



第五十一届会议
暂定项目表* 项目99

发展方面的业务活动

1996年5月15日日本常驻联合国

代表给秘书长的信

谨随函附上东京发展战略会议的摘要,会议由日本政府赞助于1966年3月21日至22日在东京举行。本摘要完全是我个人作为会议主席单独草拟的。

请将本信及其附件* 作为大会暂定项目表项目99的文件分发为荷。

日本常驻联合国代表
小和田恒(签字)

- * A/51/50。
- * 附件二和三仅用提交语文文本分发。

附件一

东京发展战略会议记录摘要

1966年3月21日至22日

(日本外务省安排)

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导 言

东京发展战略会议由日本常驻联合国代表小和田恒先生阁下担任主席，出席会议的有常驻联合国代表25名、副常驻联合国代表3名、来自与会国首都的28人、国际组织官员7人，讨论人带头2名（与会者名单见附件三）。所有人都是以个人身份参加。还有多名观察员列席。

召开会议宗旨是推动发展战略问题的讨论，并协助联合国审议《发展纲领》和协助经合组织发展援助委员会审议发展战略。会议无意得出协商一致意见，或正式结论，仅作为出谋献计的论坛而已。

摘 要

简言之,与会者所建议的新发展战略根本特点如下:

1. 鉴于日益全球化,发展战略应基于发达国家与发展中国家的“新伙伴关系”。
2. 发展战略应拟订一系列简单明了、实事求是和富于进取的指标,构成对未来的共同视野。指标将提高公众对发展的注意,协助确立优先事项,并鼓励强化责任制。
3. 应通过捐助国和受援国的资源和政治意志支持的全面办法来促进发展。这种办法不只利用官方发展援助,而且还利用私人投资,并兼顾外债问题和顾及酌情修改预算结构的需要。同时,应通过具体适合当地需要和情况的国家焦点的个别办法或国别办法来促进发展。
4. 发展战略应针对体制改革、加强联合国内部及其各机构的协调,并最好地发挥工作人员的素质和效率。它应植根于加强联合国及布雷顿森林机构之间的协调。目标在于实行具体方法,将联合国机构合理化得出的部分节余再投资于如减轻贫穷等发展活动。
5. 发展战略应基于以人民为中心的发展观念。
6. 发展战略应鼓励并依据完善的经济政策和良好治理。
7. 发展战略应将其成就转达给民众,促进更好理解发展中国家的进步是全球安全和全民富裕的基本组成部分。

一、1996年3月21日星期四的全体会议

会议开始时日本外务省次官大仓胜雄、经济合作与发展组织发展援助委员会主席詹姆斯·米歇尔先生、非洲经济委员会执行秘书阿莫亚科先生作主要讲话(见附件二)。

大仓先生概述了要讨论的重要主题,建议应集中制订发展指标,重申国际组织在发展方面的作用,并拟订促进发展的方法。他强调应建立“新的全球伙伴关系”,以促使发达国家和发展中国家合力迎接发展的挑战。他提议制订具体发展指标,提供二十一世纪初世界的明晰视野。他也提议联合国发展机构合理化得出的部分节余再投资于旨在消除贫穷等发展活动。

米歇尔先生从各国经济政策同时汇集和各国间差异日增的角度来看待发展。他提及地方应成为发展的主人,对发展负责,以及参与性发展的重要性和有利发展的政策的必要性。他促请与会者尽量就什么发展目标最适宜,如何制订目标,以及完成目标的途径和方法等问题提出意见。

阿莫亚科先生谈到非洲面临的发展挑战,强调采取直接的减轻贫穷战略的重要性,同时也奉行追求强劲增长的政策。他提到必须有一个有利于持续结构转变的政策环境和政治气氛,必须在结束地方冲突方面取得更大进展,必须争取世界各地伙伴的理解和支持。

与会者在讨论的过程中,提出许多关于新发展战略的建议。

1. 反复讨论了新的全球伙伴关系这一主题,还有合力促进发展。在讨论发展中国家纳入全球经济可创造出更大的活力,促成相互有利或创造参与者人人有利局面的想法时也提到伙伴关系。

2. 不断呼吁使发展超越倡议和讨论,而进入具体执行。在这方面,许多与会者认识到国际社会需要一个对未来的共同视野,而且应拟订目标。有一个与会者提出迫切需要造就“追求成果的合作的新文化”。

3. 有人指出,发展的概念已逐渐超越经济范畴,而同和平与安全更密不可分。许多与会者都谈到发达国家和发展中国家当代所关心问题的共通性,其中包括社会和环境问题。有人表示,发展中国家的进步是全球安全与富裕的基本组成部分,并将影响到每个人。

4. 许多与会者认为面对发展日益错综复杂,有必要规定优先事项,所订目标也

应与民众切身有关,并为其所能理解。捐助者和受援者应对争取成果作出看得见摸得着的承诺;这些努力对挽回目前多边发展工作陷入信任和信心危机都是必不可少的。

5. 有一个与会者指出,冷战结束使国际社会有机会加强注意发展问题,但是也取消了过去提供的框架从而使执行这种援助更加复杂化。发展援助不再限于由一个国家向另一个国家提供增加了问题的复杂性;公民社会,尤其是私营部门也起更积极的作用。而且目前是在冲突过程之中诸如波斯尼亚等提供发展援助又使事情更加复杂。

6. 有人建议,鉴于私人资源流通的日益重要,应重新界定官方发展援助的作用。与会者警告注意“捐助者疲惫现象”,并强调官方发展援助对促进发展仍然十分重要。

7. 与会者问,工业化国家的经济正患经济病时,如何才能调动发展合作的政治意志,并问合作的概念是否已受到“围攻”。有人建议,必须通过改进活动焦点、加强合作、做最相关的事以及依照谁哪方面最能干实行分工,寻求化财政资源局限为积极力量的方法。

8. 联合国改革的问题引出两种重要的反应。一方面,有人认为,改革不应是消减预算的委婉说法。另一方面,与会者希望联合国合理化和精简所节省下的资金可以再投资到发展上去。

9. 发展中国家必须成为本国发展工作的主人。有人主张,由受援国拟订其本国发展战略或可加强发展活动的协调。也有人敦促,发展战略应超越传统的捐助者-受援者模式。捐助者和受援者都支持走向加强“参与性发展”的主张。

10. 若干与会者说,必须解决许多发展中国家沉重的外债负担问题。

二、小组会议

A. 第一小组：制定发展指标(对未来的共同视野)

第一小组由日本外务省经济协力局长官 中笃先生担任主席。

皮埃尔·德弗雷涅先生作了主要讲话，其中他讨论了设定发展指标的价值和困难。其后进行讨论，与会者就发展指标的必要性各抒己见。接着，小组转而讨论可能有助于审议指标应有特点的各项原则。

在讨论的早期阶段，与会者提出了下列各点。

1. 发展需要发达国家与发展中国家之间的伙伴关系。
2. 国际社会对未来需有共同的视野，发展指标将作为一致努力的基础。
3. 发展指标将有助于鼓励发展中国家人民继续其发展努力并鼓励发达国家人民支持这些努力。

有些与会者指出，设定指标时应考虑到各个发展中国家的不同情况。另一些人还强调发展中国家本身必须是指标的主人，它们应密切参与制定指标。

关于设定指标方面也提出了以下各点。

1. 应以简单易懂的方式说明指标，以便获得发展中国家和发达国家中大众的支持。
2. 应以国际社会，包括发展中国家和发达国家的共同意愿和承诺为基础。
3. 议定指标不仅必须有指标，而且还要有在全球和国家两级上实现这些指标的战略，特别是在调动资源方面。

