The World Conference on Human Rights, welcoming the early ratification of the Convention on the Rights of the Child by a large number of States . . . urges universal ratification of the Convention by 1995 and its effective implementation by States parties through the adoption of all the necessary legislative, administrative and other measures and the allocation to the maximum extent of the available resources . . .


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The Convention on the Rights of the Child was adopted by the General Assembly of the United Nations by its resolution 44/25 of 20 November 1989.(1)

This was the end of a process which had begun with the preparations for the 1979 International Year of the Child. That year, discussions started on a draft convention submitted by the Government of Poland.

Children had been discussed before by the international community. Declarations on the rights of the child had been adopted by both the League of Nations (1924) and the United Nations (1959). Also, specific provisions concerning children had been incorporated in a number of human rights and humanitarian law treaties. Nevertheless, some States argued that there was a need for a comprehensive statement on children's rights which would be binding under international law.

That view was influenced by reports of grave injustices suffered by children: high infant mortality, deficient health care, limited opportunities for basic education. There were also alarming accounts of children being abused and exploited as prostitutes or in harmful jobs, of children in prison or in other difficult circumstances, and of children as refugees and victims of armed conflict.

The drafting of the Convention took place in a working group set up by the United Nations Commission on Human Rights. Government delegates formed the core of the drafting group, but representatives of United Nations bodies and specialized agencies, including the Office of the United Nations High Commissioner for Refugees (UNHCR), the International Labour Organization (ILO), the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO), as well as a number of non-governmental organizations, took part in the deliberations. The original draft submitted by the Polish Government was extensively amended and expanded through the long discussions.

The unanimous adoption of the Convention by the General Assembly paved the way for the next stage: ratifications by States and the setting up of a monitoring committee. Within less than a year, by September 1990, 20 States had legally endorsed the Convention, which thereby entered into force.

In the same month, the World Summit for Children was held in New York on the initiative of UNICEF and six States (Canada, Egypt, Mali, Mexico, Pakistan and
The Convention on the Rights of the Child has the same meaning for people in all parts of the world. While laying down common standards, the Convention takes into account the different cultural, social, economic and political realities of individual States so that each State may seek its own means to implement the rights common to all.

There are four general principles enshrined in the Convention. These are meant to help with the interpretation of the Convention as a whole and thereby guide national programmes of implementation. The four principles are formulated, in particular, in articles 2, 3, 6 and 12.

1. Non-discrimination (art. 2): States parties must ensure that all children within their Jurisdiction enjoy their rights. No child should suffer discrimination. This applies to every child, "irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status".

The essential message is equality of opportunity. Girls should be given the same opportunities as boys. Refugee children, children of foreign origin, children of indigenous or minority groups should have the same rights as all others. Children with disabilities should be given the same opportunity to enjoy an adequate standard of living.

2. Best interests of the child (art. 3): When the authorities of a State take decisions which affect children, the best interests of children must be a primary consideration. This principle relates to decisions by courts of law, administrative authorities, legislative bodies and both public and private social-welfare institutions. This is, of course, a fundamental message of the Convention, the implementation of which is a major challenge.
The right to life, survival and development (art. 6): The right-to-life article includes formulations about the right to survival and to development, which should be ensured "to the maximum extent possible". The term "development" in this context should be interpreted in a broad sense, adding a qualitative dimension: not only physical health is intended, but also mental, emotional, cognitive, social and cultural development.

The views of the child (art 12): Children should be free to have opinions in all matters affecting them, and those views should be given due weight "in accordance with the age and maturity of the child". The underlying idea is that children have the right to be heard and to have their views taken seriously, including in any judicial or administrative proceedings affecting them.

Highlights of the Convention

- Every child has the inherent right to life, and States shall ensure to the maximum child survival and development.

- Every child has the right to a name and nationality from birth.

- Children shall not be separated from their parents, except by competent authorities for their well-being.

- States shall facilitate reunification of families by permitting travel into, or out of, their territories.

- Parents have the primary responsibility for a child's upbringing, but States shall provide them with appropriate assistance and develop child-care institutions.

- States shall protect children from physical or mental harm and neglect, including sexual abuse or exploitation.

