

# UNITED NATIONS CHILDREN'S FUND

## REPORT OF THE EXECUTIVE BOARD

(18-29 April 1988)

ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS, 1988

SUPPLEMENT No. 8



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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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E/1988/18  
E/ICEF/1988/13

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\* The present report has been organized to reflect the order of discussion of agenda items. A number of agenda items were discussed both in the general debate and in the Committees and are reflected accordingly in the report. All resolutions, as adopted by the Executive Board, are included separately at the end of the report. The reports of the Committees as well as the response to the Economic and Social Council are annexed to the report.

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## I. ORGANIZATION OF THE SESSION

1. The Executive Board of the United Nations Children's Fund (UNICEF) held its 1988 regular session at United Nations Headquarters from 18 to 29 April 1988. Officers of the Executive Board for the period 1 August 1987 to 31 July 1988 were as follows:\*

Chairman: A. P. Maruping (Lesotho);

First Vice-Chairman: Makoto Taniguchi (Japan);

Second Vice-Chairman: Stanislaw Treszczynski (Poland);

Third Vice-Chairman: Sidibé Aissata Cisse (Mali);\*\*

Fourth Vice-Chairman: Rawle Lucas (Guyana);

Chairman, Programme Committee: Torild Skard (Norway);\*\*

Vice-Chairman, Programme Committee: Margarita Dieguez-Armas (Mexico);

Chairman, Committee on Administration and Finance: Suyono Yahya (Indonesia);

Vice-Chairman, Committee on Administration and Finance: Nicole Sénécal (Canada).

2. The agenda of the 1988 session is contained in document E/ICEF/1988/1/Rev.2. A list of documents issued in connection with the 1988 session is contained in documents E/ICEF/1988/INF.1 and Add.1. The Programme Committee, sitting as a committee of the whole, met from 20 to 26 April 1988 (the report of the Committee is contained in annex I). The Committee on Administration and Finance, also sitting as a committee of the whole, met from 26 to 28 April 1988 (the report of the Committee is contained in annex II).

3. The Executive Board agreed that the 1988 UNICEF Maurice Pate Award would be presented to Pembinaan Kesejahteraan Keluarga (Family Welfare Movement - PKK) of Indonesia (E/ICEF/1988/P/L.36) (see paras. 6-7 below).

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\* The Executive Board, with its membership as at 1 August 1988, held its organizational session to elect officers for the period 1 August 1988 to 31 July 1989 at United Nations Headquarters on 6 June 1988. The report on the organizational session of the Executive Board is contained in document E/ICEF/1988/14.

\*\* At the organizational session of the Executive Board for the election of officers to fill the vacant posts for the remainder of the year, held at United Nations Headquarters on 23 February 1988, the Executive Board elected Ms. Torild Skard (Norway) to replace Mr. H. Chr. Bugge (Norway) as Chairman of the Programme Committee and Mrs. Sidibé Aissata Cisse (Mali) as Third Vice-Chairman of the Executive Board.

## II. PLENARY MEETINGS

### Opening session: tributes

4. Delegations paid tribute to the memory of Ethel Henck Grant, wife of the Executive Director, who passed away suddenly on 1 April 1988 in India. Mrs. Grant had played a considerable role in the UNICEF community. She was remembered by all for her compassion and dedication to actions aimed at bringing about a better life for the suffering and underprivileged children of the world. On the proposal of the Chairman of the Executive Board, the members of the Board observed a moment of silence in her memory.

5. Further tribute was paid to the memory of Père Joseph Wresinski, founder and Secretary-General of the International Movement A.T.D. Fourth World, who passed away in February 1988. He made his home among the poorest of the poor, bringing dignity, respect and hope to marginal families.

### Award

6. The 1988 UNICEF Maurice Pate Award (E/ICEF/1988/P/L.36), established by the Executive Board at its 1966 session to honour an institution in a developing country which had made significant contributions towards advancing the well-being of children, was presented to Pembinaan Kesejahteraan Keluarga (Family Welfare Movement - PKK) of Indonesia. PKK, a strictly voluntary movement, has rallied communities throughout Indonesia to child survival and development (CSD) efforts and has been instrumental in the establishment and operation of integrated service posts, which provide basic health services.

7. The award, which was voted on by mail poll prior to the Board session, was presented to Mrs. Soepardjo Roestam, former Chairperson of PKK and Chairperson of Dharmawanita, at the Executive Director's reception.

### Programme matters

#### Child survival and development

8. Support was expressed for UNICEF efforts in CSD as described in the report of the Executive Director (E/ICEF/1988/2 (Parts I and II)) and in the medium-term plan for the period 1987-1991 (E/ICEF/1988/3).

9. One delegation set the tone for the discussion in stating that the traditional parameters used to measure development were just the tip of the iceberg. While child survival was rightly considered to be the priority focus of UNICEF activities, other aspects of children's welfare such as social, intellectual and emotional development should also be considered.

10. Many of the delegations expressed satisfaction with the continued successes of UNICEF efforts in the area of CSD. It was noted that substantial progress had been made in both universal child immunization (UCI) and oral rehydration therapy (ORT). Some delegations expressed concern about the increase in expanded programme of immunization activities. It was important that immunization and all other CSD



elements should contribute to strengthening and improving existing national health services for mothers and children. Since there had also been some concern expressed regarding the balance between campaign-type efforts and permanent actions through strengthening the primary health care (PHC) system, the Executive Director explained that both paths would be followed in the fight for child health in order to assure sustainability, which was crucial.

11. The country programme was emphasized as the necessary centre-piece of any activities in this area, with the principal role being played by the national Government. It was stressed that child survival and development were mutually reinforcing and not exclusive, and that there existed a linkage between the two that should be strengthened by an integrated approach that combined child survival interventions with actions for education, household food security and water and sanitation, to name a few. It was stressed that the emphasis of UNICEF should be on programme delivery and support to field offices.

12. In mid-March 1988, the International Task Force on Child Survival (also known as the "Bellagio Group"), held its third full meeting at Talloires, France, to assess the accelerated progress being made in immunization, the control of diarrhoeal diseases and acute respiratory infections (ARI) and safe motherhood and family planning. Some delegations referred to the Declaration of Talloires which resulted from "Bellagio III" and which included some important global goals. Moreover, the Declaration stressed the importance of a health infrastructure as a sine qua non for success. Consolidation, with a cautious approach to new initiatives, was felt by some to be important at the present stage.

13. Moreover, several delegations felt that emergency programmes should be linked with normal development programmes which provided the viable foundations necessary for emergency activities. There should be flexibility in programming that allowed for the effective delivery of services at the grass-roots level, in concert with the ability to bring new ideas and strategies to the development process. In addition, it was hoped that community-based, low-cost interventions would become more prevalent and that PHC would become more decentralized.

14. Special mention was made by several delegations of the problem of ARI. It was noted that as important as this health problem was, no mention was made of it in UNICEF expenditure tables. UNICEF was requested to provide information on low-cost strategies to combat ARI. The Executive Director stated that UNICEF was working to develop models of highly cost-effective operations for ARI in several countries. Mention was also made of iodine deficiency disorders and the need to eliminate the problem. It was felt that child nutrition also required a greater share of resources, as its share had been declining over the past few years. Some delegations also expressed the wish to see family planning measures, including birth spacing, in UNICEF development strategies, in co-operation with the United Nations Population Fund (UNFPA) and the International Planned Parenthood Federation. Household food security was also seen as an area that needed more support.

#### Adjustment with a human face

15. Almost all delegations spoke on this item, expressing general support for the UNICEF approach. Many delegations described the precarious situation for many African, Asian and Latin American countries. The situation in Africa, in particular, was described as a "distortion in development". With this as a

background, many delegations called for an integrated approach to economic and social development and a just settlement to the debt crisis. The politics of adjustment were very serious and there was a need for both integrated adjustment approaches and practical implementation of this concept.

16. UNICEF was requested to take a fresh look at the problem and to examine whether its efforts had been genuinely responsive in advocating new and innovative ways to promote child welfare. In addition, in order to maximize the limited financial resources available, UNICEF should define its priorities and areas of expertise and allocate funds strictly in accordance with the basic needs of children.

17. With regard to the UNICEF proposal for the conversion of debt to foreign Governments and banks into a national fund for joint use by the debtor nation and UNICEF, some delegations requested clarification. UNICEF was commended for initiating a programme of debt relief for children, but some felt that this was perhaps beyond the mandate of UNICEF.

18. Some delegations suggested that UNICEF should base its activities on the successful experiences of other organizations to improve child health standards in times of economic crisis. Certain countries described the benefit of technical co-operation among developing countries and offered to exchange experts and information.

19. Many delegations were pleased with the co-operation of UNICEF with concerned parties such as the World Bank, the International Monetary Fund (IMF) and the United Nations Development Programme (UNDP) and encouraged UNICEF to continue its dialogue with other organizations for a broader approach to adjustment. UNICEF should continue to assist in the analysis and formulation of proposals to alleviate the adverse social consequences of structural adjustment programmes.

20. One delegation said that the publication Adjustment with a Human Face contained some errors and that it was not objective enough (see chap. IV, resolution 1988/20).

#### Strategy for the 1990s

21. It was felt that the time was right for UNICEF to prepare a strategy for children for the 1990s, and the Executive Director was requested to submit a report to the Executive Board at its 1989 session. The report should take into account the basic needs of children, the risks they face and the conditions that must be met to enable countries to satisfy those needs (see annex I, para. 6 and chap. IV, resolution 1988/17).

22. The goal was for the Board to approve the new strategy in 1990 after an appropriate process of consultation at all levels. The Executive Director was asked to prepare a report on the goals, targets and elements of a strategy for children which also could provide an input into the establishment of a United Nations strategy for the fourth development decade. In this connection some delegations expressed caution on the establishment of new overly ambitious objectives entailing new demands on UNICEF resources.

### Recurrent costs

23. Several delegations welcomed the paper on the problems and priorities regarding recurrent costs (E/ICEF/1988/L.3) and supported the recommendations presented in it which, it was felt, aimed at increasing international support for recurrent costs of programmes in the social sector, while exploring possibilities to mobilize national resources by promoting new approaches to resource generation at the local level. However, one delegation expressed the view that the proposals mentioned in the paper were too sweeping and not applicable.

24. Several delegations regarded the paper as a point of departure of the Bamako Initiative (see para. 39 below, annex I, paras. 28-33 and chap. IV, resolution 1988/3) and noted that the sustainability of both multilaterally and bilaterally financed projects must be considered carefully and that low-cost alternatives should be found (see annex I, paras. 7-8 and chap. IV, resolution 1988/15).

### Water and sanitation

25. Many delegations expressed appreciation for UNICEF efforts in the area of water and sanitation as contained in document E/ICEF/1988/L.4. It was felt that this should be a central component of CSD. However, most delegations felt that the percentage of UNICEF resources allocated to these projects was too low, and it appeared from the documentation that the share would not be increased in the immediate future. The Executive Director explained that vigorous efforts would be made to attract supplementary funding to this sector in order to increase its share. In this connection, several delegations expressed the hope that water and sanitation would receive a greater share of general resources income.

26. PHC has as major basic components the provision of adequate supplies of safe water and basic sanitation. It had been shown that the installation of latrines had a dramatic effect on the health of children, but one delegation was concerned that no new solutions had been suggested regarding improved sanitation, and this was an important area. It was noted that the International Drinking Water Supply and Sanitation Decade had provided a framework within which UNICEF could work and that UNICEF should help to identify low-cost technologies and encourage community participation. It was also stressed that education in this sector was essential and that it must become a more important part of UNICEF activities (see annex I, paras. 9-10 and chap. IV, resolution 1988/2).

### Women in development

27. Delegations strongly supported UNICEF efforts and the results achieved in the implementation of its policy on women in development (E/ICEF/1988/L.1) and were satisfied that the organization was committed to ensuring that the women's dimension would be integrated into all its programming. UNICEF was urged to continue to advocate for the effective empowerment of women through increased educational opportunities, training and support for income-generating activities and more equitable access to financial institutions.

28. The view was expressed that the role of non-governmental organizations (NGOs) and community organizations in enhancing the position of women must be encouraged. The importance of encouraging rural women to organize their own groups was also stressed (see annex I, paras. 12-14 and chap. IV, resolution 1988/6).

## Education and training

29. The area of education and training was felt to be underrepresented in the programming mix of UNICEF. Concern was expressed about the declining share of resources allocated to education, and it was hoped that a reversal in this trend would be achieved. The education of mothers, as well as fathers, in the importance of good nutrition, health and hygiene was considered crucial to ensuring a healthier life for children.

30. The view was expressed that education elevated the role and position of women in society and was a very important component of CSD. It was suggested that more training was needed in the area of income-generating activities for women.

31. With regard to formal literacy programmes, one delegation stressed that in general this should rest with local Governments, NGOs and other appropriate United Nations organizations. UNICEF programmes should be related directly to basic education in maternal and child health (MCH), nutrition and early childhood education. Audio-visual tools were considered important and very effective, especially in immunization efforts. It was also suggested that schools serve as information centres for communities. One delegation stressed the need to address more fully the educational needs of the disabled. Another delegation stated that parents and children should be encouraged to be aware of their rights, roles and duties in society. Co-operation with the United Nations Educational Scientific and Cultural Organization (UNESCO) in all these efforts was seen as constructive and effective.

## Children in especially difficult circumstances

32. The plight of children in especially difficult circumstances, in particular those in southern Africa and the front-line States, was addressed by many delegations. It was suggested that UNICEF should examine the political as well as economic realities of the subregion. It was noted that discrimination and destabilization by one country in this area had devastating effects on innocent children, and UNICEF was urged to increase its effort to deal with their problems (see annex I, para. 36),

33. Delegations also discussed the need for action in other areas of the world - the Middle East and some regions of Asia and Central America - where armed conflicts existed. It was suggested that UNICEF should look beyond cease-fires to repatriation, rehabilitation and reconstruction. In this connection, one delegation suggested that UNICEF should play a role in assisting the refugees returning to Afghanistan. It was also pointed out that no medical infrastructure existed in Lebanon and that the consequences were devastating.

34. The problems of the urban poor should be addressed, but it was noted that the problems in rural areas must be eliminated first to discourage people from flocking to urban areas. An integrated plan of action for the urban poor and abused was requested. It was felt that UNICEF must do more to assist street children. Disabled children also required more attention. UNICEF was requested to identify the issues in greater detail and present them to the Board.

## Children and the environment

35. Many delegations expressed support for the "Brundtland report" of the World Commission on Environment and Development - "Our Common Future". Links between environmental concerns and other areas of UNICEF work, especially water and sanitation and women in development, were noted by a number of delegations. While some delegations felt that UNICEF should play an important role in the follow-up of the report and in the promotion of its main concept - sustainable development - other delegations expressed concern that this was not within the UNICEF mandate. One delegation referred to the multilateral organization in the United Nations system that was mandated to deal with the problems of the environment and indicated that these issues were peripheral compared to factors that immediately threatened the lives and the welfare of children. Other delegations expressed the view that the environment was an integral part of development and therefore should figure into the overall plans of UNICEF. They would, however, welcome knowing how UNICEF would contribute to this area (see annex I, para. 11 and chap. IV, resolution 1988/18).

## UNICEF activities in Africa

36. There was strong support voiced for the various efforts being directed to the African continent since it was felt that it must remain the region of highest priority because of the dire situation that existed currently, as described in document E/ICEF/1988/L.5. Delegations expressed satisfaction with the important meetings held and the declarations that have come out of the meetings at Harare, Zimbabwe, Dakar, Senegal and Addis Ababa, Ethiopia. It was noted with satisfaction that the Organization of African Unity (OAU) had declared 1988 the Year of Protection, Survival and Development of the African Child.

37. Appreciation was expressed for the flexibility of UNICEF activities in Africa and its response to the increase in needs. It was felt that UNICEF was doing very well in bringing together the various forces in African society to help ensure the survival and development of children. Many delegations stressed the problems of children in the front-line States and encouraged UNICEF to continue its efforts. Several delegations noted that it was encouraging that African artists and intellectuals were promoting international solidarity against destabilization and apartheid (see annex I, paras. 34-38 and chap. IV, resolutions 1988/21 and 1988/23).

