

BROWN  
no. 9

IDRC-Lib.  
10441

**REPORT  
to the  
SECRETARY GENERAL of the UNITED NATIONS  
from the  
REVIEW COMMITTEE  
of the  
UNITED NATIONS FUND FOR POPULATION ACTIVITIES**

008341

**New York,  
October 1972**

ARCHIV  
BROWN  
no. 9

Stockholm, 23 October 1972.

Dear Mr. Secretary General,

In response to your request based on General Assembly resolution 2815 of 14 December 1971, I hereby submit the report of the Review Committee of the United Nations Fund for Population Activities (UNFPA).

Joining me in the 25 recommendations contained in the report are my colleagues of the Review Committee as established at the meeting of the UNFPA Advisory Board on March 22, 1972, namely, Dr. Alberto Lleras-Camargo (Colombia), the Advisory Board's Chairman, The Rt. Hon. The Lord Caradon (United Kingdom), Mr Soleiman Huzayyin (Arab Republic of Egypt), Mme. Turkia Ould Daddah (Islamic Republic of Mauritania), Mr. John D. Rockefeller 3rd (USA), and Mr. B. R. Sen (India).

Our task was to review the progress so far made by the United Nations Fund for Population Activities and to propose methods by which it may more effectively discharge its responsibilities. During the half-year that the Review Committee has followed the work of the UNFPA, the Fund has demonstrated a great ability of reform and innovation. The Executive Director, Mr. Rafael Salas, and his staff have responded quickly to the challenges of the increasing flow of requests from countries and organizations for funds and services.

We have benefitted greatly from the interest in the Fund's activities and in the gradual improvement in its capacity, that has been shown from the leadership of the United Nations Development Programme, the Department of Economic and Social Affairs, and the Office of the Secretary General.

You have recently announced officially your invitation to the events connected with the World Population Year, 1974, and the United Nations World Population Conference to be held that year. Great and increased efforts are now being made or being prepared by many bodies of the United Nations system and by many other organizations which have seized themselves of the severe problems connected with population growth. The UNFPA has been called upon to play an important role on behalf of the United Nations in this world-wide endeavour.

## ACKNOWLEDGEMENTS

The Review Committee has held hearings and discussions with representatives of a number of governments and of national organizations benefitting from the Fund or desirous to do so, as well as with governments contributing the bulk of the Fund's financial resources. Most of the main agencies and institutions of the United Nations system participating in population programmes have been visited for exchange of experience and views.

Discussions have been held with the headquarters and field representatives of the International Planned Parenthood Federation (IPPF), the Population Council, the Ford Foundation, the Rockefeller Foundation and other members of the family of non-official organizations and institutions serving countries and the international community in research and operational activities in the field of population.

We are deeply indebted to the leadership and staffs of these bodies, and to many individuals, for the services and information they have given us.

Finally, we are indebted for the services of our secretariat, on which we have drawn extensively. The membership has included:

Dr. George F. Brown, Secretary,  
(International Development Research Center, Ottawa)  
Mr. Stanley Johnson (IPPF)  
Ms. Wendy K. Marson (IDRC)  
Mr. Edward S. Trainer (Carolina Population Center)  
Mr. Altan Unver (Development Foundation of Turkey)

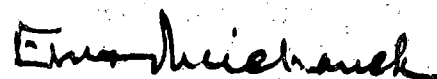
We have been eager to complete our review in the shortest possible time. Our aim was to make our contribution in such time and in such a way as to promote the further strengthening of the United Nations machinery for the carrying out of services to population programmes, so badly needed in view of the 1974 events. Our recommendations are made in full cognizance of the likelihood, that 1974 will mark new developments in population policies for the world community of nations and for the population activities of the United Nations system. The reforms we propose should not prejudice the decisions to be taken then.

One main emphasis which we are sure will characterize the 1974 events and which is reflected in our recommendations is, that the UNFPA's main task is to serve the countries, in which national population programmes are to be formulated and carried out. Another main theme in the thinking reflected in our recommendations is, that the problems connected with population growth are of such complexity and magnitude, that the services of all organizations and institutions willing to serve must be made use of - be they national or international, governmental or non-governmental. The UNFPA should be instrumental in increasing and improving the capacity of all such forces.

The time which we allotted to ourselves did not permit us to come to grips satisfactorily and definitely with at least two main problem areas which we have entered. One is that of training of staff for national population programmes. Another is that of the application of sound and efficient financial practices for UNFPA operations. We propose particular machinery for necessary action on these questions.

We hope that you, Mr. Secretary General, in your capacity as the Trustee of the United Nations Fund for Population Activities, will find our proposals commendable for swift implementation. Anticipating that you may wish to bring some of them to the attention of the 27th General Assembly, we have drafted the necessary proposals, mindful of the urgency of the matter which you yourself have underlined.

We are grateful to have been given the opportunity to serve the important task of improving the tools of the United Nations in helping solve one of the most difficult and important tasks of the Second Development Decade.



Ernst Michanek  
Chairman  
Review Committee  
United Nations Fund for  
Population Activities

Mr. Kurt Waldheim  
Secretary General  
of the United Nations  
New York

## TABLE OF CONTENTS

### Paragraphs

### RECOMMENDATIONS

#### INTRODUCTION

1 - 8

The Problem

The United Nations System and Population  
Concerns

The UNFPA

Principles and Considerations

#### A. THE RECORD

##### I. BACKGROUND

9 - 25

History of UNFPA

Aims and Purposes

Importance of relationship between Population  
and Development

Relationships with non-UN bodies

Growth in Resources

Growth in Programmes

Programming Process

##### II. PERFORMANCE: THE RECORD

26 - 41

The Record at Headquarters

The Record at the Country Level

#### B. A NEW PATTERN

##### III. PURPOSES, PRIORITIES AND STRATEGIES

42 - 69

Purposes

Priorities

Paragraphs

Strategy	
World Population Year, 1974	
IV. CONSTITUTIONAL QUESTIONS	70 - 87
Formalization of Procedures	
Criteria for Formalization of Procedures	
The Question of Governing Body	
V. OPERATIONAL AND ADMINISTRATIVE QUESTIONS	88 - 133
Operational Structure	
Administration	
Financial Practices	
Fund Raising	
Training and Recruitment	

ANNEXES

- A. Draft United Nations General Assembly resolution
- B. UNFPA Aims and Purposes
- C. UNFPA Rules and Procedures
- D. General Assembly resolution 2815 (XXVI)
- E. The Review Committee of the UNFPA - Terms of Reference

## SUMMARY OF RECOMMENDATIONS

The members of the Review Committee agreed on the following recommendations:

1. There should be a new emphasis on country planning. While initial support has been warranted to extend UN institutional capacities, the bulk of UNFPA assistance should now be provided directly to population activities of countries. The Executive Director should take the necessary steps to develop appropriate and effective forms of collaboration with countries.

2. The Fund's priorities and operational strategies should relate closely to the needs and problems of the countries.

3. The UNFPA's Aims and Purposes are:

A. To promote awareness, both in developed and in developing countries, of the social, economic and environmental implications of national and international population problems; of the human rights aspects of family planning; and of possible strategies to deal with them.

Assistance

B. To extend systematic and sustained assistance to countries at their request in dealing with their population problems; such assistance to be afforded in forms and by means best suited to meet the individual country's needs.

Leadership  
within UN system

C. To play a leading role in the UN system in promoting population programmes.

World-wide  
effort

D. To build up, on an international basis, the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields; to promote coordination in planning and programming, and to cooperate with all concerned.

4. To meet pressing needs for further population research, the Fund should participate in the development of regional, interregional and international research programmes.

5. The role of the Fund should be more than a purely financing institution. It should build up in-house capacity to manage, analyze, programme and evaluate its activities, to meet its aspiration to support new approaches to population questions. The Fund should not be an implementing agency in the traditional sense, as the responsibility for implementing fund-supported programmes primarily rests with collaborating countries, and in the case of global, inter-regional and regional programmes, with international institutions.
6. The Fund should recognize the importance of population problems in developed as well as developing countries.
7. The Fund should constantly bear in mind the world-wide nature of population problems and should support programmes on a broad regional, inter-regional and international basis.
8. The UN system should seek to develop an integrated approach to the problems of population, development and environment. To this end, the UNFPA, the Department of Economic and Social Affairs, the UNDP and the proposed environment body should work closely together. Policy and programme cooperation and institutional links should be strengthened among these agencies over a period of time. An opportunity to make important advances in this area will arise in preparations for the World Population Conference, 1974, and the UNFPA should play a positive role in this regard. The UNFPA should participate actively in the preparation of the World Population Plan of Action, to be presented to the World Population Conference.
9. The Executive Director of the UNFPA has been given responsibility for the preparations for World Population Year. The Committee recommends that the Fund give particular attention to: (1) encouraging and supporting national responses to the year; (2) identifying and developing multi-disciplinary training capacities in the population field at national levels, as a major effort in celebration of the year; and (3) supporting an imaginative campaign of public information.
10. The UNFPA should report annually to the Governing Council of the UNDP and to the Secretary General for further reporting to the Economic and Social Council.
11. Under the authority for the management of the Fund, vested in the Administrator of UNDP by the Secretary General, the Executive Director of the Fund would have responsibility for its organization, direction and administration. He would exercise this responsibility under the general rules laid down in the Secretary General's statement of Aims and Purposes, and in relevant Rules and Procedures.



The authority of the Executive Director should be strengthened by making his post equivalent to that of an Under-Secretary General.

12. The Secretary General should reconstitute a UNFPA Board, composed of individuals selected for the contribution they can make in giving guidance to the leadership of the Fund.

13. In response to General Assembly resolution 2815(XXVI), the Secretary General should establish the Aims and Purposes as well as the Rules and Procedures necessary for the proper functioning of the UNFPA.

14. The UNFPA Board should, in accordance with the Aims and Purposes and Rules and Procedures, review the work programme and budgets submitted to it by the Executive Director of the Fund, and make whatever recommendations it may deem necessary and desirable for the effective functioning of the Fund.

15. The UNFPA should establish a Technical Information Service, to locate scientific, technical and socio-economic information needed to support UNFPA planning and programming functions. The Fund should also continue to expand its public information activities, with regard to World Population Year and beyond.

16. The UNFPA support to countries should increasingly be an integral part of their overall population and family planning programmes, and should relate to the UNDP country programming process. This will require more support on a comprehensive programme basis, and less on a detailed project basis.

17. The UNFPA should invite countries to utilize the most appropriate implementing agents for their programmes, recognizing that the primary responsibility for implementing rests with the countries themselves. If other implementing agents are needed, the Fund should assist the countries to utilize the services of national agents, of international UN and non-UN agents, in order to obtain the best possible support and expertise available.

18. The UNFPA should develop as rapidly as possible its own field staff to work with Government and local institutions in developing programmes; to provide support to the UNDP Resident Representatives; and to facilitate field-level co-ordination. This staff should be of the highest quality, should receive the necessary orientation and training by the Fund and should be adequately supported by headquarters.

19. The UNFPA should encourage the UN agencies to expand their population activities within their own mandates and resources. The Fund should support regional, inter-regional and global activities of the agencies, where these

are relevant to the needs at national levels.

20. The UNFPA should continue to convene meetings of interested bodies, in order to ensure coordination at both the broad programme and operational levels. These meetings should include representatives of UN, non-UN, governmental funding and implementing organizations.

21. The UNFPA should work constructively with the World Bank in identifying areas in which they can collaborate in developing joint or parallel programmes.

22. The Secretary General, in collaboration with the Administrator of UNDP, may wish to prepare a proposal for a revised funding system for the UNFPA to be submitted to governments and to consist of:

- a) firm advance pledges from donor governments;
- b) the collective guarantee by donor governments of a certain volume of future programming commitments by the UNFPA; and
- c) the build up of an operational reserve fund.

23. The Executive Director of the Fund should organize and direct fund raising having regard to the UNFPA Work Plan. Annual financial targets should be reviewed by the Board.

24. In view of the pressing need for improvement in the quantity and quality of manpower in the population field, the UNFPA should take steps to support and expand training facilities and institutions. These should be located primarily in developing countries, at local and regional levels, rather than at the global level. The Executive Director of the Fund should establish a Task Force to assist him in developing a strategy for this work.

25. The UNFPA should take immediate steps to improve the system of recruitment of international advisors and consultants. Advisors should be drawn from within the country or region wherever possible, and should be provided from elsewhere only if countries clearly indicate a need for such services. The UNFPA should establish a roster of international professionals in the population field, and should develop innovative approaches to obtain highly qualified advisors and to speed recruitment practices.

## INTRODUCTION

### The Problem

1. The problem faced in this report is that of developing a tool with which the family of nations can more effectively carry out population programmes to achieve goals of national population policies. The study was carried out in the context of a changing situation. In the next few years, the world community as well as national governments will attempt to define and elaborate the goals and elements of population policy. There is growing awareness that concerted action is necessary to deal with population problems that in all parts of the world threaten the quality of life and even life itself. The situation is paradoxical: never so many had it so good - and never so many more began to feel they had it so bad. Hunger, illiteracy, unemployment, overcrowding, pollution, resource depletion are spreading phenomena. At the same time there is more food production, more educational facilities, more jobs, more home-building, faster technological development than ever, and the discovery of new resources and recycling methods. Because of continued rapid population growth, some see the choice for the future to be between an end in disaster, and a disaster without end. At the same time that recognition is given to the right of the individual to the knowledge and means to choose family size, there is spreading recognition that even successfully planned families may result in numbers that nations and the world cannot carry at acceptable levels of aspirations and consumption.

2. Population policies are policies for people - to improve their lot; and policies about people - to influence their number. This report does not discuss policy, but how to assist in its formulation; not the aims, but how to find means of implementation. It is about the role of the United Nations and the international community in enhancing national endeavours which will be decisive for the behavior of individuals. Its purpose is to make the United Nations Fund for Population Activities a better tool for the development and delivery of population programmes - a tool that governments will wish to strengthen and to use.

### The United Nations System and Population Concerns

3. Since its creation, or for more than 25 years, United Nations activities have been directed to data collection and analysis of population trends. Within the past 10 years, the world community has enlarged its discussions to the consideration of international action through the United Nations to meet trends of population growth which governments have increasingly seen as a threat to human welfare and development. Reflecting this growing concern, the governing bodies of many United Nations organizations have moved

to incorporate appropriate action into their mandates.

