance with paragraph 29 of the Plan of Action, to respect and ensure, regardless of their over-all demographic goals, the right of persons to determine, in a free, informed and responsible manner, the number and spacing of their children; to provide, as soon as possible, appropriate education on responsible parenthood and to make available to persons who so desire advice and the means of achieving it; and to provide assistance in overcoming involuntary sterility and subfecundity for all individuals desiring such help.

5. Governments are urged, in accordance with paragraph 32 of the Plan of Action, to give high priority to the following development goals:

(a) The full integration of women into the development process, particularly by means of their greater participation in educational, social, economic and political opportunities;

(b) A more equitable distribution of income, land, social services and amenities;

(c) The promotion of wide educational opportunities;

(d) The elimination of child labour;

(e) The establishment of an appropriate minimum age at marriage.

6. Governments which consider the birth-rates in their countries detrimental to their national purposes and which have undertaken national population programmes are urged, consistent with paragraph 37 of the World Population Plan of Action, to set quantitative goals and implement policies that may lead to the attainment of such goals by specific dates - 1985 for intermediate objectives and 2000 for long-term objectives - and to use such goals in guiding their programmes and evaluating their progress.

7. All Governments need to consider carefully changes in the distribution of the population of their countries. As a matter of priority they also need to expand their capacity to deal with problems of redistribution, regional planning conducive to a more balanced spatial distribution of urban and rural population, and the special problems of metropolitan areas.

8. Governments which are significantly affected by international migration are urged to conduct bilateral and multilateral consultations with a view to harmonizing policies which affect such migration. This recommendation is of particular urgency in view of the substantial changes that have occurred in the volume, direction and content of international flows during the past five years.

9. All Governments are urged, when formulating their social and economic policies and programmes, to take fully into account the existing and anticipated demographic and social structure of the population. Governments are urged to consider the implications of population growth - both in countries where it is high and in those where it is very low - and the relationship of population structure to:

- (a) The number of students and the need for teachers and schools;
- (b) The changing role and status of women;
- (c) The changing organization and role of the family;
- (d) The formation of new households and housing needs;
- (e) The growth and composition of the labour force, with particular reference to age, sex, skills and experience;
- (f) The well-being of older persons, with particular reference to their needs for social and economic security.

10. In planning their socio-economic development policies, especially in the fields of education, health, production and technology, as recommended in paragraph 69 of the Plan of Action, Governments should recognize the impact of such policies on all aspects of the population trends, qualitative as well as quantitative. Likewise, Governments should evaluate the consequences of demographic trends for their social and economic development strategies. The interrelations of population trends and development have to be stressed not only in the international development strategy for the third United Nations development decade as explicitly stated in the preamble above, but also in national development strategies.

11. Governments are urged to expand the participation of their people - particularly young people - and communities in the formulation and implementation of population and development programmes, using all community services possible.

12. Governments are reminded of the urgent need to take a population census as part of the 1980 World Population and Housing Census Programme, with due consideration to the need for data disaggregated by social and other groups, and then to analyse and use the data for development planning and the formulation of population policies. Equally important is the need to develop and improve vital registration systems and demographic statistics in order to obtain accurate and timely information on the evolution of fertility, mortality and migration; and to develop and improve capability for taking household sample surveys.

13. Governments are urged to set priorities for research on population and on its relationship to cultural, political, social and economic factors and to the environment, natural resources and similar issues. In setting priorities, an appropriate balance between the research projects on various population issues should be maintained, in the light of each country's particular needs.

14. Governments are urged to take steps to ensure the training of an adequate supply of personnel and their distribution, as may be needed to implement their population programmes. The training provided should be suited to the functions of personnel at all levels of programme activity. Governments are reminded of the crucial importance of well-trained managerial personnel to an effective population programme.

C. Recommendations for implementation

1. In implementing the above recommendations for action within the framework of the World Population Plan of Action, international organizations with relevant programmes are urged to give maximum assistance to countries. Countries, in turn, are urged to seek the advice and assistance of the United Nations, the specialized agencies and regional commissions, other intergovernmental organizations and non-governmental organizations. Full use should also be made of opportunities for technical co-operation among developing countries in the area of population.
2. Finally, in view of the rapid changes that are occurring in various dimensions of population, and given the need for an informed response to those changes, the importance of continued periodic monitoring, review and appraisal, regional consultations on population and development, and associated activities by appropriate agencies of the United Nations is stressed. The results of such activities should be fully taken into account in the formulation of any new international development strategy.

Draft resolution II 4/

WORK PROGRAMME IN THE FIELD OF POPULATION

The Economic and Social Council,

Recalling the recommendations of the World Population Conference 5/ and particularly of the World Population Plan of Action, 6/ General Assembly resolution 3344 (XXIX) of 17 December 1974 on the World Population Conference and General Assembly resolution 3345 (XXIX) of 17 December 1974 on research on the interrelationships between population, resources, environment and development,

Recalling also its decision 87 (LVIII) of 6 May 1975 regarding the monitoring, review and appraisal of the World Population Plan of Action, its resolution 1943 (LVIII) of 6 May 1975 and its decision 169 (LXI) of 4 August 1976 on guidelines for development planners on population-related factors, its resolution 2052 (LXII) of 5 May 1977 on the Population Information System (POPINS) and its resolution 2053 (LXII) of 5 May 1977 on the work programme in the field of population,

Aware of the important supportive role of the United Nations system vis-à-vis Governments in achieving the goals of the World Population Plan of Action through the monitoring of research, the exchange of information and technical co-operation,

Stressing the importance of incorporating population in development strategies for both developing and developed countries, including the new international development strategy,

4/ See para. 229 of the present report.

5/ Report of the United Nations World Population Conference, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. II.

6/ Ibid., chap. I.

Taking note of the discussions of the Population Commission at its twentieth session on the progress of work and the work programme in the field of population,

1. Takes note with satisfaction of the progress of work, the work programme for the biennium 1980-1981 and the medium-term plan for the period 1980-1983; 7/

2. Requests the Secretary-General:

(a) To continue and strengthen the work on population trends and structure, paying particular attention to studies of mortality, urbanization and migration;

(b) To strengthen the demographic estimates and projections component of the programme in order to satisfy the needs of Governments for reliable and up-to-date estimates and projections;

(c) To continue studies designed to explain causes of fertility change, including those dealing with the impact of family planning programmes, making full use of data from the World Fertility Survey;

(d) To pursue and intensify work on the interrelations of population and development, paying due attention to both the implications of population trends for development and the impact of social and economic change on demographic trends, with a view to promoting the integration of demographic factors in national and international development strategies and plans;

(e) To prepare a manual for the use of national planners on methods of incorporating demographic factors in development planning;

(f) To pursue the analysis of population policies and their implications, paying due attention to comparative studies that would assist countries in preparing their action programmes;

(g) To arrange for the timely publication of population studies and projections;

(h) To facilitate, in collaboration with the regional commissions and the specialized agencies, the establishment of a Population Information Network (POPIN) as a decentralized network for the co-ordination of regional, national and non-governmental population information activities, and to endeavour to obtain extrabudgetary resources for the functioning of an advisory group and a co-ordinating unit;

(i) To arrange for the continuation of the monitoring of population trends and policies and of the work necessary for the review and appraisal of the World Population Plan of Action;

7/ Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1), chap. 21, paras. 21.12-21.61 and 21.73-21.100.

(j) To continue and expand the United Nations programme of technical co-operation in the field of population to countries requesting assistance in co-operation, particularly with the United Nations Fund for Population Activities;

(k) To strengthen the United Nations programme of training in population, through the continuation and expansion of the regional and interregional demographic training and research centres sponsored by the United Nations, support for national training institutions and the continuation of the programme of fellowships for training in the population disciplines, particularly in relation to development planning;

(l) To assist Governments, on their request, in establishing or strengthening national institutions whose purpose is to co-ordinate population activities, particularly those relating to development planning, to study techniques of incorporating population factors in national development and to advise Governments in the formulation, implementation, follow-up and evaluation of population policies and programmes;

3. Urges Member States to ensure that methods of evaluation and analysis of population census and survey data and their use and interpretation form an integral part of national census programmes by establishing and strengthening national population organizations and institutions;

4. Emphasizes the need for the organizations of the United Nations system to strengthen their collaboration and co-ordination in the planning and execution of their population programmes.

B. Issues brought to the attention of the
Economic and Social Council

2. Pursuant to Council decision 87 (LVIII) of 6 May 1975, the Population Commission decided to transmit to the Council the findings of the first quinquennial review and appraisal of the progress made towards achieving the goals and recommendations of the World Population Plan of Action, undertaken in accordance with paragraph 108 of the Plan of Action. As recommended by the Commission, a summary of the findings is appended to the present report: it consists of a summary of the note by the Secretary-General (E/CN.9/336) submitted to the Commission at its twentieth session.

Chapter II

OPENING STATEMENTS

A. Statement by the Under-Secretary-General for International Economic and Social Affairs

3. The Under-Secretary-General for International Economic and Social Affairs, addressing the Commission at its 362nd meeting, stated that the twentieth session was a significant event calling for a certain degree of solemnity. During its 20 sessions the Commission had been a forum and an effective agent for ideas in the sphere of population, the importance of which for the international community had been increasingly widely recognized.

4. Analysis of demographic evolution, including projections, had helped to arouse an awareness of the links existing between population, economic and social development, the environment and natural resources, and had led to a better understanding of their global character. It was on the basis of the work of the Commission that at the World Population Conference held at Bucharest there had been widespread discussion of those links and of that global dimension.

5. The Under-Secretary-General saluted the doyen of the Commission, Professor Alfred Sauvy, who had been present at all the sessions of the Commission and had lent his energy and his scientific discipline to the constant flow of ideas within the Commission. He thanked Professor Sauvy on behalf of all members of the Commission, both past and present, as well as on behalf of the Secretary-General, for his contribution to the Commission's work, and added his own personal congratulations.

6. The Under-Secretary-General went on to note that four years previously, the Bucharest Conference had affirmed the link that should exist between any active population policy and the implementation of development programmes, in particular education and health strategies. Since then, several surveys conducted by the Population Division had revealed the growing interest of Governments in active population policies, whether directed at slowing down fertility in countries of rapid growth or stimulating it in those countries in which it was declining. The relationships between development strategies, at both national and international levels, and population problems were among the main concerns of the new Department of International Economic and Social Affairs, which had been given the central task of carrying out interdisciplinary research and analysis following the restructuring of the economic and social sectors of the Secretariat.

7. He informed the Commission that the General Assembly had taken steps towards the preparation of an international strategy for the third development decade. In view of the close links between development strategy and population policies, the report submitted by the Population Commission to the Economic and Social Council would constitute an important contribution to the collective effort then being made. The Under-Secretary-General remarked that irrespective of the final content of the strategy, it was necessary to take into account, in its preparation, an accurate assessment of demographic projections and population policies of member States, and the suggestions and advice of the Commission in that regard would be of utmost importance.

8. The tripling of the world population within a period of 60 years was unprecedented; it was a fantastic mutation which was difficult to grasp. But we must live with that thought and face up to it now. The international community must foresee the parallel development of international economic relations, family and social structures, cultural and human relationships, political groupings, human rights, the sharing of resources, the scarcity or deterioration of the common heritage of mankind, the planning of the environment and international solidarity, and must then prepare the necessary action. Hence, the importance of action-oriented, interdisciplinary research and analysis.

9. The Under-Secretary-General concluded by emphasizing the importance of the role which the Commission played and expressed confidence that its responsibilities would be fully and effectively discharged.

B. Statement by the Under-Secretary-General for Technical Co-operation for Development

10. The Under-Secretary-General for Technical Co-operation for Development stated that it was an honour and a pleasure to be addressing the Commission for the first time on the occasion of the celebration of its twentieth session.

11. He pointed out that when the Commission had begun its work, more than 30 years before, there had been no international technical co-operation in population. There was little recognition of demographic problems; and there were very few demographic specialists in the developing countries. Few Governments, therefore, requested international technical co-operation. During the 1950s and 1960s, however, the tempo of concerted international action had begun to quicken: two United Nations-sponsored centres for demographic training and research had been established - at Santiago and at Bombay; a United Nations mission had visited India in 1965, at the Government's request, to help formulate plans for assistance in family planning.

12. From the middle of the 1960s population had begun to be of prime importance among United Nations technical co-operation activities and, after having been chiefly the concern of Western countries, had become the concern of the developing countries as well. The Under-Secretary-General also stressed the importance of the establishment in 1968 of the United Nations Fund for Population Activities, whose work had been of such importance in promoting international technical co-operation in population.

13. Recalling that one of the United Nations main concerns with respect to technical co-operation in population had been the establishment of training centres in developing countries, the Under-Secretary-General pointed out that thousands of experts had been trained under those auspices and were now engaged in demographic research and population policy formulation within the framework of economic and social development planning. The developing regions were moving steadily towards self-sufficiency with respect to the availability of trained demographers from the regions themselves. Many more trained demographers and population experts were required, however, and United Nations support for the training centres would therefore be needed for some time to come.

14. Referring to the fact that there were currently about 150 United Nations population experts around the world, the Under-Secretary-General emphasized that international assistance in population, as in other fields, must be geared towards promoting the development of the least developed countries, where demographic problems were most acute, in accordance with the population policies formulated by those countries themselves; and that another basic principle of technical co-operation was the promotion of more extensive mutual assistance among developing countries.

15. Turning to the proposed work programme in technical co-operation in population, the Under-Secretary-General mentioned that the United Nations was devoting particular attention to responding to countries' needs in the fields highlighted by the 1974 World Population Conference and emphasized the importance which his Department attached to the collection and analysis of demographic data and the establishment of national population commissions and national institutions for the integration of demographic factors in development planning.

C. Statement by the Executive Director of the United Nations
Fund for Population Activities

16. In his statement to the Population Commission, the Executive Director of the United Nations Fund for Population Activities stated that the Commission had, since its first meeting at Lake Success in February 1947, worked unceasingly to make countries aware of the importance of population studies and of the necessity of attending to problems created by population trends. Looking back, it had been easy to see how much influence the Commission had had on population assistance given to countries by the United Nations system. It had been the decision of the Commission in 1965 recommending an expanded United Nations population programme that had led to the establishment of the United Nations Trust Fund for population activities in 1967. Further, it had been the Commission's proposals, later embodied in Economic and Social Council resolution 1763 (LIV), that had led to the build-up, on an international basis, and with the assistance of competent bodies of the United Nations system, of the knowledge and capacity to respond to national, regional, interregional and global population and family planning needs.

17. The Executive Director informed the Commission that by carrying out that policy with effective interagency co-operation, the United Nations organizations, with funds made available by the United Nations Fund for Population Activities, had been able to deliver, by the end of 1978, more than half a billion dollars of assistance to more than 100 developing countries and territories. In each case the programmes had been delivered in accordance with the country's population policy. Respect for the country's sovereign rights had been the primary reason for the acceptability of the population assistance programme and for the Fund's growth into the largest source of multilateral assistance for developing countries.

18. The Executive Director emphasized that the assistance provided in family planning, population dynamics, population policy-making, communication and education and intercountry activities had contributed significantly to a better and deeper understanding of the consequences of population growth, more structured population policies within development plans, more effective population action programmes, better delivery of services, more demographic research and more trained manpower, and more utilization of local resources for population programmes in the recipient countries.

19. Close collaboration had existed among the organizations of the system in the delivery of programmes in the field. A good illustration was the co-operation that existed in the field of demography between the Population Division, the Department of Technical Co-operation for Development, the regional commissions and the Fund. That co-operation had made possible better data collection and analysis in many developing countries. The completion of censuses in the current decade - 21 in Africa alone, most of them taken for the first time - had been made possible mainly because of United Nations assistance.

20. The Executive Director warned that the past changes achieved by countries should not lead to complacency. Even though there had been an indication of slight decline in global fertility rates, the goal of a desirable balance between resources and population growth to enable individuals to live adequately in developing countries was far from realization. Policy shifts were being observed in a number of developing countries, particularly in the areas of population distribution, migration, urbanization, women, youth and the aging. It was essential that a forum like the Commission should continue to exist for the guidance of the organizations involved in population assistance.

21. The Executive Director concluded his statement by re-emphasizing the need for the closest possible co-operation and co-ordination between various organizations of the United Nations, in order to ensure that the United Nations system succeeded in delivering assistance in the field of population to developing countries.

D. Statement by Professor Alfred Sauvy

22. Professor Alfred Sauvy, who has served as a representative of his country on the Commission since its establishment, stated that after the Second World War demography had gained a certain prominence. In 1946 the United Nations had decided to appoint 12 men to deal with population questions. The first meeting of the Commission had dealt with the Commission's mandate, its relationships with other Commissions and the question of an international census. It had, further, recommended to the Economic and Social Council that the Secretary-General should take, without delay, the measures necessary to obtain qualified personnel in sufficient numbers to implement the proposals made by the Commission. The programme of work outlined by the Commission in its early years had been oriented to the area of censuses and other factual information.

23. The Commission, in its early years, had proceeded cautiously with value judgments about the rate of population growth. However, little by little, it had been able to pinpoint the phenomenon which had been given the unpleasant name "population explosion" and its disturbing economic consequences. That had been made possible by the publication in the 1950s of the important and innovative work of the Secretariat which had provided for the first time rational forecasts of world population and its components.

24. Professor Sauvy stated that the detailed discussion in the General Assembly in 1962 on whether the United Nations should assist countries interested in limiting their birth rate and the availability, about the same time, of the first effective contraceptive, the hormone pill, had represented a turning-point in history. Though the discovery of the latter had contributed to further reduction of fertility in countries where the rates had been lowest, little by little other countries had come to realize the opportunity it presented for limiting family size. The

Population Commission had held many discussions on the economic, social and political aspects of that development. During that controversy the Commission, at its thirteenth session in 1965, heard the Director-General of the Food and Agriculture Organization of the United Nations (FAO) state that FAO had not succeeded in ensuring food for all human beings and that it was important for the Population Commission to indicate the means for limiting progressive growth in numbers.

25. Professor Sauvy recalled that the Population Commission had met in several regular and special sessions and had prepared an ambitious and ingenious World Population Plan of Action for consideration at the World Population Conference. After considerable controversy at the Conference, a text integrating the Plan of Action in development had been approved by all concerned. That initiative had been useful. He emphasized that without diminishing the sovereign rights of States and without being very precise on modalities, the Plan had drawn the attention of Governments and public opinion to the population problem and to its prospects in the twenty-first century. He complimented the Secretariat for the remarkable method used through the Conference to highlight future prospects for the twenty-first century. He concluded his remarks by stating that the task was far from finished and that the Population Commission could be used to great advantage during the coming years if it was allowed to survive.

E. Statement by Professor Frank Notestein

26. In commemoration of its twentieth session, the Commission heard a statement by Professor Frank Notestein, who served as the first Director of the Population Division when it was established in 1946. He referred to the pioneering days of the Population Commission and the Secretariat and to the world-wide reputation achieved by first appointees to the Secretariat.

27. The Commission, in that formative period, had not taken up issues of population policy directly. Rather it had concentrated on recommending that the United Nations should begin to assemble and disseminate throughout the world the kind of basic scientific information about population without which any sensible discussion of population policy was impossible. The publication by the Secretariat of The Determinants and Consequences of Population Trends, the excellent series of Demographic Yearbooks, several invaluable series of monographs of methodological problems and projections of future population of the world and its several parts, had helped the world's scholars to come to grips with their own problems. Those publications were widely disseminated to libraries, especially in developing countries, which had been grossly defective before that time.

28. Professor Notestein noted that the next step taken by the United Nations, namely, the establishment of regional training and research centres in Latin America, Asia and Africa and the sponsoring of international and regional conferences throughout the world had led to the rapid increase in the number of persons able to make intelligent use of such materials. Thus by enabling students of the subject to study the problems of their own countries and regions on the basis of solid information and by means of modern techniques, it was possible to arrive at a common understanding of the subject. From this combination of trained people, growing information and, of course, the facts of a rapidly changing demographic situation, work on population policy and programmes had gradually emerged.

29. Professor Notestein stated his belief that problems of population policy had been approached more effectively because they had emerged from an awareness of need and because they had met with programmes that emphasized the voluntary aspects of both the giving and receiving of aid. While differences remained in the way Governments approached their own and the world's population trends, there was widespread agreement on the following basic propositions.

(a) The alteration of population trends was not an end in itself. It could only be justified as a means to the end of improving the quality of life, of fostering the health, education, material prosperity and the sense of personal fulfilment of the people involved.

(b) No manipulation of the demographic situation alone would be sufficient to achieve those ends. To achieve even minimum goals of welfare for just the existing population of the developing countries would require efforts in the field of economic development on a larger scale than those previously undertaken. Further, the problems were exacerbated by the fact that the most rapid increase was coming in precisely those areas most urgently needing development.