## The Bamako Initiative

38. The Bamako Initiative, as discussed in documents E/ICEF/1988/P/L.40 and E/ICEF/1988/CRP.2, was the focus of the discussion on Africa. Many delegations welcomed the Initiative, which was the largest project for supplementary funding ever brought before the Board, and the strong support UNICEF hoped to provide in this area. Several delegations felt that this was a very effective way to expand PHC in Africa, and at the same time, promote self-reliance, although one delegation cautioned that the Initiative could reduce the general preoccupation with health for all by the year 2000 to a unilateral preoccupation with MCH. It was noted with satisfaction that the Initiative covered priority geographic areas and offered a common frame of reference for all interventions. However, it was felt that increased efforts would be needed, given the weak African health infrastructure. There was concern with the notion of "equity" - it should not discriminate against people too poor to pay, usually rural populations. National institutions in different sectors would need to be strengthened. It was felt that many details

still needed to be outlined and analysed and that specific attention must be paid to mothers and children. UNICEF should monitor activities closely, co-operate with others where appropriate and report on progress at the 1989 Board session (see annex I, paras. 28-33 and chap. IV, resolution 1988/3).

39. With regard to this issue, the Director-General of WHO noted that major initiatives such as the Bamako Initiative had to be undertaken jointly to help the people of Africa improve their health and extricate themselves from underdevelopment. He declared further, "We all enthusiastically support any initiative that can bring about better maternal and child care and ensure the availability of essential drugs for primary health care throughout Africa. That initiative aims at doing just that."

#### Acquired immunodeficiency syndrome

40. Many delegations welcomed the fact that UNICEF planned to incorporate acquired immunodeficiency disease (AIDS) activities into its ongoing programmes. It was felt that such activities should be seen in the context of national AIDS programmes. Delegations commended the secretariat for the document on AIDS (E/ICEF/1988/L.7), which was thorough and contained an appropriate set of guidelines and strong recommendations. The overriding sentiment was that UNICEF should work under the umbrella of the World Health Organization (WHO) Global Programme on AIDS, since WHO already had a global co-ordinating role. One delegation requested clarification on how widely the WHO guidelines were met in UNICEF programmes. It was felt that co-operation was also needed with such organizations as UNDP.

41. Education on AIDS was seen as essential. Information should be disseminated in schools and parents should instruct their children on the deadly disease. Parents themselves should be educated so that care was taken to prevent the spread of the disease. It was suggested that perhaps AIDS information could be taught in combination with family planning activities (see annex I, paras. 15-16 and chap. IV, resolution 1988/7).

#### International Child Development Centre

42. Several delegations expressed their continued support for the International Child Development Centre as outlined in documents E/ICEF/1988/L.9 and Corr.1 and Add.1. They pointed out that its activities, coupled with those of other child-related international centres such as the International Children's Centre and especially in developing countries, could feed vital new ideas and strategies into the elaboration of the UNICEF medium-term plan. However, one delegation felt that the paper did not respond to specific questions.

43. Noting the progress achieved in making the Centre operational, one delegation expressed the hope that the agreement with the Government of Italy would soon be ratified. It was noted with satisfaction that the Centre would serve as a resource and training centre and in that connection, one delegation suggested that some courses should focus on management issues (see annex I, paras. 17-20 and chap. IV, resolution 1988/5).

## Inter-agency co-operation

44. In his statement to the Executive Board, the Director-General of WHO outlined the 40-year relationship of UNICEF and WHO. It was described as a "marriage" that took place at Alma Ata in 1978 and whose contract must be renewed. PHC, which required political commitment, the involvement of families and communities in maintaining their own health, multisectoral activities and the use of appropriate technology, was the key to health for all by the year 2000. He emphasized national self-reliance, built from inside, with help from outside, which must be within a good management structure.
45. To strengthen self-reliance, countries must build their own permanent health structure, the backbone of which was a properly trained staff and informed persons. Governments must be able to co-ordinate their health structure - national development could not be accomplished by supranational proxy. The success of all programmes must have common infrastructure and programmes must reinforce that infrastructure.
46. The programme elements of PHC were identified as proper nutrition and adequate food supply, water and sanitation and the education of women and children. What was needed at this juncture was "moral rehydration". The time was ripe for WHO and UNICEF to formulate jointly an aggressive policy and plan of action.
47. The representative of UNESCO emphasized that for the millions who would grow up in poverty, malnutrition and armed conflict, education was a key element in their survival. It was the only basis on which the revolution in child health could be sustained, and the education of women was crucial. However, with the economic recession, educational development was seriously threatened. Social services such as health and basic education were the "first casualties" of adjustment measures. The UNESCO representative called for the development of new and imaginative ways to deliver basic educational services, as well as adult literacy programmes. He stressed the need for co-operation with UNICEF and noted that the two organizations had co-operated for almost 40 years. UNICEF was important to UNESCO because of its concern for the "whole child", because of its valuable presence in the field and because of its remarkable work in advocacy and social mobilization.
48. There was support among delegations for enhanced co-operation and collaboration among the various United Nations organizations, but it was felt that greater efforts would be needed to achieve the goal of increased mobilization that was more fully expressed. It was felt that co-operation, especially with WHO, UNDP and UNFPA, would make UNICEF activities more effective. One delegation stated that joint programming was not just a policy objective; it was a prerequisite for a better project. Another delegation noted with satisfaction the close collaboration between UNICEF and WHO, especially in the area of PHC for mothers and children, as well as with UNESCO, UNDP, the Food and Agriculture Organization of the United Nations and UNFPA in the fields of education, water supply, household food security and population, respectively.
49. Co-operation with National Committees was supported. Many delegations expressed satisfaction with the Talloires Declaration, but felt that much more was needed, especially with regard to child survival and emergencies, as well as with the development of a strategy for the 1990s. Some delegations felt that there was a need for greater efficiency and careful choices of resources, particularly given

the dramatic downturn in the economic situation. It was felt that the Joint Consultative Group on Policy (JCGP) was a promising vehicle for strengthening co-operation. Delegations also expressed the view that UNICEF should continue to participate in regional, subregional and thematic forums such as the South Asian Association for Regional Cooperation, the Southern African Development Co-ordination Conference and the Task Force on Child Survival, and to pursue more active collaborative initiatives within the United Nations family, using JCGP and the UNICEF/WHO Joint Committee on Health Policy (JCHP) as points of departure for strengthening collaboration at the field level.

50. In this connection, the "Grand Alliance for Children" was described as a far-reaching system of partnership. It was felt that it was an innovative way to harness the potential of individuals and organizations - public, private, national, international and non-governmental - in the promotion of child welfare, but that so far the concept lacked precision as far as structure and function were concerned. One delegation wanted to know the actual objectives and methods of the "Grand Alliance". The partners in the alliance must be identified in order to avoid duplication of work. Activities should flow from the different mandates, while UNICEF should orchestrate actions by drawing together various inputs and concentrating on project delivery where no other organization was mandated to do so. Some delegations expressed satisfaction with the clarification provided by the Executive Director that no major financial commitment or programme staff would be needed in this effort and that programme delivery would remain the essence.

51. More specifically, it was felt that the "Grand Alliance" should be put into motion to sustain the momentum in achieving the CSD goals. It should also be mobilized to eliminate children's suffering caused by war and to combat maternal and child mortality. Overall, however, there should be a balance between advocacy and more tangible achievements, i.e., projects. The importance of co-ordination at the field level as opposed to the central level was also emphasized (see also paras. 73-76 below).

#### Operational activities for development

52. Several delegations agreed to support continued efforts in the direction of the integration of United Nations operational activities as discussed in documents A/42/326/Add.1-E/1987/82/Add.1 and E/ICEF/1988/CRP.4. They commended UNICEF for its active participation in JCGP, while expressing the need for improved co-ordination and urging UNICEF to contribute towards the successful implementation of General Assembly resolution 42/196.

53. One delegation noted that as a member of the United Nations family, UNICEF should contribute more actively to the ongoing process of improving the co-ordination of all United Nations operational activities as recommended in the report of the Director-General for Development and International Economic Co-operation on case studies on the functioning of operational activities and as endorsed in the relevant General Assembly resolution. This would allow UNICEF to play its role as best as possible in supporting the implementation of concrete actions, in acting as the children's advocate and in disseminating information about their needs. One delegation expressed the view that the UNICEF operational strategy would have to become part of the global strategy, which would serve as a guide for the development of national strategies.



54. Several requests were made for a comprehensive response to General Assembly resolution 42/196, since it was felt that the document submitted to the Board on the subject needed to be refined (see annex I, paras. 22-26, annex III and chap. IV, resolution 1988/24).

#### Policy reviews

55. Six major policy documents were submitted to the Executive Board for consideration at its 1988 session: "Problems and priorities regarding recurrent costs" (E/ICEF/1988/L.3); "Water, sanitation and health for all by the year 2000: UNICEF actions for the years to come" (E/ICEF/1988/L.4); "Progress report on achievements made in the implementation of UNICEF policy on women in development" (E/ICEF/1988/L.1); "Guidelines for UNICEF participation in global events" (E/ICEF/1988/L.8); "Update of UNICEF policy on supplementary funds" (E/ICEF/1988/L.2 and Add.1); and "Review of the function and organizational structure of UNICEF external relations" (E/ICEF/1988/AB/L.1).

56. While the policy documents were commented on during the general debate, substantive issues were examined in more detail in the Programme Committee and in the Committee on Administration and Finance. Summaries of the discussions are contained in the reports of the two Committees (annexes I and II of the present document) as follows: recurrent costs (see annex I, paras. 7-8 and chap. IV, resolution 1988/15); water, sanitation and health for all by the year 2000 (see annex I, paras. 9-10 and chap. IV, resolution 1988/2); women in development (see annex I, paras. 12-14 and chap. IV, resolution 1988/6); global events (see annex I, paras. 48-50, annex II, paras. 51-54 and chap. IV, resolution 1988/8; supplementary funding (see annex II, paras. 15-26 and chap. IV, resolution 1988/11; and functions and organizational structure of UNICEF external relations (see annex II, paras. 27-33 and chap. IV, resolution 1988/12).

#### Administrative and financial matters

57. In addition to general comments on administrative and financial matters, delegations were invited to make general observations on the medium-term plan for the period 1987-1991 (E/ICEF/1988/3) (see paras. 66-72 below). The programme objectives of the medium-term plan and the relevant recommendations were considered by the Programme Committee (see annex I, paras. 3-6 and chap. IV, resolution 1988/1), whereas the Committee on Administration and Finance considered the financial plan and the recommendations proposed in relation to it (see annex II, paras. 11-14 and chap. IV, resolution 1988/10).

#### Financial reports

58. All delegations commenting on the issue of the expanded audit of the 1986 accounts welcomed the clean opinion given by the Board of Auditors and expressed satisfaction with the serious efforts made by the secretariat to improve procedures and to respond to the concerns of the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions. However, it was noted that several financial and administrative issues still required attention, and the secretariat was encouraged to take further remedial action, taking into account the views and recommendations of the auditors and the Advisory Committee. One delegation noted that it shared the views and reservations of the Advisory Committee on the fortieth

anniversary and supplementary funds documents (see annex II, paras. 36 and 15-26, respectively). The view was expressed that UNICEF had problems because of the uncertainty of receiving income on a voluntary basis and that this required a substantial revision of the process for the control of expenditure. Although delegations were concerned about financial responsibility and accountability, they also recognized the need for flexibility (see annex II, paras. 3-10).

#### Supplementary funding and financial regulations

59. The Board had an in-depth discussion on the paper on the update of UNICEF policy on supplementary funds (E/ICEF/1988/L.2 and Add.1). The concerns of the auditors and the Advisory Committee regarding supplementary funds were shared by numerous delegations. There was consensus that general resources should remain the main source of UNICEF income, with supplementary funds being used for particular projects that complement the regular country programme. It was felt that recipient countries should be able to rely more on general resources than on supplementary funds. However, it was noted that an increasing share of programme expenditure derived from supplementary funding, and the view was expressed that this imbalance could have adverse effects on the multilateral character of the organization.

60. One delegation was of the opinion that the trend of growth in supplementary funds represented a growing awareness and commitment of Governments and NGOs to meet basic human needs, and when used in the context of a solid country programme framework, supplementary funds gave UNICEF the flexibility needed to seize opportunities when they arose and to build on programme successes. Mention was made of the fact that supplementary funding was useful for emergency assistance and had provided multilateral co-ordination through which donors had been able to finance the major acceleration of UCI. Furthermore, through supplementary funding, UNICEF could tap resources from bilateral aid budgets that otherwise would be unavailable. It was also felt that the Executive Director should have the authority to allocate general resources temporarily to projects for supplementary funding as long as it was reported in detail at the subsequent Executive Board session.

61. The secretariat stated that there was basically no difference in the character of general resources and supplementary-funded programmes and that the same procedures were followed in all aspects of their implementation in order to safeguard the multilateral character of the programme. Since the Board assumed fully responsibility for the whole of UNICEF programmes, concern was expressed about the lack of a comprehensive set of policy and operational guidelines by which to administer the process of supplementary funding, and it was felt that this was probably the underlying cause of many of the previously mentioned administrative and financial difficulties. Several delegations, therefore, requested clear proposals for criteria and guidelines to that effect. The proper guidelines should afford UNICEF the greatest measure of programme flexibility, which was consistent with sound management practices and proper accounting control (see annex II, paras. 15-26 and chap. IV, resolution 1988/11).

62. Appreciation was expressed for UNICEF fund-raising efforts, and it was noted with satisfaction that funding had increased steadily. It was stressed, however, that the secretariat must ensure that it had a transparent, consistent and accountable financial management.

63. The entering into force of the UNICEF Financial Regulations and Rules was considered a positive step and an important new management tool to ensure transparency and accountability, but some delegations expressed the view that some of the rules were still unclear and imprecise and required further clarification. The process of adaptation and rationalization of all internal administrative procedures should then follow (see annex II, para. 23 and chap. IV, resolution 1988/11).

#### Other budgetary issues

64. One delegation commended UNICEF for reducing the ratio of administrative costs to 9.5 per cent of expenditures.

65. The Executive Director was supported and encouraged to pursue the reallocation of personnel from regional to country offices such as was done in the eastern and southern Africa region. While appreciating the reason for the delay in implementing the redeployment of staff, one delegation recommended the strengthening of staff in the field concurrently with the streamlining of the intermediate administrative staff, whose functions needed to be more clearly defined.

#### Medium-term plan for the period 1987-1991

66. Many delegations expressed their continuing support for the four basic goals of the medium-term plan (E/ICEF/1988/3), which aimed to reduce maternal and infant and child mortality and to improve their health through low-cost, sustainable interventions. The high priority given to the Africa and Latin America and Caribbean regions was reaffirmed. Within this framework, UNICEF was urged to make a concerted effort to link survival issues with development and protection, bearing in mind that the actual implementation of the plan should be governed by the specific country programme and the priority projects identified by the recipient country.

67. The key to maintaining the significant progress achieved was through the full integration of child survival activities and MCH programmes into the PHC infrastructure of recipient countries. As noted by one delegation, UNICEF should be realistic about its role and capacity, and enlist the support of other partners. It was difficult to single out actions and their implications for the medium term.

68. UNICEF was commended for its efforts to strengthen the weak components of the CSD strategy (breast-feeding, family spacing, growth monitoring and promotion, and the universal knowledge, acceptance and use of ORT). The continued emphasis on basic education, household food security and water and environmental sanitation was also supported.

69. The priority given to the need to integrate women into the mainstream of UNICEF programmes and the vital role of female education in ensuring the survival and well-being of children was acknowledged by several delegations. With regard to the situation of women in the Latin America and Caribbean region, UNICEF was requested to work closely with Governments in developing policies, strategies and mechanisms to integrate women's concerns into sectoral programmes.

70. Delegations supported proposed actions in the field of water and sanitation and were encouraged by UNICEF efforts to link such programmes with health activities. It was felt, however, that increased attention should be given to this sector.

71. Several delegations expressed the view that UNICEF should maintain its focus on programme balance, especially within the range of child survival activities. Moreover, it was felt that an evaluation of priorities and balance of expenditure was needed to permit a reallocation of funds to other priority areas once the proposed goals were achieved.