4. The United Nations has developed a three-fold approach to population issues - in human rights, in economic and social development, and in environmental issues.

Regarding Human Rights: The "declaration on population" issued by world leaders on December 10, 1966, stated: "We believe that the majority of parents desire to have the knowledge and the means to plan their families; that the opportunity to decide the number and spacing of children is a basic human right."

On Human Rights Day, 1967, the Secretary General made the following statement: "The Universal Declaration on Human Rights describes the family as the natural and fundamental unit of society. It follows that any choice and decision with regard to the size of the family must irrevocably rest with the family itself, and cannot be made by anyone else. But this right of parents to free choice will remain illusory unless they are aware of the alternatives open to them. Hence, the right of every family to information and to the availability of services in this field is increasingly considered as a basic human right and as an indispensable ingredient of human dignity."

On Economic and Social Development: The General Assembly adopted in 1970 a set of basic decisions defining the goals of the Second Development Decade, and setting forth the role of the UN system in achieving these goals. The International Development Strategy for the Second United Nations Development Decade, General Assembly resolution 2626(XXV), paragraph 15 states that:

"The target for growth in average income per head is calculated on the basis of an average annual increase of 2.5% in the population of developing countries, which is less than the average rate at present forecast for the 1970's. In this context, each developing country should formulate its own demographic objectives within the framework of its national development plan."

The 16th Session of the Economic and Social Council urged all Member States

"to cooperate in achieving a substantial reduction of the rate of population growth in those countries which consider that their present rate of growth is too high; and in exploring the possibility for the setting of targets for such a reduction in those countries."

Regarding the Environment, the United Nations Conference on the Human Environment in June 1972, focussed attention on the relationship between population size, consumption levels and impact on the environment. The Draft Declaration on the Human Environment, paragraph 16 stated:

"Demographic policies, which are without prejudice to basic human rights and which are deemed appropriate by governments concerned, should be applied in those regions where the rate of population growth or excessive population concentrations are likely to have adverse effects on the environment or development, or where low population density may prevent improvement of the human environment and impede development."

### The UNFPA

5. Five years ago, in an effort to emphasize and enhance the endeavour of the UN system in population, the United Nations Fund for Population Activities (UNFPA), was created by the Secretary General. Today, the Fund is actively supported by contributions from almost half of the total UN membership. Countries representing the majority of mankind have begun to develop policies aiming at dealing with problems of population growth. More than 70 developing countries now receive financial or technical assistance from the Fund for their population activities. The comparatively rapid growth of both resources and requests in response to the Fund's creation bears witness to the need for the United Nations system to increase its capacity and improve its machinery for population activities.

6. Such a need was recognized in December 1971. Acting upon General Assembly resolution 2815(XXVI), the Secretary General called upon the Review Committee of the UNFPA as a group of individuals to advise him as to how, on the basis of its experience from working with the Fund over the past few years, the resources of the Fund could be better utilized. Between the months of March and September 1972, the Review Committee has endeavoured to meet this call.

### Principles and Considerations

7. In the recommendations and report which follow the Committee has worked to integrate a number of important principles and considerations discussed below.

First, population growth is a world concern, now recognized by most governments. The nature of the problem varies between countries and regions. But it is generally agreed that the capacity of our planet is limited and that there is a limit to the number of human beings that can live on it at an acceptable standard of living. The community of nations must act together to find solutions to the problems confronting all of us.

Second, each country must formulate its own population policies. Economic opportunities differ, cultural patterns and social and political systems lead to different approaches to meet the problems of individual nations. The United Nations organizations and bodies, acting to deal with population problems from different aspects, must inform themselves on the nature of the problem, bearing in mind the sovereignty of each of the individual states they are called upon to serve.

Third, the population problem is global in character in the sense that problems connected with the growth and distribution of population exist in all countries irrespective of their level of economic development. Thus, action to find solutions should be universal in scope and aim to benefit all countries. The experience of economically less developed countries will be of value to the policies of more advanced countries, and vice versa. The United Nations system has a unique opportunity to bring all these efforts together with its Fund for Population Activities playing an important role in this endeavour.

Fourth, the problem of population growth cannot be seen or solved in isolation from other factors of development. The poverty of large groups and nations, the widening gap between poor and rich, the increased pollution and deterioration of human environments, the inadequacy of living conditions of great masses of people, are problems that must be met in an integrated approach to development. Again, the United Nations system - and within it, the Fund - can assist in the development of national policies in which population activities form an integral part.

Fifth, to promote awareness of the population factor in development, there is a need for a funding body within the UN system which has a separate identity. To this end, the UNFPA should have a clear and authoritative set of aims and purposes, so that all who contribute to population activities through the Fund, and all who wish to benefit from it, are fully aware of the Fund's overall objectives. It must also apply procedures of action which are conducive to the efficient implementation of its task.

Sixth, within such a framework, the UNFPA can promote development of comprehensive national population programmes, by supporting, upon request, national population programmes formulated at national levels and implemented primarily by national authorities and organizations.

Seventh, the UNFPA has been requested by the General Assembly to play a leading role in the UN system in promoting population programmes. The Fund must have a clearly defined status and place within the UN system. At the same time, such a task will require the participation of all professional capacity that is available to assist countries. Existing capacity must be strengthened and new capacity created. To do this, capacity must be built up at the international level as well as at the national level. It follows that population programmes of the United Nations and its organizations should include regional, inter-regional and global service activities, for example, in research, while programming for national activities takes place at the country level.

Eighth, as the United Nations is still a newcomer in various sectors of the population field, countries may wish to make use of the capacity available from outside the United Nations system, utilizing the Fund's resources to do so. It is indispensable that the Fund cooperate with available non-UN organizations in order to meet country needs as quickly as possible. In developing its own capacity in the population field, the Fund, and other UN organs should supplement rather than supplant other efforts.

Ninth, as the success of national population programmes will depend upon the nature and quality of national inputs of services and manpower, national technical capacities have yet to be fully mobilized and extended through training and recruitment efforts. The need for multidisciplinary personnel within population programmes, including medical and paramedical staff, demographers, economists, experts in ecology and in behavioural sciences, and administrators, should be emphasized. Appropriate training institutions do not exist in most countries at the present time. In their absence, personnel from abroad may be substituted for local expertise.

Tenth, the UNFPA has a particularly important role to play in the increasing number of population-related events occurring in the system and particularly in view of the events foreseen in the next few years. Preparations are now at a critical stage for World Population Year 1974, and for the World Population Conference, 1974. Preparations are also being made for the review and appraisal of the International Development Strategy for the Second United Nations Development Decade. In these connections, important decisions will be taken which will have a bearing on national population policies and on the population activities of United Nations organizations. Action to strengthen the direction of the UNFPA to ensure that it plays an effective role during the next few years, should not prejudice decisions of a wider scope which will undoubtedly follow in the near future.

8. These major principles and considerations have been taken into account by the Committee in its recommendations. Rules for the Fund's relationship toward the United Nations bodies and for its own governance and decision-making are made in such a way as not to "rock the boat" at a critical moment on the population scene, but instead to safeguard its further travel.

## A. THE RECORD

### I. BACKGROUND

#### History of UNFPA

9. The United Nations Trust Fund for Populations Activities was established by the Secretary General in 1967 in response to General Assembly resolution 2211 (XXI) of December 17, 1966. The General Assembly called upon the Economic and Social Council, the Population Commission, the regional economic commissions, and the specialized agencies concerned

"to assist, when requested, in further developing and strengthening national and regional facilities for training, research, information and advisory services in the field of population, bearing in mind the different character of population problems in each country and region and the needs arising therefrom".

The Fund was looked upon as the means to finance this expanded United Nations programme in population.

10. Two years later, in 1969, the Secretary General decided to entrust the administration of the Fund to the Administrator of the United Nations Development Programme (UNDP). This was confirmed in an exchange of letters and memoranda between the Secretary General and the Administrator. At the same time, the Trust Fund was renamed The United Nations Fund for Population Activities (UNFPA). Its scope of activities was expanded to include not only the population programmes of the United Nations itself, but that of the specialized agencies and the United Nations Children's Fund (UNICEF) as well. It was to include forms of assistance not so far financed by United Nations resources. In his note to governments of January 12, 1970, the Secretary General explained, that it was

"the purpose of the Fund to provide systematic and sustained assistance to countries desiring such assistance to assess and cope with their population problems - and in so doing to develop competence and institutional capacity in the countries concerned, to enable the United Nations and agencies related to it to respond better to the needs of Member countries for assistance with population problems, and to help to co-ordinate population programmes among the various elements of the United Nations system insofar as they are supported by the Fund".



## Aims and Purposes

11. Beginning with this broad statement, the purposes of the Fund have developed to reflect its evolving role. At the present time, its terms of reference issued by the Executive Director and stated in the Work Plan 1972-75, are as follows: <sup>x)</sup>

(a) to assist in promoting an awareness of the social and economic implications of population problems and of their possible solutions;

(b) to extend systematic and sustained assistance to developing countries desiring it to assess and cope with their population problems;

(c) to extend the capabilities of the relevant organizations of the United Nations system, within the framework of their respective mandates, with the means of providing efficient and effective assistance to countries in planning, programming and implementing population projects; and,

(d) to provide the leadership for expanded population activities within the United Nations system and to coordinate the programming, planning and implementation of projects supported by UNFPA.

## Importance of relationship between Population and Development

12. The transfer to the Administrator of UNDP of the administrative responsibility for the Fund represented a concrete response to the desire to integrate population activities with those of economic and social development. The Administrator's responsibilities have included financial, personnel, and general administrative services and the designation of the UNDP Resident Representative as responsible for UNFPA activities at the country level. This relationship has occasionally suffered from lack of definition, but, on the whole, the UNDP support has been valuable. Within this relationship, the Fund has been able to experiment with new approaches to the population question and to seek new forms of collaboration and cooperation with agents, both within and outside the UN system.

## Relationships with non-UN bodies

13. The United Nations system has been a relatively late entrant to the population field. However, through the mechanisms of its Advisory Board and its Programme Consultative Committee, the Fund has been able to draw on the advice of many different individuals, among them, national administrators active in development cooperation. Of special interest and importance has been the recognition of the value of contributions of such non-UN bodies as the International Planned Parenthood Federation (IPPF), the Population Council, the Ford and Rockefeller Foundations, the International Development Research Centre in Canada, as well as many bodies in developing countries, including the Development Foundation of Turkey, the Asian Press Foundation, and universities. All have played an important role in the field of population and family planning and have much to contribute from their experience to the growth and evolution of the UNFPA. They are able to contribute a freshness of outlook and a willingness to innovate that may be crucial to the long term success of UNFPA programmes.

14. The Fund has sought to involve them, both at the level of formulating principles and also at the field level in the implementation of projects.

<sup>x)</sup> Work Plan, 1972-75 (UNFPA/12, June 1972), p. 10.

TABLE I

LIST OF PROJECTS APPROVED  
FOR FINANCING BY THE UNFPA  
(by year and region)

TOTALS:

1970 .....	\$ 6,700,000.
1971 .....	15,300,000.
1972 (estimate) .....	44,660,000.
1972-74 (estimate) .....	254,000,000.

1971 EXPENDITURES BY REGIONS

Africa .....	1,800,000.
Asia and the Far East .....	5,800,000.
Near and Middle East .....	2,000,000.
Latin America .....	2,000,000.
Inter-regional .....	3,700,000.
	<hr/> 15,300,000.

ESTIMATED 1972 EXPENDITURES BY SECTORS

BASIC POPULATION DATA .....	6,905,000.
(Censuses, vital statistics, sample surveys, other statistics)	

POPULATION DYNAMICS .....	5,615,000.
(Research projects, training and research facilities, population aspects of planning)	

POPULATION POLICY .....	1,225,000.
(Policy formulation, including conferences and seminars, and implementation, exclusive of family planning programmes)	

FAMILY PLANNING .....	20,660,000.
(Delivery systems, programme management, fertility regulation techniques)	

COMMUNICATION AND EDUCATION .....	3,960,000.
(For motivation in family planning)	

MULTI-SECTOR ACTIVITIES .....	2,230,000.
(Fellowships, documentation centers, support to non-UN organizations, preparation of World Population Year)	

FIELD STAFF, INFRA-STRUCTURE, OVERHEAD ..	4,035,000.
---	------------

TOTAL ..... \$ 44,660,000.

### Growth in Financial Resources

15. During the first two years of the Fund's administration by UNDP, a conscious choice was made to give priority to growth in financial resources. The reasons for this were twofold. First, the Fund's resources were limited to \$5 million; it was unknown in the developing countries. Second, the Administrator of UNDP and the Executive Director of the Fund felt that if it were to achieve sufficient authority to exercise a useful programming role in the UN system it would need to grow rapidly and to achieve a certain size. For this effort, the Administrator called on the assistance of William H. Draper Jr, to serve as a special consultant to him for fund raising purposes. To a considerable degree due to General Draper's energetic efforts, pledges in 1971 amounted to \$28.6 million, as compared with \$20.4 million during the entire 1967-70 period. This represented sufficient growth in size to attract the attention of developing countries and potentially, at least, to establish the necessary authority for the Fund in the UN system. Virtually all resources have come from government donors. (In 1971, pledges were received from 46 countries, both developed and developing. At August 31, 1972, pledges for the current year had been made by 52 countries).

16. Recognizing the Fund's growing importance, the Executive Director, early in 1972, brought about a reorganization of the Fund's headquarters to provide for more explicit formulation of policy and more systematic planning and programming. This reorganization was deemed necessary to handle the already large volume of programming achieved and to lay a sound groundwork for future growth.

### Growth in Programmes

17. By mid-1972, the Fund had decided to support more than 500 projects in 74 developing countries. A breakdown of 1971 expenditures by geographical area, and 1972 expenditure estimates by sectors is included in Table I. Of the total, 182 projects were regional and inter-regional activities of United Nations agencies. The volume of cumulative allocations to the agencies is set out in Table II, in which it can be seen that the United Nations and WHO have been the major channels for support since 1969.

18. In Africa, where many countries are virtually without census-based statistics, an important need is to ascertain population trends and obtain overall demographic information. Under the sponsorship of the Economic Commission, an African Census Programme, estimated to cost nearly \$11 million has been launched to provide information on the current structure and dynamics of population. The development of regional demographic centers in Cameroon for French-speaking nations, and in Ghana for English-speaking nations is also being supported.