- States shall provide parentless children with suitable alternative care. The adoption process shall be carefully regulated and international agreements should be sought to provide safeguards and assure legal validity if and when adoptive parents intend to move a child from his or her country of birth.

- Disabled children shall have the right to special treatment, education and care.
- Children are entitled to the highest attainable standard of health. States shall ensure that health care is provided to all children, placing emphasis on preventive measures, health education and reduction of infant mortality.

- Primary education shall be free and compulsory. Discipline in schools shall respect the child's dignity. Education should prepare the child for life in a spirit of understanding, peace and tolerance.

- Children shall have time to rest and play and equal opportunities for cultural and artistic activities.

- States shall protect children from economic exploitation and from work that may interfere with their education or be harmful to their health or well-being.

- States shall protect children from the illegal use of drugs and involvement in drug production or trafficking.

- All efforts shall be made to eliminate the abduction and trafficking of children.

- Capital punishment or life imprisonment shall not be imposed for crimes committed before the age of 18.

- Children in detention shall be separated from adults; they must not be tortured or suffer cruel or degrading treatment.

- No child under 15 shall take any part in hostilities; children exposed to armed conflict shall receive special protection.

- Children of minority and indigenous populations shall freely enjoy their own culture, religion and language.

- Children who have suffered mistreatment, neglect or exploitation shall receive appropriate treatment or training for recovery and rehabilitation.

- Children involved in infringements of the penal law shall be treated in a way that promotes their sense of dignity and worth and aims at reintegrating them into society.
II. Constructive monitoring

A number of international human rights bodies contribute to improving respect for the rights of the child in their particular areas of competence. In addition to the Commission on Human Rights, the Sub-Commission on Prevention of Discrimination and Protection of Minorities and its Working Group on Contemporary Forms of Slavery, which deals with aspects of the exploitation and mistreatment of children, relevant international human rights bodies include the following:

- Human Rights Committee;
- Committee on Economic, Social and Cultural Rights;
- Committee on the Elimination of Racial Discrimination;
- Committee on the Elimination of Discrimination against Women;
- Committee against Torture.

These five committees are commonly referred to as treaty bodies, since they were established to monitor the implementation of particular United Nations human rights treaties by States which have ratified or acceded to the instruments in question. The creation of the Committee on the Rights of the Child, established under article 43 of the Convention, reinforced the activities of these bodies on behalf of children.

Committee on the Rights of the Child

In early 1991, a meeting of representatives of States parties to the Convention on the Rights of the Child was convened for the first election to its monitoring body: the Committee on the Rights of the Child. Some 40 candidates had been nominated for the 10 seats. The experts elected on this first occasion came from Barbados, Brazil, Burkina Faso, Egypt, Peru, the Philippines, Portugal, the former Soviet Union, Sweden and Zimbabwe. Six were women, four men. They represented a variety of
professional backgrounds, including human rights and international law, juvenile justice, social work, medicine, journalism and governmental and non-governmental work.

The Committee on the Rights of the Child currently holds three sessions a year, each of four weeks' duration. The last week is always reserved for preparation of the next session. The Committee is serviced by the United Nations Centre for Human Rights in Geneva.

Under article 44 of the Convention, States parties accept the duty to submit regular reports to the Committee on the steps they have taken to put the Convention into effect and on progress in the enjoyment of children's rights in their territories. First implementation reports are to be submitted within two years of ratification of or accession to the Convention and thereafter every five years. The first initial reports were due in September 1992. More than 70 State reports had reached the Committee by December 1995.

At its first session, in October 1991, the Committee adopted guidelines to help States parties writing and structuring their initial reports. Governments are recommended to prepare their reports according to these guidelines, which stress that the report should indicate "factors and difficulties" encountered by the State in the implementation of the Convention-in other words, that it should be problem-oriented and self-critical. States are also asked to specify "implementation priorities" and "specific goals for the future". Relevant legal texts and statistical data are to be submitted with the report.

In establishing its procedures, the Committee has emphasized the importance of a constructive dialogue with government representatives. In this context, it has also made clear that it seeks close cooperation with relevant United Nations bodies and specialized agencies, as well as with other competent bodies, including non-governmental organizations.