72. It was regretted that AIDS was not mentioned in the medium-term plan document, since a paper on the subject had been submitted for discussion at the current session. The inclusion, for the first time, of the issue of protecting the environment of children in the objectives was endorsed.

### External relations

#### Advocacy and the "Grand Alliance"

73. Many delegations commented favourably on the importance and value of the advocacy role of UNICEF in bringing the cause of children to the attention of Governments, intergovernmental organizations, parliaments, NGOs, religious orders, the mass media and the public-at-large in the emerging "Grand Alliance for Children". Mention was made of its impact in the area of "adjustment with a human face" and in discussions on a new and innovative approach to create foreign debt relief for child survival. UNICEF was urged to ensure that any new initiatives in that area were realistic and sustainable and that they could compete with other claims for support.

74. However, several delegations suggested that more of a balance needed to be struck either between themes within the organization's advocacy work or between the advocacy role and programme implementation and delivery. A distinction should also be maintained between advocacy activities aimed at mobilizing external resources and those aimed at social mobilization in developing countries.

75. Some delegations, while expressing their support for the ideas behind the "Grand Alliance", also expressed some concern about the adoption of a new concept. They felt that ongoing activities in the field of mobilizing political and social support was continuing and expanding and did not require another new concept. They also wanted assurances that there would be no major new commitments of finances, programmes or staff and that any restructuring or redeployment of assets would not be carried out at the expense of programme delivery. The secretariat concurred and explained that the "Grand Alliance" was little more than a statement of fact that more and more forces were joining together - or working separately, but with a common purpose - in active efforts for the benefit of children.

76. One delegation commented that the concept lacked precision with regard to the structural and functional linkages of those concerned. It was felt that the participants should be clearly identifiable, with a clear understanding of their roles and of the need for proper co-ordination of activities to avoid duplication of efforts. Another delegation stressed the need for a well-defined role for education, citing the Facts for Life project as an outstanding example of innovative approaches (see also paras. 50-51 above).

## Global events

77. Several delegations commented on the guidelines for UNICEF participation in global events (E/ICEF/1988/L.8), expressing concern that too much attention was being given to public relations (global and special events), possibly at the expense of field activities. Therefore, UNICEF was urged to launch such events on a very selective basis and, to the extent possible, after consultation with the Board as well as with National Committees and field offices. In addition, global events should be limited so as not to interfere with programmes in the field and field staff. Close monitoring of the situation was requested.

78. The lack of applicable concrete guidelines was noted by one delegation, while another delegation requested that the organization should strive to ensure the following: the minimum disruption of ongoing programmes; prior consultation with National Committees; national flexibility in planning and implementation; and that administrative and production expenses were covered by commercial income. Timely and substantial information presented in well-focused documents was also requested. With regard to the proposed organization of a global event in 1989, the secretariat informed the Board that it had decided earlier in the year not to pursue the proposal at the current time, pending the Board's discussion of the guidelines, particularly given the Advisory Committee's recommendation against the establishment of a revolving fund to provide working capital for special activities (see annex I, paras. 48-50, annex II, paras. 51-54 and chap. IV, resolution 1988/8).

79. Several delegations welcomed the appointment of the following new Ambassadors for UNICEF: Ms. Audrey Hepburn and Sir Richard Attenborough.

## Restructuring of regional offices and headquarters locations

80. With regard to the report on the review of the function and organizational structure of UNICEF external relations (E/ICEF/1988/AB/L.1), most delegations addressing this issue expressed concern about the proposed changes in the Geneva Office. The secretariat was urged to pay due regard to the specific nature, functions and necessary decision-making powers of the Geneva Office and to the importance of guaranteeing an adequate level of communication and co-operation between Geneva and European National Committees and NGOs. It was felt that the proposal contained in the paper did not fully reflect those concerns.

81. On the other hand, many delegations agreed on the need for UNICEF to strengthen its policy-making structures at New York headquarters, although it was felt that the creation of a new division at headquarters was unwarranted. One delegation raised the question of the results of the restructuring of the Nairobi office, stating that without this information, it would be difficult to proceed with any major restructuring of other regional offices (see annex II, paras. 27-33 and chap. IV, resolution 1988/12).

## Convention on the rights of the child

82. Many delegations noted with satisfaction the progress made towards completing the draft convention on the rights of the child and commended UNICEF efforts in facilitating this process and in working to "put children first" on the economic and political agenda at the highest levels of political decision-making. This was particularly important since the situation of the world's children had deteriorated since the Declaration on the Rights of the Child was approved in 1959. It was

generally agreed that the completion of the convention should be the immediate priority for the international community and that the Executive Director should be supported in his efforts to bring the issue of the rights of the child to the attention of the United Nations system. Mention was also made of the contributions of National Committees and NGOs to the codification process. Moreover, support was expressed for the Bangalore Declaration of 1986 which highlighted the need to enhance public consciousness and to build a national political consensus on the rights of children. Further support was given to the Kathmandu Declaration of 1987, which appealed to the international community to adopt the convention by 1989.

83. Adoption of the convention in 1989, the tenth anniversary of the International Year of the Child (IYC), was now seen as realistic. It was suggested that the General Assembly could devote one day to children during its coming session. Another delegation requested that a new article - one on the children of migrant workers - might be added to the convention. In addressing this issue, a number of delegations expressed support for the Chairman's initiative regarding the forthcoming tenth anniversary of IYC (see chap. IV, resolution 1988/19).

84. Several delegations raised the question of a role for UNICEF in the implementation of the convention, while one delegation cautioned against the organization becoming involved in the monitoring of the convention. The secretariat replied that the reference to UNICEF in the text of the convention related to technical co-operation with States requesting assistance and to the provision of information of a generic nature on issues affecting children globally. The secretariat would consult extensively with field offices and Governments on this issue. Monitoring would be dealt with by a new mechanism to be established and would not be the responsibility of UNICEF. After the adoption of the convention, UNICEF would respond to requests for technical assistance within the framework of country programmes (see chap. IV, resolution 1988/16).

#### National Committees for UNICEF

85. The importance of the work of the National Committees for UNICEF and their invaluable contribution to the organization was recognized by many delegations, who encouraged strengthened collaboration between the Committees and the secretariat.

86. The secretariat was encouraged to continue discussions with the National Committees on how best to facilitate fund-raising efforts by arranging for the Committees to "adopt" identifiable general resources-funded projects. It was felt that this would give them a focus in their advocacy work and would also alleviate the complex administrative arrangements necessary with the supplementary funds contributions of the Committees.

#### Non-governmental organizations

87. The importance of UNICEF co-operation with NGOs was noted, especially with regard to the work on the draft convention of the rights of the child. One delegation proposed the establishment of a special working group of the Board to relate on an ongoing basis with NGOs and other allies.

88. The Deputy President of the NGO Committee on UNICEF reported briefly on the NGO Forum held in association with the Executive Board session, noting that the working groups established by the NGO Board would focus on the following key issues: the proposed convention on the rights of the child; street children and

children in especially difficult circumstances; the implementation of UNICEF resolutions related to those two matters; AIDS, mothers and children; field-level relations; the world strategy for children; and nutrition.

#### Greeting Card Operation

89. The steady growth of greeting card and other sales was noted with satisfaction. However, mention was made of the low rates of profit in some countries and the problem of a build-up of UNICEF holdings in some countries with non-convertible currencies. The secretariat replied that both the New York and Copenhagen offices were vigorously pursuing a variety of initiatives to spend the accumulated amounts of these currencies (see annex II, paras. 38-50 and chap. IV, resolution 1988/14).

#### Secretariat support to the Executive Board

90. The secretariat was commended for continuing its constructive dialogue with the Board through informal meetings during the year as well as through informal meetings on substantive issues during the Board session. It was noted that beginning the consensus-building process early helped to assure that a set of valid, common priorities would eventually emerge. Appreciation was also expressed for the pre-Board briefings in capitals that did not have UNICEF offices and for the field trips arranged for Board members to observe UNICEF activities.

#### Documentation

91. Several delegations expressed their appreciation for the large number of excellent documents that were marked by high quality standards and objectivity, although another delegation remarked that the documentation was still too voluminous. However, the lateness of much of the documentation was noted by other delegations which felt that their contributions, as well as those of other delegations, were hindered by this. Although it was recognized that the office of the Secretary of the Executive Board had tried to alleviate the problems by promptly circulating advance copies of papers, many of them, particularly country programmes and financial reports, arrived too late for a thorough examination. It was suggested that perhaps the documentation could be finalized earlier and revised orally when necessary.

92. One delegation expressed appreciation for the informative, but not always conclusive, policy papers. It was noted, however, that time constraints did not allow for the thorough discussion they deserved and it was suggested that in the future the Board should consider only one or two such policy papers. It was considered that each policy paper should contain recommendations that were more succinct than in the current year's papers.

### III. OTHER MATTERS

#### Preparations for future sessions

##### UNICEF Executive Board decision-making process and allotment of time

93. The Board considered the report on the decision-making process and the allotment of time (E/ICEF/1988/CRP.22), which included a brief historical review of the two Board Committees; a discussion of the issues and constraints; a number of recommendations approved by the Executive Board to improve the decision-making process and to increase transparency which were made by the Working Group on the Future Work and Procedures of the Executive Board (terminated at the 1987 regular session of the Board); ideas for the future; and a list of requests for reports and policy papers for the next three Board sessions.

##### Allotment of time

94. With regard to this issue, it was noted that 24 meetings, including drafting sessions, had been utilized for the current Board session. (The approved United Nations allotment is 20 meetings, with a maximum of four additional meetings on a stand-by basis.) Those delegations addressing this issue supported the addition of four meetings to the Executive Board during the annual two-week regular session, especially to provide more time for Programme Committee deliberations and drafting sessions. With regard to a question about the financial implications of the additional meetings, the United Nations Department of Conference Services informed the Board that the four additional meetings would cost \$22,900, which included a sum of \$20,800 for the servicing of meetings and \$2,100 for the requirements of the Office of General Services. The actual cost might not differ greatly from the additional expenditure which had been required during the 1988 session for stand-by drafting meetings, which were not subject to prior approval (see chap. IV, resolution 1988/25).

95. Mention was made of the fact that there was too much overlap between the general debate and the Committees and that a broader use of informal meetings, as well as decisions by mail poll, could help save time for more in-depth discussions. Time also could be saved by spending less time on policy papers, combining them wherever possible.

96. Expressing support for more time for Programme Committee deliberations and drafting sessions while avoiding an increase of time, one delegation suggested the following: (a) the abolition of the general debate during budget years and its replacement by a discussion of the Executive Director's report; (b) a restraint on requests for reports and papers, which was also proposed by another delegation; and (c) a reduction of the number of draft resolutions which repeated previous ones or merely reflected changes in wording. Proposal (a) above was not acceptable to delegations. In addition, the possibility of holding simultaneous meetings of the two Committees as mentioned in paragraph 9 (b) was not supported.

##### Decision-making process

97. With regard to paragraph 8 (b) (ii), the first sentence, as amended by one delegation, should read: "Additional draft recommendations submitted by delegations or the secretariat would, therefore, appear necessary only on issues



not covered by the documentation or to reflect new developments emerging from the debate on issues already covered by the documentation".

98. Another delegation requested that the first sentence of paragraph 8 (b) (iii) should be amended as follows: "Additional or revised draft recommendations should be introduced by the co-sponsors during regular meetings, and enough time (at least one day) should be given to delegations to examine them before adoption". In the second sentence of that subparagraph, the words "if they do not enjoy consensus" should be replaced by the following: "if the need arises for a more thorough examination". The following should also be added: "Time should be allocated, where appropriate, for the formal presentation of draft resolutions". This would facilitate the work of the drafting session.

99. Paragraph 8 (b) (iv) should read: "Owing to the limited time allotted for drafting sessions and in the spirit of decision 1987/1, draft recommendations should be submitted to the drafting session only if they cannot be dealt with in the Committees or in the Board". The secretariat welcomed the suggestion, which should be borne in mind by Committee Chairmen, and noted that far more time would be required for the Board session if the majority of draft resolutions had to go to the drafting session. One delegation felt that all draft resolutions, however, should be sent to the drafting session.

100. It was decided that the discussion of the issues contained in paragraph 8 could be continued during the February 1989 pre-Board meeting on the organization of the session.

#### Review of documentation

101. The Secretary of the Executive Board reviewed the annex to document E/ICEF/1988/CRP.22 which contained a three-year projection (1989-1991) of all requests for reports and policy papers. As recommended by delegations, several revisions were made to the list. Another delegation suggested that a reference should be made, in paragraph 8 (c) of the document under discussion, to the need for documentation to be available in all official languages.

102. The request for the timely submission of documentation was supported, and in view of the numerous reports and policy papers contained in the annex, an effort should be made to keep documents as brief as possible. The secretariat was urged to make its recommendations clear and as brief as possible. In addition, the practice of introducing additional draft recommendations during meetings should be discouraged as far as possible.

103. In view of the above discussion, the following principle was adopted by the Board: "Where possible, the secretariat should attempt to combine reports on standing Board requests or incorporate them in the overall report of the Executive Director. Secretariat plans on this matter should be reported to the pre-Board meeting in February 1989 for review".

104. The Executive Board requested that the following should be prepared for its 1989 regular session:

- (a) Progress in the Bamako Initiative (see annex I, paras. 28-33 and chap. IV, resolution 1988/3) (to be issued annually);

(b) Report on the activities of the International Child Development Centre (see annex I, paras. 17-20 and chap. IV, resolution 1988/5) (to be issued annually for the first three years);

(c) Guidelines for supplementary funding (see annex II, paras. 15-26);

(d) Review of UNICEF external relations policies and functions (see annex II, paras. 27-33 and chap. IV, resolution 1988/12);

(e) Global strategy for children (see chap. IV, resolution 1988/17);

(f) Children, the environment and UNICEF (see annex I, para. 11 and chap. IV, resolution 1988/18);

(g) Contribution of UNICEF to the implementation of General Assembly resolution 42/196 (see annex I, paras. 22-26, annex III and chap. IV, resolution 1988/24).

105. In addition to the basic Board documentation, the Executive Board has made standing requests for (a) the composition of international professional core and project staff; (b) women in development; (c) UNICEF activities in Africa; (d) the use of the Emergency Reserve Fund; (e) emergency operations; (f) the use of global funds; and (g) the report of JCHP (every two years).

#### Review by the Advisory Committee on Administrative and Budgetary Questions

106. In decision 1987/2, the Executive Board requested, *inter alia*, (a) the Advisory Committee on Administrative and Budgetary Questions to continue to review the UNICEF budget through its special January budget examination; (b) the Special Commission of the Economic and Social Council on the In-Depth Study of the United Nations Intergovernmental Structure and Functions in the Economic and Social Fields to examine the question; and (c) the UNICEF secretariat to keep the subject under review.

107. In a letter to the UNICEF Executive Board dated 12 April 1988 (AC/923), the Chairman of the Advisory Committee reiterated "the continuing concern of the Advisory Committee with regard to the timing of the Executive Board session and the effect this has on the ability of the Committee to properly consider UNICEF matters which come before it and which must be reported on to the Executive Board" and urged that steps be taken to remedy the situation as soon as possible.

108. One delegation suggested that paragraph 2 of document E/ICEF/1988/CRP.22 should be revised to include a reference to documentation with administrative as well as financial or budgetary implications. It should also refer to documents that were simply of a financial, budgetary or administrative nature. Since the Advisory Committee was already overburdened, the secretariat expressed the view that perhaps the bureau should raise the question of reviewing additional documents at their meeting with the Advisory Committee. It was then decided that the members of the bureau should meet with the Advisory Committee with a view to achieving better harmonization of Executive Board meetings and the Advisory Committee's review of UNICEF financial and administrative documents so as to ensure timely Advisory Committee reporting.

109. The difficulty of rescheduling the sessions of the Board was noted by the secretariat. The decision was taken to discuss the matter further at the pre-Board meeting in February 1989.

#### Rules of procedure

110. As stated in paragraph 2 of the document under discussion, the rules of procedure (E/ICEF/177/Rev.4) were last issued in 1982. They will be revised for approval at the 1989 session of the Executive Board to reflect changes that have evolved since then, including the review of UNICEF documentation by the Advisory Committee and the introduction of informal drafting sessions.