讨论中也提到了双下各点：

1. 指标应当是可以衡量的，并应监测实现指标的进展情况。
2. 指标应面向产出，而不是面向投入。

关于指标应有的特点方面，讨论中反映了以下各点。

1. 指标应当是既切合实际又富于进取的。一旦以国际协议设定了指标,不应当后退,包括最不发达国家也是如此。

2. 如果选定了新的指数,应获有普遍的支持(也就是说这些指数不应当比已获接受的指数逊色)。

3. 指数应广泛反映经济和社会的进展。

4. 应当认识到必须也可能既有质量和也有数量。捐助者必要时应准备帮助资助质量评价。

5. 选定的数量指数必须是容易达成的,最好是已公布的指数。

6. 如指数为总和指数,也应讨论国家一级的进展指数。捐助者如同意这些指数,须准备对执行完善的政策以实现发展指标的受援者提供援助。

7. 发展指标必须是宏大的,并且为大众提供视野。

8. 应调动发达国家和发展中国家两者的努力,以实现发展指标。

9. 应集体决定设定指标并加以坚持。

与会者也提到必须向作出特别努力加强民主和完善经济政策的发展中国家不断提供援助。

有些与会者强调私人资本流通日益增加的重要性。然而,其他与会者则提醒许多最不发达国家--主要是在非洲--目前并未获得这种资源。

B. 第二小组:联合国在可持续发展方面的作用

第二小组由日本外务省多边协力部长官Kazuo Asakai先生担任主席。

与会者普遍认识到联合国在发展领域应可起重要的作用,应加强这一作用,使之更具成效并给予尽可能广泛的支持。

理查德·乔利先生发言并以此带动讨论,他指出目前对联合国在发展领域的成就的种种批评不少是张冠李戴或是基于误解,虽然联合国也的确需要改进。他指出三个小组的主题是相互关连的,需要设立明确的目标作为责任制的基础和各机构间

协调的焦点。他也指出这些目标有助于促进国家的发展努力。

在随后的讨论中,先是一般讨论联合国在发展领域的努力,并提出了几项如何改进的办法。在一般性讨论之后,谈到了若干更具体的事项,如经社理事会的改革和放权,联合国秘书处的结构问题和联合国工作人员的素质问题。

会议中提到了下列主要问题和建议:

1. 在讨论一般性问题的第一回合中,若干与会者指出在关于联合国的贡献的问题上,确实存在国内政治压力或问题/怀疑。有些与会者指出双边官方援助在政治上往往更加醒目。

2. 与会者同意如何加强联合国的作用问题须作为紧急事项处理,虽然问题有一部分涉及联合国的形象方面。与会者一致认为必须更果决地进行联合国改革。

3. 与会者普遍表示支持将改革/合理化过程中腾出的资金重新投资于发展活动的构想。关于执行这一构想的方法细节须进一步探讨。

4. 与会者数次提到必须改进布雷顿森林制度同联合国间的协调与合作。与会者指出,联合国必须在发展方面起到重要作用。有人建议联合国应集中于人的问题,但也有人建议世界银行应对诸如教育等社会/人的问题提供更多的支助。

5. 讨论中提出的一个问题是紧急救济援助和必须使这种援助对冲突后的重建更具意义。

关于处理联合国发展活动方面的问题的具体步骤,集中讨论了经济及社会理事会的改革和放权问题。

1. 关于加强经济及社会理事会的问题,提出了几项提议。例如,将主席团扩大为15至20名成员,并把秘书处处理经济和社会发展问题的三个部合而为一,则经社理事会在维持协调方面的作用或可得到改进。举例来说,扩大后的主席团可更经常开会,并加入处理灾害或冲突所产生的紧急发展需要的过程。另一项建议是如果经社理事会加强与各专门机构互动,就可更具效力。经社理事会同大会的关系也应审查,以减少议程的重复。经社理事会更为有效和更可运作后也可以就通过认真对话同布

雷顿森林各机构增加协调的事项取得进展。与会者中没有人支持维持现状。

2. 下一个主题是放权,这是中央协调政策问题的另一个方面。数名与会者敦促应推动放权。有些与会者主张更为集中采用已在某些地区如非洲和独立国家联合体国家实行的区域办法。但是也有人指出须改革区域战略,同时放权过程中不可不维持中央指导。

最后,许多与会者认为对改革和功效的任何讨论须包括工作人员的素质问题,这对加强联合国并使其更为有效来说特别重要。与会者希望国际公务人员能继续保持最高的标准。与会者提议,建立评价和审查程序可增进联合国在大众心目中的信誉。与会者认识到有这个问题并且必须矫正。

会议的主要主题是改革和加强联合国的急迫性,特别是其发展活动方面。希望与会者将反思小组讨论中出现的发人深省的讨论,并进行后继行动。

C. 第三小组: 促进发展的办法

第三小组为伊斯坦布尔人类发展中心主任,马赫布卜·哈克先生任主席。

第三小组讨论了的发展视野、促进发展的办法和不同的发展代理者的作用,包括发展中国家和发达国家、民间社会--即私营部门和非政府组织--和国际机构。

在西川教授和贸发会议的阿克由兹博士的领导下,进行了极为生动的、有收获的辩论。

所提出的重要论点如下:

1. 必须关于为到公元2010年这一阶段寻找适当的发展目标和指标。如果缺少指导和全面视野,国家或全球市场就都不可能公正地、有效地运作。有人指出,发展目标对自由化经济体尤为重要。有人引证东亚的经验来证明企业界同政府之间的关系必须健全;拟定后的发展目标大都是在政府的鼓励下由私营部门加以执行。

2. 有人指出,发展目标是有益的,但是必须一个国家的特有需要、必须由该国自行界定而且必须有充足的资金支持。经验证明,在没有充足的资源和没有对执行

目标的政治支持设定全球或国家目标乃是无效劳动并将招致广泛的讥讽。

3. 有人建议应寻找新的以人民为中心的发展模式，来：提升人类尊严和人类生命而非使之处于边缘地位；将国产总值的增长视为一处手段而不是目的；更加公平地分配收入而不是集中起来；补充自然资源以利后代子孙，而不破坏或削弱未来的机会；并且鼓励人民在基层参与那些将规范其生活的大事和进程。有人建议，所有的减少贫穷的战略都必须至少包括下列三项内容：社会动员、放权和人力资源发展。大家同意，每一个国家都应该精心设计符合本国需要的发展模式。

4. 大家强调国家应是发展战略的主人。大家日益感到，地方政府和包含非政府组织和私营企业的民间社会应在发展进程中发挥主导作用。

5. 总的发展目标进行一些讨论。虽然在这个领域内未达成明显的一致意见，可是，但下列目标似已获得支持即到公元2010年时贫穷程度减少一半，并在同一期限内普遍提供基本社会服务，包括基础教育、初级保健、安全饮水、充足营养和计划生育服务。有人认为，每一个国家都必须精确制定它必须遵守时间表，但是，一个共同的发展视野或许应包含这些目标。

6. 没有充分讨论发展中国家的具体目标问题。然而，主席建议了一些目标供将来讨论，其中包括：

- 实现每年人均增长率至少为3%以期在一个世代内使现有收入翻一番；
- 在未来的15年内将人口增长率整整减少1%；
- 承诺将20%国家预算用于提供基本社会服务；
- 教育和保健支出至少比军费多两倍；

