1-1-1996

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Giannella Lecture

THE CRY OF THE CHILDREN*

GERALD ABRAHAM**

I. INTRODUCTION

It is a great honor for me to be asked to deliver the Twentieth Annual Donald A. Giannella Lecture. I first met Don Giannella when he and I were teaching fellows at the Harvard Law School in 1959. We became good friends, and he was instrumental in bringing me to Villanova School of Law to teach in 1962. Because my association with Don Giannella, as a colleague and friend, has played such an extraordinarily significant role in my life, I am pleased to honor him.

I take the title of my lecture, "The Cry of the Children," from a poem by Elizabeth Barrett Browning,¹ in which she lamented the plight of the young children who worked long hours in the horribly inhumane conditions of the mines and factories of mid-nineteenth century England.²

"Do ye hear the children weeping,"³ Browning asked us, and that same question could be asked today about the many millions of children of the world who fail to receive the bare minimum of what they need to survive and develop normally.

I will divide my discussion of the children of the world into three parts. In Part II, "The State of the World's Children," I will

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* This Article is the text of the Twentieth Annual Donald A. Giannella Memorial Lecture at the Villanova University School of Law, given on September 26, 1996. The Villanova Law Review co-sponsors the Giannella Lecture.

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² VIRGINIA L. RADLEY, ELIZABETH BARRETT BROWNING 62-63 (1972).
³ Browning, supra note 1, at 179.

(1345)
look at the tragic condition of children around the world as measured by several key indicators.\textsuperscript{4} Next, in Part III, "The Promise to the Children," I will look at two major sets of promises made by the nations of the world to give their children a decent life.\textsuperscript{5} These promises appear in the United Nations Convention on the Rights of the Child and were made in connection with the World Summit on Children.\textsuperscript{6} Finally, in Part IV, "Keeping the Promise to the Children," I will look at some hopeful signs that these promises are being implemented and that the actual condition of children in the world is being improved.\textsuperscript{7} Increasingly, the nations of the world are learning that investment in children, aside from its moral component, pays off in greater prosperity and well-being for the entire society.

II. The State of the World's Children

This year, the United Nations Children's Fund (UNICEF) is celebrating its fiftieth year of saving children of the world from the devastation of war, hunger and disease, and the burden of child labor and lack of education.\textsuperscript{8} On this anniversary, UNICEF has issued two important reports: The State of the World's Children 1996\textsuperscript{9} and The Progress of Nations 1996.\textsuperscript{10} These publications paint a very sad picture.

\textsuperscript{4} For a discussion of the condition of children in the world, see infra notes 8-91 and accompanying text.

\textsuperscript{5} For a discussion of the promises to children, see infra notes 92-146 and accompanying text.


\textsuperscript{7} For a discussion of the extent to which these promises are being kept, see infra notes 147-82 and accompanying text.


\textsuperscript{9} World's Children, supra note 8.

A. Childhood Death

"'True,' say the children—'it may happen that we die before our time.'"11 The UNICEF child mortality statistics grimly support Browning's line.12 More than 34,000 children under age five die every day.13 In some countries, more than twenty-five percent of children die before they reach age five.14 The world was shocked and horrified at the 230 tragic deaths aboard TWA Flight 800 in July, and understandably, they received months of headline media coverage.15 Nevertheless, that same number of young children die every ten minutes.16 Yet, we barely seem to notice these silent twelve and one-half million childhood deaths a year.17 The greater tragedy is that almost all of these deaths are needless: war, preventable disease and malnutrition claim most of these innocent child victims every year.

B. War

Throughout history, war has slaughtered countless numbers of children—two million in the last decade18—and it continues to do

11. Browning, supra note 1, at 180.
12. See World's Children, supra note 8, at 95-97 tbl.9 (presenting under-five mortality rates for nations of world). The under-five mortality rate (U5MR) is the number of deaths of children under age five per 1,000 live births. Id. at 102. For a discussion of the child mortality data that is also included in the Statistical Profiles tables of Progress of Nation, see supra note 8, at 52-53.
14. In Niger, for example, in 1994, the rate of death for children under age five was 320, or 32%. World's Children, supra note 8, at 80 tbl.1. The same year, the U5MR was 292 for Angola, 284 for Sierra Leone, 277 for Mozambique and 257 for Afghanistan. Id.

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so in our time as war remains unbelievably prevalent in the world. In 1993, for example, there were forty-two countries that were in the throes of major military conflicts, some of which had been going on for a decade or more, and an additional thirty-seven countries were suffering from serious political violence.

War claims its child victims in many ways. Increasingly, children, some as young as six or seven, are used as soldiers in war, where casualties are high. Sometimes the children are recruited by force, and sometimes they enlist simply to survive. In the current, bloody Liberian conflict, for example, one-quarter of the combatants have been children. Many of them fight in so-called “small boys units” that kill as efficiently with modern weapons as adults. In some conflicts, children frequently serve as sacrificial lambs to draw enemy fire. In the Iran-Iraq war, for example,
waves of child soldiers were sent over mine fields before the adult soldiers.\footnote{26}

Nor have children who are civilians been spared the destruction of war. They have been killed, wounded, raped, tortured and psychologically damaged, often as a deliberate war strategy of the enemy.\footnote{27} In Sarajevo, for example, nearly one child in four has been killed or wounded.\footnote{28} In Rwanda, mass ethnic killings—one million in 1994 alone—intentionally targeted children.\footnote{29} The corpses of little children appear again and again in photographs of this appalling genocide. In some areas of Rwanda, every adolescent girl who survived a militia’s attack was raped and, if she became pregnant, was forced to endure the ostracism of her own people.\footnote{30}

Another large group of child victims of war are refugees. The violence and destruction of war causes millions of people to flee or to be expelled from their homes.\footnote{31} Currently, there are 53 million uprooted people in the world, one-half of whom are children.\footnote{32} These child refugees are crowded into horrible camps where survival is difficult,\footnote{33} or they wander about without parents or relatives.\footnote{34}

\footnote{26. Id. (citing Thomas Hammarberg, Presentation to the Regional Consultation on the Impact of Armed Conflict on Children in the Arab Region, in Cairo (1995)).}
\footnote{27. Id. at 18-19.}
\footnote{28. Id. at 18.}
\footnote{29. See U.N. Report, supra note 18, at 1 (discussing Hutu radio propaganda, which urged Rwandan Hutus to kill Rwandan Tutsi children). In 1994 alone, an estimated 300,000 children were killed in Rwanda as a result of ethnic conflict. World’s Children, supra note 8, at 74 n.7.}
\footnote{30. World’s Children, supra note 8, at 19. In Bosnia-Herzegovina and Croatia, it had been a deliberate tactic “to rape teenage girls and force them to bear ‘the enemy’s’ child.” Id. More than 20,000 Muslim women have been raped in Bosnia since 1992. Id. (citing United Nations Children’s Fund/United Nations Development Fund for Women, Women and Armed Conflict, in Rit on the Convention on the Elimination of All Forms of Discrimination Against Women 1 (UNICEF/UNIFEM 1995)).}
\footnote{31. Id. at 19 (citing Office of the United Nations High Commissioner on Refugees, Refugees at a Glance: A Monthly Digest of UNHCR Activities (July 1995)).}
\footnote{32. Id.}
\footnote{33. Id. (noting that refugee camps often breed disease and death because of squalid conditions). Cholera and other micronutrient diseases combine with malnutrition to exact a deadly toll on refugees. Id.}
\footnote{34. See id. (“‘Unaccompanied minors’ typically account for up to 5% of a refugee population.” (quoting Everett M. Ressler et al., Children in War: A Guide to the Provision of Services 142 (1993))). In Rwanda, 114,000 children had been separated from their families. Id. (citing UNICEF, Overview of Recent UNICEF Activities Update No. 4 (Oct. 1994)). In the Sudan, 20,000 “lost boys” fled their homes and wandered in the wilderness. Id. at 20; see also id. at 21 (describing plight of “lost boys” in Sudan).}
Famine and disease are also frequent companions of war.\textsuperscript{35} Food and water production and distribution, and health care often are deliberately disrupted.\textsuperscript{36} In Somalia, where war raged in 1992, one-half of the children under age five on January 1 were dead by December 31—ninety percent of them from malnutrition and disease.\textsuperscript{37}

Land mines are a particularly pernicious weapon of war. They are especially lethal to the small bodies of children, whom they kill and maim even decades after the conflict has ended.\textsuperscript{38} To make matters worse, they are inexpensive weapons that are extremely difficult and costly to clear.\textsuperscript{39} An estimated 110 million land-mines remain in the ground in sixty-four countries, and millions more are being laid throughout the world every year.\textsuperscript{40}

Finally, war takes its toll in the form of lost opportunity. War and preparations for war drain off huge quantities of resources that could be used for food, health care, education and economic development.\textsuperscript{41} From 1960 to 1991, military spending by developing countries rose from 27 billion to 121 billion dollars, with the steepest increases in some of the poorest countries, where military

\textsuperscript{35} See id. at 20 (noting relation between war and disease). In Africa, 20 times more victims of conflict have died as a result of insufficient food and health care than from armaments. Id. A 1980 Ugandan study indicated that only 2% of casualties occurring in a war zone were caused by violence; in striking contrast, 20% of the deaths in that area were caused by disease and 78% by hunger. Id. (citing \textsc{Ressler et al., Children in War: A Guide to the Provision of Services} 97 (1993)).

\textsuperscript{36} Id. at 20, 23.

\textsuperscript{37} Id. at 20 (citing Reginald Herbold Green, \textit{The Course of the Four Horsemen: The Costs of War and Its Aftermath in Sub-Saharan Africa: An Overview}, in \textsc{War and Hunger} 38 (J. Macrae & A. Zwi eds., 1994)).

\textsuperscript{38} Id. at 26; see Parliamentary Assembly of the Council of Europe, Resolution 1011 (1993), in \textsc{European Perspective}, supra note 25, at 61 (referring to “the widespread use of antipersonnel mines, particularly those resembling toys, of which the main victims are children”).

