



General Assembly

Distr.: General
12 September 1997

Original: English

Fifty-second session
Item 99 (c) of the provisional agenda*

Sustainable development and international economic cooperation: population and development

Implementation of the Programme of Action of the International Conference on Population and Development

Report of the Secretary-General

Addendum

Proposals on the process and modalities for the review and appraisal of the Programme of Action of the International Conference on Population and Development

Summary

The present report has been prepared in response to Economic and Social Council resolution 1997/42, in which the Council recommended to the General Assembly at its fifty-second session that it decide on the process and modalities to review and appraise the implementation of the Programme of Action of the International Conference on Population and Development. As further recommended by the Council, the present report contains consolidated recommendations from the Department of Economic and Social Affairs of the United Nations Secretariat, the United Nations Population Fund, the regional commissions and other relevant United Nations entities on activities to be undertaken in preparation for the review.

The report concludes that, taking into account cost and scheduling considerations, it may be appropriate to consider convening a two-day plenary meeting of the General Assembly at its fifty-fourth session for the review and appraisal of the progress made in the implementation of the Programme of Action.

* A/52/150 and Corr.1.

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I. Introduction

A. Mandate

1. The present report has been prepared in response to Economic and Social Council resolution 1997/42 of 22 July 1997, in which the Council recommended to the General Assembly at its fifty-second session that it decide on the process and modalities, including the consideration of convening a special session of the Assembly in 1999, to review and appraise the implementation of the Programme of Action of the International Conference on Population and Development. The Council further recommended that the report of the Secretary-General submitted to the Assembly under the item entitled "Population and development" contain consolidated recommendations from the Department of Economic and Social Affairs of the United Nations Secretariat, the United Nations Population Fund (UNFPA), the regional commissions and other relevant United Nations entities on activities to be undertaken in preparation for the review. The present report reflects the results of consultations held among the Department, UNFPA, the regional commissions and other relevant United Nations bodies.

B. Background and history

2. The year 1999 will mark the fifth anniversary of the International Conference on Population and Development. Governments, in adopting the Programme of Action of the Conference, agreed that to ensure effective follow-up to the Conference, as well as to enhance intergovernmental decision-making capacity for the integration of population and development issues, the Assembly should organize a regular review of the implementation of the Programme of Action.¹

3. The General Assembly, by resolution 49/128 of 19 December 1994, affirmed that in the implementation of the Programme of Action, Governments should commit themselves at the highest political level to achieving its goals and objectives, which reflected a new, integrated approach to population and development, and take a lead role in coordinating the implementation, monitoring and evaluation of follow-up actions.

4. By the same resolution, the Assembly also decided that it, through its role in policy formulation, the Economic and Social Council, through its role in overall guidance and coordination, and a revitalized Population Commission should constitute a three-tiered intergovernmental mechanism that would play the primary role in the follow-up to the implementation of the Programme of Action, keeping in mind

the need to develop a common framework for a coherent follow-up to United Nations summits and conferences. Further, the revitalized and renamed Commission on Population and Development, as a functional commission assisting the Economic and Social Council, would monitor, review and assess the implementation of the Programme of Action at the national, regional and international levels and advise the Council thereon. On the operational side, the Assembly invited the governing body of UNFPA to oversee, on a regular basis, the response of the Fund to the needs of countries regarding activities to strengthen national population and development programmes, including the specific requests from developing countries for assistance in the preparation of national reports, within its area of competence, and to report to the Council on that matter. The Assembly acknowledged the importance of the subregional and regional activities undertaken during the preparations for the Conference, including the regional strategies, plans and declarations adopted as part of that process, and invited the regional commissions, other regional and subregional organizations and the development banks to examine the results of the Conference within their respective mandates, for the follow-up and implementation of the Programme of Action at the regional level. The Assembly emphasized the need for follow-up activities so as to utilize, to the fullest extent possible, existing capacity within the United Nations system in the area of population and development, including the Commission, the Population Division and UNFPA, as well as other organizations, programmes and funds of the United Nations and the specialized agencies whose support and commitment were required for the successful implementation of the full range of activities outlined in the Programme of Action. The Assembly urged all countries to consider their current spending priorities with a view to making additional contributions for the implementation of the Programme of Action, taking into account relevant provisions thereof and the economic constraints faced by developing countries, in particular the least developed among them.