(c) The United Nations system had agreed in a number of formal statements that parents should be free to decide on the size of their families and should be aided in attaining the knowledge and means to attain their goals.

30. Professor Notestein emphasized that while a good deal of progress had been made in understanding the process of population and economic change, regrettably little progress had been made in coping with actual problems. In that context, the Population Commission had an unrivalled opportunity in the next years to catch the conscience of the world, to point to the twin dangers of totally inadequate developmental efforts and unprecedented rates of population growth and to make it clear that for the first time in human history mankind had the technical capacity - if it had the will - to gain freedom from preventable disease, ignorance and crushing poverty. In the stimulation of such effort, he felt that the Commission bore a heavy responsibility and had a magnificent opportunity.

F. Statement by the Director of the Population Division

31. In his opening statement to the Population Commission, the Director of the Population Division stated that the Commission had for more than 30 years facilitated the work of the Economic and Social Council, which was the sole international organ with the mandate to examine population questions at the global level and from different perspectives, dealing with scientific and political aspects of a complex and controversial problem. The three aspects involved - namely, scientific, political and the orientation of work of the Secretariat - were inseparable.

32. The extreme positions taken in the past - such as the naïve consideration of population policy as merely birth limitation or of family planning as somehow equivalent to genocide - had given way to the more reasonable approach that had finally been taken at Bucharest. The text of the World Population Plan of Action, prepared by the Secretariat and modified, after animated debate, in such a way as to permit a compromise acceptable to 136 Governments, had been a unique achievement in history. It was infused with the spirit of the new international economic order, the main principles of which had just been outlined by the General Assembly at its sixth special session.

33. The Director drew the attention of the Commission to the review and appraisal of the World Population Plan of Action which the Commission would be proposing to the Economic and Social Council as an instrument for future work in population. In its deliberations the Commission would need to take into account the report on the monitoring of population trends and policies which represented the most detailed examination of the demographic situation currently available as well as the changes in demographic policies that had occurred since the Conference.

34. It would be noted from the monitoring report that many Governments had reinforced their policies and adapted them to the situation and, above all, had diversified them. For example, 144 Governments had accepted or encouraged access to modern methods of contraception for the well-being of families or for demographic reasons; as many as 76 Governments had adopted specific targets to achieve their goals, whether to reduce, increase or maintain the fertility rate; 78 Governments had placed priority on policies aimed at improving the health situation and reduction of mortality; and 139 Governments had considered that their regional distribution of population was partly or entirely unsatisfactory. There was general agreement that it was not enough to deal with the growth rate alone but that action was simultaneously needed to regulate habitat and to improve health conditions and life in general. Thus, there was a new perception of population policy relating to action on those policies which directly or indirectly affected population as recommended in the Plan. Further, the Plan had stimulated even more action in the field of international technical co-operation, as had been successfully shown by the United Nations Fund for Population Activities through the increase, diversification and strengthening of its support to developing countries. The Director informed the Commission of the close and continuing co-operation that existed between the organizations of the United Nations system, and in this context drew attention to the generous help provided by the Executive Director of the Fund to the Population Division in fulfilling its work programme.

35. The Director emphasized that since the Conference, demographers had had to rethink their conceptual framework in view of the broadening of the concept of population and the need to work on relationships between an increasing number of variables. It was also important to bear in mind a number of areas which had been neglected in the past few years, such as mortality and migration, subjects on which a better understanding was called for by Governments for implementing realistic population policies. The Director recalled that it had been almost 20 years since the Population Division first prepared mortality tables, and studies on the phenomenon of aging, and that those efforts had led to considerable research at universities. There was no doubt that population projections must remain a permanent activity in the work programme because of their particular character as studies prepared by an international organization. The time had come to improve the methods used in order to incorporate more variables so that the projections could serve those who implemented policies and those who dealt with over-all planning.

36. The Director stressed that in reviewing the World Population Plan of Action the Commission would need to bear in mind other numerous debates that had taken place at the international level, at such conferences as the World Food Conference, the Tripartite World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour, the World Conference on the International Women's Year, Habitat: United Nations Conference on Human Settlements and the more recent International Conference on Primary Health Care, jointly sponsored by the World Health Organization and the United Nations

Children's Fund. The common propositions and strategies dealt with in all of those conferences were of relevance to the Commission's work. The problem that arose was that of fundamental research on the logical coherence of those different partial strategies, each having its own priority. That would be the task of the international development strategy for the Third United Nations Development Decade, the contours of which were taking shape. It would be appropriate for the Commission to ensure that population had the place it deserved in the new international development strategy, especially since the new strategy would have the benefit of the results of the Bucharest Conference, which the International Development Strategy for the Second Development Decade had not had.

Chapter III

ACTION BY THE UNITED NATIONS TO IMPLEMENT THE RECOMMENDATIONS OF THE WORLD POPULATION CONFERENCE, 1974

A. Review and appraisal of the World Population Plan of Action

37. One of the leading topics before the Commission was the review and appraisal of the progress made towards achieving the goals and recommendations of the World Population Plan of Action (agenda item 3 (a)). Such a quinquennial review and appraisal was stipulated in the Plan of Action itself (para. 108). It was reaffirmed in Economic and Social Council decision 87 (LVIII) of 6 May 1975 and arrangements for its implementation had been discussed by the Commission at its nineteenth session in January 1977. The note by the Secretary-General summarizing the findings of the review and appraisal (E/CN.9/336), which was before the Commission, had been prepared with the guidance of the ad hoc group of experts established for the purpose by the Commission at its nineteenth session.

38. In introducing the topic, the Director of the Population Division stated that the general objective of the exercise was an examination of the evolution of policies and activities regarding population since the World Population Conference had been held at Bucharest in 1974. It was intended to bring the Plan up to date, to give it more flexibility and to enhance its effectiveness. The review and appraisal was also to recall to Governments, international institutions, non-governmental organizations, researchers and the public at large the role of the Plan as a guide for decision making in reference to population. The Director observed that it was precisely the policy relevance of the Plan of Action that made necessary its periodic adaptation to the ever-changing situation with regard to population.

39. The Director pointed out that there were three substantive aspects to be considered:

(a) A careful assessment of the effectiveness of actions taken by the various bodies concerned to attain the objectives and implement the recommendations of the Plan of Action;

(b) The proposal of actions needed to better adapt the Plan of Action to changing conditions and make it a more effective guide to population activities in the years ahead,

(c) Steps to be taken to ensure the full and complete integration of population and due recognition of the principles, objectives and recommendations of the Plan of Action in the formulation of a new international development strategy, in the establishment of a new international economic order, and in the development or the revision of any other relevant international instrument.

40. The report on the findings of the review and appraisal comprised four sections. The first summarized the evolution of policies and programmes in

reference to population since the Bucharest Conference. The experience of national Governments, the United Nations and the specialized agencies, regional commissions, other intergovernmental and non-governmental organizations was dealt with. In addition, other international, general and sectoral development strategies had been reviewed to assess the extent and manner of their treatment of population. The Director noted that information about governmental policies and programmes had been drawn from the same sources as the reports on the monitoring of population policies (E/CN.9/338, E/CN.9/XX/CRP.2 and Add.1). Information about other agencies had come in response to an inquiry addressed to them by the Secretariat; the Director added that the co-operation received had been invaluable and he expressed his gratitude for all the information that had been so generously provided.

41. The Director observed that there had been some noteworthy shifts in governmental policies concerned with population in a number of countries since 1974, as described in more detail in the reports on the monitoring of population policies. There was also encouraging evidence that international agencies had been very responsive to the guidance offered by the World Population Plan of Action in the development and implementation of programmes and policies. On the other hand, he said that the review and appraisal showed that there was still not adequate recognition of population matters in the leading, internationally adopted, strategies for national and international progress and the various sectoral development strategies.

42. In the second section of the report, in order to highlight the significance of population trends and policies since 1974 in the context of the prevailing international economic order, attention had been given to some key social and economic sectors: education, food, employment and income distribution, and the status of women had been discussed very briefly.

43. The third section of the report contained a summary of trends of demographic variables in the five years since the World Population Conference was held. The Director noted that the section had drawn heavily on work done for the monitoring of population trends (see E/CN.9/337 and E/CN.9/XX/CRP.1). Of particular pertinence to the review and appraisal of the World Population Plan of Action was the new evidence of declines in fertility in some developing countries, the cessation or near-cessation of population growth in some developed countries, and some substantial changes in the magnitude and direction of flows of international migration.

44. The final section of the report contained recommendations for actions that might be taken to enhance the effectiveness of the World Population Plan of Action. In that regard, the Director said that the review and appraisal had led to the conclusion that the World Population Plan of Action had proved its value. Therefore, formal changes in the Plan were neither desirable nor necessary. What was seen to be useful was the specification of priority areas for action, the clarification of certain provisions of the Plan, and calling attention to new population issues and to others already considered in the Plan that had not received adequate attention.

45. The Commission welcomed the report and expressed its thanks to the ad hoc expert group and to the Secretariat for their efforts in carrying out the review and appraisal. Discussion of the report was concerned with two matters: first, how to improve the document so as to make it as effective a tool as possible for enhancing the usefulness of the World Population Plan of Action and, secondly, how

best to make use of the revised report to give it the widest possible impact. Comments on how the report might be improved focused on the possible relocation of some sections of the report, changes in the actual content, and suggestions for improving the phrasing of specific points. Discussion proceeded section by section.

46. It was recommended that the report should be somewhat reorganized. Section II, dealing with the growth of human population since 1974, and section IV, dealing with trends in individual population variables over the same period, were to be merged to give greater coherence to the presentation of population trends.

47. A number of recommendations were made regarding specific themes or issues that had been given either too much or too little attention, or which might have been presented more satisfactorily in a different way. It was observed that the tone of remarks on the prospects for future rates of population growth should not be unduly optimistic, more attention should be given to deceleration in the rate of decline of mortality levels in many parts of the world. The importance of making clear the distinction between demographic conditions in developed and developing countries was again noted, as was the necessity to recognize that countries at all levels of development could have population problems with which they must deal.

48. The Commission noted that a comprehensive review and appraisal required complete information on the flow of funds in international assistance to population programmes and as analytic as possible a picture of how all funds in support of population programmes were used.

49. Some representatives on the Commission were encouraged by the fact that rates of growth had started declining in many developing countries. However, the rate of growth in most developing countries, they said, was still high and portended continued rapid growth of the world population, which was likely to exceed 6 billion in the year 2000 and might exceed 11 billion in the twenty-first century.

50. Some issues that needed further treatment were noted: youth, the role of the family, refugees, developments in the field of population research, and estimates and projections of the growth of labour supply, i.e., the growth of the population of working age. Regarding the presentation of individual points, representatives on the Commission made many useful suggestions to help clarify and strengthen the report.

51. Regarding the final section of the report, which contained the recommendations for action, it was agreed that the evidence presented in the preceding sections clearly supported the proposition that formal changes in the World Population Plan of Action were not called for but that identification of priority areas for action and the drawing of attention to some emerging issues would be useful and appropriate. It was further agreed that the recommendations for action were the most important component of the report.

52. To consider that section more fully, it was agreed to form an open-ended working group which would meet outside the regular hours of the meetings of the Commission and review section V in detail. The working group met at length and discussed section IV (E) and section V in detail. A reorganized and revised version of the text was presented to the full Commission for its consideration. That document comprised a preamble, consisting of six paragraphs and 14 recommendations for action. The working group reaffirmed the decision to remain within the framework of the World Population Plan of Action. The Commission made recommendations for some further modifications, including the addition of one topic, and then approved the report of the working group (E/CN.9/XX/CRP.5/Rev.1).

53. Two suggestions were made regarding further use of the report on the review and appraisal. First, the view was expressed that the document was of considerable interest to the public at large. The question arose whether it would be possible to publish the revised version. The Secretariat undertook to explore all possible means for publishing the final version of the report.

54. Secondly, the matter of presenting information to the Economic and Social Council was considered. It was pointed out that this was the first such review and appraisal and that therefore the channels through which its findings could most appropriately be communicated to the Council had not yet been firmly established. The Commission decided to include a summary of the findings of the review and appraisal of the progress made towards achieving the goals and recommendations of the World Population Plan of Action in the report on its twentieth session to the Council (appendix to the present report).

55. At the 376th meeting, the representative of the United Kingdom of Great Britain and Northern Ireland introduced a draft resolution entitled "Strengthening of actions concerned with the fulfilment of the World Population Plan of Action" (E/CN.9/L.136). The draft resolution was sponsored by Egypt, France, Mexico, the Philippines, Sierra Leone, Thailand, the United Kingdom of Great Britain and Northern Ireland and the United States of America. Oral amendments were proposed by the representatives of Dominican Republic, the Philippines, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics and the United Kingdom, as well as by the representative of the ILO. At the 378th meeting, the revised draft resolution (E/CN.9/L.136/Rev.1) was adopted without a vote (see chap. I, above, draft resolution I).

B. Monitoring of population trends and policies

56. For its consideration of item 3 (b), the Commission had before it the draft biennial monitoring report on population trends and policies, in the form of two separate reports on population trends (E/CN.9/XX/CRP.1) and population policies (E/CN.9/XX/CRP.2 and Add.1). It also had before it two concise reports summarizing the findings of the biennial monitoring exercise: E/CN.9/337 on population trends and E/CN.9/338 on population policies. At the 363rd meeting, the Director of the Population Division, presenting first the reports on the monitoring of population trends, drew the attention of the Commission to some of the general characteristics of the full report. He noted that this was the second biennial monitoring exercise carried out in accordance with paragraph 107 of the World Population Plan of Action.

57. Discussing the global perspective in population change, he observed that population growth continued at a massive level. The world's population now totalled well over 4 billion, and was increasing at 1.8 per cent annually; it was anticipated that there would be an increase of approximately 1 billion during each of the two decades remaining in the twentieth century. Thus the population would total some 6 billion by the year 2000. At the same time, he observed that there appeared now to be a deceleration in the rate of growth, both in developing and developed regions.

58. In the developed countries, the Director pointed out, fertility had reached a low level, with many countries experiencing a slow population increase and in other countries that increase being at or even below replacement level. Moreover, he felt that the decline in fertility had not yet reached its lowest limit in some

developed countries. Demographic conditions tended to be comparatively homogeneous within the developed regions, despite differences in political and economic organization. There also appeared to be a tendency towards a decline of differentials in fertility between groups within the various countries. A variety of factors appeared to be involved in the decline, one of the most important was almost certainly the change in the institution of marriage, manifested in delay of marriage, increased rate of divorce and more widespread childlessness.

59. With regard to mortality in developed countries, the Director noted the high levels of expectation of life at birth that had been achieved. He also pointed out the persistent difference in mortality of the two sexes: as currently experienced, women might expect to live about 6.5 years longer than men. He then went on to describe recent important changes in patterns of international migration. The important flow into northern and western Europe from southern Europe and from less developed countries during the 1960s and first half of the 1970s had since been significantly curtailed. In recent years many migrants had returned to their country of origin. None the less, the number of migrants remaining in those countries continued to comprise about 7 per cent of the total population. In a number of countries there were humanitarian as well as social and economic issues related to their presence.

60. Turning to the developing countries, the Director stated that those countries had been the scene of fertility declines with large variations from country to country, with a pace sometimes faster than that which had existed earlier in industrialized countries. Besides the most remarkable case of China, that decrease had been initiated mainly in relatively small countries in which communications were easily maintained. Fertility decline between 1965 and 1975 had exceeded 20 per cent in 14 out of the 66 developing countries with less than 15 million inhabitants for which reliable information was available. However, the Director cautioned about generalization because the countries with the best statistics were also those in which fertility had declined. In some countries fertility had declined so much that it had gone below the traditional boundary - a gross reproduction rate of 1.5 - which was thought to separate developing from industrialized countries.

61. The history of nineteenth-century Europe and, more recently, of some developing countries showed that fertility decline might start before the country had reached a high level of modernization and social and economic development. Fertility seemed to be linked to a very complex network of factors. Cultural factors appeared to be a major element while income per capita was no longer a satisfactory indicator.

62. The Director went on to say that fertility decline was generally slower in the larger developing countries and statistics were difficult to interpret. However, the decline seemed to have started in all but three of the 13 largest countries, with a more than 10 per cent decline between 1965 and 1975 in six countries and a more than 20 per cent decline in three countries. The level of world population in the twenty-first century would depend to a large extent on the course of fertility in those 13 countries.

63. China, with one third of the population of the developing countries, played a major part in the average fertility decline. Although precise data did not exist outside China, it seemed that the over-all birth rate had fallen below 25 per thousand.

64. The Director pointed out that after a period of excessive optimism it must now be realized that mortality decline in the developing countries was limited by the levels of social and economic development. The average life expectancy in the developing countries was 52.2 during the period 1970-1975 as against 71.1 for industrialized countries. Some commentators had even stated that the mortality level was rising in the developing countries because of the food crisis; however, there was no real base for such an assertion. The Population Division projections assumed that life expectancy in the developing countries would increase by 10 years at the end of the century.

65. The Director pointed out that the medium variant showed that the world population would increase from 4.2 billion in 1978 to 6.3 billion in 2000 with a 25 per cent increase for industrialized countries and a 94 per cent increase for developing countries. By the year 2000 there would be two countries with over one billion inhabitants, 9 countries between 100 and 300 million and 13 between 50 and 100 million. When projections extending into the twenty-first century were prepared, with the assumption that stationariness would successively be attained by the various countries, it was found that by the middle of the twenty-first century the world population would be 11 billion, according to the medium variant, and 8.8 billion and 14 billion according to the low and high variants respectively. The results of the medium variant and the potential problems for development were so striking, the Director stated, that one wondered whether the low variant was not more plausible, with either lower fertility or higher mortality than anticipated.

66. In introducing the reports on the monitoring of population policies (E/CN.9/338, E/CN.9/XX/CRP.2 and Add.1), the Director noted a recent surge of developments in population policies, in both developed and developing countries, dealing with a range of issues that included contraception, abortion, sterilization, immigration and urbanization. Concern had broadened beyond the narrow focus on high fertility in developing countries, it was increasingly recognized that any country might have population problems. Policies in response to those problems had also widened in scope and had increasingly included indirect as well as direct measures. Studies carried out by the Population Division were, therefore, aimed at giving better understanding of how Governments perceived their population problems and how they formulated their programmes accordingly.

67. Since the time of the 1974 World Population Conference at Bucharest, according to the Director, there had been generally a movement in two directions in the area of population policy. First, there had been broadening of the range of programmes concerned with population. Secondly there had been an intensification of efforts to understand and to deal with population in the broader context of development. Analysis based on the experience of 158 countries showed the following.

(a) Some four fifths of the population of the developing countries lived in countries in which the Governments considered that a slower rate of population growth would be desirable.

(b) Among developed countries, on the other hand, a number of Governments considered their current rate of population growth to be acceptable, but some Governments would like to have growth rates higher than at present. A stationary population was typically the long-range goal but there was concern about problems such as that of aging populations that were associated with slow or negative growth.

(c) Among the developing countries, six of the eight nations having a population greater than 50 million wished to reduce their rate of growth. The two exceptions were Brazil and Nigeria, in which countries there had recently been greater acceptance of family planning for the well-being of the family.

(d) The great majority of all countries (four fifths) considered the rate of population growth to be of basic importance for development. It was especially the developing countries with the largest populations that considered population growth a problem for development.

(e) Among developing countries, there was no simple relationship between rateⁱ of population growth and governmental perceptions of the acceptability of its rate. Some Governments with high rates of population growth considered the rate acceptable while others, with a significantly lower rate, considered it to be excessive.

(f) About 80 per cent of the inhabitants of the developing countries and 40 per cent of the population of developed countries lived in countries in which the Governments considered it necessary to take action to modify aggregate demographic trends.

(g) The great majority of all persons in the developing countries lived in countries in which the Governments considered fertility to be too high and in which access to modern methods of contraception had been authorized. Indeed, a larger proportion of the population of developed countries than of developing countries lived where access to family planning was restricted or prohibited altogether.

(h) With respect to mortality, more than three quarters of all Governments of developing countries considered their current level of mortality to be unacceptable under prevailing economic and social circumstances. One quarter of Governments in developed countries also found current mortality levels to be unacceptable.

(i) There was also an increasing concern with respect to levels of internal migration, which most countries considered to be inadequate for maintaining a satisfactory regional distribution of their population.

68. The Commission commended the Population Division for the efforts it had made in carrying out the work which had culminated in the draft monitoring report and the two concise reports on population trends and policies. The Commission reiterated the view it had expressed at its nineteenth session that the monitoring of population trends and policies was an essential service to countries as well as to the international community. The studies carried out biennially for this purpose by the Population Division in collaboration with other organs in the United Nations system provided global and regional pictures of the population situation and summarized recent changes in the demographic variables, in the prospects implied in those changes, and in policies and action programmes adopted by Governments aiming at modifying unsatisfactory trends. As the World Population Plan of Action indicated, the biennial monitoring must be selective in its coverage of the vast demographic field and must concentrate on new and emerging changes.

