



The United Nations' Role in Population Policy: Basic Concepts

Background Paper for the
Center for Global Development Working Group on
***The United Nations' Role in International Population Policy:
UNFPA at the Center***

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Introduction

The United Nations is the world's pre-eminent development agency and, as such, has a major role in elucidating global precepts on development issues and advancing their implementation in countries. Demographic change, driven by individual and household choices and manifested in population level conditions, is one such issue. Long-term demographic shifts, such as changes in population growth rates, age structure, migration, and urbanization, affect a sweeping range of global policy issues. They include global climate change, health and education needs, public financing of health and retirement, and more. The UN has a unique role in framing and advancing policy dialogue regarding these large global conditions while, at the same time, working to improve individual lives and well-being directly.

This paper presents some initial concepts and facts to stimulate discussion within the *Working Group on The United Nations' Role in International Population Policy* on future population policy directions for the United Nations, and more specifically for the UN Population Fund (UNFPA). The Working Group is a component of the Center for Global Development's (CGD) Demographics and Development Initiative.¹ This paper -- building on previous CGD work, a review of UN websites, and off-the-record interviews with a few key staff at the UN, other international organizations, NGOs and funders -- sets the stage for a working group process that will result in policy recommendations for the new Executive Director of UNFPA when s/he takes office in late 2010 or early 2011.² It briefly identifies the major population and

¹ <http://www.cgdev.org/section/initiatives/active/demographicsanddevelopment>

² The Center for Global Development has previously offered independent policy recommendations to major international organizations as they experience leadership transitions. A 2009 report (see <http://www.cgdev.org/section/initiatives/archive/unaid>) for the UNAIDS leadership change is an example. Such

development issues on the UN's plate in the early period of the 21st century, provides a brief overview of the UN system's population activities, presents some of the challenges in achieving a coordinated and coherent approach to those issues, and proposes a series of major discussion topics for the Working group, along with some very preliminary options for recommendations and some additional questions.

Population and Development Linkages

Serious attention to international population issues is intensifying, driven at least in part by the convergence of three major milestones in the UN's development agenda. The ICPD Program of Action, 1994-2015 (mainly supported by UNFPA), the Millennium Development Goals, 2000-2015 (based in the UNDP), and the Fourth World Conference on Women, Beijing Platform of Action (1995-2015) are all under or soon to be under review and possible reincarnation.³ In addition, there is new political support led by the return of the U.S. as a UNFPA donor and strong interest in population issues from the new UK Government, a new reproductive health strategy at the World Bank, a major advocacy movement for increased funding from a coalition of NGOs, and, of course, promised new leadership at UNFPA and UNPD. Even the word "population," which had been tagged as a code word for coercive family planning programs, has become an acceptable component of development debates. As one example, a family planning conference in Uganda in 2008, originally designed for 700 participants attracted more than twice that number to the surprise of its organizers.⁴

The new momentum in population and related health and development issues must be translated into a coherent and purposeful agenda for the UN agencies with population missions. At present, the many donors and civil society organizations that support and help define the international population agenda promote a sometimes confusing array of priorities, definitions, and mechanisms that are – unsurprisingly – reflected in a somewhat fragmented and overlapping set of programs at the United Nations.

A few examples illustrate the mixed messages that can be conveyed to even the non-casual observer about international population policies. In the past two years, there have been two distinct efforts to raise U.S. funding for international family planning.⁵ The terminology (RH, SRH, SRHR, maternal health, women's health, Adolescent Girls) used by multiple campaigns with overlapping objectives obfuscates priorities and complicates measuring progress. And significant confusion remains about some of the most basic evidence underlying population programming, such as the number of maternal deaths⁶ and measures of unmet need.⁷

transitions provide an opportunity for the development community to ask questions and hold a broad-based dialogue about institutional mandates, policy focus, resources, and governance of global agencies. The recommendations that emerge are independent of the leadership and staff of the institutions themselves.

³ The ICPD and MDG goals moved closer in 2005 when the MDGs added reproductive health indicators.

⁴ http://www.jhsph.edu/gatesinstitute/pdf/policy_practice/fpconference/FPconference2009_overview.pdf

⁵ A group of major population donors launched an initiative (see <http://www.unfoundation.org/global-issues/women-and-population/strengthening-us-leadership-on-reproductive-health-family-planning.html>) to raise the U.S. population funding to \$1 billion annually in 2010, while the previous year a group of former high-level U.S. Government officials involved in population policy called for \$1.2 billion to be the goal in Making the Case (see <http://www.prb.org/pdf09/makingthecase.pdf>).