5. The Commission on Population and Development, at its twenty-eighth session in 1995, approved a work programme for the years 1996-1999, with a view to monitoring progress in the major thematic areas covered by the Programme of Action.² At the same session, the Commission requested substantive reports by the Secretary-General that could provide input to the overall process of review and appraisal. These currently consist of the annual World Population Monitoring report, coordinated by the Population Division of the Department of Economic and Social Affairs; the annual report of the Secretary-General on the monitoring of population programmes, coordinated by

UNFPA; the annual report of the Secretary-General on the flow of financial resources for assisting in the implementation of the Programme of Action, coordinated by UNFPA; and the report of the Administrative Committee on Coordination Task Force on Basic Social Services for All, prepared by UNFPA, as the Chair of the Task Force. The Commission also receives statements related to the follow-up to the Conference from Governments, regional commissions, other organizations of the United Nations system and accredited non-governmental organizations.

6. Also included in the Commission's terms of reference, as endorsed by the Economic and Social Council in its resolution 1995/55 of 28 July 1995, is the undertaking of a quinquennial review and appraisal of the progress made in achieving the goals and objectives of the Programme of Action and in implementing its recommendations. The findings of the review are to be reported to the Council. The Commission therefore called for a report of the Secretary-General on the review and appraisal of the progress made in achieving the goals and objectives of the Programme of Action, to be presented to it in 1999. The Commission noted that similar quinquennial assessments had been requested by the World Population Conference in 1974, and that the Population Division had coordinated the preparation of the quinquennial reports for 1979, 1984, 1989 and 1994, with the participation of all relevant units, bodies and organizations of the United Nations system, as well as selected intergovernmental and non-governmental organizations. Subsequently, the Commission, by resolution 1997/2,³ requested that the Secretariat provide, for consideration by the Commission at its thirty-first session in 1998, specific and detailed proposals on how to handle in the same year the quinquennial review as well as the very broad special theme for the world population monitoring report for 1999.

7. The Programme of Action recognized that follow-up should include action by all relevant entities of the United Nations system. To further promote its follow-up and implementation within the United Nations system, the Secretary-General established, in 1994, an inter-agency task force on the implementation of the Programme of Action, chaired by UNFPA. The following year, the Administrative Committee on Coordination set up three task forces, jointly charged with promoting an integrated and coordinated follow-up to United Nations conferences: on employment and sustainable livelihoods, chaired by the International Labour Organization (ILO); on an enabling environment for social and economic development, chaired by the World Bank; and on basic social services for all, chaired by UNFPA. The latter Task Force superseded the above-mentioned Inter-Agency

Task Force. All of the task forces report to the Economic and Social Council in the context of the integrated follow-up to recent United Nations conferences.

8. The governing body of UNFPA has guided the country programme process on a regular basis, and it is in this context that the Executive Board of the United Nations Development Programme (UNDP)/UNFPA took note with satisfaction of the proposal of the Executive Director of UNFPA for a review and appraisal of the implementation of the Programme of Action, requested preparatory activities within the mandate of UNFPA and invited the President of the Board to submit to the General Assembly at its fifty-second session, through the Economic and Social Council, the proposal for such a review.⁴ This will be done in accordance with the provisions of Economic and Social Council resolution 1997/42.

II. Scope and priorities of the review and appraisal

9. The General Assembly may wish to consider at the present time which of the issues related to implementation of the Programme of Action would most benefit from the policy-level attention that the Assembly can specifically provide. Although questions relating to scope and priorities will be further considered by the Commission on Population and Development, as noted below, the Assembly may wish to give attention to its particular role in completing the review process and in identifying issues requiring increased effort in the years to come.

10. Recognizing that Governments are playing the lead role in the implementation, monitoring and evaluation of activities in follow up to the Conference, the General Assembly may wish to focus its review and appraisal on the implementation of the Programme of Action at the national level. Given the proposed focus on assessing national progress in implementation of the Programme of Action, and the constraints faced therein, there would be no renegotiation of existing agreements contained in the Programme of Action.