69. The monitoring of population trends and policies also had the important function of serving as a background for and an input to the review and appraisal of the Plan of Action. Besides furnishing the legislative bodies with the over-all picture of the population situation, the monitoring exercise provided the important measures

needed for assessment of progress towards achievement of the purposes of the Plan. Any priorities to be observed after the review of the Plan would have to be based on the levels and trends shown by the monitoring exercise.

70. The 1979 round of monitoring provided a survey of the population situation and of recent changes with regard to levels, trends and policies concerning population growth, fertility, mortality, international migration, some aspects of population structure, urbanization and population distribution. The report on demographic trends also highlighted studies in population and development, which were included in response to the emphasis given by the World Population Conference to the interrelations between population and development. Studies on those interrelations were essential in the important task of providing guidelines for incorporating population variables in development planning. Sections were included on population and income distribution, women and development and the implications of rural-urban migration for development. There were also sections on population and food, population and education and labour force dependency.

71. Other sections of the report gave attention to specific areas that needed more emphasis, such as international migration of temporary labour and of the highly skilled in a few professions in future work programmes. In the discussion of urbanization and population distribution, emphasis was given to components of urban and rural change, relations between rate and level of urbanization, and factors associated with the volume of net rural-urban migration. The report on policies paid more attention to population distribution and international migration policies than was possible in the first round.

72. Several representatives pointed out certain topics that should be given adequate consideration in future reports. One was internal migration, which was critical in some countries. While it was true that in developing countries some information was now available on rural-urban migration, very little was known about migration from one rural area to another, as in the case of tribal movements in some African countries. Another important question was that of changes in age structure. It was further noted that the increasing proportion of aged in the population was now critical in some developed countries because of the numerous social and economic problems involved. One representative indicated that a very serious problem in a number of European countries would be the reduction of the growth of the population of working age mainly owing to the after-effects of the fall in birth rates during the Second World War. In some developing countries, notably China, where fertility was declining, the problem of aging would also have to be faced in the near future. The Commission felt that despite the considerable attention given to population and development in the monitoring report, several other topics needed to be covered in the future, such as population and consumption and production. Studies on other target groups such as youth were also needed by many countries. Attention also needed to be given to qualitative aspects as well as quantitative aspects. Population structure by social and economic characteristics and population distribution should also be analysed in more detail.

73. There were several variables whose inclusion could also throw more light on the study of demographic trends, particularly fertility trends. Changes in marriage patterns and changes in family structure were very relevant in that respect. The Commission felt it would also be useful to study changes in fertility and their relation to changes in policy in different religious settings.

74. It was noted that the important task of preparing and analysing projections still suffered from a lack of reliable data from many developing countries, including some of the largest such as China. This placed a heavy responsibility on the Secretariat, which had to prepare estimates of basic measures from fragmentary data and then utilize those measures in preparing the projections. On the other hand, in the developed countries it was difficult to forecast fertility trends. The Secretariat had utilized some of the hypotheses which had recently been made by demographers. In preparing variants of the projections, the Secretariat had also followed the assumptions made by the developed countries and, where appropriate, by other countries.

75. The Commission noted with satisfaction that the 1979 round of monitoring was based on a new revision of the projections which had been carried out very recently. It was felt that in the final version of the document on population trends more emphasis should be given to the results of the projections so that a balanced picture of the implications of recent trends would be given to world opinion. One representative suggested that an impressive way of presenting the current total world population size of 4 billion would be as follows: one billion in developed countries, one billion in China, one billion in other developing countries where fertility had been declining and one billion in the developing countries where fertility had not yet started to decline.

76. The Commission also suggested that in preparing the final texts of all the reports on monitoring, it would be helpful to the readers if the situations in developed and developing countries were presented separately. The big differences between the two groups in levels, trends, types of data available, accuracy of information and factors involved made such separate presentation highly desirable.

77. It was felt during the consideration of the sections on population and development that there was a need to draw attention to the importance of incorporating demographic factors in international development strategies. In this regard the Director of the Population Division pointed out that the international development strategy for the third development decade was now under consideration and that efforts were being made to give due attention to population in that strategy.

78. The Commission pointed out that there was a need to link the findings of the monitoring of population policies as presented in document E/CN.9/338 to the demographic situation presented in E/CN.9/337. Such a link would provide the necessary demographic context and would throw some light on the demographic correlates of national population policies.

79. There was also a need for a clearer presentation in document E/CN.9/338 of the changes in perceptions and policies which had occurred since the first round of monitoring. It would also be helpful to break down the frequencies in some of the tables according to whether they were derived from the questionnaire or from other sources.

80. Since only few changes in population policies could be expected to take place within a period of two years, and in order to reduce the heavy pressure of work in the Secretariat, it was suggested that the next inquiry on population policies to be addressed to Governments should be delayed for four years. The Director of the Population Division agreed and pointed out that no plans for such an inquiry were

included in the two-year programme of work. The Secretariat was envisaging an inquiry only in connexion with the second review and appraisal of the World Population Plan of Action, which would be carried out in 1984.

81. The Commission was of the opinion that the two concise reports (E/CN.9/337, E/CN.9/338) and the two parts of the monitoring report on population trends and policies (E/CN.9/XX/CRP.1, E/CN.9/XX/CRP.2 and Add.1) contained a wealth of studies and analyses which should be made available to a wide range of readers. The Commission recommended that the revised versions of the two concise reports would be very suitable for publication in the Population Bulletin of the United Nations and that the full report should be published separately and made available to Governments and to all institutions interested in population studies. It was also agreed that a concise report suited to a general audience should be prepared on the basis of the material already available and should be published as soon as possible.

Chapter IV

PROGRESS OF WORK IN THE FIELD OF POPULATION

82. At its 371st meeting the Commission considered the progress of work in the field of population (agenda item 4). The Commission had before it the report on the progress of work in 1977-1978 (E/CN.9/340), which presented an account of the activities undertaken by the Secretariat in 1977 and 1978 in accordance with the appropriate programme budgets and upon the recommendation of the Population Commission. A number of documents reflecting progress of work in certain areas were also submitted. They included the recommendations of the Expert Group Meeting on Demographic Transition and Socio-economic Development (E/CN.9/341); the recommendations of the Ad Hoc Group of Experts on Demographic Projections (E/CN.9/342); and a progress report on the Population Information System (POPINS) (E/CN.9/343). Annex II to document E/CN.9/340 contained a summary of the findings of the Interagency Task Force on Population and Development (including Modelling).

A. Population trends and structure

83. The Commission was informed that a draft had been completed of a study entitled Patterns of Urban and Rural Population Growth. The study consisted of chapters on historic aspects of urban growth; estimates and projections of urban and rural population by country and region; components of change in urban and rural population; factors influencing the growth of cities; occupational composition of the urban and rural labour force; the role of women in the urban and rural labour force; the family in urban and rural settings; and the age-sex distribution of population in urban and rural areas. Results in the volume had been based on a major reorganization of the urban-rural data system, undertaken in 1977/78 to facilitate computer application and continuous up-dating of estimates and projections. Projection methods had been revised to include empirically based dampening functions for urban and city growth, according to which growth rates declined as size increased. The draft of the study was made available to the Commission. It was anticipated that a final version of the document would be submitted for publication early in 1979.

84. A second study, also in the nature of a global review, had been conducted in the area of mortality. Information on levels, trends and differentials in mortality since 1950 had been assembled in the form of individual draft chapters on Africa, Asia, Latin America and more developed countries. Those chapters were presented for the Commission's examination. They summarized some of the major tendencies suggested by the data on a region-by-region basis; an interregional synthesis remained to be completed. A major part of the volume had been devoted to an analysis of mortality conditions in less developed countries, relying on recently developed techniques of indirect estimation. The study was being conducted in collaboration with the World Health Organization and was entitled Levels and Trends in Mortality since 1950. It was anticipated that a final draft of the study would be submitted for publication in the middle of 1979.

85. A third large-scale project was the construction of a new set of model life tables. Those models had become valuable tools in estimation of both mortality and

fertility, as well as in demographic modelling. The main purpose of the project was to represent better the mortality experience of less developed countries. To do so would require a rather massive mobilization and evaluation of data for those countries. The assembly of data was carried out in collaboration with the Organisation for Economic Co-operation and Development and had been nearly completed in the form of computer data tapes. The evaluation and adjustment of the data was currently in progress in the Population Division on a country-by-country basis. A report on the project was submitted to the Commission as document ESA/P/WP.63 of the Population Division, entitled "Model life tables for developing countries: an interim report". It had been planned to begin work on the project at the end of 1978 but an earlier start had proved possible. The Commission recommended that the model life table project should produce and distribute model stable population age structures resulting from various combinations of mortality and fertility levels.

86. A report entitled Trends and Characteristics of International Migration since 1950 had been completed in 1977 and sent to press. That report reviewed the major intercontinental and intracontinental streams during the period 1950-1974. It included information on age and sex characteristics of migrants where available in reliable form. A second study, relating to the economic and social characteristics of international migrants, would begin shortly; some information on those aspects was contained in the chapter on international migration prepared for the report on monitoring of population trends which was before the Commission.

87. In response to resolutions 32/131 and 32/132, in which the General Assembly had called for the co-ordination of United Nations activities in the field of the elderly and the aging, an informal interagency technical meeting had been held at United Nations Headquarters in February 1978. Representatives of various United Nations organizations, including the Population Division of the United Nations Secretariat, had reviewed the current status of aging policies, programmes and research activities. Among other things, the meeting recommended that the United Nations system should undertake a compilation of data on the aging and an inventory of existing research and studies. A second meeting was planned for the purpose of drafting a comprehensive and integrated programme of United Nations activities in that field. The Commission emphasized the importance of aging studies in the United Nations in view of the actual and impending changes in the age structure of both developed and developing countries.

B. Demographic estimates and projections

88. The Commission was pleased to be informed of the completion of the United Nations demographic estimates and projections as assessed in 1978, which was the first complete revision since 1973. The provisional results of the revision had been used in the 1979 round of monitoring of population trends and policies.

89. During consideration of the assumptions, it was noted that changes were made in the new mortality projections because of the recent evolution that had occurred both in developed and developing nations. In particular, mortality trends in African countries were given special attention in the discussion and several representatives were of the opinion that mortality levels in the regions south of the Sahara were higher than originally thought and were not significantly falling. The need for more intensive study in that field was stressed by the Commission. Some representatives also emphasized the importance of strengthening the study on international migration for the purpose of preparing migration assumptions for projections.

90. It was noted by some representatives that there were differences between the United Nations projections and the national projections, although many existing differences were justifiable. Further collaboration with Governments was urged in order to avoid unnecessary duplication and conflict. The speedy publication of the results of the new projections was also urged as a matter of crucial importance. The Commission was informed that a report would be submitted for publication in 1979.

91. In response to the increase in demand for up-to-date estimates of total population and basic demographic indicators from Governments, other departments and divisions of the United Nations, specialized agencies, other international organizations and so on, work had continued during the period 1977-1978 on preparing a new series of demographic estimates. Those included estimates of population by sex and age in 1970 and 1975, and of birth and death rates, gross reproduction rates and life expectancies at birth for males and females covering the period 1970-1975 for the world's major geographical regions and individual countries. The work had also been a basic step in the preparation of the 1978 round of population projections.

92. The Commission was also informed of the completion of the world-wide estimates and projections of the number of households. That important work was the first of its kind and involved a considerable number of preparatory studies, which were carried out during 1973-1977. Some representatives emphasized the need for co-ordination between that project and the relevant studies of households and their changing structure carried out by countries and by others outside the United Nations. The proposal to carry out projections of households by size was considered to be very ambitious.

93. The Commission took note of the useful contributions made by the Ad Hoc Group of Experts on Demographic Projections, which had met in November 1977, and was pleased to learn that several steps were already being taken to improve projection methods along the lines of the recommendations of the Ad Hoc Group of Experts with regard to the inclusion of social and economic conditions.

94. The Commission learned with satisfaction that co-ordination of work on demographic projections among the United Nations, the specialized agencies and the regional commissions, covering projections of total population, urban/rural population, school population, agricultural population, and agricultural labour force, was maintained during the period through the efforts of the Interagency Working Group on Demographic Projections which had met at Amman in 1977.

C. Fertility and family planning studies

95. The Commission was informed that the Secretariat had begun to maintain up-to-date estimates of crude birth rates and gross reproduction rates for developing countries with incomplete and unreliable data. The exercise was to simplify the basic task of periodically up-dating the study of conditions and trends of fertility throughout the world.

96. The methodological study of the processes occurring within the family life cycle had been provisionally completed and was being circulated for comment. The Secretariat expressed the opinion that it was not fully satisfied with the results of the work, mainly because it had not been possible to establish causal relations

between the events occurring in the lives of the couples and their reproductive behaviour. That was because the family histories used for the analysis could not provide all the information needed. Some members of the Commission expressed disappointment that the study had not yielded the explanations hoped for. One view was that by taking the life cycle as an intermediate variable and relating micro-level and macro-level phenomena the approach might offer greater promise. Another was that the study might have been broader in scope or even have taken a different perspective, concerning the implications of fertility trends for changing family structure. None the less, it was felt that the results obtained so far were useful and should be co-ordinated with those of the work on nuptiality and development, with the projections to enhance the quality of the latter.

97. The view was expressed that the considerable changes occurring in fertility and related factors in the developed countries required pertinent international comparative research to be undertaken. Some representatives voiced satisfaction, therefore, that research on nuptiality and development had been resumed. That study was of considerable importance in the light of the various modalities of nuptiality in marriage, divorce and remarriage in both developing and developed countries and of the marked changes taking place, particularly in the latter.

98. The study of factors affecting use and non-use of contraceptives, which was based on surveys of knowledge, attitude and practice (KAP) and represented the first part of the work on factors affecting acceptance of family planning programmes, had been completed and was in the process of publication. The work was continuing on a broader scope, particularly with respect to the number of variables involved with World Fertility Survey data.

99. The Commission noted with satisfaction the Secretariat's support to the World Fertility Survey. It was noted that, at the request of the United Nations Fund for Population Activities (UNFPA), the Secretariat had undertaken to co-ordinate the work on international comparative analysis of the data being obtained from the World Fertility Survey. Meetings of the United Nations Working Group on Comparative Analysis of World Fertility Survey Data had been convened, the first in December 1977 and the second in October 1978. The Commission noted with satisfaction that the Population Division had prepared valuable substantive materials to guide the work of the United Nations and the specialized agencies in that sphere. It hoped that the documents would be circulated on the widest possible basis.

100. It was recommended that, at an early date, the Secretariat should distribute at least its minimum research programme to all Governments participating in the World Fertility Survey. It would be appropriate to attach to that programme a request that the Governments should co-operate in the project by making their data tapes available for use by the United Nations and a statement to the effect that those tapes would be used solely for the purposes of international comparative analysis. The Commission strongly urged Governments to support the United Nations programme of international comparative analysis of data from the Survey in that way.

101. The Commission noted with appreciation the information on the activities of the World Fertility Survey organization provided by the representative of the International Statistical Institute. The Commission was pleased to learn particularly of the extent to which countries were co-operating in the World Fertility Survey: up to 68 developed and developing countries were participating

or planning to participate. It was also pleased that the World Fertility Survey was shifting from data collection to data analysis and that steps were being taken to establish an archive of standard data tapes. The view was expressed that Governments should continue to co-operate fully in the World Fertility Survey.

102. The Commission emphasized the importance of the evaluation of family planning programmes and noted with satisfaction that the work relative to the effectiveness of family planning programmes and the assessment of their impact on fertility was being completed as scheduled. The analytical report of the 1976 Expert Group Meeting on Methods of Measuring the Impact of Family Planning Programmes on Fertility, along with the background studies developed for that meeting, had been published and made available to the Commission. It was informed in that connexion that Manual IX: The Methodology of Measuring the Impact of Family Planning Programmes on Fertility would be published in two or three weeks. Also as requested by the Commission, and with the financial support of UNFPA, additional case studies of evaluation had been carried out in Hong Kong, Malaysia, Mauritius, the Republic of Korea and Thailand. The recommended exploratory study on the relation between family planning programme inputs and outputs had been carried out and the Second Expert Group Meeting had been scheduled for 19-26 March 1979 at Geneva.

D. Population and development

103. The principal projects undertaken in the area of population and development were studies on the impact of social and economic change on demographic trends, on interrelations between population trends and income distribution, and on interrelations between population, resources, environment and development; evaluation of population and development models; and demographic studies needed for development planning.

104. The Commission was informed about the Expert Group Meeting on Demographic Transition and Socio-economic Development, held at Istanbul in May 1977. The meeting addressed itself especially to the design of research and research priorities in that area, including current theoretical developments; variables and indicators used in analysis; data sources and their utilization; techniques of analysis and a review of empirical studies. The report of the meeting, background documents and the papers contributed were being published. The Commission had before it the recommendations of the meeting (E/CN.9/341), which dealt in particular with aspects related to the conceptual framework and policy issues; various levels of analysis, including families and households, and relations between them and the collection and utilization of data. The Commission viewed the recommendations as a useful basis for further work and research in that area. The Commission was also informed that the case studies in a selected number of developing countries where fertility had declined substantially and which had been somewhat delayed would not be initiated until the second half of 1979.

105. Regarding the project on the comparative study of population trends, the Commission was informed that the analysis of interrelations of demographic, social and economic indicators had been completed. One paper dealing principally with methodological aspects of the study had been published in the Population Bulletin of the United Nations, No. 10. 8/ A second paper containing interim findings had

8/ United Nations publication, Sales No. E.78.XIII.6.

also been prepared for publication. The Commission expressed the hope that the up-dating of the study for 1975, which had not been done because of inadequacy of resources, would still be undertaken.

106. Under the project on interrelations between population, resources, environment and development, special attention was given to General Assembly resolution 3345 (XXIX) of 17 December 1974, in which the Assembly had requested the Secretary-General to provide facilities for co-ordinated multidisciplinary research in that area. A progress report on the work undertaken had been submitted to the Economic and Social Council at its second regular session of 1978. ^{9/} On the basis of that report the Council had adopted decision 1978/51, requesting the Secretary-General to submit a report on the substance of the matter for consideration at its second regular session of 1979. In response to the Council decision, an interagency consultation, convened by the Administrative Committee on Co-ordination, had taken place at Geneva in November 1978. At that meeting a number of priority areas in the interrelations between population, resources, environment and development had been identified for inclusion in the report to the Council. The areas selected included the relation between population and the carrying capacity of land; soil degradation, desertification and deforestation; resource utilization and international income disparities; integrated rural development; urban concentration; industrialization; marine resources; and health aspects of a changing environment. The Commission was also informed that preparations were under way for a symposium on population, resources, environment and development.

107. In the area of demographic-economic modelling, work had been undertaken with special reference to models dealing with demographic aspects of consumption. A consumption model was adopted to assess what impact such variables as household size, urban or rural residence and rural-urban migration had on levels and patterns of consumption. The model had been applied to various countries for different periods and a comparative study of the findings had been completed. One of the series of papers prepared under this project had been published in the Population Bulletin of the United Nations, No. 11. ^{10/} In connexion with activities in that area, the Commission's attention was drawn to the work of the Interagency Task Force on Population and Development (including Modelling), established in 1977 by the Sub-Committee on Population of the Administrative Committee on Co-ordination in order to enhance harmonization of the work of the United Nations currently being undertaken in that area. The Task Force, which included representatives of the Population Division, the regional commissions and the specialized agencies, had met twice and a summary of its findings was submitted to the Commission (E/CN.9/340, annex II).

108. As part of the project on demographic studies needed for development planning, two chapters for a manual on techniques of integrating demographic variables into development planning had been prepared. The chapters dealt, respectively, with population and planning for consumption and demographic factors in planning production. As suggested by the Commission at its nineteenth session, it had been proposed to consult national planners on the methods and techniques proposed, prior to finalization of the chapters. Noting the problems involved in achieving a better integration of demographic factors in the development planning, the Commission expressed satisfaction with the preparation of such a manual.

^{9/} E/1978/79.

^{10/} United Nations publication, Sales No. E.78.XIII.7.

E. Population policy

109. The Secretariat reported that its activities relating to population policy centred on four main areas: data collection (inquiries among Governments and the data bank); the diffusion of information; the analysis of information on population policies; and training.

