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**JOHN MANFREDI**

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9 June 1993

EOR ACTION

To: Regional Directors  
Representatives  
Assistant Representatives  
Divisional Directors  
Section Chiefs

From: Richard Jolly *Richard Jolly*  
Deputy Executive Director  
Programmes

Subject: Follow-up Action Required on the Multi-Donor Evaluation of UNICEF

The Multi-Donor Evaluation of UNICEF, which has been commissioned by the governments of Australia, Canada, Switzerland and Denmark contains several recommendations that could further improve UNICEF's effectiveness and the transparency of its operations. The Executive Director has welcomed the evaluation, and the report has been carefully reviewed by UNICEF. The Executive Summary of the Synthesis Report, already sent to all field offices, is essential reading for all representatives. The comments of the Executive Director on the evaluation were presented to the Executive Board (See Annex 1: E/ICEF/1993/CRP.8 and Annex 2: Response by the Executive Director to the General Debate of the 1993 Executive Board E/ICEF/1993/CRP.17). The 1993 Executive Board discussed the findings of the report extensively and drafted resolutions requiring follow-up action by headquarters, regional and country offices on several recommendations made in the evaluation (copies of the resolutions are attached). The purpose of this directive is to advise on the recommendations that will require follow-up from regional and country offices.

### Background

The evaluation examined the mix of programme strategies developed by UNICEF to reach children and women through our country programme collaboration. In the Medium-term Plan for 1992-1995, UNICEF presented a number of basic strategy components which the evaluation team felt was too diversified to serve as an analytical framework. Hence, the team compiled them into three broad intervention strategies covering most of UNICEF's programme activities and summarizing the strategic options available to UNICEF, without presenting them as mutually exclusive (see Annex 3 on how this was done by the evaluators). The three strategies identified are:

- a) **support to the delivery of specific social services** through a series of well-defined technical interventions which are aimed at reaching the largest possible number of beneficiaries ("going-to-scale"), which are often implemented through vertical structures but which increasingly UNICEF seeks to integrate in service packages;

This strategy is characterized by the provision of supplies and equipment. It usually concerns technical interventions, such as UCI and water supply, that aim at a large target group and at reaching global goals.

- b) **capacity-building for sustained programme delivery**, with a focus on systems development in government, organized training and other forms of capacity-building, management support at all levels of government, and public and community participation in operations and maintenance, including through cost-sharing;
- c) **empowerment of target group members**, through the transfer of knowledge, information and skills; promotion of target group organization and public participation; and alliances with organizations of civil society which represent the interests of target group members and are accountable to them.

The evaluation team observed in the six case-study countries that UNICEF was much more involved in service delivery than with capacity-building and empowerment, although two of the country case-studies were reported to have a stronger emphasis on capacity-building. However, elements of all three strategies were found in all six country programmes. The evaluation sees these three strategies as different programme options that are not mutually exclusive and UNICEF understands that all three dimensions can be found in one programme, as the Executive Director explained in his comments on the Multi-Donor Evaluation (E/ICEF/1993/CRP.8).

The evaluation furthermore states: "It is the emphasis given to, and the use of each of the three intervention strategies which most directly determines UNICEF's programme effectiveness, both globally and at country level." It is UNICEF's challenge to use the mix of strategies as optimally as possible to sustain its achievements (for more details, see pp. 9 - 19 of the Synthesis Report).

In this context, the evaluation made a series of recommendations. The Executive Director has, both in his comments on the Evaluation of UNICEF (E/ICEF/1993/CRP.8 ) and in the Executive Board General Debate E/ICEF/1993/CRP.17), responded to many of these recommendations and has agreed to the following actions.

**1: Capacity-building and empowerment of target groups require extra attention in the country programme process.**

According to the evaluation, UNICEF has especially emphasized support to the delivery of social services. UNICEF's involvement in capacity-building has mainly focused on securing effective management of UNICEF-supported programmes. However, policy support and institutional development of sub-national governments, NGOs and other public organizations are required to improve the sustainability of UNICEF-supported programmes.

Empowerment has been stronger in the form of advocacy and alliance-building with organizations that represent the target group than with women and children directly.

**ACTION: While UNICEF believes that important attention has been given to all three strategies, capacity-building and empowerment strategies do merit further attention consistent with government policy. Future country programme preparations should take this into account.**

**2: Future country programme recommendations need to make more transparent the mix of strategies (service delivery, capacity-building, empowerment) for each programme sector.**

A central theme in the evaluation is that UNICEF should make more explicit strategic and operational choices for its programme delivery in order to avoid the possibility of missing important programme opportunities for children and women. A more explicit reflection on the choice and mix of these strategies in country programme recommendations will improve programme implementation and UNICEF's accountability to its different partners. A small number of CPRs presented to the 1993 Executive Board described more explicitly the choice of strategies. The CPRs of Bolivia and the Philippines were well received by the Executive Board members. Copies of the appropriate sections of these two CPRs are attached for your information (Annexes 4 and 5).

**ACTION: An effort should be made to spell out the strategies selected for the development and implementation of the programme during the country programming process. Country offices should include this information in their country programme recommendations.**

**3: Collaboration with NGOs will need to be strengthened.**

The mobilization and greater involvement of NGOs increase the potential to accelerate the development process and achieve the goals and targets that have been established to benefit women and children. It also increases the potential to add a strong institution-strengthening and empowerment dimension to development activities carried out. Collaboration with NGOs could further develop our strategies in working with the poorest population groups, where this is now not the case. Such cooperation should, of course, be sensitive to national government policy.

**ACTION: Future country programme submissions should reflect the results of efforts to strengthen collaboration with NGOs, consistent with government policy.**

For example, in the development of situation analyses, collaboration with NGOs could be further strengthened.

**4: More needs to be done to translate the Board Policy on mainstreaming women's activities.**

The evaluation states that UNICEF should make a major effort to further strengthen the operationalization of its women in development and gender issues policy and to conduct extensive training in gender analysis throughout the organization. UNICEF agrees that more has to be done to translate the Board policy into action. In the future, each situation analysis will report on the status of the girl child. Building staff capacity for gender-responsive programme development is a major priority. The Women's Development Programme Section in New York Headquarters has developed a capacity-building training programme for UNICEF staff to strengthen gender-responsive programming, with the assistance of external gender experts. A copy of this memo is attached (Annex 6).

**ACTION: All country offices are now expected to review current WID programme support for strengthening, where called for, within the framework of the existing country programme. New country programmes under preparation are to take mainstreaming and gender issues into full account. Further guidelines will be prepared by the Women's Development Programme Section.**

**5: Strengthening of data regarding cost-effectiveness of UNICEF-supported programmes.**

The Multi-Donor Evaluation states that input costs for UNICEF-supported programmes should be captured, including those of national and subnational governments, NGOs, and donors, to improve the data on cost-effectiveness. The Social Policy and Economic Analysis Unit will provide support in strengthening costing issues to field offices so requesting (see Exdir CF/EXD/1993-002 of 12 March 1993), both for specific technical projects regarding the NPAs or sectoral activities and for participation in the country programming process. The Unit will also provide support through the use of consultants, and it will strengthen economic capacity within UNICEF through workshops and training.

**ACTION: All country offices are requested to pay particular attention to this issue and are encouraged to make use of the expertise available in the Social Policy and Economic Analysis Unit.**

**6: The overall country programme evaluation should become an integral component of the country programming exercise.**

UNICEF strongly supports the Multi-Donor Evaluation's recommendation for stronger evaluation efforts, addressing and evaluating country programmes as a whole. It is pointed out that this latter exercise is fully integrated in the current UNICEF policies and procedures, as an integral part of the country programming exercise (see Book D of the Policy and Procedure Manual). The 1993 Executive Board issued resolution 1993/5 addressing this issue (see Annex 7).

Specific follow-up to this was initiated at the post-Board meeting with the Regional Directors and field offices' involvement in this process will be established on a country-by-country basis.