⁶ Hogan et al, Maternal Mortality for 181 Countries: 1980-2008. The Lancet, May 2010.

⁷ <http://www.unicef.org/pon95/fami0007.html>

Beyond the core issues that have defined population and reproductive health, new and neglected issues are seeking a place in population policymaking. Examples include: the emerging challenges facing low fertility countries; age structure changes that offer fleeting opportunities to improve economic growth; and population impacts on global and local environments. These and other issues should be addressed by the collective and coordinated actions of the many UN entities that address population/development topics with varying degrees of intensity.

In its prior work on demographics and development, CGD pointed to the importance of population trends in determining development outcomes, and identified four of particular importance:⁸

- ✓ **The pressing unfinished agenda in reproductive health**, particularly family planning and maternal survival, now largely centered in South Asia and sub-Saharan Africa. Evidence of fertility decline can be found in all regions, including Africa. However, the pace of the transition varies sharply across regions. In sub-Saharan Africa, fertility still averages above 5 children per woman, ensuring continuing population growth there well into the 21st century. Countries as diverse as Ghana, Kenya, Zimbabwe, Turkey and Guatemala are experiencing fertility “stalls,” or plateaus, in the rate of fertility decline. The causes of these slowed rates may be associated with stagnation in socioeconomic advancement.⁹ In some countries, a persistent preference for sons and other gender-related issues may play an important role in keeping fertility rates above replacement levels.¹⁰ Meanwhile, a reinvigorated campaign to reduce maternal deaths begun in 2007 has galvanized a wide range of organizations and spurred new funding promises at the G8 and G20 meetings in 2010¹¹ and from the Bill and Melinda Gates Foundation.¹²
- ✓ **Changing age structure, both the “youth bulge” and population aging.** The youth bulge is a story about numbers and rates. The number of 12–24 year olds in the world today, estimated at 1.5 billion, is the largest youth bulge the world has ever seen. In Asia, Latin America, and the Caribbean, youth populations are expected to peak in size in 2010; in Africa and South Asia they will continue to grow through 2050. These young people need good educations, jobs and opportunities to engage in civil society, all challenges for low income countries. Future economic prospects depend on a country’s investments in education and economic policies.

On the other side of the demographic divide, fertility in quite a few countries in Europe and the former Soviet Union has reached new lows. In the 1980s for the first time, countries reported “very low” fertility rates of 1.5 or less. The 1990s saw a further decline to “lowest low” fertility rates (1.3 or less).¹³ In 2005, sixteen countries had a TFR of 1.3 or less, thirty-one had a TFR of 1.4 or 1.5, and sixty-eight had a TFR between 1.5 and 2.1. Combined with longer life expectancy,

⁸ http://www.cgdev.org/doc/Demographic_and_Development/DD_background_12_10_08.PDF

⁹ John Bongaarts, 2005. “The Causes of Stalled Fertility Transitions,” *Policy Research Division Working Paper*. New York. Population Council. 5 See, for example, Jane Menken, Nizam Khan and Abdur Razzaque, 2008. “The Stalled Fertility Transition in Bangladesh: The Effects of Gender and Number Preferences.” Paper presented at the annual meetings of the Population Association of America, New Orleans, LA.

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¹¹ <http://globalhealth.kff.org/Daily-Reports/2010/June/04/GH-060410-Maternal-Health.aspx>

¹² <http://online.wsj.com/article/SB10001424052748703303904575293490779968742.html>

¹³ Hans Peter Kohler, personal communication, September 5, 2008.

these low fertility rates lead to a relatively larger number of people in the older age cohorts. These population age groups draw support from a country's social, medical and economic systems, which may be costly.

- ✓ **Internal and international migration trends and pressures.** In 2005, approximately 60 million people migrated from a less developed country to a more developed one, roughly the same number that migrated from one less developed country to another less developed one.¹⁴ An emerging movement argues that it is no longer relevant to ask *whether* immigration contributes to development but rather to ask *how much* it contributes. Conventional measures of development hide the full contributions of immigration. Better measures represent a key first step toward identifying the point at which migration—which is one of the biggest forces moving people in developing countries out of poverty—becomes a major engine for economic development.¹⁵
- ✓ **Environmental linkages.** Scientific and popular debate about the causes of climate change and strategies to mitigate its effects has been relatively silent on the subject of demographic change.¹⁶ This silence can be partly explained by the focus of climate change debate on consumption, which is highest in the slow growing or shrinking industrial world.^{17,18} Difficulties in attributing environmental outcomes, including climate change, and the apparent different directions of various demographic effects (e.g., aging decreases emissions; urbanization increases them) no doubt have encouraged researchers to focus on other factors that more directly and consistently affect climate change.