110. A questionnaire entitled "Fourth population inquiry among Governments in 1978: review and appraisal of the World Population Plan of Action" was designed by the Secretariat with the advice of the ad hoc group of experts on review and appraisal of the World Population Plan of Action. The questionnaire was sent in January 1978 to 158 States Members of the United Nations or members of the specialized agencies; 75 replies were received. A preliminary report had also been prepared by the Secretariat for the second session of the ad hoc group of experts and it was made available to the Commission.

111. The questionnaire requested information on the current status of population policies and on their implementation and evaluation. In addition, questions relative to Governments' perception of population problems were also included in order to allow the Secretariat to monitor continuously the changes in Governments' perceptions and policies. The information obtained from Governments through the inquiry had been incorporated into the data bank. The Commission was informed that the inquiry had been one of the many sources of information which the data bank had been using to bring up to date continuously the 1975 individual country files.

112. The diffusion of information gathered by the Population Policy Section had been carried out by the publication of monographs on national experience in the formulation and implementation of population policy. Those reports covered the period 1960-1978 and a detailed analysis of the information on 15 countries had been published, while eight were still in press.

113. The diffusion of information had also been achieved by the publication of a compendium on population policies. The Commission was informed that that activity was made possible by close co-operation with UNFPA. The purpose of each data sheet contained in the compendium was to provide a brief summary of basic data and major policies in order to permit the users a quick comparison among countries. A number of demographic and non-demographic indicators were also included in the tables.

114. Among the analytical activities were the final report on the third inquiry among Governments, the studies needed for the 1979 round of monitoring of population policies, and studies on institutional arrangements for population policy and formulation and implementation of population policy in countries in the region of the Economic Commission for Africa, with special emphasis on the question of spatial distribution of population.

115. In connexion with training activities related to population policy, two training courses were conducted at Yaoundé and at Bucharest in 1978, and in March 1979 a seminar would be conducted at Lomé on population policy in the countries of Africa served by the Regional Institute for Population Studies and the Institut de formation et de recherche démographiques; the Secretariat had prepared several working papers for the seminar.

116. During the discussion which followed, it was suggested that the questionnaire for the fourth inquiry was somewhat complicated. The Secretariat noted that the questionnaire had been drafted following the recommendations of an expert group and served two purposes at once: first, the review and appraisal and, secondly, the monitoring of the World Population Plan of Action.

117. Concern was also expressed that, with the postponement of the next inquiry for some years, it would be necessary for the Secretariat to examine the large amounts of information which would be obtained from Governments, particularly that relating to activities which might have an indirect effect on demographic behaviour. The Secretariat reported that it would make the best possible use of available governmental documents in which the direct or indirect effects of various measures on population policy were explicitly acknowledged. However, it would not be able to gather information on all the activities that might have an implicit bearing on demographic trends.

118. Finally, the Commission noted that it would be useful to be informed of the methodology employed in preparing the compendium on population policy. The Secretariat indicated that it would describe that methodology in the introduction to the first issue of the compendium.

F. Monitoring and review and appraisal of the World Population Plan of Action

119. The progress of work in the monitoring of population trends and policies and the review and appraisal of the World Population Plan of Action are dealt with in chapter III of the present report.

G. Population Information System (POPINS)

120. The Commission was informed that, owing to financial and manpower constraints, only limited activities with regard to the Population Information System (POPINS) could be undertaken. With financial support from the Government of France, through UNFPA, however, two working papers dealing with general aspects and a strategy for the establishment of POPINS had been prepared. In addition, contacts with regional and national population institutions were established, and a survey of the recent developments and current activities in population information was undertaken. The Commission was informed of the findings of that survey, which included the existence of regional population documentation services in Latin America, Asia and Africa; the ad hoc efforts towards technical compatibility between documentation systems in Latin America, Africa and North America; the establishment or planning of documentation systems in various developing countries for improving accessibility to their own information; the work in North America on an on-line population information service; the preparation and utilization of a multilingual thesaurus of population; the preparation of various resource materials; and the efforts of the regional commissions, demographic institutes and national and international centres to improve the provision of information services.

121. The Commission was also informed of the Population Division's participation in a regional seminar for population librarians and documentalists in the Asian region, held at Bangkok and the collaborative efforts of the Division with the Information Services Unit of the Department of International Economic and Social Affairs in the establishment of a data base within the Department.

122. The survey had shown that many countries had been increasingly concerned about bibliographic control of their national literature and had been recognizing the need to collect their own documentation, establish national and regional networks for information exchange and train personnel.

123. The Commission felt the progress report (E/CN.9/343) gave a better basis for evaluation and expressed satisfaction with the reorientation of POPINS as a decentralized network of population libraries, clearing-houses, and documentation and information centres. The Commission felt that in order to reflect those functions more explicitly, a more appropriate name would be Population Information Network (POPIN).

H. Arrangements for the 1980 World Population and Housing Census Programme and other activities in demographic statistics

124. In response to questions from several representatives, the Commission was informed of the work of the Statistical Commission and the Statistical Office of the United Nations in the field of demographic statistics. In connexion with the 1980 World Population and Housing Census Programme being carried out in accordance with Economic and Social Council resolution 1947 (LVIII), the Commission was pleased to note that a document entitled "Draft principles and recommendations for population and housing censuses" ^{11/} had already been circulated widely to Member States and that others would be made available to the Statistical Commission at its twentieth session. Recalling its discussions on the question at its nineteenth session, the Population Commission noted with approval that technical co-operation activities in support of the 1980 Census Programme were already well under way, with support from the United Nations Fund for Population Activities and several bilateral sources. In view of the fact that some 120 population censuses were expected in the developing regions during the balance of the 1980 census period (1979-1984), it was anticipated that the need for technical co-operation activities in that area would remain high.

125. The Commission also expressed strong support for efforts aimed at improving civil registration and vital statistics in Member States. It recalled Council resolution 1307 (XLIV), in which the Council had requested the Secretary-General to undertake a World Programme for the Improvement of Vital Statistics, and expressed renewed support of the Secretariat's activities in the field. The Commission was also pleased to learn of several activities related to migration statistics, including the publication of the United Nations Demographic Yearbook, 1977, which treated international migration as a special topic, the publication of a technical report on internal migration statistics and the approval by the Statistical Commission, at its nineteenth session, of revised recommendations for international migration statistics.

126. The Commission was also informed about a new major technical co-operation activity in the field of statistics, undertaken pursuant to Economic and Social Council resolution 2055 (LXII), and now under way, namely, the National Household Survey Capability Programme. That programme sought to build enduring infrastructures in interested developing countries that would enable them to carry out continuing programmes of sample surveys in accordance with national priorities

^{11/} E/CN.3/515 and Add.1-3.

for data. The United Nations Development Programme and the World Bank had agreed to co-sponsor the Programme, and activities in connexion with the programme had already been undertaken in individual countries and regions. The Commission considered the Programme to be an important development which would enhance the capability of developing countries to collect demographic statistics, particularly in close relationship to related social and economic statistics. It was pleased to learn that both the regional commissions and the specialized agencies were fully involved in the Programme and considered that their association was important both for achieving effective assistance to countries and for ensuring co-ordination in technical co-operation activities in that field within the United Nations system. In concluding its consideration of demographic statistics, the Commission expressed its over-all support for that important activity and stressed the need for continuing close co-operation and collaboration between the population and statistical programmes of the United Nations.

I. Demographic publications

127. The Commission was informed that the following United Nations publications had been issued since its previous session:

Population Bulletin of the United Nations, Nos. 8, 9, 10 and 11 (Sales Nos. E.76.XIII.3, E.77.XIII.3, E.78.XIII.6, E.78.XIII.7);

Levels and Trends of Fertility Throughout the World, 1950-1970 (Sales No. E.77.XIII.2);

World Population Prospects as Assessed in 1973 (Sales No. E.76.XIII.4);

Methods of Measuring the Impact of Family Planning Programmes on Fertility (Sales No. E.78.XIII.2);

The Determinants and Consequences of Population Trends, vol. II, Bibliography and Index (Sales No. E.71.XIII.6);

Concise Report on the World Population Situation in 1977: New Beginning and Uncertain Ends (Sales No. E.78.XIII.9).

The Spanish version of The Determinants and Consequences of Population Trends (Sales No. S.71.XIII.5) was also available.

128. Country studies on national experience in the formulation and implementation of population policy were also available for the following countries: Cuba (ST/ESA/SER.R/17); Mexico (ST/ESA/SER.R/18); Panama (ST/ESA/SER.R/19); Peru (ST/ESA/SER.R/20); Trinidad and Tobago (ST/ESA/SER.R/21); Madagascar (ST/ESA/SER.R/22); Chad (ST/ESA/SER.R/23); Mali (ST/ESA/SER.R/24); Oman (ST/ESA/SER.R/25); United Republic of Tanzania (ST/ESA/SER.R/28).

129. The biannual Population Newsletter continued to give information of a less technical nature, reporting on programme activities of the Secretariat and on action of the legislative bodies of the United Nations with competence in the field of population. During the period under review, Newsletter Nos. 23, 24, 25 and 26 were issued.

130. The Commission was informed that the Demographic Yearbook, 1977, prepared by the Statistical Office, was also available.

131. The Commission expressed satisfaction with the numerous publications that had been issued since the nineteenth session. However, the Commission expressed considerable concern with the many delays encountered in publishing the Division's studies and strongly urged that every effort be made, by all offices involved, to ensure the timely release of the studies. The valuable information contained in the studies should be made available as soon as possible so that Governments and institutions could have up-to-date data.

J. Technical co-operation

132. The attention of the Commission was drawn to the report of the Secretary-General on technical co-operation activities and the programme of training in population (E/CN.9/340/Add.1). Technical support in population had been provided to 87 countries, in one or more of the following subjects: basic population data collection and analysis; population dynamics; population policies, including family planning programmes; and training.

133. It was noted that the Population Division, through its Population Programmes and Projects Office, had continued to exercise its main responsibilities with respect to technical co-operation in population, i.e., to assist Governments in determining needs, to appraise project proposals and provide technical guidance in the formulation of projects, to monitor the implementation of projects from a substantive point of view and to evaluate results. The Population Division had also intensified its work in the technical assessment of the adequacy and impact of methodologies used in the substantive execution of country projects.

134. The Commission was informed that, of the 65 countries which had received assistance from the United Nations for population census-taking, 14 had also received assistance in population census analysis. One of the main objectives had been to assist in the evaluation and analysis of data obtained in the 1970 round of censuses and demographic surveys, so that, by providing an assessment of the tabulations derived from the census, the possibility of their being of service to users of those data was more firmly assured. Moreover, a series of recommendations was being prepared on ways of providing more effective technical co-operation to developing countries for the analysis of data obtained from the 1970 round of censuses. Finally, a set of recommendations for the evaluation and analysis of data from the 1980 round of censuses had been endorsed by the Working Group on Recommendations for the 1980 Round of Censuses in Africa; and preparations had been completed for a series of regional census training workshops.

135. The Commission noted that substantive support for technical co-operation had also been provided for country projects designed for the conduct of research and studies on major demographic issues, which had helped to develop national capabilities for conducting population research and studies.

136. The Commission was informed that in the field of technical co-operation for population policies, assistance had been provided to countries for the formulation and implementation of population policies and for the development of national capabilities for taking population factors into account in development planning.

In that connexion, the United Nations had provided assistance in support of the establishment or strengthening of national units for population studies or population planning. Guidelines with respect to the possible functions of those units, their location in government administration, and their staffing patterns and tasks had been developed by the United Nations in consultation with the International Labour Organisation.

137. The Commission was informed that the United Nations had continued to provide support to the regional and interregional demographic training and research centres. It was notable that the total number of students taken into those centres had continually risen since their establishment; that was a reflection of the useful function that, in the view of the Member States which they served, these centres were fulfilling. The Commission noted that, with increased financial resources, the centres would be capable of admitting students in considerably greater numbers, and it expressed the hope that support for the centres would be increased so that they could provide services on a level commensurate with the needs of the countries. A number of representatives took the view that member countries should be invited to support the training centres in their regions not only as an expression of confidence in the work that the centres were doing but also to ease the burden now being borne by the host countries.

138. During the period under review an important evaluation mission, sponsored by UNFPA, examined all the United Nations demographic centres. The report of the mission provided in general a very favourable assessment of the centres' activities and programmes.

139. In addition to the continued support of the regional and interregional training centres and programmes, services of substantive support had also been provided to some 15 countries in the establishment and strengthening of university departments and other national institutions of demographic training and research. As a comparison with earlier biennia showed, that assistance had been provided more widely than hitherto. The Commission agreed that the assistance which had been given to those countries was of great importance, and expressed the wish that such assistance should be continued, with the ultimate aim that countries would become self-sufficient in population training.

140. In that connexion, the Director of the Regional Institute for Population Studies informed the Commission that the Institute, rather than concentrating on training basic-level demographers, was placing increasing emphasis on higher-level training (up to Ph.D. level) for persons who would then return to their countries and set up training programmes there. That would enable countries to expand their own capacity for training in population, since the Institute could not itself meet all the needs for demographers in the English-speaking African countries. The Director of the Cairo Demographic Centre informed the Commission that the Centre was also providing support for national training centres. The Commission endorsed that approach, which was in line with the major aim of technical co-operation, the strengthening of the resources of Governments to meet their own needs.

141. The Commission welcomed the information that the Government of India was planning to broaden the scope of the training offered at the International Institute for Population Studies to provide a more diversified programme, and the hope was expressed that the countries of the region would make fuller use of its facilities. The Commission was informed that increased United Nations/UNFPA support for the Institute was under consideration.

142. The Commission noted with interest that changes in country needs in population training had already led to some modification in the types of training that the United Nations was providing. That modification was particularly notable in the general fellowship programme, where the distribution of fellowships awarded for study elsewhere than at the regional and interregional centres showed that the proportion of fellowships awarded for the study of population statistics had remained relatively stable, the proportion of awards for family planning had declined, and the percentage of fellowships awarded for the study of demography and related population studies had doubled. Therefore programmes and curricula were being kept under constant review in order that changing country needs could be met. There already existed some evidence of the beginning of a change in orientation somewhat away from the former preoccupation with "pure" demography, and towards a view of population training as essentially a practical tool in the planning of economic development. At the second meeting of the directors of the centres in 1978, it had been recognized that the centres no longer had an exclusively demographic character but were beginning to stress population training of a multidisciplinary character, geared to the needs of development planning.

143. The importance of training planners and policy-makers as well as demographers was stressed by the Commission, and it was recalled that the Centre démographique ONU-Roumanie (CEDOR) and the Interregional Demographic Training and Research Programme in Population and Development Planning at the State University of Moscow had been established for just that purpose.

144. One representative mentioned that the English-speaking Caribbean countries were currently inadequately served and that a United Nations-sponsored population training project should be established at the University of the West Indies to take care of the needs of those countries. Until that was done arrangements should be made for the training of candidates from the English-speaking Caribbean countries at one or other of the United Nations English-language training centres.

145. The request was made that, for the twenty-first session of the Commission, an analysis should be prepared which would show the place occupied by the United Nations centres in the context of over-all population training provided to United Nations fellows, including that at non-United Nations institutions.

146. The Commission recognized the continued importance of global, interregional and regional programmes of technical co-operation in population, specifically designed as a direct or indirect input into country programmes in support of developing countries.

K. Activities of the regional commissions and the specialized agencies

147. The representative of the Economic and Social Commission for Asia and the Pacific (ESCAP) briefly reviewed the Commission's population programme which included activities in training, regional advisory services, internal migration, population and development, income distribution and fertility, population and environment, international migration, preparation of country monographs and the administrative, motivational and evaluation aspects of family planning programmes. He stated that work on the monitoring of population trends and policies and review and appraisal would be strengthened and indicated that more work on population projections would be carried out in the future. He pointed out that the ESCAP region was the only one which had no regional demographic training and research centre fully supported by the United Nations.

148. The representative of the Economic Commission for Latin America (ECLA) described innovations in the population programme during the past two years. He pointed out that ECLA was unique in that there were special agencies within the Commission dealing with population with regard to such subjects as education and training, research, technical co-operation, data bank, documentation and information. Studies on internal and international migration had been given greater emphasis and new techniques for estimation were being developed in co-operation with the International Union for the Scientific Study of Population. Levels of infant mortality had been studied for the first time, revealing vast differences not only between countries but also within each country. It was found that there were differences of 10 to 13 years in life expectancy within some countries in Latin America, reflecting enormous differences in health standards, levels of education and employment. Efforts of ECLA were aimed at helping Governments to integrate demographic variables in their development strategies.

149. The representative of the Economic Commission for Africa (ECA) underlined the principles and guidelines on which the population programme was based. The major concern of the programme was the improvement of the quantity and quality of demographic data and analyses. In spite of the many difficulties encountered in the region, work had been carried out, mainly with the assistance of UNFPA, in the areas of population dynamics, integration of population in development planning, census and survey analysis. The holding of seminars, meetings and conferences as well as teaching and research were important parts of the ECA programme and arrangements for the Conference of African Demographers were being finalized, with 35 Governments willing to participate.

150. The representative of the Economic Commission for Western Asia (ECWA) pointed out that in that region rapid population growth did not necessarily constitute an obstacle to socio-economic development. However, increasing recognition was being given to the appropriateness of family planning as a human right and as a component of maternal and child health measures. There was concern for related social issues such as the status of women. The two areas of greatest concern, however, were internal and international migration. In support of population activities two prerequisites needed to be given particular attention: the need to intensify efforts to collect basic demographic information and the need to form appropriate cadres, particularly those suitable for undertaking high-level population research and taking leading roles in the formulation and implementation of population policies.

151. The representative of the International Labour Organisation (ILO) drew attention to certain events which had occurred since the nineteenth session of the Population Commission, namely, changes in the exchange rate between the currency of contribution and the main currency of expenditure and the withdrawal of an important member State from the ILO, which had resulted in a reduction of certain activities in the field of population carried out under the regular budget programme. As a consequence, certain statistical activities concerning the monitoring of labour force and dependency trends, the revision of labour force projections and their extension to cover urban and rural populations had been trimmed down considerably. However, many programmes of work financed through extrabudgetary funds had been maintained. Those programmes were carried out mainly by the Population and Labour Policies Branch of the ILO. The programme of work of both the Population and Labour Policies Branch and of the Bureau of Statistics and Special Studies were described.

152. The representative of the United Nations Educational, Scientific and Cultural Organization (UNESCO) referred briefly to the basic lines of the UNESCO programme, which had already been mentioned in the preceding discussions under various items. In view of the importance attached by a number of speakers to studies relating population to other development variables he gave details of the work of UNESCO on population, natural resources, environment and development in selected tropical islands.

153. The representative of the World Bank drew attention to the fact that, before the Bucharest Conference, development had been an area for which there had always been assistance. In response to recommendations of the World Population Plan of Action, the Bank had placed new emphasis on the integration of population components in other Bank-financed projects related to development. The Bank had given much support to country programmes in the areas of population in relation to health and nutrition and there had been increasing emphasis on the use of population factors for its economic reports, which form an important element of the Bank's regular internal planning of its international development loan programmes.

154. The World Health Organization, according to its representative, continued to stress the importance of the interrelationships between health and development; it also continued to play a major role in the promotion of family planning activities as integral components of maternal and child health care and general health services, as well as to support biomedical research in the field of human reproduction and contraception.

155. The representative of UNFPA, responding to questions posed by several representatives on the Commission, stated that collaboration between UNFPA and the Population Division and other units concerned in the United Nations was better than ever. He said that there was close and continuous contact on a wide range of activities. The Population Division and the Policy Analysis Section of the Fund were jointly preparing a population policy compendium. The Fund used various units of the United Nations and its regional commissions to execute projects with an aggregate annual cost of \$20 million.

156. The Director of the Population Division mentioned activities which had been undertaken in collaboration with the regional commissions and specialized agencies in the last two years as well as ongoing activities. He emphasized the strengthening of the spirit of collaboration on subject-matters that demanded inputs from different disciplines.

Chapter V

WORK PROGRAMME IN THE FIELD OF POPULATION

A. Population Division, Department of International Economic and Social Affairs

157. For its consideration of item 5 of its agenda, at its 370th meeting, the Commission had before it three notes by the Secretary-General concerning the proposed medium-term plan in population for the period 1980-1983 and the proposed work programme in population for the biennium 1980-1981 for the Department of International Economic and Social Affairs and the Department of Technical Co-operation for Development (E/CN.9/344, E/CN.9/XX/CRP.3 and 4). It was noted that the population programme of the Department of International Economic and Social Affairs had been carried out by the Population Division, which had been responsible for monitoring, research and information activities and for following up the recommendations of the World Population Conference, particularly the review and appraisal of the World Population Plan of Action. It had also co-ordinated and provided support to substantive activities in the population field within the United Nations system and had supported the research activities of United Nations-sponsored training and research centres.