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## Annexes

- Annex 1: Comments of the Executive Director on the Evaluation of UNICEF (E/ICEF/1993/CRP.8)
- Annex 2: Statement by Mr. James P. Grant Executive Director of UNICEF at the close of the General Debate of the 1993 Executive Board (E/ICEF/1993/CRP.17)
- Annex 3: UNICEF's Programme Strategies
- Annex 4: Country Programme Recommendation Bolivia (E/ICEF/1993/P/L.9)
- Annex 5: Country Programme Recommendation Philippines (E/ICEF/1993/P/L.12)
- Annex 6: Capacity Building for Gender Responsive Programming (WID/ME/1993/119)
- Annex 7: Executive Board Resolution 1993/5. UNICEF evaluation process

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E/ICEF/1993/CRP.8  
24 February 1993

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UNITED NATIONS CHILDREN'S FUND  
Executive Board  
1993 session

FOR INFORMATION

COMMENTS OF THE EXECUTIVE DIRECTOR ON THE EVALUATION OF UNICEF

SUMMARY

The present document contains some preliminary comments by the Executive Director on the executive summary of the evaluation of UNICEF. The evaluation was undertaken by independent evaluators and sponsored by the Governments of Australia, Canada, Denmark and Switzerland. The executive summary of the evaluation is contained in document E/ICEF/1993/CRP.7.

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## INTRODUCTION

1. The present document contains some preliminary comments by the Executive Director on the executive summary of the evaluation of UNICEF carried out by independent evaluators and sponsored by the Governments of Australia, Canada, Denmark and Switzerland (see document E/ICEF/1993/CRP.7).

2. The Executive Director welcomes the UNICEF evaluation report. It has stimulated a useful round of internal review and questioning, including the issue of strategic choices in programme development, on the subject of the relationship of UNICEF with Governments in its dual form of critical versus favoured partner and the finding that UNICEF needs to maintain its necessary autonomy within the operations of United Nations agencies in the field mainly in terms of financial management and programme development at the country level. An increased technical dialogue and policy coordination among United Nations agencies is expected to have a positive effect on the role of UNICEF as an innovator in social programming. This latter finding is strongly acknowledged by the Executive Director and is consistent with UNICEF field-level experience. However, UNICEF will continue to strengthen collaboration with sister United Nations agencies on the harmonization of programme policies and procedures according to General Assembly resolution 47/199 of 22 December 1992 and will report regularly on progress made towards this objective.

3. The Executive Director notes that the findings and conclusions state that "UNICEF faces a series of strategic choices if it is to sustain the achievements of the past decade and to enhance its effectiveness as a multilateral agency with a specific mandate for children and women" (p. i). A number of management-related issues are responded to in the following comments.

### I. UNICEF PROGRAMME STRATEGIES

4. One main theme in the report is the need for UNICEF to make more explicit strategic and operational choices for its programme delivery. It is suggested that the appropriate mix of the three strategies identified - (a) support to the delivery of specific social services through a series of well-defined technical interventions; (b) capacity-building for sustained programme delivery; and (c) empowerment of target groups - should be made explicit to avoid the possibility of missing important programme opportunities for children and women. The evaluation states that the challenge is to combine elements of the three strategies "in the most effective way in accordance with the programme priorities established by the Executive Board and by national Governments in the context of country programming" (p. xxvii). The Executive Director notes that the goal-oriented service delivery dimension of UNICEF collaboration continues to be relevant and has shown measurable results. In many cases, service delivery has been the basis for capacity-building and empowerment.

5. The Executive Director, therefore, agrees with the recommendation that it is appropriate for UNICEF, at the level of its country programme process, to document better the mix of the three strategies in order to make this process as transparent and understandable as possible. The Executive Director notes the suggestion to reflect those choices more explicitly in the country programme

recommendations submitted to the Executive Board for approval. The evaluation suggests that this would not only enhance programme implementation, but also improve accountability to the different "stakeholders": UNICEF management at headquarters, Executive Board members, donors, recipient countries and beneficiary communities.

6. As has been stated in the evaluation, UNICEF recognizes that each country programme examined by the evaluation team contains a varying combination of those three strategies. Whereas some country programmes may be very much oriented towards service delivery, UNICEF believes that a general trend towards increased capacity-building and empowerment is taking place in most UNICEF country programmes and that service delivery programmes themselves do contain elements of capacity-building and empowerment. It should also be noted that advocacy is an important aspect of all three strategies. The Executive Director believes strongly that the setting of goals is instrumental in institution-building and is an essential tool to achieve empowerment. The global effort to reach universal child immunization (UCI) is an example of this drive towards institution-building without which the objective of UCI by 1990 would have not been reached. It was an essential step towards the "UCI Plus" strategy, which aims at broadening the scope of essential primary health care interventions. The success of the UCI effort was also instrumental in achieving rapid progress in the late 1980s and early 1990s on the adoption and coming into force of the Convention on the Rights of the Child and support for the World Summit for Children in 1990. The successes of the Convention and of the World Summit, in turn, have reinforced the expansion and sustainability of UCI. The secretariat acknowledges, however, the suggestion that strategic choices may not always have been made clear and that an effort should be made to spell out the strategies selected for the development and implementation of the programme during the country programming process. The secretariat has already taken the initiative to improve documentation in this area by requesting some country offices to include information in their country programme recommendations identifying the mix of strategic choices adopted in their programme submissions to the 1993 Board. Feedback from the Executive Board on this particular aspect of the programme submissions will be noted and used to adjust future submissions accordingly.

## II. TWO DIRECTIONS IN PROGRAMME OBJECTIVES

7. The evaluation report also identified "two different directions" in UNICEF global objectives and strategies. One direction addresses basic needs fulfilment and comes from the demands on UNICEF to support the achievement of specific global goals and targets based on the 27 goals included in the Plan of Action of the World Summit for Children, whereas the other direction originates in the Convention on the Rights of the Child, the World Summit Declaration and several other Executive Board decisions aimed at a broader agenda of child development and protection, systems development and empowerment. The Executive Director notes that the evaluation states that "the two types of programme objectives complement each other" (p. iv), and that although UNICEF tends to address both objectives in its advocacy activities, it only focuses on selected elements of basic needs fulfilment in its programme operations. The Executive Director believes that the World Summit goals aim at implementing the objectives of the Convention. All of the seven major World Summit goals are embodied as

rights in the Convention as illustrated in the attached annex, which documents the correspondence between the World Summit goals for children and the provisions of the Convention in the areas of infant and under-five mortality, malnutrition, water supply and sanitation, basic and primary education, adult literacy and children in especially difficult circumstances. As stated in article 6 of the Convention, every child has the right to life, and it is the obligation of all to ensure to the maximum extent possible, the survival and development of children. UNICEF is now mandated to put human and financial resources into programmes in order to fulfil the rights codified in articles of the Convention. As such, the World Summit goals are means to fulfil the rights found in the Convention.

### III. CRITICAL VERSUS FAVOURED PARTNER

8. The evaluation emphasizes the dual role of UNICEF in its relationship with Governments of the countries where it assists in programmes: on the one hand, a favoured partnership because of "its general effectiveness in providing supplies and equipment, facilitating financial assistance and providing programme advice in often neglected sectors" (p. x), versus a critical partner role for promoting human rights in areas of protection of child labour and of children in especially difficult circumstances. The Executive Director believes that UNICEF has developed methods that allow it to work with Governments in a constructive way to address sensitive issues. UNICEF has particular programming procedures, such as the consultation process leading to the development of the situation analysis, which are not available to non-governmental organizations (NGOs) and other international organizations, which provide a productive way to convey facts that work for appropriate policy and programme changes on children's and women's rights issues. Examples of this are the policies and programmes developed in the areas of the girl child and children in especially difficult circumstances. UNICEF believes that a "loud" critical partnership role may lead to a loss of comparative advantage which may be detrimental to the objective of improving children's and women's rights. Hence, we believe that UNICEF is using its favoured partner relationship as a foundation for its critical partner role which it plays continuously in many ways today.