11. The review process is expected to include the compilation and analysis of operational aspects and experience at the country level, with a view to drawing out lessons learned in implementing the Programme of Action. It could focus, *inter alia*, on how to respond to the needs of countries; constraints that countries are facing in achieving the goals of the Conference; and the needed changes and improvements in the implementation strategy in order to achieve expeditiously the objectives of the Conference. Another aspect of the review would be that of the responses

by the United Nations system and the international community, and assessment of the impact of a shortage of resources on the prospects for achieving the goals of the Conference. This would involve an analysis of the actual resources being channelled to population activities, compared to the target levels cited in the Programme of Action. Such an analysis would include data from both donors and developing countries on the amount of domestic resources provided to population activities.

12. The proposed review process would be conducted within the framework of ongoing mechanisms and is expected to encompass special events and opportunities. The review would be carried out in consultation and cooperation with all concerned partners: Governments, the private sector, non-governmental organizations and other groups of civil society, and the United Nations system, in particular, the relevant United Nations organs dealing with population and development, including the Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat and UNFPA. An international forum, to be convened by UNFPA in March 1999, would bring together all partners in the process to identify ways of responding more effectively to the needs of countries. The outcome of the international forum would serve as an input to the review and appraisal to be carried out by the Commission on Population and Development in 1999, to the Economic and Social Council in 1999 and also to the General Assembly at its fifty-fourth session. The scheduling of the proposed events is discussed below in section III.

13. By resolution 49/128 and resolution 51/176 of 16 December 1996, the General Assembly assigned to the Commission on Population and Development the primary responsibility for monitoring, reviewing and assessing the implementation of the Programme of Action. At its thirty-first session in 1998, the Commission is expected to give attention to the priorities for its consideration of the review and appraisal, taking into account suggestions from the entities of the United Nations system consulted in the preparation of the present report. The overall review and appraisal is expected to include an examination of progress made in the achievement of the major measurable goals and objectives of the Programme of Action, and to highlight areas in which information remains inadequate for the assessment of progress. The process is expected to identify a small number of issues of highest priority, with attention being directed to problem areas that are emerging as part of the implementation process.

III. Process and modalities

A. Role and activities of intergovernmental bodies

14. The General Assembly, as the highest intergovernmental mechanism for the formulation and appraisal of policy in matters relating to follow-up to the Conference, may wish to endorse, at its fifty-fourth session, the recommendations on that topic adopted by the Economic and Social Council at its substantive session of 1997.

15. The Economic and Social Council was requested by the Assembly, in resolution 51/176, to continue to give guidance on matters concerning harmonization, cooperation and coordination within the United Nations system regarding the implementation of the Programme of Action. The Council will continue to assist the Assembly in promoting an integrated approach and in providing system-wide coordination and guidance in the monitoring of the implementation of the Programme of Action and in making recommendations in that regard. By resolution 1997/61 of 25 July 1997, at its substantive session in 1997, the Council stressed the need to further promote integrated and coordinated implementation and follow-up of the major international conferences in the social, economic and related fields, and decided to include the question in the agenda of its substantive session on an annual basis. In view of the strengthened role of the Council in the follow-up to the Conference, the Council at its substantive session of 1999 may wish to: (a) provide system-wide coordination and guidance in the monitoring of the implementation of the Programme of Action; (b) consider the outcome of the quinquennial review and appraisal of the implementation of the Programme of Action, to be conducted by the Commission on Population and Development; (c) consider the outcome of the international forum convened by UNFPA; and (d) review the recommendations of the regional commissions.

16. The Commission on Population and Development will, at its thirty-first session in 1998, address substantive issues relating to the review, including those raised by the General Assembly at its fifty-second session. In addition, the Commission will give further consideration to the modalities of its own deliberations on the review and appraisal. The Commission is currently scheduled to consider, at its session in 1999, a comprehensive report of the Secretary-General on the outcome of the quinquennial review and appraisal of the implementation of the Programme of Action. The Commission, which usually meets annually in late February, may wish to propose the delay of its thirty-second session, perhaps to April 1999, in order to take advantage of the

fullest possible range of follow-up activities, including the consideration of the outcome of the international forum which is tentatively scheduled for March 1999, as an input to the overall review and appraisal to be carried out by the Commission.