158. The research programme of the Division was focused on two closely related activities: (a) monitoring demographic variables and population policies; and (b) analysing the interrelations between population and development. One of the main considerations in developing the work programme in population and development had been the need to develop more efficient methods for taking demographic determinants into account when preparing plans for food, education, health, housing, rural development and like. Another consideration was that since the demographic impact of some of the development strategies had not yet been clearly understood, it was necessary to continue the effort to obtain a clearer picture of that impact. Proper integration of population/development strategies and proper provision of the necessary background for population policies necessitated a considerable amount of additional study of the interrelations between population and development.

159. The work programme currently placed appropriate emphasis on mortality studies, in response to the general concern regarding the slow-down in mortality decline in developing countries and the continuing high levels of mortality, particularly among infants and children in some developing regions. Urbanization studies had also occupied an important place in the programme, in response to both the positive contributions of urbanization to development and the problems arising from the imbalance between urban populations and available services. In 1978, as in 1976, urbanization had been the population area reported by the largest number of Governments to be causing development problems. Work on demographic aspects of international migration had also been intensified in response to concern over ensuing social and economic problems in both sending and receiving countries. There had also been new trends and patterns that needed particular attention.

160. The demographic estimates and projections prepared by the United Nations Secretariat had provided planners, policy-makers and population analysts, at both national and international levels, with basic demographic data in standardized form. The fact that those projections had been prepared by the United Nations Secretariat, and the effort made in preparing them, had given Governments, institutions and research workers throughout the world confidence in the objectivity and high quality of the work. Because of deficiencies in the data, preliminary evaluation and adjustment of data had always been a major component of the work. The projections of total population by age and sex, besides their uses in analysis and planning, provided the basis for the more specialized projections prepared by the United Nations and the specialized agencies. That activity would therefore maintain its prominent position in the work programme. The projections of total population by age and sex would be extended into the twenty-first century, with more long-range projections envisioned on a regional basis. There would also be more frequent revision of projections.

161. Fertility studies also constituted an important component of the work programme. Those studies currently had particular importance in view of the changes that had been taking place in several parts of the world which called for careful study of factors at the personal, family and cultural levels, as well as at the social and economic levels. The programme had also given ample attention to studies in the demographic aspects of family planning, including evaluation of family planning. Considerable amounts of information on the factors behind recent fertility trends and on family planning practices had been provided by recent surveys, particularly the World Fertility Survey, whose data offered new opportunities for conducting comparative studies and investigating the factors influencing fertility change.

162. The Population Division would continue to work on the monitoring of population trends and policies and to prepare biennial reports on the findings for the Population Commission. Work on monitoring would continue to be carried out in collaboration with the specialized agencies and the regional commissions. The medium-term plan took into account the work necessary for preparing the second review and appraisal of the World Population Plan of Action, which would be carried out in collaboration with other organizations of the United Nations system and in co-operation with Governments. Full consideration would naturally be given, with regard to both content and approach, to the recommendations of the Population Commission and to the views that the Economic and Social Council might express when it discussed the results of the 1979 review and appraisal.

163. In a general commentary on the role of the Population Division, the Director of the Division emphasized that the global perspective that characterized all of its work on population trends and policies was unique. No other institution was charged with assembling and analysing data and reporting on population on a world-wide basis. The Director identified certain specific themes that would call for greater attention in the future than they had received in the past. They included international migration and mortality as general issues, and more specific topics such as the relation of population to the environment, the economic and social consequences to be anticipated if countries were to achieve their population policy goals, the special problems of young and of aging populations, and estimation of the relative importance of socio-economic changes and of the factors behind fertility decline in both developing and developed countries.

164. The Commission was highly impressed with the comprehensiveness and thoroughness of the proposed work programme and commended the Population Division for the plan for research and other technical work included in document E/CN.9/XX/CRP.3. Representatives emphasized that the quality of the programme reflected the high standards of work set by the Population Division. Observations and remarks made on the various subprogrammes of the Division are presented below.

1. Population trends and structure

165. The Commission noted with satisfaction that mortality studies had regained a prominent position in the work programme of the Population Division. As inquiries had indicated, mortality reduction was one of the most important objectives of population policy. Apparent deceleration of mortality decline in many developing countries had been cause for serious concern. In addition to the intrinsic interest in mortality per se, several representatives on the Commission emphasized that mortality studies were needed in the analysis of fertility and population growth. Work in the area of mortality during the 1980-1981 biennium would include two major projects. One was a concise report on social class differentials in mortality around the world. The report would be based in part upon papers prepared for a meeting on socio-economic determinants and consequences of mortality, to be held at Mexico City in June 1979, co-sponsored by the World Health Organization. It would also include an analysis of World Fertility Survey data on child survival as a function of parents' socio-economic class.

166. The second major project in the area of mortality would be an analysis of the completeness of adult death registration in developing countries. Much more was known about conditions of child mortality than those of adult mortality in developing countries, largely because childhood mortality levels were more amenable to estimation through surveys. Techniques of estimation that had recently been developed, some of them in the Population Division, permitted a more reliable assessment of the degree of completeness of adult death registration than had been available before. Those techniques would be comprehensively applied and a summary assessment made of adult mortality conditions in many developing countries. The project would build upon work in progress to construct new model life tables, which might also extend into early stages of the 1980-1981 biennium.

167. The area of urbanization and internal migration continued to concern Governments because of its consequences for sending and receiving areas and because of its planning implications. One project during the biennium would be a review of the economic consequences of migration both for individual migrants and their families and for areas. The review would focus principally upon the micro-level costs and benefits of migration, which would be taken into account in formulating governmental policies. A related project was the preparation of a set of guidelines for policy-makers who were concerned with formulating, implementing and evaluating population distribution policies. The Division was organizing a workshop on population distribution policies in development planning, to be held in September 1979. The workshop would focus on the advantages and disadvantages of various types of governmental programmes to influence population distribution and would emphasize the evaluation of programmes that had already been implemented. A policy handbook would be prepared on the basis of the workshop and additional research.

168. A third project would examine the process of demographic growth, including components of population change, in the world's largest cities. It would also attempt to identify the changes in occupational structure that accompanied such growth. The project was designed as a smaller-scale complement to the recently completed study, Patterns of Urban and Rural Population Growth, but would focus on primary cities in developing countries. Those cities appeared to differ in important respects from other urban areas, and the project would attempt to clarify their economic and demographic roles.

169. Towards the end of the biennium, a revision of urban, rural and city estimates would be undertaken in order to incorporate new data becoming available from the 1980 round of population censuses. The estimates and projections of urban, rural and city populations were among the most widely used products of the Population Division, both within and outside the United Nations system.

170. In the area of population structure, a study would be conducted of demographic aspects of the child and youth population. It would constitute an inventory of information about such factors as number of brothers and sisters, household living arrangements, orphanhood, residence, and parental work activity as well as more traditional variables such as child mortality. Many of the traditional socio-economic indices referring to adults had never been translated systematically into implications for children. That translation often required information on fertility and child mortality differentials by characteristics of adults. World Fertility Survey data would be used to provide some of the information.

171. Monitoring the level and direction of flow of international migration was a very difficult task because of the diffused nature of available data and sources. Much of the effort in the area would continue to be devoted to tracking the volume of flows among countries, with increased attention to undocumented movement. Periodic reports regarding those flows would be issued. A separate report would be prepared on the social and economic characteristics of international migrants. Particular emphasis would be placed on the subjects of labour migration and the brain drain.

172. In 1981 a new edition of a Concise Report on the World Population Situation would be prepared, emphasizing recent changes in fertility, mortality and migration, the role of policy and socio-economic factors in those developments, and their implications for the future. The Commission emphasized the value of the concise reports, particularly since they were intended for a popular audience.

2. Demographic estimates and projections

173. As recommended by the Commission at its nineteenth session, the Population Division would undertake in 1980 a revision of population projections for countries, regions and the world. The projections would include total population by size, sex and age composition, and other demographic indicators on fertility, mortality and international migration. Long-range projections, extending through the end of the century, would be provided for regions and for the world and would include, as in the past, at least four variants. As part of the undertaking, recent basic demographic data would be evaluated and adjusted.

174. In recognition of the importance of the demographic estimates and projections prepared by the United Nations, the Commission endorsed the plan to revise the United Nations demographic estimates and projections every two to three years in the light of the rapidly changing demographic situation in the world. The importance of frequent revisions was also emphasized as a contribution to the work on the monitoring of population trends by the Population Division. However, one representative expressed the opinion that the current five-year period between revisions should be maintained since revisions carried out at shorter intervals would add to the burden on the staff of the Population Division and would not give the staff enough time to study thoroughly the demographic changes that would take place between consecutive revisions. Some representatives stressed the importance of taking into consideration in the preparation of demographic projections the relationship between demographic variables, on the one hand, and socio-economic variables and population policies, on the other. Some representatives also attached special importance to long-range projections. Others emphasized the need for improving migration assumptions. The strengthening of co-ordination between the regional commissions and Governments was also urged, in order to avoid unnecessary duplication and conflict. It was unanimously felt that speedy publication of the results of the revision was essential, especially since the revision would be carried out more frequently in the coming years.

175. A revision of the household projections for countries, regions and the world would be made in 1979-1980 on the basis of the 1978 round of population projections. In that work emphasis would be put on the simplification of assumptions and computerization of projection procedures to the maximum extent so that the household projections could be integrated into the comprehensive demographic projections mentioned above. Efforts would also be made during the biennium to develop new methods of projection which could produce the number of households according to classification by size. The Commission realized the need for continuing the work on household projections by the Population Division. Some importance was attached to the need for further consideration of methods to project the number of households by size, paying due attention to the work in that area being done outside the United Nations.

176. Regarding the methodology of the demographic projections, the Commission was informed that the study related to the fertility simulation model would be directed at two targets. In the first place, the existing model, with some refinement, would be applied to a few more countries when adequate data became available from the World Fertility Survey. The purpose would be to examine the plausibility of using policy assumptions in population projections. Secondly, the existing model would be expanded so that it would be based not only on demographic intermediate variables but also on socio-economic variables, which would include educational level, urban-rural residence, income, etc.

177. The Commission noted the usefulness of the computer microsimulation model of fertility which had been developed by the Population Division. Some representatives mentioned the importance of child-spacing in such a model. The Commission asked to be informed of further developments of the study in the future.

178. It was recommended that a meeting of the Ad Hoc Group of Experts on Demographic Projections should be held in 1980 to review the methodological improvements with respect to the long-range and short-range projections, household projections by size, the computer microsimulation model of fertility and other relevant questions.

179. In view of the advances in the field of demographic estimations from incomplete data, the United Nations manuals, 12/ which had been widely used in the demographic studies of developing countries, required updating. Immediate efforts on the part of the Population Division would be directed, first, to evaluating all available techniques, both new and old, with respect to their practical usefulness in demographic estimation and, secondly, to deciding on the techniques to be included and their relative importance. A new manual would be prepared in 1980-1981, subject to the availability of support from extrabudgetary sources.

180. The urgent need for the new manual was emphasized by the members of the Commission. The need for co-ordination with other bodies which were pursuing work in the area was also stressed.

181. The Commission supported continuation of the Interagency Working Group on Demographic Projections in order to facilitate co-ordination among United Nations organizations in that respect.

3. Fertility and family planning studies

182. In the areas of fertility and family planning, the programme of work would continue to give emphasis to studies seeking to explain fertility change. Both the biennial and the medium-term work programmes had as their objective a more satisfactory explanation of ways in which circumstances at individual, family and societal levels influence human reproductive behaviour and changes therein. The categories of activities included: the assessment of levels and trends of fertility throughout the world; the analysis of relationships between fertility and other demographic, social, cultural and economic phenomena; studies relative to the effectiveness of family planning programmes and to the assessment of their impact on fertility; monitoring the follow-up to the World Population Plan of Action; and support for the World Fertility Survey.

183. The Commission noted that the structure of the work was to be reoriented somewhat to take advantage of data becoming available from the many developed and developing countries participating in the World Fertility Survey. However, the perspective of the programme would not change.

184. Particular importance was attached to the minimum research programme of analysing World Fertility Survey data, since the results would provide a reasonably, internationally comparable overview of world fertility conditions from the standpoint of 17 essential topics. The Commission was of the opinion that results of such studies would provide new and important insights that would enhance planning and policy making in the social and economic fields. The Commission was pleased that the Secretariat, with the support of UNFPA, had undertaken to

12/ Manual I: Methods of Estimating Total Population for Current Dates (United Nations publication, Sales No. 52.XIII.5); Manual II: Methods of Appraisal of Quality of Basic Data for Population Estimates (United Nations publication, Sales No. 56.XIII.2); Manual III: Methods for Population Projections by Sex and Age (United Nations publication, Sales No. 56.XIII.3); Manual IV: Methods of Estimating Basic Demographic Measures from Incomplete Data (United Nations publication, Sales No. 67.XIII.2).

co-ordinate those activities and it recommended that the efforts should continue, since they not only ensured results of higher quality from the work but also facilitated an economical use of resources and minimized the duplication of effort.

185. In addition to the minimum research programme on World Fertility Survey data, to be carried out by the Secretariat and the regional commissions, the Secretariat was co-ordinating special projects with the work being done by several of the specialized agencies, as specified below.

186. Several projects already on the Division's work programme would be carried out with the World Fertility Survey data as the base. One was the study of factors affecting fertility levels and conditions in countries that were at various stages of social, economic and demographic development. The Commission noted that, when data for about 25 countries became available, the study would be launched as a re-examination of the theory of demographic transition.

187. The Commission welcomed the information that work was to continue on the study of factors affecting acceptance of family planning programmes, with World Fertility Survey data as the base and that, should resources become available, an interregional meeting on the topic would be organized in 1980, when the work had progressed to a point at which useful background material for the meeting could be extracted. Upon completion of that work, a brief report on cultural factors affecting the acceptability of different methods of fertility regulation and types of contraceptives would be developed. In carrying out that work, the Secretariat would continue to co-operate closely with the World Health Organization.

188. Representatives were pleased to note the Secretariat's proposals to organize a collaborative project in which national research institutes concerned with the evaluation of national family planning programmes would be invited to carry out standardized evaluation studies, utilizing the methodological materials developed by the Secretariat and with research assistance provided, where essential, by the Secretariat. It noted with appreciation that the Secretariat would develop a technical analysis and summary of the results of the studies which would constitute a world review of the impact of the programmes on fertility. The Secretariat would also carry out an analytical study of family planning service statistics, with a view to ascertaining their usefulness for evaluation and determining additional data needs. The work would be done in co-operation with the World Health Organization.

189. Technical support for the World Fertility Survey, from Headquarters and regional technical advisers, would continue, although the duties of those advisers would be altered to include assistance to Governments with national research on World Fertility Survey data and also an international comparative analysis. The Secretariat would continue to participate in the World Fertility Survey Programme Steering Committee and Ad Hoc Advisory Committee on Illustrative Analysis.

4. Population and development

190. The Commission repeated the emphasis it had placed in its preceding sessions on work in the area of the relationship between population and economic and social development and expressed its satisfaction with the proposed work programme. It was noted with appreciation that the work programme addressed itself to assessing both the implications of demographic variables and trends for economic and social

development as well as the consequences of social and economic change for demographic behaviour and trends. The Commission underlined, as at its earlier sessions, the need to link the Secretariat's work in that area to the system of international development strategies and their preparation, then under way, especially the new international development strategy as well as the resolutions adopted by the General Assembly on a new international economic order.

191. In the review of the work programme, representatives noted the importance of a number of considerations to be taken into account in carrying out projects concerning the relationship between population and development. It was stated, for instance, that it would be desirable to carry out studies and analyses at the micro-level, not only as a complement to macro studies but also in order to provide a perspective which might be more relevant than research at the macro level alone. Further, representatives noted the need for, in addition to quantitative approaches, appropriate considerations of such qualitative aspects as value systems, modernization and the development of conceptual frameworks.

192. The Commission took note with satisfaction of the recommendations of the Expert Group Meeting on Demographic Transition and Socio-economic Development. It noted that those recommendations, analysed at both the macro and micro levels, would be very useful in implementing a number of case studies in selected developing countries where fertility had been declining. The case studies, which would be undertaken in the second half of 1979, would seek to assess the impact of social and economic factors on the decline of fertility, and would be complemented by a comparative analysis of the results of the individual country studies. The Commission observed that in the design of those studies account should be taken of accumulated experience and knowledge in that area at both the international and national levels. Attention was also drawn to the need for further knowledge regarding the social and economic determinants of fertility in developed countries. The Commission expressed the desirability of more research at the micro level on qualitative aspects in that area, with more attention being given to the role of women and to the role and structure of the family.

193. The Commission was informed that under the project on the relationship between population, resources, the environment and development, a second round of interagency consultations had been tentatively scheduled for early May 1979 in order to finalize the substantive report to be prepared for the Economic and Social Council. The Commission expressed its satisfaction with the proposed symposium on resources, the environment, population and development. The meeting, to be held in August/September 1979, would be jointly organized by the United Nations and the Government of Sweden. It would address itself particularly to the relationships between resources, environment, population and development as they had a bearing on and might influence national and international development strategies.

194. With regard to the proposed programme on modelling demographic/economic relationships, the Commission indicated that work in that area should be in line with the tasks of the new international economic order. The Commission was informed that a major effort in that area would be to promote the incorporation of demographic factors into the modelling work undertaken under the auspices of the Department of International Economic and Social Affairs, especially on projects on long-term development objectives. It was observed that efforts of modelling population/development interrelations at the macro level had been less than fully

successful and that studies in that area should take into consideration micro aspects and should be more disaggregated. Attention should also be given to the conceptual framework underlying demographic/economic models, including feedback effects, in order to achieve better insight into the relationships and their policy implications. The Commission was informed that those were among the issues which would be subjects for the proposed joint United Nations/UNFPA meeting on demographic/economic modelling.

195. The Commission noted with satisfaction the progress of work on the project on demographic studies needed for development and the completion of two draft chapters of the manual on techniques and methods for incorporating demographic factors into development planning. Work in that area, designed to provide technical tools for fuller consideration of demographic factors in plan formulation, would continue to include chapters dealing with demographic aspects of over-all planning and sectoral planning. The Commission was informed that, pursuant to its request, it was intended to consult national planners before finalizing the chapters.

196. With regard to the work initiated on the integration and status of women, the Commission reaffirmed the importance it assigned to that issue in view of the crucial role of women in the development process. The Commission urged that work in that area should be intensified and include efforts to define and measure the concept of the status of women, and that due account should also be taken of the value and cost of children.

197. The Commission took note of the steps taken to co-ordinate and to establish the co-ordination of work programmes in the field of population and development through the Interagency Task Force on Population and Development (including Modelling). Efforts to strengthen co-ordination and collaboration should continue along the lines being carried out and should include the area of the relationship of population to resources, the environment and development.

198. The Commission reiterated the importance it had assigned to the orientation of work in that area towards a new international development strategy and the activities connected with the new international economic order. It took note of and expressed satisfaction with the contributions being made in that respect in connexion with the preparation of a new international development strategy. The Commission urged that efforts in that area should continue and should be intensified in the future.

5. Population policy

199. The Secretariat reported that it would continue its activities in the area of data collection by continuous updating of the population policy data bank, the importance of which had been augmented by the fact that no inquiry would be conducted in 1980.

200. The dissemination of information would continue with the regular publication of the series of monographs on national experience in the formulation and implementation of population policy, the biennial publication of the compendium on population policy, as well as the annual publication of a bibliographical newsletter, which would list the major source material used by the Secretariat in obtaining information on population policy.

201. With respect to analysis, the Secretariat would continue work on such topics as institutional arrangements for the formulation and implementation of population policy and translation of policies into measures and programmes, focusing on Asia and north Africa and on selected countries in Eastern and Western Europe, as it had done in the past for Africa south of the Sahara. In addition, the Secretariat was planning to undertake a study on the impact of the establishment of the new international economic order on the formulation and implementation of population policies as well as in the area of population policy and human rights, and population policy and the advancement of women.

202. It was noted in that regard that many Governments considered that the system of international economic relationships had an indirect and sometimes considerable impact upon their ability to resolve demographic problems. A study would be undertaken to identify the manner in which that impact was operating and the ways in which Governments might best modify their development and demographic strategies accordingly.

203. In terms of training activities and international meetings, the Secretariat planned to conduct, in co-operation with the United Nations demographic training and research centres, two additional training seminars, similar to the one to be held at Lomé (see para. 115 above), and to convene an expert group meeting on population policy. The expert group, which would examine population policies in the developing and developed countries, would be expected to advise on, among other things, the drawing up of a definition of population policy, taking into account the evolution of the concept of population policy since Bucharest.

6. Monitoring and review and appraisal of the World Population Plan of Action

204. The monitoring of population trends and policies and the review and appraisal of the World Population Plan of Action are dealt with in chapter III of the present report.