\textsuperscript{39} See \textsc{World’s Children}, supra note 8, at 28 (noting that individual land mine costs less than $3 (U.S. dollars) to manufacture but up to $1,000 (U.S. dollars) to clear). Moreover, even trained workers can clear only 20 to 50 square meters a day. Id.

\textsuperscript{40} Id. at 26, 28 (citing Assistance in Mine Clearance: Report of the Secretary General, U.N. GAOR, 49th Sess., at 7, U.N. Doc. A/49/357 (1994)). In 1993, two million additional land mines were laid, resulting in an additional $1.4 billion (U.S. dollars) to the future cost of clearance. Id. at 28. At a 1996 international conference in Ottawa, Canada, nearly 50 nations endorsed a ban on land mines, and work is progressing towards a treaty. Craig Turner, \textit{Canada Floats Land-Mine Ban}, \textsc{Phila. Inquirer}, Oct. 6, 1996, at A12. “The Clinton administration has issued a moratorium on the export of [land] mines, has begun destroying three million mines in the U.S. stockpile, and is sponsoring a U.N. resolution calling for a world wide ban.” Id.

\textsuperscript{41} \textsc{World’s Children}, supra note 8, at 24.
spending almost equaled health and educational spending combined.\footnote{42} To summarize, the devastation of war hits hardest those in society who are most vulnerable and in most need: our children. But even where there is no war, the great majority of the world’s children live in such severe poverty that they are not able to get the essentials for survival and development. Let me illustrate by looking at nutrition, health care, child labor and education.

C. Nutrition

Millions of children in many developing countries do not have access to adequate food and clean water.\footnote{43} They die from starvation and famine caused by devastating drought and other natural disasters.\footnote{44} In addition, 165 million children under age five suffer from the dangerously low body weight and stunted growth that is characteristic of malnutrition.\footnote{45} Moreover, this malnutrition causes

\begin{itemize}
\item[42.] Id. at 25 (citing RUTH LECER SIVARD, WORLD MILITARY AND SOCIAL EXPENDITURES 1993, at 42 (1993)). “Angola, Ethiopia, Mozambique, Myanmar, Somalia and Yemen have for many years spent more on their military than they have on their people’s education and health.” Id. Arms sales from industrial countries to developing countries amounted to $25.4 billion in 1994. Id. Sub-Saharan Africa now spends $8 billion annually on the military, despite the fact that 216 million people in the region live in poverty; South Asia, with 562 million in poverty, spends $14 billion annually on the military. WORLD’S CHILDREN 1997, supra note 8, at 28.
\item[43.] For a further discussion of malnutrition in developing and least developed countries, see infra note 45 and accompanying text. See also WORLD’S CHILDREN, supra note 8, at 98 tbl.10. In the least developed countries, 48% of children lack access to safe water and 68% do not have access to adequate sanitation. Id. The condition in developing countries is only marginally better; there, 30% of children do not have access to safe water and 61% lack access to adequate sanitation. Id.
\item[44.] The 1989 World Food Conference Cairo Declaration and the 1992 International Conference on Nutrition Declaration referred to the problem of famine and famine-related deaths and pledged to eliminate them. See Urban Jonsson, Children’s Right to Nutrition: Food, Care and a Healthy Environment, in IMPLEMENTING THE CONVENTION ON THE RIGHTS OF THE CHILD, supra note 17, at 107, 119-20 (setting goal of preventing famine-related deaths).
\item[45.] A Tale of Two Statistics, in PROGRESS OF NATIONS, supra note 10, at 19; see also WORLD’S CHILDREN, supra note 8, at 82 tbl.2 (providing various nutritional assessment statistics for children of world). This total represents 31% of the world’s children. A Tale of Two Statistics, supra, at 19.
\end{itemize}

many otherwise easily preventable illnesses. Deficiencies in iodine, iron and vitamin A among children, for example, are very widespread and cause fetal damage, mental retardation, apathy, blindness, infections and anemia. 46

D. Health Care

Millions of children in the developing world have little or no access to even the most rudimentary preventive or curative health care. 47 This is particularly true in the rural areas of some countries, where fewer than twenty percent of children have access to health care. 48 As a result, preventable and curable diseases take a deadly toll: 4.3 million children die each year from acute respiratory infections (mostly pneumonia); 3.8 million children die from neo-natal or peri-natal causes, and 600,000 women die in childbirth; diarrhea causes 3.2 million child deaths (most of which could be prevented by oral rehydration therapy); and, despite encouraging increases in vaccinations, 2.1 million vaccine-preventable child deaths occur.

A projected increase in world population by three billion within the next 25 years, combined with a leveling off in food production, is expected to create a new hunger crisis in developing countries and was the topic of discussion at the World Food Summit in Rome in November 1996. Rick Nichols, Can Crop Miracle Be Repeated?, PHILA. INQUIRER, Nov. 10, 1996, at A1.


47. See WORLD'S CHILDREN, supra note 8, at 84 tbl.3 (showing levels of access to adequate health care). One-fifth of children in developing countries have no access to health care. Id. at 98 tbl.10. Moreover, nearly one-half of children in least developed countries have no access to health care. Id.

48. See, e.g., id. at 84 tbl.10 (indicating that only 17% of children in rural Afghanistan have access to health care). In rural Zaire, the figure is 17% and in Côte d'Ivoire, it is 11%. Id.
(mostly from measles). The effect of disease is exacerbated by malnutrition and low birth weight.

An additional problem is that health care and nutrition often are provided on a discriminatory basis. There is discrimination against the poor, against minority groups, against females and, above all, against children. When resources are scarce, children usually are at the end of the line for a share, especially in societies where women are relatively powerless and cannot fight for their children.

49. Parker & Sepulveda, supra note 17, at 79-80 tbl.4.1. Estimates from 1995 indicate that eight million children are killed each year by measles, diarrhea, malaria, pneumonia and malnutrition. Monica Sharma & James Tulloch, Health Commentary: Unfinished Business, in PROGRESS OF NATIONS, supra note 10, at 22, 23; see also What Kills Children, in PROGRESS OF NATIONS, supra note 10, at 24 (providing most common causes of death to children under age five). These deaths account for two-thirds of all under-five deaths. Sharma & Tulloch, supra, at 22.

UNICEF also estimates that 600,000 women die each year in childbirth. Peter Adamson, Women Commentary: A Failure of Imagination, in PROGRESS OF NATIONS, supra note 10, at 2, 3. Sierra Leone, for example, has 1,800 maternal deaths for every 100,000 live births, as compared with six per 100,000 in Norway. League Table of Maternal Death, in PROGRESS OF NATIONS, supra note 10, at 8-9. A 1996 report of the U.S. Department of Health and Human Services sets the figure at 23.5 per 100,000. Laura Meckler, Pregnancy Deaths Are Found Higher, PHILA. INQUIRER, July 31, 1996, at A13. This appalling death toll also results in at least one million motherless children. The Impact on Children, in PROGRESS OF NATIONS, supra note 10, at 6.

50. Parker & Sepulveda, supra note 17, at 81.

51. See id. (demonstrating that poor children suffer much more than rich children). For example, the life expectancy of a child living in an industrialized country increases after the first month of life, but the life expectancy of a child living in a developing country actually decreases. Id. Poverty and its companions, ignorance, malnutrition and poor living conditions, exacerbate a child's vulnerability to disease. Id.

In many countries, the disparity between rich and poor is readily apparent. The United States spends approximately 14% of its GNP on health care, but large segments of the population nonetheless have no insurance. James R. Himes & Diana Saltarelli, Conclusion to IMPLEMENTING THE CONVENTION ON THE RIGHTS OF THE CHILD, supra note 17, at 223, 233. In Indonesia, the government spends three times more on health for the richest 10% of the population than on the poorest 10%. Id.

In addition, women and female children suffer from such gender-related health risks as infanticide, reduced nursing and feeding, limited access to health knowledge and genital mutilation. Parker & Sepulveda, supra note 17, at 81. Two million girls from ages four to twelve are genitally mutilated each year, mostly in Egypt, Ethiopia, Kenya, Nigeria, Somalia and the Sudan. 2 Million Girls a Year Mutilated, in PROGRESS OF NATIONS, supra note 10, at 7.

52. See James R. Himes, Introduction to IMPLEMENTING THE CONVENTION ON THE RIGHTS OF THE CHILD, supra note 17, at 1, 10 (citing J.R. Himes et al., Women, Work and Child Care, in INNOCENTI GLOBAL SEMINAR, SUMMARY REPORT (1992)) (suggesting that in many cultures, low and weak decision-making role of women and female children obstructs full realization of both women's and children's rights). Women usually are responsible for child-rearing, yet they often do so without control of family resources. Id.; see also Jonsson, supra note 44, at 117 (noting mother's lack of control over available resources as one cause of inadequate child care).
E. Child Labor

It is estimated that well over 100 million children under the age of fifteen are working around the world. Accurate statistics are not available, but it is generally agreed that the problem is enormous. While child labor is found everywhere, including in the United States, it is most prevalent in the developing world, where

In South Asia, for example, women and children must often eat after men in the family have eaten. Ramalingaswami, supra note 45, at 12. Even then, a woman will feed her sons the best remaining food, leaving the rest for herself and her daughters. Id. The inferior status of women and girl children in South Asia accounts in large part for the high levels of child malnutrition in the region. Id. at 16.


To highlight the inaccuracy of available data, consider that 128 million children of primary school age are not receiving any education. Child Labor, supra, note 53, at *2-3. In addition, half of children ages 12 to 14 are not enrolled in secondary education. Id. at *3. Most of these children presumably are working, and some are even working and attending school at the same time. Id.