19. In Asia, where the relationship between population and national goals has been studied for some time, most projects being aided by the Fund are related to research and action. One project concerns population and employment; others include support to a population education project; and to medical documentation with special reference to family planning.

20. In the Middle East, a population unit has been established within the United Nations Economic and Social Office in Beirut (UNESOB),

TABLE II

FINANCIAL ALLOCATIONS TO UN AGENCIES,  
1969 TO 31 AUGUST 1972,  
in \$ US million, and per cent

	<u>Total Cumulative Allocations</u>	<u>per cent</u>
United Nations	15.6	37.3
WHO	12.4	29.6
UNICEF	4.4	10.5
UNESCO	3.1	7.4
FAO	1.4	3.3
ILO	2.1	5
UNDP	1.2	3

Source: UNFPA/FIN/SA/72/8

Training and research projects now being supported by the Fund include special courses in demography in Kuwait, a Population Study and Research Unit at the Lebanese University. The Cairo Demographic Center now serves 25 countries in Africa and the Middle East. With UNFPA support it carries out a multi-disciplinary training programme, as well as research.

21. In Latin America, the Fund is assisting CELADE to expand its facilities and to finance special projects including exchange programs in teaching, research and training in the social sciences and in the evaluation of family planning programmes.

22. The Fund's fundamental objective is to respond to the population needs and problems of countries. Over the past two years, it has moved to provide large-scale support to population activities through the development of umbrella agreements. Such agreements have now been signed with eight countries. (See Table III). Discussions on similar agreements are being held with several other countries.

23. In a number of these cases, senior officials of the Fund have visited each country, encouraged the submission of a "package" of population projects for discussion and established tentative overall budget figures for a future UNFPA grant. In the case of Iran, for instance, a mission with representatives from UNFPA, WHO and UNESCO, was organized to review the population programme and recommended UNFPA support, with a built-in review mechanism for subsequent years. This kind of agreement could be reached relatively quickly, but there have been problems with implementation.

#### Programming Process

24. To provide background on the implementation of the Fund's operations, the following is a brief summary of the programming process and its major characteristics. Project requests are made through UNDP Resident Representatives and subjected to an appraisal procedure which includes the United Nations Secretariat, the Resident Representative in the country concerned, the relevant UN agency, as well as consultative bodies to the UNFPA. When finally approved, an agreement is signed with the country and a financial allocation is made by the Fund to the UN agency. UN agencies play a major role in programming at the country level. At least 75% of all UNFPA funded projects so far have been actively developed by the agencies. <sup>x)</sup>

25. Plans of operation are then drawn up for each segment of the overall project. Typically, a health and family planning segment is developed in detail by WHO, commodity assistance by UNICEF, population education by UNESCO. After agreement is reached at the country level with the government concerned, these plans of operation must be approved by the regional and central headquarters of each specialized agency, and by the Fund. This process has often been slow and in some cases led to prolonged delays before implementation could begin.

<sup>x)</sup> "Review and Analysis of Programme and Implementation Records, Part B, p.6, UNFPA/IACC/VI/2, 26 June 1972.

TABLE III  
 COMPREHENSIVE COUNTRY PROGRAMMES  
 SUPPORTED BY UNFPA  
 ( by amount and duration)

COUNTRY	DATE AGREEMENT SIGNED	AMOUNT (\$ U.S. MILLION)	DURATION (MONTHS)
Pakistan	27 Aug. 1970	1.76 (first year only)	60
Mauritius	2 Dec. 1970	0.583	60
Egypt	29 April 1971	1.25 (first year only)	48
Taiwan	9 May 1971	1.63	17
Thailand	12 Nov. 1971	3.263	36
Philippines	14 Jan. 1972	3.32	60
Indonesia	18 April 1972	13.2	60
Chile	7 June 1972	3.198	48

## II PERFORMANCE: THE RECORD

26. The performance of the Fund in planning and programming its resources for population activities has been carefully examined as part of the review requested by the General Assembly. Several consultants have reviewed performance at Headquarters. Senior population and family planning officials have been visited in countries which are, or may become major recipients of UNFPA support.

### The Record at Headquarters

27. It has been found that while the Fund has been able to sign its large country agreements relatively quickly, actual implementation has been slow. At a recent meeting of the Inter-Agency Consultative Committee (IACC), chaired by the Executive Director, the following observations were made concerning this issue:

"Implementation has been lagging badly behind programming and the record raises serious doubts about the capacity of the system operating under present procedures. There is a higher rate of new programming for agency execution than of implementation of already approved projects. The number of projects not at all or only very partially implemented may be growing both in absolute terms and as a percentage of approved projects.

By far the most difficult aspect of implementation has been the recruitment of international project personnel.

At least in the Fund's case, the recruitment of well qualified headquarters staff has also been difficult and slow.

Programming and implementation delays have often resulted when (a) UNFPA instructions were not clear or when they did not appear to fit the circumstances; and (b) project requests or Plans of Action did not contain the necessary information.

The tendency for agency infrastructure requests (and overheads in general) to grow sharply, threatens both to make the system top-heavy and inflexible and to drain resources which should be available for programming. The Fund is making an analysis of infrastructure and overheads and has urged the agencies to do the same." x)

<sup>x</sup>UNFPA/IACC/VI/2, 9 June 1972

28. Further evidence of difficulties in disbursing resources is contained in Table IV, which is an analysis of the gap between the allocation of Fund resources to the agencies, and the actual remittance by the agency to the project or programme. By August 31, 1972, allocations for the year stood at \$ 22.3 million. Of these, \$ 15.6 million (70%) remained undrawn. The cumulative record since 1967 indicated that 58% of allocations were undrawn. Projection of the performance for 1972 estimates that some 66% of accumulated allocated resources will be undrawn at year end.

29. Reasons for a time lag between allocations and actual expenditures have been examined. A major reason relates to the requirement that any provision for a project await the allocation procedure. This includes the most time consuming preparation of all, the recruitment of experts, and means that the average time lag before a project can get underway is 6-9 months. But the source of delay applies only to some projects and does not account for the fact that during the first 8 months of 1972, the actual monthly expenditures by agencies were averaging less than \$ 0.5 million when they had been estimated to average some \$ 1.8 million. This implies that allocations have been outrunning the capacity of the agencies to expend the resources they request from the Fund.

30. This analysis has been carried out at the level of the Fund. Further observations have been made at the country level, which help to point out the major problems which face the Fund in meeting their requirements and needs effectively.

#### The Record at the Country Level

31. Discussions were held by the Review Committee with officials of a number of countries. The major impression given was that the Fund's support of population activities was welcomed. All remarks and suggestions were aimed at expanding and improving its efforts. The general strengths attributed to working with UNFPA were its political acceptability, the long-term nature of its support, and the flexibility with which the support was given. UNFPA's support was in a number of instances seen to be more politically acceptable than that from some other sources, and in some cases was seen to be the most desirable channel for future aid. Regarding support for family planning programmes, officials stated that the assurance of long-term support from the UNFPA was crucial to the development of a solid national effort. Everywhere the UNFPA was encouraged to continue to strive for flexibility of performance, to play a stronger role in the UN system, and to take measures to speed up implementing procedures.

32. Many countries desired and applauded the technical assistance and project support given. Certain countries such as India, Pakistan, and Korea, that have well established large-scale national family planning programmes, were more interested in broad financial support. It seems obvious that countries such as these have wide experience and trained personnel which could be shared with other countries to the benefit of the global effort. Other countries recognized the need for project support and advisory services in particular fields. Importance was attached to support to local cost requirements of family planning programmes.



TABLE IV

UNFPA FINANCIAL PICTURE

	Cumulative 1967-71	1 Jan - 31 Aug 1972	Cumulative to 31 Aug, 1972	Estimates	
				Expected total 1972	Cumulative to end 1972
1. Pledges	49.0 <sup>(3)</sup>	15.3 <sup>(3)</sup>	64.3	38.0	87.0
2. Payments on Pledges	33.5 <sup>(3)</sup>	4.5 <sup>(3)</sup>	38.0		
3. Unpaid Pledges (1-2)	15.5	10.8	26.3		
4. Allocations and grants	23.0 <sup>(2)</sup>	22.3	45.3 <sup>(4)</sup>	44.6 <sup>(4)</sup>	67.6
5. Unallocated Pledges (1-4)	26.0	-7.0	19.0	-6.6	19.4
6. Remittances incl. grants	12.5 <sup>(2)</sup>	6.7	19.2	10.5	23.0
7. Undrawn Allocations (4-6)	10.5	15.6	26.1	34.1	44.6

Sources:

1. Published accounts for the year ended 31 December 1971
2. UNFPA: Status of allocations issued to and cash drawings by agencies as at 31 December 1971.
3. UNFPA: Status of Government Pledges and Payments as at 31 August 1972.
4. Status of UNFPA - Allocable resources and future requirements.
5. UNFPA: Status of allocations issued to and cash drawings by agencies as at 31 August 1972.

33. In several countries, interest was expressed in receiving UNFPA support in other areas related to population. These included:

- (a) support to expand population awareness in countries, particularly among government officials;
- (b) support in developing population policies;
- (c) support of health projects related to family planning;
- (d) greater effort in supporting research to develop improved methods of contraception.

34. While the overall attitude was favourable towards the UNFPA, and many individuals directed their comments towards ways of expanding and improving the Fund, various complaints were expressed about the UNFPA and the UN system as a whole. Because they have an immediacy and relevance which a second-hand account might lack, comments are recorded verbatim below, made by several key population and family planning administrators from developing countries, who were invited to give their frank opinion and experiences in describing the present situation.

On Bureaucracy:

"tremendous delays ... financial support is a very slow procedure due to the bureaucracies of the different agencies, which themselves are under the financial bureaucracy of the UN headquarters ... each agency has its set of rules for handling financial support so the government not only has to deal with a number of agencies but also has to adapt itself to the various bureaucratic systems that are peculiar to them..."

On Coordination:

"I have to deal with about 25 donors; every donor seems to act more or less in his own interest, proposing projects that are not on my country's priority list ... We are struck by the confusion within the UN. We try to formulate projects with the different agencies but are astonished by the lack of coordination between agencies..."

"Advisors come in 'piece-meal' and sometimes there is a battle between them ... an agency finalizes a plan before submitting it to the National Coordination Body and there is little or no room for modification..."

"Each agency is processing projects on its own and there seems to be much duplication..."

"We have been struck by the lack of coordination between UN agencies..."

### On Advisors:

"the problem of finding the right experts has not been taken seriously enough. It may happen one gets a good advisor, but the chances for having bad ones are much greater... It has also been observed that the present system does not permit the use of local expertise that in many cases is most suitable for the job..."

"The consultants most often have very poor knowledge, if any, of the social context in which they should make their efforts and will thus be more or less useless..."

"Most experts do research that is not directed towards the need of the country, but to their own benefit... We are afraid of the 'expert explosion' and shall be most careful in choosing our advisors..."

"There is a great need for French-speaking experts in French-speaking countries. Now most of them are English-speaking and need one year's stay to make themselves understood..."

"Please give the advisors some lessons in diplomacy. Without necessarily meaning to hurt, too many experts/advisors are clumsy and shape problems that are difficult to resolve..."

"There are too many tourist students of family planning coming to the country... The agencies should hesitate to encourage such visits which take away 40% of the Administrator's time."

### On Terminology:

"This country reacts against 'executing agency' as being an improper term for organizations which are there only to support the various executive bodies of the country..."

35. A major problem expressed during the visits was the lack of clear operating policies of the UNFPA. There was uncertainty as to the types of projects that could be supported, whether UN agents were required to be "executing" agencies for projects, which types of funding were possible (e.g. local costs, construction, etc.) and what were the proper administrative procedures for project development and negotiation. There was concern that the suggested budgetary limits for some countries was based entirely on the availability of funds at the time, and not on the needs and absorptive capacities of the countries.

36. The UN appears to be speaking with many voices, reflecting a variety of vested interests and agency mandates, and to present a disjointed and confusing face to the world. It is clear that when complaints are made of inadequate coordination, the problem really lies in the inability of entities within the UN system to work together with maximum efficiency towards common goals. While many of the

complaints are directed to the UN system as a whole, and even to the wider range of international agencies in the population field, it is toward the UNFPA that the complaints are focussed. This is as it should be. The UNFPA as the focal point for international assistance in population, is providing the financial support for the country projects, and as such must assume its role of a leader in the UN family.

37. It emerges that the UNFPA does not have adequate control over many elements of its support to country projects to properly assume its central leadership role. This problem has been evident in other development areas, and was highlighted by Sir Robert Jackson's capacity study for the UNDP. It is particularly prominent in the population field, however, for the following reasons:

Rapid Growth: The UNFPA's financial resources have risen very rapidly in the past few years, but the organization of the Fund has not been able to develop the in-house capacity to establish and maintain relationships with potential recipient countries. It has had to rely on short visits of UNFPA staff, the development of projects by UN agencies, and occasional multi-disciplinary missions.

Breadth of Field: Population is a broad field, relating to health, demography, economics, education, social services, agriculture, and other development areas. But it is not the preserve of any of them. Thus, there is need for support and assistance from several different sources.

Mandate vs. Capacity: The mandates of the UN agencies in the population field have expanded considerably in the past few years, but frequently their experience, knowledge and capacity to provide assistance remains weak. Nonetheless, agencies frequently insist on having virtual control over their particular area of concern, even if they have difficulty delivering the goods. As one senior aid administrator described it, some UN entities tend to "try to prevent others from doing what they are incapable of doing themselves."

38. In summary, it is clear that many countries desire support from the UNFPA, and are anxious that it play a larger, more central role in the development and implementation of population projects in partnership with the country concerned. There is a strong awareness that the UNFPA at present has limited capacity to fulfill this role. At the country level it is inadequately represented, or not represented at all. Project development is often done through other UN agencies, or through sporadic visits and missions. There is no steady ongoing dialogue between the Fund and the recipient country. The result has very frequently been piecemeal development of population projects, with little overall coherence, with bureaucratic delays and struggles, almost always unrelated to the project itself; provision of advisors and "experts" who are often of inadequate quality and uncertain relevance; and delay in implementation, sometimes measured in years rather than months.