IV. RESOLUTIONS ADOPTED BY THE EXECUTIVE BOARD  
AT ITS 1988 SESSION

1988/1. Programme objectives of the medium-term plan  
for the period 1987-1991

On the recommendation of the Programme Committee,

The Executive Board,

Taking into consideration the comments made by the members of the Executive Board and the resolutions adopted by the 1988 Board,

Endorses the programme objectives for UNICEF as described in the medium-term plan for the period 1987-1991 (E/ICEF/1988/3).

1988/2. Water, sanitation and health for all by the year 2000:  
UNICEF actions for the years to come

On the recommendation of the Programme Committee,

The Executive Board,

Recognizing the necessity for further improvements in water supply, sanitation and hygiene education to reach the target of "Health for all by the Year 2000", as described in document E/ICEF/1988/L.4,

Aware of the need to develop even closer co-operative links with other organizations to attain the objectives of improved infant and child health and development, especially relating to the control of diarrhoeal diseases,

1. Confirms that UNICEF should continue to promote the use of low-cost technologies and to advocate their acceptance in national planning and local implementation so as to achieve national coverage, sustainability and cost-effectiveness, and as much as possible based on the principle of replicability;

2. Urges that higher priority be given to human resource development as a critical factor in achieving and maintaining nation-wide water supply and sanitation coverage;

3. Further urges that sanitation, hygiene and health education be given prominence in existing and future water projects and that these be closely linked with diarrhoeal disease control programmes;

4. Recommends that greater attention be given to social mobilization at all levels and to the participation of beneficiaries so as to accelerate the rate of implementation and the coverage of programmes in this sector;

5. Further expects that the targets of assistance to this sector as projected in the medium-term plan for the period 1987-1991 (E/ICEF/1988/3) be met while promoting fund-raising to attract further supplementary assistance.

1988/3. The Bamako Initiative

On the recommendation of the Programme Committee,

The Executive Board,

Strongly welcoming the Bamako Initiative,

Taking into consideration the comments made by the members of the Executive Board,

1. Approves in principle the policy framework for the Initiative, initially for five years, as set out in documents E/ICEF/1988/P/L.40 and E/ICEF/1988/CRP.2;
2. Authorizes UNICEF to seek funding from interested donors for support;
3. Considers that it is advantageous to proceed from ongoing experiences and evaluate them before embarking on a comprehensive programme;
4. Decides that individual country programmes, having regard to the Bamako Initiative, should be submitted to the Executive Board for approval, either at regular Board sessions or, if necessary for more rapid action, by mail poll;
5. Also approves, in the meantime, an allocation of \$2 million from general resources for preparatory work and the authority to spend this allocation and up to \$30 million of supplementary-funded resources for initiating actions at the country level;
6. Requests the secretariat to report annually to the Executive Board on progress in this initiative.

1988/4. Proposals for UNICEF co-operation and programme reviews

On the recommendation of the Programme Committee,

The Executive Board,

1. Approves the recommendations of the Executive Director for programme co-operation as summarized in documents E/ICEF/1988/P/L.1 and Corr.1 and reflecting the financial implication of the decision taken on the Bamako Initiative. The proposed total new allocation for programme co-operation and the replenishment of the Emergency Reserve Fund to be financed from general resources is \$230,631,000, including an amount of \$25,000 for the UNICEF Maurice Pate Award previously approved by mail poll;
2. Further approves the programmes to be funded from specific-purpose contributions in the amount of \$454,073,000;
3. Records the savings in the amount of \$35,000;
4. Approves the amount of \$432,000 to cover overexpenditure.

1988/5. Progress report on the organization, planning and initial activities of the International Child Development Centre

On the recommendation of the Programme Committee,

The Executive Board,

Taking into consideration the comments made by the members of the Executive Board,

1. Takes note of the progress report;
2. Requests the Executive Director to submit annual reports on the activities of the Centre for the first three years.

1988/6. Progress report on achievements made in the implementation of UNICEF policy on women in development

On the recommendation of the Programme Committee,

The Executive Board,

Taking into consideration the comments made by the members of the Executive Board,

Endorses the recommendations for action as proposed in paragraphs 36 to 50 of section IV.

1988/7. Review of the impact of acquired immunodeficiency syndrome (AIDS) on women and children and the UNICEF response

On the recommendation of the Programme Committee,

The Executive Board,

Taking into consideration the comments made by the members of the Board,

Encouraged by the WHO/Global Programme Information Paper on Acquired Immunodeficiency Syndrome presented to the UNICEF Executive Board,

1. Endorses UNICEF programme involvement in 1988 and 1989 as described in document E/ICEF/1988/L.7, including the principles contained in the WHO Information paper which will be issued as an addendum to the document;

2. Further endorses the Executive Director's recommendation that, in implementing its policy on AIDS, UNICEF should:

- (a) Consider the problem of AIDS as it affects children and women in all UNICEF country programming exercises; consider education and advocacy about

preventive AIDS programmes a matter of UNICEF concern in countries which do not yet recognize an AIDS problem, as well as those with significant numbers of reported cases and ongoing efforts;

(b) Through advocacy efforts, bring to the attention of the national and international communities the special needs of children and mothers affected by AIDS;

(c) Strengthen its collaboration with national Governments, the WHO Special Programme on AIDS, other multilateral and bilateral organizations and NGOs in efforts to prevent the spread of human immunodeficiency virus (HIV) and AIDS in the context of national programmes;

(d) Continue efforts to ensure the safety of immunization programmes and promote equipment sterilization in all aspects of maternal and child health (MCH) care;

(e) Train UNICEF staff in the fundamental patterns of the disease, particularly as it affects children and women, and in effective programming;

(f) Raise funds for and increase support to specific projects in the fields of health education, training of health workers and studies of the impact of the disease on children;

(g) Give special attention to means for strengthening national MCH/primary health care (PHC) structures, as through the Bamako Initiative, especially in those countries in Africa where existing coverage is low and economic constraints not only limit expansion but also threaten maintenance of the existing limited coverage. It is clear that MCH/PHC provides much of the basic infrastructure essential for coping with the AIDS threat over the medium and long term.

#### 1988/8. Guidelines for UNICEF participation in global events

On the recommendation of the Programme Committee,

The Executive Board,

Approves the guidelines contained in document E/ICEF/1988/L.8, subject to such amendments required to reflect comments made by delegations during the Programme Committee discussions.

#### 1988/9. UNICEF Maurice Pate Award

On the recommendation of the Programme Committee,

The Executive Board,

Approves the recommendation of the Executive Director for the UNICEF Maurice Pate Award as contained in document E/ICEF/1988/P/L.37, subject to such amendments required to reflect comments made by delegations during the Programme Committee discussions.

1988/10. Financial plan, 1988-1991

On the recommendation of the Committee on Administration and Finance,

The Executive Board,

Approves the medium-term plan as a framework of projections for the period 1988-1991 (summarized in table 8), including the preparation of up to \$200 million in programme expenditures from general resources to be submitted to the 1989 Executive Board (shown in table 9, item 2). This amount is subject to the availability of resources and to the condition that estimates of income and expenditure made in this plan continue to be valid.

1988/11. Supplementary funding and financial regulations

On the recommendation of the Committee on Administration and Finance, to clarify and expand policies regarding supplementary funding,

The Executive Board,

Resolves that:

A. Emphasis in fund-raising

The major emphasis in UNICEF fund-raising should continue to be on increasing contributions to general resources. At the same time, supplementary funds should be sought as an important form of additional support. The purpose of encouraging supplementary funding is to expand and strengthen UNICEF capacity for programme co-operation within existing policies and procedures. The existing policy of accepting supplementary funds from Governments which are already providing generous contributions to general resources should be maintained.

B. Temporary allocation of general resources

To improve efficiency and effectiveness in using supplementary funds and in implementing supplementary-funded projects, the Executive Director should be authorized to allocate general resources temporarily to a supplementary-funded project under the following conditions:

- (a) The project must have an important role in reinforcing children's services at the country level which already receive support from general resources;
- (b) UNICEF must have satisfactory assurances of funding in writing by a donor;
- (c) The amount of general resources allocated in such cases must not commit UNICEF to a level of expenditure which exceeds the level of global affordability;
- (d) The allocation must not exceed 25 per cent of the total outstanding general resources approved for the country programme;



(e) Once supplementary funds are secured, all expenditures incurred within the same fiscal year as the pledge will be charged against the supplementary-funded project in question;

(f) If funding does not materialize, after the utmost efforts by the Executive Director and the donors concerned, all expenditures incurred under the conditions above will be accounted for as general resources;

(g) The Executive Director will report to the Executive Board, as a separate agenda item, with specific information including, inter alia, the number of such cases, the timing and amount of the allocation and the financial impact on UNICEF of this process.

#### C. Terminology

UNICEF terminology should be revised to reflect the fact that the Executive Board reviews and, if satisfied, approves all programmes, regardless of sources of funding. "Noted" projects should henceforward be referred to as projects for supplementary funding and, when funded, as supplementary-funded projects. The use of the term "noted" should be discontinued.

#### D. Programme implementation

The existing practice that supplementary-funded projects are subject to possible rephrasing and/or reprogramming of expenditures, provided there is consent by both the assisted Government and the donors, should be maintained. It is important to take account of such rephrasing in assessing programme expenditure rates.

#### E. Reporting

In principle, reporting should be limited to once a year and, wherever possible, a single standardized format should be accepted.

#### F. Financial regulations

Financial rule 108.4 should be withdrawn and financial regulation 8.3 should be revised as follows to reflect Executive Board policy in this area:

Regulation 8.3: "Programme recommendations shall be approved by the Board on the basis of estimated future resources as projected in the medium-term plan and may be financed from general resources, supplementary funds or both. Programme activities which are approved subject to the availability of supplementary funds, may only be implemented as and when such funds are received or pledged in writing. Where a project approved by the Board subject to the availability of supplementary funds has an important reinforcing role for programme activities financed from general resources, the Executive Director may, if necessary between Board sessions and under the conditions and limits set by the Executive Board, implement such project by using general resources and report to the Board at its next following session."

### G. Use of general resources

The reporting obligation regarding the use of general resources to fund projects for supplementary funding, whether it be after one year of Executive Board approval (as indicated in document E/ICEF/655, para. 104), or within one year of Executive Board approval (E/ICEF/1988/L.2, para. 70), be restricted to cases (a) where additional general resources are allocated to a country programme to fund projects approved for supplementary funding that have remained unfunded or (b) if the unfunded supplementary project is somewhat different in its objectives and activities from the projects approved from general resources.

### H. Expenditures in excess of commitments

The financial implementation of supplementary-funded programmes should remain within the funded amounts. However, during the implementation, because of exchange rate fluctuations or other price increases that are out of UNICEF control, the resource needs may exceed those of the original project budget. In such cases, the donor(s) will be approached for additional support. If the additional support is not forthcoming, the project will be phased out and any overexpenditures will be allocated from general resources. The secretariat will report all such cases to the Executive Board specifying the amount in United States dollars, the assisted country to which it relates, and the explanation of the overexpenditures.

### I. Contributions in excess of expenditures

When it is determined that a project is completed with savings, and where appropriate, the donor will be approached for possible reprogramming. If the donor does not agree, the balance of commitments will be cancelled and returned to the donor.

#### 1988/12. Restructuring of regional offices and headquarters locations

On the recommendation of the Committee on Administration and Finance,

The Executive Board,

Recalling its decision 1987/11 on restructuring of regional offices and headquarters offices outside New York,

Reaffirming the external relations guidelines contained in document E/ICEF/L.1455 on UNICEF external relations which were endorsed by the Executive Board in 1983,

Having considered document E/ICEF/1988/AB/L.1 entitled "Review of the function and organizational structure of UNICEF external relations",

Recognizing the importance of the UNICEF external relations function in relation to all countries, in particular to increase and improve programme delivery and to strengthen advocacy and fund-raising,

Reaffirming the need to strengthen the central policy-making role of New York headquarters,

Reaffirming also the need to strengthen the functions of the Geneva Office with regard to UNICEF relations with the National Committees in Europe,

Taking note that the Executive Director will undertake, within his competence and the existing number and grade level of posts, limited changes in New York and Geneva in line with the objectives noted above,

1. Requests the Executive Director to review UNICEF external relations policies and function, taking into account the views expressed by Board members during the 1988 Executive Board session, and to submit to the Executive Board at its 1989 session a comprehensive report, including revised guidelines, as necessary;

2. Further requests the Executive Director to address the restructuring of the external relations system of UNICEF in the context of the revised 1988-1989 biennial budget and the 1990-1991 biennial budget, including the review of the regional offices, the offices in Geneva, Tokyo and Sydney, and the Greeting Card Operation.

(After adoption of the resolution, the UNICEF secretariat made the following statement: "The secretariat is grateful for the approval by the Executive Board of the draft resolution contained in document E/ICEF/1988/CRP.21, and wishes to confirm the understanding that the 'limited changes in New York' referred to in the seventh preambular paragraph of the draft resolution will not include the creation of a new division".)

1988/13. Report on the fortieth anniversary of UNICEF

On the recommendation of the Committee on Administration and Finance,

The Executive Board,

1. Notes the total funds raised relating to fortieth anniversary events of \$38.9 million and the total expenditures of \$7.7 million;

2. Approves, on a post facto basis, the expenditures relating to UNICEF fortieth anniversary activities as noted in annex II to document E/ICEF/1988/AB/L.9, including expenditures totalling \$4,696,847 relating to Sport Aid that were eventually offset by commercial receipts.

1988/14. Greeting Card Operation 1988 work plan

On the recommendation of the Committee on Administration and Finance,

A. Greeting Card Operation work plan expenditure estimates for the 1988/89 financial year

The Executive Board,

Decides that:

(a) For the 1988/89 financial year (1 May 1988 to 30 April 1989), work plan expenditure estimates be approved as detailed in document E/ICEF/1988/AB/L.6, table 7, column II;

(b) The Executive Director be authorized to:

(i) Incur expenditures up to the totals given in column III of table 7. Should the apparent demand before and during the season decrease, the Executive Director would reduce expenditures below the level indicated in column II to the extent necessary;

(ii) Spend an additional amount equivalent to any increase in the total work plan expenditure estimates which may be required for operations outside the United States as a result of increases in the value of other currencies in relation to the United States dollar;

(iii) Transfer funds between allotment accounts as required.

#### B. Revenue estimates for the 1988/89 financial year

The Executive Board,

Notes that for the 1988/89 financial year, gross revenues of the Greeting Card Operation are estimated as indicated in document E/ICEF/1988/AB/L.6, table 7, column II.

#### 1988/15. Problems and priorities regarding recurrent costs

On the recommendation of the Programme Committee,

The Executive Board,

Aware of the major problems faced by many developing countries, in particular the least developed as well as the poorest countries, to ensure the sustainability and expansion of social sector programmes, and of the necessity, in many cases, to mobilize additional external resources to complement the efforts of the countries concerned,

Recognizing the need for UNICEF to develop policy guidelines with regard to recurrent cost financing with the aim to ensure sustainability of its programmes of co-operation, to facilitate and promote national restructuring actions and, in specific cases, to serve as a temporary funding bridge to meet critical needs,

1. Notes with interest the report of the Executive Director on problems and priorities regarding recurrent costs (E/ICEF/1988/L.3);

2. Requests the Executive Director to assist Governments in their efforts to reduce the total burden of recurrent costs through support to actions such as (a) improving programme management; (b) promoting the use of low-cost technologies; (c) adopting more community-based models of service delivery, management and financing; (d) promoting self-help practices at the household level; and (e) targeting services more effectively towards the needs of vulnerable groups, especially children and women;

3. Requests the Executive Director to assist recipient countries to increase the availability of national resources for recurrent cost support by promoting new approaches to local resource generation;

4. Invites the Executive Director to provide for the necessary flexibility in support of the payment of recurrent costs and to help mobilize, where needed, additional external resources without, however, substituting for the Government's continuing responsibilities;

5. Requests the Executive Director to collaborate with Governments and other donors to monitor the impact of economic and social sector policies on vulnerable groups and to assist in identifying long-term requirements for meeting recurrent costs;

6. Urges the Executive Director to establish operational guidelines for the financing of recurrent costs related to UNICEF field activities and, at its 1989 session, to inform the Board through the Executive Director's report of the measures taken.