Working procedure

A working group of the Committee meets prior to each of its sessions for a preliminary examination of reports received from States parties, and to prepare the Committee's discussions with the representatives of reporting States. In addition to State reports, the working group considers information provided by other human
rights treaty bodies. The Committee also receives information from mechanisms established by the Commission on Human Rights to investigate human rights problems in specific countries or on thematic issues, for example the Special Rapporteurs on torture, on extrajudicial, summary or arbitrary executions, and on violence against women. A key partner in this context is the Special Rapporteur on the sale of children, child prostitution and child pornography.

General discussions and studies

A procedural innovation was introduced by the Committee in January 1993 when it recommended to the General Assembly that it request the Secretary-General to undertake a study on the protection of children in armed conflicts. This request was the result of a full-day "general discussion" on the subject organized by the Committee in 1992, in which United Nations bodies and non-governmental organizations were invited to participate.

General discussions have since been held on economic exploitation of children, on the rights of the child in the family context, on the rights of the girl child, and on juvenile justice. Such thematic discussions are held about once a year and may lead to requests for studies, but can also serve as a basis for work on interpreting the articles of the Convention.

United Nations bodies and specialized agencies may take part in the deliberations of the working group and provide information. On the basis of written information received from relevant non-governmental organizations, the Committee has also often invited such organizations to take part in the preparatory meetings on State reports.

The end result of the pre-sessional working group's discussion on a State report is a "list of issues". This list, which gives a preliminary indication of the issues which the Committee considers to be priorities for discussion, is sent to the Government concerned with an invitation to participate in a forthcoming plenary session of the Committee at which its report will be considered. The Government is invited to respond to the issues in writing, before the session.

This approach gives Governments the opportunity better to prepare themselves for the discussion with the Committee. Other points not included in the list of issues may emerge during the discussion, which is one reason why the Committee prefers to discuss with high level officials, such as ministers or deputy ministers, rather than
with representatives who lack the authority to make decisions.

Discussions with States parties are concrete and detailed, and tend to deal with both results and processes. Although all Committee members usually take part in the deliberations, in most cases two members take the lead on each country as "rapporteurs".

At the very end of the process, the Committee adopts "concluding observations", which are a statement on its consideration of a State's report. Concluding observations are meant to be widely publicized in the State party and to serve as the basis for a national debate on how to improve the enforcement of the provisions of the Convention. They therefore constitute an essential document: Governments are expected to implement the recommendations contained therein.

Notes are taken at the meetings of the Committee. The United Nations publishes both press releases on the discussions and more detailed summary records of the proceedings. The Committee encourages the publication of the State party's report, the summary records and the concluding observations on each country as a consolidated document. Some Governments whose reports have already been discussed have undertaken to do so.

The whole process of discussion of States parties' reports is designed to promote public debate. The Committee's discussions are normally open to the public; only the preparatory discussions of the pre-sessional working group and the drafting of the Committee's concluding observations are conducted in private. Likewise, it is important that the national reporting procedure be open and transparent; the Committee encourages such an approach.

The reporting procedure is constructive and oriented towards international cooperation and exchange of information. The aim is to define problems and discuss what corrective measures should be taken. The Committee can also transmit requests for assistance to the specialized United Nations bodies and agencies, including UNHCR, ILO, UNICEF, WHO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and other competent bodies.

Urgent procedure
There is no procedure outlined in the Convention for individual complaints from children or their representatives. The Committee may, however, request “further information relevant to the implementation of the Convention” (art. 44, para. 4). Such additional information may be requested from Governments if, for instance, there are indications of serious problems.

III. Making children's rights a reality

General measures of implementation

In drafting its reporting guidelines for States, the Committee on the Rights of the Child placed emphasis on concrete implementation measures which would make a reality of the principles and provisions of the Convention. More specifically, the Committee paid special attention to necessary reforms within the spirit of the Convention and procedures for constant scrutiny of progress.

Under article 4 of the Convention, States parties are required to undertake all appropriate legislative, administrative and other measures to implement the Convention. With regard to economic, social and cultural rights, they must "undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international cooperation".

An early step in the implementation process is for a State party to review its legislation and ensure that laws are consistent with the Convention. For instance, laws are needed for the protection of children against exploitation, in both the formal and informal labour market, and to ensure free and compulsory primary education.