55. See Children’s Defense Fund, America’s Children Falling Behind: The U.S. and the Convention on the Rights of the Child 37 (1992) [hereinafter America’s Children] (stating that experts estimate that there are between five and seven million child workers in U.S.; two million are working illegally); see also Ron Nixon, Working in Harm’s Way, Southern Exposure 16 (Fall/Winter 1995), reprinted in Project Censored’s Top Ten Censored Stories of 1995 (visited Jan. 29, 1997) <http://zippy.sonoma.edu/ProjectCensored/Stories1995.html> (discussing injuries suffered by child laborers). This rate is the highest among the developed nations. America’s Children, supra, at 37. While U.S. labor laws prohibit work for
often the survival of the family depends on the income derived from child labor. In Africa, for example, one-third of the children under age fifteen work. While most working children in the world are between ten and fourteen years of age, there are substantial numbers of working children under age ten. Child labor is common in a variety of industries. Many young children could say today, as they did in Browning's poem:

For, all day, we drag our burden tiring
Through the coal-dark underground—
Or, all day, we drive the wheels of iron
In the factories round and round.

They also work in family enterprises, in agriculture and domestic service, in carpet and fabric weaving with their so-called "nimble fingers," and in peddling and begging. Increasingly, young children, both girls and boys, work in prostitution.

The conditions in which these child laborers work are frequently very harmful. They work long hours, sometimes sixty hours or more per week, and are subject to chronic fatigue, which results in accidents and retarded intellectual and emotional development. Children under age 14, with exceptions, the laws do not appear to be well enforced. In 1993, for example, the U.S. Department of Labor had only 833 investigators for the entire country. Brian Dumaine, Illegal Child Labor Comes Back, FORTUNE, Apr. 5, 1993, at 86. At that rate, a business could expect a visit by a federal inspector once every 50 years. Id.; see also Nixon, supra, at 16 (noting poor enforcement of child labor laws). Moreover, even if violations are found, violators are rarely penalized. Nixon, supra, at 16. This crisis has led one children's rights advocate to condemn the U.S. child labor situation as the worst since the 1930s. Id. A U.S. General Accounting Office study showed a 250% increase in child labor violations between 1983 and 1990. WORLD'S CHILDREN 1997, supra note 8, at 20. A majority of U.S. child workers are employed in agriculture, and a high proportion of them are from immigrant or ethnic minority families. Id.

56. Child Labor, supra note 53, at *3.
57. Id.; see also WORLD'S CHILDREN 1997, supra note 8, at 26 (citing Report of the ILO Governing Body, 265th Sess., at 4 (Mar. 1996)).
58. Id. at *4 (referring to ILO's experimental statistical survey). The proportion of child workers under age 10 was 14% in Turkey and 20% in Ghana and Senegal. Id.
59. Id. at *3.
60. Browning, supra note 1, at 181.
61. Child Labor, supra note 53, at *5-6; see also Boyden & Rialp, supra note 54, at 186 (discussing exploitation of child labor).
62. See Child Labor, supra note 53, at *20 (reporting that many younger girls and boys have been recruited into sex industry in several Asian countries due to AIDS epidemic); Committee of Ministers of the Council of Europe, Recommendation No. R(91) 11, in EUROPEAN PERSPECTIVE, supra note 25, at 127 (noting that "sexual exploitation of children and young adults for profit-making purposes in the form of pornography, prostitution and traffic of human beings has assumed new and alarming dimensions at national and international levels").
ment. The nature and environment of their work can be extremely unhealthy and hazardous. Often, their work prevents them from attending school.

As if all of that were not enough, child slavery is an amazingly widespread problem, even in this modern age where slavery officially has been abolished everywhere. Tens of millions of working children are literally slaves or in debt bondage. An international traffic in the sale of these children has developed and continues to grow. Moreover, these child slaves often are physically, mentally or sexually abused by their owners.

Finally, street children are noticeably common in many of the world's cities. An estimated 100 million children, often without any family whatsoever, eke out a precarious existence living and working on city streets, where they are subject to exploitation, violence and even systematic murder.

63. Child Labor, supra note 53, at *4-5; see also Plan of Action, supra note 45, ¶ 23 (stating that children are often involved in employment that is harmful to their health and full development).

64. Child Labor, supra note 53, at *5.

65. Id. at *4; see also Plan of Action, supra note 45, ¶ 23 (noting that child labor often interferes with child education).


67. Id. The ILO describes child slavery as the situation where an employer exercises rights of ownership, whether temporary or permanent, over a child. Id. Child slavery is particularly prevalent in agriculture, domestic service, the sex industry, carpet and textile industries, quarrying and brick-making. Id. at *5-6.


69. Child Labor, supra note 53, at *5. Girl domestic servants, for example, are extremely vulnerable because they often work long hours and live away from home, in almost total isolation from family and friends. Id. As a result, the psychological health of these children is often at great risk, and many children display symptoms of withdrawal, regression, premature aging, depression and low self-esteem. Id.

70. Ratnasabapathy, supra note 53, at 1.

71. See World's Children, supra note 8, at 28-29 (explaining that in parts of Latin America, businesspeople have hired off-duty police, security guards or professional killers to kill street children); see also World's Children 1997, supra note 8, at 40.
F. Education

More than 100 million school-age children have no access to any kind of basic primary education. Additional millions fail to use or complete such education. As a result, there are 960 million illiterate adults in the world. The lack of education of these children severely stunts their chances for a decent life in the future. It also perpetuates a vicious circle because illiteracy is linked directly to serious problems affecting a nation's economic development, productivity, health, nutrition and population control.

There also is a particular problem in education with respect to gender disparity. Among children not attending school, twice as
many are girls,\textsuperscript{78} and a large proportion of illiterates are women.\textsuperscript{79} This has serious social consequences. Women with no primary education are likely to marry at an earlier age and have more children who are less likely to survive.\textsuperscript{80} In India, for example, the infant mortality rate of babies whose mothers received a primary education is one-half that of the children of uneducated mothers.\textsuperscript{81}

G. The Industrial World

Thus far, I have been looking at the state of children in the developing world. In the wealthy industrial nations, aggregate world statistics are very favorable.\textsuperscript{82} But even in these nations, some children live in extreme poverty and are subject to many of the same problems that children in the developing world face.\textsuperscript{83} For example, the adult literacy rate in 1990 in South Asia was 59\% for men and 32\% for women. World's Children, supra note 8, at 98 tbl.10.

Causes for this disparity in school enrollment include: cultural tradition, limited future economic opportunities for women, cost of education, domestic chores for girls, gender bias, sexual harassment in schools, and risk of rape and injury as they walk to school. Patricia Leone, Educational Commentary: Keeping Girls in School, in Progress of Nations, supra note 10, at 28, 29.

81. Dall, supra note 72, at 151. In India, the adult literacy rate in 1990 was 62\% for men and 34\% for women. World's Children, supra note 8, at 86 tbl.4.

82. See, e.g., Statistical Profiles, in Progress of Nations, supra note 10, at 52, 53 (providing birth rate statistics for regions of the world). For example, the United States's under-five mortality rate (U5MR) of 10 per 100,000 is comparable to that of nations like France, Denmark, Italy and the United Kingdom, and much lower than the U5MR of a majority of countries in Asia and Africa. Id.

83. For the first time, UNICEF's The Progress of Nations 1996 report had a separate chapter to mark the progress of the industrial world. See Peter Adamson, The Industrial World Commentary: Beyond Basics, in Progress of Nations supra note 10, at 42-49 (noting well-being of children in economically advanced countries). The report pointed out that, while the most obvious needs have been met for the great majority of an industrial nation's children, perhaps as many as 80-90\%, a minority of children in the industrialized nation still need our attention. Id. at 43. Other scholars have discussed more fully, in separate works, the problems of implementing the Convention in specific industrial countries. See, e.g., Coby de Graaf, The Relevance of the Convention on the Rights of the Child in Holland, in Children's Rights: A Comparative Perspective 33, 33-64 (Michael Freeman ed., 1996) [hereinafter Children's Rights] (discussing implementation of Convention in the Netherlands); Stephen J. Toope, The Convention on the Rights of the Child: Implications for
example, in the wealthiest country in the world, the United States, twenty-two percent of the children live below the poverty line;\textsuperscript{[84]} this figure represents roughly sixteen million children.\textsuperscript{[85]} This statistic places the United States, by far, at the bottom of the list of industrial nations, most of whom have succeeded in keeping child poverty rates well below five percent.\textsuperscript{[86]} In the major cities of the United States, rates are much higher, often over fifty percent.\textsuperscript{[87]} Children in single mother families, who represent one-half of the poor children, also have poverty rates exceeding fifty percent.\textsuperscript{[88]} Unfortunately, the situation in the United States has been deteriorating for quite some time; in 1969, thirteen percent of the children lived in poverty.\textsuperscript{[89]} With the recent substantial erosion of our

\textit{Canada, in Children's Rights, supra,} at 113, 113-23 (discussing implementation of Convention in Canada).

In addition, new criteria for measuring progress are suggested for industrial nations. Adamson, \textit{supra}, at 43. These new indicators include the proportion of children living below national poverty lines, illiteracy, teenage fertility rates, teenage tobacco use, youth suicide rates, injury death rates and fatherless families. \textit{Id.}


\textsuperscript{86} \textit{See Safety Nets for Children Are Weakest in U.S., supra note 84, at 45 (noting that Austria, Belgium, Denmark, Finland, Luxembourg, Norway, Sweden and Switzerland have child poverty rates below 5%). Only Australia, Canada, Ireland and Israel have poverty rates of more than 10%, and these are all substantially lower than the U.S. rates. Id. In addition, all other industrial nations do more to lift their children out of poverty than the United States does. Id. (citing Luxembourg Income Study survey). Sixty-eight percent of people receiving welfare in the United States are children. \textit{Our Nation’s Children, supra note 85.} Nevertheless, in dollar amounts, poor children in the U.S. are one-third worse off than the average low-income child in 17 other industrialized countries. \textit{Only Ireland and Israel Have Poorer Children than U.S., in Progress of Nations, supra note 10, at 45.