有人认为，只能一国一同制订具体的发展目标。

7. 关于发达国家必须发挥的作用，没有全面架构出现，但却提出许多建议，其中包括：

- 重新分配现有的援助，以促进20/20协议；
- 对军费不高的国家按人物分配双倍的援助，与目前的分配模式恰恰相反；

- 由每一捐助国为在今后14年内实现0.7%官方发展援助指标确定一个特定时间表;

- 关于解决最贫穷国家外债问题的新的紧迫意识,以期不再发生人均收入低于1 000美元的国家的资源反向转移现象;

- 在今后十四年内,使外来私人投资主要受益国从现有10个增至30个或40个,并且为此而同它们密切合作以改善其投资环境,

- 经合组织国家应更大力减少贸易保护主义;

- 禁止向可能发生冲突的地点出口武器;

- 废止对武器出口商的现行津贴;

- 制定一些透明的限制办法,以防止贪污所得金钱流入外国银行。

8. 大家认识到,在这经济日益全球化的时刻,却发生了多边机构的作用日益减弱的矛盾现象。有人认为应该加强多边主义;联合国布雷顿森林机构之间应建立远为紧密的伙伴关系。

9. 对日本的下列建议进行了不少讨论,即应使亚太经社会成为更有效的讲坛,为此主席团成员人数应增加,大约15个国家组成并赋予更大审议权和决定权。此项建议尚无明确的一致意见;已有人针对其限制性质表示保留。会议主席,小和大使指出,这一小规模的主席团将能够以轮流的方式代表一切重要成员单位;无论如何,它的结论都必须提交给全体委员会。一般都认为必须加强联合国在经济及社会问题讨论中的作用,但是,究竟应该如何做,仍不明确。

10. 与会者一再强调必须要有区域合作、更多的南南交流以及区域经济委员会和区域开发银行的增强其作用。对于比较小的经济体,这显得特别重要。有人指出,在过去,区域合作表现的高谈阔论,而没有重大的行动。

11. 有几个人建议,还应该将人权列入所设计的任何一套目标之中。

12. 对发展的综合办法和个别办法进行的辩论。某些与会者表示担心“有差别的办法”或许会导致先后不同的进程,从而使一些国家远远落在后面。有人认为,个

别办法是指根据国情的解决办法,而非次一等备选办法。已广泛认识到,具体国家或区域的发展政策应该顾及具体的需要和条件,包括人口、有无自然资源、它们在世界贸易中的处境和参与经济转型进程等。

三、1996年3月22日星期五的全体会议

三位小组主席发言后,主席建议大家全体会议上出谋献计。他请与会者努力求同,尽量达成意见的统一,避免重复各小组上的辩论。

与会者一再表示希望这次会议能够努力推动形成一种发展新视野,并找到新颖的执行办法。若干与会者认为,日本已采取了十分必要的行动,鼓励对发展的辩论。他们希望日本继续发挥带头作用。与会者非常希望能形成一份反映其活力和想法的会议文件,以便通过以后的讨论使各项一般主题得以具体化。

大家认为给发展的概念注入新的内容是至关重要的,因为许多捐助国正在紧缩经济,需要说服纳税人和立法者使他们相信仍有必要继续支持各种多边组织,特别是发展组织。

在内容广泛的讨论中,多次谈到下列主题并得到许多与会者的响应:

1. 改革联合国和恢复发展努力在公众中的信誉,看来势在必行。一位与会者力主必须要求每个援助机构显示其效率,不得有任何例外。还说改革不是可有可无的。另一位代表认为,鉴于许多工业化国家受预算制约,即使讨论发展战略也要有勇气。第三位与会者关切削减费用的趋势使多边组织和联合国系统更加脆弱,削减预算总是打击脆弱者。

还有人认为双边和多边援助组织都必须面对改革和效率问题。

2. 与会者讨论了用什么办法使公众感到发展问题的迫切性和重要性,特别集中讨论了各项指标可起的作用。在这方面,建议各项指标应当合理、实事求是、简单明了和可以衡量。一位代表认为目标的数量不宜太多。这一想法同明确限定一些作为“有力象征”的发展优先事项的意见相吻合。有人指出由于发展资源日益减

少,确定和加强优先事项至关重要。

3. 与会者一致认为捐助国和受援国必须合伙制订具体指标,一再提到“契约”和“合同”等用语。这次讨论是一位代表引起的,他问道制订指标是否与由国家作发展方案的主人的目标相冲突,提议的具体指标准则是否决定受援国的步伐。

这一问题使大家认为在制订指标时必须考虑到各国的需要。其他人还强调,应当将指标理解为对发展中国家在国家当家作主的框架内执行国家特定发展战略的政治“支持”。实现指标需要捐助和受援双方都具有政治意志。

一些与会者谈到,这项任务最好可能由某种专家组来执行。其可供选择的方式有由15至20名专家组成的小组、4至5名成员的小型核心组,或在东京联合国大学设一个工作队。

4. 在讨论发展伙伴关系时(表现为捐助国和受援国之间的契约或合同),多次提到发展中国家更积极参与和承担更大责任这一主题。

一些与会者强调参与性发展,其中要鼓励民主、健全的经济政策和良好的治理。好几名同事建议在评价进展时,不仅要考虑到数量指数,也要考虑到质量指数。还认为建立更稳定、安全、参与性和公正的社会的过程中,质量因素对于实现可衡量的目标是必不可少的。

5. 大多数与会者认为需要采取综合办法提供实现指标所必要的手段。虽然官方发展援助继续发挥重要作用,但贸易、私人投资和减少无效投资等其它因素也至关重要。

认为基础广泛的“有效和可持续的筹资体制”应是革新性的和考虑到补充资源的需要。一位代表力主发展新的筹资办法,由受援国和捐助国共同出资。

6. 大家指出受援国的预算分配问题是实行综合供资办法这一问题的另一方面,必须解决外债等事项。若干与会者还谈到高军费开支的问题。

在答复关于实现指标的费用问题时,一位与会者指出,根据五个联合国援助机构的计算,根除贫穷的目标(包括基础教育、妇产和生殖保健、营养、水卫生和计划生

育等普遍内容)大约在10年内每年需要增加300—400亿美元。目前,债务还本付息的费用每年约为1500亿美元,第三世界军事支出每年共约1300亿美元。这位与会者认为通过结构改组就足能调动必要的资源。

他还指出经济增长并不永远是基本社会支出的前提条件;在一些国家内,如日本、马来西亚和大韩民国,情况正好相反。

7. 一些与会者指出,“区别办法”的提法可能引起误解。例如,一位代表怀疑这种做法是否将足够注意发展中国家共同关切的事项,如在许多发展中国家实行经济自由化和要求“贸易而非援助”时,经合组织国家内可能出现的保护主义。

8. 与会者对下述意见表示了普遍的兴趣,即将联合国机构合理化所得到的部分节余重新投资于造福发展中国家的活动,如减轻贫穷。

9. 区域机构和多边组织之间的协同与合作也可有助于解决发展问题。几位与会者提请注意世界各区域在发展中的作用。区域合作可以促进可持续的发展,如在利用战略资源(水和能源)和环境管理等领域。一位与会者指出,虽然欧洲联盟是一个特别的例子,但拉丁美洲和亚洲也有区域合作的有用实例。区域与区域的合作可以加强全球的发展进程,并补充联合国的多边努力。

