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### OPERATIONAL ACTIVITIES FOR DEVELOPMENT

#### Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly the attached report on the review and assessment of experience in the field of population, prepared by the United Nations Population Fund in pursuance of the request in paragraph 17 of General Assembly resolution 43/199 of 20 December 1988 (see annex).

15f.

## ANNEX

Review and assessment of population programme experience

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## I. INTRODUCTION

1. Since the adoption of the World Population Plan of Action 1/ at the 1974 World Population Conference, held at Bucharest, considerable progress has been made in the population field. An increasing number of countries have formulated explicit population policies aimed at modifying demographic trends and have provided governmental support to measures oriented to change demographic and related variables. Developing countries have increased their capacity to formulate and implement population policies, effectively developing human resources and establishing appropriate infrastructure. A rapidly changing perception of the importance of population factors has deepened national commitment and led to the inclusion of population as a legitimate component in national development.
2. These gains notwithstanding, in mid-1988, the world was inhabited by 5.112 billion people, more than three quarters of them living in developing countries. According to the 1988 United Nations assessment, by the end of the century, the world's total population will reach 6.251 billion; by the year 2025, it will have grown by another 35 per cent, reaching 8.467 billion.
3. The differences in population growth rates between developing and developed countries continue to be distressing. While death rates in both developing and developed regions are relatively the same, birth rates in developing countries are more than double those in developed countries. Moreover, fertility levels in many developing countries continue to be high. Population growth rates are declining in every region, except in Africa, where annual growth rates currently exceed 3 per cent and are projected to remain so until the turn of the century.
4. The remarkable increases in life expectancy, the still insufficient downward trend in fertility, the magnitude of the growth of the labour force and the record rates of urban population growth in the developing world are but a few of the significant demographic processes that are bound to have an enduring impact world-wide. Although population trends during the remainder of this century are, to a large extent, pre-determined by past trends, the precise course of action taken today will affect not only population size but the very nature of the world that future generations will have to contend with in the next century.
5. It is against this backdrop of remarkable advances in two decades of expanding international consensus and national commitment and of still ominous demographic perspectives in the most troubled of the developing regions of the world that the United Nations Population Fund (UNFPA) carried out an 18-month critical review and assessment of the population field, starting in 1988. This large-scale inquiry focused on the experience accumulated in 20 years of concerted action at the international and national levels in the population field. The exercise sought to identify the factors behind the success or failure of programmes and to determine the value of alternative approaches and innovations utilized in the population field.
6. The study, which dealt not only with the experiences of UNFPA, but also with those of other United Nations organizations, bilateral agencies, non-governmental

organisations, and most particularly, countries, reviewed and assessed three overarching sectors: population data, policy development and planning; maternal and child health and family planning; and information, education and communication. These sectoral assessments were submitted for review to a large number of experts, both individually and through special expert group meetings convened by the Fund. In addition, regional assessments were conducted for each of the four major geographic regions (Africa, Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean) in order to provide a solid background for the sectoral analysis and to sharpen the assessment of factors underlying the evolution of population programmes. Moreover, case studies were undertaken in eight countries (two in each region) with contrasting experiences in order to facilitate comparison and thereby heighten the accuracy of the conclusions and proposals for action emerging from the study. The eight countries were Kenya and Zimbabwe in Africa; Egypt and Tunisia in the Arab States region; the Philippines and Thailand in Asia; and Ecuador and Mexico in Latin America. Finally, on 23 and 24 January 1989, bilateral agencies, United Nations specialized agencies, non-governmental organizations and national experts from selected developing countries joined in a consultation at United Nations Headquarters which focused on the highlights of the study.

7. The review and assessment exercise, concentrating on the three sectors noted above, stressed the integrated nature of population activities by maintaining an active feedback of relevant findings between the sectors and by identifying interconnecting issues. Several issues, however, relate to and affect all sectors and are, therefore, treated as common or overall issues rather than as sector-specific issues.

