



UNITED NATIONS



Distr.
LIMITED
LC/L.3211
24 March 2010
ENGLISH
ORIGINAL: SPANISH

**REPORT OF THE REGIONAL SEMINAR ON THE PROGRESS MADE AND KEY
ACTIONS FOR IMPLEMENTATION OF THE CAIRO PROGRAMME OF
ACTION 15 YEARS AFTER ITS ADOPTION**

Santiago, 7 and 8 October 2009

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A. BACKGROUND

1. The Economic Commission for Latin America and the Caribbean (ECLAC), in resolution 644(XXXII) of 2008, requested the secretariat to organize a seminar in 2009, with the support of the United Nations Population Fund (UNFPA), to review the progress made in implementing the Programme of Action of the International Conference on Population and Development (Cairo Programme of Action) 15 years after its adoption and to consider how it relates to the Millennium Development Goals, with special reference to the question of universal access to sexual and reproductive health.

2. Pursuant to this mandate, the Latin American and Caribbean Demographic Centre (CELADE) - Population Division of ECLAC and UNFPA held a technical seminar as part of the celebrations being held throughout the year in different parts of the world to mark the fifteenth anniversary of the International Conference on Population and Development.¹

B. ATTENDANCE AND ORGANIZATION

1. Place and date of the meeting

3. The Regional seminar on progress made and key actions for implementation of the Cairo Programme of Action, 15 years after its adoption, was held at ECLAC headquarters, in Santiago, on 7 and 8 October 2009.

2. Objectives

4. The purpose of the seminar was to provide a forum for a technical discussion of progress made by the countries of the region towards fulfilment of the mandate of the Programme of Action adopted at the International Conference on Population and Development. The event also served as an opportunity to consider proposals that would expedite implementation of the Programme of Action over the next five years, and assess its contribution towards the Millennium Development Goals and the promotion and protection of human rights.

3. Attendance

5. The event brought together experts from Governments, non-governmental organizations and academic institutions of 19 countries in Latin America —Argentina, the Bolivarian Republic of Venezuela, Brazil, Chile, Colombia, Costa Rica, Cuba, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Mexico, Nicaragua, Panama, Paraguay, Peru, the Plurinational State of Bolivia and Uruguay— and four countries from the Caribbean: Antigua and Barbuda, Jamaica, Saint Lucia and Trinidad and Tobago. Also attending were representatives of UNFPA and of the following programmes and agencies of the United Nations system: International Labour Organization (ILO), Pan-American Health Organization (PAHO), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO) and International Organization for

¹ See [online] <<http://www.unfpa.org/icpd/15/events.cfm>>.

Migration (IOM). The following inter-governmental organizations were also represented: Ibero-American Youth Organization (OIJ) and Ibero-American General Secretariat (SEGIB). ECLAC officials attending included researchers and consultants from CELADE-Population Division of ECLAC, the Social Development Division and the Division for Gender Affairs.²

C. AGENDA

6. The discussions took place in a single plenary meeting and focused on the eight issues listed below:
 1. Implementation of the Programme of Action of the International Conference on Population and Development in Latin America and the Caribbean: progress and outlook for the future
 2. The links between population, sustainable social and economic development and poverty reduction
 3. Reproductive rights and sexual and reproductive health
 4. Gender equality and the empowerment of women
 5. Changes in families, equal opportunity and social inclusion
 6. Changes in the age structure of the population: equity and intergenerational interaction
 7. Population, territory and the environment
 8. Conclusions

D. OPENING SESSION

7. Statements were made by Alicia Bárcena, Executive Secretary of ECLAC, Mari Simonen, Deputy Executive Director of the United Nations Population Fund (UNFPA) and Carlos Anzaldo Gómez, Director of the Department of Settlement and Sustainable Regional Development, National Population Council of Mexico (CONAPO), in his capacity as Chair of the ECLAC sessional Ad Hoc Committee on Population and Development. Dirk Jaspers_Faijer, Chief of CELADE-Population Division of ECLAC acted as moderator for the session.

8. The Executive Secretary of ECLAC stated that the International Conference on Population and Development, held in Cairo, had been one of the most important world conferences organized by the United Nations during the 1990s, at which the international community addressed the major challenges to sustainable economic and social development. In that regard, the region had made notable progress in reducing poverty, mortality rates and gender inequity; other advances had been observed, including the expansion of primary education coverage. Those advances had taken place during a period of extraordinary economic growth and in a favourable demographic context. Despite those significant achievements, the

² For a complete list of participants, see [online] <<http://www.cepal.org/celade/cipd15>>.

Latin America and Caribbean region faced persistent challenges and, in particular was feeling the repercussions of the current financial crisis. Its success in fulfilling the goals deriving from the Cairo conference and other internationally agreed development goals, including the Millennium Development Goals, would depend on the adoption of sound public-policy decisions and on the availability of the necessary financing to implement them.

9. The Deputy Executive Director of UNFPA said she considered the regional seminar to be a unique opportunity to reflect on the Cairo Programme of Action process up to that point, and to reinvigorate the effort for the road ahead. She highlighted the progress made over the past 15 years, especially in the area of family planning, but also underscored that successes in implementing the Cairo Programme of Action had not been across-the-board. Geographic and social inequalities continued to be a significant challenge, and, the unacceptable standards of maternal health in many countries were among the visible manifestations of such inequalities. Other major challenges which would have a greater impact on the poor, and especially on women were teenage pregnancy, gender violence, and climate change. The Cairo Programme of Action anchored population at the centre of the development agenda, and placed human beings at the core of the process.

10. The Chair of the ECLAC sessional Ad Hoc Committee on Population and Development described the relationship between population and development in the public agenda of Mexico, stating that for the past 35 years his country's population policy had sought to improve the living conditions of persons and had conceptualized demographic issues as being intrinsic elements of development, which should be taken into consideration when designing, implementing and evaluating public policy. He also reaffirmed the commitment of the Government of Mexico to the Cairo Programme of Action.