7. Population Information Network (POFIN) 13/

205. In introducing the progress report on the Population Information System (E/CN.9/343), the Director of the Population Division, besides reviewing briefly the history of the Population Information Network (POFIN) and current activities in the field of population information, presented the proposals for endorsing the concept of POPIN as a decentralized network, establishing a co-ordinating unit within the Secretariat to ensure more effective operation of regional and national initiatives, and setting up an advisory group.

206. In general, the Population Commission reaffirmed the importance of the sharing, exchange and dissemination of population information as expressed in the World Population Plan of Action and agreed on the importance of compatibility and the need for co-ordination. The Commission commended the Secretariat on its progress report, noting that it was encouraged to learn of the considerable progress made in population information activities since its last meeting, both in studying the proposed network and in consultations at national and regional levels. The lack of emphasis on computerized systems was welcomed but coverage of national programmes was considered inadequate.

13/ New name adopted by the Commission (see para. 123 above).

207. The Commission endorsed the concept of POPIN as a decentralized network of co-operating documentation centres, information systems, clearing-houses and libraries under the auspices of the United Nations. It also endorsed, subject to the availability of extrabudgetary resources, the establishment of a small co-ordinating unit within the Secretariat, which would be subject to guidance from participants in the network and the setting up of an advisory group that would orient the work programme. The unit's activities would not interfere with the work programme of the Division. However, a few representatives expressed reservations about the priority and cost-effectiveness of the work and urged that full account be taken of systems already in existence.

208. Several representatives mentioned the need for resources, both trained manpower and financial, to help establish national and regional population information centres and to continue operations of those centres already in existence. The co-ordinating unit could help avoid duplication through the monitoring of those efforts and their use.

209. Progress on the Multilingual Thesaurus of Population was reported, with publication expected in the next two months.

210. The Director of the Regional Institute for Population Studies (RIPS) summarized the development of the Population Information and Documentation System for Africa (PIDSA) and emphasized the importance of compatibility and the development of national capabilities in information collection and documentation. The representatives of the Economic Commission for Africa hoped that the network would embrace all of Africa and that the languages of the region would be covered equally. The network should take into account what already existed, and activities should be decentralized and provide good coverage. The representative of ECLA/CELADE (Centro Latinoamericano de Demografia) summarized the experience in Latin America, particularly the Sistema de Documentación sobre Población en America Latina (DOCPAL). He noted that there was no major problem in establishing a documentation system as long as it did not out-distance technically the need and capabilities of its users. Co-ordination was needed to avoid duplication and the proliferation at the national level of regional systems. That co-ordination must exist within the United Nations. Most regional systems now operating through extrabudgetary resources must face the need of ensuring their own survival; he concluded by saying that it was up to the United Nations to examine those efforts and provide the necessary resources.

211. The Director of the Division noted that the discussions on POPIN had been very rich and the emphasis on regional and national level activities had completely changed the atmosphere of the debate. He remarked that collection of statistics was beyond the scope of the project. Assurances were given by the Director that the activities in that area would not interfere with or be detrimental to or at the cost of other tasks of the Division.

212. In summarizing the discussion, the Chairman observed that the proposals concerning POPIN had received general support and since the Commission found them acceptable, they were thus approved. The POPIN co-ordinating unit would be established subject to availability of extrabudgetary resources; a review of its activities would be reported in two years; and staffing would be in accordance with its tasks. Of particular importance would be the provision of services at national and regional levels including the monitoring of usage of systems.

B. Population Programmes and Projects Branch, Department of
Technical Co-operation for Development

213. The Commission welcomed the introductory statement made by the Under-Secretary-General for Technical Co-operation for Development (see paras. 10-15 above), in which he emphasized the importance he attached to the population programme of his Department and to the recommendations and resolutions which the Commission would make in that regard. He stated the intention of his Department to maintain continued collaboration with the Population Division of the Department of International Economic and Social Affairs. He also stressed the importance of the work carried out by the United Nations regional and interregional demographic training and research centres, whose directors were present at the Commission at his request. Finally, he assured the Commission that the newly structured functions of his Department were designed to improve the United Nations capacity to respond to any requests that might come from Member States enlisting international co-operation for the implementation of population policies, whose aim had always been the improvement of the quality of human life.

214. The Commission took note of the basic principle underlying the activities in the field of population in the Department of Technical Co-operation for Development - namely that those activities were conceived within the framework of development policy and were aimed at national institution-building, leading to national self-reliance. It also recognized that those activities would be undertaken in a new decade, the 1980s. New challenges and dimensions would arise, calling for innovations in meeting new needs and responding to new situations in the developing countries, which were becoming more aware of their own skills, resources and potential for development.

215. The Commission noted with approval the proposed work programme for 1980-1981 and the medium-term plan for 1980-1983 in technical co-operation activities in population, as set forth in documents E/CN.9/344 and E/CN.9/XX/CRP.4. That programme had been drawn up in the light of the role that the World Population Plan of Action had assigned to international co-operation, with due attention to the view of Governments regarding the types of assistance needed in each region, and in the light of the guidance provided by the Commission and the Economic and Social Council.

216. It was noted that as part of the restructuring of the economic and social sectors of the United Nations, effected in response to General Assembly resolution 32/197, the technical co-operation programme in support of population activities in developing countries was currently being carried out under the over-all responsibility of the Department of Technical Co-operation for Development through the Population Programmes and Projects Branch. That same unit had formerly been designated the Population Programmes and Projects Office and had formed part of the Population Division of the Department of International Economic and Social Affairs until 1 July 1978, when it had been transferred to the Department of Technical Co-operation for Development.

217. The Commission noted that the work programme would be divided into three substantive subprogrammes: support for training; assistance to national research on population dynamics; and assistance to national population programmes and offices.

218. The Commission expressed its support of the work programme in population training, composed, inter alia, of continued substantive support to the United Nations-sponsored regional and interregional demographic training and research

centres and programmes; an extended programme of support, on Government request, for the establishment and strengthening of national units, centres and university departments of population training and research; the continued supervision, guidance and monitoring of the United Nations population training fellowship programme, including fellowships financed under country projects, under interregional programmes and under the block allocation for population fellowships; the organization in 1980 of a workshop in methods and curricula for population training for directors of national population training institutions; the organization in 1981 of a third workshop for directors of the United Nations-sponsored demographic training centres; and the preparation of written guidelines, based on the preceding meetings, for the future development of population training, by region.

219. The Commission stressed that additional training facilities were needed for higher-level decision makers to familiarize them with population matters, especially in relation to social and economic planning. The Commission noted that the need had been partially met by the programmes at the Bucharest centre and in the Moscow training programme; but further attention should be paid to that type of training with a view to its expansion. Nevertheless, support to the regional and interregional centres should be maintained. The emphasis throughout the training programme, it was thought, should be upon practical, and not merely academic, demographic and population skills. At the same time, the ultimate goal of encouraging the growth of independent national training facilities should be kept constantly in view.

220. The Commission was informed of the proposed programmes of assistance related to the development of projects in connexion with the 1980 censuses, with adequate provisions for evaluation and analysis of demographic data to be made in the census plans and programmes for national research study units on the interaction between demographic and socio-economic factors and the integration of population policies in development planning. Specifically, the biennial work programme would include assistance for creating or strengthening national research units for census analysis and demographic surveys and for studies on population and development planning; convening of a workshop of directors of analysis and evaluation units in census or national statistical and demographic offices and research institutions to discuss the methodological aspects of census analysis; and the provision of assistance for the evaluation and analysis of population census data in order to enhance the capabilities of national officials in the analysis of the 1980 census data. The Commission also noted the proposals to increase the awareness of population data and analysis by promoting seminars or workshops at the national level both before and after the censuses, with the participation of potential users, as well as demographers, both within and outside the country concerned.

221. The Commission was also informed of the activities it was proposed to undertake in response to the increasing interest shown by Governments in integrating population factors and policies in development planning. Those included, inter alia:

(a) Support for the establishment or strengthening of population units, as part either of national population commissions, central planning offices or other government departments concerned with development, whose purpose was to co-ordinate population activities, particularly those relating to development planning, to study techniques of incorporating population factors in national development and to advise Governments in the formulation and implementation of population policies;

(b) Convening of a workshop to discuss the progress of work of national population units and to provide a forum for the exchange of experiences among experts working in those units;

(c) Support for country projects dealing with research, planning and evaluation aspects of family planning programmes, as integrated components of development projects, particularly in the context of integrated rural development plans.

222. The Commission welcomed the assurances given by the Secretariat that every effort would be made and all safeguards taken to avoid any duplication of work between the Department of Technical Co-operation for Development, the Department of International Economic and Social Affairs and the regional commissions. It also welcomed the information that the population programme would give particular attention to activities related to technical co-operation among developing countries. The Commission stressed that it would welcome having information on multilateral assistance available to it at its next session.

223. The Commission noted that the United Nations Statistical Office continued to have responsibility for the substantive aspects of technical co-operation projects in the field of statistics, including demographic statistics, on behalf of the Department of Technical Co-operation for Development, and that the arrangement was based on an agreement between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs which would be reviewed in the near future. The Commission was pleased to hear the assurances of the Statistical Office on its continuing close collaboration with the Population Programmes and Projects Branch of the Department of Technical Co-operation for Development on technical co-operation projects.

C. Resource allocations

224. While considering the work programme, several representatives repeated the request made at the nineteenth session that the Secretariat should make available information on the allocation of resources for the population programme for the 1980-1981 biennium. 14/

225. The Officer-in-Charge of the component for programme planning and co-ordination addressed the Commission in that regard. He informed the Commission that, as it was the case with the 1978-1979 programme budget during the Commission's nineteenth session in January 1977, the programme budget to be proposed for the biennium 1980-1981 was still in the early stages of preparation and would be considered as a whole in April/May 1979. Consequently, it had not been possible to prepare the quantitative data to be included in it - namely, estimates in terms of work months and financial resources for its implementation - in time for the current session of the Commission. As stated by the Director of the Budget Division on the same question during the Commission's nineteenth session, that document could be made available to the Commission if it were to meet in April or May, and the Commission might usefully comment on it. But since the Commission's role was essentially to review the substantive programme in

14/ See Official Records of the Economic and Social Council, Sixty-second Session, Supplement No. 4, paras. 252-254.

population and provide general policy guidelines, the Commission's deliberations on the proposed medium-term plan for the period 1980-1983 and the work programme for the biennium 1980-1981, as contained in documents E/CN.9/XX/CRP.3 and E/CN.9/XX/CRP.4, would be of particular use in the preparation of the Secretary-General's programme budget proposals for 1980-1981. In that task the Secretary-General would certainly be guided by recommendations which the Commission might decide to make with respect to programme activities and priorities within the framework of the 1980-1983 medium-term plan.

226. He further drew the attention of the Commission to the decision adopted by the Economic and Social Council at its fifty-fourth session, which was of particular relevance to the question under discussion; at its 1849th meeting on 10 January 1973, the Council had decided to instruct its functional commissions and standing committees to state their programme objectives so that the Secretary-General could examine and elaborate the most effective and economical means of achieving the objectives in question and make appropriate recommendations in the biennial programme and budget and the medium-term plan.

227. The Commission expressed the wish that its members should be given information on the programme budget for the biennium 1978-1979 retrospectively.

D. Restructuring of the economic and social sectors of the United Nations

228. The Population Commission decided to take note of the note by the Secretary-General on matters pertaining to population arising from the restructuring of the economic and social sectors of the United Nations system (E/CN.9/339).

E. Consideration of a draft resolution

229. At the 376th meeting, the representative of the Philippines introduced a draft resolution entitled "Work programme in the field of population" (E/CN.9/L.137). The draft resolution was sponsored by France, Ghana, the Philippines, Sierre Leone and Spain. Oral amendments were proposed by Brazil, the Netherlands, the Philippines and the United States of America, as well as by the representative of the ILO. At the 378th meeting, the revised draft resolution (E/CN.9/L.136/Rev.1) was adopted without a vote (see chap. I above, draft resolution II).

Chapter VI

DRAFT PROVISIONAL AGENDA FOR THE TWENTY-FIRST SESSION OF THE COMMISSION

230. At its 378th and 379th meetings, on 8 and 9 February 1979, the Commission considered a draft provisional agenda for its twenty-first session (E/CN.9/L.138), submitted by the Secretary-General in compliance with Economic and Social Council resolution 1894 (LVII), paragraph 3.

231. At the 378th meeting, item 2 (Adoption of the agenda) was expanded to read "Adoption of the agenda and other organizational matters". In accordance with a proposal by the representative of France, it was decided that the question of restructuring and its effect on population activities in the United Nations system would be considered under that item.

232. At its 379th meeting, the Commission adopted a proposal by the representative of France to include in the provisional agenda an item entitled "Possibility of holding an international conference to review population developments in the first decade since the World Population Conference".

233. The Commission adopted the draft provisional agenda for the twenty-first session, as amended during the discussion. The provisional agenda for the twenty-first session would be as follows:

1. Election of officers
2. Adoption of the agenda and other organizational matters
3. Action by the United Nations to implement the recommendations of the World Population Conference, 1974: monitoring of population trends and policies
4. Progress of work in the field of population
5. Work programme in the field of population
6. Possibility of holding an international conference to review population developments in the first decade since the World Population Conference
7. Draft provisional agenda for the twenty-second session of the Commission
8. Adoption of the report of the Commission on its twenty-first session.

Chapter VII

ADOPTION OF THE REPORT OF THE COMMISSION TO THE ECONOMIC AND SOCIAL COUNCIL

234. The Commission considered its draft report to the Economic and Social Council (E/CN.9/L.135 and Add.1-12) at its 378th to 380th meetings. It adopted the report, as amended during the discussion, at its 380th meeting.

Chapter VIII

ORGANIZATION OF THE SESSION

A. Opening and duration of the session

235. The Population Commission held its twentieth session at United Nations Headquarters from 29 January to 9 February 1979. The Commission held 19 plenary meetings (362nd-380th meetings).

236. The session was opened by the Chairman of the Commission at its nineteenth session, Dirk J. van de Kaa (Netherlands).

B. Attendance

237. All States members of the Commission were represented at the session. Observers for a State Member of the United Nations and a non-member State, representatives of United Nations bodies, specialized agencies, other intergovernmental organizations and non-governmental organizations also attended the session. A complete list is given in annex I to the present report.

C. Tribute to the memory of former representatives on the Population Commission

238. At its 362nd meeting, on 29 January 1979, the Commission observed a minute of silence in memory of former representatives who had died since the nineteenth session: Mogens Boserup (Denmark), David Glass (United Kingdom of Great Britain and Northern Ireland), Nathaniel Iskander (Indonesia) and Visid Prachuabmoh (Thailand).

D. Election of officers

239. At its 363rd meeting, on 29 January 1979, the Commission elected the following officers by acclamation: Chairman: Dirk J. van de Kaa (Netherlands); Vice-Chairmen: László Molnár (Hungary) and Sarla Grewal (India); Rapporteur: Samuel B. Jones (Ghana).

E. Agenda

240. The Commission considered its agenda at its 363rd meeting. It had before it the provisional agenda (E/CN.9/335) drawn up by the Secretary-General in accordance with rule 5 of the rules of procedure of the functional commissions. The agenda was adopted without objection.

241. The agenda adopted by the Commission is reproduced in annex II to the present report.

242. The Commission also approved the organization of work of its session, contained in document E/CN.9/L.134.

F. Resolutions and recommendations

243. The draft resolutions recommended for adoption by the Economic and Social Council and the decisions taken by the Commission of special relevance to the Council are reproduced in chapter I of the present report.

G. Documentation

244. The documents which were before the Commission are listed in annex III to the present report.

Annex I

ATTENDANCE a/

Members

BARBADOS	Keith Padmore
BRAZIL	Luiz Paulo Lindenberg Sette, <u>b/</u> Luiz Antonio Jardim Gagliardi,* Julio Cezar Zelner Gonçalves*
DOMINICAN REPUBLIC	Ana Esther de la Maza, María P. Castillo*
EGYPT	Aziz Bindari, Moustafa El Gindi*
FINLAND	Kauko M. Sipponen, Elina Visuri,* Kirsti Eskelinen*
FRANCE	Alfred Sauvy, Jean Bourgeois-Pichat*
GHANA	Samuel B. Jones
HUNGARY	József Bálint, <u>b/</u> László Molnár,* Tamás Földeák*
INDIA	Sarla Grewal
INDONESIA	Roesiah Sardjono, Nursin Rigin*
JAPAN	Nobuo Shinozaki, Sumihiro Kuyama*
MALAWI	Joe Henderson Nowa
MEXICO	Gustavo Cabrera Acevedo, Vicente Montemayor Cantú,* Raúl Rodríguez,* Alejandro Hazas,* Enrique Brito,* Francisco Covarrubias*
NETHERLANDS	Dirk J. van de Kaa, J. C. van den Brekel*
NORWAY	Petter Jakob Bjerve
PANAMA	Juan Antonio Stagg, León Abadi Abadi,* Augusto Luis Villarreal*
PHILIPPINES	Mercedes Concepcion

* Alternate.

a/ In accordance with General Assembly resolution 2836 (XXVI), para. 3 (f), the full list of names of participants is not given in the present report.

b/ Did not attend the session.

RWANDA	Silas Niyibizi
SIERRA LEONE	R. O. Forde, Willie Bonglo*
SPAIN	Salustiano del Campo
THAILAND	Vira Osatananda
UGANDA	P. K. Kayiso
UKRAINIAN SOVIET SOCIALIST REPUBLIC	A. A. Zhuk, V. I. Kryzhanovsky*
UNION OF SOVIET SOCIALIST REPUBLICS	R. M. Dmitrieva
UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND	J. H. Thompson, C. D. Walker,* J. B. Donnelly,* W. G. Ehrman
UNITED STATES OF AMERICA	Marshall Green, Stephen Joseph*
ZAIRE	Lukangu Kalupala

State Member of the United Nations represented by an observer

Venezuela

Non-member State represented by an observer

Holy See

United Nations bodies

Economic and Social Commission for Asia and the Pacific
 Economic Commission for Latin America
 Economic Commission for Africa
 Economic Commission for Western Asia
 United Nations Fund for Population Activities
 World Food Council

Specialized agencies

International Labour Organisation
 Food and Agriculture Organization of the United Nations
 United Nations Educational, Scientific and Cultural Organization
 World Health Organization
 World Bank

Other intergovernmental organizations

Organisation for Economic Co-operation and Development

Non-governmental organizations

Category I

International Planned Parenthood Federation

Category II

Bahá'i International Community

International Federation of University Women

International Institute for Vital Registration and
Statistics

International Union for the Scientific Study of Population

World Union of Catholic Women's Organizations

Roster

International Educational Development, Inc.

