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Response by Mr. James P. Grant
Executive Director of the United Nations Children's Fund (UNICEF)
to the issues raised during the
General Debate of the 1993 Executive Board

New York
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to issues raised during the General Debate
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Tributes to UNICEF Staff

I was deeply moved by the many delegates who recognized the work and sacrifice of UNICEF staff in the field and, in particular, by the tributes paid to those who lost their lives in the line of duty. I thank the delegations of Austria, Canada, Cameroon, Czech Republic, Ethiopia, Finland, France, Germany, Italy, Jamaica, Japan, Philippines, Russian Federation, Sri Lanka, Sweden, Tanzania, United Kingdom, United States and Yemen, as well as the representative of the Organization of African Unity (OAU), among others, for their kind words and will convey them to our field offices and to the families of those who died.

In paying tribute, some delegations stressed the importance of ensuring the safety of United Nations and other relief personnel in the field. This has been a constant source of concern for us. UNICEF has not only assisted the UN Security Coordinator's Office to devise a comprehensive and effective staff security system, but has taken significant steps to improve and strengthen the safety and security of its own staff.

In response to the delegate of Sri Lanka, who stressed that UNICEF has to ensure that adequate compensation is paid to families of fallen members, I can inform him that UNICEF staff members, being part of the common UN System, are automatically covered by a special insurance policy when they serve in emergency duty stations.

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Convention on the Rights of the Child

Nearly fifty delegations made reference to the Convention on the Rights of the Child, and I was gratified to hear that governments such as Austria, Bolivia, Burundi, Central African Republic, China, Colombia, Costa Rica, Cote d'Ivoire, Ethiopia, France, Italy, Indonesia, Jamaica, Kazakhstan, Kyrgyzstan, Mali, Mauritania, Mozambique, Nicaragua, Pakistan, Romania, Sierra Leone, Sri Lanka, Spain, Uruguay, Venezuela, Vietnam, and Yemen, as well as the NGO Committee on UNICEF, are finding the Convention an effective tool to improve the global situation of children. Many governments have already moved to translate the principles of the Convention into their country programmes for improved constitutional, legislative and administrative provisions for children, as well as strengthened advocacy for child rights at the national level. Collaboration with the Centre for Human Rights, other UN agencies, and NGOs has been critical to progress in this area.

I was pleased to note that delegations from Burundi, France, Holy See, Republic of Korea, Mauritania, Mozambique, Nepal, Russian Federation, Slovenia, Turkey, and United States, as well as the National Committees for UNICEF and the NGO Committee on UNICEF, called for the speedy ratification of the Convention. Here at the UN, in a press conference last week, former US President Jimmy Carter urged that all countries ratify the Convention on the Rights of the Child by 1995, the 50th Anniversary of the United Nations. I welcome the proposal by Turkey that this Executive Board urge all countries which have not yet done so, to ratify the Convention at the earliest possible date. I strongly believe that universal ratification of the Convention on the Rights of the Child is possible by 1995 and welcome the endorsement of Turkey and the Holy See, as well as of the National Committees for UNICEF and the NGO Committee on UNICEF, of the 1995 target date. Achievement of this goal offers the possibility of an unprecedented level of international consensus and commitment to basic rights for children.

Several delegations have made reference to the protection articles of the Convention, particularly those involving economic and sexual exploitation. I agree these are critical to the needs of street children, refugee and abandoned children, and other children in especially difficult circumstances. UNICEF looks forward to developing more effective monitoring indicators for these vulnerable groups and will collaborate closely with child rights advocates in this area.

The Convention on the Rights of the Child is a milestone in the rapidly evolving field of international human rights law. It moves away from the traditional compartmentalization of human rights into civil and political rights, on one hand, and economic, social and cultural rights, on the other. The World Conference on Human Rights that will take place in Vienna in a few short weeks is expected to reaffirm the universality and indivisibility of all human rights, and nowhere is this better exemplified than in the Convention on the Rights of the Child. I agree with the Romanian delegation and the NGO Committee on UNICEF that this conference offers an important opportunity to address the needs of children and all their rights.

Respect for the rights of the child is part of a wider movement for human rights in general. In this regard, I note the many references to the growth of democracy and democratic institutions, and, in particular, I salute Yemen on the occasion of Tuesday's elections which represent a trend towards freedom that I am sure will bring in its wake the ratification and implementation of the Convention on the Rights of the Child.

World Summit follow-up and National Programmes of Action

Many delegations, including virtually all those from developing countries, have made reference to the follow-up to the World Summit for Children and to National Programmes of Action (NPAs). The countries that have not yet completed their NPAs now constitute a minority and delegates from countries in this minority have taken pains to explain the circumstances which have prevented them from completing their NPAs. We believe this reflects a consciousness of the importance of preparing NPAs despite, at times, serious obstacles.

It is particularly gratifying to note that the NPA is becoming a central point of reference for national policy on children and the family. Thus Costa Rica noted that the NPA puts the goals for children in a wider framework of social development. Norway said that NPAs have shown the need to see efforts for children in a wider context, and Namibia referred to the NPA as a "cornerstone" of its national development plan.

I am especially pleased by the invitation extended by the First Lady of Colombia, Dr. Ana Milena Muñoz de Gaviria, to all countries of the hemisphere to participate in the second annual review of actions taken to achieve the medium-term goals for children, as well as those for the year 2000, and also by the action of the first ladies of the Latin American and Caribbean region to link the follow-up to the World Summit for Children with the implementation of the Convention on the Rights of the Child and the Convention to Eliminate All Forms of Discrimination Against Women.

It is also interesting to note the references made by China, Colombia and Venezuela to the preparation of plans of action at provincial and municipal levels as well as at national level, as called for in the World Summit Plan of Action.

A number of delegations have referred to mid-decade goals and to their determination to achieve them. It is particularly important that, at the time of the mid-decade review called for the World Summit Plan of Action, we have some solid achievements to show to convince the world that the year 2000 goals endorsed by the Summit are indeed achievable, provided the political will is present. As called for in paragraph 35 of the World Summit Plan of Action, UNICEF will contribute to the UN monitoring of progress towards the decade goals for children. This will take various forms, such as the mid-decade review of progress which might be done, as the delegate of Nepal suggested, in the context of the World Summit for Social Development; and the new publication entitled "The Progress of Nations", the first issue of which will appear in a few months.

Some delegations, among them Indonesia, Pakistan and Spain, called on UNICEF to participate fully in the preparations for the World Summit for Social Development. I can assure delegates of UNICEF's complete readiness to do so. Indeed, we are already involved, along with other agencies, in preliminary discussions for this purpose.

I am happy to note that at least 40 other delegations have reported about their preparation of the NPA and its role as a framework for planning and implementing social goals and mobilizing or allocating resources.

Emergencies, Loud and Silent

Many countries have praised the work UNICEF has done in emergency situations over the last year, citing the speed and effectiveness of our response. Thank you for these generous comments.

The delegations of Angola, Bangladesh, Canada, Costa Rica, Finland, France, Germany, India, Indonesia, Iraq, Italy, Japan, Kenya, Nepal, Netherlands, Nicaragua, Pakistan, Poland, Sierra Leone, Spain, Tanzania, United States and Zambia all raised the very important issue of the need to maintain a balance between emergency response and the provision of development assistance. In expressing appreciation for UNICEF's rapid and effective response to loud emergencies, many delegations cautioned that emergency work should not be at the expense of the silent emergencies. Numerous delegations stressed the need to respond to both kind of emergencies, indicating at the same time that silent emergencies can often be -- in the words of the delegate of Pakistan -- "louder than the loud emergencies" in terms of their human toll. I share the views expressed by Australia, Canada, Colombia, Ethiopia, Germany, India, Indonesia, Nepal, Netherlands, Nicaragua, Poland, United Kingdom and Venezuela that emergency interventions should basically rely on additional supplementary funding.

Clearly a way needs to be found to obtain increased resources to finance the "loud emergencies" without placing them in competition with the "silent" ones. A new global concept of security is emerging, as we can see in Somalia and the Balkans, but this concept is unbalanced to the point of being irresponsible. While billions are being spent for peacekeeping, very little is available for the humanitarian aspects of the peacekeeping, which is intended to make possible humanitarian assistance! The situation in Somalia is such that more than a billion dollars is being spent on peacekeeping in 1993, whereas the humanitarian component of the UN effort, whose price-tag is only \$150 million for 1993, has so far received pledges for only 10 per cent.

It would be equally irresponsible to transfer funds from attention to the silent emergencies to the loud ones, for failure to deal with the silent emergencies will only result in fewer democracies, more "failed states" and prolong the population explosion.