E. PROCEEDINGS

Implementation of the Programme of Action of the International Conference on Population and Development in Latin America and the Caribbean: progress and outlook for the future (agenda item 1)

11. This session was moderated by Luis Mora, Deputy Director, UNFPA Regional Office for Latin America and the Caribbean. The speakers were Dirk Jaspers_Faijer, Director of CELADE-Population Division of ECLAC; Winston Williams, Minister of Education, Sport and Youth Affairs, Antigua and Barbuda; and Marcela Suazo, UNFPA Regional Director for Latin America and the Caribbean.

12. In his presentation entitled "Latin America: progress and challenges in the implementation of the Cairo Programme of Action, 1994-2009", the Director of CELADE reported on the advances, limitations and pending issues in the implementation of the Programme of Action and how those issues related to the Millennium Development Goals. He also pointed out the challenges the region would be facing, in terms of the goals that remained to be reached and the emergence of new problems and challenges. Addressing the future agenda of the Cairo Programme of Action to 2014, he said it was fundamental that the goals deriving from the Cairo Conference and the Millennium Development Goals should be reaffirmed through the allocation of necessary resources. The main lesson learned over the past 15 years was that the time horizon for the process was much farther off than the one set in Cairo in 1994. Governments, civil society and international cooperation organizations should begin immediately to outline the agenda and plans of action for facing the complex challenges of the following decades.

13. The Minister of Education, Sport and Youth Affairs of Antigua and Barbuda presented the conclusions reached by experts at the Caribbean subregional meeting on progress in the implementation of the Cairo Programme of Action 15 years after its adoption, which had been held in Antigua and Barbuda on 20 and 21 August 2009. He said that the region still had persistent pockets of poverty and that the Caribbean countries were highly vulnerable, given their sizeable foreign debts and high exposure to natural disasters, their limited resources, thinly diversified economies and the challenges that stretched their institutional capacity. Although significant progress had been made in the Caribbean in the areas of human and economic development as demonstrated, for example, by the achievement of universal primary education, the sustainability of those processes could be jeopardized by the global economic crisis. Therefore, political commitment to the goals of the Cairo Programme of Action needed to be reinforced and maintained, and the financial support required for that purpose must be provided.

14. The UNFPA Regional Director for Latin America and the Caribbean analysed the international aid and domestic investments that went towards implementation of the Cairo Programme of Action between 1997 and 2007. She also unveiled the costs for 2009-2015, which had been adjusted by UNFPA to reflect the new international and regional environment, and emphasized the importance of investing in population activities during times of crisis. Several issues would require twice the financial investment originally estimated over the next five years to guarantee follow-through on the basic goals of the Cairo Programme of Action in the region. That investment would have to be sustainable over both the short and the long term. Lastly, she underscored a recurring theme of most of the presentations and sessions, which was that the Millennium Development Goals would not be met unless gender equality and sexual and reproductive health became political and financial priorities in the region.

The links between population, sustainable social and economic development and poverty reduction
(agenda item 2)

15. This session was moderated by José Antonio Mejía, Vice-president of the Demographic and Social Information Subsystem of the National Institute of Statistics and Geography (INEGI) in Mexico. Following an opening presentation by Paulo Saad, Population Affairs Officer of CELADE-Population Division of ECLAC, a panel of experts discussed demographic trends and their place in public-policy considerations. The panel was made up of Eduardo Ríos-Neto, Researcher at the Centre for Regional Development and Planning (CEDEPLAR) of Brazil; Elvio Segovia, Deputy Minister of Political Affairs, Ministry of the Interior of Paraguay, and Paulo Javier Lara, a consultant with the UNFPA Office in Colombia.

16. The Population Affairs Officer of CELADE highlighted some of the demographic, socio-economic, cultural and institutional features of the Latin American context that shed light on the progress, obstacles and challenges relating to implementation of the Cairo Programme of Action in the region. Those features included social and economic inequality, demographic heterogeneity, cultural and institutional ambivalence and profound institutional weaknesses. He said that the relationship between population and development must be a proactive one, that is, action should be taken immediately to address future outcomes. The report presented during the first session not only examined the fulfilment of the Cairo Programme of Action goals on a national level, but also assessed the challenges the region would face in the future.

17. The CEDEPLAR researcher spoke of the impact population dynamics had on development, focusing specifically on how they affected social policies. Referring to the concept of unequal opportunities, which measured the portion of inequalities that should be redistributed in order to close gaps between social groups, he explained that both demographic trends and the demographic dividend

could be conceived as shifting a portion of opportunities from one part of the population to another and affirmed that social policies should aim for universal coverage.

18. The Deputy Minister of Political Affairs of Paraguay stated that the preparation of his country's report to the International Conference on Population and Development, in 1994 had been a landmark in the development of his country's long-standing population policy. Based on historical trends identified in sociodemographic studies and in response to current changes and forecasts, that policy sought to ensure that economic and social policies were applied in a coordinated and interactive way thus turning population into a strategic factor in Paraguay's development.

19. Lastly, the consultant with the UNFPA national office in Colombia said that progress made in the Cairo Programme of Action was being evaluated, especially in terms of the need to integrate demographic factors into all aspects of development, at all levels and in all regions, in order to meet the needs and improve the quality of life of current and future generations. Demographic factors were also being linked to environmental and economic factors when formulating sustainable development policies, plans and programmes, although there were lingering challenges especially concerning the need for more comprehensive planning that would place the population at the centre of the development process.

Reproductive rights and sexual and reproductive health (agenda item 3)

20. The third session, which was moderated by Harold Robinson, UNFPA Representative for Brazil and Country Director for Argentina and Paraguay, began with a general presentation by Ana Güzmes, Regional Adviser on Sexual and Reproductive Health, UNFPA Regional Office for Latin America and the Caribbean, and continued with a panel discussion about universal access to sexual and reproductive health. The panel was made up of three national presenters: Paz Robledo, National Director, Adolescent and Youth Health Programme, Ministry of Health of Chile; Ramiro Villanero, Community Development Coordinator, Ministry of Health and UNFPA project to reduce maternal mortality in Ngöbe and Buglé region, Panama; and Edieu Louisant, Oversight and Evaluation Officer, Coordination Unit of the National Programme to Combat HIV/AIDS of the Ministry of Public Health and Population of Haiti.