一位与会者指出,联合国对发展的辩论,特别是关于发展议程的辩论,需要一种政治活力,因此需要较高级别的代表才能达成一个总框架和具体措施。这一意见得到后来发言者的普遍赞同。

在小组会议和全体会议上,都普遍同意应当在布雷顿森林机构和联合国之间加强协同与协调。认为改革后的经社理事会可以承担这项任务。

ANNEX II

Statements made at the
Tokyo Conference on Development Strategy

Keynote Address by Mr. Kazuo Ogura
Deputy Minister for Foreign Affairs of Japan

(Introduction)

It is my great pleasure to make the opening address at this Tokyo Conference on Development Strategy. I believe that a conference on development issues is most timely, inasmuch as the discussions on the reform of the United Nations are now at an important stage and development strategy is being intensively discussed in several international forums, including the United Nations. The close inter-relationship between these two issues is, I understand, widely recognized. A new development strategy and reform of the United Nations are both essential to effectively promote sustainable development toward the twenty-first century, and I hope that we will be able to give some valuable inputs into the discussion of these subjects through the Conference held today and tomorrow.

(A New Development Strategy)

Since 1960, the General Assembly of the United Nations has proclaimed four consecutive Development Decades. It has adopted a number of declarations, programmes of action, and development strategies designed to strengthen international cooperation for development. As we look back on our experiences of the past four decades, however, we note that in the context of the confrontation between East and West, development issues tended to be politicized and as a result were not addressed, as they should properly have been addressed, from the perspective of development. The end of the Cold War marked a fundamental change in international politics, and with it, the relations between North and South entered a new stage. In consequence, I believe, an environment is emerging in which the problems of development can be squarely addressed based on a new global partnership. We are being given a real opportunity to build such a partnership, which will enable developed and developing countries to work together to meet the challenges of development.

An important feature of the evolution of the world today is increasing interdependence--interdependence not only in economic terms, but also in terms of global issues such as poverty, environment, population, food security, and the advancement of women, all of which require efforts not only at the national but also at the international level.

It is therefore high time that every country and region in the world, developing and developed alike, work to build a new partnership to tackle the challenges humankind faces as it approaches the twenty-first century. It is in this context that the roles of the United Nations and other international organizations are becoming increasingly important, and that they are being expected to do more.

At the same time, however, many developed countries are experiencing great financial difficulties, which are imposing severe limits on their capacity to make contributions to international organizations and are exerting downward pressure on the development assistance they can provide. In addition, the role of government in promoting development is being redefined in the face of the global trend toward liberalization and deregulation.

Under these circumstances, I wish to make three points:

First, eradication of poverty is a challenge to which we must respond, and doing so will require intensive efforts on the part of the whole international community. In 1993 the General Assembly of the United Nations proclaimed that the year 1996 would be the International Year for the Eradication of Poverty. This is a timely initiative on the part of the United Nations designed to focus world attention on this urgent issue.

Second, the key to our success is a new global partnership. It is increasingly important that all nations work together to build and implement a new development strategy designed to meet the challenges the world can be expected to face in the twenty-first century.

Third, in the process of working out and implementing a new development strategy, it is crucially important to reinvigorate the roles of international organizations, and in particular that of the United Nations, which should serve as the catalysts for the global partnership that is essential to the new strategy.

I would like now to offer some thoughts on the three main pillars of a development strategy based on such a new global partnership. They are also the three themes to be addressed in the sub-group sessions this

afternoon. I am referring to the objectives of development, the role of the United Nations and other international organizations in sustainable development, and methods of promoting development.

(Objectives of Development)

In order to promote joint efforts based on new global partnership, it is important that the nations of the world, both industrialized and developing, share a clear vision as to the state of the world should be in the early twenty-first century. We must establish a clear and positive vision in order to help people in developing countries gain a strong sense of the goals they should strive to achieve. A clear vision is also necessary for people of donor countries. It will help convince taxpayers in donor countries of the need for development cooperation. It is important to have a vision of the future because, under the global partnership between developed and developing countries, all parties should work together and all of us need encouragement to continue and strengthen our efforts.

In order to arrive at a vision, a set of well-defined development objectives should be formulated. And setting concrete milestones would contribute to that end. Objectives defined with concrete milestones should cover both economic aspects and non-economic aspects of development, such as social development.

Such a comprehensive set of objectives, which together would constitute a realistic and positive vision of the world, would be extremely useful, as they would promote joint efforts by the entire world community: developing countries, developed countries, international organizations, and NGOs.

(Role of the United Nations and Other International Organizations in Sustainable Development)

In an increasingly interdependent world, international organizations, especially the United Nations, have a crucial role to play in promoting sustainable development. They must serve as focal points in the coordination of international efforts and also provide effective assistance for developing countries. It is therefore essential that Member States demonstrate that they are committed politically to supporting and fully utilizing international organizations, not only by eloquent speeches but also by concrete actions. The fiftieth anniversary of the United Nations offered an unprecedented opportunity for leaders of its Member States to declare their support for that world body. At the sametime, however, the UN is now facing financial difficulties and calls for reforms in a range of areas echo around the world. Under these circumstances, it is essential for us to secure progress in the work of improving the development activities of international organizations. Coordination in and relevant organizations should also be improved both at the general policy level and at the field level.

With regard to coordination at the general policy level, the Economic and Social Council should be enabled to carry out its mandate under the UN Charter "[to] coordinate the activities of the specialized agencies through consultation...and recommendations...." (Article 63 of the Charter). For that purpose, we should explore ways of enhancing the effectiveness of ECOSOC. For coordination at the field level, the use of Country Strategy Notes should be encouraged, the system of resident coordinators should be

improved, and the idea of common premises pursued. Coordination should also be strengthened between the United Nations and the Bretton Woods institutions. Although they might not be able to work under a single conductor, they should share a score in promoting sustainable development with a harmony strategy.

Beyond these suggestions as to efforts to improve coordination, I would like to offer one idea for addressing the financial constraints under which the UN labors and reinvigorating the role it plays in development. Although many arguments may be advanced for promoting rationalization in light of these constraints, reform should not be a euphemism for budget-cutting. The purpose of reform is to bring about effective utilization of available resources and greater efficiency on the part of the relevant institutions in promoting sustainable development. I would therefore like to propose that a part of savings achieved through rationalization of UN development institutions be reinvested in development activities, for example, those aimed at the eradication of poverty. Such linkage between savings and reinvestment would contribute to reinvigorating the role of the UN in sustainable development by promoting a continuing adjustment to current realities and emerging priorities.

(Methods of Promoting Development)

In promoting development, policy measures in different areas should be combined in a coherent manner. The main pillar of such a comprehensive approach is mobilization of resources--not only Official Development Assistance, but also private sources of funding, which are becoming increasingly important for development in today's world. Out of the US \$169 billion that flowed into developing countries in 1994, \$112 billion, or about two thirds, were from private sources. Under these circumstances,

ODA should be used first in sectors that are not attractive to private investors. At the same time, ODA could play an important role of catalyst to mobilize domestic resources in developing countries and to induce foreign investment.

In addition to efforts to secure sufficient resources, it is important to take measures in other policy areas, such as trade or technology transfer. The globalization of the world economy also makes it increasingly important to promote the development of human resources, capacity- and institution-building in developing countries. All members of the global partnership, including developing countries, developed countries, and international organizations, have roles to play in implementing this overall approach.