I would like to thank the government of Japan for its endorsement of the proposal to increase the level of the Emergency Programme Fund (EPF). This would reinforce UNICEF's capacity to respond to emergencies as they arise. In this context, we agree that greater effort should also be made to achieve still more effective utilization of the UN Central Emergency Revolving Fund (CERF), and indeed UNICEF has been its largest beneficiary to date, with most advances already reimbursed. The delegation of Austria mentioned that the proposal to increase EPF should also be seen in the wider context of further improving the coordination of UN humanitarian emergency assistance efforts.

UNICEF feels that EPF and CERF complement and support one another. This is borne out by General Assembly Resolution 46/182 which established CERF, stating inter alia that reserve funds of the operational agencies should be strengthened to facilitate rapid and coordinated response to emergencies.

A number of delegations, namely, Austria, Bangladesh, China, Japan, Republic of Korea, Kyrgyzstan, Netherlands, Spain and United Kingdom all emphasized the importance of ensuring that UNICEF adequately link its emergency relief interventions with ongoing development activities. The concept of emergency efforts forming part of a continuum that leads to development must

remain a major focus of all interventions, with development dimensions built into all emergency and relief assistance. UNICEF faces the challenge of finding better ways to implement emergency programmes for children and women that are truly development-oriented. I was most gratified by the Kazakhstan Ambassador's intervention thanking UNICEF for its support to this past winter's special emergency programme to control pneumonia in young children. UNICEF's participation in this undertaking has helped pave the way for the new programme of cooperation in Kazakhstan and in other countries of the region being presented to this Board. This is a clear example of how emergency responses can move quickly to actions for sustainable development.

Australia, Austria, Bangladesh, Canada, Czech Republic, Ethiopia, Finland, France, Indonesia, Italy, Japan, Republic of Korea, Mozambique, Nepal, Netherlands, Norway, Russia, Spain, Sweden, Tanzania, and United Kingdom all stressed the need for an effective and co-ordinated United Nations response to emergencies, and expressed full support for the efforts of the Department of Humanitarian Affairs (DHA). UNICEF fully shares this view and works closely with DHA, under the able leadership of Under-Secretary-General Jan Eliasson. We will elaborate further on this issue during the discussion of UNICEF Emergency Operations.

In encouraging greater coordination, a number of delegations also stressed that careful consideration must be given to the safeguarding of UNICEF's unique mandate and capacity. The delegations of Denmark and Finland have made very pertinent comments on monitoring and evaluation of emergency programmes and the need to measure their impact. The UNICEF Evaluation Office has over the past year devoted a considerable portion of its resources to improving UNICEF's capacity in emergency programme monitoring and evaluation. Specific programme evaluations have taken place over the last year in Liberia, Mozambique, Somalia and Zimbabwe.

May I extend my special thanks to the UNICEF National Committees, which have provided extraordinary support for UNICEF emergency interventions in 1992.

UN restructuring and inter-agency coordination

Inter-agency collaboration and UN reform were prominent issues raised during the general debate - in fact, some 39 delegations addressed these important issues: Australia, Austria, Bangladesh, Brazil, Bulgaria, Cameroon, Canada, China, Colombia, Cuba, Czech Republic, Denmark, Ethiopia, Finland, France, Haiti, Indonesia, Italy, Jamaica, Japan, Kenya, Republic of Korea, Mozambique, Netherlands, Nicaragua, Norway, Pakistan, Philippines, Poland, Sri Lanka, Sweden, Switzerland, Turkey, United Kingdom, United States, Venezuela, and Viet Nam, as well as the representatives of Organization for African Unity (OAU), and the Chairperson of the Standing Group of National Committees for UNICEF. Indeed, I believe these issues warrant the priority attention given by delegations.

In my opinion, General Assembly resolution 47/199 will prove to be seen as a major milestone of the post-cold war era, and I fully concur with the many delegations that emphasized this point. UNICEF will play an active role in ensuring that the resolution is fully implemented, with the balance and sensitivity to which the Brazilian delegate referred. We will do so in our own work, both in the field and at headquarters. Likewise, we will do so in our capacity as this year's Chair of the JCGP and as a member of the ACC. We will

also be a firm and active supporter of the work of the UN and Under-Secretary-General Desai in his leading role, and I know we all look forward to his statement to the Board this afternoon. We will have the opportunity to further discuss these issues in depth during the Programme Committee.

We are also well aware of the significant reforms that may well emerge from the General Assembly's ad hoc group on restructuring, to which delegations have referred. From my understanding of the emerging areas of consensus, we believe these reforms, if properly implemented, may also have a beneficial impact in helping to create a more cohesive and accountable UN system. I am mindful of the need to promptly address the implications of any upcoming decision, and we will be attentive to this matter.

A number of delegations stressed that these reforms - or especially any possible future measures - must support and not undermine the effectiveness of UNICEF's efforts. These delegations stressed that the reforms should be a means towards ensuring increased coordination, efficiency and effectiveness with the ultimate goal of "maximizing the amount of development assistance for each available dollar". In a similar vein, it was also emphasized that in undertaking its restructuring the UN system should maximize the comparative advantage and country-level accessibility of its various bodies and organizations while at the same time protecting the flexibility and rapid response capacities of agencies such as UNICEF. We in the Secretariat also share these concerns, and we shall strive to ensure that UNICEF's identity, strengths, as well as its unique mandate to protect the well-being of children throughout the world, are not only assured but also advanced.

We accept the prudent counsels of delegations such as that of Norway, who remind UNICEF "not to be so unique that it does not see itself as a member of a team". I assure you that I have continually made it crystal clear to every UNICEF Representative that this organization is part of the broader UN family and that each of us must act accordingly, both publicly and privately.

Resource Mobilization

Concern about reductions in ODA by some of UNICEF's largest donors and over generally unfavourable prospects for resource mobilization was voiced by Bangladesh, Brazil, Cameroon, Kenya, Pakistan, Sierra Leone, and Tanzania. I share this concern, as indicated in my opening statement. In all fairness, however, I should also point out that some of the donors in question still contribute on a per capita basis up to 20 times the Development Assistance Committee (DAC) average. I therefore must join in the call of the Chinese, Norwegian, and Swedish delegates, and by the Organization of African Unity and the NGO Committee on UNICEF, for other donors to contribute as generously as possible. If, for illustrative purposes we apply to major donors the scale of assessments employed for contributions to the UN budget, the recent declines in contributions from some of UNICEF's strongest contributors would be compensated for many times over. At the same time, I am encouraged by the indication of increased support by the governments of Austria, Germany, Japan, Republic of Korea, and United States.

Norway noted that at the International Conference on Assistance to African Children (ICAAC) held in Dakar in November 1992, African governments committed themselves to mobilize and reallocate resources for the social sectors. The delegate of Cameroon reminded the Board that the 'Consensus of Dakar' illustrates the commitment of African countries to restructure their budgetary expenditure to release at least 20 per cent of funds to finance priority human development programmes, while donor participants were called upon to increase the human

priority proportion of their ODA budgets to 20 per cent. I am deeply gratified by supportive comments from many delegations - notably Burundi, Mozambique, Nepal, Norway, Sierra Leone and Tanzania - on what is called the "20/20 vision".

Although both donor and recipient countries participating in ICAAC pledged to strive for achievement of that goal by 1995, many delegations expressed concern about curtailment or reduction of contributions to UNICEF and developing countries on the part of some donors due to economic pressures. The hope for the "20/20 vision" lies in the assumption that ODAs will be substantially increased or restructured.

Permit me to cite one intervention that was not from the general debate but from 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".

If donors are not able to translate pledges of this sort into concrete action within the coming year, I fear that the 1995 World Summit for Social Development will be a confrontational rather than the collaborative event that it should be. If we are unable to respond to such achievable goals as reducing measles' deaths, virtually eliminating neonatal tetanus, getting all salt iodized, and raising the levels of basic education for girls, it augurs poorly for the achievement of the decade goals and for making measurable progress on the larger agenda for social development.

Encouraging trends have been reported by many countries, including Bolivia, Costa Rica, Colombia, Ethiopia, India, Nicaragua and Tanzania regarding the higher priority that is being given to social and human needs in national budgets, as well as with respect to expansion of social safety nets.