At least three demographic trends are relevant to climate change: (1) age structure transitions and attendant changes in consumption patterns, a relevant development for both industrialized countries as well as many populous emerging markets which by mid century will have age structures resembling those of the developed world; (2) population movement and increases in consumption associated with urban residence; and (3) in-place population growth, a driver of greenhouse gas emissions. New research suggests population growth in both developed and developing nations is expected to play a very important role in global greenhouse gas (GHGs) emissions. For developed countries, per capita carbon emissions have stabilized or even decreased in the last two decades. This means that emission increases in the developed world are now primarily driven by population growth.¹⁹

¹⁴ Philip Martin and Gottfried Zurcher, 2008. "Managing Migration: The Global Challenge." *Population Bulletin*, March. Population Reference Bureau, Washington, D.C.

¹⁵ Michael Clemens and Lant Pritchett, 2007. "Is Migration Development? Global Estimates of Income per Natural." Northeastern Universities Development Consortium Conference, Harvard University, Oct 26–27.

¹⁶ See Alex De Sherbinin and George Martine, 2007

¹⁷ 45 See, for example, the scant attention given to demographic factors by the Intergovernmental Panel on Climate Change (IPCC) and in the 2007 Kyoto Protocol.

¹⁸ 46 The greatest increases in consumption are occurring in China and India, where arguably, reduced family size combined with economic opportunity help create the middle class which is driving this consumption

¹⁹ Meyerson, Frederick, 1998. Population, Carbon Emissions and Global Warming: The Forgotten Relationship at Kyoto, *Population and Development Review*. 24 no. 1 (Mar 1998): 115-130.

United Nations Agencies Currently Involved in Population and Development

The United Nations Population Fund (UNFPA), through the Program of Action from the 1994 International Conference on Population and Development (ICPD), remains a focal point for the UN's population agenda, with an emphasis on reproductive health. Various other UN entities address population/development issues as components of their work. For example, the ILO works on pension issues related to aging in Europe, the IOM focuses on a full range of migration-related concerns, the WHO conducts significant work in reproductive health and research, and has created a small program on aging.

A scan of the United Nations organizational chart and various UN websites emphasizes that, at least in theory, many UN entities deal with the issues highlighted above, and there are many overlaps in the general functional responsibilities. Table 1 lists the UN agencies with some responsibility in the area of population (See Annex 1 for additional information about the agencies most heavily involved in population issues and Annex 2 for selected functional duties of those agencies).

Table 1: Population and Development UN Agencies

- *United Nations Secretariat, Department of Economic and Social Affairs*
 - Statistics Division
 - Population Division
- *Commissions*
 - Regional Commissions (Africa, Europe, Latin America and the Caribbean, Asia and the Pacific, and Western Asia)
 - Population and Development Commission
 - Commission for Social Development
 - Sustainable Development Commission
 - Statistical Commission
 - Status of Women Commission
- *Programs and Funds*
 - UN Population Fund (UNFPA)
 - UN Environment Program (UNEP)
 - Office of the UN High Commissioner for Refugees (UNHCR)
 - UN Children's Fund (UNICEF)
 - UN Development Fund (UNDP) including the UN Development Fund for Women, (UNIFEM)
 - Joint UN Program on HIV/AIDS (UNAIDS)
 - World Food Program (WFP)
- *Specialized Agencies*
 - World Health Organization (WHO)
 - World Bank

Challenges to the UN's Role in International Population Policy

As much or more than any other development issue, population policy requires a global perspective and guiding hand. Further, the functions and policies of the UN related to population should evolve as the needs of member countries and the global population development context changes. The UN brings multiple strengths to population and development policy discussions:

- ✓ All countries have a voice when major policy decisions are made.
- ✓ It does not represent any particular national or commercial interest.
- ✓ It has the largest network of country offices for the delivery of development assistance.
- ✓ Its mandate is comprehensive, spanning social, economic, and emergency needs.²⁰