39. The foregoing discussion on the UNFPA's status and position in the UN system and its relationships with the countries has a number of important implications for the future direction and operation of the Fund. The most important of these are as follows:

#### Multilateral Character:

First, the Fund's multilateral character needs to be strengthened. In practice, there is some feeling that the UNFPA is not in fact a genuinely multilateral organization. It is argued that developing countries tend to see it as simply a new name attached to an old face, representing primarily the interests of some developed countries. The Fund should be structured so as to respond more clearly to the needs of a global endeavour to cope with the problems of population growth and to the requirements for assistance on the part of the developing nations.

#### Application of Policy:

Secondly, it should strengthen its application of policy. Though the Advisory Board and the Programme Consultative Committee have been important sources of advice for the Executive Director of the Fund, these bodies are, and can be, only advisory. The Fund is the Secretary-General's Fund, contributions being "entrusted" to him, but no formal constitutional mechanism has been evolved to provide broad guidance under the relevant General Assembly resolutions, and to assure the accountability of the Fund. The fact that the resources now available to it have grown rapidly and continue to do so, renders this lack of review and policy applying mechanism more important than it was in the beginning of the Fund's operation.

#### Financial Accountability:

Thirdly, it requires a mechanism for financial accountability. The authority to which the Executive Director is accountable for the resources he spends remains somewhat obscure. This has reduced rather than increased his financial freedom, insofar as more than one party is concerned with the Fund's financial affairs. Clear lines of responsibility should be established.

#### Determination of Priorities:

Fourthly, the Fund should determine priorities for the allocation of its resources. In the past, allocations have been so closely affected by the requirements of the UN agencies, that as a consequence the urgent needs of the countries have tended to remain in the background. There has been a tendency to see Fund resources as being available, by right, to the UN agencies rather than to the countries developing population programmes. The UNFPA has appeared to finance agency programmes and projects without adequately considering the relationship of these either to the country needs or to overall priorities in the field of population assistance. The record must reflect first of all the priorities of the countries for population assistance.

40. In view of the existence of these broad considerations, the Review Committee recommends the following:

RECOMMENDATION 1: THERE SHOULD BE A NEW EMPHASIS ON COUNTRY PLANNING. WHILE INITIAL SUPPORT HAS BEEN WARRANTED TO BUILD UP INSTITUTIONAL CAPACITIES, THE BULK OF UNFPA ASSISTANCE SHOULD NOW BE PROVIDED DIRECTLY TO POPULATION ACTIVITIES OF COUNTRIES. THE EXECUTIVE DIRECTOR SHOULD TAKE THE NECESSARY STEPS TO DEVELOP APPROPRIATE AND EFFECTIVE FORMS OF COLLABORATION WITH COUNTRIES.

RECOMMENDATION 2: THE FUND'S PRIORITIES AND OPERATIONAL STRATEGIES SHOULD RELATE CLOSELY TO THE NEEDS AND PROBLEMS OF THE COUNTRIES.

41. The development of effective ways of dealing with the problems outlined above, and the implementation of the broad principles embodied in these recommendations, indicates the need for a new pattern for the United Nations Fund for Population Activities.

B. A NEW PATTERN

III. PURPOSES, PRIORITIES AND STRATEGIES

Purposes

42. As has been pointed out in the Background, the Secretary General's purpose in creating the Fund five years ago was to provide impetus to the United Nations effort in population. This was a timely and appropriate response by the system to the perception of population problems by its Member States. Since then, a substantial proportion of total resources allocated by the Fund has been directed to building infrastructure at various levels within the United Nations system itself. At the same time, the necessity of finding national responses to national population problems has become evident among many developing nations. In the light of their experiences and needs, and in the light of the Fund's present size and position in the constellation of sources of international cooperation, collaborating countries have made abundantly clear their preferences for the Fund to provide international leadership in the population field, and to be prepared to work directly with them in dealing with their population problems. The terms of reference of the Fund should be revised to reflect this new situation. The Review Committee recommends that the UNFPA's Aims and Purposes be restated as follows:

RECOMMENDATION 3: THE UNFPA'S AIMS AND PURPOSES ARE:

Awareness

A. TO PROMOTE AWARENESS, BOTH IN DEVELOPED AND IN DEVELOPING COUNTRIES, OF THE SOCIAL, ECONOMIC AND ENVIRONMENTAL IMPLICATIONS OF NATIONAL AND INTERNATIONAL POPULATION PROBLEMS; OF THE HUMAN RIGHTS ASPECTS OF FAMILY PLANNING; AND OF POSSIBLE STRATEGIES TO DEAL WITH THEM.

Assistance

B. TO EXTEND SYSTEMATIC AND SUSTAINED ASSISTANCE TO COUNTRIES AT THEIR REQUEST IN DEALING WITH THEIR POPULATION PROBLEMS; SUCH ASSISTANCE TO BE AFFORDED IN FORMS AND BY MEANS BEST SUITED TO MEET THE INDIVIDUAL COUNTRY'S NEEDS.

Leadership  
within UN  
system

C. TO PLAY A LEADING ROLE IN THE UNITED NATIONS SYSTEM IN PROMOTING POPULATION PROGRAMMES.

World wide  
effort

D. TO BUILD UP, ON AN INTERNATIONAL BASIS, THE KNOWLEDGE AND THE CAPACITY TO RESPOND TO NATIONAL, REGIONAL, INTERREGIONAL AND GLOBAL NEEDS IN THE POPULATION AND FAMILY PLANNING FIELDS; TO PROMOTE COORDINATION IN PLANNING AND PROGRAMMING, AND TO COOPERATE WITH ALL CONCERNED.

### Priorities

43. In a dynamic situation of rapidly increasing resources and rapidly increasing requests, it is difficult to specify priorities for the allocation of resources. It is easier to respond to all reasonable requests, believing that they reflect national priorities. Such a situation may be acceptable in the short run, as long as resources balance requests. But as constraints become more evident, the Fund must evolve a strategy and set of priorities for the allocation of its resources.

44. The starting point for such a process must necessarily lie with potential and actual collaborating countries; with their needs, priorities and strategies, derived from the way they view inter-relationships between population factors and the achievement of their overall development goals.

45. The global nature of the population problem must also be defined. A useful start towards the development of a conceptual framework for the definition and analysis of population problems has recently been made by the Population Commission's Advisory Committee of Experts on a Global Population Strategy. They have pointed out that while the global problem can be defined as one of rapid population growth, national governments may at the same time define their problems not only as rapid population growth, but as slow growth or as distribution of population.

46. The Fund, as one of the major bodies in the population field, should commit its resources to measures and programmes which will first of all contribute to solving the overall problem of rapid population growth. It is with problems of rapid growth that most governments have requested the Fund's assistance. At the same time, it is recognized that to an extent, problems of spatial distribution of population arise in large part from rapid growth rates. Thus it should be emphasized that the Fund also has a role to play in responding to requests for assistance from countries with problems of population distribution, and slow growth.

47. A good start on developing priorities and strategies to meet national needs has been made in the Fund's "Work Plan 1972-75"<sup>x)</sup>. However, this document is largely based on the needs of the countries as interpreted by the various United Nations agencies. Areas of potential assistance have been identified, with probably too heavy an emphasis on the programmes of the agencies.

48. Ideally, such a plan should be based on a dialogue with the countries, a dialogue which the Fund should initiate and maintain in collaboration with various UN and non-UN agencies. The results of such a dialogue would undoubtedly result in identification of programme areas similar to those in the Work Plan. But in some areas, emphasis might well be different.

<sup>x)</sup> For a summary of relative resource allocation in the Work Plan, see Table V.



TABLE V  
UNFPA Resource Allocation 1972-75  
(\$ millions)

		1972	1973	1974	1975	Four Yr. Totals	
						\$	%
1	Basic Population Data	6.9	9.1	11.2	7.4	34.6	13.2
2	Population Dynamics	5.6	7.1	7.0	8.9	28.7	11.8
3	Population Policy	1.2	1.6	2.1	2.1	7.2	2.2
4	Family Planning	20.7	30.5	32.2	34.2	117.7	46.7
5	Communication and Ed.	3.9	4.8	7.0	11.1	26.9	10.1
6	Multisector Activities	2.2	3.9	4.6	4.6	15.4	6.2
7	Programme Development	4.0	5.6	6.6	7.3	23.6	9.8
	TOTAL	44.6	62.6	70.7	75.7	254.1	100.0

Source: UNFPA Work Plan 1972-75, pp. 103-5.

49. In this regard, a logical sequence of activities can be identified as elements of a strategy to reduce population growth. Ideally, the most basic activity to be undertaken would be the collection and analysis of the basic social, demographic and economic information on the growth and distribution of a country's population, and projection of current trends into the future. Such information is necessary before the nature of the population factor in the development equation can be defined, and before a "population problem" as such can be defined.

50. The next step would be to take measures to deal with the problem. In the case of rapid population growth, family planning programmes would be organized to supply information and means to couples desiring them, to space children and limit family size. To implement such a programme, trained manpower, supplies and equipment, and organizational capacity are all required. Improved technologies, particularly in contraceptive methods, would also be necessary.

51. But experience has shown that these components will only carry the programme to a certain, motivated sector of the population. Thus, measures are called for to influence the motivation of the remaining "target population" in the reproductive age groups. These measures can include population education, measures to alter influences on couples in traditional highfertility settings. It is in this area that much research and experimentation is needed, since our present knowledge is limited.

52. In this regard, development of population-oriented policy measures, both direct and indirect in their demographic effects, is an area of increasing importance. The thinking of the Expert Group recently convened at the request of the Population Commission is welcomed for the contribution it is making at the conceptual level. It is a development with which the Fund should keep in close contact. This work will be useful to the Fund in its dialogue with countries, and in its effort to build up its capacity to assist them in planning and implementing policy measures.

53. Furthermore, the Fund should consider two practical measures to be taken over the next few years. Measures are needed to (a) develop both the research necessary to increase knowledge of the relative effectiveness of alternative policy measures, and (b) increase the volume of manpower with the multidisciplinary backgrounds needed to staff both research institutions and demographic units in planning secretariats. At the present time, these capacities are lacking, both at national and international levels.

54. A number of other research needs exist at national, regional and international levels in the population field. Many of them have been identified in the Work Plan, together with indications of Fund plans to support them. However, before support is given to potential projects, they should be screened and evaluated by institutions with appropriate expertise. The Fund has an important financing role to play but it is not a research institution. It should concentrate its resources on large-scale cross-national projects, and develop a "wholesale approach" to research support. The screening and

evaluation functions belong in research institutions, and it is at those levels that research support should be "retailed".

55. As previously noted, understanding of population matters is so inadequate that large-scale research programmes are needed in such areas as:

- human reproduction and contraceptive technology;
- ways to improve the management and delivery of family planning services;
- motivational factors in childbearing;
- demographic methodologies.

The Review Committee recommends:

**RECOMMENDATION 4: TO MEET PRESSING NEEDS FOR FURTHER POPULATION RESEARCH, THE FUND SHOULD PARTICIPATE IN THE DEVELOPMENT OF REGIONAL, INTERREGIONAL AND INTERNATIONAL RESEARCH PROGRAMMES.**

#### Strategy

56. In 1974, through the World Population Plan of Action to be proposed to the World Population Conference, the basis of a long term strategy in population will be laid down which will be important for the Fund's operations. At the present time, some aspects of short and long term strategy for the Fund can be suggested.

57. Consistent with its evolution into a major funding agency for population activities, the Fund should develop in-house managerial capacity, both at the headquarters and field levels, to support and implement its dialogue with the countries. Such capacity should be built up to support the planning, programming, monitoring and evaluation functions which will be integral to the dialogue.

58. In its dialogue with the countries, the Fund should develop the following basic approach: Projects and comprehensive programmes should be identified by the countries in discussion with the Fund's representatives. In developing plans for implementation, the necessary expertise should first be sought in the country concerned. Then, if the country feels the capacity does not exist locally, the Fund should seek its preferences for (a) funds to build up the necessary capacity locally, or (b) the recruitment of foreign expertise. In the latter alternative, the country should be encouraged to state independently its preferences regarding expertise. Such might be found in another country in the region, from private sources, from a UN organization, or from an international non-UN organization. The Review Committee recommends:

**RECOMMENDATION 5: THE ROLE OF THE FUND SHOULD BE MORE THAN A PURELY FINANCING INSTITUTION. IT SHOULD BUILD UP IN-HOUSE CAPACITY TO MANAGE, ANALYZE,**

PROGRAMME AND EVALUATE ITS ACTIVITIES, TO MEET ITS ASPIRATION TO SUPPORT NEW APPROACHES TO POPULATION QUESTIONS. THE FUND SHOULD NOT BE AN IMPLEMENTING AGENCY IN THE TRADITIONAL SENSE, AS THE RESPONSIBILITY FOR IMPLEMENTING FUND-SUPPORTED PROGRAMMES PRIMARILY RESTS WITH COLLABORATING COUNTRIES AND, IN THE CASE OF GLOBAL, INTERREGIONAL AND REGIONAL PROGRAMMES, WITH INTERNATIONAL INSTITUTIONS.

59. Over the long run, the Fund should prepare to broaden its role in the population field. In this regard, it should be considering support to measures not only aimed at influencing fertility, but should embrace a wider concept of population, linking it with measures related to the problems of the environment, of employment education, housing, nutrition and urban development. Particular importance should be attached to the role of women, and of youth. To consider the implementational aspects of this broader role, the Fund should be developing dialogues with centers of knowledge in other agencies and in universities, in all parts of the world.

60. The Fund should assume what has been called the "scanner and gatekeeper" role. It should be aware of the longer run issues in population and of possible measures to deal with them. Here, the problems and strategies for employing the numbers of young people who will enter the work force 30 years hence, for housing them, educating them and their children, and for coping with their increased concentration in urban areas, must be anticipated. Planning often does not extend that far into the future. The Fund should be encouraging the extension of planning horizons, the development of projections, and definition of the problems that lie ahead. It should allocate resources to pilot projects and strategies to deal with the problems as their dimensions become clearer. A significant beginning will be made with the activities of World Population Year, 1974. The Fund should plan to support ongoing activities after the event as well.