Mechanisms may be introduced at the national and local levels to coordinate policies and monitor the implementation of the Convention, including through an ombudsman's office. The political decision-making process is important. What procedures are there to ensure that children's affairs are taken seriously in all relevant governmental structures, as well as in both the parliament and local assemblies? Are there opportunities for children themselves and their representatives to make themselves heard?

The gathering of reliable and relevant information on the situation of children is
another important step to be taken. With precise data, discussions regarding remedies will be better informed and focused. Improvement of the capacity of the national statistical office can therefore be an essential contribution to the implementation of the Convention.

Other means of genuine realization of the principles and rights enshrined in the Convention are education and training of personnel working with children, such as nursery school and other teachers, child psychologists, paediatricians and other health personnel, the police and other law enforcement personnel, social workers and others. A broader awareness and knowledge of the Convention among people at large can also serve as a basis for implementation. It is an obligation under the Convention (art. 42) for States parties to disseminate such information-to both children and adults-in understandable languages. States' reports on implementation must also be made "widely available to the public" (art. 44, para. 6).

What is meant by the wording that States should implement economic, social and cultural rights "to the maximum extent of their available resources" (art. 4)? How does the Convention relate to financial constraints?

The Convention recognizes that some of the more costly reforms cannot take place overnight. It specifies, for instance, that the rights to health care (art. 24) and education (art. 28) may be achieved "progressively". It also makes it clear that there is an international duty to assist other States in their efforts to protect children's rights-although each State party always has its own obligations. Rich or poor, a State must allocate the maximum extent of its available resources for the implementation of the Convention: priority should be given to children.

Donor countries are encouraged to review their development cooperation programmes in the light of the Convention. At the same time, developing countries may identify a need for international cooperation in their reports on their implementation of the Convention.

Advisory services

The Convention on the Rights of the Child and the Committee on the Rights of the Child attach special importance to international cooperation and assistance as ways of achieving the effective protection of children's rights. Article 45 (b) authorizes the Committee to transmit to the relevant agencies and bodies any reports from States
parties that contain a request or indicate a need for technical advice or assistance, along with the Committee's observations and suggestions. The Committee often makes recommendations for technical cooperation in its concluding observations addressed to States parties as an outcome of the reporting dialogue.

The United Nations High Commissioner for Human Rights, whose mandate includes the enhancement of international cooperation for the promotion and protection of all human rights, is providing assistance in this regard and encourages Governments to respond favourably to the Committee's recommendations.

ANNEX III

General guidelines regarding the form and contents of initial reports to be submitted by States parties under article 44, paragraph 1 (a), of the Convention on the Rights of the Child

INTRODUCTION

1. Article 44, paragraph 1, of the Convention on the Rights of the Child provides that:

"States Parties undertake to submit to the Committee, through the Secretary-General of the United Nations, reports on the measures they have adopted which give effect to the rights recognized herein and on the progress made on the enjoyment of those rights:

(a) Within two years of the entry into force of the Convention for the State Party concerned;

(b) Thereafter every five years."

2. Article 44 of the Convention further provides, in paragraph 2, that reports submitted to the Committee on the Rights of the Child shall indicate factors and difficulties, if any, affecting the degree of fulfilment of the obligations under the Convention and shall also contain sufficient information to provide the Committee with a
comprehensive understanding of the implementation of the Convention in the country concerned.

3. The Committee believes that the process of preparing a report for submission to the Committee offers an important occasion for conducting a comprehensive review of the various measures undertaken to harmonize national law and policy with the Convention and to monitor progress made in the enjoyment of the rights set forth in the Convention. Additionally, the process should be one that encourages and facilitates popular participation and public scrutiny of government policies.

4. The Committee considers that the reporting process entails an ongoing reaffirmation by States parties of their commitment to respect and ensure observance of the rights set forth in the Convention and serves as the essential vehicle for the establishment of a meaningful dialogue between the States parties and the Committee.