Development efforts should address the needs of countries and regions in all their diversity. While it is necessary to improve economic conditions, it is also necessary to protect the environment and improve social conditions. The needs to be addressed vary from country to country, from region to region, and may include population growth, health, the protection of children, emergency relief, and post-conflict stabilization leading up to reconstruction. All these factors imply that policy measures should be tailored and adapted according to different needs and conditions.

Before leaving the subject of methods of promoting development, I would like to mention one form of cooperation as a particularly good example of global partnership. It is South-South cooperation. Assistance between developing countries, for example, the transfer of know-how gained in the course of development, can be very effective. Such a type of cooperation should be promoted more actively and given expanded international support. It was to that end that the UN General Assembly last year invited

the UNDP to establish a voluntary trust fund for the promotion of South-South cooperation. It is our hope that it will do so.

(Conclusion)

My intention in making this opening address has been to raise issues for discussion at this conference, rather than offer a definitive statement on how they should be resolved. I hope that you will give them intensive consideration from a variety of perspectives.

In an increasingly interdependent world, all of us, all the peoples of this planet, are in the same boat. By means of our discussion here, we hope to make progress toward identifying our destination, the ways and means we shall employ to reach it, and a method of ensuring that we act in harmony. On the other hand, we must take care: discussion, if it is not constructive, can also cause our boat to sink. We must bear clearly in mind that what we are working toward is a clear vision of our future and a new global partnership to carry it out.

I hope that the debate here will be constructive and that the Tokyo Conference will serve to promote the partnership we seek to establish.

**Address by James Michel
Chair, Development Assistance Committee
Organisation for Economic Co-operation and Development**

The famous English author, Charles Dickens, once began a book about events near the end of the 18th century with a description of the period as being "the best of times" and also "the worst of times". We who are witnessing the final years of the 20th century might well believe that we have a special appreciation and understanding of the historic contradiction which Dickens described so simply and yet so eloquently.

Forces of globalisation are encouraging a convergence of economic policies upon all nations who would compete in an increasingly interdependent global market place. Instantaneous flows of information, technology and capital have accelerated the pace of change. Along with an opening of economic systems to greater competition and greater efficiency, we are seeing an opening up of political systems, with increased opportunities for citizens to have a voice and stronger incentives for more responsive and more accountable government.

At the same time as this greater convergence is occurring, there is a trend toward greater diversity among nations. Old labels of "North" and "South", like those of "East" and "West", have less meaning today than they did just a few years ago. And if one of the forces that is shaping the contemporary environment for development is globalisation, the other is a focus on people, with all their differences, as the principal subjects of the development process.

Remarkable progress is being achieved by many countries and many people. At the same time, too many countries and too many people are not participating in this progress. For them, the quality of life is deteriorating. The combination of unsustainable consumption, intolerable poverty, rapid population growth and environmental deterioration casts a shadow over the future. The future looks especially bleak in those places where there has been a generalised breakdown in civil order and a descent into the human tragedies we have learned to call "complex emergencies".

For some it is the best of times; for others, like the children of Rwanda, Liberia, Somalia, Bosnia and other war-torn societies whose faces look out at us from the pages of the 1996 UNICEF report on the state of the world's children, it is unquestionably the worst of times.

This historic contradiction, like the one 200 years earlier of which Mr. Dickens wrote, is a warning, an indication of unstable and unsustainable conditions. It is crucial that we recognise that warning, and that we take the necessary actions to achieve stability and sustainability.

We face unprecedented opportunities for human achievement in the coming new millenium. We have many advantages that did not exist at the time of previous

transitions in history. In particular, we have a broad awareness that as we approach the end of the 20th century security has come to have less to do with the strength of our armies and more to do with the needs and concerns of human beings and the quality of their environment. With that awareness, we can understand that the poverty and suffering of any of us diminishes the security of the rest of us. That understanding should provide the basis for a broad international consensus that development is important to the security and well being of everyone.

We also have the advantage that more than 40 years of development co-operation have taught us many valuable lessons about how the international community can best support development. There is broad international support for a model of locally-owned, people-centred and participatory development, based upon principles of self-reliance, integrated strategies and accountability for results. This model envisions development co-operation as a partnership, with mutuality of benefits and responsibilities and a principal focus on strengthening capacities for self-help through effective assistance, coherent policies and respectful dialogue.

But we all know that actual practice often departs markedly from that widely accepted model. People in the industrialised countries tend to favour support for sustainable development; but they also tend to give priority to domestic concerns. Donors tend to favour local ownership and responsibility; but their needs to assure accountability and to demonstrate results often cause them to insist on control over their investments, even at the expense of sustainability. Developing countries, for their part, sometimes hesitate to adopt and to implement reforms that will help them to escape from aid dependency, but that will pose short-term political and social costs.

Public confidence in development co-operation efforts is in decline in many countries; donor country governments are under intense pressure to find ways to reduce public expenditures, and developing country governments are being pressed to demonstrate the benefits of reforms. Multilateral and bilateral institutions are denied resources and at the same time expected to achieve more. The risk is real that aid fatigue and adjustment fatigue might combine to frustrate the actions we know are necessary and that can improve fundamentally the prospects for a more secure and prosperous future.

We need to devise strategies that can help make the model a reality, one that can demonstrate convincing progress and command broad public and political support. That means that we must deepen the international consensus from the general to the specific and work together in a spirit of genuine partnership.

These considerations make this a most timely conference. Before proceeding further I want to congratulate the Ministry of Foreign Affairs of Japan for taking the initiative to organise this event. If we are convinced that development efforts must reflect local commitment, initiative and capacity in order to succeed, then it is imperative that development co-operation strategies be shaped through dialogue in which developing country partners are full participants. The Ministry of Foreign Affairs has provided a valuable service to all of us by making available this opportunity for constructive dialogue. I am grateful to have been invited, and look forward to learning from the many distinguished participants assembled here.

I also want to express appreciation to all who are participating in this conference. For me, fostering a consensus in favour of effective development co-operation policies is a full-time job. Everyone else here has many other responsibilities. It is encouraging that so many of you have found this discussion of development strategies to be of sufficient importance and urgency to warrant your participation. Together, I am sure we can move far beyond the question of whether we are living in the best or the worst of times. We can advance the prospects for making the present into a solid base on which to build a better future.

In the Development Assistance Committee of the OECD we adopted in 1995 a policy statement entitled *Development Partnerships in the New Global Context*. The Development Assistance Committee (DAC), of course, is an organisation made up entirely of aid donors. The policy statement, therefore, reflects a donor perspective. But it is a perspective grounded in considerable experience, and the statement was fashioned against the background of an extraordinary, widely participatory dialogue in recent years -- from Rio to Beijing -- on a broad range of development issues. The DAC's *Development Partnerships* statement is a consensus of development ministers and heads of aid agencies. But it seeks to represent a broader international consensus by incorporating what those ministers and agency heads have learned from others about development co-operation.

Because I think it is such an important reference for our deliberations here in Tokyo, I have appended the *Development Partnerships* statement to the written text of my remarks. I will not take your time this morning with a detailed description of what it says. It is discussed at some length in the DAC's annual Development Co-operation Report for 1995. As you can see, it takes up only two sides of a single page and does not take long to read. I commend it to your attention. There are a few aspects of the statement, however, that bear directly upon our work here. I'd like to touch on these briefly.