1988/16. Draft convention on the rights of the child

The Executive Board,

Noting with satisfaction the progress made towards completion of the draft United Nations convention on the rights of the child,

Taking note of General Assembly resolution 42/101 of 7 December 1987 and Executive Board decision 1986/21 of 30 April 1986,

Noting further with appreciation the invaluable contribution of the Ad Hoc Non-Governmental Organizations (NGO) Group on the Drafting of the Convention on the Rights of the Child, the NGO Committee on UNICEF and different NGO forums,

1. Requests UNICEF to provide appropriate support to the Human Rights Centre on the technical review of the text with a view to completion of the second reading this year and adoption by the General Assembly in 1989;

2. Also requests UNICEF to continue to co-operate with Governments and non-governmental organizations at the regional and national levels to raise awareness of the draft convention with a view to encouraging their participation in the process leading to adoption;

3. Further requests UNICEF to report to the Executive Board at its 1989 session on the status of the draft convention.

1988/17. Strategy for children

The Executive Board,

Considering that the development of the child is closely linked to the overall social, cultural and economic development of its society and, in turn, that there is no real development of the society if the needs of a vital section of that society - its children - are not met,

Aware of the gravity of the problems large numbers of mothers, families and children face today and which are likely to grow in importance in the coming years, unless social and economic changes are taken on a much larger scale than at present envisaged,

Recalling the two roles of UNICEF - its advocacy role for a better understanding by all concerned of the needs of children and its role to support countries in their efforts and to enable them to satisfy these needs on their own,

1. Requests the Executive Director to prepare, within the resources in existing budgets of UNICEF for consideration by the Executive Board at its 1989 session, a report on the goals, targets and elements of a global strategy for the well-being of children as an essential part of overall development. This strategy would also provide guidelines for UNICEF input into the construction of development goals for the year 2000 and of an international development strategy for the 1990s, the Fourth United Nations Development Decade, provided it is adopted by the United Nations General Assembly;

2. Further requests UNICEF to work with countries and Governments directly and at the regional or subregional level, to help initiate a process of exploration and discussion leading to the formulation of relevant goals for the survival, protection and development of children;

3. Considers that the strategy for children should seek to address the children's basic needs, the main problems and risks which the children, as well as their mothers and families, will have to face in the various societies and their causes, and finally to strengthen the capabilities of the countries to control these problems on their own. The strategy would give special attention to the children and households most at risk and to the special needs of the least developed and poorest countries and to the ways and means in which international assistance can best support the efforts to overcome their difficulties;

4. Recommends that the final stage of this process be the adoption in 1990 by the UNICEF Executive Board of both the global strategy for children and, in relation to this, a UNICEF operational strategy for the 1990s. The global strategy for children is intended to promote the development or improvement, by the countries concerned, of national and regional strategies for children;

5. Recommends that both the global and UNICEF strategies, if approved by the Board, be integrated in country programming and the medium-term plan, which remain the basic instruments of UNICEF, as underlined in decision 1987/17.

#### 1988/18. Environment and development

##### The Executive Board,

Requests the Executive Director to report to the Board at its 1989 session on the implementation of paragraph 12 of General Assembly resolution 42/186 of 11 December 1987 and paragraph 18 of General Assembly resolution 42/187 of 11 December 1987 so as to enable the Board to report, through the Economic and Social Council, to the General Assembly at its forty-fourth session.

1988/19. Observance of the tenth anniversary of the International Year of the Child

The Executive Board,

Recalling General Assembly resolution 31/169 of 21 December 1976 establishing the International Year of the Child and identifying its goals as advocacy and action,

Recalling also General Assembly resolution 34/4 of 18 October 1979 designating UNICEF as the lead agency of the United Nations system responsible for co-ordinating the development aspects of the follow-up activities of the Year,

Mindful that General Assembly resolution 34/4 emphasized "the vital link between programmes benefiting children and the observance of their rights, and the broader and more comprehensive framework of overall economic and social development in conditions of peace",

Noting with appreciation the assurance given by the Non-Governmental Organizations Committee on UNICEF of its full support for commemorating 1989, the tenth anniversary of the International Year of the Child, as a year of specific concern for children,

1. Invites Governments, in accordance with their own country situations, to observe 1989 as the tenth anniversary of the International Year of the Child by:

(a) Assessing achievements during the past decade in relation to the goals established nationally during the International Year of the Child, especially in the work towards the finalization of the draft Convention on the Rights of the Child to be considered for adoption by the General Assembly at its forty-fourth session;

(b) Ensuring that long-term strategies, within the framework of national development plans, set clear objectives for the overall improvement of the situation of children, including the achievement of the goal to halve the global child mortality rates of 1980 by the year 2000, or to reduce them to 70 per 1,000 live births, whichever is less;

2. Requests the Executive Director to co-operate with Governments in the attainment of the above objectives through existing country programmes of co-operation and through the secretariat's advocacy mechanisms;

3. Further requests the Executive Director to co-operate with National Committees for UNICEF and the non-governmental community, as appropriate, in the attainment of objectives for the improvement of the situation of children.

1988/20. Protecting the vulnerable and promoting growth

The Executive Board,

Concerned with the impact of the international economic situation on the social development of children, mothers and families in the developing countries,

Recalling General Assembly resolution 41/202 of 8 December 1986 which recognizes, inter alia, that debt-servicing problems constitute a severe, restrictive and continuing burden for the economic and social development of many countries,

Affirming the active role of UNICEF in protecting children and other vulnerable groups,

1. Welcomes the continuing efforts of UNICEF to promote awareness of alternative and effective approaches adapted to the specific needs of developing countries as expressed in pertinent UNICEF publications;
2. Takes note with appreciation of the contribution of UNICEF in studying the effects of adjustment policies on the deterioration of the living conditions and social development in developing countries, especially of the poorest groups in their society, in particular children, mothers and families;
3. Notes with appreciation the assistance on adjustment-related issues extended by UNICEF at the country level to developing countries concerned;
4. Encourages UNICEF to examine closely the policies and recommendations on "adjustment with a human face" with a view to determining specific actions that will contribute to the promotion of welfare for children, mothers and families. In this context, priority should be given to the children, mothers and families most affected by the adjustment process;
5. Requests UNICEF to continue providing appropriate assistance within its mandate to countries interested in pursuing the initiatives on "debt relief for child survival" in line with "adjustment with a human face" and the need to mobilize more resources to support the activities for the protection of children and other vulnerable groups;
6. Also requests UNICEF, in carrying out, at the request of Governments, activities within its mandate relating to "adjustment with a human face", to co-operate with relevant international bodies and other interested entities;
7. Further requests the Executive Director to keep the Executive Board informed of developments relating to the UNICEF efforts in the field of "adjustment with a human face".

1988/21. UNICEF response to the United Nations Programme of Action for African Economic Recovery and Development 1986-1990

The Executive Board,

1. Decides, in accordance with Economic and Social Council resolution 1988/1 of 5 February 1988, to request the Executive Director to prepare a report on the contribution of UNICEF from 1 June 1986 to 31 July 1988 in support of the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990;



2. Requests the Executive Director to submit this report not later than 31 July 1988 to the Ad Hoc Committee of the Whole which has been entrusted with the preparation of the review and appraisal of the Programme of Action.

1988/22. UNICEF participation in the development of Latin America and the Caribbean

The Executive Board,

Taking into account the views expressed by the delegations of Latin America and the Caribbean to the effect that despite the efforts of their Governments, the continuing imbalances in the international economy have turned the region into a net exporter of capital, which has caused a deterioration of their economic and social situation, seriously endangering the child population and creating conditions for the transfer of extreme poverty to the next generation,

Aware that the effort to further the consolidation of actions and initiatives designed to ensure child survival and integrated child development is largely a matter for the Governments and national societies of the countries affected, in accordance with the priorities drawn up by their respective Governments,

Taking into consideration the experience accumulated in the region of Latin America and the Caribbean in the successful design and implementation of social policies with community participation, which should provide a means of strengthening activities in the field of intraregional co-operation,

Reiterating the importance of the immunization activities and other measures embodied in the child survival strategy pursued by UNICEF in Latin America and the Caribbean to assist Governments in their efforts to achieve the objectives of universal immunization by 1990 and to improve the quality of life of children,

Reiterating the contents of Executive Board decision 1987/21 on UNICEF priorities in Latin America and the Caribbean,

Expressing its satisfaction with the collaboration extended by the Regional Office of UNICEF to the Governments of Latin America and the Caribbean in support of their national, subregional and regional programmes on behalf of children and the family,

Drawing attention to the establishment of a special facility for Latin America and the Caribbean, to be funded out of general resources, in the amount of \$2 million a year for five years beginning in 1988,

1. Requests the Executive Director of UNICEF to submit to the Executive Board in 1990 a report on the utilization of that facility, identifying the allocation criteria;

2. Urges the Executive Director to continue his activities to alert the international community to the effects on children of the deterioration of the region's socio-economic situation;

3. Requests the Executive Director to continue participating in regional initiatives to combat absolute poverty;

4. Requests the Executive Director to expand support for programmes concerned with children in especially difficult circumstances, particularly children living in extreme poverty, street children and abandoned children, with a view to alleviating their critical situation and promoting their social integration;

5. Recommends that the Executive Director continue his support for programmes designed to bring about women's full integration in development, as a means of improving the quality of life of the family.

1988/23. Mobilization for development of the African child

The Executive Board,

Recalling its resolution 1986/18 on the special session of the General Assembly on the critical economic situation in Africa,

Bearing in mind General Assembly resolution S-13/2 of 1 June 1986 on the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, in which human resource development was identified as one of the five priority areas and particularly the importance of women as well as the needs of the child in African development,

Welcoming UNICEF support for initiatives from within the continent on behalf of the African child, particularly, the Bamako Initiative, the Dakar Plan of Action and the Harare Declaration,

Noting with interest the Organization of African Unity Summit of the Assembly of Heads of State and Government of July 1987, in which the Summit declared 1988 as the Year of Protection, Survival and Development of the African child,

Mindful that Africa represents today the greatest development challenge for the remainder of the century, and at the centre of that development is the African Child,

1. Endorses UNICEF programme policies and strategies for Africa as contained in document E/ICEF/1988/L.5, and urges UNICEF in this regard to collaborate fully with the other United Nations organizations and non-governmental organizations in Africa;

2. Calls on interested donor countries to make additional resources available to UNICEF to support policies and programmes of African countries for the protection and development of the African child;

3. Calls further on the Executive Director, taking into full account the observations of African Governments, to initiate or strengthen as a priority, programmes aimed at preparing the African child for its role in the process of development;

4. Requests the Executive Director to report to the Board on the implementation of the present resolution at its next session.

1988/24. United Nations operational activities for development

The Executive Board,

Reaffirming the relevance of General Assembly resolution 42/196 of 11 December 1987 on operational activities for development to UNICEF activities,

1. Appreciates the active participation of UNICEF in the Joint Consultative Group on Policy;
2. Requests the Executive Director to continue to participate fully in the consultative process identified in paragraphs 15 and 16 of General Assembly resolution 42/196;
3. Further requests the Executive Director to submit to the Executive Board at its next session the information requested in paragraph 18 of General Assembly resolution 42/196;
4. Emphasizes the need for UNICEF to support the role of the resident co-ordinator as envisaged in General Assembly resolutions 32/197 of 20 December 1977 and 41/171 of 5 December 1986 and taking into account the relevant paragraphs of General Assembly resolution 42/196;
5. Welcomes the participation of UNICEF in the initiative of the Joint Consultative Group on Policy to encourage the rationalization of the field office structure of the member organizations;
6. Requests the Executive Director to submit to the Executive Board at its next session a report on the contribution of UNICEF to the implementation of General Assembly resolution 42/196.

1988/25. Allocation of time for the regular session of the UNICEF Executive Board

The Executive Board,

Having considered the significant increase in the work-load of the Board since the original mandate for an annual session of 20 meetings, and the decision of the Executive Board to hold drafting sessions, which has meant that four additional meetings have been requested and accorded on a stand-by basis to complete the deliberations of the Executive Board,

Requests approval of the Economic and Social Council to allocate an additional four meetings to the Executive Board during the annual two-week regular Board session.

Annex I

REPORT OF THE PROGRAMME COMMITTEE ON ITS MEETINGS HELD AT  
UNITED NATIONS HEADQUARTERS FROM 20 TO 26 APRIL 1988

I. ORGANIZATION OF THE SESSION

1. The Programme Committee held nine meetings to review proposals for UNICEF programme co-operation and to consider a number of policy issues. Ms. Torild Skard (Norway) served as Chairman of the Committee and Ms. Margarita Dieguez-Armas (Mexico) served as Vice-Chairman. Following established practice, the Programme Committee met as a committee of the whole. It was assisted in its deliberations by the participation of observers from other countries and organizations and representatives of organizations within the United Nations system.
2. The provisional agenda of the Committee (E/ICEF/1988/1/Add.1/Rev.2) was adopted at the 1st meeting.

II. MEDIUM-TERM PLAN: PROGRAMME OBJECTIVES

3. Comments on the medium-term plan for the period 1987-1991 (E/ICEF/1988/3) were expressed during interventions in both the general debate and the meetings of the Programme Committee.
4. Support for the four basic goals to guide the work of UNICEF during the plan period, as summarized in paragraph 7 of the document, was expressed by many delegations. The continued priority focus on children and women in Africa was also supported. References in the plan to an expanding future role foreseen for UNICEF in basic and primary education as well as literacy, especially for parents, were supported by several delegations. Concern was also expressed that the area of water and sanitation, including attention to health education and environmental protection aspects, did not receive adequate attention in the plan document. Nutrition, especially maternal nutrition, and growth monitoring and growth promotion of infants and young children, was cited as an area where projected allocations of UNICEF resources might be less than adequate to address increasingly serious problems in many countries. Several delegations urged UNICEF to include in future plans expanded references to the issues of sustainable development and environmental protection. Concerns relating to recurrent costs and new forms of community financing for maternal and child health (MCH), as emphasized in the Bamako Initiative, also deserved increased emphasis in next year's medium-term plan.
5. Several delegations expressed the opinion that a chapter on external relations should be included in future medium-term plans, as well as become a separate item on the agenda of both Committees. Some delegations felt that the "debt relief for child survival" initiative, while responding to a real need and being appropriate for negotiations involving private lenders, required further study. Other delegations endorsed UNICEF efforts in this respect.
6. UNICEF was urged to participate actively in helping to design a strategy for the 1990s to deal broadly with the basic needs of children and to identify feasible ways to meet those needs within the constraints of available resources. It was noted that some of the work could proceed on the basis of considerable advances

already made in UNICEF-supported work on adjustment with a human face. A number of delegations referred to the importance of ensuring that the formulation of global strategies proceeded in a manner that also built on and strengthened the UNICEF country programming approach. References were also made to the importance of recognizing explicitly in the medium-term plan and other planning documents the roles foreseen for UNICEF as related to others in the implementation of strategies. The plan should also continue to identify priorities since UNICEF could not assume a leading role in implementation in many areas at once. In formulating the first medium-term plan of the new decade, UNICEF should outline as clearly and concisely as possible programming implications in order to improve the well-being of children and women during the fourth development decade. (See chapter IV, resolution 1988/1, for the recommendation of the Programme Committee as adopted by the Executive Board.)

### III. PROBLEMS AND PRIORITIES REGARDING RECURRENT COSTS

7. Strong appreciation was expressed for the analysis of the issue as described in the policy review paper on Problems and priorities regarding recurrent costs (E/ICEF/1988/L.3), although some delegations felt that the recommendations contained therein could have been condensed. Delegations welcomed UNICEF efforts in looking for sustainable low-cost approaches to reduce the burden of recurrent costs. The necessity to assess cost-effectiveness and affordability before extending pilot projects was also expressed.