21. The UNFPA Regional Advisor on Sexual and Reproductive Health reported on the progress made and prospects for implementation of the Cairo Programme of Action in Latin America, as it pertained to the goal of achieving universal access to sexual and reproductive health by 2015. She said that significant progress had been made in family planning in almost all countries of Latin America during the previous decade, although progress had been uneven. The region's inconclusive sexual and reproductive health agenda needed to be resolved by reducing maternal mortality and deaths from cancer of the reproductive organs; guaranteeing safe abortions for women who chose to interrupt their pregnancies; solving the problem of unwanted pregnancies, especially among teenagers through the distribution of contraceptives; controlling the spread of sexually transmitted diseases; and providing universal access to sexual and reproductive health for the whole population, from the perspective of citizens' rights.

22. The National Director of the Adolescent and Youth Health Programme for the Ministry of Health of Chile discussed sexual and reproductive health services that targeted that age group, in a context marked by an increase in the proportion of infants live-born to adolescent mothers as a percentage of total births. The thrust of health policy for that group was to improve the health of young people, empower adolescents and youth and assemble teams of health workers trained to work with youth.

23. The Community Development Coordinator of the joint project being implemented by the Ministry of Health of Panama and UNFPA described the context in which it was being carried out, its

organization, objectives, achievements and the problems that had come up during its implementation. He said that given the cultural characteristics of the Ngöbe and Buglé peoples, the work was focused on empowering the women and including them in decision-making, and on fostering the responsibility of the men in the health of their partners, sons and daughters. Progress in the implementation of the strategy to reduce maternal mortality had been significant, but insufficient.

24. The representative of the Ministry of Public Health and Population of Haiti spoke about HIV/AIDS in that country and about government health programmes aimed at halting the spread of the disease. He said that the major challenges to Haiti were to maintain and build on gains achieved in coverage of public treatment and prevention services and ensure funding for future programmes; address the rapid spread of the disease among women; prevent mother-to-child transmission; target programmes to vulnerable population groups and sexual minorities; and engage civil society in prevention and treatment programmes.

Gender equality and the empowerment of women (agenda item 4)

25. The moderator for the session was Ana Cristina Badilla, Regional Adviser on Gender, UNFPA Regional Office for Latin America and the Caribbean. The main presentation was given by Sonia Montaña, Officer in Charge of the Division for Gender Affairs of ECLAC. The panel, which discussed policies and programmes on reproductive rights and sexual violence, was made up of Ana Cristina González Vélez, Consultant with the Division for Gender Affairs of ECLAC and UNFPA; Ginés González García, Ambassador of Argentina in Chile; Deborah Lynn Billings, Consultant with the non-governmental organization IPAS; Rocío Villanueva, of the Pontificia Universidad Católica of Peru; and Nilcéa Freire, Minister of the Special Secretariat on Policies for Women, Brazil.

26. The Officer in Charge of the Division for Gender Affairs of ECLAC said that the Cairo Conference had been a turning point in the social agenda of the United Nations and signalled a paradigm shift from a demographic approach to a rights-based approach. The achievements made in implementing the platform could experience setbacks, however, and were not evenly distributed. In some sectors change had been thwarted by institutional delays. The pivotal challenges for the region were to reduce maternal mortality and teenage pregnancies and the main obstacle to gender equality and to the policies called for by the Cairo Programme of Action was the lack of political will: the reason the countries had not made progress on those issues was that they did not consider women's problems to be important.

27. The consultant with the Division for Gender Affairs of ECLAC and UNFPA stated that over the preceding 15 years there had been advances in the development and contents of the right to health, both in terms of regulations and obligations. That right encompassed sexuality and reproduction, elements that were indispensable to physical, mental and social well-being. The deadline for the Cairo Programme of Action should be a time to take stock of action by States, assess advances and identify pending issues.

28. The Ambassador of Argentina in Chile reported on the process his country has gone through in order to pass a reproductive health law. The efforts of women's organizations had been crucial in that achievement. He said that consensus was critical to the implementation of reproductive health policy. That public policy sought to bring equity to the issue of access to health services, specifically as it related to reducing maternal mortality and teenage pregnancies, the manifest intention being to provide access to contraceptives free of charge as well as access to legal abortions.

29. The representative of IPAS presented the main outcomes of research conducted into health services for surviving victims of sexual violence by her organization, in conjunction with UNFPA, the

International Planned Parenthood Federation/Western Hemisphere Region and the Inter-American Commission on Human Rights. She said that the study showed that violence against women was recognized as a public health and human rights problem in terms of legislation and policies, but enforcing the legislation was a difficult matter because health workers were not familiar with it. Two major recommendations that had come out of the research were that therapeutic abortions should be decriminalized and recognized as a right of surviving victims of sexual violence, and that clear protocols should be established for handling such situations.

30. The researcher from the Pontificia Universidad Católica of Peru stated that some of the debate of the Cairo Programme of Action was shifting away from the ministries of health and into the courts, as had happened with the issue of emergency contraceptives. In several countries of the region there had been lawsuits over the issue, the outcomes of which had generally been negative, resulting in either prohibitions of a particular brand of emergency contraceptive or bans against its distribution as part of public health services. Such cases could undermine public policies approved by the executive branch. In recent years there had been legal and constitutional reforms on the issue of abortion but, like the decisions by the high courts, those reform process had not been uniform.

31. The Minister of the Special Secretariat on Policies for Women in Brazil said that the goal of achieving equality between men and women had been an important legacy of the feminist movement and could be seen, for example, in Brazil's constitutional reform and in the way policies on equality, including those that addressed sexual and reproductive rights, had been incorporated into the institutions of the State. She described how Brazil's policy-making process had worked on women's issues, with civil society having played an active role. She also reiterated Brazil's commitment to the Cairo Programme of Action.

