Getting It Done and Doing It Right

A Global Study on the United Nations-led

Monitoring & Reporting Mechanism on Children and Armed Conflict

WATCH LIST ON CHILDREN AND ARMED CONFLICT

JANUARY 2008

Watchlist Mission Statement

The Watchlist on Children and Armed Conflict strives to end violations against children in armed conflicts and to guarantee their rights. As a global network, Watchlist builds partnerships among local, national and international non-governmental organizations, enhancing mutual capacities and strengths. Working together, we strategically collect and disseminate information on violations against children in conflicts in order to influence key decision-makers to create and implement programs and policies that effectively protect children. www.watchlist.org

IMPORTANT NOTES

General supervision of Watchlist is provided by a Steering Committee of international nongovernmental organizations known for their work with children and human rights. Though many agencies and actors provided information for this report, the views presented in this report do not represent the views of any one organization or member of the Steering Committee.

Information in this report was collected during field visits to Colombia, the Democratic Republic of Congo, Sri Lanka and Uganda, between July and November, 2007. Additional information was gathered through desk research and follow-up consultations with key stakeholders and experts in child rights.

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Acronyms

APWÉ	*Alliance patriotique de l'ethnie Wé*
BASE	Backward Society Education
CAAC	Children and Armed Conflict
CAAFAG	Children Associated with Armed Forces and Armed Groups
CCCM	Camp Coordination and Camp Management
CERF	Central Emergency Response Fund
CFA	Ceasefire Agreement
CPA	Child Protection Advisor
CPN-M	Communist Party of Nepal-Maoist
CRC	Convention on the Rights of the Child
CSWC	Community Study and Welfare Centre
CWIN	Child Workers in Nepal Concerned Centre
DDR	Disarmament, Demobilization and Reintegration
DRC	Democratic Republic of Congo
DFAIT	Department of Foreign Affairs and International Trade
GBV	Gender-Based Violence
FARDC	*Forces Armées de la République Démocratique du Congo*
	Armed Forces of the Democratic Republic of Congo
FLGO	*Front de libération du Grand Ouest*
HREA	Human Rights Education Associates
IASC	Inter-Agency Standing Committee
ICC	International Criminal Court
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
ILO	International Labour Organization
INSEC	Informal Sector Service Centre
IRC	International Rescue Committee
JMAC	Joint Military Analysis Center
JMC	Jagaran Media Centre
JOC	Joint Operations Center
LRA	Lord's Resistance Army
LTTE	Liberation Tigers of Tamil Eelam

MILOCI	*Mouvement ivoirien de libération ouest de Côte d'Ivoire*
MONUC	*Mission des Nations Unies en République Démocratique du Congo*
	United Nations Mission in the Democratic Republic of Congo
MRC	*Mouvement Revolutionnaire Congolaise*
MRM	Monitoring and Reporting Mechanism
MSF	*Médecins Sans Frontières*
	Doctors Without Borders
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	United Nations Office of the High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
OSRSG-CAAC	Office of the Special Representative of the Secretary-General for Children and Armed Conflict
Palipehutu-FNL	*Parti pour la libération du peuple hutu – Forces nationales de libération*
PPC	Provincial Protection Cluster
PPCC	Partnerships for Protecting Children in Armed Conflict
RHRC	Reproductive Health Response in Conflict Consortium
SCR	Security Council Resolution
SCWG-CAAC	Security Council Working Group on Children and Armed Conflict
SLMM	Sri Lankan Monitoring Mission
SOP	Standard Operating Procedure
SRSG	Special Representative of the Secretary-General
UN	United Nations
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNITAR	United Nations Institute for Training and Research
UNMIN	United Nations Mission in Nepal
UNSC	United Nations Security Council
UPC	*Union des Patriotes Congolais*
UPDF	Uganda People's Defense Force
UPRGO	*Union patriotique de résistance du Grand Ouest*
WHO	World Health Organization

Summary

In July 2005, the United Nations Security Council (UNSC) unanimously adopted Resolution 1612. In addition to calling for other important measures to protect children, the Security Council requested that the Secretary-General establish a mechanism to monitor and report on violations of children's rights in situations of armed conflict. Still in its infancy, the United Nations-led Monitoring and Reporting Mechanism (MRM) has met with notable achievements in a relatively short amount of time. Since 2005, interagency Taskforces[1] on monitoring and reporting have been formally established in at least eleven countries, and the Security Council Working Group on Children and Armed Conflict (SCWG-CAAC) has used the information submitted by the MRM to issue conclusions on the situations of armed conflict in seven of these countries (see Appendix 4: Summary Chart of Developments in the Implementation of the MRM).

The implementation of the MRM is an important step in improving the protection of children affected by armed conflict. However, some surmountable challenges remain. In an effort to address these challenges, Watchlist on Children and Armed Conflict undertook a global study on monitoring and reporting and the implementation of the MRM between July and November 2007.

This study resulted in the production of five reports: a comprehensive global study on the implementation of the MRM and four country-specific, companion reports that identify lessons learned in monitoring and reporting on children's rights violations in Colombia, the Democratic Republic of Congo (DRC), Sri Lanka, and Uganda. The global study includes a brief appendix that provides updated information on the implementation of the MRM in Nepal (see below: Appendix 3: Update on the MRM in Nepal).

The following global study documents and analyzes lessons learned, challenges, and successes in implementing the MRM. In particular, this study:

- Documents lessons learned, obstacles, and positive processes for **engaging and involving non-governmental organizations (NGOs)** in the implementation of the MRM.

- Identifies successful ways in which Taskforces on monitoring and reporting have **maintained the security and upheld the rights** respondents, children, and information collectors during the collection and verification of violations and other sensitive information.

- Explores positive and successful ways in which actors engaged in monitoring and reporting **leverage networks and resources** to collect and verify information.

- Identifies how Taskforces use information collected through the MRM **trigger timely and appropriate responses** the national and international levels.

The findings of this study are presented within the following four sections: the Participation of NGOs; Maintaining Security and Respecting Rights; Leveraging Networks and Resources; and Triggering Timely Responses to Violations. In addition, background information on SCR 1612, the MRM and monitoring and reporting in general is provided at the outset of this study. Finally, the study makes practicable and action-oriented recommendations to key stakeholders and decision-makers to help improve the MRM.

It is important to note that this report identifies challenges encountered in implementing the MRM, yet its primary purpose is to highlight opportunities to strengthen the implementation of the mechanism in-country and to build upon successes to date. While many sections of this report outline some challenges NGOs have encountered, readers should also note that UN agencies might face similar challenges. While this topic certainly deserves further inquiry, it is beyond the scope of this study to do so.

Other agencies are also undertaking initiatives to identify opportunities to strengthen the impact of the MRM. Of particular note, Save the Children UK is leading a study to assess the impact of the MRM at the global and national levels, due to be released in early 2008.

Methodology &
Limitations of Research

Between July and November 2007, Watchlist staff visited four countries—Colombia, DRC, Sri Lanka, and Uganda—and contracted a consultant to collect information in Nepal. Country-specific reports for Colombia, DRC, Sri Lanka, and Uganda were released along with this report in January 2008; a brief update on the MRM in Nepal is included in this report as an appendix (see Appendix 3: Update on the MRM in Nepal). Watchlist also consulted with other key actors, including those in Geneva, London, New York, and other locations.

In each location, Watchlist staff met a range of actors involved in the implementation of the MRM as well as other human rights activists, child protection experts, and humanitarian actors. These included staff from national and international NGOs, UN agencies, national government agencies, embassies and donor governments, and multilateral institutions. Where in-person meetings were not possible, Watchlist staff conducted consultations with experts in child rights and protection by phone and through email.

Watchlist staff also conducted a review of existing literature related to monitoring and reporting, child protection, gender-based violence (GBV), ethical principles related to information collection, safety and security, and other key issues. These documents have been compiled into an annotated bibliography in an effort to identify additional resources for those implementing the MRM to support their work (see Appendix 2: Annotated Bibliography on Monitoring and Reporting).

At the outset, it is important to acknowledge the limitations of this research, which may influence the overall findings of this report. During field visits, some key experts were unable to meet with Watchlist, either due to travel schedules or demanding workloads. It was thus necessary to conduct some consultations by phone or email, creating an inconsistent methodology for soliciting information and potentially impacting the specificity of information collected. In addition, Watchlist staff did not travel outside of capital cities except in Uganda, and thus held all consultations with agencies or actors who were able to meet in these cities. This may have affected the breadth and depth of the information collected. Finally, given the increasing insecurity and direct threats and attacks which humanitarian and human rights organizations face, interviewees in some countries may have been hesitant to speak openly and share information.