## II. COMMON ISSUES

### Political commitment

8. In a large number of cases, it was found that ideological, political and bureaucratic considerations constrained the actions and effectiveness of policy makers, as well as of programme managers and service delivery personnel. Strong support by national leaders can neutralize or at least minimize such constraints. Indeed, without the strong leadership, commitment and support of the Government, programmes cannot succeed. Political commitment expressed through the assigning of high priority for population programmes and the allocation of adequate financial, technical and staff resources is the most important factor in the success of national programmes.

### Co-ordination of activities and of donor assistance

9. Owing to the fact that the field of population involves many aspects, each requiring corresponding interventions, it is inevitable that a number of government ministries, governmental and non-governmental organizations, private institutions and individuals will be involved. The successful formulation and implementation of population policies thus requires a high degree of intersectoral co-ordination. Such co-ordination is often best achieved through the establishment of mechanisms

or structures, operating at the highest levels of government, through which representatives of all relevant agencies can co-ordinate related activities, such as statistical data-collection and analysis. This is essential for consistency and coherence.

10. Enhanced co-ordination is also needed at the international level to ensure the more efficient use of resources. Financial assistance should be geared towards the achievement of self-sufficiency, ensuring complementarity with national resources and a realistic schedule for government take-over of programmes and projects. This is of paramount importance for an effective transition. Of even greater importance, however, is the effective co-ordination of the roles and activities of the agencies involved in a population programme. Co-ordination of external assistance is, of course, the responsibility of Governments. The development of an integrated programme framework by Governments has frequently helped donors and agencies to increase the complementarity of their support and to commit resources on a more cost-effective basis.

#### Research

11. There is concern about the low rate at which research and evaluation findings enter into the decisions regarding many population policies, programmes and projects. However, when this has occurred, there has been a correlation between the use of such findings in decision-making and the success of programmes. For the most part, defects are due to the fact that individual investigators pursue their own disciplinary interests or that agencies pursue certain types or areas of inquiry, giving only limited attention to the real and practical needs of development planners, policy makers and programme managers. A major effort will have to be launched to promote the interaction between research institutions and individuals, often in the private sector, and the public sector responsible for programme implementation. The effective utilization of results can be guaranteed only if researchers and implementors interact with one another at all stages of programming, from the initial planning to identification of options. While research on successful programme interventions or on innovative or experimental alternatives is lacking, it is recognized by experts as essential for the adaptation of actions to the varying conditions present in developing countries.

#### Training

12. Developing human resources and using such resources effectively are keys to programme success in all fields and perhaps more so in the population field. Training is now generally recognized by developing countries as a continuous process, as trained staff often migrate to other fields. High staff turnover is common in developing countries and is especially acute in the least developed ones. This raises the question of long-term institutional development, which, with few exceptions, has hitherto not received sufficient attention from international agencies. One of the major problems, however, is the absence, in many developing countries, of a formal training plan that analyses human resource needs over a sufficiently long period, commits the Government to an organized process of development and utilization of human resources and involves international assistance agencies in complementary efforts over a sustained period of time. A

successful training plan includes the promotion of in-country and external training opportunities and the setting of career development schemes.

#### Monitoring and evaluation

13. One of the most important instruments that can be utilized by Governments to identify the factors limiting the effectiveness of population programmes is the establishment of appropriate monitoring and evaluation systems. Such systems, which have a recognized positive effect on policy-making and programming processes, are in most instances weak and insufficient, if not altogether absent. The usefulness and quality of monitoring and evaluation depend greatly on the original planning of the project. If the project is well planned and the objectives well defined, evaluation, as part of project implementation, can far more easily and reliably measure progress towards the immediate and long-range objectives and indicate corrective or alternative approaches.