First, the statement contains what I believe is an important clarification in the roles of partners in development co-operation. It states that achievement in sustainable development needs to be based on integrated strategies that incorporate a number of key economic, social, environmental and political elements. It makes clear that these strategies need to be locally owned, and then goes on to say that the role of the external partners is to help strengthen capacities in developing partner countries "to meet these demanding, integrated requirements for sustainable development, guided by the conditions and commitments in each country".

In a related point, while the statement expresses the vital necessity for concessional resources, it also acknowledges that developing countries are ultimately responsible for their own development and that their own resources are the most important source of investment in their economic and social progress.

Together, these two points amount to an unambiguous endorsement of local ownership and local responsibility for development. If donors believe what their policy statement declares, they need to shift the focus of their programmes away from trying to do things for developing countries and their people, and toward helping them increase

their capacity to do things for themselves. Paternalistic approaches must give way to true partnerships in which local actors progressively take the lead and external partners support their efforts to increase capacities and to assume greater responsibility.

A second feature of the statement is that its emphasis on local ownership of the development process and putting people at the centre of development policy reflects a strong endorsement of participatory development. It necessarily follows that national governments are no longer the only partners. Participatory development requires, by definition, participation -- by government at all levels, national, regional and municipal; by the institutions of civil society, including non-governmental organisations, civic groups, business and labour associations, and a free press; and by individuals.

A third important feature is the statement's acknowledgement of the critical importance that development co-operation efforts take place within a broader context of policies that favour development. This is reflected in its call for integrated strategies by the developing countries, and also in a call for consistent, open economic policies by the industrialised countries that do not undercut development objectives.

At the end of the statement, the ministers and agency heads reaffirmed their commitment to work together in the Development Assistance Committee "to help prepare strategies looking to the next century". Toward that end, they initiated an exercise to reflect on the record of development co-operation and on aspirations for the future. They set a limited scope for their collective look into the next century -- only until 2010. And they set a limited time for their deliberations in what we have come to call by its French name, the *exercice de réflexion*. They undertook to collaborate in the preparation of a report to be taken up at their next meeting in the DAC, scheduled for May 1996.

One of the first issues considered by the senior officials participating in this DAC exercise was the question of how to express the objectives of development co-operation in a way that would foster effective common efforts and make clear to the people and leaders of the industrialised and the developing countries the importance of the stakes involved. They concluded that it would be very helpful to select a few specific goals from among the many that have been agreed to by the international community. This approach would make the vision more concrete and also more understandable. In addition, it would set standards against which the performance of the international community could be measured.

Even as work proceeds on the preparation of a report for the DAC High Level Meeting in May, the Development Committee of the IMF and the World Bank is preparing to take up at its meeting in April the report of the Task Force on Multilateral Development Banks. At the same time, the Executive Directors of the Bank and the Fund are considering a jointly prepared proposal for action to resolve the debt problems of the heavily indebted poor countries. The Government of France, which will host the summit meeting of the G-7 in Lyon in June, has publicly expressed its interest in addressing development issues in that forum. And, of course, the General Assembly of the United Nations will take up in September the Secretary General's initiative of an Agenda for Development.

In this room there are assembled representatives of institutions that are involved in all of these current efforts to improve the prospects for development, increase the effectiveness of development co-operation and deepen public and political support. The confluence of all these international efforts and events provides us with a unique opportunity. I think the same kind of reasoning that led the senior officials of bilateral agencies to build their work in the DAC around the idea of specific development targets applies as well to the other ongoing international efforts. We can have a positive influence on all these initiatives by focusing in our discussions at this conference on the identification of targets of achievement, and on how they can best be pursued in our international co-operation efforts and in the accompanying public and political debates about development.

This is an enterprise that carries with it significant risks. If the international community is able to express its aspirations in terms of ambitious but achievable targets, and if it succeeds in building public and political support for those targets, it will be creating expectations. For the industrialised countries, the principal immediate risk is that failure to pursue those targets seriously will undermine the credibility of development co-operation, placing aid budgets in even greater jeopardy. For the developing countries, failure to pursue the targets seriously will have more profound consequences. For them, the targets represent a vision of hope for a better life -- an enhanced capacity for their people to participate in the economic, political and cultural life of their societies, and an enhanced capacity for their societies to participate effectively in the global system. An undermining of that hope would pose a threat to the preservation of the confidence and social cohesion that are the hallmarks of all successful examples of development.

Nevertheless, I don't think we really have any choice. Some fundamental decisions will be made this year about development and development co-operation, and about their place on the international agenda. Those decisions will set directions which will make it either easier or more difficult to preserve the sense of shared values and interests that are necessary to collaborative management of global issues of common concern.

I won't claim that the future of development co-operation, in itself, will have a decisive effect on whether we degenerate into a world of conflict and chaos. However, I do believe that there can exist in the next century a co-operating world in which future generations will work together to eradicate the worst of poverty, disease and conflict, to preserve the environment, and to promote improved conditions for participation and human fulfillment. And I am confident that development co-operation will have some influence in determining what kind of world will exist. The stakes in a stable, sustainable future for this planet and all who inhabit it are too high for us to forego that influence.

So let us try over the next two days to advance as far as we possibly can a shared understanding of what development goals are most appropriate, how they should be set, and the ways and means to achieve them. And let us also advance our understanding of the role of the United Nations system and its various funds, entities and programmes and how they can best contribute to sustainable development. When we adjourn tomorrow, let us do so with a sense of satisfaction that we have helped to guide the international dialogue on development strategies in directions that will command the broadest understanding, support and prospects for success.

APPENDIX

Development Partnerships in the New Global Context

Members of the Development Assistance Committee (DAC) of the OECD met on 3-4 May 1995 at the level of Development Co-operation Ministers and Heads of Aid Agencies.

They agreed on shared orientations for their development co-operation efforts and preparing for key challenges of sustainable economic and social development into the 21st century.

Members also expressed deep concern that domestic preoccupations and budgetary pressures in some Member countries could seriously jeopardise the international development co-operation effort at a critical juncture.

For three decades, the highest rates of economic growth in the world have been achieved among developing countries, notably in Asia and Latin America. Many formerly poor countries have made rapid advances in standards of living, fuelled by expanded trade, capital and technology flows. Development co-operation has helped, and must continue to help, lay the foundations for their success.

Yet many countries and people have not yet shared in this progress, or have even lost ground. At the same time, numerous countries, including countries in Africa, are adopting far-reaching economic and political reforms. They seek to increase opportunities for their people, and to integrate successfully into a highly competitive, interdependent world.

Development and greater interdependence require high levels of domestic effort, high standards of accountability, and a strong civil society. Open, participatory economic and political systems are increasingly important factors. Meanwhile, the basic notion of security is being redefined, placing much more weight on the needs and concerns of human beings and the quality of their environment.

More widespread and sustainable progress now depends on building strong capacities to achieve good governance, reduce poverty, and protect the environment. Civil conflict, terrorism, population and migration pressures, epidemic disease, environmental degradation, and international crime and corruption hinder the efforts of developing countries and concern us all.

Within this new context, thriving developing country partners will contribute to greater prosperity and greater security in their own regions and globally. We therefore endorse the following strategic orientations, and commend them for active support in their own countries and throughout the international community.

1. Development co-operation is an investment

Support for development has contributed to extraordinary achievements in economic and social well-being. Well over two billion people have increased their incomes, life-expectancy, education, and their access to basic services. Development co-operation has also led to the emergence of new economic partners who play an increasingly dynamic role, generating new trade, investment, and jobs—as well as the need for adjustment—in our own countries. Developing country markets for OECD exports have expanded by 50 per cent since 1990.