Changes in families, equal opportunity and social inclusion (agenda item 5)

32. The session was moderated by Lorena Flores Salazar, Technical Deputy Director of the National Institute of Women (INAMU) and Coordinator of the Technical Secretariat of the National Policy for Gender Equality and Equity (PIEG), Costa Rica. Also participating as the main presenter was Fernando Filgueira, Social Affairs Officer of the Social Development Division of ECLAC. The panel of experts on the issue of co-responsibility for productive and reproductive labour was made up of Laura Pautassi, Assistant Researcher, National Council of Scientific and Technical Research (CONICET), of Argentina; Rosario Aguirre, Researcher for the Universidad de la República, of Uruguay; and Juan Carlos Alfonso, Director of the Centre for Population and Development Studies of the National Statistical Office of Cuba (ONE).

33. The Social Affairs Officer of the Social Development Division of ECLAC examined the issues of inequality, poverty and social protection as they related to gender. He said that the persistent patriarchal models of the State, the markets and the family inhibited equality, weakened security, stratified the citizenry and hurt competition; their worst effects must be identified intertemporally. He also mentioned the crisis of care and its impact on the widespread reproduction of inequality, which occurred when economic crisis coincided with changes in the labour market and in families. As for the measures needed to face the challenges of protection and care brought on by those changes, social security reforms had not addressed the changing structure of risk, which included a changing family model.

34. The CONICET Researcher said that care should be considered a personal and universal right, unrelated to one's status as a labourer, wage earner or beneficiary of a policy. That right meant there were subjects that were obligated to provide care, either the State or individuals in specific cases. A rights-based approach should be adopted for dealing with the issue, especially because of the high costs attributable to

the absence of measures to address the link between work and family. Universal social policies were necessary and should recognize the needs of the different groups at each stage of the life cycle.

35. The Researcher from the Universidad de la República said that Uruguay's policy of co-responsibility consisted of three pillars: actions aimed at stimulating co-responsibility within families; a basic package of money grants and services, both public and private; and strategies that addressed the impacts of specific policies. It was important to provide empirical evidence of the consequences excessive unpaid work had on the health of women, as well as on family dynamics, power relationships, decision-making and the perception of gender roles.

36. The Director of the Centre for Population and Development Studies of the National Statistical Office of Cuba (ONE) spoke about Cuba's socio-demographic milieu and mentioned actions and programmes that had been implemented to address social protection issues relating to an ageing population. He also analysed the issue of reproduction of the population, and said that proposals were being considered for actions to stimulate fertility in order to alter the country's population trends.

Changes in the age structure of the population: equity and intergenerational interaction (agenda item 6)

37. The moderator for the session was Evelyn Magdaleno, head of the Services Development Unit of the National Service for Older Adults (SENAMA) of Chile. Andras Uthoff, Consultant with CELADE-Population Division of ECLAC, gave the main presentation. He was accompanied by a panel of experts on intergenerational equity, youth and development, made up of Edgardo León, Deputy Minister for Integration in Bolivarian Education, Ministry of People's Power for Education of the Bolivarian Republic of Venezuela; Eugenio Ravinet, Secretary General of the Ibero-American Youth Organization; and Carlos Efraín Norori, Mayor of Ocotlán, Association of Municipalities of Nicaragua (AMUNIC).

38. The presentation by the Consultant of CELADE-Population Division of ECLAC focused on the capacity of the countries to be inclusive towards the vulnerable sectors of society. In light of the lack of importance given to that segment of the population in recent reforms to social protection policy, he listed three factors that such reforms should bear in mind: a country's demographic structure; the level of development of its labour market; and its capacity to collect tax revenue and hence to finance social expenditures. He said that while it was mainly families that provided children and youth with resources to meet their consumption, the State was the primary provider of those resources for older persons. Thus, as the population aged, the pressure on public systems for cash grants would increase. At the same time, with youth accounting for a dwindling share of total population, the burden on the private system of cash grants would decrease. That shift would require greater fiscal resources.

39. The Deputy Minister for Integration of Bolivarian Education of Venezuela said that intergenerational equity was one of the foundational pillars for development, and stressed the importance of guaranteeing the right to meet the developmental and environmental needs of present and future generations. He also expressed his opposition to using an approach that had a neoliberal focus to integrate youth through education and political participation; such approaches had created non-inclusive policies in Latin America.

40. The Secretary-General of the Ibero-American Youth Organization spoke about achievements at the institutional level that had benefited the youth of Latin America. However, he said that youth were invisible in public policies, because of approaches that did not consider them to be active members of society. He also warned about the challenges public policy must face in matters of education, health and employment to maximize the benefits of the demographic dividend. Regional policies should address the following problems in relation to youth: (i) low levels of completion of primary education, especially in rural areas;

(ii) the lack of public policies for preventing vehicular accidents HIV/AIDS infection and teenage pregnancy; (iii) the lack of job opportunities in the labour market, and (iv) the high propensity to migrate.

41. The AMUNIC representative described the “Voz Joven” programme, which was supported by UNFPA and whose main goal was to improve the sexual and reproductive health of adolescents and youth in select municipalities of Nicaragua. Among the programme’s outcomes, he pointed to the institutionalization of the Municipal Adolescent and Youth Homes, as a response by local government to the group’s demands, and to the strengthening of adolescent and youth organization, expression and participation at the local level.

Population, territory and the environment (agenda item 7)

42. The session was moderated by Cristina Gomes, Regional Adviser on Population and Development, UNFPA Regional Office for Latin America and the Caribbean. The main presentation was given by George Martine, international consultant on population and development, from Brazil. Panel participants who discussed domestic and international migration-related opportunities and challenges in the development of countries and individuals were: Carlos Anzaldo Gómez, Director of the Department of Settlement and Sustainable Regional Development, National Population Council (CONAPO), Mexico; Jean Paul Guevara, Director General of Bilateral Relations, Ministry of Foreign Affairs of the Plurinational State of Bolivia; and Juan José García, Deputy Minister for Salvadorans Living Abroad, Ministry of Foreign Affairs of El Salvador.

43. In the general presentation, the international consultant said that urban transition in Latin America and the Caribbean had revealed a lack of capacity for proactive planning. Serious problems arose in the region with regard to the relationship between the use of space and poverty in the region and environmental challenges must be reformulated in a framework of sustainable use of space, especially with respect to the situation of the poorest groups. He also stressed the importance of climate change and warned that climatic vulnerability brought in its wake social vulnerability. Among the lessons learned and policy suggestions put forward was the recognition that the participation of the poor ensured governance as well as spatial and social viability. Spatial equity and social equity were not synonymous. Lastly, it was important to have a legislative framework for those issues, linked to specific human rights: the right to freedom of movement, the right to stay, the right to the city and a healthy environment, although compliance with such a framework was subject to national and international constraints.