Denmark, Jamaica and Netherlands pointed out that such concepts developed by UNICEF as "adjustment with a human face" and "first call" for children demonstrate the organization's significant role in global and national advocacy. I assure you that UNICEF will continue to speak out for the need for economic adjustment policies to have a stronger human dimension. We note with appreciation that the World Bank is now formulating assistance strategies for poverty alleviation. In 1992, it issued a Poverty Handbook and Operational Guidelines for its staff. UNICEF notes with satisfaction that the Handbook recommends that the year 2000 social sector targets in developing countries should be in line with those of the World Summit for Children NPAs. UNICEF would like to urge the donor community to take the NPA as a framework in its allocation of assistance and impress upon the international financial institutions to do the same, so that the funding gaps identified by the NPAs can be filled.

The issue of debt relief and the need for a greater element of debt forgiveness was raised by a number of delegations, including those of Cameroon, Cote d'Ivoire, Mauritania, Philippines, Poland, Senegal, Sierra Leone, Tanzania, and the OUA. It was also referred to by the Governor of the state of Ceara, Brazil, upon accepting the Maurice Pate Award Monday evening. UNICEF shares the hope expressed by the representative of Cameroon that the G-7 Summit this year will result in an agreement to provide additional debt relief measures. UNICEF will continue its advocacy efforts in this area in response to the calls contained in the Declaration of the World Summit and the Consensus of Dakar.

Most of these delegations, as well as that of the Russian Federation, also expressed support for debt conversion schemes that generate additional local currency resources for UNICEF programmes. In this regard, I am pleased to report that UNICEF National Committees have participated in debt relief for children conversions in Bolivia, Jamaica, Madagascar, Philippines and Sudan, which have made available the equivalent of some US\$16 million and led to elimination of debt obligations with a face value of more than US\$85 million. Discussions continue for implementation of further debt conversions in 10 other countries.

Priority for Africa

The delegations of Angola, Burundi, Cameroon, Cote d'Ivoire, Ethiopia, France, Japan, Kenya, Mali, Mauritania, Mozambique, Namibia, Norway, Senegal, Sierra Leone, and Tanzania, as well as the representatives of the OAU and the National Committees for UNICEF, noted the importance of the International Conference on Assistance to African Children (ICAAC). Convened by the OAU with support from UNICEF as a follow-up to the World Summit for Children, ICAAC provided the necessary impetus for many African countries to finalize their NPAs and offered an appropriate forum for discussion between African nations and the donor community on re-allocation of funds to the social sector.

The representative of Japan noted that ICAAC represented a new start in the effort to help African children, and voiced hope it will prove to have been a breakthrough event. The UNICEF Secretariat applauds Japan's commitment to maintaining African development as one of the most important issues on the international agenda in the post-cold war era, and welcomes the International Conference on African Development to be held in Tokyo this October, in cooperation with the United Nations and the Global Coalition for Africa.

Many countries, both industrialized and developing, used the commemoration of the Day of the African Child (16 June) as an opportunity to mobilize public support for the needs of children in Africa. The representative of Mauritania recalled last year's the Day was poignantly celebrated with a peace encounter between Mauritanian and Senegalese children. This year commemorative activities are expected in virtually every country of the African continent.

Strengthening Health Systems through the Bamako Initiative

The delegate from France highlighted the Bamako Initiative as an appropriate response to UNICEF's priority attention to Africa and proposed that the work already done should be complemented by reviewing health care financing at the intermediate, or district, level. In view of the critical role of hospital referrals - especially for women with high-risk pregnancies - UNICEF has already begun an in-depth analysis of the role of the district hospital in the Initiative. Several delegations, among them Haiti, Kenya, Mali, Russian Federation and Sweden, expressed concern about the high levels of maternal mortality in many developing countries and encouraged UNICEF to strengthen its support for safe motherhood. UNICEF is working closely with WHO and other partners to develop a "doable" package of interventions in this regard. UNICEF's modest resources do not permit large-scale involvement in the hospital sector, but we look forward to working closely with multilateral and bilateral partners in the important task of revitalizing district hospitals as a second phase of the Bamako Initiative.

Mauritania is to be congratulated for the reforms it has made in its health sector, resulting in a commitment to increase substantially its investment in essential drugs. This, together with the country's goal of providing a basic package of preventive and curative care to 80 per cent of its population by 1996 through a revitalized health system, illustrates the progress being made through the Bamako Initiative in Africa. Mali emphasized the importance of community participation in the local control of resources, noting that this leads to greater effectiveness and efficiency in the delivery of local health services. It is also worth noting that such local control is a key element of community empowerment, which has been suggested by many delegations as an area for increased UNICEF attention.

Central and Eastern Europe/Newly Independent States

Cameroon, Indonesia, Japan, Norway, Turkey and the National Committees for UNICEF referred to the suffering of children in the Balkan conflict. Japan and Turkey commended UNICEF on the timely, speedy assistance it has provided there. It was mentioned that new National Committees for UNICEF are being created in the Czech Republic, Latvia, Lithuania, Slovak Republic and Slovenia, among others.

Strong support was voiced by Spain, Turkey and United Kingdom for country programme recommendations for Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Romania, Tajikistan, Turkmenistan and Uzbekistan, while the delegate from Romania expressed enthusiasm for the proposed Romanian country programme. Turkey commended the plans for seminars by UNICEF and the International Paediatric Association in Azerbaijan, Kazakhstan and Uzbekistan.

We appreciate the expressions of support for the proposed country programmes for the CEE/NIS region. At the same time, I wish to reassure all delegations that the assistance to CEE/NIS authorized by the Executive Board will not reduce UNICEF's commitments to child health and nutrition in other countries. In conformity with the Board's directives, UNICEF assistance to CEE and some of the NIS focuses on humanitarian assistance and short-term strategies.

UNICEF is fully aware of the need, as cited by the delegate from Sweden, to adopt an approach towards Central and Eastern Europe and the Newly Independent States that takes into account the region's level of development and considerable potential. This is clearly seen in the country programme recommendations for the region, which will build on previous interventions which met some emergency needs, and will emphasize empowerment of families and mothers. The UNICEF Secretariat agrees with Sweden that activities must be carried out within the framework of the unified UN approach and presence in the region.

Evaluation of UNICEF

The evaluation of UNICEF conducted by independent evaluators constitutes a very important and useful means of reflection on our work. I am grateful to the governments of Australia, Canada, Denmark, and Switzerland for this special effort.

Almost all delegations agreed with the concept - articulated in the evaluation - of the three strategies: service delivery, capacity-building, and empowerment. As stated in the UNICEF Secretariat's response (E/ICEF/1993/CRP.8), we see merit in systematically and transparently using this framework to present country programme strategies to the Executive Board. We concur completely with the delegates of Canada, Germany, Namibia, Netherlands, and United Kingdom that decisions regarding the mix of relevant strategies must be determined at the country level. The three strategies identified in the evaluation are a useful,

simplified way to represent complex development approaches. As the Executive Board Chairman stated in his opening address, citing what he termed the "echo" approach adopted by China and India: "even service delivery can be seen to be supporting the strategic options of capacity building and empowerment."

We note the concerns of Austria, Banladesh, Canada, Denmark, Finland, Netherlands, Switzerland and United Kingdom regarding the need to put greater emphasis on empowerment and capacity building to ensure the sustainability of development programmes. At the same time, however, we note the view expressed by the delegate of Cote d'Ivoire that the mix of the three strategies should not be to the detriment of service delivery, into which UNICEF has put so much effort. UNICEF will work through its country programme processes to strengthen all three components. We believe that a general trend towards increased capacity building and empowerment is taking place in most UNICEF country programmes, and that service delivery itself contains elements of capacity building and empowerment. The evaluation itself found all three strategies present in each of the six case study countries. We agree with the Netherlands and the Philippines regarding the importance of advocacy, and in particular, the Netherlands' suggestion that advocacy be considered either a component of service delivery, capacity building and empowerment, or as a fourth strategy.

Concern was expressed by the delegates of Banladesh and Norway that due to the relative weight of its resources, UNICEF may alter national priorities in a given country. The Norwegian delegation also warned against UNICEF creating strong structures parallel to national systems. The delegate of Denmark expressed concern that vertical programmes with heavy emphasis on reaching certain quantifiable goals will not be sufficiently sustainable. The multi-donor evaluation of UNICEF recognizes as much, stating that in health and nutrition - our two largest areas of concentration - "specific targets have been well adapted both 'upwards' and 'downwards' to fit the national situation." The evaluation also indicates that programmes are well integrated in national government structures.