### IV. COLLABORATION WITH NON-GOVERNMENTAL ORGANIZATIONS AND CIVIL SOCIETY

9. The Executive Director agrees with the recommendation to enhance UNICEF involvement with NGOs and organizations of civil society based on agreements with national Governments. The mobilization and greater involvement of these organizations increase the potential to accelerate the development process and achieve the goals and targets that have been established to benefit women and children. It also increases the potential to add a strong institution-strengthening and empowerment dimension to development activities carried out.

## V. WOMEN IN DEVELOPMENT

10. The evaluation states that UNICEF should make a major effort to strengthen further the operationalization of its women in development and gender issues policy, to "put human, financial and institutional resources behind its mainstreaming strategy" (p. x) and to conduct extensive training in gender analysis throughout the organization. UNICEF agrees that more has to be done to translate the Board policy of mainstreaming for women in development into action. Additional initiatives were taken over the past year in this respect. Many national programmes of action have focused attention to the issues of the girl child. The South Asian Association for Regional Cooperation has issued a resolution calling for all programmes to reflect girl child issues. The World Summit Declaration requires all countries to report on progress achieved. In addition, future situation analyses will report on the status of the girl child in more detail. Building staff capacity for gender responsive programme development will be a major thrust of the women's development programme over the next two years.

11. The existing Board strategy, as spelt out in the Executive Board document on the implementation strategy for UNICEF policy on women in development (E/ICEF/1987/L.1), recommends a multi-pronged approach in which the concerns and needs of women are mainstreamed in all sectoral programmes, while in certain countries special projects for women are still required to bring women to a threshold that subsequently permits them to be incorporated into the socio-economic mainstream. With the current Board strategy, UNICEF has found that the mainstreaming strategy has been of great value by opening up the totality of country programmes for the development of women's concerns and gender actions. A major positive outcome of applying this policy has been that UNICEF-supported programmes are increasingly gender sensitive and UNICEF support no longer focuses on isolated women-specific programmes. None the less, the Executive Director recognizes that more has to be done in implementing this policy.

## VI. MANAGEMENT AND GOVERNANCE AT UNICEF

12. The Executive Director notes the evaluation's recommendation concerning the need for clearer accountability mechanisms. The evaluation suggests that this should include a clear choice of intervention strategies, and a clearer link between programme and administrative budgets and accounting for the full costs for selected programmes in order to provide data on cost-effectiveness. As has been stated, UNICEF has already taken steps to clarify the choices in intervention strategies made at the country level.

13. Through the work of the Budget Format Reference Group and Executive Board decision 1992/36 (E/ICEF/1992/14), clear links between programme and administrative budgets have been established and this is implemented in all country programmes, the administrative and programme support budget and global funds programme budgets presented to the Executive Board at its 1993 session. Based on this experience, the linkages might be further refined in the future.

14. The Executive Director notes the finding of the evaluation that "the allocation of costs to administration is based on an implicit definition, but

not a clear conceptual statement, of what constitutes 'administration' at UNICEF" (p. xix), and that administrative cost ratios "do not reflect all costs which might be considered as administrative" (p. xix). It should be noted, however, that the definition of administrative costs has been reviewed several times by the Joint Inspection Unit and the Advisory Committee on Administrative and Budgetary Questions and also the Executive Board when budgets were submitted. The issue of administrative costs was also reviewed in the Reference Group last year, and agreement was reached not to make any changes at that point. However, the definition will be reviewed and refined, if necessary, based on experience after implementation of decision 1992/36.

15. The evaluation also states that all input costs should be captured to permit the better development of data on cost-effectiveness. The capacity of UNICEF field offices in cost analysis of programmes is being strengthened. Assistance was provided to countries in the development of their national plans of action to ensure proper inclusion of costing data. New training for field offices was begun in this area in 1992, and the establishment of a Social Policy and Economic Analysis Unit in the Planning Office will further contribute to strengthening field office attention to this issue in the future.

16. The evaluation also suggests the use of "the logical framework" as a programme or project planning device that systematically organizes technical linkages between inputs, outputs, outcomes and impact of interventions. The logical framework approach is an integral part of UNICEF programming procedures (see "Policy and Procedure Manual", Book D: Programme operations, section 7). However, the Executive Director believes that further efforts may be required to ensure that all staff apply the approach as laid out in the policy manuals.

17. The report recommends that the evaluation of overall past country programmes should be an integral part of the country programming process. UNICEF strongly supports the suggestion for an enhanced evaluation emphasis "on addressing the impacts and effects of programmes and on evaluating country programmes" (p. xxii). Although this procedure has been insufficiently emphasized in practice, it is fully integrated in current UNICEF policies and procedures. A special effort is being made to ensure that the overall country programme evaluation component is an integral part of the country programming exercise.

18. The evaluation report also points out that UNICEF should further develop its capacity as a "learning centre" on development matters concerning women and children as a major aspect of its mandate. UNICEF is very much aware of this requirement and has greatly emphasized this need in different policy documents to the field, particularly in relation to the implementation of programmes developed in the context of the follow-up of the World Summit for Children. UNICEF has paid particular attention to enhancing its field capacity in the production and continuous updating of the country situation analysis as a major source of data on the status of children and women. UNICEF has also outlined the different actions it is taking to strengthen UNICEF as a knowledge centre on women and children in the 1992 Board document on overall progress in the implementation of evaluation activities in UNICEF (E/ICEF/1992/L.9). Those recommendations, which are being implemented, comprised the inclusion of a review of past evaluations and their use, as well as a summary of the evaluation plan and its structure in all country programme recommendations submitted to the

Board; conducting evaluations at the programme rather than only at the project level; the upgrading and distribution of the evaluation database; ensuring that the necessary resources are available for implementing evaluation plans, the development of a three-year organizational evaluation plan; intensification of joint evaluations with donors; and enhanced collaboration with Governments on evaluation to address the capacity-building and institutional-strengthening requirements through the country programme, with a special emphasis on sub-Saharan Africa.

19. UNICEF is implementing all of the above recommendations and will report on progress in due course. Special efforts are also made to enhance the operational research function of the organization by strengthening local capacity to conduct practical research related to programmes in which UNICEF is involved. A continuing and even greater effort has to be made to achieve the objective of making UNICEF a real learning institution and knowledge centre for women and children in support of capacity-building and institution-strengthening in the countries that UNICEF supports.

20. Finally, the evaluation also states that whereas UNICEF has assembled strong teams of professional staff at the country level, there are weaknesses in the area of human resources development in certain areas. The Executive Director believes that human resources development is of utmost importance, and that training and retraining of current staff is the most realistic answer to changing skills requirements. This policy has been illustrated by a threefold increase in the training budget over the last four years. UNICEF will continue along this line without neglecting recruitment where required as a source of bringing in new skills and knowledge.

21. As to the suggestions from the evaluation concerning different structures and the functioning of the Board depending on the intervention model adopted, UNICEF believes that these issues should be further clarified within the overall context of restructuring of United Nations agencies in the General Assembly and by the Executive Board itself.

## VII. CONCLUSION

22. The Executive Director is grateful for the opportunity this evaluation has provided to review different aspects and functions of UNICEF operations. It provided a very useful input into management discussions concerning the means to proceed with the aim of realizing the goals established by the Board for the 1990s. The Executive Director looks forward to further discussions on the issues raised by the evaluation.

Annex

**Correspondence between goals for children in the 1990s and provisions of the Convention on the Rights of the Child**

The articles of the Convention on the Rights of the Child as listed below contain provisions which correspond to specific goals for children in the 1990s.