44. The Director of the Department of Settlement and Sustainable Regional Development of CONAPO discussed domestic migration and urbanization in Mexico, stating that migration was currently the main factor underlying differences in demographic growth in urban areas in his country. Many local governments were overwhelmed by the high population density in urban areas. In that regard, intermediate cities had a role to play as they led to diversification and equilibrium in the territorial distribution of the population.

45. The representative of the Ministry of Foreign Affairs of the Plurinational State of Bolivia spoke of the transformations in his country’s Government and of the indigenous population and territorial issues, a subject which, in his opinion, was absent from the Cairo Programme of Action. He said that the indigenous population had its own cultural logic and different notions on the use of space. Out of consideration for those world views, the Plurinational State of Bolivia had sought to change the structure of the State, and the Constitution recognized the right of autonomy for the country’s indigenous peoples. Those processes, which were just beginning, brought many challenges, such as the need for full recognition of different cultures and for redistribution of the population; tensions were inevitable as the model for civilization underwent change.

46. The Deputy Minister for Salvadorans Living Abroad spoke about the opportunities and challenges his country faced in the area of international migration. He said that migration reform was a necessity, not a concession. He mentioned that migrants remitted 10% of what they earned in the United States to El Salvador, but that those flows accounted for as much as 18% of his country's GDP. The priority of the Government of El Salvador on the issue was to maintain the office of the Deputy Minister while promoting inclusion and defending the rights of migrants and their families.

Conclusions (agenda item 8)

47. The session, moderated by Dirk Jaspers_Faijer, Director of CELADE-Population Division of ECLAC, began with a roundtable discussion entitled, "The Cairo Consensus beyond 2014, from the perspective of the rights of specific groups". Leila Mucarsel, representative of the Latin American Youth Forum, mentioned the challenges faced by the region with respect to youth and adolescents and those that could be expected beyond 2014; they included reducing adolescent fertility and guaranteeing the rights, participation and an institutional structure for youth.

48. Nirvana González, Coordinator-General of the Latin American and Caribbean Women's Health Network stressed that one of the most important outcomes of the Cairo Conference was, without a doubt, the emergence of a new paradigm for sexual and reproductive health and rights based on human rights, development, social justice and gender equity. She exhorted Governments, international cooperation agencies and donor countries to commit themselves to implementing the Cairo Programme of Action through concrete policy actions.

49. Mónica Alemán, Executive Director of the International Indigenous Women's Forum, stated that indigenous women's organizations considered the review of the Cairo Programme of Action to be an opportunity to highlight progress and to take a look at challenges that still remained. The key issue facing indigenous peoples currently was that of figuring out how to implement and monitor those agreements.

50. Perly Cipriano, Under-Secretary for Promotion and Defence of Human Rights of the Special Secretariat for Human Rights of Brazil, spoke on the issue of the human rights of older persons. He said that ageing should be considered a rich, complex and diverse process, which manifested itself in different ways depending on the country, ethnicity or other group or depending on gender and income level. The challenge was to ensure that people of all ages could enjoy a life of quality and equity. Urgent responses were needed to critical issues such as abuse, violence and discrimination against older persons, including within their own homes.

51. Juan Carlos Alfonso, in his capacity as Vice-Chair of the ECLAC sessional Ad Hoc Committee on Population and Development, which was established after the International Conference on Population and Development, reported that the next meeting of the Committee would address the challenges that could be foreseen when looking beyond 2014, and would outline an agenda for action in population and development for the following years.

52. Zulma Sosa, coordinator of the Working Group on Censuses of the Statistical Conference of the Americas of ECLAC, listed a number of challenges for the 2010 round of censuses: timely financing; trained human resources in Government offices; and a paradigm shift from a conceptual framework that focused on economic development to one that would take a rights-based approach to the generation and dissemination of statistics.

53. Susana Cavenaghi, President of the Latin American Population Association (ALAP), spoke about a series of activities that the organization might undertake to help achieve the goals of the Cairo Programme of Action and the Millennium Development Goals, in addition to creating forums for discussion of issues that were emerging in new contexts, beyond those proposed in international conferences.

54. Barbara Bailey, Director of the Institute of Gender and Development Studies of the University of the West Indies (UWI), drew attention to the negative impact of the current economic and financial crisis and the constraints it placed on reaching the goals established in the Cairo Programme of Action.

55. Marcela Suazo, Director of the UNFPA Regional Office for Latin America and the Caribbean, highlighted the efforts by Governments and civil society organizations in fulfilling the Cairo Programme of Action, as well as the contributions made by academic associations. She also pointed to commitments that still remained unmet in the region, which included reducing high maternal mortality rates and their determinants —teenage pregnancy and violence against women, particularly sexual violence. She underscored the fragility of the progress achieved thus far, and the need to further strengthen those gains. She also stated that the next five years represented a propitious period in which to propose a development agenda for the twenty-first century.

F. CLOSING SESSION

56. In closing the seminar, Dirk Jaspers_Faijer, Director of CELADE-Population Division of ECLAC, read out the initial conclusions of the seminar, the final version of which is reproduced in the annex to this report.

Annex

**CONCLUSIONS AND RECOMMENDATIONS ON THE EVALUATION OF THE
IMPLEMENTATION IN LATIN AMERICA OF THE PROGRAMME OF
ACTION OF THE INTERNATIONAL CONFERENCE ON
POPULATION AND DEVELOPMENT**

A. BACKGROUND AND CONTEXT OF THE REVIEW

In the framework of the celebration of the fifteenth anniversary of the International Conference on Population and Development, and in compliance with resolution 644(XXXII) of 2008 of the Economic Commission for Latin America and the Caribbean (ECLAC), the Latin American and Caribbean Demographic Centre (CELADE) - Population Division of ECLAC and the United Nations Population Fund (UNFPA) held a technically-oriented regional seminar in Santiago on 7 and 8 October 2009 to analyse progress in implementing the Programme of Action which came out of the Conference held in Cairo in 1994. Also considered at the seminar was the link between the Programme of Action and the Millennium Development Goals, particularly the issue of universal access to sexual and reproductive health services.