17. The Executive Board of UNDP/UNFPA has provided to UNFPA, on a regular basis and as directed by the General Assembly in resolution 49/128, guidance and policy advice with regard to the implementation of the Programme of Action at the country level. The Board may, at its annual session in 1999, provide further guidance on activities relating to the review and appraisal based, in particular, on the outcome of the international forum and other activities described in paragraph 22 below.

18. It should also be noted that some intergovernmental bodies outside the United Nations system are expected to contribute to the review and appraisal process. For instance, a number of collaborative activities are planned between United Nations bodies and the International Organization for Migration and a number of regional organizations.

B. Role and activities of the United Nations system

19. Activities in follow-up to the International Conference on Population and Development have been occurring throughout the United Nations system, as detailed in the report of the Secretary-General on the implementation of the Programme of Action (A/52/208), prepared in response to Assembly resolution 51/176. A number of the follow-up activities identified in that report will provide reviews of specific topics and areas of activity which can be drawn upon for the purposes of the review and appraisal.

20. In the preparation of the present report, relevant bodies of the United Nations system were invited, through correspondence and through an informal consultative meeting convened at United Nations Headquarters on 6 August 1997, to contribute recommendations regarding the process and modalities of the review and appraisal, and to provide information on their activities in preparation for the review. The organizations consulted included the United Nations Secretariat (the Population Division, Statistics Division, Division for Sustainable Development, Division for the Advancement of Women and Division for Social Policy and Development of the Department of Economic and Social Affairs, and the Centre for Human Rights), the Office of the United Nations High Commissioner for Refugees, the United Nations Environment Programme, the United Nations Centre

for Human Settlements (Habitat), the regional commissions, the United Nations Children's Fund, UNDP, UNFPA, the International Labour Organization (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization and the World Bank.

21. The report of the Secretary-General to the Commission on Population and Development on the review and appraisal of the Programme of Action will be prepared during 1998, with the participation of relevant bodies of the United Nations system, as well as selected intergovernmental and non-governmental organizations.

22. It is planned that UNFPA will organize a series of technical and expert group meetings during 1998, which would address five key themes in the Programme of Action: population and development linkages; reproductive health, with special attention to the needs of adolescents; gender equality and the empowerment of women; the role and participation of non-governmental organizations and other civil society organizations in the implementation of the Programme of Action; and resource mobilization. The technical and expert group meetings will feed into the review and appraisal process and the international forum which is tentatively scheduled for March 1999. The international forum will focus on key issues emerging from the review and appraisal process, with an emphasis on the analysis of the operational experience in implementing the Programme of Action at the country level, lessons learned, success stories, and obstacles and constraints encountered or overcome. A background paper synthesizing country operational experiences will be prepared for the forum.

23. The report and outcome of the international forum will be submitted to the Executive Board of UNDP/UNFPA and to the Commission on Population and Development at its proposed rescheduled 1999 session; it will also serve, through the Economic and Social Council, as an input to the report of the Secretary-General which is to be submitted to the General Assembly for its review of the implementation of the Programme of Action. In organizing all of these activities and events, the participation and involvement of all development partners, including Governments, United Nations bodies, non-governmental organizations, organizations of civil society, the private sector and the media, will be ensured.

24. Other meetings and events designed as input to the review and appraisal have been scheduled by several of the United Nations bodies consulted in the preparation of the present report. These are listed below, in approximate chronological order. The annex to the present report provides

a tentative schedule of the events, together with the relevant meetings of the General Assembly, Economic and Social Council and Commission on Population and Development. The following is a partial list, based on information currently available; it should be noted that additional events are expected to be scheduled:

(a) The Economic and Social Commission for Asia and the Pacific, in cooperation with UNFPA, is planning to convene a high-level meeting to review the implementation of the Bali Declaration on Population and Sustainable Development⁵ and the Programme of Action of the International Conference on Population and Development during the first quarter of 1998;

(b) The Economic Commission for Latin America and the Caribbean has established the Ad Hoc Committee on Population and Development to follow up the Latin American and Caribbean Regional Plan of Action on Population and Development, which was finalized in 1996, in response to the International Conference on Population and Development and to the Latin American and Caribbean Regional Conference on Population and Development held in 1993. The second meeting of the Ad Hoc Committee, to be held at Aruba in April/May 1998, will be the principal intergovernmental meeting for the region in preparation for the review and appraisal of the Programme of Action;