\textsuperscript{88} Half of Solo Mothers in Poverty in Australia, Canada and U.S., \textit{in Progress of Nations, supra note 10, at 44 [hereinafter Solo Mothers]; see also Nat’l Ctr. for Educ. Studies, U.S. Dep’t of Educ., Youth Indicators 1996/Indicator 21. Poverty (visited Jan. 29, 1997) <http://www.ed.gov/NCES/pubs/yi/y9621a.html> (stating that, in 1994, 57.7% of children under 18 in families with female head were in poverty). The United States has the highest percentage of children in single-mother families living in poverty: 59.5%. \textit{Solo Mothers, supra,} at 44. At 21.2%, the United States also has more children living in single-mother families than any other industrial nation. \textit{Absent Fathers Linked to Economic Pressures, in Progress of Nations, supra note 10, at 44.}

\textsuperscript{89} \textit{Safety Nets for Children Are Weakest in U.S., supra note 84, at 45.}
child welfare programs, the number of poverty-stricken children is sure to climb much higher than the present rate in the near future. In comparison, most of the other industrial countries have been much more successful in protecting their poor children from the consequences of poverty, such as lack of health care, substandard housing, homelessness and violence.

To summarize, in the developing world there are serious problems for children with respect to mortality, war, lack of adequate nutrition, health care, education and protection from oppressive labor. Even in the wealthy industrial nations, there is often a very poor child population that shares some of these problems. Is the world doing anything to change the desperate condition of its children?

III. THE PROMISE TO THE CHILDREN

Increasingly, the nations of the world have heard the "cry of the children" and have made formal promises to protect and care for them. I will examine two important sets of promises made at the beginning of this decade: (1) those contained in the U.N. Convention on the Rights of the Child and (2) those made in connection with the World Summit on Children.
A. U.N. Convention on the Rights of the Child

The U.N. Convention on the Rights of the Child ("Convention") is an international human rights treaty containing an unprecedentedly large and comprehensive body of promises to children by the nations of the world. The Convention, ten years in the drafting, was approved unanimously by the U.N. General Assembly in 1989 and received a phenomenal response. It went into force in 1990 and was ratified by more nations in a shorter period of time than any other international convention in history. Today, 189 countries are parties to the Convention. This is almost universal ratification. Only four nations have not yet ratified. Although the United States was active in the drafting of the Convention and has signed it, it is among the very few countries that have not ratified the Convention.

The Convention recognizes two kinds of children's rights. There are rights based on the assumption that children are a particularly vulnerable population that needs special protection and care. These rights are positive economic, social and cultural rights of children to survival, protection and development. Be-


95. Himes, supra note 52, at 1 (paraphrasing U.N. Centre for Human Rights).


97. The Convention entered into force a mere 10 months after its adoption by the General Assembly. Id. It "has become the most rapidly [and widely] accepted human rights treaty in history," The Convention: From Acceptance to Observance, in PROGRESS OF NATIONS, supra note 10, at 38 [hereinafter Convention Acceptance]; see also Committee on the Rights of the Child Concludes Eleventh Session at Geneva, 8-26 January, U.N. Doc. HR/4289 (press release) [hereinafter Press Release] (discussing how Convention has been widely accepted).


99. Multilateral Treaties, supra note 98. The nations that have not yet signed the treaty are the Cook Islands and Somalia. See id. (listing accession of Oman and United Arab Emirates to Convention in 1996). Switzerland and the United States have signed but not ratified the Convention. Id.

100. Id.


102. For a further discussion of the positive economic, social and cultural rights of children to survival, protection and development, see infra notes 106-18 and accompanying text. The Progress of Nations 1996 sets forth the distinction between positive and negative rights. See Fartha Dasgupta, Commentary: National Performance Gaps, in PRO-
cause these rights are particularly relevant to the problems of the world’s children that I have outlined, these rights will be the focus of my discussion.\textsuperscript{103}

Despite its focus on children’s rights, the Convention basically is a pro-family document. It recognizes the family as the natural environment for child development and makes clear that parents have the primary right and responsibility to raise their own children, without interference from their government or by the U.N.\textsuperscript{104} Moreover, it contains many provisions that are designed to preserve the integrity of the family.\textsuperscript{105}

The economic, social and cultural, as opposed to civil and political, rights recognized by the Convention can be grouped into two categories:

1. \textit{Protection from harm.} This includes protection from: physical, mental and sexual abuse and neglect;\textsuperscript{106} economic, sexual and other exploitation;\textsuperscript{107} harmful labor;\textsuperscript{108} armed conflict;\textsuperscript{109} torture or cruel treatment;\textsuperscript{110} abduction, trafficking and illicit transfer abroad;\textsuperscript{111} harmful drugs;\textsuperscript{112} traditional practices harmful to health (such as female genital mutilation);\textsuperscript{113} and separation from parents.\textsuperscript{114}

\textsuperscript{103} The Convention also recognizes children as autonomous human beings with extensive civil and political rights and freedoms that I will not examine here. These include fundamental freedoms and rights possessed by adults as well as children, including the right to life (art. 6); the right to a name, nationality and identity (arts. 7, 8); the right to be heard in all matters affecting the child (art. 12); freedom of expression (art. 13); freedom of thought, conscience and religion (art. 14); freedom of association and assembly (art. 15); the right to privacy (art. 16); the right of access to information (art. 17); and freedom from discrimination (art. 2). \textit{Convention, supra} note 94, at 11-12.

\textsuperscript{104} \textit{See id.} pmbl. \textsection 5, arts. 3, 5, 18 (discussing obligations and rights of parents).

\textsuperscript{105} \textit{Id.} arts. 7-10.

\textsuperscript{106} \textit{Id.} art. 19.

\textsuperscript{107} \textit{Id.} arts. 32, 34, 36.

\textsuperscript{108} \textit{Id.} art. 32.

\textsuperscript{109} \textit{Id.} art. 38.

\textsuperscript{110} \textit{Id.} art. 37.

\textsuperscript{111} \textit{Id.} arts. 11, 35.

\textsuperscript{112} \textit{Id.} art. 33.

\textsuperscript{113} \textit{Id.} art. 24.

\textsuperscript{114} \textit{Id.} art. 9.
2. **Special care.** This includes the right of the child to an adequate standard of living, health care, nutrition, and education.

Unlike prior declarations on the rights of the children, the Convention imposes binding obligations on all of the nations that have ratified it. The Convention recognizes, however, that economic, social and cultural rights, particularly those involving special care, such as the standard of living, health care, nutrition and education, may require substantial resources to implement. Poor countries, therefore, are obligated to provide this protection and care only "to the maximum extent of their available resources and, where needed, within the framework of international cooperation." Thus, such countries may be able to implement some of

115. Id. art. 27 ("States Parties recognize the right of every child to a standard of living adequate for the child's physical, mental, spiritual, moral and social development . . . ").
116. Id. art. 24 (establishing "the right of the child to the enjoyment of the highest attainable standard of health and to facilities for the treatment of illness and rehabilitation of health").
117. See id. art. 24(2)(c), (e) (requiring "provision of adequate nutritious foods and clean drinking-water" in addition to making available "basic knowledge of child health and nutrition [and] the advantages of breast-feeding").
118. See id. art. 28 (ensuring "right of the child to education," including compulsory primary education free for all children and secondary and higher education accessible to all children). In addition, the Convention provides children with the right to rest and leisure as well as the right to enjoy cultural activities. Id. arts. 30-31.
119. See, e.g., Declaration on the Rights of the Child, G.A. Res. 1386, U.N. GAOR, 14th Sess., Supp. No. 16, at 1, U.N. Doc. A/4354 (1959) (calling for nations to "recognize" child rights and "strive for their observance"), reprinted in LEBLANC, supra note 96, at 290, 290-92; The Geneva Declaration of the Rights of the Children (1924), reprinted in LEBLANC, supra note 96, at 289 (declaring that it is "duty" of mankind to give children "the best that it has to give"). These Declarations were brief, nonbinding documents that stated only general principles regarding the care and protection of children.
120. See Convention, supra note 94, arts. 2, 4 (indicating that nations who are parties to Convention commit themselves to respect and implement all rights included in it). In addition, most of the substantive provisions of the Convention impose obligations on parties through such mandatory language as: "shall respect and ensure," "shall ensure," "shall undertake," "shall undertake to respect" and "shall take all appropriate measures." Id. arts. 2-4, 8, 19. Very few provisions appear to provide for children's rights directly. For example, "the child shall have the right to freedom of expression." Id. art. 13.
121. Id. arts. 4, 24, 27(3).
122. Id. art. 4. Similar language also is contained in articles creating rights to specific care. For example, Article 6 ensures survival and development of the child "to the maximum extent possible." Id. art. 6. Article 23(2) permits care for disabled children to be implemented "subject to available resources." Id. art. 23(2). Article 24 provides for the "highest attainable standard of health," and Article 27(3) provides that countries will attempt to provide an adequate standard of living "in accordance with national conditions and within their means." Id. arts. 24,
these rights only "progressively" over a period of time. But, in the effort to comply, they are required to devote "maximum" resources to children and to give them priority in the allocation of resources.

Although the Convention imposes binding obligations, it contains no enforcement mechanism. It does not provide that another nation or an aggrieved individual may call a ratifying country to account before any international tribunal for violating the Convention. Nor is there any provision for making the Convention di-

27: see also Himes, supra note 52, at 23-29 (noting that countries' ability to provide protection is subject to resource-related constraints).

123. See, e.g., id. art. 28(1) (requiring that countries provide children with education, but realistically aims at "achieving this right progressively"). Similarly, the Convention allows countries to "achiev[e] progressively the full realization of" health care. Id. art. 24(4).

124. See id. art. 4 (implying priority for children in phrase, "to the maximum extent of their available resources"); see also Dasgupta, supra note 102, at 33 (recognizing that certain countries may not have sufficient resources to ensure children's rights); Thomas Hammarberg, Foreword to IMPLEMENTING THE CONVENTION ON THE RIGHTS OF THE CHILD, supra note 17, at viii (noting that all countries should "give priority" to children); Toope, supra note 83, at 36 (noting that Convention requires states to "reassess their spending priorities" to provide protection to children). In fact, two proponents interpret Article 4's language to mean that "minimum core obligations" should be fulfilled immediately. See Himes & Saltarelli, supra note 51, at 240-41 (interpreting that states should provide minimum level of essential social services as well as "respect, protect, facilitate and fulfill children's rights regardless of resource constraints"). Additionally, "available resources" should be broadly defined to include not only finances, but also "human, economic and organizational" resources at all levels, "from the family to the nation to the international [community]." Himes, supra note 52, at 4-9, 29; see Parker, supra note 73, at 35-36 (reiterating that adoption of principle of children's rights gives rise to "obligations . . . at all levels of society").