8. The need to generate alternative national financing for recurrent costs through increased involvement of the private sector and expanded cost-recovery was mentioned by several delegations. Support for cost-recovery mechanisms as a means to make recurrent costs affordable was reflected especially in the strong recommendation given to the principles of the Bamako Initiative by almost all delegations. It was urged that UNICEF, along with other United Nations organizations should continue to assist in strengthening the planning capacity of countries to assess the cost implications of social sector interventions. While general endorsement was given to recommendations concerning UNICEF operational modalities, some delegations viewed some of the recommendations of a macro-economic nature to be beyond the role of UNICEF. (See chapter IV, resolution 1988/15, for the recommendation of the Programme Committee as adopted by the Executive Board.)

### IV. WATER, SANITATION AND HEALTH FOR ALL BY THE YEAR 2000: UNICEF ACTIONS FOR THE YEARS TO COME

9. Delegations welcomed the report on water, sanitation and health for all by the year 2000: UNICEF actions for the years to come (E/ICEF/1988/L.4) by expressing satisfaction with its intersectoral approach to water supply, sanitation and hygiene education and the linkage to diarrhoeal disease control. Some delegations called for water and sanitation measures to be linked expressly and specifically to environmental issues within the context of the report presented to the United Nations General Assembly on 4 August 1987 by Prime Minister Gro Harlem Brundtland of Norway (A/42/427).

10. Many delegations also welcomed the renewed emphasis of UNICEF on water supply and sanitation and on the significant role that the sector was foreseen to play in the medium-term plan, while others expressed regret at its reduced proportion of

total expenditure over the past few years and as indicated for the foreseeable future. The proportion for water and sanitation in the total annual expenditure by UNICEF has decreased from about 28 per cent in the mid-1980s to 17 per cent in 1987. However, it was noted that UNICEF had not only met the projected expenditure but had also increased it through vigorous fund-raising efforts. The reduction of water and sanitation specialist staff, at both headquarters and in regional offices, was questioned, with a suggestion that UNICEF should maintain an adequate number of such specialists. One delegation remarked that female education and water and sanitation should be given high priorities in the 1990s. (See chapter IV, resolution 1988/2, for the recommendation of the Programme Committee as adopted by the Executive Board.)

#### V. CHILDREN, THE ENVIRONMENT AND UNICEF

11. The report on children, the environment and UNICEF (E/ICEF/1988/CRP.5) was submitted to the Board for discussion. Several delegations stressed the importance of the role of UNICEF in addressing the issues of environment and sustainable development, while a few delegations felt that the environmental issues should not be of the highest priority for UNICEF. The need for preventing the dispersal of funds in view of funding constraints and the overall mandate of UNICEF was also expressed. The secretariat responded that environmental concerns would be incorporated in the formulation and implementation of programmes in UNICEF and felt that education might provide the greatest rate of return for UNICEF investment in environment. Following the discussion, several delegations expressed the view that the importance of this issue warranted a decision by the Executive Board (see chapter IV, resolution 1988/18).

#### VI. ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF UNICEF POLICY ON WOMEN IN DEVELOPMENT

12. Several delegations welcomed the progress report on achievements made in the implementation of UNICEF policy on women in development (E/ICEF/1988/L.1) and its frank and open discussion of issues and its self-critical approach. Delegations emphasized the need to integrate women into mainstream development activities and complimented actions already taken. UNICEF was encouraged to pursue further actions it had already planned. Some delegations expressed the hope that future reports might also look into experiences on a global scale while retaining the in-depth character of analysis.

13. Some delegations cautioned against the premature withdrawal of women-centred project staff and pointed out the need for both types of projects - those looking at the women's dimension in sectoral projects and those which were still essential for upgrading the role and status of women (e.g. income-generating projects). The importance of incorporating women's concerns in the country programmes as early as possible in the programme preparation process was also stressed.

14. Education was seen as a prerequisite and key factor to raise women's awareness and to empower them to become active participants in the national development process. The importance of the maternal mortality factor was also stressed. In response to the suggestions, the secretariat agreed to the further development of a more detailed plan of action and a monitoring system. (See chapter IV, resolution 1988/6, for the recommendation of the Programme Committee as adopted by the Executive Board.)

VII. IMPACT OF ACQUIRED IMMUNODEFICIENCY SYNDROME (AIDS)  
ON WOMEN AND CHILDREN AND THE UNICEF RESPONSE

15. The Director for the Global Programme on AIDS of the World Health Organization (WHO) addressed the Board and invited UNICEF to become increasingly involved at all levels to combat the disease. He warned of the risk of too many actors in future efforts and stressed the importance of co-ordination and collaboration. Several delegations welcomed the report on the review of the impact of acquired immunodeficiency syndrome (AIDS) on women and children and the UNICEF response (E/ICEF/1988/L.7), which was thought to be clear and precise. The need to work closely with WHO and the United Nations Development Programme (UNDP) in the development of programmes within national plans was stressed by several delegations. The WHO Global Programme Information Paper on Acquired Immunodeficiency Syndrome was also presented to the Board, and it was decided to issue the paper as an addendum to the Board document.

16. UNICEF was urged to work in areas of its strengths, that is, advocacy, information, education and communications and social mobilization. The use of non-governmental organizations (NGOs) in implementation, where governmental structure was weak, was also stressed by several delegations, and it was suggested that UNICEF should look into the socio-economic impact of AIDS. (See chapter IV, resolution 1988/7, for the recommendation of the Programme Committee as adopted by the Executive Board.)

VIII. INTERNATIONAL CHILD DEVELOPMENT CENTRE

17. Most of the delegations addressing this agenda item expressed support for the strategy outlined in the progress report on the organization, planning and initial activities: International Child Development Centre (E/ICEF/1988/L.9 and Corr.1 and Add.1). The four core programme areas selected for the first three years of work of the Centre also received broad support. Specific mention was made of the importance of capacity-building and training activities in Africa and of the desirability of linking the proposal to work on "economic policy and mobilizing resources for children" with UNICEF strategic planning for the 1990s, and with the growing importance of finding innovative approaches to dealing with the problems of the severely disadvantaged urban child. Reference was also made to the need to keep the research of the Centre action-oriented and to ensure that the Centre's activities helped to strengthen UNICEF work at the field level.

18. Several delegations stressed the importance of the Centre establishing close and effective working relations with other child-related institutions, avoiding duplication of effort and promoting the development of effective networks of centres, including those in developing countries. Suggestions were offered regarding specific institutions which could participate. The Centre could help to strengthen developing country participation in those networks by the provision of fellowships and other types of professional support.

19. A number of questions were raised regarding the relationship of the new Centre to other parts of UNICEF, membership on the Centre's Advisory Committee and the projected size and composition of the staff (in addition to the seven who would be recruited internationally). The secretariat assured the Programme Committee that duplication of efforts within UNICEF would be avoided, that programme concerns, including those emanating from the field, would be well represented on the Advisory

Committee and that the total number of resident staff, fellows and longer-term consultants during the first year or two of operations would be approximately 22. Depending on the availability of additional supplementary funding and other factors, expansion to a total of about 28 might be foreseen by the end of the initial three-year period of operation covered by the agreement with the Government of Italy. Several delegations emphasized the importance of maintaining a high degree of professional standards among all those associated with the Centre.

20. Assurances regarding the long-term commitment of the Government of Italy to support the Centre were gratefully received by the Programme Committee, as was the reiterated commitment of the secretariat that UNICEF general resources would not be used to support the Centre in Florence. In response to a request made by one delegation, the secretariat also agreed to submit to the Executive Board annual progress reports on the Centre's activities at least for the first three years. The Board would decide thereafter how often such progress reports would be required. (See chapter IV, resolution 1988/5, for the recommendation of the Programme Committee as adopted by the Executive Board.)

#### IX. EMERGENCY OPERATIONS

21. Delegations expressed appreciation of the separate report on emergency operations in 1987 (E/ICEF/1988/11) and of the collaborative efforts of UNICEF. A suggestion was made to explore and develop joint programmes with the Office of the United Nations High Commissioner for Refugees for refugee children and to build capacity with other partners for responding to the needs of the displaced. The importance of reporting was stressed by some delegations, and particular attention was called to the situation of recurring requests for new funds where old funds appeared not to have been utilized.

#### X. OPERATIONAL ACTIVITIES FOR DEVELOPMENT

22. The Programme Committee had before it for discussion a note by the Secretary-General on the operational activities of the United Nations system (A/42/326/Add.1-E/1987/82/Add.1) and a note by the secretariat on the review of the report of the Director-General for Development and International Economic Co-operation: case studies on operational activities and follow-up action (E/ICEF/1988/CRP.4). Delegations were asked to discuss General Assembly resolution 42/196, in which the Assembly invited the governing bodies of the organizations of the United Nations development system to discuss in detail, at their next sessions, the conclusions and recommendations of the report on the findings of the case studies, and to submit their views to the Economic and Social Council.

23. Several delegations agreed with the emphasis on achieving partnerships and mobilization on priority programme areas. Some delegations said they felt that the conference room paper provided a summary description but that they would have liked a more substantive paper. Those who saw General Assembly resolution 42/196 as a "bench-mark" in developing inter-agency collaboration felt that it deserved considerable attention and deliberation by the Executive Board. To facilitate the review, a substantive paper on a broader range of inter-agency issues was requested for the 1989 session of the Board (see chapter IV, resolution 1988/24). Subjects mentioned for inclusion in such a paper were: developing a United Nations system-wide "frame of reference"; country programming processes; the harmonization



of programmes and procedures; the functioning of the resident co-ordinator system; the pattern of field office representation; collaboration with the World Bank; the experience of the Joint Consultative Group on Policy (JCGP) (including potential new opportunities and obstacles); and the decentralization of programme procedures and procurement from developing countries.

24. It was felt that co-ordination and co-operation at the field level was the essence of operational activities. It was noted that co-ordination already existed in the field and not just in bodies such as UNICEF. The field office structure should be reviewed, giving it more authority.

25. Several delegations expressed the view that national Governments were the most logical focal point to co-ordinate activities among the various United Nations organizations and bilateral organizations operating in their countries. Therefore, their capacity to co-ordinate should be strengthened in a manner that facilitated the Government's role. A network of communication should be established with multilateral organizations, bilateral organizations and NGOs.

26. In responding to the comments and requests by delegations, the secretariat elaborated on some of the constraints that UNICEF had experienced, such as differences in structure (e.g., some organizations were based in the field while others were based at headquarters); instances where the organization having main responsibilities in an area might not always have the same priorities and concerns as UNICEF (e.g., adjustment with a human face); and the difficulties in linking with Governments who must also face co-ordination difficulties among their different ministries. The response of the Executive Board to the Economic and Social Council is contained in annex III.

#### XI. PROGRAMME CO-OPERATION

27. The Programme Committee reviewed a total of 35 programme recommendations, including two subregional, three regional and two interregional proposals, as contained in the summary of 1988 recommendations for general resources and supplementary funding programmes (E/ICEF/1988/P/L.1 and Corr.1). In accordance with the request of the Executive Board, a mid-term review of the country programme of China was also presented, and the Committee noted the satisfactory progress of the programme. In order to save time for discussion, only one country recommendation per region was presented in-depth as an example of new programmes being submitted for approval. Delegations welcomed that arrangement.

28. The Bamako Initiative, as discussed in document E/ICEF/1988/P/L.40 and in the community financing experiences for local health services in Africa (E/ICEF/1988/CRP.2), was introduced by the Deputy Executive Director for Programmes, who referred to the timeliness of the Initiative and its focus on revitalizing, strengthening and ultimately expanding MCH and primary health care (PHC), the principle of community financing and the use of basic essential drugs as a means to help sustain and expand PHC in Africa. The Regional Director of the WHO Africa Region supported the Initiative and explained its importance at such a time of economic hardship and its significance to PHC based in communities and districts in Africa.

29. Numerous delegations felt that the Initiative was innovative and timely. Many delegations explained that it was indeed an African initiative based on experience

on a smaller scale in several countries. They recommended that the Initiative receive donor support. It was agreed that the Initiative was broader than the mere provision of essential drugs and should be seen as a measure for strengthening and expanding PHC. It called for the development of self-reliance and focused on Africa at a time when the region needed extra resources. Some delegations pointed out the need to ensure equity in developing the programme. The Bamako Initiative should avoid taxing the poor and reducing their effective access to PHC.

30. As mentioned in the paper, several delegations stressed the importance of working closely with WHO and other organizations. The secretariat also expressed its recognition of the importance of training and management in this ambitious and complex programme. Programmes at the country level should be implemented in phases to ensure that lessons learned were used effectively in further developments. The emphasis on community participation was welcomed. However, one delegation pointed out that it should not concentrate on MCH to the exclusion of other elements of PHC.

31. It was agreed that the Initiative should not lead to a permanent dependence of the African countries on imported drugs. Some delegations emphasized that for self-reliance to be developed, it would be necessary to encourage the local pharmaceutical industry. UNICEF should study the experience of revolving funds for drugs and share its insights with other organizations. Several delegations pointed out that there was a need to adhere to the WHO essential drugs policies and to promote the rational use of drugs.

32. Several delegations expressed the need to establish links between current health programmes and Bamako Initiative-type programmes and also to relate the current essential drugs revolving fund to the Bamako Initiative in African countries. All new essential drug programmes should be modelled after the Bamako Initiative and all existing programmes should be phased into this Initiative.

33. Several delegations expressed concern about the size of the proposed \$180 million programme. They did, however, approve the five-year programme in principle, authorizing \$2 million from general resources for programme preparatory work and \$30 million to be raised from supplementary funding to initiate actions. Annual reports were requested by the Programme Committee. (See chapter IV, resolution 1988/3, for the recommendation of the Programme Committee as adopted by the Executive Board.)

34. Several delegations commended UNICEF for its increased priority and support to Africa as described in document E/ICEF/1988/L.4, particularly regarding higher expenditure levels and strengthened field capacity. UNICEF assistance was seen as having an important role within the United Nations Programme of Action for African Economic Recovery and Development, and appreciation was expressed for the increased collaboration with other United Nations organizations, especially within the forums provided by JCGP, as well as the World Bank consultative groups and UNDP round tables.

35. It was felt that the grave economic crisis in Africa lent itself to increased UNICEF attention to adjustment with a human face. UNICEF was requested to continue to mobilize the international community for increased support through the 1990s. Many delegations expressed satisfaction at UNICEF efforts in mobilizing Africa in favour of child survival efforts and cited the resolutions adopted at the summit of the Organization of African Unity and of the African Ministers of Health, as well as the highly successful Dakar and Harare symposia for artists and intellectuals.

36. A number of delegations urged UNICEF to exert greater efforts in certain vulnerable subregions such as southern Africa - especially the front-line States - and in the Sahel. The case of children in especially difficult circumstances in those areas was evoked, as was that of children in drought-affected Ethiopia, among others.

37. Most delegations commented positively on UNICEF programme thrusts in Africa as described in various documents and on its support to emergency relief, together with recovery and development efforts. The appreciable progress in universal child immunization (UCI) was mentioned as an example of a focused programme coupled with strong social mobilization and the availability of funds. The issues of building national capacities and increased self-reliance and their importance for sustainability were discussed in relation to recurrent costs and the Bamako Initiative. Continued support for programmes for water and sanitation, women's development, AIDS and education was expressed by a number of delegations. Increased attention to environment, household food security and energy were suggested as other ways of improving the programme balance in some country recommendations.

38. One delegation registered dissatisfaction with the balance in the funding of the programme recommendation for his country. Most of the activities, except for those in the field of health, were to be financed from supplementary funds, which created some problems with regard to programme planning. That view was shared by another delegation.

39. In reviewing programme submissions from the Latin America and Caribbean region, several delegations remarked that current UNICEF criteria for the allocation of general resources (infant mortality rate, per capita income and child population) did not respond adequately to the grave and deteriorating socio-economic situation facing the region in recent years. The Executive Director's recommendation on UNICEF priorities in the region and, in particular, the establishment of a special adjustment facility was therefore considered an appropriate and timely response. A progress report will be submitted to the Board in 1990. (See chapter IV, resolution 1988/22, for the recommendation as adopted by the Executive Board.)