We regard development co-operation as a key investment in the future.

2. Combating poverty at its roots is a central challenge

Support for development reflects our enduring concern for the human dignity and well-being of others. Despite the promising trends in many developing countries, more than one billion people still live in extreme poverty. Yet, building on lessons learned, there are good prospects for significantly reducing poverty in the coming years.

We will focus our support on strategies and programmes that will work to enable the poorest to expand their opportunities and improve their lives.

3. Strategies for success are now available

Experience has shown that achievements in sustainable development, and effective co-operation, need to integrate a number of key elements:

- A sound policy framework encouraging stable, growing economies with full scope for a vigorous private sector and an adequate fiscal base.
- Investment in social development, especially education, primary health care, and population activities
- Enhanced participation of all people, and notably women, in economic and political life, and the reduction of social inequalities.
- Good governance and public management, democratic accountability, the protection of human rights and the rule of law.
- Sustainable environmental practices.
- Addressing root causes of potential conflict, limiting military expenditure, and targeting reconstruction and peace-building efforts toward longer-term reconciliation and development.

We will focus our co-operation on helping to strengthen capacities in our partner countries to meet these demanding, integrated requirements for sustainable development, guided by the conditions and commitments in each country.

4. Development assistance is vital to complement other resources

Developing countries themselves are ultimately responsible for their own development. Their own earnings, savings and tax revenues are the most important source of investment in their economic and social progress. For development to succeed, the people of the countries concerned must be the "owners" of their development policies and programmes.

We remain committed to generating substantial resources for development co-operation to back the efforts of countries and people to help themselves.

Private investment flows are mainly attracted by the most dynamic countries and sectors of the developing world, and private donations are directed primarily to immediate humanitarian needs. Official development assistance remains vital for many key investments in developing countries, especially the poorer countries.

5. Other policies need to be coherent with development goals

Expanded trade, investment and other linkages, and the growing role of the developing countries in the international economic system (notably in the World Trade Organisation) have raised the stakes for OECD countries. It is critical that other policies not undercut development objectives.

We will work with the other policy-makers concerned to ensure that our countries follow consistent, open economic policies in relations with our development partners.

6. Our co-operation must be effective and efficient

Both bilateral and multilateral development assistance must be managed for maximum efficiency and effectiveness. We are confident that past achievements and lessons learned in development co-operation show clearly how best to reinforce current efforts of developing countries.

We will intensify our activities in aid co-ordination, the evaluation of aid effectiveness, peer reviews, and the implementation of best practices.

The agreed principles and best practices for effective aid must be implemented with rigor. Critical evaluation must be an ongoing feature of development assistance efforts, to identify the best and most cost-effective approaches. Public accountability, based on indicators of achievement, is essential.

7. The Development Assistance Committee will advance these priorities

Co-operation for sustainable development is a fundamental concern of the OECD. Effective development co-operation helps to strengthen the multilateral system and promotes job-creating growth and social cohesion on an international scale. OECD members commit substantial resources toward this effort, including more than \$50 billion annually in official development assistance, 90 per cent of the world's total

We reaffirm our commitment to work together in the Development Assistance Committee to implement the directions outlined here for this decade, to integrate the contributions of development co-operation with the other policy priorities of Members, and to help prepare strategies looking to the next century.

**ADDRESS BY MR. K. Y. AMOAKO,
EXECUTIVE SECRETARY OF THE
ECONOMIC COMMISSION FOR AFRICA**

**Meeting the Development Challenges
facing Africa in the 21st Century:
The Role of ECA**

It is an honour and a pleasure to be among you, at such a gathering, to consider the vital issue of UN reform and development strategies in Africa. It is appropriate that I, as an African, and head of the Economic Commission for Africa, should be called upon, given that our continent represents the greatest development challenge. But to be speaking to you today on such a critical topic, and in such a setting, is particularly valuable. I thank you most sincerely for the opportunity. I intend to make full use of it, to share with you the development challenges facing Africa, and to consider together the strategies we will adopt to realise that vision in the 21st Century.

And what an inspiring venue this is, in which to script a scenario, about overcoming enormous difficulties to achieve economic success. What a lesson is around us here, in what can be built out of human skill and energy, with strong partnerships, in a climate of peace and stability, and in the right policy

environment. Today Japan, this great economic power, has become the strongest of development partners. The world's largest donor of Official Development Assistance, supplier of well over one billion dollars a year in bilateral aid to sub-Saharan Africa. And with even more to offer Africa as a development partner in terms of expertise, experience and relevant strategies, as the original powerhouse of the East Asian economic miracle.

Now it is our continent that is gearing itself to embark on the long journey. I would like to sketch for you the road ahead, to review where Africa is today, and to look at the role of the United Nations, and of the Economic Commission for Africa.

Africa is the biggest challenge for the UN itself. As the Secretary-General, Dr Boutros-Ghali, has warned in launching the Agenda for Development: 'the failure to help improve the human condition of a whole continent would be a moral and political defeat for the UN. Africa remains the great test of an effective agenda for development.'

But as the Secretary General also said, about the launching of the great UN Special Initiative on Africa last week, 'the chances of Africa emerging from its crisis are better now than in many years.' Even in the midst of our critical problems, there are hopeful signs and indicators emerging that African recovery is ahead, if we

can gear ourselves to seize the moment. If we can follow a clear vision of absolute poverty eliminated within the next generation.

And it is a direct attack on poverty, with all the resources that we in Africa and our global partners can muster, that **MUST** be at the heart of our strategy for sustainable development.

What are the hopeful signs and signals that dispel some of the gloom and light our way? Our own research is confirming that no less than half the countries of Africa at the moment are enjoying real economic growth in excess of their population growth rate. More than one third of these countries last year recorded growth of 6 percent and above. And among these, economists are noting a sustained upward trend.

This is in a broader context in which democratic experiments, the opening of markets and the growth of civil society are all continuing trends.

Our African landscape is not one undifferentiated mass. It is a mosaic, a spectrum, within which, as we go towards the 21st century, there is a new Africa emerging. We see the fruits of positive growth beginning to appear in those countries which are applying economic and political reform with stamina and determination.

Poverty reduction, let me stress once more, is the ultimate and overarching objective of all development strategies. I would like to illustrate this in the simplest of ways, out of the African experience, looking at our socio-economic landscape as it is.

Our continent is enormously wealthy in terms of natural resources, so much so that we have no business to be poor — if we can develop and apply our great HUMAN resources in the right way, and with the right kind of assistance from our partners.

But the vicious circle of reality has to be broken: 2 out of 5 of Africa's people — and rising — live in poverty, in absolute poverty. They can only struggle, with hard work and ingenuity, to keep alive. In the rural areas, people scratch the exhausted land to grow food without enough water for crops. They use up forests for their own and for city fuel. In urban settlements, people find a hundred informal ways to do business, so the family can survive, but often without access to schools, to clinics, even to drinkable water. The coping mechanisms of our rapidly growing population contribute to the pressure on the local environment.

A sustainable environment for Africa, occupying one quarter of the earth's landmass, is crucial in stabilising the planetary environment.

Certainly, we cannot meet the challenge posed by the population-food security-environment nexus, unless our economies are on a sound footing. We need policies for robust growth. BUT — we have to adopt a direct poverty reducing strategy, with employment opportunities, to sustain broad-based and labour intensive growth. We have to empower the poor to take part in this growth, if it is to spin the vicious circle into a virtuous cycle. That is, the women, the children, rural people, those in the informal sector, the struggling private enterprises.