While such enforcement by the International Court of Justice (ICJ) may be theoretically possible, in practice the ICJ has "remained a relatively marginal actor in terms of the U.N.'s overall human rights endeavors." Philip Alston, Appraising the United Nations Human Rights Regime, in THE UNITED NATIONS AND HUMAN RIGHTS 1, 8 (Philip Alston ed., 1992). To the extent that Convention provisions have been incorporated into regional and specialized human rights instruments, international enforcement is more likely. See Cynthia P. Cohen, The Developing Jurisprudence on the Rights of the Child, 6 ST. THOMAS L. REV. 1, 92 (1993) (recognizing that while U.N. cannot impose direct sanctions for failure to comply with Convention, national legislation can apply sanctions for disregard of Convention standards). The European Human Rights Commission and the European Court, for example, have played an important role in the enforcement of human rights. See BARRY E. CARTER & PHILLIP R. TRIMBLE, INTERNATIONAL LAW 958-62 (2d ed. 1995) (summarizing courts' protection of human rights in member states). Children have successfully brought cases for enforcement of their rights under the European Convention on Human Rights. See HENRY J. STEINER & PHILIP ALSTON, INTERNATIONAL HUMAN RIGHTS IN CONTEXT: LAW, POLITICS & MORALS 588-89 (1996) (describing courts' impact on protection of illegitimate children); GERALDINE VAN
rectly enforceable in the courts of a ratifying country. Whether there is such direct enforceability is left to the domestic law of each nation.\textsuperscript{126}


\textsuperscript{126} \textit{See} Albert Bleckmann, \textit{Self-Executing Treaty Provisions, in 7 Encyclopedia of Public International Law} 414 (Rudolf Bernhardt ed., 1984) (noting that direct applicability presupposes that treaty can take effect within domestic law). A treaty that becomes directly enforceable in the courts of a nation upon its ratification by that nation is often known as a self-executing treaty. \textit{Id.}

The international community disagrees about whether a treaty is generally "self-executing" in the sense that it may be enforced directly in the courts of a party to the treaty without domestic implementing legislation. \textit{See Benedetto Conforti, International Law and the Role of Domestic Legal Systems} 26 (1993) (recognizing "reluctance of domestic legal operators to implement an international agreement" in absence of general or specific domestic rule). This conflict is illustrated with the Convention. In a review of the reports of 43 countries to the Committee on the Rights of the Child, UNICEF found 16 countries which said the Convention may be invoked directly in their courts. \textit{See Translating Principles into Law, in Progress of Nations, supra} note 10, at 39 (citing Australia and France as countries in which Convention actually has been invoked in court); \textit{see also} Minister of State v. Teoh (1995) 183 C.L.R. 273 (Austl.) (deciding that refusal of Teoh's application for temporary entry permit without consideration of effects on Teoh's Australian-born children was inconsistent with Convention).

On the other hand, other nations have taken the opposite approach and stated that the Convention is not self-executing, either because their view is that treaties generally are not self-executing or because the language of the Convention indicates that it should not be self-executing. \textit{See} Bleckmann, \textit{supra}, at 414 (noting that leading theory of treaty interpretation asserts that there are no self-executing treaties because domestic execution of international law is reserved to national law). For a discussion of how the Convention primarily creates state obligations rather than individual rights, \textit{see supra} note 120.

One nation, Germany, entered a nonself-executing reservation upon ratification. \textit{See Multilateral Treaties, supra} note 98 (Germany's reservation) (declaring that Convention does not apply directly to German domestic law, but "establishes state obligations under international law that the Federal Republic of Germany fulfills in accordance with its national law"). The U.S. government has expressed a "strong preference," particularly as to human rights treaties, that treaties be nonself-executing so as "not to use the unicameral treaty power of the United States Constitution to effect direct changes in the domestic law of the United States." Marian Nash (Leich), \textit{Contemporary Practice of the United States Relating to International Laws}, 89 Am. J. Int'l L. 589, 590 (1995) (citing Conrad K. Harper, Legal Adviser, Department of State, Address to Human Rights Committee of United Nations (Mar. 29, 1995)). For a further discussion of the U.S. position on nonself-executing treaties, see generally Carlos Manuel Vasquez, \textit{The Four Doctrines of Self-Executing Treaties}, 89 Am. J. Int'l L. 695 (1995).

Even if the Convention is not self-executing, provisions of it theoretically might be recognized in a domestic court as part of customary international law or viewed as an aid to the interpretation of domestic law. \textit{See generally} Fox, \textit{supra} note 125, at 17 (noting that Convention may play interpretive role in applying customary international law). A court of appeals judge in New Zealand, for example, has held that "principles of the Treaty" could be used in interpreting statutes which do not even mention the Convention. \textit{See} Mark Henaghan, \textit{New Zealand and the United
The Convention created the Committee on the Rights of the Child ("Committee") to monitor implementation. But the Committee has no power to enforce. It is not a prosecutorial or adjudicatory body; instead, it tries to obtain compliance by persuasion, suggestion and assistance, rather than by confrontation. The monitoring system centers on periodic reports that the Convention requires each nation to submit to the Committee. The reports should describe the implementing measures that have been taken and the status of children's rights in the reporting nation.


127. Convention, supra note 94, art. 43. The Committee is established "[f]or the purpose of examining the progress made by States Parties in achieving the realisation of the obligations undertaken in the present Convention" and consists of ten experts who serve in their personal capacities, not as representatives of their governments. Id. The Convention requires that the Committee "shall consist of ten experts of high moral standing and recognised competence in the field covered by this Convention." Id. At present, Committee members come from Burkina Faso (Chair), Barbados, Brazil, Egypt, Israel, the Philippines, Portugal and Zimbabwe. See Press Release, supra note 97 (reporting results of January 1996 election). For a further discussion of the Committee, see LEBLANC, supra note 96, at 185-272 (discussing Committee's function and structure) and Cohen, supra note 125, at 24-45 (same).

128. See Fox, supra note 125, at 20 (noting, however, that publication of Committee's report within "state party" can fuel domestic opinion in favor of further implementing Convention's protected rights).

129. The Committee's function mirrors the function of similar human rights monitoring bodies, such as the Human Rights Committee established under the International Covenant on Civil and Political Rights. See Cohen, supra note 125, at 20 (stating that Articles 43 and 44 "follow the usual format" for creating "United Nations human rights treaty monitoring body"); Torkel Opsahl, The Human Rights Committee, in THE UNITED NATIONS AND HUMAN RIGHTS, supra note 125, at 369-70 (describing functions of Human Rights Committee). Generally, these committees receive and review "state party" reports, and publish conclusions based upon the reports. See Cohen, supra note 125, at 20-21 (explaining that some committees may have power to conduct further inquiry into "state party conditions").

130. Cohen, supra note 125, at 21 (noting that because Committee has no adjudicatory powers, its "main mechanism" for assuring compliance is "threat of negative publicity and exposure to international scorn"). In addition, the Committee makes suggestions in its concluding observations and provides technical assistance, if necessary. See id. at 32, 33-39 (explaining measures Committee may invoke to monitor treaty compliance and illustrating Committee's response to Egyptian report in 1992).

131. Convention, supra note 94, arts. 43, 44.

132. Id. art. 44, ¶ 1, 2. The Committee has established guidelines for the contents of the reports, which ask the country to state implementing measures in force, difficulties encountered and progress achieved regarding eight areas of concern. See General Guidelines Regarding the Form and Content of Initial Reports to Be Submitted by States Parties, Comm. Rts. Child, 1st Sess., 22d Mtg., U.N. Doc. CRC/C/ 5 (1991) [hereinafter General Guidelines] (emphasizing that process of preparing
The Committee reviews each report at a public meeting with representatives of the reporting nation. After the meeting, the Committee prepares written Concluding Observations, which con-


133. See LeBlanc, supra note 96, at 256-58 (noting that Committee prefers to meet with "high-level government officials" who are responsible for implementing Convention's provisions). The Convention makes no express provision for the procedure of reviewing reports but does provide for annual Committee meetings. See Convention, supra note 94, art. 43 ("The Committee shall normally meet annually."). Meetings now convene three times a year, with each session lasting weeks. Sandra Mason, Committee Member, Address at Conference on U.N. Convention on the Rights of the Child: Prospects for the Year 2000 (New Orleans, Feb. 13-15, 1997) [hereinafter Convention Conference]. For three weeks, the Committee meets with representatives of reporting nations to discuss their reports. Id. The fourth week is spent on pre-sessional review of reports to be discussed at the next session. Id. Seventy reports have been reviewed in this manner, although 100 have been submitted. Yuri Kolosov, Committee Member, Address at Convention Conference, supra. Six or seven reports are reviewed at each session—18 to 20 each year. Id.; see also UNICEF, Concluding Observations of the Committee (last modified June 1996) <http://www.unicef.org/crc/observ.htm>.

The Rules of Procedure provide for the review process at Committee meet-

ings. Rules of Procedure, supra, at Rules 66-74. A working group of the Committee works with the government of the reporting nation to prepare for the meeting, drawing up a list of questions which the nation is requested to answer and which will serve as the basis for discussion. See LeBlanc, supra note 96, at 257-58 (noting that Committee informs governments that list of questions is not exhaustive but is intended to facilitate constructive dialogue); Cohen, supra note 125, at 32 ("These periods of spontaneous questions and answers can be lively and informative."). The Committee may also obtain additional information about that country from sources such as specialized U.N. agencies, UNICEF, other human rights commit-

tees and non-governmental organizations (NGOs). Convention, supra note 94, art. 45; Rules of Procedure, supra, at Rule 70. An NGO group representing 30 organizations actively participates in the work of the Committee, and often, national NGOs of the country under review will submit reports. LeBlanc, supra note 96, at 263-64; Cohen, supra note 125, at 56-58.