Population Council

Annex II

AGENDA

1. Election of officers
2. Adoption of the agenda and other organizational matters
3. Action by the United Nations to implement the recommendations of the World Population Conference, 1974
 - (a) Review and appraisal of the World Population Plan of Action
 - (b) Other matters pertaining to the implementation of the World Population Plan of Action: monitoring of population trends and policies
4. Progress of work in the field of population
5. Work programme in the field of population
6. Draft provisional agenda for the twenty-first session of the Commission
7. Adoption of the report of the Commission on its twentieth session

Annex III

LIST OF DOCUMENTS

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
E/CN.9/335	2	Provisional agenda
E/CN.9/336	3 (a)	Progress made towards achieving the goals of the World Population Plan of Action: note by the Secretary-General
E/CN.9/337	3 (b)	Concise report on the monitoring of population trends: report of the Secretary-General
E/CN.9/338	3 (b)	Concise report on the monitoring of population policies: report of the Secretary-General
E/CN.9/339		Matters pertaining to population arising from the restructuring of the economic and social sectors of the United Nations system: note by the Secretary-General
E/CN.9/340	4	Progress of work in 1977-1978 in the field of population: report of the Secretary-General
E/CN.9/340/Add.1	4	Technical co-operation activities and the programme of training in population: report of the Secretary-General
E/CN.9/341	4	Recommendations of the Expert Group Meeting on Demographic Transition and Socio-economic Development: note by the Secretary-General
E/CN.9/342	4	Recommendations of the <u>Ad Hoc</u> Group of Experts on Demographic Projections: report of the Secretary-General
E/CN.9/343	5	Progress report on the Population Information System (POPINS): note by the Secretary-General
E/CN.9/344	5	Biennial work programme (1980-1981) and medium-term plan (1980-1983) in the field of population: note by the Secretary-General

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
E/CN.9/INF.9 and Add.1		List of representatives to the twentieth session of the Commission
E/CN.9/L.134	2	Organization of the work of the session: note by the Secretariat
E/CN.9/L.135 and Add.1-12	7	Draft report of the Commission on its twentieth session
E/CN.9/L.136	3	Strengthening of actions concerned with the fulfilment of the World Population Plan of Action - Egypt, France, Mexico, Philippines, Sierra Leone, Thailand, United Kingdom of Great Britain and Northern Ireland and United States of America: draft resolution
E/CN.9/L.136/Rev.1	3	[same sponsors]: revised draft resolution
E/CN.9/L.137	5	Work programme in the field of population - France, Ghana, Philippines, Sierra Leone and Spain: draft resolution
E/CN.9/L.137/Rev.1	5	[same sponsors]: revised draft resolution
E/CN.9/L.138	6	Draft provisional agenda for the twenty-first session of the Commission
E/CN.9/XX/CRP.1	3 (b)	Report on monitoring of population trends
E/CN.9/XX/CRP.2 and Add.1	3 (b)	Report on monitoring of population policies
E/CN.9/XX/CRP.3	5	Biennial work programme (1980-1981) and medium-term plan (1980-1983) in the field of population of the Department of International Economic and Social Affairs: note by the Secretary-General
E/CN.9/XX/CRP.4	5	Biennial work programme (1980-1981) and medium-term plan (1980-1983) in the field of technical co-operation for population activities: note by the Secretary-General
E/CN.9/XX/CRP.5 and Rev.1	3 (a)	Report of the working group on the World Population Plan of Action

Appendix

SUMMARY OF THE FINDINGS OF THE REVIEW AND APPRAISAL OF THE PROGRESS MADE TOWARDS ACHIEVING THE GOALS AND RECOMMENDATIONS OF THE WORLD POPULATION PLAN OF ACTION

INTRODUCTION

1. The review and appraisal of the World Population Plan of Action, provided for in the Plan itself, is concerned with the Plan's performance in reference to its broader context in the internationally adopted strategies for national and international progress as well as to its own sectoral goals and measures.
2. The broader context has been articulated in the International Development Strategy for the Second United Nations Development Decade and its mid-term review and appraisal; in the series of reports based on special-issue conferences including those concerned with the environment, food, the status of women, industrial development, human settlements, employment, technical co-operation among developing countries and primary health needs; and, most importantly, in the resolutions adopted at the sixth and seventh special sessions of the General Assembly regarding the establishment of a new international economic order. The particular importance of the new international economic order arises from the fact that it sets out the broader context of the two basic problems, international inequality and development.
3. The World Population Plan of Action makes it clear that population variables are directly and strongly linked to social and economic development, both as causes and as consequences. A central proposition of the Plan of Action is that population cannot effectively be isolated or dealt with separately from considerations of social and economic development. Throughout the presentation of principles, objectives and recommendations for action and implementation recurs the theme of integration of population with other social and economic conditions and programmes. By the same token, steps to achieve the goals of the new international economic order - sovereign equality between States and development - can most effectively be taken only if due regard is given to population.

I. POPULATION AND DEVELOPMENT

A. Changes in aggregate population size and rate of growth since 1974

4. The population of the world in mid-1975, just after the conclusion of the Bucharest World Population Conference, was about 4 billion. Five years later, in 1980, the population of the world is expected to be just over 4.4 billion. In other words, the human species will have increased by a total of almost 400 million, or approximately 80 million per year over the five years. It is continuing to grow at a rate of 1.8 per cent per year. However, the global rate of growth has moderated very slightly since mid-1975; at that time, it was estimated at close to 1.9 per cent per year.

5. There are, of course, significant variations between the different regions of the world. The more developed countries, with just over one quarter of the world's population, added some 43 million to their population, growing at 0.7 per cent per year between 1975 and 1980. The less developed countries grew at 2.2 per cent per year to increase by some 340 million during the interval. The most rapid growth was observed in Africa, which added some 63 million and where the rate of growth appears to have accelerated slightly. Slight declines in the rate of growth have occurred in all the other regions. Asia (excluding Turkey and the USSR) grew at about 2 per cent per year but, because of its very large population to start with, added 233 million, almost three fifths of the total world increase between 1975 and 1980.

6. In general, it is not at all obvious that population growth is occurring at rates and in regions where it is most beneficial to social and economic development or to a reduction in international inequality. Moreover, although there has been some reduction in rates of population growth for most regions of the world from the high levels experienced in the past, the actual numbers of persons being added to the world population continue to be very large indeed; each year a population slightly larger than that of Bangladesh is added to the world's total.

B. Population policies and programmes since Bucharest

7. At the most general level there has been significant positive progress in the development of policies and programmes concerned with population and development during the past five years. Although no simple direct causal relationship can be demonstrated, during the period following the World Population Conference and the adoption of the World Population Plan of Action there have been important first steps towards implementation of the principles and goals of the Plan.

1. The national level

8. For a very great and still growing majority of countries, population change is viewed without reservation as a proper subject of direct governmental intervention. The concern of Governments may be expressed as the desire to modify existing rates of population change up or down or take steps to maintain them as they are, but in any case changes in the population of the nation are viewed as a proper and important subject of policy.

9. Moreover, the great majority of countries in both developed and developing regions of the world define their population policy in relation to at least some other social and economic factors and not in isolation or as an end in themselves. There have also, during the years since the World Population Conference, continued to be steps taken towards the enhancement of institutional arrangements by a growing number of developed and developing countries to take population into consideration in social and economic policy formation. Among the developed countries, a number of Governments have adopted the policy of having periodic stock-taking reports on various aspects of population prepared and considered at a high level of government. In developing countries, there has been a tendency for Governments to establish high-level population units with responsibilities for research, policy formation and the evaluation of population policies in connexion with broader development planning institutions. Examples of such institutional

developments can be found in a number of countries, especially in Latin America and Asia.

10. A particularly revealing measure of progress in efforts along the lines set forth in the Plan of Action can be seen in the willingness of Governments to seek and use resources in the field of population through international co-operation and, even more importantly, to commit their own resources in the area. Another encouraging trend has been the emergence of new countries as major donors of international assistance. During the years since the World Population Conference, the number of countries providing international assistance has increased so that the sources of such international funding are now significantly more broadly based. It is important to note that included among new sources of funding for international assistance in the field of population are countries in the developing regions.

11. Important as the flow funds in international co-operation may be, a far more significant measure of progress is the increasing willingness of individual countries to commit their own resources to programmes in the field of population. Concern for population and programme activities has been at a high level in many countries of Asia since the 1960s. Nevertheless, there has been a sharp increase in allocation to population programmes by countries in the region since 1974. Budgets typically have gone up by between 50 and 100 per cent during the first three years following the World Population Conference, and some countries report increases of over 150 per cent. Comparable increases can be found in a number of countries in Latin America as well as some in Africa. It should also be recognized that these substantial increases in expenditures by developing countries come at a time when their national budgets have been very seriously threatened by the economic crisis of the mid-1970s. Moreover, in many developing countries by far the largest proportion of total expenditure in the area of population is from domestic sources.

2. The regional commissions

12. Population is manifestly a matter of concern and a subject of policy in all regions. However, as indicated by differences in the work programmes of the regional commissions in response to the views and concerns of Governments, there are clear differences of need and emphasis.

13. The Plan of Action makes no reference to subgroups of countries other than the developed and the developing. From one point of view, limiting the distinction to this single dichotomy reflects an important value: the solidarity of the developing countries, an important element of the new international economic order. At the same time, though, even a brief review of population trends and of governmental policies reveals significant differences between regions. Thus, the regional commissions, each of which has a population unit within its organization, are located at a critical organizational juncture to help make the global plan of action more effective at the local level.

14. An outstanding feature of the experience with population of the region covered by the Economic and Social Commission for Asia and the Pacific is its long-standing concern for the issue and its directness of approach. Quantitative targets for the countries of the region were agreed to for population growth, mortality and fertility before 1974 and continue to be a normal part of programmes

concerned with population. Experience with the innovation and management of family planning programmes is highly developed in the region. In the years following the World Population Conference two additional trends have been apparent. First, there have been still further increases in the specificity and the level of articulation of population issues. Secondly, there has been an increase in the emphasis given to a multidisciplinary integrated approach to population and social aspects of development planning.

15. In the region of the Economic Commission for Western Asia, the view has been widely expressed that rapid population growth in the area does not necessarily constitute an obstacle to socio-economic development. At the same time, due recognition is given to the appropriateness of provision of family planning as a human right and as a component of maternal and child health measures and there is widespread concern for related social issues such as the status of women. There has also been increasing attention given to international migration.

16. The development of a satisfactory capability to assure the adequate flow of demographic information remains a matter of priority concern for many of the countries served by the Economic Commission for Africa. An event of major importance in the region has been the completion of the African Census Programme data-gathering phase, so that for many countries a matter of primary concern now is to begin to make use of national census data for the first time. Excessive mortality and subfecundity are major concerns in a number of countries.

17. In the region of the Economic Commission for Europe, a number of the countries are experiencing near zero rates of population change. Concerns for population as expressed in the programme of the Commission are, therefore, perforce quite different from those expressed in other regions. Increasing emphasis is given to the integration of population with other aspects of social and economic activities, with particular emphasis on the age distribution.

18. In the region of the Economic Commission for Latin America, a central theme has been the taking of steps necessary to facilitate the integration of population into planning for a broad range of social and economic issues. Specific objectives are the analysis of the economic, social, political and cultural determinants and consequences of population growth, distribution and structure; the analysis of the planning process as relevant to population; quantification of the relation between demographic and socio-economic variables for their incorporation into global development models; and the analysis and evaluation of population policies.

3. The specialized agencies

19. The specialized agencies of the United Nations system have a critical role to play in the implementation of the new international economic order and any other components of international development strategies, including the World Population Plan of Action. The agencies principally involved with population questions include the United Nations Children's Fund (UNICEF), the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and the World Bank. Each one has programme activities and an organizational unit explicitly and directly concerned with population.

20. The ILO carried out an internal review of its population and labour policies programme in 1975, in the light of the Plan of Action and subsequent regional consultations on population. New areas of emphasis that emerged include a greater concern for policy-oriented research and advisory services in population, research on internal migration in relation to development policy, and the role of women in demographic change.

21. The World Bank also carried out an extensive review of its activities in the area of population in 1975. There has since been increasing use of Bank resources, in support of country programmes in the areas of population in relation to health, education and nutrition. There has also been increasing emphasis on population as an element of the Bank's regular internal planning of its general international development loan programmes. The Bank continues to provide substantial support for family planning programme development.

22. In recent years UNESCO has come to give increased emphasis to the relationship of the family to demographic behaviour and to the human rights implications of population programmes. FAO has continued to support activities in the area of population during the years since the World Population Conference and has given additional emphasis to concern for population as an element in rural development planning and programmes. There is continuing concern at the research and policy levels for the relationship of population growth to food supply.

23. For WHO and UNICEF, a major new direction of emphasis has been in the development of the primary health care orientation. The recent International Conference on Primary Health Care, held at Alma Ata and sponsored by the two organizations, cited population and family planning as necessary components of health care planning. WHO continues to play a major role in the encouragement of the integration of family planning with maternal and child health services as well as in support of research on the physiology of human reproduction and contraception.

24. In general, expenditures by these organizations specifically allocated to population activities have increased significantly during the years since the World Population Conference. Total increases over the years from 1974 to 1977 have been between about 35 and 80 per cent for the World Bank, WHO and the ILO.

4. The United Nations

25. Within the Secretariat of the United Nations itself, population has been a significant component from the outset. Activities concerned with population are carried out in many branches, but the focal point is the Population Division of the Department of International Economic and Social Affairs. The specific tasks of the Division have been analyses of the current world population situation and trends; comprehensive estimates and projections; analyses of the relationship between population and social and economic development; analyses of trends in governmental population policies; and technical co-operation to countries in all aspects of population. In the years since Bucharest, increased emphasis has been given to analyses of the relationship of population to development and trends in governmental population policies.

26. Apart from the Secretariat functions, the role of promoting and co-ordinating international population programmes, through the provision upon request of assistance to developing countries to deal with their population problems, is given

to the United Nations Fund for Population Activities (UNFPA). The Fund provides assistance for activities in all aspects of population; programme areas include basic data collection, research and training in population dynamics, population policy, family planning, communication and education, multisectoral activities and programme development. During recent years, increasing emphasis has been given to provision of assistance to countries with the greatest basic needs.

5. Non-governmental organizations

27. A group of non-governmental organizations has long been active in the field of population. In the past, such agencies have played important roles in stimulating and innovating activities in this area. Although the growth of governmental and international agency activities has come to dwarf the contribution of the non-governmental organizations, the latter continue to play an active and useful role. Total expenditures by these organizations have remained roughly the same across the years since the World Population Conference.

28. On the whole, the non-governmental organizations responded quickly to the principles and programmes of the Plan of Action. A number of them undertook a reappraisal of their own programmes and some have substantially reordered their priorities and activities along the lines developed in the Plan of Action. Many of the organizations report that they have taken active steps to broaden their field of participation in order to give increased attention to social and economic conditions in relation to population. Others report having shifted the focus of their institutional development and research support from developed to developing countries.

6. Resources for international co-operation

29. In 1977, the latest year for which data are available, population assistance by the major donor agencies amounted to approximately \$340 million (excluding double counting). The comparable figure in 1974 was \$260 million. Two trends in the flow of resources in international co-operation are most notable. First, if an adjustment is made for inflation, the total increase of funds over the years since the World Population Conference has just marginally stayed ahead of population increase. Indeed, the increase over the four years preceding the Bucharest Conference was substantially greater than the increase during the four years following. Secondly, the tendency is for an increasingly large proportion of such funds to be disbursed by multilateral agencies, particularly UNFPA.

7. Sectoral development strategies

30. The World Population Conference was one of a series of international meetings held to deal with specific aspects of development, including, in addition to population, food, the status of women, industrial development, human settlements, employment, technical co-operation among developing countries and primary health care. Taken together, the series of resolutions and reports of these meetings express the emerging consensus on the broad range of issues involved in social and economic development. They thus complement, expand and amplify the International Development Strategy for the Second United Nations Development Decade, adopted in 1970, and its mid-term review and appraisal.

31. There is a good deal of variation in the extent to which any one of these resolutions overlaps the World Population Plan of Action. The report of the World Food Conference mentions population as one of the factors that makes an increase in agricultural productivity a necessity and urges rational population policies to ensure to couples the right to determine the number and spacing of births. The report of the World Conference of the International Women's Year makes extensive reference to population and reasserts the right of every individual to decide freely and responsibly whether or not to have children, to determine their number and spacing, and to have information and access to the means of fertility control. The expansion of access to family planning is among the goals to be fulfilled during the five-year period following the Conference.

32. In the Lima Declaration and Plan of Action on Industrial Development and Co-operation, adopted by the Second General Conference of the United Nations Industrial Development Organization, and in the Declaration of Principles and Plan of Action adopted by the Tripartite World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour, concern with population questions bore mainly on internal and international migration. The joint WHO/UNICEF International Conference on Primary Health Care (see also para. 23 above) pointed to the particular need to consider in some detail the characteristics of the population in planning for primary health services. The provision of family planning is included among the essential elements of any primary health care system.

33. It is likely that one of the reasons population was not very extensively treated as a general factor in the presentation of each of these sectoral strategies is precisely that the World Population Plan of Action was viewed as having already dealt with the issues. Each of the conferences mentioned above dealt with a specific sector and therefore did not review all of the issues involved in all other sectors. It must also be recognized that when population is treated as a general factor in development planning, and not as a specific aspect of another question, it is most often treated merely as an exogenous variable; attention is mostly given to the consequences of aggregate population growth. It is seen as imposing constraints or placing demands on activities in other sectors; less attention is given to the consequences for population change of conditions and trends in other areas of social or economic development. It appears accurate to say that, in general, population as a factor in social and economic development has not been given as much salience at this level as it has received from individual Governments.

II. SOCIO-ECONOMIC POLICIES AND POPULATION

34. To highlight fully the significance of population trends and policies since 1974 in the context of social and economic development and the prevailing international economic order, attention is drawn to some key social and economic conditions.

A. Education

35. There has been impressive progress in the expansion of educational opportunities during recent years. In about 1960, around 62 per cent of all children in the age range from 6 to 11 were enrolled in school. By the mid-1970s, the proportion had gone to around 68.5 per cent. Moreover, most of the expansion in formal educational opportunities took place in the developing countries. The developed countries had already achieved a high level of development of primary educational institutions before 1960. In the developing countries the percentage of children aged between 6 and 11 in school increased from around 46 per cent in 1960 to about 62 per cent in 1975.

36. However, the increase in percentages enrolled has not been sufficiently rapid to bring about a decrease in the absolute number of children in the age range who were not enrolled in school. Since the population of all children was also increasing during the period, the total number not enrolled in school increased from around 120 million to about 128 million. Even more discouraging, between 1960 and 1975 the increase in the number of children not attending school took place entirely in Africa and Asia, where the total number not in school rose from 110 million to 121 million.

37. The failure of the educational institutions to expand at a rate sufficient to reduce the absolute number of children not attending school is due to a number of factors; rapid increase in the total number of children is not the only one. However, it is quite clear that rapid population increase does not make easier the task of reducing the percentages of those who are deprived of formal educational opportunities.

B. Food and nutrition

38. At the World Food Conference at Rome in 1974, it was confirmed that in order to solve the world food problem it would be necessary to achieve a minimum agricultural growth rate of 4 per cent per annum. For the first half of the 1970s, the average percentage change over the preceding year in agricultural production was just a little less than 2.5 per cent. For 1976 and 1977, the growth over the preceding year was slightly lower: near 2.2 per cent for each of the two years. The World Food Council in mid-1978 stated that the number of undernourished people in the world continued to increase each year, particularly in the food-priority countries.

39. In the context of the new international economic order it is particularly important to recognize that the greatest increases in food production during the 1970s have been in the developed countries, especially in North America. Increases in productivity have been less satisfactory in the developing countries and have

been particularly disappointing in Africa, where they have fallen significantly short of the rate of population increase. In Latin America and Asia, food production increases appear to have roughly equalled those of population. There have been perceptible gains in per capita food production in the Middle East.

40. Food production and patterns of distribution and nutrition are related to population change in far too complex a manner to admit easy generalization. However, it appears evident that the joint effect of sluggish growth in agricultural productivity with continuing comparatively high rates of population growth in many developing countries does not in any way facilitate or speed up the process of social and economic development.

C. Employment and income distribution

41. All available information indicates that problems of unemployment and underemployment are very serious in a large number of countries, both developed and developing. For the latter, reports are widespread of high levels of underemployment in rural areas and of unemployment and underemployment in the rapidly growing towns and cities.

42. The available information indicates that problems of urban unemployment among the young are typically exacerbated by the combination of the rapidly increasing numbers entering the labour-force years along with the swelling flow of migrants from rural areas who come to the cities and towns in search of greater opportunities for employment. The large numbers in the early labour-force years, of course, largely reflect the high levels of fertility in the late 1950s and early 1960s.

43. Another measure of economic conditions of great importance is the persistent inequality in the distribution of income between and within countries. At the aggregate level, some slight progress towards over-all reduction of inequality appears to have been made during the period from 1975 to 1977. Developing countries as a whole had somewhat higher rates of economic growth than did the developed countries, although the higher levels of growth tended to be very much concentrated in the oil-exporting countries. However, progress was difficult and prospects for its continuation are not altogether encouraging.

44. Equally importantly, it is also not at all clear that any reductions in international inequality have had an equivalent effect on the reduction of internal inequality. A good deal of evidence indicates that the highest levels of internal income inequality are reached in developing countries. It is even more distressing to observe that current trends in internal income distribution are far from encouraging. The data are far from complete and the apparent trends are complex, but on the whole they indicate a very mixed experience with internal income distribution. In some countries, especially in Asia, there appear to have been declines in inequality. On the other hand, the evidence for Latin America is a good deal less reassuring.

45. One point, however, is particularly clear. High-income groups tend to be concentrated in urban areas, especially in developing countries. In many of these countries the ratio of the average urban income to the average rural income is close to 2 to 1. Large-scale migration to urban areas is one response, but it is by no means a solution.

46. The relationship between unemployment, income distribution and population change is far from simple and direct. However, there is little evidence that rapid population growth or very high levels of rural-urban migration will necessarily contribute to the elimination of poverty and inequality.

D. The status of women

47. There is no single or simple index of the status of women that can be used to measure prevailing conditions or trends. For the purposes of this discussion, attention will be given to two variables: access to formal education and levels of participation in the labour force.