<b>Major Goals for Children in the 1990s</b>	<b>Rights of the Child as embodied in the Convention</b>	<b>Relevant articles(s) of the Convention</b>
1. <b>IMR/USMR (Infant mortality rate/Under-five mortality rate) reduction</b>	<b>Right to life</b> <b>Right to health and health services</b>	<b>6</b> <b>24</b>
2. <b>MMR (Maternal mortality rate) reduction</b>	<b>Right to health services</b>	<b>24. 2 (d)</b> <b>24. 2 (f)</b>
3. <b>Malnutrition</b>	<b>Right to health services</b>	<b>24. 2 (e)</b>
4. <b>Universal access to water and environmental sanitation</b>	<b>Right to health services and standard of living</b>	<b>24. 2 (c), (e)</b> <b>27</b>
5. <b>Universal access to basic education and completion of primary education</b>	<b>Right to education</b>	<b>28, 29, 32</b>
6. <b>Reduction of adult illiteracy</b>	<b>Right to education</b>	<b>24. 2 (e), (f)</b> <b>28</b>
7. <b>Improved protection of children in especially difficult circumstances</b>	<b>Right to protection from:</b> <ul style="list-style-type: none"> <li>. violence, abuse, neglect</li> <li>. economic exploitation</li> <li>. drug abuse</li> <li>. sexual exploitation</li> <li>. sale, trafficking and abduction</li> <li>. all other forms of exploitation</li> <li>. torture, death penalty, life imprisonment and deprivation of liberty</li> </ul>	<b>19</b> <b>32</b> <b>33</b> <b>34</b> <b>35</b> <b>36</b> <b>37</b>
	<b>Right to special protection if:</b> <ul style="list-style-type: none"> <li>. refugee or asylum-seeker</li> <li>. disabled</li> <li>. affected by war</li> </ul>	<b>22</b> <b>23</b> <b>38</b>
	<b>Right to special protection and assistance if deprived of family environment</b>	<b>20, 21</b>
	<b>Right to periodic review if placed for the purpose of care, protection or treatment</b>	<b>25</b>
	<b>Right to treatment for recovery and reintegration of victims of abuse and exploitation</b>	<b>39</b>
	<b>Right to be treated with dignity and worth if in conflict with the law</b>	<b>40</b>



E/ICEF/1993/CRP.17\*  
29 April 1993  
ENGLISH ONLY

FOR INFORMATION

UNITED NATIONS CHILDREN'S FUND  
Executive Board  
1993 session

Statement by Mr. James P. Grant  
Executive Director of the United Nations Children's Fund (UNICEF)  
at the close of the  
General Debate of the 1993 Executive Board

New York - 29 April 1993

Mr. Chairman,  
distinguished delegates, friends  
and colleagues:

In these first two days of General Debate at this Executive Board, two main threads run through the many and varied interventions. One is the sense that we are embarked together on an exciting enterprise to eliminate the worst manifestations of poverty in the world by the end of this century. As many delegations from developing countries have reported on the extraordinary progress they are making, despite all the obstacles and setbacks, one senses that there is a growing awareness that, perhaps to our own surprise, the community of nations might just be able to actually accomplish what we set out to do! Beginning with the goals set forth by this Board in April 1990, the common philosophical and practical framework provided by the World Summit for Children Declaration and Plan of Action, and the Convention on the Rights of the Child, was acknowledged, explicitly or implicitly, in virtually every intervention, giving this year's debate greater overall coherence and integrity than in past years.

\* re-issued to include extemporaneous text

A second thread is an awareness of the need for striking a delicate balance among the multiple competing demands and priorities in addressing the needs of children. Ours is a world that has seen the end of the deadly military rivalry of superpowers ... a world that offers the prospect of devoting the resources and ingenuities of societies to promoting the welfare and dignity of humankind everywhere. And yet it is a world that is a daily witness to the horrors of former Yugoslavia as well as the persistent and quiet miseries on a much larger scale which afflict the majority of the world's people who are poor and vulnerable. A balance must be struck between the immediate and the urgent: between the loud and violent emergencies and the silent tragedies, with their mammoth waste of human potential ... between the international consensus expressed in global goals for children and development and the need for setting priorities in each country ... between expanding the reach of services to the needy and promoting capacities of people and institutions ... between the urgent needs of the newly independent states of Eastern Europe and Central Asia and the long-standing needs of other low-income developing countries ... and between coordination and consolidation of the UN system's development activities and maintaining the unique comparative advantages of UNICEF and each of our sister agencies.

I hear the speakers saying in different ways that the seemingly competing priorities must not be allowed to compete. They can be reconciled, and even synergies can be built, if children and their basic needs, immediate and long-term, are kept firmly in sight. As the distinguished representative of India reminded us: "It is the combination of hope and despair and opportunity and threat that make this last decade of our century so very important. Posterity will never forgive us if we fail."

+ + +

There is another theme which I wish I had heard, but did not hear sufficiently, concerning the need for increased resources. It is not just a question of loud versus silent emergencies. More is clearly needed for both. Obviously it is senseless to provide billions for peace-keeping and then not fully fund the much smaller amounts required for the provision of humanitarian assistance that peace-keeping is designed to enable. This is so amply demonstrated in Somalia and former Yugoslavia, where the billions are flowing for peace-keeping but the humanitarian assistance is being funded on an inadequate shoestring. It is equally irresponsible, as many of you have pointed out, to take from the silent emergencies to respond to the loud ones, since this in turn will contribute to more failed states, fewer democracies and slower reduction in the population explosion.

+ + +

Mr. Chairman, delegates, as you are aware we have chosen a new approach to responding to the comments and queries raised by delegations during the General Debate. Our efforts in the past to provide a complete and detailed response in my statement has resulted in recent years in a speech which far exceeded reasonable capacity for listening ... as well as for speaking, and for drafting! Accordingly, and in response to many suggestions by delegates following last year's missive, our different approach for this year is to produce that comprehensive inventory of responses as a printed document -- 36 single-spaced pages long -- which is appended to the text of this oral statement. At this time, I will offer a brief introductory comment addressing just a few of the key issues which were identified by delegations in their interventions.

I will first say that I was deeply moved by the many delegations which recognized the work of UNICEF staff in the field, and particularly those who have given their own lives in seeking to protect the lives of children. They are an extraordinary breed, and I am proud, like you, to be associated with them.

#### Convention on the Rights of the Child

Mr. Chairman, the Convention on the Rights of the Child is dramatically emerging as the common standard by which all nations can develop their overall attention to children. The rapidity and numbers with which States have embraced the Convention has been enthralling to the secretariat, as, I know, to all who devoted so many years to encouraging, drafting, and enacting this pioneering human rights instrument. The possibility that by 1995 -- the 50th anniversary of the United Nations -- it might well become the world's first "universal law", ratified by all States, is both a moving affirmation of the necessary centrality of the child in every society, and a daunting challenge to assist and encourage governments to incorporate its standards in all appropriate aspects of their national laws and policies.

#### Follow-up to the World Summit for Children

The most encouraging characteristic of the interventions during the debate are the reports from so many countries on the serious work now underway to "keep the promise" of the World Summit for Children. The majority of countries -- both within this Board and worldwide -- have now completed their National Programmes of Action or are close to doing so. Many of those which have not have explained the compelling reasons which have slowed their work, and we have heard their assurances to the Board of the seriousness of their commitment.

It is particularly encouraging that the NPAs are not merely inventories of actions to be taken, but are central points of reference for national policy on children and the family within overall plans for national development, and in many countries are being decentralized to provincial and municipal levels and -- very encouragingly -- are surviving changes of government administrations.

Further, it is clear that the identification of intermediate goals for achievement by 1995 will prove very useful to countries in marshalling their efforts and measuring their progress. This will fit well into the programme of the World Summit on Social Development in 1995, which should incorporate the mid-decade review called for by the World Summit for Children. In fact, in my judgement, the follow-up on the World Summit for Children could become the key ingredient in making the 1995 World Social Summit a meaningful and effective global summit.

It was also important to hear indications among industrialized countries that their concerns for follow-up to the World Summit are not limited to children in the developing countries. There is a new appreciation of weakness in some of their own national policies and programmes concerning children and the urgency of giving children a higher priority.

#### Resources for child and family development

Participants in the general debate reflected the same hopes, determination and concerns which I expressed in my opening statement to the Board on the potential and obstacles for providing the significant, but not impossible, resources required to achieve our goals for the year 2000. I particularly cited the formula first proposed by UNDP for a "20/20 vision": that developing countries should ensure that at least 20 per cent of their national budgets are addressed to priority social sector needs, and the donor countries should ensure that at least 20 per cent of their ODA should be similarly targeted. A number of developing countries indicated that they already exceed this standard in their social sector budgets. This is a welcome base, but I remind governments that the urgent concern is with meeting priority human needs, such as adequate food and nutrition, primary health care, basic education, clean water and safe sanitation, family planning, etc. It is these needs which require at least 20 per cent of resources.