At the meeting, individual Committee members pose precise and detailed questions to the representatives of the country under review. See Cohen, supra note 125, at 32, 36 (illustrating, for example, in Committee's 1992 meeting with Egypt, how Committee members asked specific questions about "family identity card[s]" and "socially acceptable name[s]" required for children under Egyptian law). Summary records of the meetings are available as a separate U.N. document for each country reviewed. It usually takes three half-day sessions to review a report. See, e.g., id. at 37 (noting that Committee reviewed Egyptian report for three half-day sessions). Because of limited Committee membership and meeting days and inadequate resources of the U.N. Centre for Human Rights, which acts as a secretariat for the Committee, a backlog of unreviewed reports is building up. Id. at 28-29. A proposal to increase Committee membership to 18 members has been adopted by the General Assembly and is awaiting approval by two-thirds of the member nations. See Promotion and Protection of the Rights of Children: Conference of States Parties to the Convention on the Rights of the Child, G.A. Res. 155, U.N. GAOR, 50th Sess., Agenda Item 110, at 1, U.N. Doc. A/50/L.61/Rev.1 (1995) (urging

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tain concerns, suggestions and recommendations. The Committee submits the Concluding Observations, along with a transcript of the meeting, to the reporting nation and to several U.N. bodies and makes them available to the public. From time to time, the Committee also may make general comments interpreting the Convention.

B. World Summit for Children

In 1990, the heads of state or government and other high level representatives from most of the nations of the world, including the "states parties to take appropriate measures" to reach two-thirds majority as soon as possible). 134 See LEBLANC, supra note 96, at 266-68 (observing that Committee strictly adheres to common pattern developed by U.N. Human Rights Committee in issuing its Concluding Observations); see also Convention, supra note 94, art. 45(d) ("The Committee may make suggestions and general recommendations based on information received pursuant to [the report and meeting]."). Copies of the Committee's Concluding Observations for each country reviewed are available as separate U.N. documents. The Committee may also request additional information from a reporting country and schedule discussion of that information at a future meeting. See Convention, supra note 94, art. 44(4) (confering upon Committee discretionary authority to request additional information); Rules of Procedure, supra note 133, at Rules 68-69 (providing that Committee may also designate time limit for receipt of additional information).

135 Convention, supra note 94, art. 45(b), (d); see also Cohen, supra note 125, at 32 (noting that formal report providing Committee's conclusions is provided to reporting nation and submitted to General Assembly). The Committee believes that it is important for the report, a summary record of the meeting and the Concluding Observations to be widely disseminated in the reporting country and to be available internationally. See Rules of Procedure, supra note 133, at Rules 36-37 (noting that records of public meetings and all official documents "shall be documents for general distribution"); see also Overview of the Reporting Procedures, Comm. Rts. Child, 7th Sess., ¶ 21-22, 28, U.N. Doc. CRC/C/33 (1994) (summarizing procedures for Concluding Observations). The Convention provided that "States Parties shall make their reports widely available to the public in their own Countries." Convention, supra note 94, art. 44, ¶ 6.

136 See Rules of Procedure, supra note 133, at Rule 75 (providing that in addition to reviewing reports at meetings, Committee occasionally may devote a meeting "to a general discussion of one specific article of the Convention or related subject"). The Convention states that the Committee, at such meetings, may invite specialized agencies to participate in the discussion and to provide "expert advice on the implementation of the Convention in areas falling within the scope of their respective mandates." Convention, supra note 94, art. 45(a). After the meeting, the Committee may make general observations about the topic discussed. See generally Rules of Procedure, supra note 133, at Rule 75 (providing for general discussion "[i]n order to enhance a deeper understanding of the content and implications of the Convention"). The Committee, for example, has had general discussions on children in armed conflict, economic exploitation of the child, juvenile justice as well as family and child relationships. See Cohen, supra note 125, at 41-45 (discussing Committee's first general discussion day in October 1992). To aid in such general discussions, "the Committee may recommend to the General Assembly to request the Secretary General to undertake studies on specific issues." Convention, supra note 94, art. 45(c); Rules of Procedure, supra note 133, at Rule 76.
United States, gathered for an historic World Summit for Children ("Summit").\textsuperscript{137} They issued a World Declaration on the Survival, Protection and Development of Children ("World Declaration") and a Plan of Action ("Plan") for implementing the World Declaration by the year 2000\textsuperscript{138} and, in some instances, set intermediate targets for the year 1995.\textsuperscript{139} The Plan contained a number of detailed numerical goals for children, particularly those related to health, nutrition, water, sanitation, the environment, education, the status of girls, women and children in especially difficult circumstances and armed conflict.\textsuperscript{140} For example, a goal of ninety percent immunization coverage was set for the year 2000.\textsuperscript{141}

At the Summit, each nation agreed to prepare a National Program of Action (NPA) to achieve these goals.\textsuperscript{142} The vast majority

\begin{itemize}
  \item \textsuperscript{139} Progress Report 1995, supra note 137, ¶ 1; see also Plan of Action, supra note 45 (providing guide for "ensuring the implementation of the World Summit for Children"); World Declaration, supra note 138, at 326-29 (outlining goals advanced by World Summit for Children).
  \item See Plan of Action, supra note 45, ¶ 5(a)-(g) & app. (listing goals for children in 1990s).
  \item Id. at app. (II)(C)(iv); see also World's Children, supra note 8, at 72 (listing "90 per cent immunization among under-ones" as goal for year 2000). A mid-decade goal of 80% immunization against six major vaccine-preventable childhood diseases was set for all countries. Id.
  \item Progress Report 1994, supra note 139, ¶ 12. The Plan of Action urges nations to prepare national programs of action to implement the commitments outlined in the World Declaration. Id.; see also Plan of Action, supra note 45, ¶ 54(l). In addition, the Plan of Action encourages each country, in the context of its NPA, to
\end{itemize}
of developing countries and a substantial number of industrial countries, including the United States, now have completed their NPAs. Many NPAs are quite detailed, containing specific strategies, programs and projects for achieving the goals and estimates of the resources needed. But some NPAs are much briefer and more general.

To summarize, the promises that the nations of the world made in the Convention and in connection with the Summit are extremely wide-ranging—they cover every aspect of a child's well-being. The promises demonstrate a world-wide commitment in this decade to the welfare of the child that is unprecedented in history. Thus, we have an unparalleled opportunity to make a vast improvement in the condition of our children. Are we doing it?

IV. KEEPING THE PROMISE TO THE CHILDREN

To what extent are the Convention, World Declaration and NPAs actually being implemented? We have a long way to go, but there are hopeful signs that the world, including many very poor

re-examine its plans, programs and budget. Id. ¶ 34(ii). “Families, communities, local governments, NGOs, [and] social, cultural, religious, business and other institutions, including the mass media, are encouraged to play an active role.” Id. ¶ 34(iv). For a discussion of National Programs of Action, see Robert J. Ledogar, Realising Rights Through National Programmes of Action for Children, in IMPLEMENTING THE CONVENTION ON THE RIGHTS OF THE CHILD, supra note 17, at 55-68.

143. See Progress Report 1995, supra note 137, ¶ 27 (reporting that smallest proportion of completed National Programs of Action (NPAs) was from Central and Eastern Europe and countries of former Soviet Union). As of 1996, 105 countries have finalized NPAs, covering 88% of the world's children. WORLD'S CHILDREN, supra note 8, at 64.

144. See Ledogar, supra note 142, at 56 (detailing what NPAs are to contain). The Plan of Action, among other goals, suggests that countries preparing NPAs include information about making children a priority, allocating or reallocating national resources effectively to benefit children, establishing monitoring and data-collecting mechanisms, and increasing social and political mobilization. Plan of Action, supra note 45, ¶¶ 33, 34.

Often, the NPAs were prepared after extensive consultation at all levels of government and with NGOs. WORLD'S CHILDREN, supra note 8, at 64. The preparation of NPAs offered many countries a means of coordinating efforts by both governmental and nongovernmental actors. Id. Some countries—Brazil and India, for example—even prepared state and local NPAs. Id.

145. See Ledogar, supra note 142, at 56 (“Some NPAs are rather broad general statements of goals, policies and strategies . . . .”).

countries, is making substantial progress towards keeping its promise to children.  

A. U.N. Convention on the Rights of the Child

Although the U.N. cannot interfere with the sovereignty of a nation to enforce children's rights, the Convention is more than an abstract statement of rights. It is designed to improve the actual state of the world's children in a number of ways.

First, the process by which the Convention is ratified in a particular nation, and the discussion, publicity and activity of non-governmental organizations (NGOs) associated with it, creates an atmosphere of increased sensitivity to children's rights and to the needs and public pressure for change.

Second, the Convention is more than a declaration of concern for children. It consists of binding obligations, and, therefore, nations that take their treaty obligations seriously will exercise their best efforts to implement the Convention. In addition, some countries have actually incorporated the entire Convention into domestic law.

Third, the monitoring activities of the Committee on the Rights of the Child, even though they are noncoercive and nonconfrontational, have the effect of influencing ratifying countries to implement the Convention for several reasons. First, the preparation and publication of the report itself focus the attention of government leaders and the public in the reporting nation on the detailed condition of its children and the deficiencies that

147. "The Convention has produced a profound change that is already beginning to have substantive effects on the world's attitudes towards its children." WORLD'S CHILDREN 1997, supra note 8, at 9. For a discussion of the substantial progress that has been made throughout the world with respect to the condition of children, see infra notes 148-82 and accompanying text.

148. As noted earlier, neither the Convention nor the Committee on the Rights of the Child can directly enforce the obligations imposed by the Convention. For a further discussion of the Convention's enforcement, see supra notes 125-32 and accompanying text.