61. An additional feature which is being recognized in plans for the Year and Conference is that these problems are not confined to the developing countries, but, in their broader aspects are already being confronted in the developed nations as well. Thus, the United Nations system in general, and the Fund in particular, have roles to play in fostering programmes of regional and inter-regional scope, to develop the widest possible interchange of efforts. The Review Committee recommends:

**RECOMMENDATION 6: THE FUND SHOULD RECOGNIZE THE IMPORTANCE OF POPULATION PROBLEMS IN DEVELOPED AS WELL AS DEVELOPING COUNTRIES.**

**RECOMMENDATION 7: THE FUND SHOULD CONSTANTLY BEAR IN MIND THE WORLDWIDE NATURE OF POPULATION PROBLEMS AND SHOULD SUPPORT PROGRAMMES ON A BROAD REGIONAL, INTERREGIONAL AND INTERNATIONAL BASIS.**

62. In practical terms, the Fund should be seeking links with bodies in the UN system which are concerned with these issues. It should be examining ways of linking with the environmental body when it is created, particularly at the planning and policy levels. It should be seeking to influence the broader links of population, environment, human rights and poverty issues and programmes, since all these are so intricately inter-related in reality, but as yet, somewhat isolated from one another in institutional terms. An opportunity for closer cooperation has presented itself as a result of the preparations necessary for the World Population Conference and Year. This opportunity should be capitalized upon by the Fund, which should take positive action to develop closer cooperation with the other bodies concerned and to participate in the preparations of the World Population Plan of Action to be prepared for the Conference. The implementation of such a Plan will undoubtedly depend on the resources of the Fund. The Fund should be fully involved in its preparation, and aware of its long-run implications for long-range planning of resources.

**RECOMMENDATION 8: THE UNITED NATIONS SYSTEM SHOULD SEEK TO DEVELOP AN INTEGRATED APPROACH TO THE PROBLEMS OF POPULATION, DEVELOPMENT AND ENVIRONMENT. TO THIS END, THE UNITED NATIONS FUND FOR POPULATION ACTIVITIES, THE DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS, THE UNITED NATIONS DEVELOPMENT PROGRAMME, AND THE PROPOSED ENVIRONMENT BODY SHOULD WORK CLOSELY TOGETHER. POLICY AND PROGRAMME COOPERATION AND INSTITUTIONAL LINKS SHOULD BE STRENGTHENED AMONG THESE AGENCIES OVER A PERIOD OF TIME. AN OPPORTUNITY TO MAKE IMPORTANT ADVANCES IN THIS AREA WILL ARISE IN PREPARATIONS FOR THE WORLD POPULATION CONFERENCE, 1974, AND THE UNITED NATIONS FUND FOR POPULATION ACTIVITIES SHOULD PLAY A POSITIVE ROLE IN THIS REGARD. THE UNITED NATIONS FUND FOR POPULATION ACTIVITIES SHOULD PARTICIPATE ACTIVELY IN THE PREPARATION OF THE WORLD POPULATION PLAN OF ACTION, TO BE PRESENTED TO THE WORLD POPULATION CONFERENCE.**

63. In the context of this discussion of the Fund's priorities and strategies, suggestions for its role in the World Population Year may also be usefully examined.

#### World Population Year, 1974

64. At its meeting in the Spring of 1972, the Economic and Social Council (ECOSOC) assigned to the Executive Director of the United Nations Fund for Population Activities responsibility for the preparations for World Population Year, 1974 (WPY).

65. The objectives of World Population Year, 1974, as these have been defined by the Population Commission, include:

- (i) increasing basic knowledge of population data;
- (ii) increasing understanding and awareness of the implications of population trends for national goals of economic and social development;
- (iii) promoting population education;
- (iv) promoting national population policies and programmes;
- (v) promoting international action in support of these ends.

66. The Year is not a once for all event. It will begin before 1974 and it should, in spirit and in fact, continue long after 1974 as well. This was recently pointed out by the Executive Director to the Population Commission: "The guiding principles and objectives of the Year are very much in accordance with those with which the Fund has operated since its inception, and have been the driving force behind our rapid growth. In a sense, for the Fund, every year is a world population year".

67. Because the highlight of World Population Year will be the World Population Conference, and because of the need for the close links between the preparations for the Year and the preparations for the Conference, the Fund should give careful attention to special activities to be promoted during World Population Year, in addition to its ongoing programme. The preparation of country reports, the holding of national population seminars, the evolution of population policies and family planning programmes, the design and execution of special research projects - these are WPY activities, often supported by UNFPA, which will provide important material inputs for the Population Conference.

68. The work undertaken by the leader of the Fund in his dual capacity as the Head of World Population Year and Executive Director of the United Nations Fund for Population Activities, will be an important factor in persuading governments - in developed and developing countries alike - to make a full and vigorous contribution to the proceedings of the Conference and in providing them with the assurance that the United Nations has something to offer as well as something to ask. The leadership of the Fund, and its tradition of dealing with both UN and non-UN agents, can help to ensure broad publicity for the objectives both of the Year and of the Conference and broad participation in both these events. The occasion of the Year may itself provide an incentive for the Fund to pursue with renewed vigour efforts in certain fields - e.g., training - which at the moment may be receiving less than adequate attention. The matter of training is now so vital that it should become one of the major thrusts of the Fund's work over these next years.

69. The fact that World Population Year is a special occasion, and that the UN agencies have prepared special proposals for WPY, should not mean that in the case of WPY activities the Fund should discard the country-oriented approach which the Committee believes should be the basic mode of the Fund's operation. On the contrary, though there will certainly be some merit in global or regional proposals made by the agencies in connection with World Population Year, the requirements of the agencies should be seen in the proper perspective. The first four objectives of World Population Year, as approved by the Population Commission and set out above, are to do with action at the national level. The Fund's overriding concern should be how best it can support these national activities by direct dealings with the countries. There seems to be some danger at present that the needs of the countries for support before and during World Population Year may be seen as a kind of residual, to be considered only after the needs of the agencies have been met. The United Nations Fund for Population Activities should, as a matter of urgency, strengthen its secretariat for World Population Year. The first duty of this secretariat, under the leadership of the Fund's Executive Director, should be to stimulate and help prepare for submission to the UNFPA, major country projects in all regions of the World. In this, the network of the UNDP resident representatives and the UNFPA field staff will be important.

RECOMMENDATION 9: THE EXECUTIVE DIRECTOR OF THE UNFPA HAS BEEN GIVEN RESPONSIBILITY FOR THE PREPARATIONS FOR WORLD POPULATION YEAR. THE COMMITTEE RECOMMENDS THAT THE FUND GIVE PARTICULAR ATTENTION TO: (1) ENCOURAGING AND SUPPORTING NATIONAL RESPONSES TO THE YEAR; (2) IDENTIFYING AND DEVELOPING MULTI-DISCIPLINARY TRAINING CAPACITIES IN THE POPULATION FIELD AT NATIONAL LEVELS, AS A MAJOR EFFORT IN CELEBRATION OF THE YEAR; AND (3) SUPPORTING AN IMAGINATIVE CAMPAIGN OF PUBLIC INFORMATION.

#### IV. CONSTITUTIONAL QUESTIONS

70. The definition of the UNFPA's Aims and Purposes, the definition of its priorities as a reflection of those at national levels, and the development of strategies for its role in the population field are important steps. However, to implement these, and to ensure successful utilization of resources which have grown to the order of the U.S. \$30-40 million annually, more precise rules of authority and accountability, and systematized rules of operation are necessary.

71. The countries served by the Fund, as well as the countries contributing financially, need to know more exactly the Fund's purposes and mode of operation. They need to know its relationship to the country programmes of the United Nations Development Programme, and to other development activities. The bodies of the UN system, as well as non-UN bodies active in the population field need to know the place of the Fund in the total international population endeavour. To play its role properly the Fund needs a stronger legal and constitutional foundation and a set of rules for its operations.

##### Formalization of Procedures

72. The first steps to achieve the objectives outlined above include formalization of present procedures of the Fund. The Committee has found it desirable that rules having full authority in the UN system, be laid down regarding the following:

- (a) Aims and Purposes of the Fund: So far, the purposes, principles and functions of the Fund have been formulated by the Executive Director and changed from time to time. The Fund has reached sufficient maturity, and has been given clear enough indications from the countries it serves for its terms of reference now to be formalized.
- (b) The relationships of the Fund with other UN bodies, and with non-UN bodies active in the population field should be defined.
- (c) The decision-making process in the Fund should be formalized to include development and approval of short and long term work programmes, country population programmes and international programmes and projects to be supported by the Fund, and annual budgets.



- (d) Reporting of the Fund to other UN bodies should be defined.

#### Criteria for Formalization of Procedures

73. In considering constitutional alternatives for the United Nations Fund for Population Activities, and in formulating procedures for its operations, the Committee felt that several criteria must be met:

- (a) Flexibility - The Fund must be able to act with a high degree of flexibility, and be in a position to support innovative population programmes and projects wherever such support is requested by or acceptable to the countries concerned, and where the activity is consistent with the Aims and Purposes of the Fund and relevant cooperating organizations.
- (b) Speed - The Fund must be able to act with speed, unhindered by rules which may not be essential to its proper functioning.
- (c) Universal Cooperation - The Fund should secure an open cooperation and coordination with all UN and non-UN international and national bodies who may support countries and the international community in developing population programmes.
- (d) Management Capacity - The Fund must be able to build up a headquarters and field staff to levels adequate for quick and competent response to needs of countries requesting its services, for formulating programmes, for managing their implementation, and ensuring their evaluation.
- (e) Identity - The Fund should retain a separate identity within the UN system, but at the same time do its part to promote a system within which population considerations are taken into account in all development planning and programming, thus favouring a unified approach to development.

#### The Question of a Governing Body

74. The Review Committee's terms of reference<sup>x)</sup> requested it to make recommendations on the decision-making process of the Fund. The Committee has examined a number of possible options for its governance.

75. The first question examined was whether the present arrangements could be improved so as to meet the requirements stated above. The Committee has met with a certain uneasiness with the present set-up because of the unclear legal status and the lack of precise rules of procedures. Members of the Advisory Board and of the Programme Consultative Committee have expressed dissatisfaction with the absence of clearly formulated mandates for their functions. Government agencies

x) See Annex E

and some UN and non-UN organizations have stressed the need for clearly spelled out rules of procedure for the Fund, and for information regarding the Fund's scope and mode of operation. Furthermore, requesting countries want clear criteria and procedures for obtaining contributions and services from the Fund.

76. But on the other hand, it has not been said that the Fund has failed in fulfilling its objectives as they stand. Criticism has been made, however, that the Fund is not flexible enough or as speedy as desired in handling requests or taking decisions on requests.

77. Arguments have been put forward in favour of a partly or wholly different constitutional arrangement for the Fund. It has been observed that a Fund and operation of the size of several tens of millions of dollars annually ought to be governed by, and receive directives from an inter-governmental body.

78. In this regard a number of alternative arrangements have been carefully studied and considered. These options have also been studied against a background of the following important events to occur in the population field in the next two years.

#### (a) Events of 1974 in Population

The Review Committee has examined the consequences for the Fund of the recent organizational arrangements for the World Population Conference and Year in 1974, and of the plans for developing a World Population Plan of Action to be presented to the Conference. Attention has also been given to the overall role to be played by the UN system in approaching the problems of economic and social development, preservation of the environment, and their interrelationships with population. In this context, the present fragmentation of population concerns in the UN system has been noted. The functions of the Department of Economic and Social Affairs will undoubtedly have to be reviewed in the light of these larger concerns, particularly as regards the development of a broad policy role for the Department, as distinct from the operational concerns of the UNDP and UNFPA.

The Review Committee feels these factors should be taken into consideration in the planning for the Conference, and that positive initiatives in this regard should be made by the UNFPA Board

#### (b) ECOSOC Review of Development Decade Strategy

At the same time, ECOSOC is making efforts for the 1973 review and appraisal of the UN Development Strategy for the Second Development Decade, in preparation for the mid-term review in 1975.

It is hoped that as a result of this exercise and of the World Population Conference, particular attention will be accorded population in the Development Strategy at the middle of the Decade and that population considerations will be brought into more prominent focus in the future in the process of development planning within the UN system.

79. In the light of these considerations, the Review Committee feels that it is important for the UNFPA to remain as a separate entity in the UN system. The complexity and special nature of population questions at the present time require the special inputs of individual expertise and inputs from non-UN organizations which, as has been pointed out earlier, have unique contributions to make in the population field.

80. The Review Committee feels that the various options for the governance of the Fund should be left open at this time. It should remain as a Secretary General's Trust Fund, leaving it to the Secretary General to take further initiatives for the governance of the Fund, on the basis of the decisions to be taken in connection with the events of 1974, and the review of the strategy for the Second Development Decade.

81. Meanwhile, it is of great importance that the various inter-governmental bodies dealing with development planning and development cooperation, seize themselves of the needs and the opportunities that the existence of the Fund represent, and that they follow its operations. For this reason, it is proposed that annual reports on the Fund's activities be brought to the attention of the UNDP Governing Council and through the Secretary General, to ECOSOC. ECOSOC and its subsidiary bodies should be invited to discuss the role that the Fund may play in development planning. The UNDP Governing Council should pay attention to the role of the Fund in relation to UNDP country programming and in development cooperation in general, preferably devoting a particular item on its agenda to population activities as supported by the Fund. These measures would help in the endeavour to "populationize" the development efforts of the UN system as a whole. The Review Committee recommends:

**RECOMMENDATION 10:** THE UNFPA SHOULD REPORT ANNUALLY TO THE GOVERNING COUNCIL OF THE UNDP AND TO THE SECRETARY GENERAL FOR FURTHER REPORTING TO THE ECONOMIC AND SOCIAL COUNCIL.

82. The main policy guidelines of the Fund should be contained in a statement of Aims and Purposes issued by the Secretary General, who might wish to bring this statement to the attention of the General Assembly in his reporting in response to General Assembly resolution 2815 of December 14, 1971.