#### Resource mobilization

14. The increased awareness and commitment of Governments with regard to population matters have resulted in rising demands for financial resources. The financial and technical support provided by the international community will continue to be of vital importance for population programmes. However, international population assistance as provided today, although important, is far from sufficient. In spite of increases, which, in nominal terms, more than doubled available resources, between 1974 and 1984, in real terms, international population assistance has remained at approximately \$500 million a year in the last few years. This contrasts with current estimates that put the costs of providing family-planning services alone to 500 million couples by the year 2000 at \$5.0 billion to \$7.5 billion at 1987 prices. The economic crisis affecting most developing countries has exacerbated the problem, compelling Governments to restrict public expenditures in the social sector. There is, therefore, a critical need for convincing Governments, as well as international assistance agencies, to increase their respective contributions by demonstrating the positive return in terms of cost and benefits on investments in population and social programmes. There is also a critical need for promoting the most efficient use possible of available resources.

#### Institutionalization

15. The process of institutionalization is based on the sound development, design and implementation of programmes and projects. It requires the development of a systematic approach, including the identification of specific indicators of progress, so that assessments can be accurate and reliable. It also requires the full and conscientious participation of all concerned, especially the governmental agencies implementing and co-ordinating the programmes and projects. An important step towards institutionalization of population efforts is the establishment of national population commissions or councils, which, acting as a channel for financial and technical assistance, can ensure the gradual achievement of a preponderance of governmental inputs and the integration of project activities into the regular operations in the public sector.

### Non-governmental organisations

16. National and international non-governmental organisations, which were pioneers in the population field at a time when Governments were unprepared to take action, have demonstrated considerable ability to respond quickly and flexibly to needs, to experiment and innovate and to urge Governments to assume responsibility for the establishment of national programmes. In many instances, non-governmental organizations have also actively participated in national programmes, complementing the operations of the public sector in the provision of services, the dissemination of information and knowledge among leaders and decision makers, and the undertaking of general as well as operational research. International non-governmental organizations have a distinguished record in undertaking and promoting research in the support of national activities in developing countries and in exerting pressure upon Governments, legislators and civil servants in donor countries to continue and expand support to international population programmes. None the less, it is clear that non-governmental organizations in both developing and developed countries can contribute even more substantially if they receive increased support sufficient to enhance their capabilities and effectiveness.

### Role of women and gender considerations

17. Improving the role and status of women is an important goal of population policies and programmes. Women's level of education, work patterns, levels of income, access to and control of resources and social roles have a considerable impact on their health and on the well-being of their children in general, as well as on their reproductive health, their involvement in fertility decisions and the practice of family planning in particular. In those cases where activities designed to improve the situation of women have been implemented, such as providing them with education, training and skills development opportunities and increasing their participation in decision-making, the active participation of women in population programmes has also increased. On the other hand, population programmes that address women's reproductive and productive roles, as well as other needs, and that systematically include women as both participants and beneficiaries, have been found to have a better chance of success than those that do not.

## III. SECTOR-SPECIFIC ISSUES

### A. Policy development process

#### Strategy development

18. The policy development process has led to the formulation of comprehensive population strategies designated to improve the chances of success of national policies and programmes. However, in most developing countries, conditions and requisites have not enabled a sustained and organized process, giving rise instead to limited, fragmented action. Both international assistance and national commitment are required to ensure that co-ordinated efforts are directed towards the comprehensive planning, execution and monitoring of population activities.