5. The general part of States parties' reports, relating to matters that are of interest to monitoring bodies under various international human rights instruments, should be prepared in accordance with the "Consolidated guidelines for the initial part of the reports of States parties", as contained in document HRI/1991/1. The present guidelines, which were adopted by the Committee on the Rights of the Child at its 22nd meeting, held on 15 October 1991, should be followed in the preparation of the initial reports of States parties relating to the implementation of the Convention on the Rights of the Child.

6. The Committee intends to formulate guidelines for the preparation of periodic reports that are to be submitted pursuant to article 44, paragraph 1(b), of the Convention in due course.

7. Reports should be accompanied by copies of the principal legislative and other texts as well as detailed statistical information and indicators referred to therein, which will be made available to members of the Committee. It should be noted, however, that for reasons of economy they will not be translated or reproduced for general distribution. It is desirable, therefore, that when a text is not actually quoted in or annexed to the report itself, the report should contain sufficient information to be understood without reference to those texts.

8. The provisions of the Convention have been grouped under different sections, equal importance being attached to all the rights recognized by the Convention.
I. GENERAL MEASURES OF IMPLEMENTATION

9. Under this section, States parties are requested to provide relevant information pursuant to article 4 of the Convention, including information on:

(a) The measures taken to harmonize national law and policy with the provisions of the Convention;

(b) Existing or planned mechanisms at the national or local level for coordinating policies relating to children and for monitoring the implementation of the Convention.

10. In addition, States parties are requested to describe the measures that have been taken or are foreseen, pursuant to article 42 of the Convention, to make the principles and provisions of the Convention widely known, by appropriate and active means, to adults and children alike.

11. States parties are also requested to describe those measures undertaken or foreseen, pursuant to article 44, paragraph 6, of the Convention, to make their reports widely available to the public at large in their own countries.

II. DEFINITION OF THE CHILD

12. Under this section, States parties are requested to provide relevant information, pursuant to article 1 of the Convention, concerning the definition of a child under their laws and regulations. In particular, States parties are requested to provide information on the age of attainment of majority and on the legal minimum ages established for various purposes, including legal or medical counselling without parental consent, end of compulsory education, part-time employment, full-time employment, hazardous employment, sexual consent, marriage, voluntary enlistment into the armed forces, conscription into the armed forces, voluntarily giving testimony in court, criminal liability, deprivation of liberty, imprisonment and consumption of alcohol or other controlled substances.

III. GENERAL PRINCIPLES

13. Relevant information, including the principal legislative, judicial, administrative or other measures in force or foreseen, factors and difficulties encountered and
progress achieved in implementing the provisions of the Convention, and implementation priorities and specific goals for the future, should be provided in respect of:

(a) Non-discrimination (art. 2);

(b) Best interests of the child (art. 3);

(c) The right to life, survival and development (art. 6);

(d) Respect for the views of the child (art. 12).

14. In addition, States parties are encouraged to provide relevant information on the application of these principles in the implementation of articles listed elsewhere in these guidelines.

IV. CIVIL RIGHTS AND FREEDOMS

15. Under this section, States parties are requested to provide relevant information, including the principal legislative, judicial, administrative or other measures in force; factors and difficulties encountered and progress achieved in implementing the relevant provisions of the Convention; and implementation priorities and specific goals for the future, in respect of:

(a) Name and nationality (art. 7);

(b) Preservation of identity (art. 8);

(c) Freedom of expression (art. 13);

(d) Access to appropriate information (art. 17);

(e) Freedom of thought, conscience and religion (art. 14);

(f) Freedom of association and of peaceful assembly (art. 15);

(g) Protection of privacy (art. 16);
(h) The right not to be subjected to torture or other cruel, inhuman or degrading treatment or punishment (art. 37 (a)).

V. FAMILY ENVIRONMENT AND ALTERNATIVE CARE

16. Under this section, States parties are requested to provide relevant information, including the principal legislative, judicial, administrative or other measures in force, particularly how the principles of the "best interests of the child" and "respect for the views of the child" are reflected therein; factors and difficulties encountered and progress achieved in implementing the relevant provisions of the Convention; and implementation priorities and specific goals for the future, in respect of:

(a) Parental guidance (art. 5);

(b) Parental responsibilities (art. 18, paras. I and 2);

(c) Separation from parents (art. 9);

(d) Family reunification (art. 10);

(e) Recovery of maintenance for the child (art. 27, para. 4);

(f) Children deprived of a family environment (art. 20);

(g) Adoption (art. 21);

(h) Illicit transfer and non-return (art. 11);

(i) Abuse and neglect (art. 19), including physical and psychological recovery and social reintegration (art. 39);

(j) Periodic review of placement (art. 25).