48. The trend in education of girls resembles that of boys. The percentage of girls aged between 6 and 11 enrolled in school has been rising in both the more and the less developed countries. The increase in the more developed countries has been comparatively slight since high levels of formal education were achieved some decades ago. Moreover, there is virtually no difference by sex in the percentages enrolled in school. In the less developed countries, significant strides have been made during recent years. In 1960 just over a third of all girls from 6 to 11 years of age were enrolled in school. By the mid-1970s, well over half of the girls were enrolled. Gains were especially notable in Africa. However, girls have not benefited from the expansion of the number of positions in school as fully as boys. As noted above, there were about 11 million more children from 6 to 11 years of age not enrolled in school in the mid-1970s than in the 1960s. Of the 11 million, 8 million were girls.

49. Regarding participation in the labour force, the broad pattern has been one of modest declines for males and increases among women. For males, the generalization holds for all regions during recent years; for females the rise is evident in all regions with the exception of Asia, and even there apparent declines may reflect unique circumstances - including possible artifacts such as changes in definition - in one or two large countries rather than a general regional trend. The more developed countries have moderately higher rates of labour force participation for both sexes.

50. Since in general women are far less likely to be economically active than are men, the convergence has a long way to go before equality can be reached. At a global level about one fourth of all women are economically active whereas over half of all men are active. Nevertheless the trend is towards equalization.

51. Thus there appear to be grounds for some modest degrees of optimism regarding amelioration of the status of women. Trends at the global and regional levels are discouragingly slow and at the national level are far from uniformly positive. However, they appear to be broadly favourable. It is quite likely that changes in the status of women have been an important factor in fertility decline in some countries.

III. TRENDS IN POPULATION VARIABLES

52. As might be expected, trends in the selected socio-economic variables are not related to each other or to population in a very simple or direct manner, especially not over such a brief interval as five years. The broad relationship between

population variables and development variables over the longer term holds very much along the lines set forth in the Plan of Action. Over the short term, however, the individual variables, including population, reflect the force of their own intrinsic dynamics as well as the effects of their interactions with each other and with a wide variety of other factors.

53. In order to see how a favourable trend in an individual variable might be sustained, amplified or made more responsive to policy intervention, or how an unfavourable trend might be reversed, and thus through its broad relationships to other variables make a stronger contribution to social and economic development, it is necessary to consider in more detail how the trends come about.

A. Mortality

54. The last several years present a mixed picture of world-wide trends in mortality. More developed countries, which have experienced relatively little change in mortality in the past several decades, show some promising signs that an era of renewed progress may be beginning. On the other hand, in the less developed countries, after a quarter of a century of notable advances in the reduction of mortality, some uneasiness about the prospects for continuing progress at the same rate has begun to appear. Improvements in health conditions have by no means reached all sectors of the populations of developing countries equally. In most regions, the poor continue to experience perceptibly higher levels of mortality and morbidity, so that aggregate progress is discouragingly slow.

55. The World Population Plan of Action sets minimum levels of mortality as a target for every country to surpass by 1985: an expectation of life at birth of at least 50 years and an infant mortality rate of no more than 120 per thousand live births. In Latin America, east Asia and all the developed countries this minimum standard has already been or should soon be obtained. However, it appears entirely likely that about one third of the countries of south Asia and two thirds of the countries of Africa will still fall short of this level in 1985.

56. The great majority of Governments have active policies seeking to lower mortality and reduce the level of morbidity experienced by their populations. In a significant number of countries, both developing and developed, programmes and activities in this area are focused on conditions of morbidity rather than on the more strictly demographic aspects of mortality. There is concern for the prevention and cure of diseases and about the environmental and working-place conditions which have indirect consequences for mortality, but programmes are not directly conceived with goals stated in demographic terms.

57. In comparing specific recommendations in the Plan of Action with government programmes, it is observed that a significant number of countries do indeed identify infant and childhood mortality and related maternal mortality as a matter of particular priority. On the other hand, very few Governments report that they attach equivalent importance to the reduction of sterility, subfecundity, defective births and illegal abortions as goals in the context of demographic aspects of mortality and morbidity.

58. A significant focus of attention is differential mortality within countries. A very large number of countries give high priority to steps to reduce excessive levels of mortality in rural and less favoured areas. It is of interest to note

that this is, in general, as much a matter of priority in highly developed countries with generally low levels of mortality as it is in less developed countries. On the other hand, only a very small number of countries - all of them in Europe - refer to the reduction of sex differentials in mortality as a matter of policy concern.

59. Few Governments have programmes and activities with the explicit goal of improving health and nutritional conditions in order to affect working-age populations and productivity along the lines mentioned in the Plan of Action. In general, the context of discussion of mortality and morbidity tends rather to be in reference to basic needs and human well-being as ends in themselves rather than as direct contributions to social and economic development efforts.

60. Integration of health programmes into broader efforts towards social and economic development is an important component of the increased emphasis being given to primary health care at the international level, as evident in the recent Conference on the subject sponsored by WHO and UNICEF. The World Bank also gives increasing attention to health and nutrition as a necessary element in any over-all development effort. In the area of health, the Bank is orienting its activities towards primary health care needs and prevention, with special reference to tropical conditions, rather than to curative medicine. However, it appears that in the case of many countries, practice at the national level to implement basic health care programmes and to link health care directly to broader aspects of development has not yet put fully into effect the principles that are widely accepted at the international level.

B. Fertility

61. On the average, fertility levels continue to show their historic pattern: they are markedly higher in developing countries than in the more developed countries of the world. Indeed, the gap between the two regions has probably not decreased and may even have increased slightly. However, there is now growing evidence that the near-perfect and rather static correlation of a decade or so ago - developed countries had low fertility and developing countries high fertility - no longer holds universally. The available evidence suggests that fertility is beginning to decline in most areas of the world, developing as well as developed. Moreover, the declines in fertility have reached the point where they surpass average declines in mortality, and thus the rate of growth of the human species as a whole has stabilized and even begun a slight decline.

62. The global crude birth-rate is currently estimated to be about 28 or 29 per thousand. For the developed countries it is about 16 and for the developing close to 33. Projections are for rates of about 26 or 28 for the world as a whole by 1985. There is little basis on which to project any substantial change for the developed countries, and it is plausible to expect the developing countries to decline further, to very close to or even slightly below 30. Thus, in the aggregate, fertility appears to be moving very satisfactorily along the path described in the World Population Plan of Action.

63. However, among the developing countries, there is a good deal of interregional and intercountry variation. Indeed, in some larger and more heterogeneous countries there are marked internal variations as well. In general, the countries of Africa south of the Sahara appear to be experiencing the highest levels of

fertility in the world, with crude birth-rates typically in the high 40s and with no convincing evidence of declines at a national level anywhere in the region. There is some evidence to suggest, in fact, that some of the countries of the region have been experiencing rising fertility rates. In Central America and south Asia the rates appear on the average to be somewhat lower than those of Africa; rates are in the low 40s and some individual countries report levels that are beginning to approach those of the developed nations. Countries of east Asia, tropical South America, the Caribbean and the less developed region of Oceania show still lower average levels of fertility, with birth-rates in the 30s and the 20s and declining towards levels now prevailing in the more developed countries. The latter tend to have birth-rates around 15 which, in many cases, are continuing to decline.

64. The data are not sufficient to proclaim as an incontrovertible fact that aggregate fertility has begun a stable long-term downward course. Nevertheless, there is sufficient evidence to suggest that it would be equally misleading to ignore the possibility that such an event is approaching or has occurred.

65. At the same time, it must also be remembered that although the global trend in fertility rates may have reached an inflexion point and begun to decline, it is still very high by historical standards. Each year the number of births in the world is of the order of 110 million to 120 million.

66. There continues to be a good deal of discussion about the precise role of various social and economic factors, including direct policy interventions such as family planning programmes, as causes of the changes in fertility. Rather less attention is given to consequences. In general, the issue remains incompletely resolved.

67. Nearly all Governments have policies, programmes or activities which are directly related to fertility. Government policies may not necessarily be limited to a goal of altering levels of fertility - for example, they may be designed simply to enable individuals or couples to better control their own fertility. However, it is almost universally true that fertility is seen as in one way or another a proper subject of governmental concern.

68. Among the countries having policies referring to fertility, there is substantial variation in goals. A comparatively small number of countries have programmes and activities that are chiefly motivated by the desire to achieve a higher level of fertility. Such countries are found in particular in Europe, where fertility levels are already quite low and in some cases below replacement. Other countries in this category are found in Africa and Latin America. In every instance, the rationale for the policy is explicitly demographic, as distinct from fertility policies oriented towards considerations of health or family well-being.

69. A significantly larger number of Governments accept the trends in reproduction levels they are currently experiencing. Countries in this group include some with very high rates of fertility, some whose fertility rates are undergoing a sustained decline, and a number of countries whose fertility levels have reached very low levels.

70. The other large group of countries, nearly all of them in Africa, Asia or Latin America, take the position that it would be in the best interest of their development if fertility were not as high as it is. The reasons for adopting such a policy position are sometimes chiefly consideration of health and family welfare,

at other times chiefly demographic, and in many cases a combination of both. Policies to lower fertility are typically implemented through the development of maternal and child health programmes, support for family planning programmes and programmes of information and education. In addition, many countries in this group make use of programmes of fiscal and monetary incentives, while a smaller number report recent changes in legal age at marriage in support of the policies. The availability and subsidization of programmes to make widely available induced abortion or voluntary sterilization is less common.

71. Access to family planning is a component of most Governments' active concern with fertility. Among all countries in the world, there are 14 which restrict their citizen's access. Five of these countries are in Africa, four are in Europe and there are one or two in each of the other regions. In the great majority of all countries - close to 100 - the Government itself directly provides family planning services. Many Governments, both among those which themselves provide direct services and among those which do not, also provide indirect support or permit private agencies to provide family planning.

72. Most commonly, family planning services are integrated with maternal and child health programmes. There is rather less emphasis on integration of fertility-related programmes with other measures oriented towards various aspects of social and economic development.

73. The existence of a governmental programme for provision of family planning does not at all mean that all citizens have effective access. There is evidence from a variety of sources to indicate that in most countries there continues to be unmet demand for family planning. In developing countries, where the medical service institutions in general are often not fully adequate, the needs are particularly great. In many developed countries also, there continue to be subgroups - or, for example, special age groups such as adolescents - which do not have equal access to family planning.

74. In addition to national Governments, many of the specialized agencies, all the regional commissions and a large number of non-governmental organizations have action programmes for international co-operation concerned with fertility. In a great many developing countries, a substantial amount of support for family planning programmes, especially in their earlier stages, has come from international organizations.

75. Among the specialized agencies, WHO and the World Bank have been the most heavily involved, measured in terms of the size of budgetary commitment. Of course, the largest commitment is on the part of UNFPA and the United Nations itself. Other agencies with substantial programmes include UNICEF, the ILO and UNESCO. Among non-governmental organizations, the International Planned Parenthood Federation plays a large and growing role. The Ford Foundation, the Rockefeller Foundation and the Population Council have also been active.

76. In the programmes of such agencies, three points of particular importance emerge. First, requests for international assistance in the area of fertility by individual countries have continued to expand during the past five years. Secondly, a major programmatic concern in the area of family planning is to expand services to make them more readily available to all members of the population. There is an attempt to reach out into rural areas and to the urban poor as well as to develop new organizational structures for the provision of service, such as community-based programmes. Thirdly, there are increasing attempts to go beyond the provision of service alone and enter more directly into education and motivational efforts.

C. Internal distribution and migration

77. It is estimated that about 40 per cent of the total population of the world is living in urban places at the present time. In more developed regions, the great majority - over 70 per cent - live in cities or towns, while in the less developed regions as a whole just a little less than one third of the total population is found in urban places. The proportion of the population living in urban places continues to rise virtually everywhere. For the world as a whole, urban populations appear to be growing at just about twice the rate of total population increase.

78. Levels and trends of urbanization differ quite substantially from one region to another. While Latin America, with nearly two thirds of its population living in urban places, strongly resembles the developed countries, Asia and especially Africa are very substantially less highly urbanized, having about 30 per cent of their population in cities or towns. Nevertheless, given the much larger total populations of the less developed regions, for the first time in history more of the world's urban population is found in the developing countries. Just over half of all of the world's urban population lives in developing countries while, at the same time, just over 85 per cent of all of the world's rural population is found in the developing countries.

79. The rapidity of growth of urban populations in less developed countries is a result both of total population growth and of migration from rural to urban areas. It is estimated that about 40 per cent of the growth of urban places is due to migration and about 60 per cent due to the natural increase of urban population.

80. In the developed countries, on the other hand, it is generally the case that rural-urban migration accounts for the preponderance - about two thirds - of all urban growth. This, of course, reflects the lower over-all rate of population growth. In some of the developed countries a newly emerging pattern of distribution is causing some concern. While metropolitan areas continue to grow and expand geographically, the core areas of some central cities are experiencing actual declines in numbers.

81. The pattern of growth of urban areas continues to differ somewhat between the developed and developing regions. In both, cities in the range of 100,000 to 250,000 inhabitants grow very rapidly and significantly exceed the growth rates of medium-sized cities, in the range of 1 million to 2 million. However, in the developing countries, the largest cities of all grow at a high rate and one very much higher than that of the largest cities in the developed countries. Thus, in the developing countries the strong tendency for city populations to be concentrated in a single metropolitan centre persists.

82. The great majority of Governments, at all levels of social and economic development and in all regions, have policies designed to influence internal distribution. The policies typically consist of a set of subordinate goals, including balanced regional development, support for alternate growth centres in smaller towns and rural development by means of the stimulation of rural industries, agro-industries, the provision of rural amenities and in some cases concentration of rural settlements to facilitate provision of basic social services and increased participation in the national economy.

83. The specific means employed to implement these policy goals vary somewhat between regions and countries. In the more developed countries, elaborate arrangements of fiscal and monetary incentives to industry, subsidized provision of infrastructure and various licensing and tax arrangements are commonly reported. Such provisions are also found in some countries in Latin America. Elsewhere, countries report a variety of provisions including settlements of new land, land tenure reform, decentralization of governmental offices, reform of educational curricula so as to better adapt them to rural life, and the general enhancement of modernization of rural areas. In some countries, the development of wholly new rural settlement patterns is an essential component of a far-reaching reorganization of the rural society and economy.

84. Despite the considerable importance attached to the subject by most Governments, international co-operation in the area of policies concerning internal distribution and migration do not appear to be as highly developed as is the case for mortality and fertility. There is some reference to the use of technical assistance from international agencies or through bilateral channels - from developed to developing countries - especially in support of data-gathering and research. However, there is very little mention of intra-regional co-operation or other sharing of experience between countries of their responses to similar social and economic conditions. International agencies also report rather less programmatic activity specifically oriented to the subject of internal distribution. With the notable exception of Habitat: United Nations Conference on Human Settlements, in 1976, the chief contribution of international assistance appears to be support for research and planning. It should be observed that many Governments appear to make little attempt at evaluation of programmes and activities concerned with internal migration and distribution of population. The last point is of considerable importance, since rates of urbanization and of metropolitan growth are generally high despite the fact that Governments almost universally indicate that it is a matter of policy to moderate those rates.

D. International migration

85. The long-term movement of population between countries continues to be dominated by flows of workers from poorer towards richer countries, reflecting the prevailing international economic order. The very large-scale migration from countries of the Mediterranean basin into northern and western Europe has substantially slowed, although the great majority of migrants who participated in that flow remain in the host country. During very recent years, new regions of attraction have emerged, however. In particular, there has been a very large-scale movement - difficult to determine precisely but probably involving over 2 million migrant workers - into countries belonging to the Organization of the Petroleum Exporting Countries (OPEC) in search of employment. It is estimated that there are another 1.5 million migrant workers in southern and western Africa. In Latin America, there continues to be substantial but difficult to estimate movement between countries. In all, it is conservatively estimated that there are some 14 million migrant workers outside their countries of origin. In many countries, migrant workers have come to make up very large proportions of the total labour force - in some particular cases, well over half. The political and social as well as economic consequences of the labour migration flows are of great importance for some countries.

86. There appears to have been limited change in the pattern and level of movement of highly skilled personnel from poorer to richer countries. Two shifts have taken place. There has been an increased flow of highly skilled personnel into some of the OPEC countries, along with the much larger movement of unskilled and semi-skilled workers. Secondly, there has perhaps been some levelling-off of migration of highly skilled workers into the richer industrial countries. Reduced economic opportunities and, in some cases, stricter regulations controlling entry into selected occupations and professions in receiving countries appear to have at least temporarily moderated this "brain drain".

87. Indications are that there has been a continuing movement of undocumented migrants in significant numbers participating in many of the international flows.

88. Regarding policies concerned with international migration, it must be recognized at the outset that the authority to decide who may enter a country, and under what conditions, is a fundamental element of national sovereignty. Given the universal acceptance of this principle, however, governmental policies regarding international migration are characterized chiefly by their very wide diversity. The great majority of all countries implement detailed policies in this area. Only a comparatively small number of countries, particularly some of the centrally planned economies of Eastern Europe and a small number of developing nations, report that the number of migrants crossing their frontiers is negligible and that they have not further developed any policies regarding international migration. For all other countries, it is an area of active policy concern.

89. On one basic point, there appears to be rather strong consensus among States. Most have established bilateral or multilateral consultations concerning the well-being of international migrants, along the lines suggested in the World Population Plan of Action. Unfortunately, it is not possible in all cases to know how well implemented such understandings are. Within some regions, there has recently been development of far-reaching and detailed arrangements designed to facilitate international movement of population. Such agreements variously deal with matters such as rights of entry into the labour force, transferability of social welfare benefits, retirement benefits, and rights of dependants. Notable examples are found within the European Economic Community, among the Nordic countries, in South America and between some Arab countries.

90. Regarding long-term immigration, a significant number of countries have as a goal the reduction of the numbers of new entrants or the acceptance of only a very small flow of newcomers into their population. This is particularly the case for countries of Western Europe in reference to the entry of workers and members of their families from outside the region. Emphasis now is on concern for the social and economic rights of those who had previously entered, including the right of family reunification.

91. A substantial number of developing countries also have policies of discouraging long-term immigration. This is sometimes complemented by actions to encourage native-born citizens to take the places in the labour force that are now held by foreigners.

92. On the other hand, a significant number of countries permit a steady significant inflow of immigrants. Such policies are reported by some developing countries, notably in Latin America, north Africa, the Middle East, west Africa and the Caribbean, as well as in some developed countries. In general, where

immigration is encouraged, the welcome is not extended broadly to everyone who might wish to enter; rather, immigration is encouraged for persons with specific skills or from specific national or regional backgrounds whose presence is deemed useful to the receiving country. A small number of countries report a particular policy to encourage the return migration of citizens who had previously left.

93. As for long-term emigration, there is a comparable diversity of views. A minority of countries have explicit policies to encourage emigration of citizens. In some instances, there are specific quantitative targets and incentives. Such policies are found in developing and in developed countries. The rationale for such policies is usually in terms of economic and demographic advantages to the country of emigration.

94. A somewhat larger number of countries have policies aimed at a decrease in the flow of long-term emigrants. Again, such policies are found among both developing and developed countries. Such policies are justified, if at all, in reference to the desirability of minimizing the social and psychological disruptions associated with uprooting some members of the society.

95. A substantial number of countries indicated that they have no particular policy regarding emigration but wish simply to see the current levels maintained.

96. Countries involved in the flow of qualified personnel - the so-called "brain drain" - have adopted a variety of policy measures. Some countries of origin are taking steps to discourage the emigration of skilled workers and professionals and to encourage the return of those who have already left. There appears to be little reliance on programmes designed to enhance large-scale communication of appropriate technological knowledge from developed countries to countries of origin, as suggested in the Plan of Action.

97. Most policies in reference to undocumented migrants provide that, when apprehended, such individuals are simply to be expelled or returned specifically to their country of origin. In some countries, notably in Western Europe, penalties are imposed upon the employers of undocumented migrants.

98. The number of countries affected by an inflow of refugees is not large. However, specific countries report that the social and economic impact of refugees is quite sharp.

99. As observed, an important innovation in international co-operation in reference to international migration is the increased use of bilateral and multilateral agreements concerning the welfare of migrant workers and their families. Among the international agencies, the ILO has the largest role in this area. Its programme includes research, the establishment of standards for treatment of migrant workers and members of their families, information dissemination, and some action-oriented projects to facilitate return migration to countries of origin. The special problems of refugees are the responsibility of the United Nations High Commissioner for Refugees.

100. In general, Governments show an increasing tendency to consider international migration in terms of prevailing economic conditions as well as of broad social and political principles. At the same time, there is evidently a considerable lack of uniformity in views of precisely how specific flows of international migration are related to existing economic and social political conditions.

IV. RECOMMENDATIONS FOR ACTION

101. The final section of the note by the Secretary-General on the findings of the review and appraisal (E/CN.9/336), which is summarized here, contained recommendations for action. For the text as revised by the working group established by the Commission (see para. 52 of the present report), see the annex to draft resolution I in chapter I above.