Ironically, these strengths inherently contain challenges in carrying out a global policy agenda on such a sensitive – and nationally sovereign – issue as population policy. A recent review of the UN by Thomas G. Weiss highlights a deep divide in the UN between developed and developing countries over human rights, economic development, and security; the decentralized, overlapping, and incoherent array of councils and agencies; and the dysfunctions of its bureaucracy and weak leadership. Weiss sees a fundamental mismatch between an organization founded to serve and protect sovereign states and the accumulation of global problems, including many that are population related, and require the functional equivalent of a world government.²¹

Informal, off-the-record conversations with half a dozen population and development professionals inside and outside the UN about population/development policy mirror Weiss's assessment of the UN as a whole. The UN agencies that work on population, particularly UNFPA, receive praise for making sure human rights—a central UN focus-- were at the center of the population and reproductive health debates at the 1994 International Conference on Population and Development (ICPD). This led to a “convenient compromise” that allowed almost all of the world's countries to sign on to the Program of Action (PoA).

Yet UNFPA is also criticized for losing sight of its comparative advantage (which most of the non-UN interviewees thought should be population growth and family planning), for failing to identify, communicate and act on a focused set of global priorities (among the 22 action points in the PoA), for lacking political skills to articulate the importance of population and reproductive health to development and wellbeing and for accepting a low spot on the UN totem pole and the attendant low morale that comes with that position. The interviewees recognized the day-to-day challenges of working on issues that seem to draw controversy and clashes of culture. Interviewees also expressed concern about a lack of coordination across UN entities. For example, lack of cooperation and overlapping mandates were cited between the UN Population Division and UNFPA, and deep concern expressed about the new women's agency and its role on country teams, which are headed by UNDP staff.

²⁰ <http://www.un.org/geninfo/ir/index.asp?id=130>

²¹ <http://www.foreignaffairs.com/articles/64682/g-john-ikenberry/what%C3%A2%E2%82%AC%E2%84%A2s-wrong-withthe-united-nations-and-how-to-fix-it>

Moving Forward

If the criticisms aimed by Weiss at the UN itself, and echoed by others specifically about UNFPA, are to be addressed, the discussion must consider how to balance assigned responsibilities with available resources. There does not seem to be a unit within UNFPA or elsewhere that takes a broad look at population and development linkages and supports a policy dialogue on the full range of issues. Whether such a role is needed – at the UNFPA or elsewhere within the UN system – will be debated within the CGD Working group. The UNFPA is a small agency, and it is legitimate to question how broad its scope can be and remain effective.

Nonetheless, as the pre-eminent agency for population issues within the UN system, the UNFPA should exert leadership on the range of population issues taken up across the UN, and this includes articulating a compelling message about the importance of population to development. This is no small order and requires coherence between headquarters and the field, and between normative functions and service delivery. How UNFPA establishes priorities that meet the needs of member countries and the families within them is not easily agreed upon.

The initial discussions about the UN's role in international population policy in preparation for the working group, and specifically about UNFPA's future role, raise a set of questions that may be worth exploring by the members:

1. How should UNFPA refine its policy focus as 2015 approaches? How are policy decisions made and resources allocated?
2. What are the distinct but complementary roles for multiple UN agencies, commissions, and divisions in the population and development policy nexus? How are issues given priority?
3. Should the UN work as intensively on issues such as aging and population environment in developing countries, which have significant health and economic consequences, as it does on sexual and reproductive health? If so, where should such work be based?
4. How should the proposed new UN Women's Agency interact with UNFPA and other UN agencies, commissions, and divisions working on population?
5. How should population policy interact with other UN initiatives, such as the Copenhagen Accord or the MDGs?
6. What is UNFPA's comparative advantage, and should UNFPA play a coordinating role across a wider range of issues? How should resources for key functions be allocated?

Annex 1: UN Agencies and Divisions with Major Population Missions

UNFPA. UNFPA's mission is to promote "the right of every woman, man and child to enjoy a life of health and equal opportunity. UNFPA supports countries in using population data for policies and programs to reduce poverty." UNFPA's project expenditures in 2008 totaled \$340.4 million including \$272.4 million for country programs and \$68 million for inter-country (regional, interregional, and headquarters) programs.²² It has about 1,100 core staff, 80 per cent of whom are field based.

UNFPA is a subsidiary organ of the United Nations General Assembly. It plays a unique role within the United Nations system: to address population and development issues, with an emphasis on reproductive health and gender equality, within the context of the ICPD Programme of Action and the Millennium Development Goals. UNFPA receives overall policy guidance from the General Assembly and Economic and Social Council (ECOSOC). It reports to its governing body, the UNDP/UNFPA Executive Board, on administrative, financial and program matters. The Fund works in close collaboration with many other development and humanitarian agencies (particularly WHO, UNICEF, UNDP and UNAIDS) in the field.