There is much concern that some of our traditionally most exemplary donors have indicated that their national economic situations impose new restraints on their development assistance capacities. Several governments have already informed us of reductions in their contributions to UNICEF as well as in their overall assistance, rather than continuing their historic trends of steady growth and reliability in their support. We fervently appeal to these governments, as well as other donors, to "double- and triple-check" their budgetary resources in search of either new or re-directed funding for these priority human needs and to remember their pledge at the World Summit to give children a first call, in bad times as well as good. The sea changes in world affairs of the past several years surely suggest that many priority demands of the past should no longer be paramount, and especially in difficult times, there ought to be room for bringing the benefits of a new order to those most vulnerable and most in need.

At the same time, I do wish to acknowledge with heartfelt thanks that some of the donors in question still contribute on a per capita basis up to 20 times the DAC average. They and others compose a worthy band of committed states who have set a great standard to which all nations should aspire.

Using for illustrative purposes the assessment rate used for contributions to the UN budget, it is interesting to note that if all major donors contributed at or near their UN assessment rate, the declines in contributions from some of UNICEF's strongest contributors would be compensated for many times over.

I should also note, Mr. Chairman, that our five years' income projections for UNICEF, in our medium-term plan -- a 1.7 percent annual increase for the last four of those years -- are pessimistic and out of harmony with the consensus of this assembly that we are still on track for achieving the World Summit goals and the new ethic reflected in the Convention on the Rights of the Child. It can be argued that these projections assume a failure of 20/20 vision -- that the industrial world will not mobilize at all responsively to the promises and requirements of the World Summit for Children, and will not show for the silent emergencies the same responsibility which it is demonstrating for peace-keeping or, I might add, for economic recovery in Eastern Europe and the former Soviet Union. UNICEF currently receives close to 10 per cent of ODA allocated for meeting priority human needs. If the world community were to shift the structure of its priorities to meet the 20 per cent of ODA target, and if only 5 per cent of this were to pass through UNICEF, this increase would represent a 40 per cent boost in UNICEF funding over the next several years -- vastly different obviously from the 1.7 percent that we project annually for the last four of the five years. Despite difficult economic

conditions afflicting so many countries, I hope that their governments will remember that those most in difficulty are the world's poor children. If they are "put off 'til a better tomorrow", there will not be a tomorrow for millions of them, and, as noted earlier, there will be more failed states, less democracy and a slowing of the decline in population growth.

Finally on the issue of resource mobilization, I appreciated the endorsement by several delegations to the suggestion that debt relief for Africa -- for human development, and especially for child development, purposes -- ought to be a principal topic for all industrial countries and on the agenda for the G-7 Summit of the seven strongest industrialized countries. The leading role which these countries play in defining the world's priorities makes it incumbent upon the G-7 -- all of whom participated in the World Summit for Children -- to take the lead in addressing human needs. The industrialized countries must find ways -- through restructuring of their budgets and through debt relief -- to support an effective assault on the most gross manifestations of poverty and neglect of children. When so much is clearly possible to be done, a failure to seize the opportunity and the challenge would be tragic. Demonstrable progress must be made soon in the industrial world's willingness to honour its promises of increased support to developing countries for their initiatives to "do the do-able" in response to the silent emergencies, or the World Summit for Social Development in 1995 risks a return to the rich-poor confrontations of the 1970s.

I take encouragement from one intervention that was not in the General Debate but in the Programme Committee on Wednesday morning. The United States said it believed that "a stronger alliance will be needed in the 1990s": it pledged its support for the principles of the Dakar Consensus; applauded the intermediate goals approved at ICAAC; and promised to be "a stronger partner in this more effective alliance". This is not lightly said, as it comes from possibly the most influential delegation the United States has ever sent to this Executive Board.

### Emergencies

There are many issues involved in the world's -- and UNICEF's -- response to emergency situations, but perhaps two stood out in the General Debate as demanding a global re-thinking and a common policy consensus. They are questions of balance -- both within the context of an emergency, and between the loud and the silent emergencies.

We have seen recent situations -- such as in Somalia and the former Yugoslavia -- in which the desperate conditions of the populace have been exacerbated -- if not instigated -- by the indifference and/or brutal arrogance of parties which have readily allowed the populace to be the primary victims of their hostilities...or, worse, have inflicted public suffering as a weapon. We welcome the new willingness of the international community -- selective and reticent as it may be -- to insist, on behalf of human morality, that people have a right to food and to protection from wanton abuse and to respond, where necessary, to such atrocities with force. But what is the balance between imposing that will and providing the needed humanitarian relief? As noted earlier, it is astounding that governments have readily committed billions of dollars to peacekeeping interventions to protect relief, but mobilization of the relief itself struggles and scrapes. Over one billion US dollars have been spent already in support of the military intervention in Somalia with more billions in prospect, while only some ten per cent has been contributed in response to the humanitarian appeal for US\$150 million in 1993. Something is wrong here.

The second issue of balance is, of course, not new to us, but it is surely made more vivid by the current proliferation and intensity of crises: it is in ensuring that resources to respond to the most immediate emergencies must not be taken at the expense of the on-going work on the silent emergencies, as so many of you insisted during the General Debate. Meeting the requirements of loud emergencies must be additional to the already too-minimal resources devoted to priority human needs in the developing countries. To reduce or defer attention to the urgent needs of the poor and vulnerable will only result, as noted earlier, in more civil conflicts, more collapsing infrastructures, more failed states, and more emergencies screaming for immediate attention at ever greater cost.

#### Family planning

Many delegations commented on the UNICEF policy paper on Family Planning, some of these comments coming with quite different emphases. I believe that the policy paper presented to the Board strikes the kind of balance suggested by a cross section of Board members. It allows and encourages UNICEF offices to be increasingly responsive to Family Planning in a manner that is complementary to support provided by UNFPA and other agencies, emphasizing comparative advantage and respecting local differences. It also emphasizes that success in advancing Family Planning goes far beyond just information, education, communication and access to

services. Success depends on progress in basic education, particularly of girls, and improvements in health that give families assurance that their first-born will survive. Progress on all three is necessary, preferably simultaneously, and we are seeing the synergy that results in country after country.

#### Donor evaluation of UNICEF

UNICEF staff at headquarters and in the subject field offices welcomed the opportunity to cooperate with the donor evaluation of UNICEF. We are grateful to the governments of Australia, Canada, Denmark and Switzerland for undertaking this very useful and revealing exercise. There was strong agreement in the General Debate with the evaluation's identification of three primary strategies for UNICEF programming: service delivery, capacity building, and empowerment, while the view was also expressed that advocacy is either a fourth strategy or an overarching dimension to the first three.

The history of UNICEF's cooperation with developing countries demonstrates that service delivery has consistently been both a valued intervention in its own right, and often the key for our ability to assist in building capacity and empowering families and communities. Our Chairman commented on this following his visits to China and India.

I believe that, as many of you have urged, our programming should almost always reflect a merging of each of these three strategies in a balanced, coordinated strategy of cooperation. The nature of that balance, of course, must be determined at the country level.

I particularly welcomed the confirmation in the evaluation that UNICEF's advocacy on behalf of global goals as guides to national programming has reflected an appreciation that the goals must be adapted both "upwards" and "downwards" to fit the national situation, as determined by the government, and consistent with the government's own structures and capacities.

The nature of UNICEF's role in countries is an issue subject to differing perceptions. The evaluation cited UNICEF's roles as either a favoured partner or a critical partner in dialogue with governments. I would suggest that these roles are really two sides of the same coin of "concerned dialogue". UNICEF has built itself as a favoured partner to most governments through the effectiveness of our programme delivery and the validity and reliability of the experience which we share and the advice we offer. As a favoured partner, we are given greater liberty to be a critical partner: based upon the experience which we have

garnered over the years and from many countries, we are able to identify shortcomings and express our views. The duality of these roles is perhaps most vividly demonstrated in the country programming process, which begins with a critical assessment of the situation in the country, and proceeds with a respectful and honest dialogue on programme priorities. It is, I think, a mark of both our honesty and our discretion and sensitivity that governments welcome us as both favoured and critical partners.