In this regard, many delegations from countries with which UNICEF collaborates emphasized the usefulness and importance of national goals such as those contained in national programmes of action (NPAs). The Chairman of the Executive Board drew attention to the importance of goal-setting in his opening statement, referring to his recent field trips: "...I will only mention something which came as a bit of a surprise. That is, that the governments of India and China have internalized UNICEF's global goals and 'found them useful in mobilizing support and monitoring achievements'". I note in this connection that universal child immunization (UCI) efforts demonstrated that the setting of goals was, in fact, instrumental in institution building and empowerment. Without such goals, the UCI objective could not have been reached nor maintained.

Yes, the UNICEF Secretariat is aware of the danger that certain isolated vertical interventions may not be sustainable in the long run, and we are serious about ensuring that this not be the case. We agree, however, with the statement made on behalf of the National Committees that: "In many countries on all continents the planning and execution of programmes still rests on a solid country approach". UNICEF also agrees that global goals should not be used out of the context of the country situation, and it has therefore been UNICEF's policy to encourage adaptation of global goals to the specific country context and capacities.

The delegates of Cameroon, Cote d'Ivoire, Italy, Norway, Sweden, Tanzania and Turkey have brought up the issue raised by the evaluation of UNICEF on the dual role of critical versus favoured partner in dialogue with governments. Italy recognized that "in its role of critical partner, UNICEF has been instrumental in detecting, mobilizing and catalyzing national and international energies". We agree with the delegate of Cameroon that "UNICEF should not erode its moral authority that makes it a favoured and effective partner even in the most complicated of political crises", and concur with Norway's reminder that UNICEF's "trademark" -- its assistance to children and women in need, especially in low-income countries -- is the basis of its position as favoured partner. UNICEF has demonstrated that it can work with governments in a constructive way to address sensitive issues, engaging in a "concerned dialogue" and acting as a challenging partner that helps governments meet their own objectives, while maintaining the comparative advantage which in the long run is essential to ensuring women's and children's rights.

The delegate of Denmark has suggested strengthening of impact and overall country programme evaluations, and emphasized the need for independent studies assessing long-term effects of UNICEF interventions. I would like to note, in this regard, that plans are already underway for a number of full country programme evaluations to be presented to the 1994 Executive Board. We would like to stress that many programme and project evaluations are carried out at the field level in full collaboration with representatives or consultants selected by donor countries. Nearly 200 joint donor-NGO evaluations were carried out between 1988-1991. We have taken note of the draft resolution submitted by the Australian delegation concerning evaluation and we look forward to more detailed discussions on this matter in the Programme Committee.

I listened with deep interest to the comments by Canada, Denmark, Netherlands, Norway and United Kingdom regarding accountability. We fully accept that UNICEF is accountable to a wide variety of stakeholders and constituencies: the children of the world, recipient and donor governments, and the Executive Board (and through the Board to ECOSOC and the General Assembly). Ultimately, we are accountable in different ways to all those with an active concern for children. I agree that we need improved reporting and we are taking steps to meet this objective. I must point out, however, that UNICEF does go through a very demanding programming process commencing with a Situation Analysis which is used as the basis for strategy identification between UNICEF and our partners at the country level. While I am convinced that the programming process is fully transparent to our partners in government, I agree that improvements can be made. I am particularly keen to ensure that the various concerns raised during the general debate are addressed through improved programme, financial planning and operating systems. In the future, we must ensure that the necessary baselines for programme and financial monitoring are clearly highlighted in our recommendations to the Board. It would not be profitable to try to measure programmes that have functioned for four years against new or recently emphasized criteria. However, we fully intend to pursue a stronger system of evaluation for programmes that are already underway. We would like to confirm that we do see merit in conducting a management review, as proposed by Denmark, Japan and United Kingdom. It will require careful scrutiny of these issues so that a more systematic and transparent accountability framework can be established consistent with the observations found in the Multi-donor Evaluation.

We note the concern expressed by the delegates of Ethiopia and Netherlands and the representative of National Committees that the recipient countries were not fully involved or represented in the Evaluation. The representative of the

National Committees also added that the six countries studied represented a "too narrow basis to evaluate a field organization working in more than 120 countries".

We would also like to note the statement made by the delegates of Indonesia and Nicaragua that although the Evaluation was useful, the analysis should have been more sensitive to the different characteristics of each country. The Indonesian delegate also asked how resources would be found to meet the recommendations, stating that "without additional staff and funds it is hard to see how UNICEF could markedly expand its activities".

We view the discussions during the general debate and the forthcoming deliberations of the Executive Board on the evaluation of UNICEF as the beginning of a process of taking advantage of the valuable and provocative ideas and suggestions that are the hallmark of this effort.

Global Funds

Several delegations commented on the global funds programme recommendation - on its substance and use, as well as its format. The delegate of Denmark noted that the document presented to the Board this year follows the format developed by the Reference Group last year, and termed it more "user-friendly" in that it shows a clearer link between the administrative and programme support budget, on the one hand, and the global funds budget, on the other. But noting the observation made by the ACABQ, Denmark, Finland and Indonesia, as well as the OAU, referred to the possibility of combining the administrative and programme support budget and the global funds budget. I am certain that there is room for further improvement in the way the global funds programme budget is presented. Combining the two budget documents is likely to lead to lesser rather than greater clarity and transparency. I view global funds recommendations primarily as a programme matter, to be reviewed in the context of country programmes by the Programme Committee. Staffing and overall budgetary implications of the global funds programmes can certainly be better reflected in the administrative and programme support budget document. However, the merits of the global funds programmes need to be judged as a matter of programme strategy. Consolidation of the global funds programme description into a single budget document is likely to result in it being unsatisfactory to both the Programme and Administrative and Finance Committees of the Board.

As for substance, the representative of Turkey considered the global funds to be a cornerstone of UNICEF's flexibility, allowing the organization to rapidly avail itself of opportunities and to introduce programme innovations. For example, in Turkey and in other countries, a modest amount of timely support from global funds has helped "make the dream of universal child immunization a reality". It is also with support from these funds that UNICEF has undertaken some of its most effective advocacy work - including research and dissemination of Adjustment with a Human Face, Facts for Life and the annual State of the World's Children report.

I concur fully, of course, with the observations made to the effect that country programmes are the centrepiece of UNICEF cooperation. I wish to assure the delegate of Canada that global goal funds will not be in competition with funds for country programmes. Indeed, the programme funds for the 1990s are specifically designed to support country programmes and to accelerate achievement of goals that are part of these country programmes, not external to them.

Delegates of Colombia, Costa Rica, Jamaica, and Spain expressed their support for continued funding of the Special Adjustment Facility for Latin America and the Caribbean (SAFLAC). Nicaragua, Uruguay, and Venezuela proposed increased funding of SAFLAC, citing its effectiveness as indicated by a recent evaluation. I wholeheartedly share the view of these delegates that SAFLAC has proven to be an effective mechanism for supporting innovative social policies and programmes in the region. In view of the demonstrated potential to mobilize additional resources in the region, I would welcome the addition of a supplementary funding component to SAFLAC, if the Board so decides.

INDIVIDUAL PROGRAMME ISSUES

Family planning

Many delegations commented on the UNICEF policy paper on family planning, some with quite different emphases. Australia, Colombia, Finland, India, Indonesia, Nicaragua, Senegal, Sierra Leone, Zambia, among others, suggested that UNICEF should contribute actively to family planning programmes. Sweden proposed that UNICEF policy on family planning encompass reproductive health and reproductive rights, especially for adolescents. Citing the large number of pregnancies among teenagers, Colombia and Venezuela recommended that this age group be the focus of UNICEF attention. The Chairperson of the Standing Group of UNICEF National Committees pointed out the link between family planning and efforts to control the spread of AIDS.

While broadly supportive of an active UNICEF role in family planning, delegations had different views concerning UNICEF's comparative advantage in this area. Thus, the Republic of Korea, for example, would like to see UNICEF efforts concentrated on information, education and communication, particularly on birth spacing and responsible parenthood. Stating that "UNICEF collaboration in family planning is nothing new in Indonesia", the delegate from that country noted that its National Family Planning Board - a key UNICEF partner - takes the broad view that lowering infant mortality and improving maternal health are vital to the success of family planning efforts.

Several delegates emphasized that UNICEF collaboration in the field of family planning should be conducted in ways that complement the work of other agencies. Nicaragua and Norway said that UNICEF should not duplicate the efforts of UNFPA or WHO. Nepal cautioned that while UNICEF involvement in family planning is welcome, care should be taken to ensure that it plays a supportive rather than a lead role. Spain endorsed the proposed policy statement on family planning while highlighting the importance of cultural sensitivity. The Holy See's observation that UNICEF should maintain its proud tradition of consensus in policy development and implementation is indeed pertinent in this regard.