The United Nations and Children & Armed Conflict

The Changing Landscape of the Children & Armed Conflict Agenda

In 1999, the UNSC passed its first resolution focused specifically on children and armed conflict. By adopting this resolution, the Security Council underscored the growing international consensus that the impact of armed conflict on children and their protection were issues that belonged on the Council's agenda. Over the next six years, the UNSC passed five additional resolutions related specifically to children and armed conflict. The UNSC's dedicated action to improve the protection of children in conflict parallels mounting efforts to end impunity and hold perpetrators accountable for their actions by seeking to uphold international norms and treaties which protect the rights of children.

The Secretary-General's Reports on Children & Armed Conflict

In each of its resolutions on children and armed conflict (CAAC), the Security Council asked the Secretary-General to submit a report reviewing activities and progress

Reports of the Secretary-General on Children and Armed Conflict, 2002 to 2007

Report	Submitted on	Covering the period	Reference number	Countries where parties to armed conflicts are using children*	
				Annex 1	Annex 2
3rd	November 26, 2002	Sept. 2001 to Nov. 2002	S/2002/1299	Afghanistan, Burundi, DRC, Liberia, Somalia†	
4th	November 10, 2003	Nov. 2002 to Nov. 2003	A/58/546 – S/2003/1053	Afghanistan Burundi Côte d'Ivoire DRC Liberia Somalia	Chechnya Colombia Myanmar Nepal Northern Ireland Philippines Sri Lanka Sudan Uganda
5th	February 9, 2005	Nov. 2003 to Dec. 2004	A/59/695 – S/2005/72	Burundi Côte d'Ivoire DRC Somalia Sudan	Colombia Myanmar Nepal Philippines Sri Lanka Uganda
6th	October 26, 2006	Nov. 2005 to Sept. 2006	A/61/529 – S/2006/826	Burundi Côte d'Ivoire DRC Myanmar Somalia Sudan	Chad Colombia Nepal Philippines Sri Lanka Uganda
7th	To be determined	Oct. 2006 to Aug. 2007	To be determined	To be determined	To be determined

* This chart reflects only situations where parties to armed conflicts are using children and does not identify the parties themselves. For more detailed information, please reference the Secretary-General's reports on children and armed conflict at www.un.org/children/conflict.

† In his first report on children and armed conflict, the Secretary-General included only one list and did not make a distinction between those situations on the agenda of the Security Council and others.

flict that had not been taken up by the UNSC. In each of his subsequent reports, the Secretary-General has updated these annexes based on information received from UN Country Teams.

These annexes have increasingly helped UN Country Teams and other key groups initiate dialogues with violating parties and devise and implement strategies to address the abuse of children and violations of their rights.

Security Council Resolution 1612

In July 2005, the UNSC unanimously adopted SCR 1612, its sixth resolution on children and armed conflict (see Appendix 1: UN Security Council Resolution 1612). This landmark resolution underscored the Secretary-General's efforts to move the United Nations toward strengthening and implementing the normative framework to protect children and armed conflict. This framework includes Security Council resolutions on children and armed conflict, the Convention on the Rights of the Child (CRC) and its Optional Protocol on the Involvement of Children and Armed Conflict, the Rome Statute of the International Criminal Court (ICC), International Labour Organization (ILO) Convention Number 182 on the Worst Forms of Child Labour, and others.

In SCR 1612, the Security Council called for the implementation of several structures and systems to better monitor and address violations of children's rights perpetrated by armed forces and groups. First, the Security Council requested that the Secretary-General establish a Monitoring and Reporting Mechanism on children and armed conflict to provide timely and reliable infor-

made to improve the protection of children. Since the adoption of Security Council Resolution (SCR) 1261 in 1999, the Secretary-General has submitted seven such reports to the UNSC. The specificity of these reports has improved over time and they now provide more detailed and country-specific information on children and armed conflict.

Of particular importance, the Secretary-General's reports on children and armed conflict include a list of parties to armed conflicts that recruit and use children in violation of the international obligations that apply to them. The Secretary-General included the first such annex in his third report on children and armed conflict in 2002, which identified Afghanistan, Burundi, DRC, Liberia, and Somalia as situations where parties to armed conflict were using children.

In his fourth report, the Secretary-General split this annex into two: Annex I included a list of situations on the agenda of the Security Council where armed forces or groups were recruiting or using children in armed conflict while Annex II listed groups in situations of armed con-

Key Points of Security Council Resolution 1612

The UN Security Council:

- Strongly condemns the recruitment and use of child soldiers by parties to conflict and other violations of children's rights.

- Expresses serious concern regarding the lack of progress in developing and implementing Action Plans to halt the recruitment and use of child soldiers.

- Reiterates its intention to consider imposing targeted and graduated measures such as, inter alia, a ban on the export or supply of small arms and light weapons and other military equipment and assistance.

- Requests that the Secretary-General implement a monitoring and reporting mechanism on violations against children in five armed conflict situations

- Decides to establish a working group of the Security Council on children and armed conflict consisting of UNSC member states.

- Urges member states and other parties concerned to take appropriate measures to control the illicit trade of small arms to parties to armed conflict.

- Requests the Secretary-General continue to take all necessary action in relation to the zero-tolerance policy on sexual exploitation perpetrated by peacekeepers.

- Urges troop-contributing states to take appropriate preventive and disciplinary action to ensure full accountability and compliance with UN policies on sexual exploitation and abuse.

- Decides to continue deploying child protection advisers to UN peacekeeping missions.

- Reiterates its request to the Secretary-General to include child protection information in country-specific reports.

mation on violations of children's rights in situations of armed conflict (see below: The Monitoring and Reporting Mechanism). Reaffirming a request made in SCR 1539 (2004), the Resolution also urged parties to armed conflict to develop and implement time-bound Action Plans to halt the recruitment and use of children.

The Resolution also created the Security Council Working Group on Children and Armed Conflict to review MRM reports and Action Plans by armed forces and groups and to consider other relevant information presented to it. Made up of all Security Council member states, the SCWG-CAAC is chaired by the Government of France who was appointed chair in 2005.[2]

The SCWG-CAAC is the only working group that focuses specifically on the protection of civilians. In addition to the SCWG-CAAC, five other Security Council Working Groups exist: the Working Group on Peacekeeping Operations, the Working Group on Terrorism, the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, the Informal Working Group on General Issues of Sanctions, and the Informal Working Group on Documentation and Other Procedural Questions.

THE MONITORING & REPORTING MECHANISM

The UN-led Monitoring and Reporting Mechanism on grave violations of children's rights is the product of many years of focused efforts to improve the situation of children affected by armed conflict. Resolution 1539 laid the groundwork for the creation of this mechanism by calling on the Secretary-General to develop a systematic and comprehensive monitoring and reporting mechanism to provide timely and reliable information to the UNSC on violations of children's rights in situations of armed conflict (S/RES/1539 (2004)).

In February 2005, in his fifth report on children and armed conflict to the UNSC (S/2005/72), the Secretary-General proposed a plan to create a mechanism which would systematically monitor, document, and report on violations of the rights of children in armed conflict, focusing specifically on the following six grave violations:
- Killing or maiming of children
- Recruitment or using child soldiers

- Attacks against schools or hospitals
- Rape or other grave sexual violence against children
- Abduction of children
- Denial of humanitarian access for children

In SCR 1612, the UNSC requested that the Secretary-General implement an MRM to systematically collect data on these six grave violations and enforce the compliance of armed forces and groups to international standards. In some countries, Taskforces have expanded this list of violations to include additional violations and sub-violations based on the specific country context and manifestations of violence against children. For example, the Taskforce in Nepal monitors the illegal detention of children while the working group on monitoring and reporting in Colombia has expanded the violation of killing and maiming to include other violations of the right to life. While these additional violations are not part of the formal reporting requirements, including them has improved the Taskforces' ability to identify and address country-specific problems.

The UN identified seven countries as pilot countries for the MRM: Burundi, Côte d'Ivoire, DRC, Somalia, and Sudan—all listed in Annex I—and Nepal and Sri Lanka, listed on Annex II (see above: Reports of the Secretary-General on Children and Armed Conflict, 2002 to 2007). At the time of writing, country Taskforces had also been established in Chad, Myanmar, Philippines, and Uganda. Colombia remains the only country listed on either Annex I or Annex II where the MRM is not underway (see Appendix 4: Summary Chart of Developments in the Implementation of the MRM).[3]

Since the adoption of these Annexes, a number of groups have been removed from these lists based on the state of the conflict, the agenda of the Security Council, and information received about violations against children. With the advent of the MRM, however, listed parties must now devise and implement Action Plans to release children and halt child recruitment to be removed from the Annexes. Consistent monitoring and analysis on the listing and delisting of armed forces and groups is needed in the future to determine and ensure the transparency and objectivity of this process.