#### Inter-agency coordination and UN restructuring

The very important process of UN reform which is now underway pursuant to General Assembly Resolution 47/199 was prompted by a sense of need for a more efficient and coordinated United Nations system for development cooperation. The secretariat shares this sense of need and strongly welcomes this effort. We have sought to strengthen collaboration at both the headquarters and country level, in incremental measures within our operational responsibility and in harmony with other development agencies and funds, respecting government's own priorities. This is especially pursued through the Joint Consultative Group on Policy. On larger issues, we await the guidance and mandates which will result from the General Assembly's consideration, and the Secretary-General's guidance on how to implement those mandates. And, of course, we are anxious to learn of decisions on changes in governance so that we may prepare to adapt our procedures to those changes.

At the same time, we appreciate the expressions in the General Debate that UNICEF's unique mandate and programme priorities should not vanish as a result of reform, and that the overall reforms and restructuring should maximize the comparative advantage and country-level accessibility of its various bodies and organizations while at the same time protect the flexibility and rapid response capacities of agencies such as UNICEF.

#### Guiding principles

Mr. Chairman, it now appears that I will not be with you next week. I have some medical problems that must be addressed. And if I may, I would like to make some brief comments in lieu of being here to make a final statement. Over my lifetime I have been guided by certain principles which I believe are very much those that have been underlying UNICEF's work. I noted in my opening statement the Arnold Toynbee quote: "Our age is the first generation since the dawn of history in which mankind dared to believe it practical to make the benefits of civilization available to the whole human race". Well, what UNICEF has been doing since

its new incarnation in 1950 is to see that this happens for children. And our year 2000 goals, if we achieve them, will really represent for children having crossed the watershed of insuring that every child in the world has a certain basic minimum equal start.

Second, morality does march with changing capacity, and capacity has certainly changed over these last decades. And as Primo Levi said: "If we can relieve torment and do not, we become tormentors ourselves". And, again, I think that UNICEF has represented a force for bringing to the attention of the world the need to move for children as our capacity has increased.

And then some of you will remember the quotation I used two years ago, the one from Henry David Thoreau: "If you have built castles in the air, your work need not be lost -- that is where they should be. Now put foundations under them". In essence, that is what we have been doing with the Child Survival and Development Revolution since 1983. That is what we did in 1985 -- the year of the 40th anniversary of the UN -- when we called on the General Assembly of the United Nations to reach Universal Child Immunization by the 45th anniversary of the United Nations. And this is what we did in 1986, when we called upon all countries to complete General Assembly action on adoption of the Convention on the Rights of the Child by 1989, the anniversary of the Declaration on the Rights of the Child. That is what we did when we suggested the possibility of a World Summit and certainly, that is what is happening now as we are busily engaged in building foundations under the "castles in the sky" year 2000 goals of the World Summit for Children.

Fourth, I am very fond of a quotation from Jean Monnet, that great European, who when he faced a problem would say: "Let us not sit on opposite sides of the table with the problem between us. Let us sit on the same side of the table, put the problem on the other side, and solve it." And, in essence, that is what has characterized the work of this Board throughout its history. I think this has been unique among the UN agencies in our ability to follow-up on Monnet's advice. He also carried in his wallet a quotation from Ibn Saud: "For me, everything is a means -- even the obstacles." And that is what we tried to do when tragedy hit so many developing countries in the early 1980s -- use the means, the obstacles to force a rethinking on behalf of children. I think we are in the process of doing this again.

Universality of children's needs and societies' responsibilities

Mr. Chairman, let me end these remarks by repeating the words of Marian Wright Edelman, considered by many to be the foremost champion of children in the United States, who I believe speaks for this assembly and for children and adults all over the world:

"There are only 350 weeks from today until the turn of the century. I can think of no better way to mark the new millennium for our world to be able to see that the goal of meeting the essential human needs of every child, woman and man -- adequate food, clean water, sanitation, primary health care, family planning and basic education -- has been met...

Ms. Edelman continues:

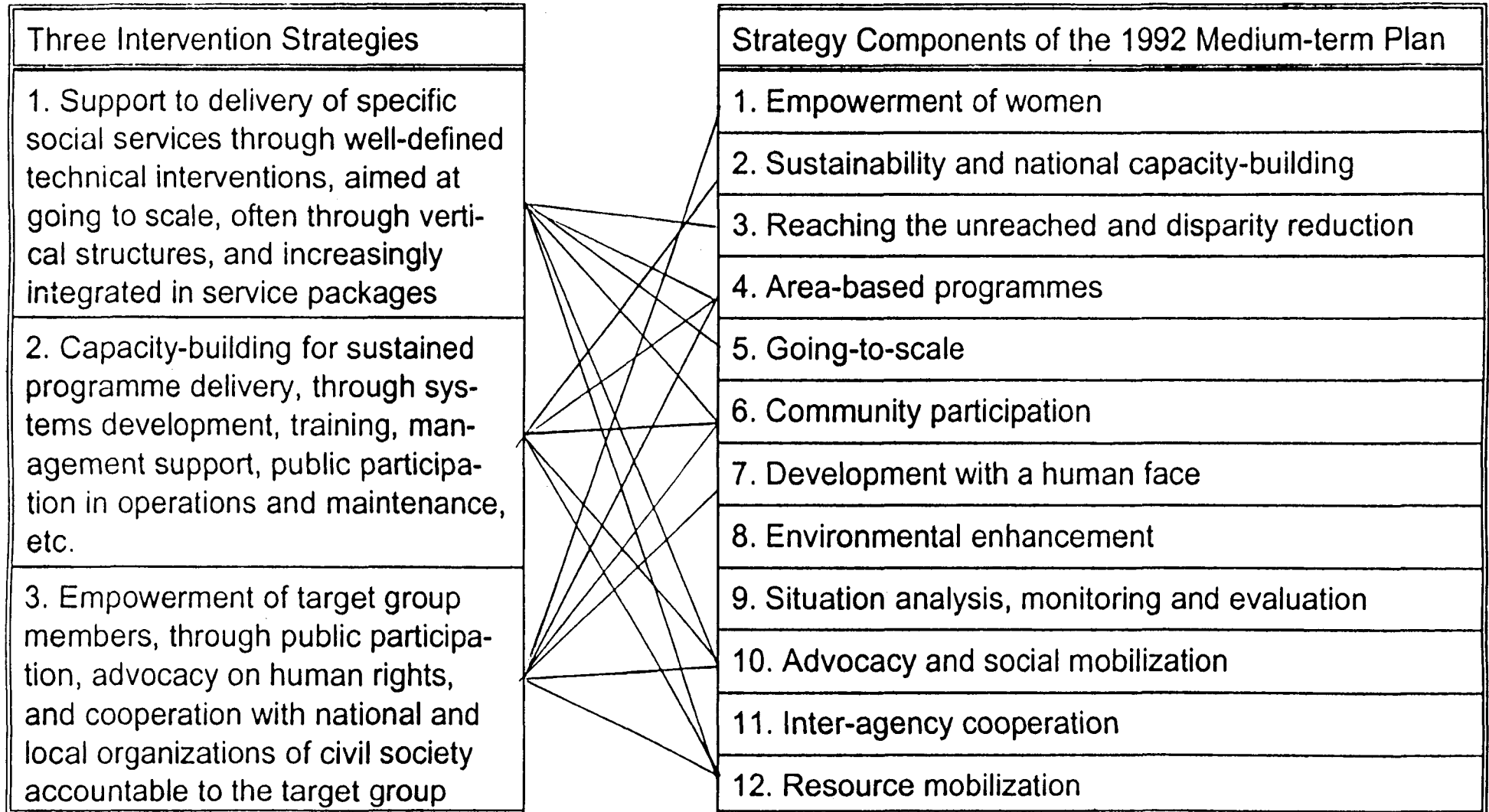
"Each and every day, let us struggle personally and collectively to help our children regain their moral traction in a world plagued by ethnic, religious, racial and national strife... Let us together build the future peace by affirming though our lives and leadership and time and money and caring the promise and sanctity of each child.