### Integration of population and development

19. Although the need for the adoption of mutually reinforcing population policies and social and economic development policies has been overwhelmingly reaffirmed in various global instruments, such as the World Population Plan of Action and its subsequent refinements, progress has been limited. Much of the inability of Governments to achieve objectives in this area is due to the lack of an adequate definition of integration of population and development and of the interrelationship between the two; the limited advances for affecting such integration; and a dearth of appropriate statistical data. The concept of integration actively endorsed by developing countries continues to be elusive, varying from a broad notion of population variables as a component of development policies to a narrower view, in which only the consequences of a specific demographic variable (e.g., population growth) on an isolated socio-economic variable (e.g., food production) are considered. In addition, planners with only limited knowledge of the interrelationships between population and socio-economic variables are unable to consider not only how population variables are influenced by development variables but vice versa. With regard to methodologies, economic-demographic modelling has been used with varying results depending on (a) the level of complexity of the model; (b) the availability of data, local technical expertise and data-processing equipment; and (c) the capacity of Governments to translate the results of such models into plausible policies and plans. Finally, the limitation in the production and dissemination of statistical data also precludes advances in this field. Such data are often unreliable, out of date and incomplete. Moreover, there has been a general absence of integrated statistics, disaggregated data and data banks or information centres of a multisectoral nature.

### Non-complementarity of policies and policy impact

20. Often population policies and projects are not in harmony with other development policies and projects. Well-intended development policies and projects are frequently found to have unintended negative effects with regard to population policies. It is, therefore, necessary to devise a mechanism that allows for assessment of development and population policies and programmes as to their direct or indirect impact on population variables. This will require, in addition to an adequate technical and research capacity, the development of an adequate population data base.

### Research on demographic variables

21. Research on various aspects of fertility must be enhanced and much focus on such areas as (a) the effect of increasingly delayed age at first marriage; (b) the effects of increasing employment opportunities for women; (c) the emerging demands posed by adolescents; (d) the possible impact of changing people's awareness about the costs and benefits of having children; and (e) the decision-making processes in changing generations that may affect preferences for family size and the pattern of childbearing and child spacing. With regard to mortality, as awareness increases about the factors that affect the health of mothers and children, it is essential to isolate the effects of direct health interventions and those of other



socio-economic policies in order to ensure an optimal mix of future interventions. Migration research, mostly descriptive in nature, should address the factors prompting migration decisions and the social and economic consequences of migration in sending and destination areas. Areas of inquiry should include the effects of migration on the supply and demand of food and on urban/rural infrastructure; the volume, use and developmental effects of remittances from overseas populations; the gender of migrants and the effects on the family members left behind; and realistic responses to migrational patterns, given the social, political, economic, cultural and environmental context of the countries concerned.

#### Consequences of demographic change

22. There is a continuing need for more precise empirical evidence regarding the consequences of demographic patterns. Policy makers and planners need information that is disaggregated by such categories as geographical region, social class and sex, among others, and by sectors such as agriculture, health, education, employment and environment. While the interrelationship between population and environment is still quite vague, in working towards "sustainable development", analysis should focus on population programmes as contributing to a more efficient use of resources.

#### Women and development

23. Population programme interventions should be based on clear linkages between women's issues, population variables and development variables. In population education programmes, for instance, those aspects of formal education that enable women to think and act independently and motivate them to practice family planning and reduce their family size should be identified and activated. But, most importantly, women should be actively and consistently encouraged and allowed to participate in the formulation and implementation of population policy formulation.

#### Data collection and analysis

24. Although more and better data are now available and used more effectively by developing countries, the needs and requirements for statistical information are now in a dynamic process of change. The complexity of interactions between population, resources and development, for instance, demands the design and use of new methods of data collection and analysis. Integrated statistics must be generated at individual household, community, regional, national and international levels. The orientation of the policies and programmes of many developing countries places entirely new demands on often fragmented and traditional national infrastructures for the gathering and dissemination of data. Moreover, although time consuming and difficult, the preparation of national inventories of data should become an integral part of national strategies to collect and analyse population and related information, for which addressing problems of training remains a priority issue.