Overview of the Process for Sharing Information Collected through the MRM

Country Taskforce submits information to OSRSG-CAAC → OSRSG-CAAC submits information to Secretary-General → Secretary-General submits report to the SCWG-CAAC → SCWG-CAAC considers report and makes recommendations for action to the UNSC → UNSC considers recommendations and takes action
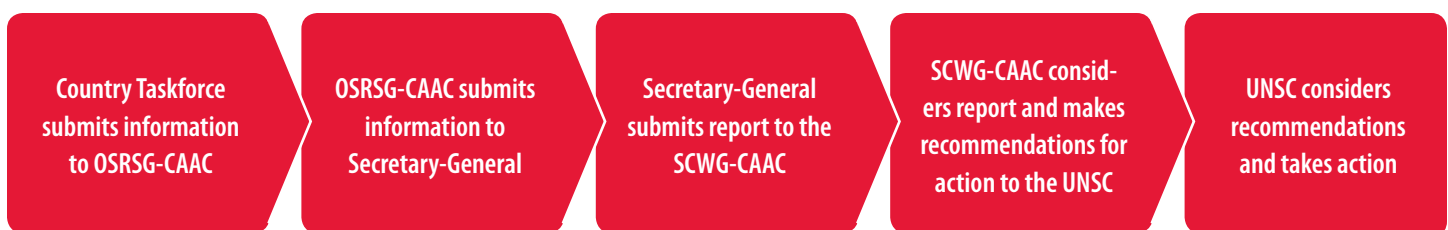
In countries implementing the MRM, UN Peacekeeping Missions and Country Teams have established interagency Taskforces to regularly monitor and report on the six grave violations identified by the Secretary-General. These Taskforces include UNICEF and other UN agencies, and in many cases, NGOs, and other civil society organizations. Working together, members of these Taskforces collect and verify information on violations committed by armed forces and groups against children. In turn, these Taskforces share this information with the SCWG-CAAC to trigger a response by the SCWG-CAAC and the Security Council as a whole.

Information received from country Taskforces to create three types of reports that are submitted to the Security Council and/or its Working Group: the bi-monthly horizontal country report, periodic country specific reports and the Secretary-General's regular[‡] report on children and armed conflict. The horizontal note provides information or updates on situations of concern. The Office of the Special Representative of the Secretary-General on Children and Armed Conflict (OSRSG-CAAC) compiles and submits this note to the SCWG-CAAC. These reports are not made public. The periodic country specific reports are also compiled by the OSRSG-CAAC and submitted to the SCWG-CAAC in advance of their deliberations on particular situations of concern. These reports are made public after the report has been considered by the SCWG-CAAC. These country reports also provide input to the Secretary-General's regular report on children and armed conflict.

Based on the information it receives, the SCWG-CAAC makes recommendations to the Security Council for action to take to improve the protection of children affected by the particular armed conflict under review. This includes specific recommendations to parties to the conflict and other actors, including peacekeeping missions. In 2006, the SCWG-CAAC developed a list of potential actions and since then has undertaken several actions outlined within this "toolkit" (see Security Council document 724, S/2006/724).

Though it is beyond the scope of this report, an analysis of the impact of the MRM and the related responses of the Security Council would help strengthen the implementation of the mechanism and the normative framework. Save the Children UK is currently conducting such a study and other organizations and agencies should undertake regular assessments and analyses of this nature in the future.

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‡ This report is often referred to as the Secretary-General's annual report. However, over the past several years it has not been issued annually.

Understanding Monitoring, Reporting & Response[4]

Monitoring is a broad term, which includes the collection, verification, and use of information to address human rights problems. Monitoring is time-bound and generally takes place over an extended period of time.

Monitoring and reporting are important aspects of efforts to improve the protection of children. Monitoring is often undertaken to address human rights problems by identifying what is wrong and what steps can be taken to remedy it. Humanitarian and human rights actors may monitor children's rights in conflict situations to:
• Better understand a situation or a problem
• Note changes and trends in a situation or problem
• Help improve programs and other initiatives to address the consequences of that situation
• Devise ways to prevent that problem or situation from arising again
• Determine if initiatives are having the intended effect

Information collected through monitoring activities is typically verified or corroborated against other sources. Like monitoring, models of verification also vary widely between actors, depending on the purpose and ultimate use of the information. For example, legal actors might seek out corroborating testimony from witnesses if they intend to use information in a court of law. Service-delivery agencies, on the other hand, verify information in different ways as they often collect information to improve services and address the needs of individuals.

Once information is verified, it may be used, among other things, to:
• produce reports for various stakeholders or policymakers
• help devise advocacy strategies
• improve the situation of individuals and their communities with better assistance and support
• improve efforts to prevent abuse and violence
• reduce impunity of armed forces and groups who perpetrate human rights violations

The MRM examines the compliance of armed forces and groups with applicable international obligations and the Action Plans they have devised. Using the MRM, country Taskforces provide verified information on violations against children perpetrated by these groups to the Security Council so it can act and prompt others to act. To date, however, the information collected remains anecdotal and fragmented. Several information management experts noted that many of the forms and databases that Taskforces have developed are not designed to collect information that can then be used for statistical trend analysis, thus limiting the potential uses of this information.

Information is Collected

Information is Verified

Information is put to Use
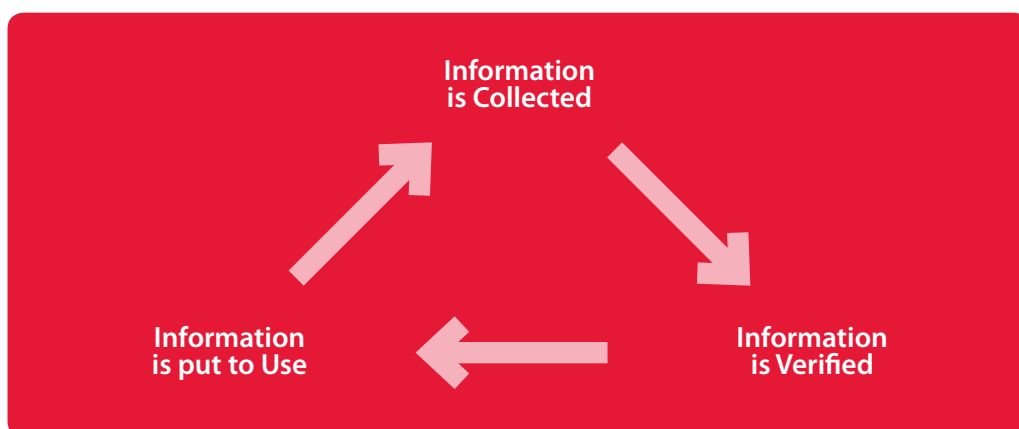
The Participation of
NGOs in the MRM

Why Involve NGOs in the MRM?

NGOs and other civil society groups are crucial to the successful implementation of the MRM and they can support the MRM in a number of ways. Through existing programs and an extensive presence in communities, NGOs often have enhanced access to information about violations of children's rights. This is particularly true for organizations that are implementing service-delivery or social welfare programs. Additionally, NGOs may be closely linked to or leading networks and coalitions focused on child protection concerns which may already be collecting data on children's rights.

Some NGOs also enjoy higher levels of trust and confidence from local communities, subsequently improving their access to sensitive information. Many NGOs have institutional knowledge and firsthand experience working directly with children and thus are able respond in a timely and appropriate way to the needs of children and their communities identified through the MRM (see below: Triggering Adequate and Timely Responses to Violations). With regard to advocacy initiatives to improve protection of children, civil society actors may have more liberty than UN agencies to conduct advocacy on human rights violations, particularly those perpetrated by state or government-aligned actors.

Many NGOs also possess some of the core competencies necessary to implement the MRM, gained from their years of experience working with and assisting children affected by armed conflict. This includes collecting and storing sensitive case-related information and using information on children's rights violations to improve their protection of children by designing effective programming or conducting advocacy at the international and national levels.

Finally, yet no less importantly, the SRSG-CAAC herself has noted that the participation of NGOs and civil society actors in the MRM is important. Paragraph 2 (b) of SCR 1612 further supports this affirmation, noting that the mechanism "must operate with the participation of and in cooperation with national Governments and relevant United Nations and civil society actors, including at the country level" (see Appendix 1: UN Security Council Resolution 1612).

How Do NGOs Support the MRM?

Through its consultations, Watchlist found that NGOs support the MRM in a variety of ways. In some places, NGOs periodically submit information about violations to the chair or co-chairs of the Taskforce. They also share program-related data with the Taskforce, after having removed identifying information. This includes periodic aggregate information on cases that fall within the parameters of SCR 1612 where NGOs have provided services or support to children. NGOs also assist in the verification of information by providing corroborating information to the Taskforce. Additionally, NGOs can provide assistance and support to meet the needs of individual children or respondents[5] and, based on their institutional technical expertise and capacities, can design and implement advocacy strategies or programs to address the consequences of attacks and prevent future violations. Finally, NGOs that serve as members of the Taskforce can assist in decision-making processes and can provide much-needed information about the feasibility of new initiatives and strategies the Taskforce is considering.