Milestones in the history of UNFPA

When the UN Fund for Population Activities was introduced as a trust fund on 11 July 1967 (it actually began operations in 1969), its administration was entrusted to UNDP.

In 1971, the General Assembly acknowledged that UNFPA should play a leading role within the UN system in promoting population programmes.

In 1972, in recognition of the growth in its resources and scope of operations, UNFPA was placed under the General Assembly's authority and the UNDP Governing Council was named as its governing body, subject to ECOSOC's overall policy guidance.

In 1979, the General Assembly affirmed that UNFPA was one of its subsidiary organs. In 1980, it became part of the executive coordinating body, now called Chief Executives Board for Coordination (CEB).

In 1987, the name of UNFPA was changed to the United Nations Population Fund, but its official abbreviation, UNFPA, remained the same.

In 1993, the General Assembly transformed the governing councils of UNICEF and UNDP/UNFPA into executive boards, subject to the authority of ECOSOC. ECOSOC provides policy guidance and ensures that the policies of the General Assembly are implemented.

After the International Conference on Population and Development (ICPD) held in Cairo in 1994, the Secretary-General designated UNFPA as the lead United Nations organization for the follow-up and implementation of the conference's Programme of Action.

²² <http://www.unfpa.org/about/report/2008/en/ch6.html>

UNDP. UNDP is the UN's global development network. The 2007-2008 budget was \$778 million. In country offices, the UNDP Resident Representative serves as the Resident Coordinator of development activities for the United Nations system as a whole.²³ Population and development is not an explicit component of UNDP's mandate—which covers democratic governance, poverty reduction, crisis prevention and recovery, environment and energy, and HIV/AIDS. However, UNDP uses population data to describe development challenges and help policymakers prioritize. For example, the Human Development Index includes life expectancy as one of its key indicators, along with education and GDP.

The implementation of the MDGs is based in UNDP. The MDGs represent a global partnership that has grown from the commitments and targets established at the world summits of the 1990s. Aimed at the year 2015, the MDGs are an agreed set of goals that can be achieved if all actors work together. Originally, the goals did not include a broad focus on reproductive health nor reproductive health indicators beyond safe motherhood, but a new target with family planning indicators was added in 2005:

- Target 5.B Achieve, by 2015, universal access to reproductive health
 - 5.3 Contraceptive prevalence rate
 - 5.4 Adolescent birth rate
 - 5.5 Antenatal care coverage
 - 5.6 Unmet need for family planning

Gender. UNIFEM, also under the UNDP umbrella, is a small agency (\$27.2 million budget in 2008-2009) that has been the main free-standing gender agency in the UN, although many other parts of the UN system are also committed to and have programming in support of gender equality. UNIFEM is slated to be replaced by a new gender agency that combines many of these mandates. An appointment of the agency's first leader is imminent. The agency is designed to combine four existing women's programs (UNIFEM, Division for the Advancement of Women, International Research and Training Institute for the Advancement of Women, and Office of the Special Advisor on Gender Issues), have a \$500 million budget, and be led by an under Secretary-General.

Other relevant UN agencies. Within the United Nations Secretariat, Department of Economic and Social Affairs, two key divisions contribute to the UN's work in population and development: the Statistics Division and the Population Division.^{24 25}

The **Statistics Division** (UNSD) is responsible for collecting and disseminating data on a wide range of issues. It works to standardize the statistical methods and definitions used throughout the UN system and supports the United Nations Statistical Commission. UNSD contributes to the MDGs by leading the Interagency and Expert Group on MDG indicators and maintaining the global MDG indicator database.

The **Population Division** (UNDP) carries out statistical modeling and analyses of major issues related to population and development. Their work is technical and highly regarded and as one of only a few agencies around the world to carry out extensive modeling for countries, regions, and the world as a whole. UNDP population projections receive significant media attention and are widely used for policy

²³ <http://www.undp.org/about/>

²⁴ <http://www.un.org/esa/population/p&d.html>

²⁵ The Statistics Division is the smaller of the two, about 20 staff, and the Population Division is larger, with about 80. These numbers need to be confirmed.

discussions. The division's population estimates and medium variant projections are the official numbers used throughout the UN system as the denominators for planning. UNPD projections face some technical debate about what long-term fertility assumptions to use (replacement level of 2.1 children per woman, for example) and the pace at which countries will get to replacement level. The division is also considering moving away from presenting high, medium, and low variant projections to probabilistic projections, which are technically more sophisticated but also harder to explain to nontechnical audiences.