40. Several delegations commented on the Andean subregional project on poverty and basic services. The project was a fitting sequel to another subregional programme - health as a bridge to peace in Central America. The project would provide basic health, nutrition education, water supply, sanitation and other social services to a large concentration of poverty areas, encompassing five countries of the Andes. Similarly, delegations also endorsed another subregional project - MCH services - which formed part of the Caribbean Community/Pan American Health Organization Caribbean health initiative.

41. The Regional Director for South Central Asia, Mr. David P. Haxton, who was retiring in May 1988, opened the session on Asia by sharing some of the lessons he had learned in country programmes during his 29 years with UNICEF, stressing that the ownership of development activities lay clearly with the Government concerned. Many delegations made statements confirming that programmes in the region were formulated through a joint consultative process, and thus concurred with the policies and priorities of the Governments as well as of UNICEF. Thus, the programmes under review varied widely, reflecting the full range of child problems being addressed in the countries. With regard to iodine deficiency diseases, it

was noted that it was unconscionable for cretins to continue to be born when the means for prevention had been known widely for so long. Appreciation for the quality of the documentation of country programme recommendations was expressed by several delegations. Some concern about the adequacy of the general resources planning levels was expressed, although the considerable amounts of supplementary funding received were appreciated. In this connection, some delegations mentioned that in some countries, since a significant amount of supplementary funds had been drawn from bilateral programme funds, assistance for children might well be diminished if limits were put on this procedure without any direct possibility of equivalent funds being available for channelling to UNICEF general resources. Follow-up actions taken by countries of the South Asian Association for Regional Cooperation resulting from the Bangalore Declaration were noted, particularly in relation to the focus on the needs of the female child.

42. Several delegations expressed appreciation of the role and achievements of UNICEF in the Middle East and North Africa region, especially regarding child survival and development (CSD)/UCI goals and the crucial interventions in Lebanon. It was noted with satisfaction that not only had some of the more developed countries progressed so well that they hope to achieve the UCI goal before 1990 but also economically affected countries were doing so. The emphasis on sustaining coverage, real community involvement and political will reported in various countries was welcomed.

43. Delegations commended UNICEF for its focus on deprived rural and urban areas and the attention to female literacy and education in various countries. The priority given to the expanded programme on immunization, while providing attention to other CSD activities and education, was encouraging since mutual reinforcement among those aspects could be fostered. In countries which embarked on the UCI sustaining phase, UNICEF could be expected not only to provide assistance but also to serve as a catalyst and partner in broader co-operation.

44. UNICEF work and dedication in Lebanon were applauded warmly by delegations. It was pointed out that the respect won by UNICEF for its heroic efforts to keep besieged Beirut's water supply working some years ago, and its continuing hard work since then, had culminated in the "days of tranquillity" in 1987. This, in turn, had made it possible for the United Nations to mount a rehabilitation programme with UNICEF leading and mobilizing local resources. Delegations looked forward to reports on future successes, co-operation with other organizations, including NGOs, and evaluations of the continuing viability of the delivery system in view of the difficult circumstances in the country. (See chapter IV, resolution 1988/4, for the recommendation of the Programme Committee on proposals for UNICEF co-operation and programme reviews as adopted by the Executive Board.)

## XII. UNICEF AWARDS

45. The Executive Board approved the recommendation that the Board confer annually a single award, known as the UNICEF Maurice Pate Award, as detailed in document E/ICEF/1988/P/L.37, for extraordinary and exemplary leadership in, and contribution to, the advancement of the survival, protection and development of children, whether on a national, regional or global scale. The Award may be conferred upon an institution, organization or individual with or without governmental affiliation.

46. It was understood that the Award should not be conferred upon any United Nations organization or official, or upon any head of State or Government, and that caution should be exercised in the selection to ensure that the selection of a recipient did not inappropriately figure within national political processes.

47. The secretariat will establish a timetable and procedures for the nomination and selection process to ensure that members of the Bureau and the Board have sufficient time to evaluate the Executive Director's recommendation as submitted to the Board for approval by mail poll following endorsement by the Bureau. The recommendation in document E/ICEF/1988/P/L.37 was approved, with the proviso that it would be revised by the secretariat to take into account the concerns voiced during the Programme Committee deliberations. (See chapter IV, resolution 1988/9, for the recommendation of the Programme Committee as adopted by the Executive Board.)

### XIII. GLOBAL EVENTS

48. Several delegations expressed their support for UNICEF involvement in global events and for their potential for both fund-raising and advocacy on behalf of children. Many delegations expressed appreciation of the guidelines prepared by the secretariat as described in the guidelines for UNICEF participation in global events (E/ICEF/1988/L.8). Some delegations felt that priority should be given to fund-raising, although it was noted that differences in the objectives of events for developed and developing countries would exist.

49. A number of delegations commented that the broadest possible consultation should be undertaken in the planning and implementation of any global event. This should include National Committees with successful experiences in event management, national Governments and the Executive Board. One delegation voiced concern about paragraphs 23 (c) and (d), as well as paragraph 24 of the above-mentioned document, viewing them as potentially infringing upon the prerogatives of the national Governments. It was also pointed out that the consultation process should not become so bureaucratic as to preclude the choice and implementation of a successful event.

50. Several delegations generally agreed with the importance of the use of commercial income to sponsor such events. However, concern was expressed that the events might be too frequent, possibly resulting in a reduction of their appeal and effectiveness. It was also pointed out that the evaluation of events should examine carefully their costs, benefits and limit contribution to - with minimum disruption of - programme delivery; and doubts were expressed concerning the establishment of a revolving fund. The Committee approved the guidelines in document E/ICEF/1988/L.8, with the proviso that they would be revised by the secretariat to take into account the above comments. (See chapter IV, resolution 1988/8, for the recommendation of the Programme Committee as adopted by the Executive Board.)

## Annex II

### REPORT OF THE COMMITTEE ON ADMINISTRATION AND FINANCE ON ITS MEETINGS HELD AT UNITED NATIONS HEADQUARTERS FROM 26 TO 28 APRIL 1988

#### I. ORGANIZATION OF THE SESSION

1. The Committee on Administration and Finance of the United Nations Children's Fund (UNICEF) met from 26 to 28 April 1988 under the Chairmanship of Dr. Suyono Yahya (Indonesia), assisted by the Vice-Chairman, Ms. Nicole Senecal (Canada).

2. The provisional agenda contained in document E/ICEF/1988/1/Add.2/Rev.2, as amended, was adopted by the Committee. Observations and inquiries were made by participants on each agenda item. The secretariat provided clarifications and answers prior to the Committee's action on each item.

#### II. FINANCIAL REPORTS

3. The Committee considered the following:

(a) Observations and comments on the 1986 UNICEF financial report and the financial report of the Greeting Card Operation for the 1985/86 season (E/ICEF/1988/AB/L.8);

(b) Report of the Board of Auditors and the 1986 UNICEF financial report and audited financial statements (Official Records of the General Assembly Forty-second Session, Supplement No. 5B (A/42/5/Add.2));

(c) Report of the Advisory Committee on Administrative and Budgetary Questions on UNICEF financial report and audited financial statements, and reports of the Board of Auditors (A/42/579);

(d) Report of the Board of Auditors on the expanded audit of the 1986 UNICEF financial report (E/ICEF/1988/AB/L.13);

(e) The 1987 financial report (E/ICEF/1988/AB/L.7);

(f) The revised 1986 financial report (E/ICEF/1988/AB/L.15).

4. As a result of the expanded audit of the 1986 accounts, many delegations raised the issue of the roles of both the Advisory Committee on Administrative and Budgetary Questions and the United Nations Board of Auditors. Delegations felt that UNICEF had benefited from the issues raised by both groups and confirmed that the process should continue. At the same time, most delegations noted that the secretariat had made every effort to use the comments and criticisms raised to improve the management effectiveness of UNICEF. The secretariat acknowledged the comments with appreciation.

5. Specifically on the issue of the expanded audit for the 1986 accounts, all delegations addressing this item were gratified that a clean opinion had now been given by the Board of Auditors. However, two delegations noted that clarifications were still required on certain financial regulations and rules and on policies on supplementary funding. It was also remarked that the secretariat should continue efforts in this area, and that it was apparent that much had been learned in the process. However, some delegations also stressed that the environment of strict financial control should not lead to a loss of flexibility in programme assistance. The secretariat acknowledged that the expanded audit for 1986 was merely the starting point for further management review and improvement.

6. The timing of the receipt of certain reports was also raised by many delegations. Although, as noted by the secretariat, the delay in issuing the 1987 financial reports was a unique occurrence owing to the expanded audit, two delegations noted that the approved biennialization of the financial reports would lead to a similar serious structural delay in the approval cycle. Several delegations urged that the Advisory Committee and the auditors should be approached to determine if there could be some savings of time in the current cycle. One delegation asked if it would be possible to have an interim audit report on the interim financial report, so that emerging problems could be dealt with by the Committee in future. One delegation also felt that a codification of the relationship of UNICEF with the Advisory Committee would be very useful.

7. Several delegations inquired about the format of the new interim financial report. The secretariat advised the Committee of the new format approved at the 1987 Executive Board session.

8. The need to reconfirm that the Executive Board was accountable in establishing programme direction and management priorities was stressed by one delegation. The secretariat noted the remarks with concurrence.

9. One delegation inquired about the long-standing problem with regard to the incompatibility of the New York headquarters and Copenhagen accounting systems. The secretariat noted that the redesign of the central accounting system was under way and that the problem would soon be resolved.

10. It was noted by some delegations that the Financial Regulations and Rules required strengthening and that this would be taken up under the relevant agenda item.

### III. FINANCIAL PLAN, 1988-1991

11. Several delegations spoke regarding the income and expenditure projections contained in the financial plan for the period 1988-1991 as included in the medium-term plan (E/ICEF/1988/3). They felt that the projections were quite prudent and, on that basis, urged the Committee to approve the recommendations contained in the financial plan.

12. Several delegations pointed out that included in the financial plan was an indication that, as a result of exchange fluctuations, there might be a need to request the 1989 Executive Board to approve an additional administrative budget allocation of approximately \$17 million. Several delegations noted with appreciation that this advance warning had been given, while one delegation

requested that such a request be fully justified. The secretariat replied that any such request would be documented fully and presented to the 1989 Executive Board as part of the submission for the revised budget estimates for the biennium 1988-1989.

13. One delegation inquired whether the expenditures relating to the resolutions that were to be adopted by the 1988 Executive Board were included in the estimates contained in the financial plan. The secretariat noted that it depended on the type of expenditure. Programme initiatives are implicitly in the projections which are revised as funding is assured. Budget expenditures, in total, are fixed for the period 1988-1989. Therefore, any new initiatives relating to the administrative budget would need a separate appropriation by the 1991 Executive Board.

14. The issue of the proposed increase in posts for the biennium 1990-1991 and its relationship to UNICEF hiring practices was raised. The secretariat responded that the staffing levels had been reduced in 1987 to ensure that the organization maintained a good financial position. Now that income was increasing, some increase in staff was indicated. Based on current income estimates, the secretariat projected an increase of 30 core posts for the budget estimates for the biennium 1990-1991. The question of hiring practices would be dealt with under agenda item 6 on UNICEF staffing. (See chapter IV, resolution 1988/10, for the recommendation of the Committee on Administration and Finance as adopted by the Executive Board.)

#### IV. SUPPLEMENTARY FUNDING AND FINANCIAL REGULATIONS

15. During the review of the paper on the update of UNICEF policy on supplementary funding (E/ICEF/1988/L.2 and Add.1), several delegations noted that the process of supplementary funding was a valuable mechanism to raise funds. The mechanism enabled UNICEF to increase its activities, and it was necessary to support supplementary funds to achieve the objectives of UNICEF.

16. However, it was also noted by several delegations that the growth in supplementary funds was very significant and could possibly compromise the multilateral nature of UNICEF. In responding to that concern, the secretariat noted that the multilateral nature of the organization was not compromised since the overall country programming process ensured that integrity was maintained. The issue of whether a ceiling on the level of supplementary funds should be required was discussed by several delegations, observations being primarily supportive with regard to the Executive Director's recommendation. One delegation also expressed the hope that the increase in support of UNICEF supplementary funds would not result in any reduction of other bilateral funding to assisted countries, that supplementary funding should be predictable and that priority should be given to quick action programmes.

17. The great importance of general resources as the core funding source of UNICEF was emphasized by one delegation, which also urged fellow Board members to increase the level of contributions to general resources so that the rate of increase of general resources could at least equal that of supplementary funds. Several delegations had noted that the rate of increase of supplementary funds was much greater than that of general resources. The secretariat welcomed the supportive comments for increased contributions to general resources.



18. Two delegations observed that there was a trend in the sectoral scope of supplementary-funded projects. Some delegations suggested that bilateral funds from donors should be allocated to the general resources fund of UNICEF. However, other delegations indicated this could not be done owing to the structure of their development budgets.

19. Many delegations requested a clear, concise paper containing comprehensive guidelines on supplementary funding, including a summary of all policies, procedures and practices as approved and as followed for submission to the 1989 Executive Board. The secretariat responded that a decision had already been taken to do this, the Advisory Committee had been advised that such a report would be prepared and the report had already been partially completed and would reflect all decisions of the Executive Board session. It was also noted by one delegation that the report should take due note of all the points on supplementary funding raised during the debate. The secretariat acknowledged both this point and the observation of another delegation that the report should also include guidelines on the use of supplementary funds for global events and conditionality in contributions made by donors for supplementary funds.

20. Several delegations expressed concern about the need for a temporary allocation from general resources to supplementary funds as outlined in the recommendations of the Executive Director. The rationale behind a limit of 25 per cent was questioned by some delegations, although other delegations felt there should be no limit on the amount of any transfers.

21. Several delegations also felt that the issue of what constituted a firm assurance of funding should be further defined and that only a written statement was appropriate. It was also noted by one delegation that for the purpose of recording income, a legally binding document was the only satisfactory basis. Another delegation suggested that documentation for income recording could be improved, leading to greater clarity. The secretariat concurred with all of the observations.

22. It was noted by some delegations that the temporary allocation authority required more analysis. The secretariat responded that it was natural that time was necessary to process documentation leading to the legal commitment of income, but that it might be necessary to begin planning implementation or ordering supplies.

23. Some delegations noted that the proposed amendments to financial rule 108.4 and financial regulation 8.3 required more specific wording. It was also noted by some delegations that more detail was required in the proposed management reports to be made by the Executive Director. The secretariat agreed with those suggestions.

24. It was noted with appreciation by some delegations that the internal and financial management of supplementary funds was receiving serious attention from the secretariat.

25. In principle, annual reporting was welcomed by many delegations, although some delegations observed that this could conflict with national legislation. The secretariat felt this could be resolved on a case-by-case basis.

26. One delegation remarked that where overexpenditure had occurred, alternative donors could be approached for funding. (See chapter IV, resolution 1988/11, for the recommendation of the Committee on Administration and Finance as adopted by the Executive Board.)

#### V. RESTRUCTURING OF REGIONAL OFFICES AND HEADQUARTERS LOCATIONS

27. The increasing importance of external relations to the work of UNICEF was recognized by most delegations. Several delegations also reaffirmed the need for strengthened advocacy and social mobilization efforts in developing countries in order to achieve the goals of the child survival and development revolution.

28. There was agreement that the paper presented (E/ICEF/1988/AB/L.1) was not comprehensive and the Executive Board needed to review the overall policies and procedures of external relations in UNICEF and its existing functions, including the role and structure of the Greeting Card Operation (GCO), and consider its probable future role. Most delegations requested the secretariat to prepare a comprehensive paper on external relations for the 1989 session of the Executive Board for this purpose.

29. Most members of the Committee felt that the debate on future directions for external relations activities and its implications for the future organizational structure of UNICEF should be deferred to the 1989 Executive Board session and considered within the context of the revised budget estimates for the biennium 1988-1989 and the budget estimates for the biennium 1990-1991. However, there was consensus that the Executive Director could make limited changes within his authority and within the existing number and grade levels of posts to attain better efficiency and effectiveness in UNICEF operations, and that such action should be taken without further delay.

30. There was consensus on the need to strengthen the central policy-making role of New York headquarters in order to ensure the effective co-ordination of policy formulation.