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 also depends on progress in basic education, particularly of girls, and improvements in health that give families assurance that their firstborn will survive. UNICEF is also fully committed to

the success of the 1994 International Conference on Population and Development as urged by Germany and other delegations. In fact, a Senior Health Adviser from UNICEF has been seconded to work with the Conference secretariat and is assisting the Executive Director of UNFPA in high level advocacy.

Maternal and Child Health

Nearly all delegates commented on some important aspect of Maternal and Child Health programmes promoted and supported by UNICEF around the world. I agree with the delegates from Denmark, India, and Switzerland, who have stated the need for UNICEF to view its programming in this sector within the context of empowerment. I believe our efforts within the health sector during the past and the next decade well illustrate the enormous power unleashed when committed individuals and communities take responsibility for improving the health and development of the children among us. Our distinguished guests from the state of Cear , reinforced the points made by the delegates of Namibia, Netherlands and United Kingdom, demonstrating that health service delivery, capacity development and empowerment are not mutually exclusive programming options, but three reinforcing strands of the same rope.

As noted by many delegations, UNICEF-supported health programmes seek, first and foremost, to help individuals and families take the simple, affordable but powerful steps that make the difference between health and illness, between growth and malnutrition, and between life and death, for their children. From Facts for Life to hygiene education... from social mobilization led by religious leaders to encourage childhood immunization to the efforts of scouts to support oral rehydration... from breastfeeding promotion to vitamin A supplementation and the provision of essential drugs -- our principal objective is to strike the balance of interventions suggested by the delegates of Canada and Cote d'Ivoire. These efforts can help mothers and families see and believe what is possible, assist health centres and workers to redefine what is practical, and challenge governments to do what is doable.

Another key objective in this sector is to help build stronger partnerships between health systems and the communities they are intended to serve. I agree with the concerns expressed by the delegates of Austria, Banladesh, Cameroon, Canada, and Finland, that UNICEF efforts must seek both to expand the capabilities of communities to manage and finance their basic health care services, and to expand the capabilities of health systems to identify those most at risk and in need of preventive services. In this respect, our UCI efforts and the Bamako Initiative should be viewed as two sides of the same coin. Our immunization efforts have sought to demonstrate that no child, no matter how poor or how distant from a health centre, will be beyond the reach of our collective attention. As noted by the delegate of Senegal, the Bamako Initiative provides the strategy necessary continue to help strengthen the capacity of local communities to manage, finance and thus assure a basic package of preventive and curative health services.

Another UNICEF objective, as emphasized by the delegates of Cameroon, Canada, and Netherlands, is to substantially expand the participation of individuals, organizations, movements and ministries from outside the health sector in efforts to promote and demand improvement in the health status of women and children. From film stars to sports idols, from youth groups to presidents, from the news media to the business community, UNICEF has encouraged and emboldened individuals and communities seeking improved maternal and child health. These efforts are increasingly resulting in "friendly competition" between community organizations, neighboring cities, districts and states, in which the prize for all involved is a healthier future for children.

In this friendly competition, the goals have been agreed to by political leaders all around the globe, the feasibility of the basic approaches has been proven in realistic settings, and the inputs and outputs are being monitored and measured by local organizations, governments and the international community. Every child stands to benefit from this undertaking, in which no government or political party can any longer afford not to participate. Political leaders are increasingly aware of the pivotal role they play in ensuring that children are immunized when they are small, and protected as they mature.

I could not agree more with the delegate of Switzerland, among others, who stressed the need to go beyond our goals for the 1990s to ensure long-term development. The achievement of the health goals set by the World Summit for Children is not our final destination, but a key milestone along the way. Certainly, the manner in which we seek to achieve these goals will have a substantial impact on how much and how quickly we will achieve our broader objectives for sustainable development and social justice.

Immunization

I was pleased to hear the representatives from many countries, including those from Bangladesh, India, Nicaragua, Sierra Leone and Turkey, describe the significant impact of their immunization programmes upon disease and mortality reduction. They also stressed their intention to continue to improve performance and work toward the World Summit goals of measles control, polio eradication, and neonatal tetanus elimination. Immunization coverage has dropped slightly on a global level since 1990, but in several countries, particularly in Africa, there have been large drops in coverage. This cannot be allowed to continue. We are most concerned with the immunization programme funding situation in Sub-Saharan Africa and are vigorously searching for supplementary funds to sustain and accelerate efforts in this field. It was particularly encouraging to learn that the United States is reinvigorating its national childhood immunization programme and plans to increase international support for UCI efforts as well.

The delegates from the Czech Republic and Poland praised the progress of the Children's Vaccine Initiative and highlighted the need for continued UNICEF support. We are also expanding collaboration with Japan, the United States and other partners to help ensure a reliable supply of vaccines for Central and Eastern Europe and the Newly Independent States.

Diarrhoeal Diseases

The need for urgent action to control deaths due to diarrhoeal diseases was highlighted by many delegations, including those of Colombia, India, Indonesia, Mauritania, Namibia, Nicaragua, Pakistan, Sierra Leone and Zambia. UNICEF is now giving renewed emphasis to reaching the mid-decade goal of 80 per cent oral rehydration use rates, which to date have reached only 45 per cent. Special support is being provided to the 10 largest developing countries for innovative, intensive approaches at community and health facility levels.

Acute Respiratory Infections (ARI)

Acute respiratory infections remain the largest killer of young children in many developing countries. Several delegations urged that UNICEF strengthen programmes aimed at achieving the ARI reduction goals of the World Summit for Children. UNICEF is working with WHO to develop an integrated package of guidelines and training materials for case management of acute respiratory infections, diarrhoea, measles and malarial fever. This "sick child" treatment package will improve the efficiency and effectiveness of case management by health workers faced with these killer diseases.

Youth Health Promotion

Many delegations, including those of Colombia, Indonesia, Namibia, Norway and Zambia referred to the importance of including young people, and in particular young women, in UNICEF health programmes. Our attention was also drawn to specific groups of young people with very special health needs -- street children, children and teens affected by substance abuse, and youth forced into prostitution, among others. The First Lady of Colombia eloquently reminded us of the responsibility of drug consumer countries by pointing out the terrible impact such consumption has on the lives, security and development of thousands of Colombian children. We were also alerted to the fact that young people between the ages of 10 and 25 now comprise one third of the world's population. As such, they are important potential partners for addressing key child development and a range of other social issues. We were reminded that youth health will require a sharper focus within UNICEF programming. The attitudes and behaviours developed and practised in adolescence, and societies' responses to the needs of young people, will have a significant effect on both present and future generations.

Reproductive Health and HIV/AIDS Prevention

The delegates of Australia, Colombia, Ethiopia, Finland, India, Indonesia, Namibia, Nicaragua, Norway, Tanzania, Venezuela, Zambia and the National Committees drew our attention to the need for reproductive health promotion and encouraged UNICEF to increase its efforts in family planning programming and in the prevention of HIV/AIDS. The delegate of Norway reminded us that the AIDS pandemic "poses a threat to the social fabric of society and the future of young generations". As encouraged by Sweden, UNICEF's approach to reproductive health promotion seeks to focus global attention on the underlying causes of teenage pregnancies and HIV transmission, through the powerful lenses of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. For the poor young men and women who are the focus of our attention, the ability to practise family planning or responsible sexual behaviour is much more than just knowing about birth control and having access to family planning services; it is basically a matter of human rights - the knowledge and power to pursue them, and the commitment of institutions, governments and societies to ensure them. Our actions must address both irresponsible sexual practices and irresponsible societal practices.

Many delegates, including those of Colombia, Indonesia, Norway, Sweden and Zambia, placed the problem of HIV/AIDS in the context of overall youth health development, reminding us that the majority of those who become HIV-infected do so before their 25th birthday. The representative of Indonesia further stressed the need to take strong measures "in conjunction with community and religious groups, to inform youth of the risks and to promote a healthy lifestyle founded on moral principles". The delegate from Norway emphasized that UNICEF should be an active partner in increased efforts for aggressive and direct information to children and youth in the crucial years before they become sexually active. The delegate of the Holy See stressed that UNICEF's emphasis should be on "responsible sexual behaviour" rather than on what he described as the more misleading terminology of "safe sex". He also emphasized the critical responsibilities of parents in educating their children in accordance with their own traditions and values. In accordance with the 1992 recommendation of the Executive Board, UNICEF has placed youth at the centre of its HIV/AIDS prevention strategy. Support is being provided for the development and implementation of activities both in and out of school. Venezuela cited one such programme for AIDS information and prevention among middle-level students. While retaining a youth focus, we strongly agree with the delegates of France, Norway and Zambia

on the importance of continued support to the development and implementation of strategies for care and protection of AIDS-affected families and children. We will not forget the children orphaned or otherwise affected by this pandemic, and I can assure delegates and others concerned that the welfare of these children is a top priority for UNICEF.