NGOs need not necessarily be official members of the Taskforce to support the MRM in a meaningful way. Some Taskforces have sought to expand their reach to additional sources of information by increasing the number of NGO Taskforce members. However, a number of Taskforces collect and verify information from NGO partners who are not official members. This has been particularly useful in cases where NGOs are reluctant or unable to serve on the Taskforce, either due to limited resources or capacity, inherent conflicts with their mandate or programs, or perceived security concerns and threats attributed to membership on the Taskforce. MRM Taskforces

> ### NGOs can support the MRM by:
> - Submitting information about violations to the Taskforce
> - Sharing data collected through programs with the Taskforce
> - Providing information to the Taskforce to help verify cases
> - Providing a programmatic response to reported violations
> - Helping to design and implement advocacy strategies
> - Assisting in decision-making

therefore should not view membership as the sole gateway for NGOs to participate in the mechanism.

The participation of local and international NGOs must not be viewed simply as a box to check and the number of NGOs serving on the Taskforce should not be used to measure the quality of NGO participation. Including NGOs as members of the Taskforce or in other capacities simply to fulfill an obligation limits the opportunities for NGOs to participate in a meaningful way and minimizes the support NGOs can lend to the MRM and the Taskforce.

Involving NGOs in the Implementation of the MRM

The types of NGOs that support the implementation of the MRM vary from country to country. It is difficult to categorize the extent to which NGOs participate based on their mandate and field presence. As noted above, NGO participation also depends on a number of other factors, including the national political context, prevailing security concerns and threats, staff capacity, and available funding for child protection programming in-country. All of these factors must be taken into consideration when determining how best to involve NGOs.

In some countries, it may be possible to identify the potential opportunities and risks of involving NGOs in the MRM based on the work they do. For example, though they may have an extensive presence in conflict-affected areas, service-delivery NGOs that operate in high-risk and insecure areas like Sudan or Sri Lanka may be unwilling or unable to participate in the MRM given the threats this participation may pose to their operational capacity.

Though the extent to which NGOs can and do participate in the MRM is specific to the context, the following chart may help determine some of the challenges and opportunities related to NGO participation.

Though NGOs may be approached to support the MRM in any number of ways, some UNICEF offices have relied on their existing networks of implementing partners to identify potential partners for the MRM. In most cases, UNICEF's implementing partners are international service-delivery or humanitarian programming NGOs that lack institutional or technical experience monitoring and reporting human rights violations. The participation of service-delivery agencies in the MRM can also risk or challenge the operational capacity of these NGOs by increasing risks of retributive attacks or threats against their staff and programs (see below: The Challenges in Involving NGOs in the MRM). UNICEF and other Taskforce members should identify ways to reach out to other types of NGOs, in addition to implementing partners, particularly national human rights groups and networks that have particular expertise in monitoring and reporting.

The Challenges in Involving NGOs in the MRM

There remains an inherent tension in facilitating the participation of NGOs in the MRM. In some countries, NGOs have been eager to support the MRM to improve the quality of information collected and to help improve response efforts while in other cases NGOs have shown reticence or refused to cooperate at all with country Taskforces.

High levels of insecurity remain a key factor that prevents or limits the participation of both local and international NGOs. NGOs may be cautious or unwilling to cooperate with MRM bodies for fear of threats, intimidation, or retributive attacks by armed forces and groups on their staff or those they are working to assist through humanitarian programming. It is difficult to classify these threats or risks by the type of organization or work that an NGO undertakes. However, most respondents reported to Watchlist that local or national organizations in general faced higher risks to their safety based on their limited access to the security strategies and resources and their status with the national government (see below: Maintaining Security and Respecting Rights).

Participation in the MRM may risk principles of impartiality and neutrality for some NGOs as information collected through the MRM is ultimately used to trigger political action from the Security Council. Public information can also be shared with international judicial structures to open investigations, though individual Taskforces may ultimately define their relationship with these judicial structures (see below: Maintaining Security and Respecting Rights). While collaborating with UN implementing partners and humanitarian agencies is perhaps the most efficient way to implement the MRM, the humanitarian principles which some of these agencies uphold may conflict with the overall objective of the MRM to submit verified information about grave violations of children's rights to the Security Council.

Fluctuating relations between the UN and NGOs also create challenges for effective cooperation and participation. In some countries, NGOs feel that the UN keeps the MRM shrouded in secrecy, preventing them from learning more about the work of the Taskforce and its accomplishments to date. Others perceive the MRM to be a UN-initiative with no room for the participation of civil society. However, SCR 1612 notes in paragraph 2(b) that "this mechanism must operate with the participation of and in cooperation with national Governments and relevant United Nations and civil society actors, including at the country level" (S/RES/1612 (2005)). The active participation of civil society actors is crucial to the effective implementation of the MRM and its efforts to collect, report on, and respond to grave violations against children.[6]

Potential Benefits and Concerns of NGO Participation In-Country

Type of Activity	Potential Benefits	Potential Concerns
Delivers social services or other support	• Likely has substantial experience addressing child protection issues and handling sensitive, case-related information • Likely has good understanding of local context and staff with local language proficiencies • Can help provide program-related data to the Taskforce • May have extensive presence throughout regions or districts and widespread support of the comm unity, particularly national or local organizations • May have enhanced access to information about violations of children's rights based on direct-relationship with community • May be able to provide direct response services to individual cases identified through the MRM, based on technical and operational capacity • May already have a relationship with UNICEF or another UN agency implementing protection programs	• Often have less access to protection than UN agencies, particularly national or local organizations • Dual roles in service-delivery and monitoring may increase risks of attacks and jeopardize operational presence and the safety of beneficiaries and staff • May have limited experience in human rights monitoring and reporting • May face higher risks of threats and attacks than UN agencies, particularly national and local organizations • May have limited access to the financial and human resources required to participate in the MRM • Principles of impartiality and neutrality may limit NGO participation • Fluctuating UN-NGO relations in-country may hinder NGO participation
Monitors human rights violations	• Likely has substantial experience in monitoring and reporting and can assist with verification • Likely has good understanding of local context and staff with local language proficiencies • May have extensive presence throughout regions or districts and widespread support of the community, particularly national or local organizations • May have enhanced access to information about violations of children's rights based on direct-relationship with community	• Often have less access to protection than UN agencies, particularly national or local organizations • May not have programs or expertise to provide direct response services to cases identified through the MRM • May face higher risks of threats and attacks than UN agencies, particularly national and local organizations • May have limited access to the financial and human resources required to participate in the MRM • May not have a preexisting relationship with UNICEF or another UN agency and thus may be unknown to the Taskforces, particularly national-level or local organizations • Principles of impartiality and neutrality may limit NGO participation • Fluctuating UN-NGO relations in-country may hinder NGO participation
Conducts advocacy on human rights abuses and the conflict	• Likely has substantial experience in monitoring and reporting and can assist with verification • Likely has extensive experience in advocacy and can help implement national-level advocacy strategies • Likely has good understanding of local context and staff with local language proficiencies • May have extensive presence throughout regions or districts and widespread support of the community, particularly national or local organizations	• Often have less access to protection than UN agencies, particularly national or local organizations • May not have programs or expertise to provide direct response services to cases identified through the MRM • May face higher risks of threats and attacks than UN agencies, particularly national and local organizations • May have limited access to the financial and human resources required to participate in the MRM • May not have a preexisting relationship with UNICEF or another UN agency and thus may be unknown to the Taskforces, particularly national-level or local organizations • Principles of impartiality and neutrality may limit NGO participation • Fluctuating UN-NGO relations in-country may hinder NGO participation

The limited capacity of NGOs also poses an obstacle to their participation in the MRM. While a number of NGOs have integrated protection and human rights themes into their work, many lack the specific technical capacity or institutional expertise to monitor and report human rights violations. This is in part because many UNICEF offices have reached out to existing partners in order to identify NGOs that can support the MRM. For the most part, these partners are humanitarian and service-delivery organizations and not human rights organizations with explicit expertise in monitoring and reporting.

Increasing the capacity of these NGOs to meaningfully contribute to the MRM requires dedicated financial and human resources. One UN staff person noted that the MRM undeniably requires a great deal of effort to obtain a relatively small amount of information. However, most NGOs lack access to funding earmarked for the implementation of the MRM, posing a challenge to those wishing to support the mechanism. While the Governments of Canada, Norway, and the United Kingdom have provided funds to UNICEF at the global-level to implement the MRM, very little of this funding has been made available to NGOs at the national level to assist with the collection and verification of information (see below: Funding the MRM). Based on its years of work, Watchlist has found that increasing the capacity of NGOs to monitor and report on child rights violations requires meaningful and sustained commitment from donors.