UNPD's work covers a wide array of major population and development issues, including migration, urbanization, aging, and population policies. The division convenes technical meetings and produces publications—both technical reports, shorter briefs, and wall charts on timely issues such as urbanization and aging.²⁶ Both the way the topics are identified and the extent to which these efforts move beyond technical audiences and into the policy arena may be worth follow up. UNPD collaborates with other UN groups working on population and development, working closely with UNFPA to monitor the implementation of the ICPD Program of Action and the new reproductive health indicators in MDG's Goal 5.

Specialized agencies. The *World Bank* has about 24 health, population, and nutrition loans with a population and reproductive health component, valued at about \$318 million, and an additional \$13.3 million in grants. Most of the Bank's lending for population projects is directed at Sub-Saharan Africa and South Asia. The Bank recently published a new Strategy for its work on reproductive health.

The *International Organization on Migration* (IOM) is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. With 127 member states, a further 17 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

WHO's Department of Reproductive Health and Research (RHR) works to build the capacity of countries to promote and protect sexual and reproductive health. Within RHR, the RHP—as the UNDP/UNFPA/WHO/World Bank Special Program of Research, Development and Research Training in Human Reproduction is known—is the main instrument within the UN system for supporting research on human reproduction, bringing together policymakers, scientists, health care providers, clinicians, consumers, and community representatives to identify and address research priorities.

RHR covers a wide range of reproductive health topics including:

- Adolescent sexual and reproductive health
- Ageing and sexual and reproductive health
- Cancers related to sexual and reproductive health
- Family planning
- Female genital mutilation and other harmful practices
- Infertility
- Maternal and perinatal health

²⁶ <http://www.un.org/esa/population/unpop.htm>

- Reproductive tract infections, STIs, and HIV/AIDS
- Unsafe abortion

The RHR 2008-09 budget was \$62.7 million of which \$41.4 is for RHP. Thirty-five percent of the budget was allocated for technical cooperation.

Annex 2: Selected Functional Duties of UN Agencies in Population²⁷

1. Data collection, analysis, and dissemination

UNFPA	Assists countries to collect and analyze population data to help them understand population trends
The Statistics Division	Compiles and disseminates global statistical information Develops standards and norms for statistical activities
The Population Division	Prepares the official United Nations demographic estimates and projections for all countries and areas of the world

2. Coordination and support for UN bodies

The Population Division	Supports intergovernmental bodies such as the Commission on Population and Development, as well as related work of the General Assembly and the Economic and Social Council
UNAIDS	Brings together the efforts and resources of ten UN system organizations in the global AIDS response
Regional Economic Commissions	Promote the economic and social development of UN members, foster intra-regional integration, and promote international cooperation for development

3. Advocacy and policy development

UNFPA	Advocates for reproductive health and rights Promotes the ICPD Program of Action Promotes the MDGs Advocates for gender equity Advocates for initiatives on a range of other RH issues (e.g., fistula, safe motherhood)
UNIFEM	Serves as a catalyst and innovator to promote gender equality Emphasizes opportunities to mainstream gender equality in the context of United Nations reform and national level coordination
UNEP	Engages young people to address environmental issues directly and through their influence on their communities, societies, and governments

²⁷The examples are illustrative, not comprehensive and are based mainly on descriptions linked through the following webpage:
<http://www.un.org/esa/population/p&d.html>

4. Research

WHO, Department of Reproductive Health and Research	Shapes the reproductive health research agenda and sets norms and standards
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5. Technical Assistance

The Statistics Division	Supports countries' efforts to strengthen their national statistical systems
WHO, Department of Reproductive Health and Research	Provides technical support to countries and monitors and assesses health trends

6. Implementation

UNFPA	Supports programs in about 150 countries, areas and territories Takes a lead role in reproductive health commodity security In response to disasters, takes the lead in providing RH supplies and services
UNDP	Works in 166 countries to support capacity development by helping governments, civil society and other partners to build the skills, knowledge and experience they need to improve peoples' lives

7. Monitoring and evaluation

The Population Division	Monitors progress towards the achievement of the ICPD Program of Action Supports monitoring implementation of the Millennium Development Goals
UNICEF	Measures the situation of children and women and tracks progress through data collection and analysis Monitors the child-related Millennium Development Goals (MDGs)