We fully agree with Australia and Norway regarding the importance of collaborative programming with WHO, UNDP and UNFPA so as to enhance the collective strength of the UN system in the fight against AIDS. UNICEF is playing an active role in a variety of coordination mechanisms, such as the United Nations Inter-Agency Advisory Group on AIDS, as we were encouraged to do by the representative of Jamaica, and UNICEF will chair this group in the coming year. These coordination efforts are helping to guide agencies' activities in line with their individual comparative advantages and to ensure efficient use of limited resources. Strengthened collaboration is being pursued at both the international and country level in designing and expanding programmes of cooperation with governments.

Nutrition

UNICEF has given increased attention to nutrition since the 1990 Board approved our nutrition strategy, and priorities in this area have become clearer. UNICEF supports efforts to build consensus about the nature and causes of nutrition problems and supports community programmes based on the three-pronged assessment, analysis and action (triple-A) approach. At the same time, UNICEF supports national programmes to control micronutrient deficiencies and efforts to enhance caring, especially with regard to feeding practices, including breastfeeding.

In response to several concerns raised by the delegate of Switzerland, UNICEF was, in fact, very much involved in the International Conference on Nutrition held in Rome last year, and contributed a theme paper on Care and Nutrition. At national levels, UNICEF provided substantial support for the preparation of country papers and helped national experts and officials participate in regional meetings, the preparatory committee and in the Conference itself.

UNICEF participated actively in the Prepcom in Geneva and in the Rome Conference, which I addressed. We are encouraging governments to include the goals endorsed at the Conference in their NPAs.

Many field offices, particularly in Africa, are supporting projects for improving household food security, often in combination with efforts to reduce women's workload.

A joint UNICEF/IPAD study on household food security was conducted last year. Many UNICEF supported emergency programmes seek to address food security issues.

In 1991, this Board called upon manufacturers and distributors of breastmilk substitutes to end the detrimental marketing practice of distributing free supplies by the end of 1992. The International Association of Infant Formula Manufacturers (IFM) pledged to meet this goal in every developing country where government enacted measures banning the practice by all companies.

To date, all but five developing countries where free supplies were distributed have taken such official action. Now it is critical to know - as the Turkish delegate suggested -- whether the IFM's member companies are honouring the Association's pledge and whether all companies are complying with government directives.

I am pleased to note the progress made with the Baby Friendly Hospital Initiative (BFHI) reported by the delegates of Jamaica, Philippines, and Senegal, and the overall support expressed by India and Namibia for improving breastfeeding practices. We greatly appreciate the strong support for BFHI provided by a number of UNICEF National Committees, as noted by the Chairperson of the Standing Group.

The BFHI is only a first crucial step towards achieving the breastfeeding goals as set out in the Innocenti Declaration and at the World Summit for Children. Several studies are presently being supported to give guidance on the best way of addressing the obstacles faced by working mothers who wish to breastfeed their babies.

I note with satisfaction progress made in the reduction of iodine and vitamin A deficiencies mentioned by the delegates of Banladesh, India, Namibia, Uruguay and Venezuela. I was interested to hear of the work of the government of Sierra Leone on nutrition education and IDD elimination and was further pleased to learn that India recognizes the need for concerted efforts to tackle malnutrition.

UNICEF is currently preparing a broader strategy on control of micronutrient malnutrition which will support all four well-known interventions: supplementation, fortification, dietary diversification and public health measures. It is our belief that the particular mix of these interventions is best determined at the country level. The main strategy for controlling iodine deficiencies will certainly be the iodization of salt, not provision of iodine supplements. However, supplements will play an important role in efforts to reduce anaemia in women in developing countries, as they have in developed countries. Diversification of diets to improve vitamin A and iron intake will be given increased emphasis in countries where this is likely to be feasible and effective.

Education

In his opening remarks, our Chairman highlighted the positive work being done in the area of basic education in China and India with UNICEF support. He remarked that in Shuang Bai County in China and Ajmer District in India, he had observed what can be achieved when community, parents and government become partners in managing and mobilizing resources for basic education at the local level. UNICEF is supporting this partnership-building as a key strategy for universalization of primary education through both formal schooling and complementary non-formal education.

Cameroon, Central African Republic, Denmark, India, Namibia, Norway, and Senegal spoke about basic education as a vital component of development and an important area for UNICEF assistance. The need to pay particular, focused attention to opportunities for basic education and literacy for girls and women was emphasized by Central African Republic, Denmark, Ethiopia, Namibia, Nicaragua, and Sierra Leone, among others.

The United States delegation challenged UNICEF and other delegates to use a plethora of available new technologies, especially communications technologies, to reach greater numbers of people with relevant information and basic education.

Bangladesh and China stressed the need for basic education linked to income generation. They along with Switzerland argued that capacity building strategies need to go beyond community participation to include basic education and literacy for all.

The Republic of Korea argued that basic education should be linked to family planning strategies. Poland drew attention to every child's right to "learn in his or her own language".

The UNICEF Secretariat is in full agreement with according enhanced priority to basic education. If, as the recent Multi-donor Evaluation suggests, we need to give more attention to capacity building in our country programmes, then basic education must play a key role. Stronger basic education components in all NPAs will be an essential first step for translating good intentions into action. UNICEF is giving priority to finding effective ways to reduce gender disparity at the primary school level by helping families and communities to send their girls to school and reduce drop-out rates. Indeed, the rapid and widespread dissemination of knowledge on life skills to all is within our reach if we put to use the wide variety of new technologies that are now available.

Mid-decade goals for education have been identified and shared with regional and field offices at several strategy meetings held earlier this year. UNICEF plans to substantially increase its allocation of funds to education, strengthen field offices, and intensify partnerships at international and country levels by working closely with UNESCO, the World Bank, bilateral agencies, NGOs and private international organizations.

Children in Especially Difficult Circumstances

Many delegations, including those of Canada, Ethiopia, Indonesia, Sweden and the representative of National Committees, voiced heartfelt concern about the growing number of children in situations of armed conflicts. They noted that women and children bear the brunt of such conflicts and comprise the majority of displaced, injured and killed. Delegations stressed the need for enhancing protection and assistance to children trapped in wars, and help child refugees and war orphans, among other activities.

UNICEF's work with children in situations of armed conflict is increasingly linked programmatically with Emergency Operations, with stronger efforts directed at family reunification, resumption of basic services, and psycho-social rehabilitation of war-traumatized children. UNICEF is also now looking more closely at the impact of the assistance we provide to children affected by war, and is developing assessment methodologies with psychologists and evaluators. UNICEF is among those advocating for the cessation of the use of land mines in war, and for "cleaning up" war zones of land mines. I am grateful for the support of our many allies in this effort.

Several delegations, including Angola, Austria, Canada, Colombia, Costa Rica, Cote d'Ivoire, France, Italy, Jamaica, Nicaragua, Sweden and Zambia, pointed to the need for greater support for street and working children and sexually exploited children. National Plans of Action demonstrate increasing demands for support in these areas, and UNICEF is therefore expanding and strengthening programmes in collaboration with international and regional NGO

networks that focus on sexually exploited children. However, most CEDC programmes rely heavily on supplementary funds, and when these are not forthcoming, plans and activities are greatly slowed down.

Safe Water and Sanitation

The delegations of Cameroon, Central African Republic, Colombia and the United States acknowledged the vital importance of safe water and sanitation programmes for satisfying the broad range of basic needs of women and children. Namibia, Pakistan, and Zambia referred to water and sanitation as key components of their national programmes of action.

Integration of water and sanitation with primary health care and other interventions was considered key by Italy and Sierra Leone.

Bangladesh has proven, by extending access to safe water supplies to 80 per cent of its population, that the achievement of Summit goals is, in fact, quite feasible. However, environmental sanitation still lags behind, as pointed out by Ethiopia and Italy. UNICEF emphasizes inter-sectoral linkages in all water and environmental sanitation regional training activities as well as during the formulation of new country programmes. Capacity building and empowerment at the community level are widely promoted as crucial for the translation of national programmes of action into effective improvements in water supply and environmental sanitation.

Women in development

More than 35 delegations addressed issues related to the situation and status of women and girls, the need to integrate a gender perspective in all UNICEF programmes, and the importance of participation and empowerment of women.