83. At the administrative and operational levels, the Fund's relationship with UNDP has been fruitful, and it is to be hoped that this will grow stronger in the future, as the work of the Fund develops. Under the authority for management of the Fund vested in the Administrator of UNDP by the Secretary General, the Executive Director of the Fund would have responsibility for its organization, direction and administration. He would exercise this responsibility under the general rules laid down in the

Secretary-General's statement on Aims and Purposes, and in relevant Rules and Procedures. Furthermore, for the Fund to keep pace with its growing responsibilities, the authority of the Executive Director should be secured and strengthened by making his post equivalent to that of an Under-Secretary General. Regarding financial matters and field staff, the Fund should rely on the services of the UNDP Headquarters and Resident Representatives. The Executive Director should be in a position to recruit his own staff with assistance from UNDP as required. The Review Committee recommends:

RECOMMENDATION 11: UNDER THE AUTHORITY FOR THE MANAGEMENT OF THE FUND VESTED IN THE ADMINISTRATOR OF UNDP BY THE SECRETARY GENERAL, THE EXECUTIVE DIRECTOR OF THE FUND WOULD HAVE RESPONSIBILITY FOR ITS ORGANIZATION, DIRECTION AND ADMINISTRATION. HE WOULD EXERCISE THIS RESPONSIBILITY UNDER THE GENERAL RULES LAID DOWN IN THE SECRETARY-GENERAL'S STATEMENT ON AIMS AND PURPOSES, AND IN RELEVANT RULES AND PROCEDURES. THE AUTHORITY OF THE EXECUTIVE DIRECTOR SHOULD BE STRENGTHENED BY MAKING THE POST EQUIVALENT TO THAT OF AN UNDER-SECRETARY GENERAL.

84. Financial practices will be discussed later in this report. As will be further elaborated there, the Review Committee feels that the Secretary General may wish to seek the consent of the General Assembly - and thereby of the donors to the Fund - to a proposal to the effect, that the financial practices similar to those of UNDP be applied to UNFPA funds under the trust of the Secretary General. This would make it possible to make speedier use of the Fund's resources, and to decrease the amount of funds needed as a reserve to cover forward commitments from the Fund to recipient countries.

85. The Secretary General at the beginning of 1970 appointed an Advisory Board of the Fund. As already stated, a lack of procedural rules have given rise to some uncertainty among board members regarding their responsibilities.

86. Under the circumstances relating primarily to the 1974 events, the Review Committee proposes that a Board be reconstituted for a further period of time, now that the 3 year term of the present members is drawing to an end. Because of the special character of the task, and of the outstanding services that are being given to the cause of population from non-official as well as official sources, the Secretary General may wish to appoint individuals for the contribution they can make in guiding and supporting the Fund's leadership. This body, representing the Secretary General, could serve at least until the completion of the forthcoming review of the organization for development cooperation within the UN system. The Review Committee recommends:

RECOMMENDATION 12: THE SECRETARY GENERAL SHOULD RECONSTITUTE A UNFPA BOARD COMPOSED OF INDIVIDUALS SELECTED FOR THE CONTRIBUTIONS THEY CAN MAKE IN GIVING GUIDANCE TO THE LEADERSHIP OF THE FUND.

87. The rules to govern the work of the Executive Director and the Board have been elaborated in the form of a set of Rules and Procedures, and the set of Aims and Purposes, which the Review Committee recommends that the Secretary General establish in pursuance of the General Assembly resolution 2815.

RECOMMENDATION 13: IN RESPONSE TO GENERAL ASSEMBLY RESOLUTION 2815 (XXVI), THE SECRETARY GENERAL SHOULD ESTABLISH THE AIMS AND PURPOSES AS WELL AS THE RULES AND PROCEDURES NECESSARY FOR THE PROPER FUNCTIONING OF THE UNFPA.

RECOMMENDATION 14: THE UNFPA BOARD SHOULD, IN ACCORDANCE WITH THE AIMS AND PURPOSES AND RULES AND PROCEDURES, REVIEW THE WORK PROGRAMMES AND BUDGETS SUBMITTED TO IT BY THE EXECUTIVE DIRECTOR OF THE FUND, AND MAKE WHATEVER RECOMMENDATIONS IT MAY DEEM NECESSARY AND DESIRABLE FOR THE EFFECTIVE FUNCTIONING OF THE FUND.

## V. OPERATIONAL AND ADMINISTRATIVE QUESTIONS

### Operational Structure

#### (a) Planning and Programming

88. In the background chapter of this report, the characteristics of the operational and administrative structure of the Fund for Population Activities were outlined. The suggestion was made that the Fund respond more directly to the needs of developing countries. Formalization of its procedures and of its constitutional structure have also been suggested. Within this framework, it should be organized operationally and administratively in a way that enables the countries, non-UN organizations and the UN system, to work together in a partnership.

89. The following discussion will deal with the Fund's organization to maximize its contribution to this partnership, and with the role it should play to ensure achievement of the following objectives: (1) that countries receive, so far as possible, the kind of assistance they need when they want it; (2) that institutions around the world, UN agencies and others, undertake the kind of research, training and information activities which are needed to advance interest and to promote international efforts in the population field.

90. The most fundamental component of the operational structure of a funding agency is its planning and programming capabilities. Of these, an integral component is the capacity to assist in the monitoring and evaluation of programmes which it funds, and to provide information to improve future performance. The UNFPA has recently established a planning and policy division to carry out the following three basic components of its planning function: (1) the formulation of policy guidelines to ensure the continued relevance, effectiveness and coherence of UNFPA's programme of assistance; (2) forward planning, including the identification of overall goals for the UNFPA, the consideration of alternative strategies for dealing with them, the preparation of medium and long range work programmes for the UNFPA, and the estimation of future resource needs; (3) monitoring of new developments in the population field which are of interest to the UNFPA.

91. Information Exchange: Effective planning and programming by the Fund involves extensive information exchange among participating governments, institutions providing research and technical assistance skills, and funding organizations. To meet this requirement, a recent consultant's report recommended that the Fund establish a Technical Information Service (TIS), which would gather the necessary scientific, technical, and socio-economic information needed to support these functions. (A large amount of relevant information exists, but it is scattered among several reference centers within and outside the UN system.) In addition, it would develop badly needed subject classifications and access methods to facilitate the use of the information in decision-making on requests for support.

92. At the same time, the UNFPA should generate information on its programmes and activities. The Fund is now developing a broad public information campaign in connection with World Population Year, and should prepare two types of material. The first type should be for public consumption and would describe the programmes in which UNFPA is a funding partner. The other should be for use by organizations and would describe the wider range of population activities with which the Fund is familiar. The Review Committee recommends:

**RECOMMENDATION 15:** THE UNFPA SHOULD ESTABLISH A TECHNICAL INFORMATION SERVICE, TO LOCATE SCIENTIFIC, TECHNICAL AND SOCIO-ECONOMIC INFORMATION NEEDED TO SUPPORT UNFPA PLANNING AND PROGRAMMING FUNCTIONS. THE FUND SHOULD ALSO CONTINUE TO EXPAND ITS PUBLIC INFORMATION ACTIVITIES, WITH REGARD TO WORLD POPULATION YEAR.

93. Country Planning: In preceding sections of this report, reference has been made to the desires of recipient governments that the Fund cooperate directly with them in planning, programming and in implementation. Achievement of this goal will require increased attention to building institutional capacities in the countries. The Fund has a major part to play in working with governments to "populationize" their development programmes. The vehicle for achieving this end should be dialogues between countries and the UNFPA to identify needs, develop programmes, and pinpoint the most constructive sources of assistance, both local and international.

94. Furthermore the Fund should shift its emphasis to a programme rather than project approach. In the past, considerable time has been expended in appraising large numbers of small and seemingly isolated projects. But the ultimate objective is to build comprehensive country programmes which fit into overall development plans. The Fund should work towards incorporating comprehensive population programme into the UNDP country programming exercise as it evolves towards its goal of building up a UN system input into national development programmes. Exactly how quickly and to what extent this incorporation comes about, however, will depend on the country situation as perceived by the government, the Resident Representative and the UNFPA field representative. The Review Committee recommends:

**RECOMMENDATION 16:** THE UNFPA SUPPORT TO COUNTRIES SHOULD INCREASINGLY BE AN INTEGRAL PART OF THEIR OVERALL POPULATION AND FAMILY PLANNING PROGRAMMES, AND SHOULD RELATE TO THE UNDP COUNTRY PROGRAMMING PROCESS. THIS WILL REQUIRE MORE SUPPORT ON A COMPREHENSIVE PROGRAMME BASIS, AND LESS ON A DETAILED PROJECT BASIS.

95. In the population field, much experience and expertise lies with institutions outside the UN system such as the International Planned Parenthood Federation (IPPF), the Population Council, and the non-governmental sector at national levels. These organizations have an important history of innovative programming, including the development of expertise and experience at local levels in advance of official activities. An attractive feature of the Fund's achievements to date has been its willingness to collaborate with them in the furtherance of its objectives. Thus, wherever possible, the Fund should draw on their experience in developing policies and programmes.

96. There may be instances where it is found to be simpler and more convenient for the Fund or for a government to provide assistance direct national family planning associations. These and other private organizations often play crucial roles - especially in communication, information, education, training and in demonstration projects. Governments should still be the central focus of coordination, but where the government would prefer, for example, the IPPF or its national affiliate to undertake coordination, the Fund should willingly cooperate.

97. Utilization of national agents usually requires support of local costs. The Fund should retain the necessary flexibility to carry out such support. The Review Committee recommends:

RECOMMENDATION 17: THE UNFPA SHOULD INVITE COUNTRIES TO UTILIZE THE MOST APPROPRIATE IMPLEMENTING AGENTS FOR THEIR PROGRAMMES, RECOGNIZING THAT THE PRIMARY RESPONSIBILITY FOR IMPLEMENTING RESTS WITH THE COUNTRIES THEMSELVES. IF OTHER IMPLEMENTING AGENTS ARE NEEDED, THE FUND SHOULD ASSIST THE COUNTRIES TO UTILIZE THE SERVICES OF NATIONAL AGENTS, OR INTERNATIONAL UN AND NON-UN AGENTS, IN ORDER TO OBTAIN THE BEST POSSIBLE SUPPORT AND EXPERTISE AVAILABLE.

98. UNFPA Field Staff: The development of a stronger programming focus at the country level will have important implications for the Fund's field staff. To implement the Fund's objectives effectively, field representatives should carry out the following major functions: (i) to work with government and local institutions capable of providing assistance, to stimulate programmes in which UNFPA can be a funding partner; (ii) to provide or coordinate programming guidance where requested; (iii) to have significant programming responsibility within the UNFPA decision-making process; (iv) to provide support to the UNDP Resident Representative; and (v) to facilitate field level coordination among funding and technical assistance agencies. The role of the UNFPA field representative should be clarified in relation to the roles of representatives of other UN agencies and of technical consultants. Confusion has arisen in the past over the role of the representatives of the Population Division of the Department of Economic and Social Affairs who have had both coordination and technical responsibilities. In future, a more efficient arrangement should be worked out. All requirements for coordination should be carried out by the UNFPA representative, while the Population Division provides technical consultants as requested by the countries; similar services may be provided by demographic consultants attached to the regional economic commissions.

99. Since many of the functions of the UNFPA representative will be coordinative or consultative, personal and technical qualifications will be very important. Furthermore, to ensure integration of population considerations into national development programmes, the Fund's field staff should work closely with the UNDP Resident Representatives on country and regional bases, depending on the nature of the existing or potential activities in the area. Under the authority of the Resident Representative and in consultation with the government, the UNFPA representative should recommend to UNFPA headquarters the kind and timing of consultations or programming missions that are needed.



100. In addition, the UNFPA representative should facilitate the monitoring and evaluation activities which the Fund must undertake in keeping with its responsibilities as a funding agency. To effectively carry out these manifold responsibilities, the representative should have programming, managerial and consultant skills. Such people will be difficult to find. Recognizing this, the Fund should be prepared to arrange training programmes to supplement the skills of the individual so that he or she is prepared as far as possible for duties in a particular country of assignment.

101. Strong field staff will require strong headquarters support. The UNFPA should build its capacity to provide administrative support to its field staff. This will mean that headquarters personnel should have sufficient substantive knowledge and understanding of country situations to provide backstopping to the field representative. The Review Committee recommends:

RECOMMENDATION 18: THE UNFPA SHOULD DEVELOP AS RAPIDLY AS POSSIBLE ITS OWN FIELD STAFF TO WORK WITH GOVERNMENTS AND LOCAL INSTITUTIONS IN DEVELOPING PROGRAMMES; TO PROVIDE SUPPORT TO THE UNDP RESIDENT REPRESENTATIVE; AND TO FACILITATE FIELD-LEVEL COORDINATION. THIS STAFF SHOULD BE OF THE HIGHEST QUALITY, SHOULD RECEIVE THE NECESSARY ORIENTATION AND TRAINING BY THE FUND AND SHOULD BE ADEQUATELY SUPPORTED BY HEADQUARTERS.

(b) The UNFPA and the UN Agencies

102. With the operational structure outlined above, the Fund's role within the UN system must be framed in the context of the country focus as well as in the context of its relationships with the agencies. The Fund has played an important role in helping finance the UN agencies to build their capacities to deliver technical assistance in population through provision of funds for specific administrative and technical personnel. This infrastructure support has consumed a substantial part of UNFPA resources. A recent analysis by consultants showed that financial support to infrastructure increased four-fold in the eight months between August 1971 and March 1972.<sup>x)</sup>

103. Much time is spent in reviewing agency requests. Such an allocation of time and resources must be carefully scrutinized if the UNFPA is to focus on the needs of country programmes. The Fund might consider providing general support in the form of overhead percentages to the technical assistance agencies with which it deals. At the same time, it should encourage the agencies to increase the priority they attach to population by increasing the volume of resources for population in their ordinary budgets. The Review Committee recommends:

RECOMMENDATION 19: THE UNFPA SHOULD ENCOURAGE THE UN AGENCIES TO EXPAND THEIR POPULATION ACTIVITIES WITHIN THEIR OWN MANDATES AND RESOURCES. THE FUND SHOULD SUPPORT REGIONAL, INTER-REGIONAL AND GLOBAL ACTIVITIES OF THE AGENCIES, WHERE THESE ARE RELEVANT TO THE NEEDS AT NATIONAL LEVELS.

<sup>x)</sup> "Review and Analysis of Programme and Implementation Records", Part A, UNFPA/IACC/VI/2, 26 June 1972, p. 66.