There has to be a division of responsibility between the public and private sector. What are needed are new synergies based on being complementary to each other, rather than adversarial. What a crying need there is in Africa, for this understanding, from both sides. The state has to maintain a conducive environment to enable the private sector to emerge and grow into a significant employer, wealth creator and engine of the economy.

Japan, post world war Japan, has been one of the great venues, the great models for that enabling dynamic relationship.

I spell out these well-known factors in the great historical equation of modern East Asian development, only because they have so much relevance for us in Africa. What we will need, and will have to work for, is that conducive policy environment and

the political climate to encourage sustained structural transformation.

We need liberating market forces, to set prices freely, to create efficient markets. We need — as I have noted some of our countries are already doing — to restore and preserve macroeconomic stability.

Of course we cannot strengthen our economies without partners, and this is where we need to build the long-term socio-economic stability, through political and economic liberalisation, to encourage outside investment. As an essential foundation, we need to mobilise domestic resources through savings and internal investment.

Any mobilisation of financial resources comes up against one huge obstacle, that is Africa's external debt crisis, which remains unresolved. It is, in the graphic image conjured up by the UN Secretary-General, "a millstone around the neck of Africa." The challenge can never be far from our minds. It has been the spur to frequent resolutions and declarations from the OAU and other bodies, calling for sustained development assistance from Africa's external partners, pleading for a lasting solution to the debt burden.

An overarching dimension, adding urgency to our strategies, is the need to prepare Africa for the realities of globalisation. How

can we seize the opportunities offered by this process. How can we climb aboard and use its momentum, and not be totally sidelined and marginalised by it?

A key element of the strategy for becoming competitive in the world economy is to strengthen regional economic integration in Africa. Global trade liberalisation is proceeding at the same time as regional economic megamarkets are developing, sweeping away internal barriers in regional groupings. But in Africa, for all our decades of dreams and efforts, we still offer minimarkets, often landlocked, with no effective intra-African trade, few if any economies of scale.

Opening up African economic space, and letting trade between countries expand without restriction, may be the single most neglected potential engine for the continent's economic growth, and a prerequisite for its integration into the highly competitive world economy of the future; letting factors of production flow freely across borders.

A new approach is needed. The traditional approach to integration, which relied on interactions among governments, and which mirrored state-led development strategies, clearly has not been effective. Our new approach needs to be based on promoting the growth of African enterprises, opening national markets to create an African market. We need to harmonise policies at the

regional level, especially in the promotion of foreign direct investment.

It is in meeting these challenges in Africa that the United Nations is going to be judged. The UN system as a whole is undergoing reforms, to strengthen its development role, to do better in and for Africa. So what are the principles that should guide its work?

There are a range of challenges on its agenda for reform. First of all, the UN agencies as a whole:

- * have to adopt a much more tenacious approach to promoting development than in the past;
- * we need to sharpen our focus on objectives and priorities
- * in programme delivery, we must be more cost effective in our use of scarce human and financial resources
- * monitoring needs to be strengthened and evaluation sharpened.

There are several principles which will have to be incorporated into its regional programmes as well as its field operations in Africa, to be effective in meeting the challenges.

One which guides UN assistance is the country focus of UN activities. This principle is dear to member states. It calls for a

sharper focus on individual countries by all agencies of the UN family, including Bretton Woods institutions working together as a team.

Nor can the UN be fully effective if it works only with governments. In Africa, UN agencies have to embark on stronger cooperation with the Organisation of African Unity, the African Development Bank, and the regional economic organisations.

UN agencies need also to continue developing channels for joint operations with NGOs and other civic organisations in view of their strong involvement with the grass roots, where development challenges cease to be dry statistics and assume real personality.

It is on these principles that the UN Special Initiative on Africa has been based. It is the greatest set of UN projects in Africa ever drawn up. At the heart of this ten-year programme are two major commitments: to promote throughout the continent universal basic education, and primary health care. They account for the bulk of the 25 billion dollars of resources expected to be mobilised and dispersed as a result of the initiative.

We at ECA will be very much playing our part in this UN system We will lead or co-lead with other agencies in a range of projects, from South South cooperation for trade promotion, to

strengthening civil society, promoting the Informal sector, and in harnessing Information technology for development -- a field where ECA already leads the electronic networking campaign in Africa.

We at ECA are feeling more motivated and clear in our minds than ever about how we need to address the challenges of the 21st century. We are in the midst of renewing the organisation to serve Africa better.

Since joining ECA last year it has been my task to take the lead in strenuously embarking on a major reform and reconstruction process. It is part of the broader stream of change, to confront the special problems and challenges of the time we are in, within the entire UN system, and in Africa as a whole.

We have consulted widely and intensively about our new directions -- on what ECA's role will be. We have developed a road map, a clear sense of where we are going, in a revised and enriched document on our Strategic Directions. We are having important meetings with our Partners in development around the world, and we are geared for this most important phase of our journey. Some major reorganisation in ECA takes effect next month. Our programme guidelines are set for submission to our Council of Ministers in May.

Many of you here will want to join and support us on our journey. On what pathways will you find ECA in future? What will be different, more effective, about the way we work?

ECA already has proud achievements in its record since 1958. It played a central role in the creation of several African regional economic institutions, notably the African Development Bank. It was an architect of such initiatives as the Lagos Plan of Action. Now, the renewed ECA is being revitalised as a policy integrator, a networker and disseminator of development ideas and best practices among its African member states. We are reorganising to strengthen our current staff through training and exchanges. We are preparing to bring in fresh blood. We are embarking on new communications strategies and methods.

Above all, we are sharpening our programme focus, using our comparative advantages to be cost effective and relevant, responding precisely to those challenges I have been outlining, such as the nexus, informatics, regional integration, the strengthened synergy between public and private sector in development management.

As I said earlier, we are already taking a lead in networking development information through new technology, and in urgently promoting Africa's membership of the information society, to avoid even greater marginalisation. Gender will be mainstreamed

in all our work. This is a particular concern of mine, because empowering women is at the centre of social justice, and of any strategy for Africa's economic takeoff.

Our mandate already puts ECA at stage centre, in the scenario of African development. To network effectively, that is where we have to be. Most of the challenges African countries face have a regional scope and can best be tackled through regional cooperation. This too, is at the heart of our mandate.

I have reviewed development strategies and structures, but in the end it is the human spirit which inspires us to take on the challenges. By that I mean the way so many of our people still stand tall, after two decades of crisis in Africa. Where formal economic activities and support structures collapse so many battle to survive, through their own ingenuity, in the informal economy, creative and resourceful, their spirit of enterprise alive and well.

What echoes that sets up, of stories from the early post-war years about the peoples of East Asia. Can we in Africa hope to make a few small miracles along our own way? If we are to break through, there are three things we need: a conducive policy environment in the continent, more progress in ending local conflicts, and the understanding and support of partners around the world.

I would like once more to express our appreciation, and to pay tribute to our hosts, in putting Africa first in tackling development strategies. With such partnerships, and if we keep our heads clear and our hearts strong, absolute poverty can be eliminated in the span of one generation.

ANNEX III

LIST OF PARTICIPANTS

Afghanistan	H.E. Dr. Ravan A.G. FARHADI (I) Permanent Representative to the United Nations
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