## B. Maternal and child health and family planning

### Accessibility of services and of demand

25. In order to resolve the current situation of stagnating or even declining contraceptive prevalence rates and to meet prevailing and projected increasing needs, physical accessibility of family-planning services must be coupled with economic, social and cultural accessibility. Owing to demonstrated shortcomings of clinic-based services, a number of alternatives to such services are being used, including community-based programmes, social marketing approaches and the use of private providers. However, much will have to be accomplished to serve population groups that are still unreached, particularly those in rural and urban marginal areas. Simultaneously, the need to create further demand is crucial to meet the longer-term goals of family planning programmes. Besides appropriate information, education and communication programmes, reduction of the family-size norm would require a number of social and economic measures, including a further decline in child mortality, universal education, particularly of women, just and egalitarian economic development and social security reform. Although research and development in contraceptive technology has resulted in marked improvements in the safety and effectiveness of current methods, contraceptive failure rates remain too high. Moreover, only a few new methods are on the horizon and these mostly involve different forms of administering well-recognized contraceptive agents. It is necessary, therefore, to increase substantially both the investment and effort in the production of safe and effective contraceptives. Public sector investment is thus critically needed, not only in research and development, but also in the introduction and distribution of new methods. In addition, the transfer of technology in this culturally sensitive area requires a clearer understanding of social, cultural and political factors. Since it is unlikely that there will be a breakthrough in new technology in the short or medium term, the optimal use of existing methods is a condition for programme success.

### Management capability

26. Management capability for family-planning programmes is still inadequate in most countries. Indeed, only a few countries have an organized system for programme research and analysis in place that is capable of providing information feedback for rational management decisions. Innovative approaches create additional managerial complexities, adding new dimensions and changed demands to service delivery. Moreover, while efforts are made at generating financial resources, there is the need to develop and implement cost-effective strategies for service delivery through effective management.

### Maternal health and women's issues

27. The review and assessment showed that the widest disparities between developed and developing countries concerned conditions of maternal health. Conventional health policies and programmes must take into consideration socio-cultural factors regarding pregnancy and childbirth and must include community-sensitive approaches for reaching both women and men. Family planning contributes significantly towards prevention of high-risk pregnancies, reduces the need for induced abortion and

enhances the participation of women in social, political and economic life. Family planning is thus an effective means to reduce high maternal mortality and disability, particularly in countries with inadequate health services. Maternal and child-health and family-planning programmes should thus be designed to be sensitive to women's needs and should involve them in planning and programme management.

### Adolescents

28. High-risk pregnancies accompany a falling age at menarche and a rising age at marriage. About 10 to 15 per cent of all births worldwide, excluding those terminated by abortions, are accounted for by teen-age pregnancies. Most of these are unwanted and cause serious health and social problems. Greater attention to the creation of awareness is required to overcome objections to early education on sex, reproduction and family planning. It is necessary to design counselling and service programmes for adolescents, in which peers play a decisive role. This will require special training in communication and counselling skills, which have been shown to be highly productive.

### Male involvement

29. Males continue to play a dominant role in family-planning decision-making. However, traditional programme approaches have frequently ignored males, preventing them from gaining access to information and from benefiting from awareness-creation activities. Besides actively involving males in the use of contraception itself and developing male contraceptives, programmes should be geared towards enhancing male support for contraception. More research should be directed to the study of male attitudes and motivation pertaining to reproductive norms, use of contraception and male-female communication in reproductive matters in specific social settings.

### Incentives and disincentives

30. Incentives have been used in family-planning programmes to compensate or remunerate acceptors, motivators, service providers and communities as a whole. Incentives and disincentives in a broader form have also been selectively used to extend or deny certain privileges of an economic or social nature. The record is unclear, and further studies are needed in diverse cross-cultural settings in order to evaluate the real impact and consequences of incentives and disincentives and to define the pre-conditions for their wider application. The use of incentives and disincentives should remain a matter to be considered against individual programme needs, taking into account issues of ethics and human rights.