Mainstreaming of gender concerns, in line with Executive Board directives, is pursued as a serious and systematic effort in UNICEF. I am pleased to report that considerable progress has been made in the implementation of this policy. We have begun to apply a "Women's Empowerment Framework" to support the integration of gender concerns in UNICEF programmes. The framework outlines strategies for the achievement of the twin goals of women's equality and empowerment through active participation in the development process. The framework will serve as the basis for gender analysis at the country level, i.e. identification and recognition of gender disparities, their determinants and possible solutions to narrow such disparities. This approach encompasses training and orientation for UNICEF staff, establishment of a network of gender equity experts, and preparation of guidelines for country programme preparation. About 30 country offices have already undertaken gender sensitivity training for their staff and national counterparts.

I do wish to note the comment of the delegate of Norway regarding the size of allocations for women, a point made in the evaluation report. While we agree that more can be invested, the evaluation itself recognizes that the coding system used for programme expenditures does not always pick up women- or gender-related aspects. True levels of expenditure on activities for women are likely to be significantly higher than those contained in current programme reports. We will work on resolving the coding problem to gain a more accurate picture of spending in this area.

I agree with the delegates of Bangladesh, Cameroon, China, Sierra Leone, Spain, Sweden, Venezuela, Zambia and all others who mentioned the need for implementation of programmes and activities to eliminate discrimination against the girl child and women, and promote activities to ensure their development and empowerment. UNICEF is using a life-cycle approach in situation analyses and project development for the integration of women into the development process.

UNICEF commends Ethiopia, India and Namibia for the bold steps they have taken to incorporate women's issues in their NPAs, as well as the countries of the South Asian Association for Regional Cooperation (SAARC) for declaring the 1990s the Decade of the Girl Child.

The delegates from Bangladesh, China, France, India and the Republic of Korea underscored the critical importance of education programmes for women and girls as a means to enhance their status. UNICEF supports girls' education programmes in Bangladesh, Bolivia, Djibouti, Guinea-Bissau, Mozambique, Niger, Nigeria, Sudan and Viet Nam, to name but a few. In addition, regional workshops on educating the girl child have been held in Jordan, Mauritania and recently in Burkina Faso and regional action plans have been drawn up. Special attention will be given to reduction of gender disparity in primary schooling, which has been adopted as one of the mid-decade goals.

Cote d'Ivoire cited support given by UNICEF to women's projects and Sierra Leone urged UNICEF to increase its support to rural women, especially through provision of seeds and equipment. I would like to assure the delegates that support for women's economic empowerment is an important aspect of UNICEF's efforts.

Delegates of India, Kazakhstan, Namibia and Spain emphasized the importance of reviewing national laws to ensure women's equality and human rights, as well as legal literacy programmes. UNICEF supports such initiatives in conjunction with its advocacy for the UN Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child.

Environment

Several delegates pointed out the relevance of environmental issues to UNICEF work. The First Lady of Colombia welcomed UNICEF's emphasis on the linkage between poverty and environment. The delegate of Sweden reminded us that "we did not inherit the earth from our ancestors, we have it on loan from our children", stressing the need for flexible development strategies that also address the problems of environmental degradation. The delegates of Cameroon, Central African Republic, Ethiopia and Romania called for incorporating environment as an integral element of development strategies. The inclusion of the goals of the World Summit for Children in Agenda 21 was applauded by a number of delegations, including Slovenia. The Central African Republic pointed out that a healthy environment is a fundamental need of children and that it is important to keep the promises made at the World Summit for Children in this regard. Nepal spoke favourably of the Primary Environmental Care approach and urged support for the environment component of our global funds programme recommendation. The delegate from Spain appreciated the inclusion of Children, Environment and Sustainable Development in the Board's agenda and suggested that UNICEF, in collaboration with the Commission for Sustainable Development, monitor how Summit goals are being pursued in the implementation of Agenda 21.

ADVOCACY, SOCIAL MOBILIZATION AND PARTNERSHIPS

Advocacy

Advocacy has always been a hallmark of UNICEF. Indeed, the delegations of Austria, Cameroon, Canada, Indonesia, Netherlands, Romania, Spain and Turkey, and the representatives of National Committees and the NGO Committee on UNICEF, have all touched on important facets of UNICEF's advocacy efforts and provided welcome encouragement for our continued work in this area. For us in UNICEF, advocacy goes far beyond public statements and awareness-raising; it means winning over public leaders and personalities to the cause of children, for the achievement of specific programme related goals. Advocacy means effective persuasion and tireless follow-up. The Chairman of the Executive Board and the delegation of Turkey both mentioned the importance of the State of the World's Children Report as a means of telling the world that aid works. We must indeed continue to highlight images of hope and improvement. Part of the challenge here is to show, in the words of the Swedish delegation, that UNICEF "can deliver the maximum amount of development assistance for each available dollar." Similar sentiments were expressed by the delegations of Denmark, Norway, and United Kingdom.

Non-governmental organizations

The Secretariat agrees with Banladesh, Bulgaria, Germany, Haiti, Italy, Republic of Korea, Mozambique, Nicaragua, Philippines, Tanzania, Uruguay, and the NGO Committee on UNICEF, regarding the critical role that NGOs play in this era of increasing democracy, both in the implementation of NPAs and in realizing the global goals for the year 2000. As the delegation of Switzerland noted, NGOs have long guided us in participation and empowerment strategies fundamental to sustained development progress. In sensitive areas that require an in-depth knowledge of community values - such as girls' access to education and, as speakers from Ethiopia, Namibia, and Tanzania noted, arresting the spread of AIDS - the involvement of grass-roots NGOs is indispensable. UNICEF agrees with the delegation of Germany that there is further potential to be mobilized in this regard, and will continue to look for ways to strengthen its collaboration with both international and national NGOs. We welcome the recommendations put forward in the multi-donor evaluation on this subject, as well as Switzerland's suggestion that NGOs be involved in discussions of policy strategy. This process of reflection should better enable UNICEF to develop strategies for reaching the poorest members of the population.

As emphasized by the delegations of Romania and Sweden, the Convention on the Rights of the Child and the Summit goals provide a framework that should guide the development efforts of governments and NGOs, as well as UNICEF. We are convinced that the key to the successful implementation of the Summit goals and the Convention is the development of decentralized plans of action that mobilize all sectors of society. India, Republic of Korea, Romania, Senegal, Spain, Tanzania, Uruguay and Zambia have provided concrete examples of steps taken by governments to strengthen co-operation with NGOs. The Turkish delegation noted the important work of the International Paediatric Association. Other delegations, such as that of Switzerland, emphasized the important role of NGOs in raising public awareness. In this connection, we would like to pay tribute to the NGO Committee on UNICEF, which has provided invaluable support in ensuring that the needs of women and children have been addressed at the major international conferences held over the last year. Angola, Ethiopia and Viet Nam strongly acknowledged the work of NGOs, and Nepal thanked NGOs for their financial support, especially Rotary International.

National Committees for UNICEF

As many delegations have reminded us, in addition to the commitment of governments, UNICEF will need the ongoing support and participation of a broad network of partners and allies, if we are to realize the promise of the Convention and achieve the mid-term and decade goals of the Summit. Key among these partners are our National Committees, whom UNICEF looks to as the "voice for children" in the more than 30 countries where they work. We have heard several comments referring to the growing impact of National Committees, and delegations from Austria, Finland, France, Spain, Switzerland, and Turkey commented on the increased attention to child-related and development issues in their countries as a result of National Committee advocacy.

In many countries, National Committees have taken the lead in promoting the Convention on the Rights of the Child, the Baby-Friendly Hospital Initiative, and Education for Development. National Committees have raised public awareness of conditions faced by children in developing countries, and these efforts have had a synergistic effect on the Committees' already substantial fundraising success. The Secretariat adds its voice to those of Colombia, Venezuela and others who commend the National Committees for their work on behalf of children both at country level and throughout the world.

As indicated in the statement of the Chairperson of the Standing Group of the National Committees for UNICEF, National Committees currently contribute a full quarter of UNICEF's budget. I would like to express my sincere appreciation to the delegations of Austria, Bulgaria, Czech Republic, France, Germany, Japan, Poland, Slovenia and Turkey, as well as to the Chairperson of the Standing Group, for emphasizing the importance of private sector support to UNICEF and, particularly, the role played by National Committees. I would also like to highlight the fact that, in spite of the global recession, a number of National Committees have been able to increase their income from the private sector. As I pointed out during the last session of ECOSOC, an organization like UNICEF relies fully on the combined support of both governments and the general public. I am most appreciative that several delegations have pointed out the important complementary role played by National Committees in UNICEF's resource mobilization. I am also grateful for the kind words expressed by delegations, especially from Central and Eastern Europe, about the strong support they receive from our Greeting Card Operation. Finally, I am fully confident that the especially close, interdependent and cooperative relationship between National Committees and GCO will continue to grow.