(c) Inter-agency Coordination

104. To provide further coherence to programmes in which the UNFPA is a funding partner, coordination among all the providers of technical assistance (UN, non-UN, and governmental) is needed at the headquarters level. Since 1967, the Inter-Agency Consultative Committee and the Programme Consultative Committee have been established to effect this coordination. Their roles have been evolving and their contribution is important. In view of the broader involvement of non-UN agencies and recipient governments recommended in this report, as well as the re-constitution of a UNFPA Board, the roles of these two Committees can be expected to evolve further in order to deal effectively with basic coordination needs.

105. Because of the equally important roles played by governments, non-UN organizations and bodies within the UN system, meetings of this kind should in future be convened jointly, to provide for a direct exchange of views between representation from UN and non-UN organizations, government and non-governmental organizations as well as governmental funding and implementing organizations. The Review Committee recommends:

RECOMMENDATION 20: THE UNFPA SHOULD CONTINUE TO CONVENE MEETINGS OF INTERESTED BODIES IN ORDER TO ENSURE COORDINATION AT BOTH THE BROAD PROGRAMME AND OPERATIONAL LEVELS. THESE MEETINGS SHOULD INCLUDE REPRESENTATIVES OF UN, NON-UN, GOVERNMENTAL FUNDING AND IMPLEMENTING ORGANIZATIONS.

(d) Relationships with the World Bank

106. A particularly important relationship will be the partnership between the UNFPA and the World Bank, whose involvement with population activities - like that of the Fund - has grown rapidly in the last few years. It seems clear that the Bank and the UNFPA will in future occupy principal places in providing external assistance for population activities. The creation of a partnership arrangement will be particularly important in coordinating this assistance. The Committee feels there are several concrete steps that can be taken to promote UNFPA/Bank collaboration.

107. The Bank and the UNFPA might agree on a list of countries where both institutions are likely to be involved in the near future. In those countries, the Bank and the UNFPA might agree to participate jointly in sector and project missions invited by the country, or they might in particular cases agree to rely on the judgment and experience of one of them.

108. The country, the Bank and the UNFPA may agree on procedures for joint financing, combining credits and grants. They would recognize the importance of funding integrated project inputs rather than separate components although normally, technical assistance activities should be financed by grant elements of a package. In the case of joint financing, the Bank and the UNFPA would agree on disbursement procedures to simplify matters for all parties and most particularly for the country. They would also agree with the countries concerned on basic principles and allocation of responsibilities for the supervision and evaluation of population programs and projects, through for instance, the Fund's field representation. These principles could of course be adapted to relationships between the Fund and other agencies such as UNICEF and the World Food Programme, wherever

such collaboration would benefit the country concerned. The Review Committee recommends:

**RECOMMENDATION 21: THE UNFPA SHOULD WORK CONSTRUCTIVELY WITH THE WORLD BANK IN IDENTIFYING AREAS IN WHICH THEY CAN COLLABORATE IN DEVELOPING JOINT OR PARALLEL PROGRAMMES.**

(e) Monitoring and Evaluation

109. In addition to some programming practices, careful monitoring and evaluation mechanisms are needed to promote the success of a programme. The UNFP has reorganized itself to increase its capacity to monitor and evaluate those programmes in which it is a funding partner, and has been working to define its information needs and devise appropriate reporting mechanisms. But considerable effort is still needed to build sufficient capability in these important areas. The Fund and UNDP should coordinate to the extent possible on reporting systems. They should carefully consider the capacities and methods of the governments and institutions which are implementing the programmes, before making final decisions on reporting requirements.

Administration

110. As has been pointed out, the UNFPA has now attained sufficient size and definition of purpose and method of operation that its partnership with UNDP must be carefully specified. The UNFPA continues to benefit from UNDP administrative support, but it needs to assume responsibility for managing its own operations.

111. Recently, the Administrator of UNDP took steps to bring about an effective partnership by reorganizing the UNDP administrative system and authorizing new UNFPA administrative posts. When these posts are filled, it is anticipated that the Fund will have the necessary skills and experience to assume responsibility for its own activities and to work effectively in relation to the UNDP administrative system. This partnership should enable UNFPA to support its operations efficiently.

112. Under this system, the UNFPA will recruit an Executive Officer to advise the Executive Director on administrative matters and to cooperate with the UNDP Bureau of Administration and Finance. This person will also supervise the activities of officers providing finance and personnel services.

113. To assist the Executive Director in major administrative and operational decisions, the Fund currently has what is called a Policy Board, consisting of the Executive Director and three Division Chiefs. With the reconstitution of a UNFPA Board as recommended in this report, this internal Policy Board should be re-named the Management Committee and its membership expanded to include the Executive Officer.

114. A critical factor in the successful implementation of this system will be the nature of the authority and responsibility relationships between administrative personnel in UNFPA and UNDP. UNFPA should be able to operate creatively within the UNDP administrative structure. UNDP, quite clearly, will continue to play a crucial role in UNFPA administrative

perations. For the services it receives, the Fund should negotiate an appropriate level of financial compensation to the UNDP.

115. In personnel matters, UNDP should continue for the time being to process UNFPA staff recruitment and promotions, carefully considering UNFPA recommendations. At the same time, the Fund in consultation with UNDP, should be responsible for ensuring the Fund's adherence to the UN Staff Rules and Regulations, and have autonomy in selecting staff candidates and handling the administrative problems of both its professional and general service staff. Eventually, the Fund might require its own board for consideration of appointments and promotions.

116. UNDP has been providing the Fund with general administrative services such as travel and purchase of supplies and equipment. With its strengthened administrative staff, the UNFPA will have the skill and experience to relieve UNDP of the necessity of review and approval of UNFPA requests, but the UNDP General Services Division should continue to actually provide the services.

#### Financial Practices

117. Under existing arrangements, the UNFPA as a trust fund of the Secretary General, operates within the framework of the Financial Regulations and Rules of the United Nations. Within those Regulations, the system of so-called full funding is applied to the Fund's resources. This means that the entire amount of resources required for projects extending over several years must be set aside at the time the project agreement is made. This may be an appropriate method of operating for a fund which has few advance commitments, or one for which future support is uncertain. For an operation the size and nature of the UNFPA, in which large future commitments are necessary, and in which the volume of future support is fairly certain, the method has drawbacks. At some point difficulties will appear in persuading donor governments to increase pledges at a pace consistent with commitments, when they see past contributions tied up in large reserves. Difficulties will occur in long term planning of programmes in developing countries, as they may feel uncertain as to whether resources, which have not been committed, will in fact become available. The UNFPA has already built up considerable resources under this system and is currently facing problems such as those just mentioned.

118. A precedent for dealing with the situation was set in 1970 by the UNDP, when the Governing Council decided to create an operational reserve, and, on the basis of five year projections of programming needs, to match resources and demands on an annual basis. The adoption of this annualized system has had major implications for the planning and management capacity of UNDP. It has made the system more responsive to the needs of the countries.

119. The UNFPA must also find a way to develop long term planning and programming with countries and organizations. To this end, any unconditional advance commitment not fully covered by resources at hand, should be guaranteed by donors; it cannot be guaranteed by the Secretary General. Such a guarantee could be made through advance pledges by the Fund's donors, if the Fund were authorized to accept such pledges as

ing as good as "resources at hand". Such a system is already institutionalized, e.g., through the agreements to replenish the International Development Association (IDA). Without being institutionalized to the same degree, advance pledges by individual governments to UNDP are used as actual guarantees for advance commitments.

120. Additional means to solve the dilemma would be for the Fund's donors to collectively guarantee its advance commitments up to a certain level. Such a system is usually combined with the build-up of a reserve fund to cover part of future commitments. UNDP, as just indicated, operates such a system, known as annualized funding.

121. After studying the matter, the Review Committee suggests the adoption of a system consisting of a combination of the following features:

- (a) firm advance pledges by individual donor governments, combined with
- (b) the collective guarantee by donor governments of a certain volume of future programming commitments by the Fund, and
- (c) the build up of a certain volume of resources as an operational reserve.

Such a system would mean a certain departure from the rules so far applied to trust funds of the Secretary General, in the direction of those employed by UNDP.

122. Time has been too short for the Review Committee to complete, in collaboration with the legal and financial expertise of the UN bodies concerned, the preparation of a formal proposal. Furthermore, to become effective, a proposal of this kind must be approved by donor governments. The Review Committee recommends therefore:

RECOMMENDATION 22: THE SECRETARY GENERAL, IN COLLABORATION WITH THE ADMINISTRATOR OF UNDP, MAY WISH TO PREPARE A PROPOSAL FOR A REVISED FUNDING SYSTEM FOR THE UNFPA TO BE SUBMITTED TO GOVERNMENTS AND TO CONSIST OF

- (A) FIRM ADVANCE PLEDGES FROM DONOR GOVERNMENTS;
- (B) THE COLLECTIVE GUARANTEE BY DONOR GOVERNMENTS OF A CERTAIN VOLUME OF FUTURE PROGRAMMING COMMITMENTS BY THE UNFPA;
- (C) THE BUILD-UP OF AN OPERATIONAL RESERVE FUND.

### Fund raising

123. It follows from this discussion that there should be a close relationship between fund-raising and programming. The fund's commitment in its earlier years to the attainment of rapid growth in resources has been outlined in the Background chapter. A shift is now required from a general growth target to one more carefully based on the needs and capacities of the countries with which it will cooperate. The UNFPA Work Plan 1972-75 contains programming projections for the next five years. These should

serve as the basis for future fund-raising, and should be discussed by the UNFPA Board as a major agenda item in connection with the annual budget exercise and discussion of long term plans. Such plans and projections should be approved by the Board before use as the basis for fund-raising.

124. In addition to fund-raising targets there is the question of setting a target for the number of countries which contribute to the Fund. The leadership of the Fund has endeavoured to encourage contributions from as many countries as possible, both developed and developing, so as to make the Fund better known, and to promote interest in population. This approach is commendable. But before a country is approached for contributions, its ability to contribute should be analyzed, taking into account its financial capacity, its interest in population, the perception of its population problems and the willingness of its leaders to participate in a population effort. The method for this kind of preparation should be worked out by the Executive Director of the Fund, and should be carried out within the programming functions of the Fund. The Review Committee recommends

RECOMMENDATION 23: THE EXECUTIVE DIRECTOR OF THE FUND SHOULD ORGANIZE AND DIRECT FUND-RAISING HAVING REGARD TO THE UNFPA WORK PLAN. ANNUAL FINANCIAL TARGETS SHOULD BE REVIEWED BY THE BOARD.

#### Training and Recruitment

125. A major problem in the implementation of population programmes appears to be a shortage in the supply of trained professionals to manage or provide technical assistance. There are two aspects of this manpower supply problem. The first relates to training output. As illustrated in the report of a United Nations/UNESCO/WHO Mission entitled *The Feasibility of Establishing a World Population Institute*,<sup>x)</sup> many basic training institutions exist in the world. They are, however, still too few in number, not sufficiently multi-disciplinary in scope, sometimes too strongly theoretical in their orientation, not sufficiently focussed on specialized training for high level personnel and weak in the provision of refresher courses.

126. The UNFPA Work Plan, 1972-75, indicates the Fund's intention to commit substantial resources to training programmes over the next four years, but it does not contain an analysis of the strategic dimensions of the problem. While research and training facilities receive nearly 50% of the resources allocated to the Population Dynamics sector, by far the largest proportion of these resources are to be directed to the development and strengthening of regional capacity. Initiatives of the UN agencies are evident in this allocation. This may be desirable in the short run, but the Fund should now emphasize the manpower needs of countries through the development of institutional capacity at the national level.

127. Worldwide influence needs to be brought to bear to make this training "system" more responsive to country needs. The problem is far reaching and complex. It must be defined and strategies established,

x) The Feasibility of Establishing a World Population Institute, United Nations, 1971. ST/SOA/SER R/12



emphasizing collaboration between existing institutions and country and regional institutions which can meet specific local needs.

128. The training problem was particularly emphasized in General Assembly resolution 2815(XXVI) and the Review Committee devoted considerable study to it in the time available. Because of the size and complexity of the problem, however, and the fact that certain studies are still underway, it has not been possible to bring the matter to the stage of proposing specific measures to deal with it. A major effort is needed at this time, and for this reason special machinery in the form of a task force is suggested, to build upon past study and to find ways to meet needs at the national level. The Review Committee recommends:

RECOMMENDATION 24: IN VIEW OF THE PRESSING NEED FOR IMPROVEMENT IN THE QUANTITY AND QUALITY OF MANPOWER IN THE POPULATION FIELD, THE UNFPA SHOULD TAKE STEPS TO SUPPORT AND EXPAND TRAINING FACILITIES AND INSTITUTIONS. THESE SHOULD BE LOCATED PRIMARILY IN DEVELOPING COUNTRIES, AT LOCAL AND REGIONAL LEVELS, RATHER THAN AT THE GLOBAL LEVEL. THE EXECUTIVE DIRECTOR OF THE FUND SHOULD ESTABLISH A TASK FORCE TO ASSIST HIM IN DEVELOPING A STRATEGY FOR THIS WORK.

129. The second element of the supply problem relates particularly to the reluctance of the UN system to take advantage of the reservoir of local advisors. UNICEF has experimented with utilization of National Experts; this approach should be carefully studied. The UN should be able to subsidize national efforts to utilize short-term consultants from local institutions through flexible arrangements to support local costs.

130. Another way to ease the supply problem would be to accept for recruitment professionals with more general training, e.g., educational specialists to fill requirements for population education specialists.

131. Several UN agencies have computerized rosters of potential technical assistance candidates. The Fund should establish such a roster for the population field, to include local as well as international expertise, based upon collaboration among governments, technical assistance institutions, and funding agencies.

132. When recruiting advisors for field assignments, the UN agencies tend to focus only on technical qualifications. Consultants are then frequently sent to the country of service with only little preparation either for the local culture or for working with the regulations of the UN system. Consulting experience, evidence of cultural sensitivity and personal qualifications should be considered in recruiting international consultants, and attention should be given to their orientation. While the demand for advisors and consultants may increase, the rate of this increase could be slowed if all UN agencies changed their practices of attaching international advisors to all their programmes. In a number of cases these advisors are most probably not needed or desired. Yet a recent analysis of the project

Components financed by the Fund showed that in the case of the United Nations, the recruitment component accounts for 80% of all its projects.<sup>x)</sup> In future, greater recognition should be accorded the increasing competence that exists within collaborating countries.