### Infertility

31. Family planning includes assistance to infertile couples. In some circumstances, such as in certain African countries, the incidence of infertility reaches up to 25 per cent of all couples. The main cause of this infertility is tubal patency problems resulting from advanced sexually transmitted diseases or tuberculosis. Services, such as counselling, laboratory analysis and clinical

investigation have been extended to males and females in existing facilities through maternal and child-health and family-planning programmes. More advanced services, however, have not been widely used because of their limited success, high costs, level of skills required and need for high frequency of use. Experience on real levels of demand, cost implications and success rates is necessary before such highly sophisticated services can become part of a programme within this sector.

#### Acquired immunodeficiency syndrome

32. Programmes for the control and prevention of AIDS and sexually-transmitted diseases have become a concern of maternal and child-health and family-planning services. While some contraceptives, such as condoms, spermicides and female condoms, can prevent pregnancy and significantly lessen the likelihood of contracting AIDS, others potentially affect transmission of the HIV virus. Preventive AIDS education can be conveniently integrated with family life and family-planning education. However, the precise way in which family planning programmes can be utilized in the prevention of AIDS needs to be further defined, particularly for countries with a high incidence of HIV infection where all measures have to be utilized to help stem the AIDS pandemic.

### C. Population information, education and communication

#### Maintenance of awareness

33. In dealing with social, economic and political problems, the mass media still tend to take population issues for granted, despite universal acknowledgement of the vital significance of population trends for development. A general and continuing effort to maintain and increase the level of public awareness is therefore needed to ensure that population becomes a permanent feature in the analysis of socio-economic development issues, particularly those related to natural resources, the environment and the status of women. For this to happen, media specialists, both national and international, must be carefully briefed and educated on a continuing basis. At the national level, efforts to build local capacity for reporting on population will have to be further strengthened, since good public information programmes depend on an adequate resource base and trained staff, which are still lacking in many developing countries.

#### Communication and information

34. Interaction between communication and public information is often strongly advocated but seldom attempted and even more rarely achieved. This is due to the fact that the public information and communication components of a population programme are usually the responsibility of different ministries or agencies. When proper co-ordination is achieved, the cumulative and reinforcing effect is

Therefore, programmes in this area should have built-in mechanisms to formation and communication components.

### Urban-rural gap

35. Public information and the mass media tend to be managed by urban professionals. They, therefore, by and large concentrate on urban concerns and tend to overlook how decisions made in villages affect demographic processes. Radio and television provide media and information specialists with an excellent opportunity to reach beyond urban issues, to send messages to a wider audience and to receive messages from hitherto neglected audiences about their preferences, values, needs and perspectives. Radio and television can also be used to help stem rural to urban migration, which is often encouraged by misinformation about living conditions and job opportunities in the city. New information, education and communication efforts are therefore needed to counteract the misrepresentation of employment opportunities, of the potential for self-fulfilment and of the availability of social services and recreational opportunities. Communication activities that contrasts the security of rural areas with the crowded, often unsanitary conditions of the poor and unskilled urban-dwelling migrants are needed in rural areas.

### Concept renewal and revision

36. Although the information, education and communication field has evolved rapidly during the 1980s, there are still a number of emerging issues and demands that have to be confronted and that require the development of new approaches and contents. Some of the most important issues requiring attention are the problem of adolescent pregnancy and the roles, rights and responsibilities of men and women. Perhaps the greatest current concern about adolescent pregnancy involves the marked social, cultural and regional differences that must be taken into account in information, education and communication programmes. One possible approach to the prevention of adolescent pregnancy would involve the early identification, through the educational system, of adolescents with learning difficulties and patterns of truancy and indiscipline, primarily to guide them towards responsible behaviour and to enhance their future options. With regard to gender issues, one of the most important new approaches in population education is to tailor the content to deal with gender-role stereotypes and responsibilities.

### Involvement of other professionals

37. Outreach workers in all sectors, because of other close interaction with communities and individuals, should at a minimum be familiar with the nature and objectives of the national family-planning programme. It has been shown that, in specific situations, extension workers can be effective in offering referral or direct support for services. Social workers may be able to play a greater support role given their direct interaction with families, but have not been used except in a handful of developing countries.