The regional seminar on the progress made and key actions taken towards implementing the Cairo Programme of Action 15 years after its adoption brought together experts from Governments, civil society, parliaments and universities from all of the Latin American countries. Also participating were specialists and authorities from the English- and Dutch-speaking subregion, who shared the conclusions of the Caribbean subregional meeting held in August in Antigua and Barbuda. The seminar provided an opportunity to analyse the progress that the countries of the region had made towards fulfilling the mandates of the Cairo Programme of Action, as well as to reaffirm the importance of these mandates, analyse proposals for speeding up their implementation over the next five years, and define what path to follow up to and beyond 2014. In the past five years, Latin America has made major strides in improving the living conditions of its people. In 2008, the region ended its most important cycle of economic expansion since 1970. Poverty and indigence —as well as, in some cases, inequality— were reduced. Nevertheless, there continue to be unacceptably high levels of inequality and of labour informality and precariousness. Latin America, with more than 180 million poor and more than 70 million indigent, continues to be the most unequal region in the world.

Currently, the global economic crisis looms as a major threat to the gains already achieved. Since the onset of the crisis, poverty indicators in some of the region's countries have worsened. One of the harshest lessons of previous crises was that social losses can be recovered only slowly, in subsequent growth cycles. It took 24 years to return to the levels of poverty that prevailed prior to the crisis of the 1980s —double the time it took for GDP to regain its earlier levels.

All of this is occurring in the context of democratic Governments, although these are not without their conflicts. The task of implementing medium- and long-term State policies continues to be a difficult one. At the same time, social movements are strong and politically active in the region. As was pointed out in the seminar, the progress achieved in implementing the Cairo Programme of Action cannot be fully understood without taking account of the contribution of the women's movement.

In recent years, the demographic transition in Latin America advanced and further changes were seen in the age structure of the population. The resulting temporary window of opportunity—or demographic dividend—has also contributed to an improvement in social indicators, and will continue to provide further opportunities for the region during the coming decades. The high degree of urbanization in the region, along with the establishment of a more robust system of cities, is making it increasingly easy to implement social-protection and poverty-reduction policies, linking these issues with appropriate urban planning and land-use regulations. International migration from nearly all of the region’s countries—to a multiplicity of destinations—has increased, despite greater legal and regulatory restrictions. This has led to situations of risk, vulnerability and discrimination for migrants. Multilateral agreements for regulating migration and security at borders are seeking to protect migrants and guarantee their rights.

B. THE FIVE-YEAR REVIEW PROCESS IN LATIN AMERICA: CONCLUSIONS AND RECOMMENDATIONS

1. Given the progress achieved in reducing poverty and socio-economic inequality during the past five years, as outlined in this examination of the Cairo Programme of Action, two important challenges come to the fore. The immediate challenge is to ensure that this progress continues and is sustained, despite the current economic crisis. This requires political will and resources to maintain the policies and programmes that have made progress possible. Investment in people must focus on adolescents and young people, with emphasis also on the rights of adults and older persons and special efforts to include indigenous, Afro-descendent and poor people, as well as those with little schooling. The broader challenge—that of reducing socio-economic inequality in a significant and lasting way—requires ensuring universal access to high-quality social services and promoting the massive creation of decent jobs, while guaranteeing the inclusion of the groups cited above, who face greater social, demographic and economic disadvantages as well as discrimination and restrictions on their rights and full participation in society.
2. The demographic dividend currently being enjoyed by Latin America—the product of earlier decades of political will and investing in population issues—contributed to the achievements of the last five years. The stabilization, or even reduction, in the number of births per year, resulting from the exercise of reproductive rights, has made it possible to raise social spending targeted to the early stages of life, while affording women the opportunity to participate in the labour market. The challenge for the coming years is to continue to take advantage of the growing number of people of economically active age, while increasing investment in social programmes and plans, creating jobs and enhancing security and social protection.
3. Latin America, which currently has the largest population of adolescents and young people in its history, is enjoying a unique opportunity which, in turn, has immediate challenges that must be given priority attention. Indeed, providing adolescents and youth with real opportunities means addressing their needs in the areas of health, education, sexual and reproductive health, productive (and well-paid) employment, capacity to save for old age, housing and microcredit, financial and technological inclusion, full participation and citizen rights, and establishing appropriate and comprehensive measures to deal with these issues. Thus, young people must be a major focus of public policy, as emphasized in the seminar, taking account of their potential and rights in ways that are culturally relevant and which, through a variety of mechanisms, draw on their participation and representation in order to give voice to their concerns.