(c) A technical symposium on international migration is proposed to be held in May 1998, under the auspices of the Administrative Committee on Coordination Task Force on Basic Social Services for All. The outcome of the symposium, which is being organized by the Task Force Working Group on International Migration, which is chaired by ILO, will feed into the review and appraisal process;

(d) At UNESCO there are tentative plans to organize expert meetings on one or more topics that are of high priority for the review and appraisal and that are related to its mandate;

(e) The Economic Commission for Africa has begun the process of a regional review and appraisal of the Dakar/Ngor Declaration on Population, Family and Sustainable Development⁵ and the Programme of Action of the International Conference on Population and Development, in collaboration with the Organization of African Unity, the African Development Bank and UNFPA, among others. The Commission will present a report on the regional review and appraisal to the Committee on Sustainable Development in September 1998, and that report will be the contribution of the African region to the review and appraisal of the Programme of Action;

(f) Also during 1998, the Economic and Social Commission for Western Asia is proposing to convene four conference-specific regional preparatory meetings, one of which will be devoted to the International Conference on Population and Development. The meetings will provide input to an Arab conference on integrated follow-up to global conferences, to be held in 1999, as well as to the international review and appraisal process for the International Conference on Population and Development and other conferences.

25. Several United Nations bodies drew attention to activities that were not planned specifically as part of the review and appraisal process, but are nonetheless relevant to it. These include, for example, assessments, meetings and analytic studies in preparation for the International Year of Older Persons in 1999 (Division for Social Development of the Department for Economic and Social Affairs of the United Nations Secretariat and the Economic Commission for Europe, among others), a review of FAO activities pertaining to the population issues stressed in the World Food Summit Plan of Action,⁶ assessments undertaken by the Division for the Advancement of Women of the Department for Economic and Social Affairs of the United Nations Secretariat in follow-up to the Fourth World Conference on Women, and the 1998 revision of population estimates and projections, as well as analytic studies conducted by the Population Division of the Department as part of its regular programme of work.

C. Role and activities of civil society organizations, including non-governmental organizations and others

26. The role and involvement of non-governmental organizations and other organizations of civil society is central to advancing the new paradigm of population and development endorsed by the International Conference on Population and Development. In resolutions on the follow-up to the Conference, the General Assembly has emphasized the need to maintain and enhance the partnership with non-governmental organizations and organizations of civil society, including community groups, the media, academic groups, parliamentarians and women's groups, in order to ensure the full implementation of the Programme of Action. In resolution 1997/61, the Economic and Social Council stressed the need for a partnership with organizations of civil society in the integrated and coordinated implementation and follow-up of the major United Nations conferences and summits. It is therefore recommended that organizations of civil society including, inter alia, non-governmental

organizations, parliamentarians' groups and academic institutes, be invited to participate in all activities of the review and appraisal process.

D. Modalities for review and appraisal by the General Assembly

27. The General Assembly, by resolution 49/128, affirmed that Governments would take the lead role in coordinating the implementation, monitoring and evaluation of the follow-up actions to the Programme of Action of the International Conference on Population and Development, which reflected a new, integrated approach to population and development. In that resolution, which outlined a three-tiered intergovernmental mechanism that would play the primary role in the follow-up to the implementation of the Programme of Action, the Assembly expressly decided that it, being the highest intergovernmental mechanism for the formulation and appraisal of policy on matters relating to the follow-up to the Conference, would organize a regular review of the implementation of the Programme of Action.

28. In order to minimize costs, it is envisaged that a two-day, high-level plenary meeting of the General Assembly, devoted to the consideration of this item, would be held during its fifty-fourth session.

IV. Expected outcome of the review and appraisal

29. Recognizing that Governments are playing the lead role in implementation, monitoring and evaluation of the activities in follow-up to the International Conference on Population and Development, the General Assembly may wish to reflect on the possible outcome of the 1999 review and appraisal of the Programme of Action. Given the proposed focus on assessing progress made in the implementation of the Programme of Action at the national level, and the constraints faced therein, there would be no renegotiation of existing agreements contained in the Programme of Action. It is hoped that the outcome would be an identification of ways to strengthen the national capacities of countries to achieve the goals and objectives of the Programme of Action.