We note the comments of the Chairperson of the Standing Group on the possible extension of a recovery charge to supplementary fund contributions from National Committees. I look forward to reporting on this matter to the 1994 Executive Board. I am pleased to note that UNICEF has commenced data collection and analysis as part of the requirement to assess the adequacy of the 6 per cent recovery charge. I fully agree National Committees must be consulted on this issue and, as required by last year's decision, formal consultations will take place at the Annual Meeting of National Committees in May and at an upcoming meeting of the NGO Committee for UNICEF.

Other Partners

UNICEF benefits from close collaboration with a number of intergovernmental organizations. We appreciate the encouragement given by the delegations of Bangladesh, Cameroon, Indonesia, Nepal, Senegal, and Sri Lanka towards UNICEF's efforts to mobilize support for the adoption of resolutions concerning women and children at intergovernmental meetings.

The delegation of Sri Lanka noted the important accomplishments of the SAARC Ministerial meeting held in Colombo last year, and pointed out that the Colombo resolution committed the countries of the region to renewed commitment to health, nutrition, education and special emphasis on the needs of the girl child. Similarly, Bangladesh, Nepal and Pakistan referred to the 7th Summit of SAARC that took place in Dhaka earlier this month, noting that the Dhaka Summit declaration both reaffirmed the principles of the Colombo resolution and urged member states to implement programmes aimed at achieving the goals of the SAARC Plan of Action.

UNICEF is currently taking part in the Ministerial Meeting of Foreign Ministers of the Organization of the Islamic Conference being held in Karachi. Much of UNICEF's collaboration with intergovernmental organizations is aimed at galvanizing support for the implementation of NPAs. Its cooperation with regional bodies like the OAU, SAARC, the League of Arab States and others is an effective means of encouraging follow-up and action at the national and regional levels, and UNICEF welcomes Cameroon's call to reinforce and strengthen our collaboration with the OAU in the follow-up to ICAAC.

I welcome the generous support and cooperation of other external partners, as well as those rightly identified by the US delegation as activists in the movement for children. We must offer our special thanks to the First Lady of Colombia, who referred to the meetings of the First Ladies of Latin America and their efforts in the promotion of breastfeeding, prevention of early pregnancy, and elimination of tetanus. Similarly, the delegation from Romania reminded us of the important role of mayors in their contributions as Defenders of Children.

BUDGETARY AND OPERATIONAL ISSUES

Revised and Proposed Administrative and Programme Support Budget

We thank the delegations of Denmark, Japan, Netherlands, Pakistan, and Sri Lanka for their comments on the improved format and transparency of the budget documents. We agree that further improvements in presentation are possible and we are very open to any specific suggestions delegations may have. I am also grateful for the Polish delegation's statement that the financial and budgetary documents, including the global funds, prove that the Secretariat is a good manager of the funds entrusted to it.

Several delegations, including Denmark, Japan, Pakistan, Sierra Leone, Tanzania and the United Kingdom, referred to the ACABQ report on UNICEF budget proposals. UNICEF agrees with the delegate of Sierra Leone that the ACABQ report is extremely useful. We always welcome the ACABQ advice and guidance.

I can assure all delegations, including Japan and the United Kingdom, that in the Committee on Administration and Finance, the Secretariat will address any specific questions delegates may have on the comments and recommendations contained in the most recent ACABQ report.

Delegates will recall that last year's session approved various recommendations made by the Reference Group that were endorsed by the ACABQ. I am pleased to report, as observed by Sri Lanka and Tanzania, that we have applied these policies consistently in the preparation of these budget proposals.

While preparing the budget proposals, we have continued our efforts to streamline UNICEF activities in the field and at headquarters, as noted by the delegate of Germany. We also fully agree with the delegate of the United Kingdom, who noted that "if programme delivery is to be truly cost-effective, administrative costs, including staff costs, must be kept down."

Management Review

Several delegations, including those of Canada, Czech Republic, Denmark, Japan, Netherlands, and United Kingdom commented on the need for a management study of UNICEF. Reference was also made to the comments on this subject contained in the ACABQ report recommending use of independent consultants. I wish to confirm that my detailed proposal before the Board foresees participation by reputable outside consultants at all stages of management review. All high level consultant groups are independent in their approach and work, and are deeply concerned about maintaining their independence, professional reputation and standing in the management consultants' community.

My recommendation to the Board contained in document E/ICEF/AB/L.8 provides in some detail the framework, scope and timetable for carrying out the study. The proposal foresees a combination of reputable consultants from both developing and industrialized countries. It also suggests the organization and practical details for conducting the study as well as phasing of frequent consultations and oversight by the Board. The findings and recommendations of the study, as is the normal practice in such undertakings, will be shared with the Board and will form the basis for a paper I will present to next year's Executive Board session containing my comments and specific recommendations. I look forward to receiving the Board's specific guidance on the different aspects of the proposal when this subject comes up in the Administration and Finance Committee.

Headquarters Accommodations

Many delegations, including those of Australia, Austria, Czech Republic, Ethiopia, Japan, Mozambique, Philippines, Nepal, and United Kingdom commented on the importance of the headquarters accommodation issue. I appreciate the support given to my recommendation by the delegations of Mozambique, Nepal, Philippines and the Russian Federation. I agree with the delegations of Ethiopia and Japan that after four years of discussing this issue, a decision will have to be made at this session, and I share the hope of the United States delegation that we will be able to reach a proper consensus.

To help you with your deliberations, we have prepared a summary of all the options in document E/ICEF/1993/CRP.16. This summary includes the financial implications of the third option as requested by the ACABQ and also the recent concessions from the City of New York and UNDC offering unconditional ownership and a further reduction of \$30 million.

Australia and United Kingdom indicated the New Rochelle option would provide a considerable boost to UNICEF general resources. I would point out that Table 2 in the conference room paper shows the New Rochelle savings are about \$1.5 million per year in annualized net present value terms compared to the twin headquarters proposal A(ii). These savings on real estate are reduced by the increase in operating costs, in particular the cost of duplicating common services, and, in my considered judgement, are dwarfed by far greater losses in operational efficiency and in fundraising.

Income Projections

Many delegations have noted that UNICEF income in 1992 exceeded the \$900 million mark for the first time. Indeed, we are proud and challenged by such recognition. A number of delegations commented on UNICEF's income projections. The Japanese delegation expressed its satisfaction that the projections are conservative in the current challenging economic environment, while Netherlands and United Kingdom cautioned that they may still be overly optimistic.

The UNICEF Secretariat recognizes that the global recession has created a difficult economic situation for many of our major government donors and we have therefore been cautious in estimating future income. The financial plan forecasts a slight drop in general resources income in 1993, followed by a modest average annual growth rate of 4.8 per cent. The forecasted annual average growth rate in total income for the four years of the financial plan is an even more modest 1.7 per cent.

UNICEF can only concur wholeheartedly with the delegation of China that General Resources must remain the backbone of UNICEF's programmes and should receive priority attention from donors.

I also note that our income projections for the purposes of budget and programmes are pessimistic, and are 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. 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 the requirements of the World Summit for Children, and will not match for the silent emergencies the same responsibility which it is demonstrating for peacekeeping in the most screeching loud emergencies or, I might add, the tens of billions annually now being mobilized for the countries of the former Soviet Union and Central and Eastern Europe. UNICEF currently receives close to ten per cent of ODA allocated for meeting priority human needs. If the world community were to shift to structure 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 would represent a 40 per cent increase in UNICEF funding over the next several 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.

International Child Development Centre

I welcome the expression of continued support by the delegation of Italy for the work of UNICEF's International Child Development Centre (ICDC) in Florence. The Spanish delegation commended the Centre's research and publications as contributing important knowledge on child issues. Special project support for the work of the Florence Centre is being discussed with potential donors, especially in areas related to the implementation of the Convention on the Rights of the Child. I hope to have good news to report at next year's Executive Board in this respect, when the formal recommendation for the renewal of the activities of the Florence Centre will be presented.

Geneva office

I take note of the positive comments from the Bulgarian, Czech, and Slovenian delegations on the important role of the Geneva office. UNICEF Geneva will continue to react promptly to the needs of children in conflict zones, and will play a major role in providing operational support to European and newly created National Committees.

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