"There can be no greater mission in life for any of us."

It is a mission which I know that every participant in this Board session embraces wholeheartedly. Let's get on with the work.

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## UNICEF's Programme Strategies \*



\* From: Strategic Choices for UNICEF. Evaluation of UNICEF. Synthesis Report 1992. (page 13)

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Economic and Social Council

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E/ICEF/1993/P/L.9  
16 February 1993

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UNITED NATIONS CHILDREN'S FUND  
Programme Committee  
1993 session

FOR ACTION

COUNTRY PROGRAMME RECOMMENDATION\*

Bolivia

The Executive Director recommends that the Executive Board approve the country programme of Bolivia for the period 1993 to 1997 in the amount of \$6,875,000 from general resources, subject to the availability of funds, and \$34,275,000 in supplementary funds, subject to the availability of specific-purpose contributions.

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\* In order to meet documentation deadlines, the present document was prepared before aggregate financial data were finalized. Final adjustments, taking into account unspent balances of programme cooperation at the end of 1992, will be contained in the "Summary of 1993 recommendations for general resources and supplementary funding programmes" (E/ICEF/1993/P/L.2 and Add.1).

### Programme strategies

27. The multi-donor evaluation of UNICEF has suggested an analysis of cooperation according to three programme strategies: (a) support to the delivery of specific services; (b) capacity-building for sustained programme delivery; and (c) empowerment of target group members. Based on an assessment of the problems and the most pressing needs of children and women in the country, and analyses of the causes of those problems and of the opportunities available for addressing them, the programme of cooperation in Bolivia attempts to strike a balance among the three strategies.

28. Bolivia is a country with high IMR and U5MR, and a very high MMR. As such, the rapid reduction of those rates is the highest programme priority. Child development is a corollary of child survival; those factors which cause high rates of child deaths are much the same as those which prevent children from developing physically and intellectually into full participants in Bolivian society.

29. A sustained reduction in young child deaths, however, requires attention to the underlying causes of the problem. In the situation analysis, these factors are described as: (a) inadequate household food security; (b) inadequate care of children and women; (c) inadequate health, water supply and sanitation services; and (d) inadequate access to information and education. Actions addressed at such underlying causes include support to service delivery (e.g., the construction of water systems in Cochabamba and Potosí), but must be complemented by elements of capacity-building (e.g., training in the maintenance of water systems) if they are to be effective and self-sustaining.

30. The leading direct causes of maternal mortality - induced abortion, infection and toxæmia - can be attacked to some extent through improved service delivery and improved capacity to organize and maintain services. Yet the social factors which ultimately lead to high rates of maternal death are also associated with women's limited participation in society. The empowerment of women with respect to their rights, their education, their opportunities and their incomes is valid as a goal in itself, but is also crucial to a reduction in maternal mortality. Moreover, CSD cannot be separated from the social development of women. Bolivian women represent the country's least developed human resource - their empowerment to address their own needs and those of their children is a fundamental, if long-term, goal of the programme.

31. The analytical framework used in the situation analysis led to the logical selection of programme strategies. The need - and the opportunity - for a rapid reduction in mortality and morbidity indicators demand improved service delivery. Sustaining such improvements requires stronger formal and non-formal institutions. Opportunities for institution-building have been limited in the past by the lack of a permanent government civil service, although the inception of such a service is expected in 1993 and non-governmental service institutions are active. Finally, it is recognized that people with better access to and control over resources are in a better position to ensure their own well-being. Bolivia's ratification of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women offers new advocacy and mobilization opportunities for the broad empowerment of children and women.

32. The country programme of cooperation comprises national-scale programmes in the areas of social policies for children and women (including advocacy and social mobilization), health and nutrition, and education. The resources of the national-scale programmes will be employed with a view to the reduction of disparities within the country, targeting the departments of Chuquisaca, Potosí and Cochabamba. In addition, concerted support will be provided for basic services and development of the Guaraní people of the Chaco region. The Bolivian component of PROANDES, presented separately to the Executive Board (E/ICEF/1993/P/L.28), will consolidate the progress made so far in the central Andean provinces of southern Cochabamba and northern Potosí, and expand its community-based activities into neighbouring provinces and departments.

33. These programmes and their component projects combine, in varying degrees, elements of the three programme strategies discussed in the multi-donor evaluation. The social policies programme is one primarily of institution-building and of empowerment through advocacy and mobilization for children's and women's rights. The health and nutrition, and education programmes include projects employing each of the three strategies. The area-based programmes include elements of service delivery and the development of skills and competence at the local level, but also provide unique opportunities for the direct empowerment of communities and, in particular, women.

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## Economic and Social Council

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19 January 1993

ORIGINAL: ENGLISH

UNITED NATIONS CHILDREN'S FUND  
Programme Committee  
1993 session

FOR ACTION

## COUNTRY PROGRAMME RECOMMENDATION\*

Philippines

The Executive Director recommends that the Executive Board approve the country programme of the Philippines for the period 1994-1998 in the amount of \$22,500,000 from general resources, subject to the availability of funds, and \$37,170,000 in supplementary funds, subject to the availability of specific-purpose contributions.

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### Programme strategies

27. There are six principal programme strategies:

(a) The country programme will take advantage of the implementation of the Local Government Code to help expand services that have a direct impact on reducing problems associated with child survival, development and protection such as the control of ARI;

(b) Capacity-building and community empowerment will be supported by emphasizing service delivery activities including (i) a common focus on priority PPAC goals; (ii) social mobilization, especially to reach poor families; (iii) well-defined target groups, especially pregnant and lactating women and children under five years old; and (iv) sharply focused information, education and communication activities which, inter alia, promote environmental awareness and sustainable development;

(c) Chief executives of local government will be assisted in implementing the Local Government Code in order to increase local government capacity and accountability for achieving PPAC goals;

(d) Social mobilization permeates every programme to cultivate sustainable governmental, NGO, community and private sector leadership for achieving PPAC goals, e.g. universalization of quality primary education;

(e) This cooperation will play a catalytic role in mobilizing resources for PPAC, including innovations such as debt swap and debt relief, and the inclusion of PPAC goals in both national and local development plans;

(f) Improving the information base of the situation of children, begun in 1991, will be continued for effective advocacy, social mobilization and improved delivery of services, e.g. the prevention of HIV/AIDS.

**TO:** Mr. Stanislas Adotevi  
Regional Director, WCARO

WID/ME/1993/119  
6 March 1993

Mr. Daniel Brooks  
Regional Director, EAPRO

Mr. Cole Dodge  
Regional Director, ESARO

Mr. Karl-Eric Knutsson  
Regional Director, ROSA

Mr. Edward Lannert  
Regional Director, MENARO

Ms. Marta Mauras  
Regional Director, TACRO

**FROM:** Misrak Elias   
Senior Adviser  
Women's Development Programmes (WDP)

**SUBJECT:** Capacity Building for gender responsive programming

In cognizant of the requests from country offices for assistance in mainstreaming gender issues in country programmes, the stipulation of the UNICEF Executive Board that UNICEF staff should be trained to implement the UNICEF policy on women and the recommendation of the Multi-Donor Evaluation Report that country offices' capacities for integrating gender issues in programmes be strengthened, the Women's Development Programmes Section (NYHQ) is instituting a capacity-building project for gender responsive programming to be funded out of Global Funds.

The components of this capacity building exercise include:

- The adoption of the Women's Empowerment Framework as the basis for gender analysis and programming;

- The development of a gender training package based on the empowerment framework;
- The preparation of guidelines for integration of gender issues in programmes, with special emphasis on the preparation for milestone meetings;
- Development of a core group of gender experts, comprising selected UNICEF staff members and external consultants

We have consulted with colleagues from country and regional offices as well as participants of the Inter-Regional Workshop on Gender Training which was held in Nairobi in December 1992 in compiling the list of gender experts (see attached annex 1).