In some countries, funding for child protection programming has, unfortunately, diminished—and prematurely so. This is particularly true for countries like DRC and Côte d'Ivoire. As countries move away from emergency programming toward long-term, post-conflict, and development programming, some donors have made funding child protection issues a lower priority than improving governance, reconstructing infrastructure, extending the rule of law, and reforming the security and natural resource sectors. In DRC, donors see child protection funding tied to disarmament, demobilization, and reintegration (DDR) and when this program ended, so too did the donors' support of child protection initiatives. With less money available for child protection programming, a number NGOs have scaled back or closed their child protection programs, and those groups which might have participated in the MRM at an earlier point in time have lost either the financial or human resources to do so now.

Working in complex humanitarian emergencies and unstable environments, most humanitarian NGOs are forced to manage a host of competing priorities, often making difficult choices about how to spend their limited human and financial resources. Most complex emergencies are home to a host of thematic clusters and working groups, NGO networks, coordinating bodies, funding groups and the like. NGOs and other humanitarian actors often suffer from "meeting fatigue" and many organi-

zations feel they do not have the time to participate in a group whose work only slightly relates to their own.

NGOs may support the MRM in a number of different ways, both as formal members of the Taskforce and without officially serving on the Taskforce. Including NGOs as Taskforce members should not be seen as a foregone conclusion. Given the constraints that currently limit NGO participation in the implementation of the MRM, UNICEF and other Taskforce members must carefully consider the manner and extent to which NGOs can effectively and meaningfully assist the Taskforce based on the particular country context.

Promoting Meaningful Participation

Through its consultations, Watchlist identified five factors that have helped improve the participation of NGOs in the MRM: clarity, transparency, good coordination, good communication, and capacity building.

In several countries, NGO Taskforce members reported that they felt UN agencies were withholding important information about the MRM, including updates from New York and information related to negotiations with armed forces and groups. Good communication not only promotes effective partnership but also helps encourage equal ownership and responsibility in the success of the mechanism.

An unintended benefit of the MRM has been the improved coordination among child protection actors and between Taskforce members. Good coordination can improve participation but is dependent on strong leadership and regular and clear communication with Taskforce members. The chair or co-chairs of the Taskforce must clearly communicate the roles and responsibilities of each member to ensure that all members work together to contribute to the objectives of the MRM. Good intra-agency coordination is also important. Many Taskforce members—both NGOs and UN agencies—noted that they received little to no such guidance from their headquarters but that information about the potential benefits and risks of participation and ways to support the MRM would improve their overall contributions to the mechanism.

In addition, Taskforces need to identify and improve partnerships with those NGOs that have expertise in monitoring and reporting. Though capacity is certainly a challenge, a number of human rights organizations in the countries Watchlist visited are already collecting information related to the six violations and could potentially share this information with the MRM.

Transparency is also crucial to building trust among Taskforce members and promoting the highest levels of participation. This includes transparency about the process of information collection and verification, relevant activi-

ties of the group, decisions that are made by the chair and which are reached by consensus with group members, and how information is reported and shared with key actors in New York. Taskforce members must also provide clarity on the purpose of taskforce, the roles and responsibilities of different actors, and the objectives of the MRM. In its research, Watchlist noted that in countries where Taskforce leaders were consistently transparent and communicated information clearly, the expectations of its members were better managed, ultimately improving cohesion and cooperation within the group.

STRENGTHENING THE CAPACITY OF NGOS

Finally, and perhaps most importantly, financial, human, and technical constraints pose obstacles to the effective participation of NGOs. Targeted efforts to strengthen the capacity of all Taskforce members will help improve the level and quality of NGO participation.

Most NGO Taskforce members have protection and human rights themes integrated throughout their work. However, only a few have the technical expertise required to monitor and report human rights violations. Though most of these agencies have strong links and expansive networks throughout conflict-affected communities, they often have limited technical expertise to effectively monitor and report on children's rights violations.

Some NGOs that are not UNICEF partners also lack specific monitoring and reporting skills but remain interested in supporting the MRM. These NGOs include agencies with some expertise or experience in child protection or protection programming, service-delivery agencies with limited experience in human rights monitoring, and organizations with basic awareness about the sensitivities of working with survivors of violence and abuse.[7] The participation of these organizations should not be overlooked as they can help broaden the reach of the taskforce and also help respond to the needs of individual cases identified through the Taskforce. Other NGOs have specific monitoring and reporting expertise, but lack the connection to the UN or the resources to help implement the MRM.

The Uganda Taskforce has trained dozens of community-based monitors, many of whom work for national or community-based organizations, to help collect information on violations against children. With peace on the horizon in Uganda, UNICEF hopes to build upon these initial efforts to increase the capacity of local institutions in the North to assume more child protection roles.

Increasing the capacity of NGOs to meaningfully contribute to the MRM requires the commitment of significant time and resources. This has not always been the practice but new efforts are underway to improve and expand efforts to strengthen the capacity of NGOs. Many Taskforces have created country-specific training curricula and manuals and have since conducted trainings with a range of key stakeholders involved in implementing the MRM. In New York, UNICEF and the OSRSG-CAAC are currently working to create unified training materials that will be made available to all MRM Taskforces.

To buttress these efforts, throughout its consultations, Watchlist identified core competencies and information that monitors and others supporting the MRM should possess. This information is presented as an appendix to this report in the form of a sample training curriculum which country Taskforces may use to develop country-specific training needs assessments, plans, and manuals (see Appendix 5: Sample Training Curriculum on Monitoring and Reporting). Any training undertaken should aim to improve the ability of partners to collect information within the framework of SCR 1612 and should improve their overall capacity to monitor and report on children's rights violations in the interest of creating stronger and more effective partnerships for the protection of children.

Key Elements of Promoting Meaningful NGO Participation
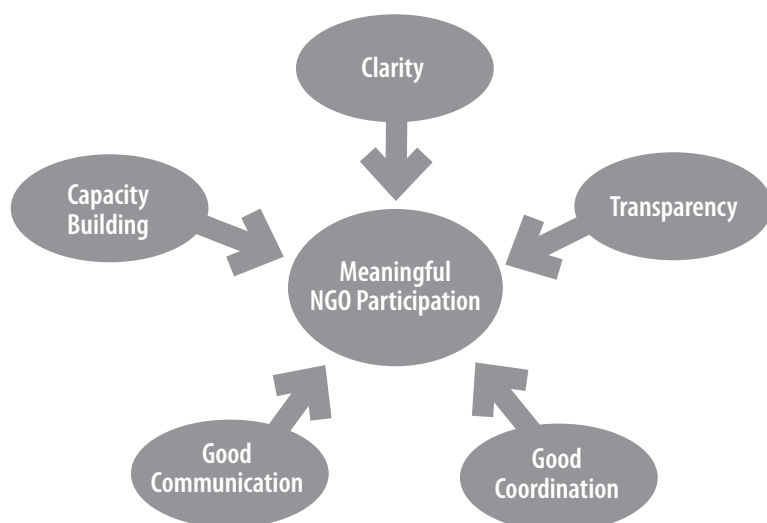
Maintaining Security
& Respecting Rights

Insecurity and instability remain a constant threat to those working in conflict settings and pose obvious challenges for those working to implement the MRM. While human rights monitors and aid workers face risks in documenting and reporting abuses perpetrated by armed forces and groups, respondents and survivors of abuse face long-term risks to their safety and security as they are unlikely to be able to relocate to safer areas and may be subjected to retributive or repeated attacks, threats, and abuse. The safety and rights of survivors and respondents, however, must remain of paramount importance in the work of all Taskforces, and cannot be undermined in the quest to collect more reliable and higher quality information on children affected by armed conflict.

Insecurity & Threats on Humanitarian Staff

Given the nature of their work, human rights activists and humanitarian workers face constant threats and attacks. In some cases, they are specifically targeted for the work they do. Both local and international NGOs in Sri Lanka remarked on the strong correlation between public statements and advocacy about violence and attacks on aid programs and human rights organizations. In other cases, they may be targeted for their supplies and resources or come under attack simply because they are in the wrong place at the wrong time.

Not surprisingly, levels of insecurity vary between agencies, depending on the work they do—including their mandate and activities—and the extent of their operations, whether they are a community-based, national, or international agency. Many respondents, however, noted that local or national NGOs faced higher risks when collecting information about human rights abuses than when they provide services and assistance to conflict-affected populations.

In addition, while security risks for both service-delivery agencies and human rights groups are high, some respondents noted that armed forces and groups most likely find human rights organizations more threatening. Many respondents noted that collecting information about rights abuses, particularly about violations perpetrated by government actors, is difficult as they are afraid to publicly report abuses for fear of retributive attacks from commanders.

Attacks on aid workers and human rights defenders in some countries have caused several NGOs to scale down their operations, directly impacting the extent to which

they can collect information on violations of children's rights. Insecurity and a well-founded fear of attacks have made it increasingly difficult for some agencies to speak out publicly against human rights abuses, particularly those perpetrated by armed forces and groups, and have prevented some actors from fully supporting the implementation of the MRM.