30. The outcome of the review and appraisal is expected to include the identification of constraints faced by countries in implementing the Programme of Action, and lessons learned from the programming experience gained since the Conference. Such an outcome will enable countries to pinpoint factors (e.g., lack of essential infrastructure,

availability of trained human resources, shortage of financial resources) that have inhibited progress in achieving the goals of the Conference, and to delineate appropriate courses of action that a country could pursue in order to remedy these conditions and achieve, more expeditiously, the goals agreed to at the Conference.

31. It is envisaged that the undertaking of the review and appraisal will in itself serve as a catalyst for mobilizing needed financial resources for population and development initiatives, in addition to strengthening the commitment at all levels to reaching the objectives set out in the Programme of Action.

32. The Assembly also has the role of identifying priorities for the future follow-up to the Conference within the United Nations system, through the three-tiered system comprising the General Assembly, the Economic and Social Council and the Commission on Population and Development and also the Executive Board of UNDP/UNFPA. The Assembly may wish to recommend possible themes for future consideration by the Economic and Social Council or its subsidiary bodies, particularly the Commission on Population and Development, with a view to ensuring a harmonized approach to the issues involved, and taking into account the reform process currently under way within the United Nations system.

Notes

¹ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex, 16.21.

² Official Records of the Economic and Social Council, 1995, Supplement No. 7 (E/1995/27-E/CN.9/1995/8), annex I, chap. III.

³ Official Records of the Economic and Social Council, 1997, Supplement No. 5 (E/1997/25-E/CN.9/1997/11), chap. I, sect. C.

⁴ Decision 97/14 of 16 May 1997 of the Executive Board of UNDP/UNFPA (see DP/1997/22).

⁵ See United Nations publication, Sales No. E.94.XIII.16.

⁶ See FAO, Report of the World Food Summit, Rome, 13-17 November 1996 (WFS 96/REP).

Annex

Tentative schedule of events in preparation for the quinquennial review and appraisal of the Programme of Action of the International Conference on Population and Development

Year	Event
1997	General Assembly, fifty-second session: decision on process and modalities for the Assembly's review and appraisal of the Programme of Action of the International Conference on Population and Development (September-December)
1998	<p>Commission on Population and Development, thirty-first session: discussion and decisions on priorities for the review and appraisal, and the Commission's process and modalities for conducting the review (23-27 February)</p> <p>Session of the Economic and Social Council, immediately following the organizational session of the Council: consideration of theme of integrated and coordinated implementation and follow-up of major United Nations conferences and summits (February or March)</p> <p>High-level meeting of the Economic and Social Commission for Asia and the Pacific to review the implementation of the Bali Declaration and the Programme of Action (first quarter)</p> <p>Second meeting of the Ad Hoc Committee on Population and Development of the Economic Commission for Latin America and the Caribbean (April/May)</p> <p>Technical symposium of the International Labour Organization on international migration, convened under the auspices of the Administrative Committee on Coordination Task Force on Basic Social Services for All (second quarter)</p> <p>Several expert meetings and round-table discussion on priority topics for the review (second through fourth quarters) by the United Nations Population Fund, the Population Division of the United Nations Secretariat and others</p> <p>Economic and Social Council, substantive session (July)</p> <p>Committee on Sustainable Development considers the report of the Economic Commission for Africa on the regional review and appraisal of the Dakar/Ngor Declaration and the Programme of Action (September)</p> <p>Economic and Social Commission for Western Asia, regional meeting on the International Conference on Population and Development</p> <p>General Assembly, fifty-third session (September-December)</p>
1999	<p>International forum for the review and appraisal of the Programme of Action, organized by the United Nations Population Fund (March)</p> <p>Commission on Population and Development, thirty-second session: review and appraisal of the Programme of Action, debate and conclusions based on the report of the Secretary-General on the review and appraisal of the Programme of Action; outcome of the international forum; outcome of regional reviews; and so forth (April)</p> <p>Economic and Social Council substantive session (July)</p> <p>General Assembly, fifty-fourth session: considers outcome of the review and appraisal of the Programme of Action (September-December) in a two-day plenary meeting.</p>