38. Better use of the skills of health education or communications specialists in the design of programmes is likely to enhance the possibilities of success. Their major contribution has been to incorporate educational or communications principles into projects, thereby ensuring the target audience's perspective and participation

in the planning and implementation of the project. For instance, sensitivity to language and culturally acceptable visual images in the design of message content are important for programme effectiveness. Often, language used in the conduct of family-planning programmes can be counter-productive and can lead to popular resistance, indicating the need for qualitative research.

#### Support for outreach

39. Communications strategies and approaches have to be designed in direct support of the activities of outreach workers and educational clinics. Ideally, such activities should be intensively co-ordinated. Outreach workers are the front-line personnel in family planning and should possess the information, training and tools to facilitate their work. The need for information, education and communication training, especially in counselling techniques, cannot be over-emphasized, as quality care requires a level of communications skills that ensures understanding on the part of the acceptors. In addition, the feedback of outreach workers is instrumental in ensuring the necessary consistency and relevance of the messages and materials being designed.

### IV. CONCLUSIONS AND RECOMMENDATIONS

40. The UNFPA review and assessment of the population field unequivocally reveals that success in bringing about a balance between population and resources can be obtained only if other development goals are simultaneously achieved. As all global strategies make clear, particularly those epitomized by successive development decades and more recently those invoked in the proposals for sustainable development, population issues are intimately intertwined at the core of any feasible efforts to better the human condition. It follows, therefore, that actions in the population field must be supported by actions in other spheres that will serve as the underpinnings for demographic stabilization, ensure lasting modification of fertility behaviour and provide a basis for balanced and, therefore, sustainable socio-economic progress. In this direction, goals pertaining to the provision of family-planning education and services to 500 million couples by the year 2000 must be accompanied by a reduction in infant mortality to 50 per 1000 live births, a reduction of maternal mortality by at least 50 per cent, a reduction in female illiteracy, an increase in the age at first marriage for females and, in general, improvement in the status of women, including the provision of income-generating opportunities and the guarantee of women's legal and social rights to free marriage, land ownership and gainful employment.

41. At the national level, the review and assessment exercise provides evidence that political commitment and conscientious efforts towards strategic planning are among the most important factors guaranteeing the success of national programmes. Political commitment finds its expression not only in the active involvement of national leadership in creating and maintaining the awareness of decision-making and the public at large, but in the assignment of high priority to population among other development programmes. This implies implicit support in the allocation of human and financial resources and the mobilization of all pertinent sectors to engage in complementary population activities. To accomplish such comprehensive

aims, the patterns studied indicate that consistent strategic action by Governments is fundamental. Strategic population planning starts with the formulation of a national population policy that ideally should set goals and objectives, determine the infrastructure necessary for the co-ordination and conduct of a multisectoral programme, and put in place mechanisms for resource mobilization and utilization, as well as for monitoring and evaluating policy implementation.

42. At the international level, strategic planning is called for as a mechanism towards better co-ordination among funding and executing agencies alike and for optimal utilization of available resources. National co-ordination among sectors and between public and private roles has its counterpart in the co-ordination of international assistance. For strategic planning to be effective, the activities of the various agencies involved must be complementary and adapted to fit within the national programme framework and national priorities. This is fundamental to ensuring an even distribution of national and international resources. Similarly, funding agencies must recognize their respective roles and distinct capabilities. This should give rise not only to a more co-ordinated support system but to a more integrated effort on the part of the international community. In addition, it is clear that the nature of population programmes in the ensuing decades will require the marshalling of significantly higher levels of resources beyond the current \$US 500 million. For this, it is absolutely necessary to focus immediately on projected funding requirements for population programmes and related costs and to mobilize promptly the additional resources needed.

#### Notes

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

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