MITIGATING SECURITY RISKS

Taskforces have identified several ways to address and reduce security risks and threats. In some cases, where NGOs face the most risk, the chair or co-chairs of the Taskforce often takes direct action, holding high-level meetings, issuing press releases and public statements, and undertaking other activities to provide a protective shield for members who face greater risks of attack. In other countries, Taskforces take unified action, refraining from identifying any one organization within the group and instead attributing all action to the Taskforce as a whole, spreading the risk among all members.

The Taskforces have also built links and partnerships with national and international networks to reduce direct attention on the Taskforce while still ensuring that advocacy on specific issues or trends is possible. This has included working closely with the OSRSG-CAAC, feeding key information to the Office to assist in its high-level and national-level advocacy efforts and to direct attention away from UN agencies and NGOs on the ground.

In countries where peacekeeping missions are deployed, these forces often provide a reassuring presence to Taskforce members. For example, in DRC, NGOs have reported security concerns to staff at the United Nations Mission in the DRC (MONUC) while also submitting information about violations to child protection advisers (CPAs). One national NGO noted that in areas where MONUC is not present, monitoring and reporting any violations of human rights is a challenge because when NGOs are threatened, they have no one to turn to aside from the national police, who remain largely ineffective due to decades of armed conflict and corruption and, in some cases, are the perpetrators of violations. The presence of a peacekeeping force, however, is time-bound, and Taskforce members must identify alternative ways to maintain security for information collectors and human rights defenders when peacekeeping forces are drawn-down.

Safeguarding the Rights of Respondents & Survivors

The best interests of the child, one of the four core principles of the CRC, must remain paramount in the work of the MRM Taskforce and the implementation of the mechanism. Respecting the confidentiality and informed consent of survivors and respondents is a key way to mitigate the risks of retributive attacks and other violence while also ensuring respect for their rights, dignity, and best interests.

During the collection of first-hand information, human rights monitors and others should share information with outside actors only after informing respondents how the information will be used and who will have access to the information. Monitors and other information collectors must also request permission to submit this information to the Taskforce as reporting abuses can increase security risks for survivors and respondents, and it is precisely these individuals who will have to live with any negative consequences of reporting.[8]

Some Taskforces have made notable progress to this end, particularly the Taskforces in Sudan and Uganda. The Sudan Taskforce has developed a consent form that documents a respondent or survivor's agreement to share his or her information with the Taskforce. In Uganda, the Taskforce has worked with UN implementing partners to ensure that they submit anonymous, relevant 1612 information as part of their monthly reporting requirements.

Upholding the rights of respondents and survivors remains a challenge. A number of Taskforces have not yet conducted trainings on the principles of informed consent or confidentiality nor have Taskforce members been made aware of their obligations to uphold such principles. In addition, the data collection tools designed by some Taskforces do not explicitly call on information collectors to adequately inform respondents and survivors about how information will be used and to seek their approval to share their information. In addition, the presence of government institutions on some monitoring and reporting bodies, for example in Sri Lanka and Colombia, poses additional challenges to maintaining confidentiality, particularly as case-specific information is shared among all members in these Taskforce for the purposes of verification.

VERIFYING INFORMATION & ITS CONSEQUENCES

Using the MRM, Country Taskforces provide verified information on violations perpetrated by armed forces and groups to the Security Council so the UNSC may take action to hold these groups accountable and enforce compliance with applicable international obligations. As information collected through the MRM can result in punitive action by the Security Council and other political institutions, the information provided must be verified.

However, Taskforces employ different standards of verification. As per instructions from the New York-based Steering Committee on Monitoring and Reporting, co-chaired by UNICEF and the OSRSG-CAAC, the verification of information collected through the MRM may only be carried out by UN agencies; no parties to the armed conflict can be involved in the verification process in order to avoid the political manipulation of this process. This has proved difficult in cases where government agencies sit on the Taskforce and all members of the group verify information.

The means of verification also vary between Taskforces. Some Taskforces meet to review and verify the details of every reported case. Other Taskforces have decentralized this process and made field-based UN agencies responsible for verifying the information they submit to the Taskforce.

In some cases, the means of verification that Taskforces employ risk exposing children and respondents to retraumatization or other harm. Many Taskforces have yet to identify ways to ensure that confidential information is not revealed during the verification process and that the informed consent of the survivor is consistently respected and upheld. This is particularly true in cases where UN staff re-interview children or other survivors to verify incidents received by NGO partners, or where they request confidential information from third-party sources without the informed consent of the survivor. Little has been done at the global or national level, however, to reconcile the inherent conflict between the need to verify information and the need to safeguard the rights of children.

The New York-based Steering Committee on Monitoring and Reporting is in the process of finalizing guidelines on the implementation of the MRM, and these guidelines are expected—among other things—to provide detailed information on the standards of verification. In the meantime, however, Taskforces must ensure that the means of verification they have adopted uphold the best interests of the children and do not violate core ethical principles.

Verifying case-specific information can make maintaining confidentiality and respecting informed consent challenging, but verification must never trump the need to maintain confidentiality, safety, and security. Under no circumstance should the names or other identifying information of survivors be revealed to third parties without his or her informed consent and/or the consent of his or her primary caregiver, as this increases risks to safety and security.

The DRC Taskforce and others have circumvented some of the challenges that verification poses by including reliable but not fully-verified information in the context of

its reports, noting how many cases of a particular violation were reported and how many they had been able to verify. This helps to paint a better picture of the abuses children face without losing valuable information due to stringent standards of verification. Some UN Taskforce members have used reliable program-related data submitted by their implementing partners to ensure that the equally important aims of maintaining confidentiality and verifying information are met (see below: Rape and Other Grave Forms of Sexual Violence).

THE MRM & ITS LINKS TO JUDICIAL MECHANISMS

During the course of its consultations, Watchlist found that many respondents were concerned about the links between MRM Taskforces and the ICC and the possibility that MRM-related information might be shared with this institution. This is particularly true in countries where the ICC has issued indictments for war crimes. In DRC, some respondents noted that since the indictment of Thomas Lubanga,[9] collecting information about rights abuses, particularly about child recruitment, has become more difficult as many fear threats of retributive attacks from commanders and others facing potential indictments. Though Watchlist was unable to corroborate these assertions, this situation highlights the potential security risks and challenges that might arise should MRM Taskforces share information with judicial bodies.

At the time of writing, no direct link exists between MRM Taskforces and the ICC or other judicial bodies. The United Nations is currently drafting a set of protocols on interactions between UN staff and the ICC. Other resources may also provide guidance. The Convention on the Privileges and Immunities of the United Nations states that no UN staff member can be forced or otherwise coerced to provide information from UN archives to external agencies or bodies, making any disclosure of any information by UN staff to the ICC purely voluntary. Section 8.13 of the 2007 Paris Principles provides guidelines on sharing information gathered from children with judicial bodies. These guidelines highlight the need to respect the rights of children and prevent further harm when sharing information.

In practice, most decisions on information sharing have been taken on a case by case basis, balancing several factors, including the means by which information was collected, whether children or respondents had given their consent to share the information, and whether sharing the information would potentially harm the child or respondent. It is inaccurate to assume that information collected through the MRM can necessarily be given as evidence in the Court, as all evidence must adhere to the provisos laid out within the Rome Statute and the ICC's *Rules of Procedure and Evidence*.§ However, the ICC may use the Secretary-General's public reports on a particular country to open an investigation. UN and NGO staff or their agencies may also choose to share information with the ICC if, in doing so, no conflict of interest is created and the principles of confidentiality and informed consent are not breached.

MRM Taskforce members must always support and uphold the best interests of the child when providing information to legal bodies or actors. This includes upholding the principles of informed consent and confidentiality as mentioned above. Respondents, children and their caregivers should understand how the information they provide to the MRM Taskforce will be used and who will have access to their information. Providing respondents and children with information about the relationship between the MRM Taskforce, the ICC and other judicial mechanisms is important not only because of the ethical imperative to uphold these rights but also because it safeguards the security of respondents and children themselves.

Lessons learned from participation between NGOs and regional legal bodies might prove useful for Taskforces. In Sierra Leone, for example, NGOs that provided GBV and child protection services to communities affected by armed conflict gave detailed information to children and other clients about the UN Special Court and its mandate. At the bidding of the client or primary caregiver, NGOs would help connect the client with the Special Court for potential action by the Court.

As the implementation of the MRM progresses, its links and potential points of collaboration with regional and international judicial bodies deserve additional analysis and evaluation.