149. For a further discussion of the obligations imposed by the Convention, see supra note 120 and accompanying text.

150. For a further discussion of the incorporation of the Convention into domestic law, see supra note 126 and infra note 159 and accompanying text.

151. See generally Convention Acceptance, supra note 97, at 38 (discussing purpose of Committee). Hoda Badran, the former chair of the Committee describes the operation of the Committee as "an unspectacular, even bureaucratic process, but it is aimed at bringing change inside national establishments—in national institutions, national plans, national legal systems, national policies—and we have seen enough in five years to know that it works." Id.
should be remedied. In addition, the Committee review process highlights deficiencies, makes suggestions for remedies and periodically examines what progress has been made since the last report. The Committee also can make arrangements for technical advice and assistance, and bring to light the nation's need for international aid. Finally, the record of the Committee review is made public in the reporting nation and internationally. This creates internal political pressure on the government to remedy the deficiencies disclosed by the process and, at the same time, pressure to avoid a negative public image in the world.

Lastly, the Convention has inspired other international agreements relating to children's rights.

Reports to the Committee contain evidence that many nations have taken concrete steps to implement the Convention and actu-

152. For a further discussion of the preparation and publication of the report, see supra notes 151-35 and accompanying text. Article 44 of the Convention requires that the report be made "widely available to the public." Convention, supra note 94, art. 44, ¶ 6. The Guidelines require the reports to include information about "the measures undertaken or foreseen [by States Parties and] . . . to make their reports widely available to the public at large in their own countries." General Guidelines, supra note 132, ¶ 11.

153. For a further discussion of the Committee review process, see supra notes 133-35 and accompanying text.

154. See Convention, supra note 94, arts. 44, 45 (establishing and detailing Committee review process). Information from NGOs and other specialized agencies may sometimes provide more detail on topics which countries, exercising their powers of discretion, may not disclose fully. See Karen A. McSweeney, The Potential for Enforcement of the United Nations Convention on the Rights of the Child: The Need to Improve the Information Base, 16 B.C. INT'L & COMP. L. REV. 467, 484 (1993) (explaining that Convention includes specific role for NGOs in monitoring process). See also supra notes 3-11.

155. See Convention, supra note 94, art. 45(d) (requiring that Committee's "suggestions and general recommendations shall be transmitted to any State Party concerned and reported to the [U.N.] General Assembly").

156. See Cohen, supra note 125, at 21 (concluding that "main mechanism" for assuring compliance with Convention's standards is "threat of negative publicity and exposure to international scorn").

ally improve the state of their children. An analysis by UNICEF of the forty-three reports that had been reviewed by the Committee through the end of 1995 concluded that a great majority of governments had reported amending their constitutions and/or legislation to harmonize their national law with the provisions of the Convention. In addition, many nations reported that they had established administrative structures to coordinate and monitor the implementation of the Convention at national and local levels. Moreover, a variety of educational programs about the Convention were reported, including the training of officials and judges, and

158. For a discussion of these reports, see infra notes 159-62 and accompanying text.

159. Convention Acceptance, supra note 97, at 38; Progress Report 1995, supra note 137, ¶ 34. UNICEF also reports that 14 countries have incorporated the Convention into their constitutions, and 35 have passed new laws or amended existing laws to conform with the Convention. Convention Acceptance, supra note 97, at 38. Honduras, for example, effective 1996, enacted a detailed children’s rights code based on the Convention, after a three-year drafting process participated in by government ministries and NGOs. World’s Children 1997, supra note 8, at 12. Tunisia, for example, completed a two-year process in which national legislation was brought into line with the Convention. Translating Principles into Law, supra note 126, at 38. Brazil has incorporated children’s rights into the national constitution. See World’s Children, supra note 8, at 65 (noting that children’s rights proposal became chapter in Brazil’s constitution). Subsequently, the Brazilian National Congress adopted a statute which defines children as citizens and explicitly sets forth their right to respect, dignity, freedom, health, education, sports and leisure. Id. In Argentina, the Convention’s principles were incorporated into the Argentine Constitution in 1994 because international treaties are incorporated into national law. Cecilia P. Grosman, Argentina—Children’s Rights in Family Relationships: The Gulf Between Law and Social Reality, in Children’s Rights: A Comparative Perspective, supra note 83, at 8. The Parliamentary Assembly of the Council of Europe in the European strategy for children, Recommendation 1286 (1996), has recommended that the Committee of Ministers strongly urge Council states “to guarantee, through explicit recognition in their constitutional texts or domestic law, children’s civil and political rights, as well as their economic, social and cultural rights as enshrined in the United Nations Convention on the Rights of the Child.” European Perspective, supra note 25, at 10.


160. Progress Report 1995, supra note 137, ¶ 34. Some countries have chosen to establish ombudsmen for children to monitor compliance with the Convention. See Convention Watch Begins, in Progress of Nations, supra note 10, at 41 (reporting that since Convention came into force, Austria, Colombia, Costa Rica and Spain have designated ombudsmen). Other countries have set up municipal and local councils to monitor children’s rights. See id. (listing different types of councils set up in Brazil, El Salvador, Nepal, Tunisia and Vietnam). Altogether, 25 countries have established some form of monitoring mechanism. Id.
teaching about the Convention in schools. Finally, the reports often highlight the importance of the work of non-governmental child advocacy organizations in promoting public awareness of the Convention and in helping to achieve implementation and monitoring.

B. World Summit for Children

Simultaneously with the Convention, the World Summit for Children appears to have been significant in improving the actual state of the world's children. Because the Summit was attended by leaders of most of the nations of the world, it dramatically focused attention on the rights and needs of children. Moreover, the commitments to specific goals and targets in the Plan of Action and National Programs of Action have made national obligations concrete and have become important tools in the planning process for achieving implementation of the Convention.

Thus, for example, in addition to the general recognition of the right of the child to adequate health care in the Convention, the Plan of Action commits nations to specific health goals and has

161. See, e.g., A Treaty Goes to War . . . and to School, in PROGRESS OF NATIONS, supra note 10, at 40 (providing examples of 15 countries including human rights in their school curricula); Justice for Juveniles, in PROGRESS OF NATIONS, supra note 10, at 39 (reporting that some nations are reforming their juvenile justice systems and training judges and law enforcement officials as part of reform).

162. The annual UNICEF reports, The Progress of Nations and The State of the World’s Children, perform an invaluable service in this regard. In addition, NGOs throughout the world are assisting to reform legislation, establish programs to protect children and their rights, draft alternative country reports, and monitor and expose violations of children’s rights. See NGO Submit Alternative Reports, in PROGRESS OF NATIONS, supra note 10, at 41 (citing several examples of involvement of NGOs in drafting legislation and disseminating Convention’s principles).

163. For a further discussion of the Summit’s attendance, see supra note 137 and accompanying text.

164. See generally Ledogar, supra note 142, at 57-63 (discussing different nations’ NPA goals, strategies, organizational structures and finances).

165. See Convention, supra note 94, art. 24, ¶ 2(a) (requiring nations to “ensure the provision of necessary medical assistance and health care to all children”).
caused them to mobilize resources to achieve these goals.\textsuperscript{166} UNICEF, in its \textit{The Progress of Nations 1996} report, gives a scorecard for world achievement of the mid-decade targets.\textsuperscript{167} The report concluded that most nations of the world, including the very poor ones, have reached the targets or made substantial progress.\textsuperscript{168} For example, from a base of twenty-five percent immunization for major childhood diseases in 1980, 108 countries have reached the 1995 target of eighty percent coverage, and forty-five nations have achieved the year 2000 goal of ninety percent.\textsuperscript{169} This revolution in immunization is preventing more than three million deaths a year.\textsuperscript{170} Most nations of the world, therefore, have improved the condition of their children significantly since 1990 and even more dramatically since 1980.

Some of the Summit goals can be achieved relatively inexpensively. Oral rehydration therapy kits, for example, can be distributed at low cost and make a very significant difference in preventing the devastating toll of diarrhea.\textsuperscript{171}

\begin{itemize}
\item \textsuperscript{166} See, e.g., \textit{Plan of Action}, supra note 45, at app. II(C)(i)-(iv). The Plan of Action calls for:
\begin{itemize}
\item (i) Global eradication of poliomyelitis by the year 2000;
\item (ii) Elimination of neonatal tetanus by 1995;
\item (iii) Reduction by 95 per cent in measles deaths and reduction by 90 per cent in measles cases compared to pre-immunization levels by 1995, as a major step to the global eradication of measles in the longer run;
\item (iv) Maintenance of a high level of immunization coverage (at least 90 per cent of children under one year of age by the year 2000) against diphtheria, pertussis, tetanus, measles, poliomyelitis, tuberculosis and against tetanus for women of child-bearing age.
\end{itemize}
\end{itemize}

\textit{Id.}.

\begin{itemize}
\item \textsuperscript{167} 1995 Goals—A Scorecard, in \textit{Progress of Nations}, supra note 10, at 51; see also \textit{Statistical Profiles}, supra note 73, at 52-53 (providing social indicators for numerous countries).
\item \textsuperscript{168} See 1995 Goals—A Scorecard, supra note 167, at 51 (listing goals of World Summit for Children and progress through 1995); see also Carol Bellamy, \textit{Resources and Results}, in \textit{Progress of Nations}, supra note 10, at 1 (noting that countries have achieved varying levels of success in aiding children); Boutros Boutros-Ghali, \textit{Foreword} to \textit{Progress of Nations}, supra note 10, at ii (observing that there has been "sustained progress" in health, nutrition and education of children within global community).
\item \textsuperscript{169} 1995 Goals—A Scorecard, supra note 167, at 51.
\item \textsuperscript{170} See Sharma & Tulloch, supra note 49, at 23 (reporting that immunization is preventing more than three million deaths per year from diphtheria, measles, whooping cough and tetanus). Smallpox has been eradicated by vaccines, saving five million lives a year, and polio has been reduced from 400,000 cases each year in 1980 to 90,000. \textit{Vaccines Bring 7 Diseases Under Control}, in \textit{Progress of Nations}, supra note 10, at 26.
\item \textsuperscript{171} See \textit{World's Children}, supra note 8, at 58 (stressing that oral rehydration therapy costs approximately ten times less money to use than traditional means of treating diarrhea and has been called "potentially the most important medical advance of this century").
\end{itemize}
Of course, the achievement of some of the goals requires substantial resources—financial, human and organizational. This presents a formidable challenge to poor developing countries. In some of these countries, where the political will exists, far more progress appears to have been made than in other poor countries simply by better utilization and reallocation of existing resources. In other developing countries, however, the key to continued progress must be increased international development assistance. At the Summit, the international community committed itself to provide the developing countries with development assistance for children’s programs in the form of transfer of resources, trade concessions and debt relief. Instead of an increase in foreign aid, however, there has been a significant decrease in recent years.