The gender experts are expected to be available for the following tasks:

- As resource persons to regional- and country-level gender training workshops;
- As technical experts for inputs at strategic points of the country programming process (preparation of the situation analysis study, strategy formulation, preparation of programme plans of action, etc.).

The Women's Development Programme Section (NYHQ) in collaboration with the Training Section (NYHQ) is organizing a briefing on UNICEF Programme Process and on UNICEF Gender Training Package for the identified gender experts in New York, from 14 to 23 April 1993. The purpose of the briefing is to equip the gender experts with UNICEF specific knowledge and information to increase their effectiveness as technical resource persons to country offices.

We also believe that it is strategic to have one or two of our internal gender experts from each region join the external resource persons in the briefing exercise. The December 1992 Gender Workshop was instrumental in identifying some of the internal experts. We suggest that those identified UNICEF staff members (see attached annex 2), and any others that you may suggest, especially in those regions which are represented in the attached annex 2, be facilitated in attending the workshop in New York.

The purpose of the above lengthy introduction is by way of eliciting your comments and suggestions for improving our strategy to increase global, regional and country capacities in gender responsiveness in UNICEF programmes. We would also like to know the needs of your region for technical support so that we may best equip ourselves to serve you. Through

information we obtained from our collaboration with the Geographic Sections and the Training Unit, we have compiled a list of gender training activities (annex 3 attached). Please check if this tallies with your plans and let us know if there are new developments.

We look forward to 1993 and 1994 as being the years in which we will all work together in building UNICEF capacity for mainstreaming gender.

With best regards.

cc: Mr. Kul Gautam  
Director, PD

Mr. Manzoor Ahmed  
Associate Director, PD

Chiefs of Geographic Sections

Ms. Sandra Haji-Ahmed  
Chief, Training Section

Ms. R. Padmini  
Coordinator, ISC

ANNEX 1

GENDER TRAINING RESOURCE PERSONS (PRELIMINARY LIST)

EAPRO

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Coordinator  
Women in Development Program  
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## CAPACITY BUILDING FOR GENDER RESPONSIVE PROGRAMMING

### TERMS OF REFERENCE FOR PARTICIPANTS

#### I. BACKGROUND

The main thrust of the implementation of UNICEF's Capacity building project for gender responsive programming relies on the following strategies:

(i) The application of the Women's Empowerment Framework as the conceptual framework to be used throughout the programming process to ensure improved implementation of UNICEF's policies on women in development, to achieve the goals of gender equality and women's empowerment.

(ii) The development of a gender training module based on the Women's Empowerment Framework. The gender training module was prepared by the gender expert who developed the framework, Ms. Sara Longwe. This module was tested in the workshop held in Nairobi from 7 to 10 December 1993. It is being revised and will be finalized by the end of March 1993.

(iii) The building of regional and national capacity for gender training and gender responsive programming based on the Women's Empowerment Framework and UNICEF's programming process to ensure availability (at regional and national levels) of knowledgeable resource persons for technical support to country and regional offices. The resource persons will not only assist in conducting gender training activities but will be available to Country Offices during the country programming exercise (preparation of situation analysis, strategy meeting, programme preview, mid-term review, etc.) for technical assistance.

#### II. PURPOSE OF FUTURE CONSULTANCY ASSIGNMENTS

The preliminary group of experts in gender and women in development identified by the Women's Development Programmes Unit (NYHQ) in consultation with colleagues from all regions have been approached to join the resource pool of gender experts who will be called upon for technical consultations (see attached preliminary list).

This consultancy work involves serving as resource person in UNICEF regional and country gender training workshops and providing technical support in developing UNICEF Country Programmes.

It is in anticipation of the consultancy assignment that a briefing has been arranged for the identified resource persons to equip them for effectiveness in country programme support.

### III. PURPOSE OF BRIEFING FOR RESOURCE PERSONS

The workshop for resource persons scheduled to be held in New York is intended to provide the resource persons with an understanding of UNICEF's programming process and the Women's Empowerment Framework and thus improve their effectiveness in the technical support they give to country offices.

As preparation for future consultancies, the resource persons are expected to:

- (i) Participate in a briefing, scheduled to take place in New York from 14 to 23 April 1993 (provisional agenda attached) on UNICEF's Gender Training Package based on the Women's Empowerment Framework and UNICEF's Programme Process.
- (ii) During the briefing, assist in the finalization of the trainer's manual which is being developed to be part and parcel of UNICEF's gender training package. The trainer's manual is under preparation and will be ready by mid-March 1993.
- (iii) Review of the one day "Gender Briefing" Module prepared for senior decision makers.
- (iv) Provide inputs/suggestions on the appropriateness of the training methodologies and approaches with respect to her/his technical area of expertise and her/his knowledge of the geographical region.
- (v) Provide inputs for the identification and development of indicators for applying the Women's Empowerment Framework in key programme areas of UNICEF Country Programmes i.e. health, nutrition, education, water and sanitation, urban and area based programmes, environment and children in difficult circumstances

### IV. TERMS AND CONDITIONS

Participation in the briefing workshop implies commitment on the part of the experts to make themselves available to UNICEF consultancy assignments in 1993 and 1994 for country programming technical support and training.

### V. TIME FRAME

The duration of this contract is for a 12 to 14 days period covering the duration of the briefing scheduled to be held in New

York from 14 to 23 April 1993 and 2 to 4 days for travel, as required.

VI. PAYMENT OF HONORARIUM

The honorarium is set at US\$ 1,200 covering the duration of the briefing. In addition, UNICEF will cover the cost of airfare (... -New York- ...) and DSA during the resource person's stay in New York.

VII. PAYMENT SCHEDULE

Payment of honorarium will be made after the briefing.

1993/5. UNICEF evaluation process

On the recommendation of the Programme Committee,

The Executive Board,

Pursuant to its decision 1992/24, which called for a three- or four-year thematic rolling evaluation plan to be established,

Bearing in mind the statement in decision 1992/24 that special attention should be paid to strengthening both subnational and national capacities to assess and plan programme activities, based on evaluation results,

Recalling operative paragraph 32 of General Assembly resolution 47/199 of 22 December 1992, which states "budgeting and related rules, procedures, processes and formats should be redefined to become, within the context of the sustainability of United Nations system supported programmes and their components and projects, output-, impact- or performance-oriented rather than input- or supply-oriented, and that, accordingly, evaluation and monitoring systems should be reoriented, while also strengthening the use of evaluation and monitoring findings, thereby creating a feedback system",

Welcoming the report of the Executive Director contained in document E/ICEF/1993/2 (Part II) which states, inter alia, that a review of past evaluations and their use and a summary of the evaluation plan and structure for all of the programme areas assisted in the future will be included in all country programmes submitted to the Executive Board,

Intending, amongst other purposes, that the following activities will be to strengthen over time UNICEF and cooperating partners' efforts to improve the capacities of national institutions to carry out evaluations, to identify comparative strengths and advantages and to make adjustments in planning and procedures,

1. Requests the Executive Director:

(a) To ensure that country programme evaluations become an integral part of the country programming exercise, with the view to providing better assessments of the performance of the Fund;

(b) To include in his report on evaluation presented to the Board every second year, and starting in 1994, a summary of the results of UNICEF programme and project evaluations. The report should set out a synthesis of evaluations of UNICEF programmes and projects, by geographic region, concentrating on findings and lessons learned. It should measure or describe qualitatively the degree to which outcomes have achieved the objectives of the programmes or projects as a whole. In the future, it should address achievements in developing countries under the three main programming strategies of service delivery, capacity-building and empowerment;

(c) To refine the UNICEF evaluation information system as part of the process of reshaping the overall information system for programme planning and management, which is currently under development, and report on its status to the 1994 Executive Board as part of the review of evaluations;

(d) To continue to collaborate closely with the members of the Joint Consultative Group on Policy to work towards the adoption by the United Nations system operational agencies of similar evaluation summary reporting systems and formats, especially focusing on harmonizing of evaluation procedures;

2. Invites Governments and the UNICEF Executive Director to maintain clear lines of UNICEF accountability for its country programme and evaluation processes and expenditures while strengthening inter-agency collaboration in accordance with General Assembly resolution 47/199.

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