4. The consequences of the rapid growth of the older adult population are already being felt in a number of countries in the region. This has led to reforms in pension and health systems, social protection regimes, public institutions and the allocation of resources. The challenge of promoting a society for all ages, as advocated in the Brasilia Declaration, is a significant one. Young people and adults must prepare themselves for the ageing of the region, since they themselves will be its leaders within a few decades. At the same time, it is essential to protect the human rights and fundamental freedoms of all older persons; work to eliminate all forms of discrimination and violence; create protection networks to ensure respect for these rights, particularly for those living in poverty; expand social protection systems; strengthen national capacities; and foster South-South cooperation, among other activities —and thus move towards implementation of the recommendations of the Brasilia Declaration.
5. Indigenous people and people of African descent have played an increasingly important leadership role since the Cairo conference. Although this is attributable, in part, to growing national and international awareness of the discrimination, exclusion and precariousness under which they live, it is primarily the result of their own social and political mobilization efforts. In the last five years, these efforts have led to the creation of specific, inclusive institutions, laws and policies in different countries. The overall challenge is to extinguish the marked inequalities in terms of the incidence of poverty, access to opportunities, inclusion and the benefits of affirmative action with regard to services, policies and budgets, the exercise of rights, and political and cultural recognition. Measures for accomplishing this must give prominence to the principle of cultural relevance. Effective mechanisms must be developed to enhance economic and political participation, thus consolidating and expanding progress on laws, mechanisms and policies to combat discrimination against, and promote inclusion of, these groups.
6. The process of urbanization and population concentration in large cities constitutes a distinctive feature of Latin America, and this pattern continued between 2004 and 2009. This has, in general, helped to advance social goals and increase the well-being of the population, though with it come problems such as the concentration of poverty in urban areas, the exclusion and segregation of disadvantaged groups in precarious areas and housing, and lack of infrastructure, services and employment. The challenges of the future concern governance and the full realization of the benefits of these processes. At the same time, it is vital to overcome the vast deficiencies that have built up over time and narrow the differences in well-being between urban and rural areas, and income disparities, especially in urban settings where poverty and segregation are more acute. Poverty reduction should be a major factor in shaping urban land-use and planning policies, and should be designed to ensure the provision of infrastructure, housing, services and employment for the poor urban population.
7. There has been growing concern —and increased debate— regarding international migration, with attempts, in various forums, to establish agreements on this issue. Progress has also been made towards constructing institutional frameworks and mechanisms to deal with problems affecting migrants. However, accompanying this has been a climate hostile to immigration in many developed countries and within the region itself, which has a large mobile and migrant population. Altering this climate represents one of the major challenges, and therefore there needs to be a push for a global and regional agenda that recognizes the need to protect and promote the rights of intraregional and international migrants. This includes ensuring them access to health, education and sexual and reproductive health services, through multinational agreements designed to provide for orderly migration and secure borders, and prevent and combat trafficking in persons, human smuggling and sexual exploitation.

8. Latin America has moved forward in recognizing reproductive rights as an integral part of human rights. In accordance with the Cairo Programme of Action and the Millennium Development Goals, the countries recognized the importance of the goal of universal access to sexual and reproductive health. To advance further in this direction will mean overcoming the implementation gap and, in combination with this: (i) establishing access to comprehensive sexual and reproductive health services in the framework of efforts to bring about change in the health systems; (ii) strengthening national strategies and increasing international financing for essential inputs, such as contraceptives; (iii) guaranteeing equitable access to emergency obstetric and neonatal care; (iv) preventing the effects of unsafe abortion and countering them in ways consistent with the Cairo Programme of Action and the recommendations of bodies charged with monitoring treaty and human rights compliance, and (v) removing the barriers that adolescents and young people face in obtaining sexual education and accessing sexual and reproductive health services.
9. A key challenge in this area is to protect the achievements already gained, guarantee the sustainability of policies and programmes, and avoid backtracking, in terms of access to, and availability, quality and cultural relevance of services. Social protection systems and policies on health, education and, particularly, poverty reduction must take account of the need for universal access to sexual and reproductive health services. The most important challenges are to provide a well-integrated, comprehensive maternal health-care system; treatment for HIV/AIDS and reproductive health care; a solution to the problems of unsafe abortions and gender violence; and a reliable supply of inputs.
10. Maternal mortality and adolescent fertility pose particularly worrisome challenges. Regional levels of maternal deaths from preventable causes are unacceptable. In the short term, the objective is to secure three pillars: reproductive health, attendance at birth by skilled professionals and emergency obstetrical care. These efforts must have cultural relevance, address the problem of unsafe abortion, and deal with gender inequity. The task of properly recording maternal morbidity and mortality represents an additional and important challenge.
11. Adolescent maternity rates, which remain stubbornly high, are a cause for concern and require urgent action. One major priority is to give adolescents, especially girls, a broad range of choices in terms of their plans for the future. To prevent adolescent pregnancies, a series of key measures must be considered: (i) expanding knowledge of sociocultural determinants that underlie the problem; (ii) promoting universal quality education that includes integrated sexual education provided in schools and places where youth gather; (iii) promoting access by adolescents to relevant information and to sexual and reproductive health services, as well as to contraceptive devices and HIV/AIDS-prevention tools, and (iv) preventing all types of sexual pressure and abuse, including exploitation. Special attention should be paid to adolescents under the age of 15, who are not included in sexual and reproductive health surveys and whose pregnancies are often the result of sexual relations that involve abuse, violence or coercion. One area of work that needs to receive more attention is the prevention of second pregnancies. Furthermore, school attendance by pregnant adolescents or adolescent mothers should be guaranteed.
12. Actions in sexual and reproductive health must seek to narrow the persistent gaps that exist when it comes to accessing these services. These gaps lead to higher maternal mortality rates and higher adolescent pregnancy rates among poor, indigenous, Afro-descendent, and less-educated women. In order to turn this situation around, it must be recognized that regional and country averages mask enormous underlying inequalities and that specific and vigorous action is required on behalf of these groups. This means protecting their rights and ensuring social inclusion in services, inputs, budgets and policies for sexual and reproductive health.

13. The favourable features of the response to HIV/AIDS conceal deep inequalities within and among countries and prevention is still acutely deficient. The implementation of the Ministerial Declaration “Preventing Through Education”, signed in Mexico City in August 2008 at the first Meeting of Ministers of Health and Education to Stop HIV and STIs in Latin America and the Caribbean, deserves special attention. When formulating policies, Governments should develop more strategic and better-coordinated responses through policies that are designed with an emphasis on prevention and carry greater financial commitment than currently is the case. Attention should be paid to the new phase of the epidemic, which has a particular effect on the youth and female population. Special effort should go into data-collection; as there are still many areas in which information about sexual behaviour and preventive practices is lacking, particularly as it relates to adolescents and youth.
14. Great strides have been made in the fight to end violence against women. These are reflected in the appearance of a third generation of legislation against gender-based violence. The great challenge continues to be the implementation of these laws, especially those that address access to the justice system and timely and appropriate penalties, particularly in the case of sexual violence. To this end, technical and financial capacity-building should be provided to institutions that work in prevention, law enforcement, and prosecution of violence against women, including sexual violence. Another challenge is the implementation of policies and programmes of prevention and treatment for victims.
15. The political participation of women in Latin America has increased. However, achieving parity continues to be a challenge. To move forward towards this objective, new legislation is needed, as are mechanisms for implementation that will make it a reality. Also, women’s organizations should be strengthened and provided with the resources and opportunities they need to become involved in designing and implementing public policies.
16. In Latin America, women invest much more time than men in performing unpaid labour tasks—caring for the ill, children, older persons, and others. An initial challenge, when seeking to build egalitarian and symmetrical gender relations, is that of overcoming the sexual divide that exists between productive and reproductive labour and of getting men to participate more in the latter. A second challenge has to do with developing policies and strategies of co-responsibility that cause families, the State, and the market to engage simultaneously in reorganizing time use, distributing reproductive labour within the household and creating a social infrastructure for care.
17. Important progress has been made in mainstreaming gender equality into the institutions of the countries of the region. Advances have also been made in crafting legislation and policies that guarantee the human rights of women and promote gender equality. However, those gains could be reversed and there is a possibility that ground that has been gained could be lost. Therefore, the commitment of the States is needed to maintain and strengthen institutions, mechanisms and resources that move this issue forward, as well as to implement legislation and policies. The Millennium Development Goals will not be met unless gender equality becomes a political and financial priority in the region.
18. In terms of institutions and population policy, a huge effort must be made to adapt to new political and sociodemographic situations. This involves reinforcing the bodies that work on actions relating to population variables and specific population groups and strengthening the forums created by emerging institutions (for example, councils of ministers who oversee social issues and those responsible for poverty-reduction strategies and programmes). These need to be