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§ Rule 58 of the *Rules of Procedure and Evidence* states that previously-recorded or otherwise documented testimony can be introduced to the Court provided that either: (a) both the Prosecutor and the defense examine the witness during the recording of the testimony, if the witness is not present before the Trial Chamber, or (b) if the witness is present, he or she does not object to the submission of the testimony and the Prosecutor, the defense, and the Chamber can examine the witness during the proceedings. For more information, please see Article 69 of the Rome Statute and Chapter 4, "Provisions relating to various stages of the proceedings," of *Rules of Procedures and Evidence*; Adopted by the Assembly of States Parties, 2002; ICC-ASP/1/3.

Leveraging Networks & Resources

Tapping into existing networks, resources, and systems helps to minimize the duplication of efforts to collect information while also increasing the reach of the MRM and the participation of other experts in the MRM. This can improve the overall efficiency of the MRM while reducing the number of times respondents or survivors of attacks are approached for interviews by different actors seeking to document or verify an abuse or violation of rights. However, finding the balance between creating entirely new systems to collect 1612 information and relying upon existing resources and networks remains a challenge.

An important source of information that many Taskforces have identified is data collected by existing service-delivery programs. Most Taskforce members reported that people rarely report violations simply for the sake of reporting but report to receive redress and assistance. Identifying partner agencies that provide services to survivors of violence and ethical ways to collect program-related information has expanded the reach of some Taskforces, particularly to information on sexual violence. Through pre-established memoranda of understanding, Taskforces and service-delivery agencies can identify ways in which to share case-related data while avoiding duplication of information and without disregarding the principles of informed consent and confidentiality.

Rape & Other Grave Forms of Sexual Violence

Monitoring and reporting rape and other forms of sexual violence[10] requires skilled staff and a tremendous amount of sensitivity. Sexual violence remains an under-reported human rights violation, in large part, due to a well-founded fear of retributive attacks or condemnation, feelings of shame, social stigma, and isolation, limited access to or mistrust of service providers, and the widespread impunity of perpetrators. These obstacles are often greater when the perpetrator is a member of an armed group or force. Only a small percentage of survivors ever report incidents of sexual violence and the precise prevalence of sexual violence is rarely, if ever, determined. Reporting rates can vary based on a given country and cultural context, the availability of confidential GBV-related services, and other internal and external coping resources available to the survivor.

While service providers often have the most reliable information on incidents of sexual violence, this information is limited in its ability to paint a complete picture of the violence children and women face in conflict situations as it reflects only reported cases. However, at times, service providers may be unable to share some or even all incident-related data if it violates ethical standards and principles. Policymakers and activists must recognize that the information and data they receive on sexual violence represents only part of a larger trend.

Collecting and reporting information on rape and other forms of sexual violence remains a significant challenge for many Taskforces and many obstacles exist which prevent the timely and ethical collection this data. In a period of 14 months, the Nepal Taskforce documented only 11 cases of sexual violence, and in Sri Lanka, zero cases of sexual violence have been reported. In DRC, where thousands of women and children continue to be targets of sexual violence, the Taskforce faced challenges verifying the hundreds of cases it received between June 2006 and May 2007 given its limited resources.

Many survivors remain wary about the confidentiality of the information they report and who has access to this information. In addition, many Taskforces receive little to no input from UN agencies or NGOs with institutional expertise and experience addressing GBV, such as the United Nations Population Fund (UNFPA), the International Rescue Committee (IRC), and *Médecins Sans Frontières* (MSF). One of the biggest challenges in collecting information about sexual violence is the fundamental lack of available GBV-related services in many conflict-affected countries. Without access to appropriate and confidential health, psychosocial, legal, and safety services administered by well-trained professionals, few, if any, survivors of GBV may ever report an attack. In some countries, the burden of proof and standards of verification that MRM Taskforces have adopted pose additional challenges to monitoring and reporting incidents of sexual violence.

Though there is a need for information on the magnitude and scope of sexual violence, there are significant ethical and programmatic constraints in the way in which this data is collected and disseminated. Most practitioners agree that it is unethical to actively collect information about incidents of sexual violence where GBV-related services are unavailable. Many GBV experts have written on the ethical considerations and methodology for collecting data on sexual violence in emergencies and Taskforces should refer to these best practices wherever possible. Of particular relevance is the recent report of the World Health Organization (WHO), *Ethical and Safety Recommendations for Researching, Documenting and Monitoring*

Sexual Violence in Emergencies (see Appendix 2: Annotated Bibliography on Monitoring and Reporting).

Some MRM Taskforces have identified creative ways to collect verified data on sexual violence that upholds the rights of survivors. In Uganda, the Taskforce collects sexual violence data through UN implementing partners who receive funding to implement comprehensive GBV programs. For example, UNICEF has integrated 1612 categories into the reporting format that it requires its partners to report against on a monthly basis. These forms provide non-identifying information about incidents of sexual violence perpetrated by the Ugandan People's Defense Force (UPDF) or armed elements. The Taskforce does not independently verify information and the responsibility to do so rests with UNICEF. IRC and the United Nations High Commissioner for Refugees (UNHCR) are currently designing a database for a number of sites around the world to store GBV-related case information from which non-identifying case data that meets SCR 1612 criteria can be extracted and shared with a given Taskforce. In these cases, the presence of GBV services has improved the Taskforce's ability to collect information on sexual violence.

GBV service-providers themselves can also provide information about the MRM and its objectives to their clients. These service-providers can then offer to share the non-identifying case-related information with the Taskforce, based on the consent of the survivor or her or his care-giver. NGOs followed procedures of this sort when managing requests for information from the Special Court in Sierra Leone (see above: The MRM and its Links to Judicial Mechanisms).

The MRM & the Cluster Approach

One element of the Humanitarian Reform Agenda, the cluster approach aims to strengthen the overall response capacity of humanitarian actors as well as the effectiveness of their response. Since July 2005, nine cluster working groups have been established: Camp Coordination and Camp Management (CCCM); Early Recovery; Emergency Shelter; Emergency Telecommunications; Health; Logistics; Nutrition; Protection; and Water, Sanitation, and Hygiene. The cluster approach has been employed in all major new emergencies with phased implementation in nine on-going emergencies. This includes three of the four countries of focus in Watchlist's global study—Colombia, DRC, and Uganda—as well as Central African Republic, Chad, Côte d'Ivoire, Ethiopia, Liberia, and Somalia.

In many countries, MRM Taskforces have established links and other means of cooperation and information sharing with clusters and sub-clusters. This has been primarily to avoid the duplication of efforts and to ensure that any 1612-related information being collected or fed into the clusters is also shared with the Taskforce.

The Uganda Taskforce has established links with the child protection and GBV sub-clusters and the CCCM cluster. Sharing information between these groups has been relatively straightforward given UNICEF's role as the lead agency for the GBV and child protection sub-clusters as well as the co-chair of the 1612 Taskforce. Practically, this has meant that UNICEF's 1612 focal point was also the GBV sub-cluster focal point for Gulu District. In 2008, however, UNICEF will turn the sub-cluster lead over to UNFPA, potentially making cooperation more challenging.

In fact, when clusters or sub-clusters are led by agencies other than UNICEF or other Taskforce members, facilitating cooperation between these groups is more difficult. Under the leadership of UNHCR, the CCCM cluster in Uganda is collecting information through its implementing partners and camp monitors. In theory, the information collected that meets the parameters of 1612 should be consistently shared with the Taskforce. However, collaboration between the CCCM cluster and the Taskforce is erratic, and UNHCR participation on the Taskforce is minimal. The DRC Taskforce has attempted to address this issue by nominating a child protection focal point within Provincial Protection Clusters (PPC). This focal point shares information with UNICEF provincial staff who then share this information with the MRM Taskforce.

Peacekeeping Missions & Others Groups Monitoring Ceasefire & Peace Agreements

Many Taskforces have found collaboration with peacekeeping missions and groups monitoring ceasefire or peace agreements a useful way to improve the collection of MRM-related data. In DRC, MONUC and UNICEF's joint-leadership of the 1612 Taskforce has been a crucial to the success of the MRM. MONUC CPAs are responsible for gathering and verifying much of the information submitted to the MRM Taskforce.

The active leadership of MONUC's Child Protection Section in the MRM has also helped garner the support of other departments and sections of MONUC for the MRM. In the past, MONUC's Child Protection and Human Rights units have undertaken joint-missions and assessments to investigate, document, and verify human rights violations. The Taskforce also receives information from the UN Mine Action Coordination Centre and MONUC's Conduct and Discipline Unit[11] upon request.

A number of other units and sections within MONUC—such as the Joint Operations Center (JOC), Joint Military Analysis Center (JMAC), and the Military Observers—collect information related to attacks and violations in DRC. Some of these units provide information to the Child Protection Section. For example, in provinces where CPAs are deployed, Military Observers systematically share information about child rights violations.