133. Similarly, in order to assist countries obtain the best possible assistance, more flexible, market-oriented recruitment policies are needed. Steps can and should be taken to reduce the time required to place an advisor in the field. The time lag necessary for recruitment of international advisors now averages 6-9 months after a project has been approved and financial allocation issued by the Fund. To facilitate these efforts, the Fund might consider preliminary funding and block allocations to programmes which are expected to have a large component of advisors. Also, the long discussed plan for "reserve posts" should be implemented.

RECOMMENDATION 25: THE UNFPA SHOULD TAKE IMMEDIATE STEPS TO IMPROVE THE SYSTEM OF RECRUITMENT OF INTERNATIONAL ADVISORS AND CONSULTANTS. ADVISORS SHOULD BE DRAWN FROM WITHIN THE COUNTRY OR REGION WHEREVER POSSIBLE, AND SHOULD BE PROVIDED FROM ELSEWHERE ONLY IF COUNTRIES CLEARLY INDICATE A NEED FOR SUCH SERVICES. THE UNFPA SHOULD ESTABLISH A ROSTER OF INTERNATIONAL PROFESSIONALS IN THE POPULATION FIELD, AND SHOULD DEVELOP INNOVATIVE APPROACHES TO OBTAIN HIGHLY QUALIFIED ADVISORS AND TO SPEED RECRUITMENT PRACTICES.

x) "Review and Analysis of Programme and Implementation Records", UNFPA/IACC/VI/2, 26 June 1972, Part A, p 62



## ANNEX A

## DRAFT

## GENERAL ASSEMBLY RESOLUTION

The General Assembly,

Recalling Economic and Social Council resolution 1084 (XXXIX) and General Assembly resolution 2211 (XXI) in response to which a Trust Fund, subsequently named the United Nations Fund for Population Activities, was established in 1967 by the Secretary General,

Recalling also General Assembly resolution 2815 (XXVI) which expressed the conviction that the UNFPA should play a leading role in the United Nations system in promoting population programmes and also requested the Secretary General to take the necessary steps to achieve the desired improvements in the administrative machinery of the Fund aimed at the efficient and expeditious delivery of population programmes,

Recalling also the Economic and Social Council Resolution 1672 (LII), which called upon all Member States, developed and developing alike, to give further support to UNFPA in expanding the capacity of the United Nations system needed to promote activities in the population field,

Bearing particularly in mind the need for speedy response to requests from Member States for assistance in formulating their population policies and implementing their population programmes,

Conscious of the extensive and rapid advance already made by the Fund under which well over 500 projects have been approved in some 75 Member States utilizing voluntary contributions from more than 50 Member States,

Conscious also of the increasing international recognition of the urgent need to deal with population problems in relation to social and economic development and the environment,

1. Welcomes the Secretary General's report requested in General Assembly resolution 2815 and recommendations on ways to strengthen the decision-making process and the administrative machinery of the United Nations Fund for Population Activities, to assist it in executing its increasingly important role in the population field;

2. Confirms the Secretary General's recommendation that the Aims and Purposes of the United Nations Fund for Population Activities be:

- |                                |  |
|--------------------------------|--|
| Awareness                      | A. To promote awareness, both in developed and in developing countries, of the social, economic and environmental implications of national and international population problems; of the human rights aspects of family planning; and of possible strategies to deal with them;    |
| Assistance                     | B. To extend systematic and sustained assistance to countries at their request in dealing with their population problems; such assistance to be afforded in forms and by means best suited to meet the individual country's needs;   |
| Leadership<br>within UN system | C. To play a leading role in the United Nations system in promoting population programmes;   |
| Worldwide<br>effort            | D. To build up, on an international basis, the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields; to promote coordination in planning and programming, and to cooperate with all concerned. |

3. Affirms the importance attached in the Secretary General's report to the principle of cooperation between the United Nations Fund for Population Activities and developing countries in directly assisting them with their population and family planning programmes;

4. Recommends that the Secretary General, in consultation with the Administrator of United Nations Development Programme and the Executive Director of the United Nations Fund for Population Activities, appoint a United Nations Fund for Population Activities Board which shall review budgets and work programmes of the Fund;

5. Recommends, that in accordance with his increasing responsibilities, the authority of the Executive Director of the United Nations Fund for Population Activities be strengthened by making that post equivalent to that of an Under-Secretary General;

6. Reiterates its invitation to Governments to make contributions, and insofar as possible, advance pledges for ensuing years, to the United Nations Fund for Population Activities.

ANNEX BUNFPA AIMS AND PURPOSES

The United Nations Fund for Population Activities is established by the Secretary General within the United Nations for the purpose of enhancing the effectiveness of the United Nations in achieving the promotion of economic and social development, in accordance with the principles laid down in the Charter of the United Nations, and in resolutions by the General Assembly governing the population activities of the Organization.

The Aims and Purposes of the UNFPA are:

Awareness

A. To promote awareness, both in developed and in developing countries, of the social economic and environmental implications of national and international population problems; of the human rights aspects of family planning; and of possible strategies to deal with them.

Assistance

B. To extend systematic and sustained assistance to countries at their request in dealing with their population problems; such assistance to be afforded in forms and by means best suited to meet the individual country's needs.

Leadership  
within UN system

C. To play a leading role in the UN system in promoting population programmes.

Worldwide  
effort

D. To build up, on an international basis, the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields; to promote coordination in planning and programming, and to cooperate with all concerned.

## ANNEX C

### RULES AND PROCEDURES

#### I. The UNFPA Board

1. There shall be a UNFPA Board appointed by the Secretary General of the United Nations. This Board will consist of not less than 15 and not more than 20 members who shall serve in their individual capacities. They shall be appointed for the contribution they can make in guiding and supporting the Fund's leadership. The Secretary General shall appoint the Chairman of the Board, and the Board shall elect a Vice-Chairman from among its members.
2. Within the framework of the Aims and Purposes as stated by the Secretary General, the Board shall:
  - (a) Review the work programme and budget of the Fund as submitted to it by the Executive Director of the Fund.
  - (b) Make whatever recommendations it may deem necessary or desirable for the effective functioning of the Fund.
3. The Board shall meet at least twice a year. It may adopt such rules of procedure as it may consider necessary.
4. The Board shall review the annual report of the Executive Director of the Fund, and shall report annually to the Governing Council of UNDP, and to the Secretary General for further reporting to ECOSOC.

#### II. The Executive Director of the UNFPA

1. The Executive Director of the Fund shall be appointed by the Secretary General of the United Nations after consultation with the Administrator of UNDP.
2. The terms and conditions of service of the Executive Director shall be based on those of an Under-Secretary General. His salary and allowances shall be paid by the Fund.

3. The Executive Director shall have the direct responsibility for the organization, direction and administration of the Fund in accordance with the general policies of the UNFPA. The Executive Director shall, inter alia:

- (a) Submit the work programmes and the budget estimates of the Fund to the Board for its review;
- (b) Execute the work programmes and make expenditures envisaged in the budget;
- (c) Appoint and direct the staff of the Fund within the limits of the administrative budget;
- (d) Set up such advisory bodies as may be necessary, thereby including in the workings of the Fund interested agencies and institutions within the United Nations family, as well as other public and private organizations, and government funding and implementing organizations particularly concerned with the activities of the Fund;
- (e) Negotiate agreements with governments and governmental or non-governmental bodies on assistance to be afforded in the form of funds, supplies, advisory services or fellowships to administrative bodies or organizations or institutions, as appropriate;
- (f) Negotiate contracts with organizations and institutions of the United Nations system, with other international organizations and with firms or other independent institutions or individuals for the purpose of their assisting in national or international population activities;
- (g) Coordinate the work of the Fund with that of other international, regional and bilateral programmes in population and development;
- (h) Submit to the Board, for its review, an Annual Report on the execution of its work programmes;
- (i) Inform governments and the general public on the activities of the Fund.

### III Finance

1. The expenditures of the Fund shall be met from voluntary contributions made by governments, intergovernmental organizations and from foundations and other non-governmental sources.
2. The Secretary General may accept contributions to the Fund, provided that they are consistent with the Aims and Purposes of the Fund.
3. The funds of the UNFPA shall be kept in a special account established by the Secretary General of the United Nations and should be subject to such Rules and Procedures as the Secretary General may establish for the purposes of the Fund.
4. The funds of the UNFPA shall be held and administered solely for the aims and purposes of the UNFPA.

### IV. Status and Authority

1. The Fund shall enjoy the status, privileges and immunities provided in Articles 104 and 105 of the United Nations Charter and other international agreements and United Nations resolutions relating to the status and privileges and immunities of the Organization.
2. The Fund may, under the responsibility of the Executive Director on behalf of the Administrator of UNDP, enter into agreements and contracts with governmental, inter-governmental or non-governmental bodies, organizations, or institutions, or with firms or individuals for the purpose of carrying out its programmes.

### V. Amendments

1. The Board shall review the provisions of these Rules and Procedures with a view to making to the Secretary General such recommendations regarding amendments as may appear to the Board to be desirable in the light of the experience gained.

ANNEX D

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY  
(on the report of the Second Committee (A/8563))

2815 (XXVI). United Nations Fund for Population Activities

The General Assembly

Recalling Economic and Social Council resolution 1084 (XXXIX) of 30 July 1965 on the work programmes and priorities in the population fields,

Recalling further its resolution 2211 (XXI) of 17 December 1966, in response to which a trust fund, subsequently named the United Nations Fund for Population Activities, was established in 1967 by the Secretary-General,

Bearing in mind the International Development Strategy for the Second United Nations Development Decade, contained in General Assembly resolution 2626 (XXV) of 24 October 1970, with particular reference to the demographic objectives and policy measures set forth in paragraphs 13 and 65 of the Strategy,

Recognizing the responsibility of the Population Commission to assist the Economic and Social Council in accordance with its terms of reference, as defined in Council resolution 150 (VII) of 10 August 1948,

Noting that the Secretary-General has requested the Administrator of the United Nations Development Programme to administer the United Nations Fund for Population Activities and that an Executive Director for the Fund has been appointed,

Further noting with satisfaction the progress made to date by the United Nations Fund for Population Activities to which, so far, thirty-two countries have contributed,

Aware that the United Nations Fund for Population Activities has now become a viable entity in the United Nations system,

Convinced that the United Nations Fund for Population Activities should play a leading role in the United Nations system in promoting population programmes - consistent with the decisions of the General Assembly and the Economic and Social Council - on the problems of fast population growth as well as on the problem of under-population, which could, among other things, hamper rapid economic development,

Recognizing the need for the executing agencies of the United Nations Fund for Population Activities to implement with dispatch, in close co-operation with the Fund, population programmes requested by developing countries in order that such programmes may have the desired impact,

Expressing its appreciation of the efforts of the Secretary-General, which have resulted in the unprecedented growth and expansion of the United Nations Fund for Population Activities, and of the support extended by the Administrator of the United Nations Development Programme,

1. Invites Governments which are in a position to do so and whose policies would allow it to make voluntary contributions to the United Nations Fund for Population Activities;
2. Requests the Secretary-General, in consultation with the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Fund for Population Activities, to take the necessary steps to achieve the desired improvements in the administrative machinery of the Fund aimed at the efficient and expeditious delivery of population programmes, including measures to quicken the pace of recruiting the experts and personnel required to cope with the increasing volume of requests, as well as to consider the training of experts and personnel in the developing countries;
3. Further requests the Secretary-General to inform the Economic and Social Council at its fifty-third session and the General Assembly at its twenty-seventh session of the steps he has taken in the implementation of the present resolution and of any recommendations he may wish to make in this regard.

2017th plenary meeting,  
14 December 1971.



ANNEX E

## THE REVIEW COMMITTEE OF THE UNFPA

The Advisory Board of the United Nations Fund for Population Activities on 22 March 1972 concurred in the proposal to establish a Committee of the Advisory Board to review the progress so far made by the Fund and to propose methods by which the Fund may more effectively discharge its responsibilities in the future in accordance with the resolution of the General Assembly (A/RES/2815) of 14 December 1971.

The following members of the Advisory Board accepted to serve on the Committee:

Mr. Ernst Michanek (Sweden) (Chairman)

Dr. Alberto Lleras-Camargo (Colombia)

The Rt. Hon. The Lord Caradon (United Kingdom)

Mr. Soleiman Huzayyin (Arab Republic of Egypt)

Madame Turkia Ould Daddah (Islamic Republic of Mauritania)

Mr. John D. Rockefeller, 3rd, (United States)

Mr. B.R. Sen (India)

The Committee was requested to make recommendations on the following points:

- (i) Planning and programming procedures of the UNFPA including collaboration with and utilization of the resources of the United Nations, its Specialized Agencies and interested non-Governmental organizations;
- (ii) The capacity of the UNFPA and the collaborating organizations in the United Nations system in the effective execution of programmes and projects including the possibility of project implementation as appropriate by UNFPA and non-Governmental bodies;
- (iii) Ways of ensuring the effective execution of the regional and field responsibilities of UNFPA;
- (iv) Study of the role of the Fund in relation to UNDP country programming;
- (v) The decision-making process within the UNFPA, including the composition and functions of the Advisory Board and the

Programme Consultative Committee and the possible use of ad hoc advisory groups;

- (vi) The role of the UNFPA in support of programmes to increase the availability of qualified experts and personnel in less developed countries;
- (vii) The responsibilities of UNFPA with regard to financial and personnel matters.

The Committee was proposed to take into consideration the directives of the General Assembly as expressed in its resolution calling the Secretary-General "to take the necessary steps in order to achieve the desired improvements in the administrative machinery of the Fund, aimed at the efficient and expeditious delivery of population programmes".

The Committee may wish to consider recommendations concerning ways in which the UNFPA may more effectively discharge its responsibilities for leadership within the U.N. system and provide a focus for co-ordinated international efforts to deal with population problems. The Committee may also wish to consider the role of the Fund in relation to the World Population Year, 1974.

In carrying out its review the Committee may wish to take into account the documents prepared by UNFPA on its Aims and Strategy and on the Criteria for Project Appraisal, as well as two reports prepared by outside consultants, the first on the improvement of planning and implementation of projects funded by the UNFPA and the second by a group of management consultants. The Committee may wish to bear in mind that the Fund, in collaboration with the U.N. organizations concerned, is preparing a Work Plan for the period 1972-1975.

The Committee was requested to report as appropriate for consideration by the Secretary-General in connection with the above-mentioned General Assembly Resolution.