17. In addition, States parties are requested to provide information on the numbers of children per year within the reporting period in each of the following groups, disaggregated by age group, sex, ethnic or national background and rural or urban environment: homeless children, abused or neglected children taken into protective custody, children placed in foster care, children placed in institutional care, children
placed through domestic adoption, children entering the country through intercountry adoption procedures and children leaving the country through intercountry adoption procedures.

18. States parties are encouraged to provide additional relevant statistical information and indicators relating to children covered in this section.

VI. BASIC HEALTH AND WELFARE

19. Under this section, States parties are requested to provide relevant information, including the principal legislative, judicial, administrative or other measures in force; the institutional infrastructure for implementing policy in this area, particularly monitoring strategies and mechanisms; and factors and difficulties encountered and progress achieved in implementing the relevant provisions of the Convention, in respect of:

(a) Survival and development (art. 6, para. 2);

(b) Disabled children (art. 23);

(c) Health and health services (art. 24);

(d) Social security and child-care services and facilities (art. 26 and art. 18, para. 3);

(e) Standard of living (art. 27, paras. 1-3).

20. In addition to information provided under paragraph 9 (b) of these guidelines, States parties are requested to specify the nature and extent of cooperation with local and national organizations of a governmental or non-governmental nature, such as institutions of social workers, concerning the implementation of this area of the Convention. States parties are encouraged to provide additional relevant statistical information and indicators relating to children covered in this section.

VII. EDUCATION, LEISURE AND CULTURAL ACTIVITIES

21. Under this section, States parties are requested to provide relevant information, including the principal legislative, judicial, administrative or other measures in force; the institutional infrastructure for implementing policy in this area, particularly
monitoring strategies and mechanisms; and factors and difficulties encountered and progress achieved in implementing the relevant provisions of the Convention, in respect of:

(a) Education, including vocational training and guidance (art. 28);

(b) Aims of education (art. 29);

(c) Leisure, recreation and cultural activities (art. 31).

22. In addition to information provided under paragraph 9 (b) of these guidelines, States parties are requested to specify the nature and extent of cooperation with local and national organizations of a governmental or non-governmental nature, such as institutions of social workers, concerning the implementation of this area of the Convention. States parties are encouraged to provide additional relevant statistical information and indicators relating to children covered in this section.

VIII. SPECIAL PROTECTION MEASURES

23. Under this section, States parties are requested to provide relevant information, including the principal legislative, judicial, administrative or other measures in force; factors and difficulties encountered and progress achieved in implementing the relevant provisions of the Convention; and implementation priorities and specific goals for the future, in respect of:

(a) Children in situations of emergency:

(i) Refugee children (art. 22);

(ii) Children in armed conflicts (art. 38), including physical and psychological recovery and social reintegration (art. 39);

(b) Children in conflict with the law:

(1) The administration of juvenile justice (art. 40);

(ii) Children deprived of their liberty, including any form of detention, imprisonment or placement in custodial settings (art. 37 (b), (c) and (d));
(iii) The sentencing of juveniles, in particular the prohibition of capital punishment and life imprisonment (art. 37 (a));

(iv) Physical and psychological recovery and social reintegration (art. 39);

(c) Children in situations of exploitation, including physical and psychological recovery and social reintegration (art. 39):

(i) Economic exploitation, including child labour (art. 32);

(ii) Drug abuse (art. 33);

(iii) Sexual exploitation and sexual abuse (art. 34);

(iv) Other forms of exploitation (art. 36);

(v) Sale, trafficking and abduction (art. 35);

(d) Children belonging to a minority or an indigenous group (art. 30).

24. Additionally, States parties are encouraged to provide specific statistical information and indicators relevant to the children covered by paragraph 23.

Notes:

1. For the text of the Convention, see annex I. [back to the text]

2. For a list of States parties as at 15 October 1996, see annex II. [back to the text]

3. See annex III. [back to the text]