given technical and budgetary capacity to coordinate policies that cut across sectors and integrate population and development issues into public administration.

19. Special efforts should also be made to mainstream the use of knowledge and data on population variables into public policy and Government institutions. In this context, conditional transfer programmes are vital as they have varied and far-reaching benefits for the population and could also be extended to sexual and reproductive health. It is important to recall the conclusion reached in the seminar: these programmes can still be greatly improved. For example, they utilize traditional conceptions of gender relations and are not a substitute for the type of long-term development policies needed for ending poverty and achieving sustainable social equity.
20. Furthermore, a skilled human resources base is needed to ensure that population considerations are factored into national and subnational policies and programmes. Despite new opportunities for specialized graduate studies in population issues, this area is still weak in most countries and, in some cases, is non-existent at the subnational level. This calls for a strategy in the teaching and training of human resources that reflects the new demands being placed on population and development specialists.
21. Countries must invest in establishing and improving sociodemographic and population data systems. These efforts should include the development and propagation of data-collection and analysis instruments that focus on population issues, such as maternal mortality, for which information and knowledge are still lacking. These improved systems should provide enough disaggregation levels to allow public policies to be tailored to address the variety of situations that exist in any given territory. These data instruments include censuses, vital statistics, and demographic and health surveys. It is also a priority that these data be accessible, available on a timely basis and integrated into data systems that are used for decision-making, designing, implementing and evaluating public policies.

C. THE ROAD AHEAD: 2014 AND BEYOND

In the five years remaining before the Cairo Programme of Action comes to a close in 2014, most of the countries of Latin America will not have met all of their goals, although many will have made important progress on matters of population and development. The same is true for the targets that have been set for the Millennium Development Goals. Therefore, Governments, civil society organizations and international bodies should be urged to act without delay to achieve the targets, both of the Cairo Agenda for Action and those deriving from the Millennium Summit, reinforcing actions that have already been taken and responding to emerging issues. The Millennium Development Goals will not be met if the target of universal access to reproductive health is not met by 2015, namely, by overcoming the disadvantages faced by poor, indigenous, Afro-descendent and lesser-educated groups. This must be a priority for the region, one that will require solid commitment in terms of political will and financial resources.

At the Cairo conference, an estimate was made and agreement was reached on the financial flows which, at that time, were considered necessary for implementing the Programme of Action. But with the passing of time, those estimates are no longer accurate, and the financial agreements have only been partially fulfilled. Current needs are much higher than those calculated in 1994. The lack of sufficient funds continues to be a serious obstacle to the full compliance with the goals that arose out of the Cairo Conference and the Millennium Summit.

Over the next five years, Latin America will have to step up its actions in order to reach the yet-unfulfilled goals of the International Conference on Population and Development, bringing to an end the inequality that persists in the region while at the same time responding to emerging challenges. In this context, it is imperative that a strategy be defined for the upcoming five-year period, led by the countries and based on mechanisms that will enable cooperation and enhance the impact of the actions they take. The best mechanism for maximizing progress in the period ahead will be a strong partnership between Governments, parliaments, civil society organizations, academia and development organizations. These should come together to prioritize the key challenges identified in this five-year assessment, applying lessons learned and best practices, sharing knowledge and building capacity while empowering multiple actors so they can participate in the issues addressed at the Conference. For this to happen, the United Nations Population Fund (UNFPA) must strive to strengthen organizations committed to the Programme of Action of the Conference and to establish partnerships and cooperation mechanisms between Governments, academia and civil society. This is particularly true of South-South cooperation on regional, sub-regional and national population and development issues for the coming decades.

The countries of the region must reaffirm and fulfil their commitment to the Cairo Programme of Action, and ensure that this commitment translates quickly into concrete measures and tangible outcomes during the next five years. In preparation for the period beyond 2014, work should now begin on an agenda of population and development issues for subsequent decades, at global, regional, subregional and national levels. To this end, the technical secretariat of the ECLAC sessional Ad Hoc Committee on Population and Development, with support from UNFPA, should prepare a draft agenda and present it at the next meeting. This agenda for the future must consider the outstanding challenges identified in this five-year assessment, which include: inequality, adolescent fertility and maternal mortality. It should also include emerging issues, such as: the acceleration in population ageing; the existence of societies with more complex gender and intergenerational relationships; the effects of the second demographic transition; climate change; humanitarian crises; attending to the needs of populations displaced or affected by conflicts and disasters; the economic and food crisis; the spread of the “new” HIV/AIDS epidemic, the interaction between productive and reproductive functions; residential segregation; the growing pressure of international migration and multiculturalism.

In summary, the coming decades call for new agreements to be negotiated, new targets to be set and new measures to be implemented. In addition to this agenda, instruments and mechanisms must be identified and put in place at the opportune time to ensure continued gains in the process initiated by the Cairo Programme of Action.