172. See Himes & Saltarelli, supra note 51, at 4-7, 226-28 (discussing economic, human and organizational resources needed to secure children’s rights).

173. See Bellamy, supra note 168, at 1. Carol Bellamy, Executive Director of UNICEF, stated in Progress of Nations that:

If there is a common theme running through each issue of The Progress of Nations it is that the relationship between economic growth and social progress is not fixed. Some nations are regularly achieving far more for their children—in health, nutrition, and education—than other nations with considerably higher levels of income.

Id.

UNICEF’s National Performance Gaps tables also demonstrate the reality that countries with similar per capita GNPs can have widely different performances on the key measures of the state of children. See National Performance Gaps, in Progress of Nations, supra note 10, at 36-37 (comparing actual results in each country with results expected based on GNP).

Scholars have discussed various ways of making more resources available for children, most notably by: (1) creating a broader definition of available resources to include economic, human and organizational resources, both government and private, at every level of society; (2) increasing revenues; (3) restructuring budgets; (4) using less expensive and more efficient technologies and processes; and (5) controlling critical inputs that constrain outputs. See Himes, supra note 52, at 29-30 (supporting more expansive definition of “available resources”); Himes & Saltarelli, supra note 51, at 226-38 (suggesting that countries increase revenue, restructure their budgets and increase efficiency in order to make more resources available to children); Parker, supra note 73, at 35-36 (noting that greater emphasis should be placed on human and organizational resources).

174. See Plan of Action, supra note 45, ¶ 35 (recognizing that “many developing countries, particularly the least developed and the most indebted ones, will need substantial international cooperation to enable them to participate effectively in the world-wide effort for child survival, protection and development”); see also Resources for Rights, in Progress of Nations, supra note 10, at 35 (noting that Convention calls for more economically advanced nations to support children’s rights wherever resources are lacking).

175. See Copenhagen Declaration on Social Development and Programme of Action of the World Summit for Social Development, adopted Mar. 12, 1995, ¶ 10, U.N. Doc. A/Conf. 166/9/Annex I (1995) [hereinafter Copenhagen Declaration] (committing assistance to developing nations). The World Summit for Children recognized the need for such development assistance and a commitment to provide it in the form of “transfers of appropriate additional resources to developing countries as well as
in the amount of development assistance given by the wealthy countries of the world to the developing countries.\footnote{progress report 1995, supra note 137, \textsect{82} (reporting that international aid to developing countries dropped from $60.8 billion in 1992 to $54.8 billion in 1999). Part of the decrease in aid can be attributed to the increased demands for assistance in Central and Eastern Europe, emergency aid and peacekeeping. \textit{Id.}} Even though the end of the cold war brought a "peaceful dividend" in the form of a $250 billion per year drop in military spending, such development assistance has dropped to 0.3\% of the combined GNP of donor countries, the lowest point in twenty years.\footnote{report on progress 1995, supra note 137, \sect{49} (comparing 21 donor nations' development assistance as percentage of GNP).} Moreover, only a small proportion of aid is targeted to children or to basic social programs.\footnote{see himes \& saltarelli, supra note 51, at 233 (stating that military spending in developing world almost equaled education and health spending combined). "[F]or the cost of one nuclear submarine, Africa's primary school system could be revitalized." \textit{Id.} Moreover, even the aid spent on development often is allocated to higher levels of education and health care and costly water supply and sanitation systems that cater to the elite. \textit{See id.} (arguing that such disparate treatment is derived from short term cost/benefit analysis of elected policy-makers).} Without such earmarking, importation of armaments now absorbs a large percentage of all foreign aid received by developing countries.\footnote{aid now at lowest level for 20 years, in \textit{progress of nations}, supra note 10, at 48. The United States is far behind this average, giving a mere 0.15\% of its GNP. \textit{See id.} at 49 (comparing 21 donor nations' development assistance as percentage of GNP). The Development Assistance Commission, consisting of 21 donor nations, and the U.N. General Assembly have endorsed a target of 0.7\% of a nation's GNP for donor aid. \textit{Id.} In absolute dollars, the U.S. gave $9.9 billion in 1994, second only to Japan, which gave $13.2 billion. \textit{Id.}} In addition, aid often is accompanied by requirements that the recipient country make structural adjustments, improved terms of trade, further trade liberalization and measures for debt relief." \textit{World Declaration, supra note 138, \sect{20(10)}.}

At the World Summit for Social Development 1995, this commitment was renewed. \textit{Copenhagen Declaration, supra, \sect{10}.} The obligations of wealthier nations to the children of poorer nations also is implicit in the Convention. \textit{See Convention, supra note 94, art. 4 (stating that countries shall implement rights recognized by Convention "within the framework of international co-operation").}

\footnote{aid now at lowest level for 20 years, in \textit{progress of nations}, supra note 10, at 48. The United States is far behind this average, giving a mere 0.15\% of its GNP. \textit{See id.} at 49 (comparing 21 donor nations' development assistance as percentage of GNP). The Development Assistance Commission, consisting of 21 donor nations, and the U.N. General Assembly have endorsed a target of 0.7\% of a nation's GNP for donor aid. \textit{Id.} In absolute dollars, the U.S. gave $9.9 billion in 1994, second only to Japan, which gave $13.2 billion. \textit{Id.}} \textit{See Progress Report 1995, supra note 137, \sect{82} (reporting that international aid to developing countries dropped from $60.8 billion in 1992 to $54.8 billion in 1999). Part of the decrease in aid can be attributed to the increased demands for assistance in Central and Eastern Europe, emergency aid and peacekeeping. \textit{Id.}}
such as severe cutbacks in welfare programs, that cause children to be even worse off than they were before.\textsuperscript{180}

There have been some notable exceptions to this dismal trend. Several northern European countries, for example, give substantially higher percentages of their GNPs for development assistance.\textsuperscript{181} In addition, some of the international lending institutions have changed their policies to lend more for basic social needs ("development with a human face") and have become aware of the harmful effects of structural adjustment.\textsuperscript{182}

V. CONCLUSION

We have seen that although the state of the world's children is better today than it was a few years ago, a crisis for children still exists in the developing world with respect to childhood deaths, the effects of war, deficiencies in nutrition and basic health care, child labor, street children and lack of basic primary education.\textsuperscript{183} Even many children in wealthy nations, such as the United States, have serious problems.\textsuperscript{184}

Traditionally, children have been given the lowest priority in the allocation of the world's resources. It has not been until this decade that the nations of the world have made binding promises to their children to relieve their misery. These promises have been

\textsuperscript{180} See Hammarberg, supra note 124, at x-xi (concluding that world does have resources to address needs of children). The international community recognized the negative potential of such structural re-adjustments and urged, in the Plan of Action, that women and children should be protected during economic reform. Plan of Action, supra note 45, ¶ 31.

\textsuperscript{181} See Aid Now at Lowest Level for 20 Years, supra note 177, at 48 (reporting that Denmark, Netherlands, Norway, and Sweden have surpassed aid target of 0.7%). Norway has the highest ratio, giving 1.05\% of its GNP, and Denmark gives the most per capita—$278 in 1994—as compared with the average of $73 for industrial countries and $38 for the United States. Id. The NPAs of the Netherlands, Norway and Sweden provide for re-examination of their development assistance budgets to promote the goals of the World Summit and the Convention. Progress Report 1994, supra note 139, ¶ 42.

\textsuperscript{182} See, e.g., Progress Report 1995, supra note 137, ¶ 68 (stating that since the early 1980s, World Bank lending for education has increased three-fold while its lending for population control, health and nutrition has increased twenty-fold). The World Bank 1993 Development Report is devoted to the subject of investing in health and calls for reforms congruent with the World Summit. See Progress Report 1994, supra note 139, ¶ 55 (citing World Development Report 1993). "The International Development Bank has pledged to increase its social sector lending to 25 per cent of [its] total lending." Id. ¶ 62.

\textsuperscript{183} For a discussion of the crisis that exists for children living in the developing world, see supra notes 11-81 and accompanying text.

\textsuperscript{184} For a discussion of the serious problems that the children of wealthy nations face, see supra notes 82-91 and accompanying text.
expressed, among other ways, in the almost universal ratification of the U.N. Convention on the Rights of the Child and in the actions taken in connection with the World Summit for Children. Do these promises amount to more than a collection of empty, pious declarations?

There are many hopeful signs that substantial progress is being made towards keeping these promises. Numerous legal changes have been reported to bring national law into conformity with the Convention. National Programs of Action to achieve the specific Summit goals for children exist in many countries and have been incorporated into national planning. UNICEF monitoring indicates substantial improvement in the crucial statistics relevant to these goals. There also is encouraging evidence of the reallocation of resources in a number of nations to favor programs for children and, despite a general decline in development assistance, of the targeting of more aid by some donor nations and international institutions to such programs.


186. For a discussion of the numerous legal changes that have brought national laws into conformity with the Convention, see supra notes 148-62 and accompanying text.

187. For a discussion of national programs created to achieve the World Summit goals, see supra notes 163-82 and accompanying text.

188. For a discussion of UNICEF's analysis, see supra notes 167-70 and accompanying text.

189. For a discussion of the reallocation of resources in various nations to favor children's programs and the targeting of more aid to such programs, see supra notes 173-82 and accompanying text.