31. There was also consensus on the critical role played by the Geneva Office in providing operational support to the European National Committees. Some delegations felt that the definition of the Geneva Office mandate should remain wider than "operational support". One delegation suggested that UNICEF should consider outpostting a UNICEF liaison officer to Vienna from Geneva, which was supported by another delegation.

32. On the recommendation regarding the UNICEF offices in Tokyo and Sydney, it was stated that, in principle, in a given country there should be either a UNICEF office or a National Committee but not both. A recommendation was made to maintain the UNICEF office in Tokyo for the time being and to phase out the UNICEF office in Sydney. Most delegations felt that this question should be considered in the context of the global review to be undertaken in the budget exercise.

33. However, the secretariat noted for the record that no new division would be created in New York and that no renaming of existing divisions would take place unless approved by the Board. (See chapter IV, resolution 1988/12, for the recommendation of the Committee on Administration and Finance as adopted by the Executive Board.)

## VI. UNICEF STAFFING

34. The report by the secretariat on the composition of international professional core staff (E/ICEF/1988/AB/L.2) was welcomed, and some delegations suggested that all staff with contracts of more than one year, together with tables summarized by nationality, should be included in future staff reports.

35. A few delegations expressed concern regarding the non-representation of certain nationalities in the core staffing of UNICEF and the uneven distribution of senior posts among different nationalities. The secretariat explained that, with the abolition of a number of core posts for the biennium 1988-1989, there were few posts against which recruitment could take place. However, in external recruitment, the organization attempted to redress the imbalance between different nationalities and sexes.

## VII. REPORT ON THE FORTIETH ANNIVERSARY OF UNICEF

36. With regard to the report on the fortieth anniversary of UNICEF (E/ICEF/1988/AB/L.9), the observations of the Board of Auditors and the Advisory Committee were noted by one delegation which emphasized that budgetary expenditures should never be incurred without prior Executive Board appropriations. In addition, the advocacy benefits of events such as Sport Aid and First Earth Run were noted. It was confirmed by the secretariat that the figures contained in the report were the same as those approved by the Board of Auditors. (See chapter IV, resolution 1988/13, for the recommendation of the Committee on Administration and Finance as adopted by the Executive Board.)

## VIII. UNICEF HOUSE

37. Clarification was sought by one delegation of whether all expenditures incurred on UNICEF House were reflected in the paper before the Executive Board (E/ICEF/1988/AB/L.10). The secretariat confirmed that this was so and that the final actual expenditures might be lower than indicated since some items of expenditure were under negotiation with the landlord, with full support of the United Nations Legal Office.

## IX. GREETING CARD OPERATION

38. The Committee considered the following:

(a) Observations and comments on the 1986 UNICEF financial report and the financial report of GCO for the 1985/86 season (E/ICEF/1988/AB/L.8);

(b) GCO financial report for the 1986/87 season (E/ICEF/1988/AB/L.5);

(c) Report of the Board of Auditors and the 1986 UNICEF financial report and audited financial statements (Official Records of the General Assembly, Forty-second Session, Supplement No. 5B (A/42/5/Add.2));

(d) GCO provisional report of the 1987 season (E/ICEF/1988/AB/L.4);

(e) Status report on the interregional sales development programme (E/ICEF/1988/AB/L.11);

(f) Report of the Board of Auditors on the expanded audit of the 1986 UNICEF financial report (E/ICEF/1988/AB/L.13);

(g) GCO 1988 work plan (E/ICEF/1988/AB/L.6).

39. The performance of GCO and its sales partners was noted by all delegations, and the hope was expressed that the upward momentum generated since 1985 would be maintained. While commending GCO for its improved results, some delegations stressed that there were no grounds for complacency and that further opportunities existed in a number of high potential markets. The six corporate goals of GCO, giving priority to the 50 per cent net profit objective, were reconfirmed.

40. Several delegations commended GCO on its comprehensive and transparent documentation and requested that the country-by-country performance statements be maintained in future financial reports.

41. Several delegations noted with satisfaction the efforts already undertaken by GCO with regard to the containment of operating and production costs and commended GCO on the decentralization of production. It was suggested that this trend should be expanded and that the planned survey of production facilities in India should be undertaken in 1988.

42. Several delegations commended GCO on improvements in product selection, particularly the implementation of the Star Collection concept which provided for the inclusion of designs appealing to local markets. One delegation stressed the importance of flexibility and a swift response to market requirements to maintain a competitive edge.

43. Delegations highlighted the importance of GCO co-operation with National Committees for UNICEF. Income from GCO also provided financial support for the multiple functions of National Committees in the areas of information, advocacy, education and fund-raising. The retention ratio for National Committees and sales costs at GCO field offices should be maintained at 25 per cent on proceeds. The progress made in reducing the excess retention rate of one National Committee was noted.

44. One delegation referred to the external auditors' report requesting the global standardization of accounting procedures and policies.

45. Several delegations felt that the provisional report of the interregional sales development programme (ISDP) was not conclusive, and they awaited the final report in 1989. Some delegations commended GCO for this special effort and one mentioned particularly the strong support for regionalization in the largest market.

46. Several delegations expressed the view that the uniqueness of UNICEF was well symbolized by the involvement of the public at large in supporting UNICEF through GCO and that the positive co-operation of GCO with National Committees made it the closest and most efficient UNICEF partner. The secretariat stated that due to the commercial nature of GCO and in order for it to reach its high profit objectives, the control of human and financial resources, as well as operational flexibility, were essential and had been the basis of its success.

47. While stressing the importance and priority of the greeting card business, many delegations encouraged GCO in the pursuit of its mandate to support National Committees and field offices in the area of direct mail and commercial media fund-raising. The presentation of separate accounts for fund-raising as submitted in the 1988 work plan was welcomed, and the in-house expertise of GCO in direct mail was considered helpful in its pursuit of a strategy of service to National Committees. The continuation of the consulting practice with National Committees was encouraged and one delegation questioned whether the 50 per cent net profit objective should not also be applied to fund-raising.

48. In response to questions raised during the discussions, the secretariat lauded the support and helpful actions of GCO sales partners, notably the National Committees. The attainment of 50 per cent net profit by 1992 remained the number one corporate goal of GCO, while endeavouring to meet the special needs of local markets and to monitor costs, commissions and field office expenses. Investigation of the potential for increased procurement in developing countries and maintaining the inclusion of country-by-country performance statements in annual Board documentation were also noted.

49. The secretariat stated that a global accounting manual encompassing standardized procedures and policies would be ready and in force during the current calendar year. In addition, it highlighted that ISDP had been initiated to lay the foundations for future sales through the establishment of regional structures and offering local marketing support. The ISDP report would be presented to the 1989 Executive Board with complete details on the achievements of the programme.

50. On the issue of direct mail fund-raising, the secretariat reiterated the importance of National Committee participation and support to make the programme a success. More details on the promotion and costs of this programme would be contained in the 1989 work plan. Separate accounts for fund-raising would be maintained in accordance with the Executive Board's request. (See chapter IV, resolution 1988/14, for the recommendation of the Committee on Administration and Finance on the 1988 GCO work plan as adopted by the Executive Board.)

#### X. OTHER BUSINESS

51. The absence of detailed financial and management guidelines in the paper on guidelines for UNICEF participation in global events (E/ICEF/1988/L.8) was noted by delegations. Specifically, it was noted that any event, and the associated budget, should be subject to the prior approval of the Executive Board which could be obtained by mail poll if necessary.

52. Specific guidelines on financial and administrative management, including accounting and disbursement of funds procedures, should be drawn up, and a subsequent formal assessment and evaluation of events should be made. Consideration could be given in the future to establishing a revolving fund to provide seed money, although for the time being the recommendations of the Advisory Committee and the Board of Auditors that there should not be a revolving fund were endorsed by one delegation. It was suggested that a brief supplement to the present paper should be prepared and submitted to the Executive Board at its 1989 session. The supplementary paper should outline the financial, management and evaluation guidelines for global events. Within this context, the same delegation indicated that it would be willing to consider Executive Board approval of a

revolving fund. The secretariat noted that such a paper would be prepared and submitted to both the Advisory Committee and the Executive Board.

53. The secretariat stated that funding for global events would be generated from commercial sponsorship for overall administrative and production expenses. Each event would be budgeted carefully and conservatism would be exercised in identifying costs. The normal budget process did impose time constraints on the planning process of a global event. Under the authority of the UNICEF Financial Regulations and Rules (regulation 5.1 and rule 105.1), the Executive Director has the authority to establish a special account. The account would be used to reflect all commercial sponsorship income and related expenditures. Expenditures would not be incurred against the special account until there was a satisfactory assurance from the sponsor, in writing, that commercial income would be forthcoming. A draft accounting instruction has already been drawn up to govern the use of such a special account.

54. In response to a specific question from one delegation, the administration confirmed that any additional expenditures relating to a global event, but not already included in the approved administrative budget, would not be charged to the administrative budget without prior Executive Board approval. Additional costs charged to the administrative budget would be reported in the final evaluation made of the event and submitted to the Executive Board.

55. One delegation raised the question of the financial implications of all the resolutions adopted by the Executive Board in 1988. The secretariat noted the request and advised the Committee that a full review of the possible financial implications of all 1988 Executive Board resolutions would be made within the revised budget estimates for the biennium 1988-1989 and the budget estimates for the biennium 1990-1991, or if necessary, by mail poll. The secretariat would advise Board members accordingly.

56. Two delegations raised the issue of the focus and contents of the comprehensive paper on the policies, procedures and practices relating to supplementary funding which had been requested for the 1989 Executive Board session. One delegation noted the need for a full review and analysis of the policies involved. Another delegation stressed the need for the paper to include the following topics: guidelines on the utilization of supplementary funds; the relationship between supplementary funds and global events; and the effects, if any, of conditionalities on contributions.

57. The secretariat responded that it had noted all of the specific concerns of delegations and assured them that the issues would be addressed. In addition, the secretariat pointed out that, as in the past, the report would be discussed informally, in advance of finalization, with Executive Board members.

#### XI. STATEMENT BY THE CHAIRPERSON OF THE UNICEF GLOBAL STAFF ASSOCIATION

58. Following the practice of previous years, the Chairperson of the UNICEF Global Staff Association (GSA) was given the floor by the Chairman to address the Committee on matters of concern to UNICEF staff.

59. The GSA Chairperson identified major concerns to UNICEF staff that needed to be addressed. The GSA noted the trend towards improved communications and concerns with management with regard to staff related matters. Of the various mechanisms, the Ombudspersons and Joint Consultative Committee deserved special note. However, there remained many urgent matters to be resolved for the approximately 4,000 UNICEF staff. Of special note were the hardships faced by staff in difficult duty stations. Those problems could not be solved by dialogue with management alone.

60. The problems were being brought to the attention of the Executive Board because fundamentally their solution would require decisions and actions beyond the secretariat, offices and staff associations. That was the territory of the United Nations common system. In that territory, any movement was subordinated to an intricate maze. While that happened, some UNICEF staff and their families were being squeezed in places that were also beset by severe economic difficulties. The Executive Director and the UNICEF secretariat had been supportive in this aspect. Alternatives had been proposed to deal with issues such as those mentioned above. The maze had taken too much and given too little.

61. The wishes and recommendations of the staff brought by delegates to the Annual General Meeting would be drawn up into a proposal and a plan of action. The proposal and plan would consider the above opportunities and would call for the support of everybody.

### Annex III

#### REVIEW OF THE REPORT OF THE DIRECTOR-GENERAL FOR DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION ON CASE STUDIES ON THE FUNCTIONING OF OPERATIONAL ACTIVITIES: RESPONSE TO THE ECONOMIC AND SOCIAL COUNCIL BY THE UNICEF EXECUTIVE BOARD

1. The General Assembly, in its resolution 42/196, invited the Executive Board of UNICEF, as a governing body of the United Nations development system, to review the report of the Director-General for Development and International Economic Co-operation on case studies on the functioning of operational activities (the Jansson report) and to submit its views to the Economic and Social Council.
2. The Executive Board has, over the years, encouraged UNICEF to work more closely with those United Nations organizations and non-governmental organizations (NGOs) that have technical or programme experience in areas consistent with the UNICEF mandate. Examples of effective collaboration now exist in fields such as immunization, water and sanitation, nutrition and controlling the spread of acquired immunodeficiency syndrome (AIDS).
3. The Board welcomes the conclusions and recommendations relevant to UNICEF, contained in the report, as part of the evaluation process that should be carried out continuously to ensure that the United Nations development system is responding to the needs of developing countries. In this respect, the Board acknowledges, with regard to recommendation (a), the importance attached by recipient countries to assistance from the United Nations system.
4. With regard to recommendation (b), the Executive Board acknowledges the importance of joint and collaborative programming as the means by which the United Nations development system can take advantage of the complementarities existing within it, with a view to acting as a coherent system at the country level. However, the Board is of the opinion that in the case of UNICEF, such programming should take into account the specific programming and implementation procedures of UNICEF.
5. In considering recommendation (c) of the report, the Executive Board recognizes the role of the resident co-ordinator as set out in General Assembly resolutions 32/197 and 41/171. The Board also recognizes that the activities of the resident co-ordinator in fulfilling the role relating to operational activities vary according to the needs, priorities and prevailing conditions of recipient countries.
6. It was noted that, in the case of UNICEF, its operations were substantially decentralized. From the perspective of the Board, harmonization of procedures would be facilitated greatly by greater decentralization in the operations of co-operating organizations. To the extent possible, the programming cycles of organizations should conform to the planning periods of Governments of recipient countries.
7. The Board accepts that a joint or collaborative approach to programming would benefit from a clear focus on some common objectives and goals, ensuing from the mandates of the respective organizations. With its focus on children and other vulnerable groups, the emphasis given to sectoral, subsectoral and thematic



programming is consistent with the mandate of UNICEF. The selections of priority sectors and programmes is considered pertinent, but it should be consistent with the interests of recipient countries and should not become a standard applicable to all. The Board fully endorses the idea that United Nations assistance should always strive to build the self-reliance of recipients.

8. The Board concurs with the conclusion reached in item (g) of the report on the concept of central funding. However, it was considered that, given the country programming process and funding mechanisms of UNICEF, there is no conflict with the central funding concept.

9. In considering the question of a more common system-wide programming process, the UNICEF Executive Board emphasizes the importance of maintaining the UNICEF country programme approach, which has several unique features closely related to the focused mandate and operating procedures of UNICEF.

10. In considering recommendation (j), the Board notes that UNICEF, in advocating a policy of "adjustment with a human face", is fostering new forms of collaboration with the World Bank and the International Monetary Fund. This relationship is embryonic and, therefore, it may be premature to assess fully its value. In this respect, the Board prefers to await the Executive Director's submission to the Board of the content and nature of the current and prospective collaboration of UNICEF with the World Bank.

11. The Board is of the view that in the case of UNICEF, the capacity for analytical work in the field exists and is reflected in the situation analyses that constitute its assessment of country conditions regarding, *inter alia*, such social indicators as infant and child mortality rates and other elements of primary health care. This work is greatly facilitated by the already highly decentralized structure of UNICEF.

12. The determination and articulation of development policy is the exclusive responsibility of developing country Governments. Communication between Governments and United Nations development organizations is both necessary and desirable. This information would be communicated to representatives of organizations through appropriate channels established by Governments. The Board emphasizes the importance of maintaining the advocacy role of UNICEF.

13. The Board expresses its support for the regular flow of development information from headquarters to the field. This initiative could facilitate collaboration among organizations at the field level, thereby strengthening their capacity to discharge their responsibility to countries more effectively.

14. The Board fully endorses the view in recommendation (n) that the United Nations system should provide maximum assistance to Governments to strengthen their capacity to co-ordinate external assistance. The coherence of action among organizations could facilitate this objective, but the co-ordination should be consistent with the objectives of the recipient Governments.

15. Given UNICEF experience, the principle of collaboration with NGOs referred to in recommendation (o) is seen by the Board as extremely beneficial. The involvement of NGOs in the areas of advocacy, social mobilization and fund-raising facilitates programme delivery. It is considered essential that this collaboration be strengthened when necessary.

16. The Board notes that the recommendations in (f) and (h) are not applicable to UNICEF and, therefore, does not wish to offer any comments on them.

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