However, there is plenty of room to improve collaboration with peacekeeping missions as different units collect a large amount of child-specific information. Improving coordination between Taskforces and the various systems and structure created by peacekeeping missions is also important. Human Rights sections, charged with investigating human rights abuses, do not always share information with CPAs or Taskforces, and cooperation between them is largely driven by individuals working within these units.

Collaboration also remains weak in part because of the different objectives and priorities of these various sections and, in particular, the inherent tension between the military, political, and protection elements of a peacekeeping mandate. This has also proven true for collaboration with bodies that monitor ceasefire or peace agreements.

In Sri Lanka, information collected by the Sri Lanka Monitoring Mission (SLMM)[12] has proven a great resource for reporting and cross-checking cases. While the SLMM maintains its headquarters in Colombo, it also has six district offices throughout the country and a Liaison Office in Killinochi. All of these offices contribute information to the public SLMM Weekly Monitoring Reports on violations against the Ceasefire Agreement (CFA), which are reported directly to the SLMM. Reports of violations documented by the SLMM that fall into the MRM categories are thus included in the Taskforce's reports. However, rising violence and insecurity coupled with a reduced number of international monitors has led to a reduction in the SLMM's field presence in Sri Lanka.

While the support of these types of monitoring bodies can prove helpful, the specific political elements of their mandates in some cases may preclude their support and cooperation. In addition, good collaboration may prove challenging as the mandates of any peacekeeping mission or groups monitoring ceasefire or peace agreement is never permanent. In DRC, the Taskforce remains heavily dependent on MONUC's CPAs who collect much of the information for the MRM through informal networks and connections on the ground.[13]

The eventual reduction of MONUC and other peacekeeping missions necessitates forward thinking about ways to increase the capacity of NGO partners to enable them to play a broader role in monitoring and reporting. This poses subsequent resource challenges, as Taskforces will inevitably need to identify additional funds to increase the capacity of these organizations.

Funding the MRM

To date, the governments of Canada, Norway, and the United Kingdom have together provided over US$2 million in funding to support to implementation of the MRM. Their support of the MRM is commendable, and the success with which the mechanism has met is directly attributable to this support. However, in almost all the countries where the MRM is being implemented, funds are not readily available for national or international NGOs to improve their role in monitoring and reporting, and many donors indicated to Watchlist that they had no future plans to release such funds.[14] However, many donors noted that they had plans to support UNICEF and UN agencies.

In some countries, some donors have not made specific funding available for child protection programming or the implementation of SCR 1612 but have instead provided funding for humanitarian assistance through the humanitarian funding mechanisms like the Central Emergency Response Fund (CERF) and DRC's Pooled Fund.[15] However, NGOs may only access CERF funding through partnership agreements with UN agencies. Added to this, NGOs often find it difficult to access monies from the Pooled Fund. While UNICEF and other UN agencies have received money from the Pooled Fund to support the implementation of the MRM, NGOs have not yet received any financial support from this fund for monitoring and reporting. In 2006, the UN reported that NGOs received 25 percent of Pooled Fund monies. However, some NGOs expressed concern that the Pooled Fund had actually diminished their overall access to funding as some donors who might have otherwise provided direct support to NGOs for the child protection programs now opt to allocate their funding to the Pooled Fund.

In some countries, NGOs have limited access to funding to support child protection programming due to shifts in donor priorities. This decline in child protection funding has restricted the staff and resources NGOs are able to allocate to the MRM.

Targeted funding to improve the capacity of NGOs to support the MRM is imperative. Over the past two years, Taskforces have sought funds to hire dedicated data management specialists to design data collection forms and databases that comply with best practices in information management and can produce robust statistical analyses. Funds have also been used to support staff to manage these systems in their start-up phase. Additional funds are required to support the human resource challenges local and international NGOs face when participating in the MRM.

Finally, resources are required to support extensive trainings in MRM focus countries. These trainings have not only sought to expand in-country knowledge on child protection and 1612 but also attempted to increase and improve skills and knowledge on GBV, human rights monitoring, information management, safety and security, and ethics related to the collection of information.

Support from the Diplomatic Community

In all of the countries covered in this study, Watchlist found leadership and support from the diplomatic community around SCR 1612 to be limited. In consultations with Watchlist, many embassy staff noted that they had not received information from their counterparts in their capitals or New York about the role of their own government in the implementation of SCR 1612. Others noted that other issues often trumped child protection concerns, such as bilateral trade and economic relations, good governance, security sector reform, and the extraction of natural resources.

In several countries, some diplomatic missions are discussing the possibility of forming country-level Groups of Friends of 1612, mirroring the informal, New York-based group of member states committed to improving the implementation of SCR 1612. The presence of a Group of Friends can provide much-needed support to the UN Country Team and others working to garner or improve the government's support of SCR 1612 while also creating a channel of communication between these actors and the government.

Triggering Timely Responses to Violations

Why Must We Respond?

In some countries where the MRM is being implemented, displaced populations are suffering from "assessment fatigue." These countries have typically hosted a number of assessment and data collection teams deployed from NGO or UN headquarters, often without seeing any benefit or real change in their situation. Responding to abuses is a critical part of the MRM. It is logical to assume that access to information may improve when monitoring and reporting are linked to response actions, as communities are able to witness the positive connection between reporting a violation and receiving support and assistance. Generally, providing a response to violations also improves access to information about violations as it enables information collectors to gather program-related data. Additionally, international-level response from the Security Council and others helps to strengthen the normative framework, holds governments and armed actors accountable, and combats impunity.

Who Reports Violations?
- Survivors
- Family members
- Community leaders
- Other community members

Why Do They Report?
- To receive social services or assistance
- To improve protection in their community
- To seek justice or legal action

Finally, when collecting and asking for information about violations and attacks, humanitarian actors have an ethical obligation to assist individuals who report abuses either by directly providing services to them or referring them to confidential and appropriate services. Though some groups have debated this ethical imperative, all those engaged in monitoring and reporting activities should make every effort to refer cases for services and other support.

What Kind of Response does the MRM Trigger?

While it is ultimately the duty and obligation of a government to protect and uphold the rights of its citizens, other actors and systems can help protect children affected by armed conflict. A child's family, caregiver, and community members—such as teachers or elders—provide children with immediate support and care. Services and structures like health centers or hospitals that provide quality care, or schools or institutions that offer formal or informal education also afford protection. Finally, national, regional, and international laws and policies help build an environment which respects and protects children's rights and holds accountable those who violate these rights.

In conflict and post-conflict situations, these layers of protection may be weakened, exposing children to increased risks of violence, abuse, neglect, and exploitation. Response actions ultimately seek to reconstruct, reinforce, and support these key agents of protection.

Through its consultations, Watchlist learned that many actors involved with the MRM have different perceptions of the types of response that the MRM can trigger. This varies from country-to-country and between Taskforce members themselves. Some actors understand response as individualized services provided to children or others in the community. Others spoke only of national-level and international advocacy when discussing the need to respond to cases reported through the MRM.

In fact, a variety of actions may be undertaken to address the needs of individuals or communities after a violation has occurred. Responses range from taking immediate action to providing services and support to child survivors, improving service-delivery programs to better address the needs of children, revising existing policies to protect the rights of children, working to restore or improve judicial systems to help decrease impunity, and undertaking national and international public advocacy to improve measures of protection. In almost all cases, respondents report human rights violations or abuses to receive support or redress for the consequences of this violation. Providing an appropriate and timely response should always be an objective of the MRM.

At the individual level, direct services are provided to children who have been abused to meet their needs. Individual-level responses must always be based on the wishes of the survivor, or his or her caregiver if the child is unable to give consent.[16] At the systemic level, services are established and strengthened to respond to the needs of children when their rights are breached. This includes legal and judicial systems, health care systems, social welfare systems, and community protection mechanisms. Finally, at the structural level, actors take measures to strengthen the normative framework and ensure the rights of children are recognized and protected through international, statutory, and customary laws and policies. To afford the

best levels of protection for children, responses must take place at all levels.[17]

Advocacy is often undertaken in response to information received about violations and the abuse of children affected by armed conflict. However, advocacy should not be seen as an end in itself but rather as part of a larger effort to promote change. Child protection actors might conduct advocacy to encourage adherence to international obligations or standards, to adopt or revise a law or policy, or to encourage a change in behavior or practice. To strengthen their advocacy efforts, some taskforces have built links and partnerships with national and international networks to reduce direct attention on the Taskforce while still ensuring that advocacy on specific issues or trends is possible. This has included working closely with the OSRSG-CAAC, which conducts high-level and national-level advocacy on behalf of children and armed conflict and often helps direct attention away from UN agencies and NGOs on the ground.

Information received through the MRM can trigger a wide variety of responses, and the specific actions that Taskforces or other child protection actors take depends on a number of factors, including the national political context, the security situation and the level of humanitarian access, and the operational presence and capacity of protection actors.

Triggering Different Levels of Response

The ability of the MRM to trigger response on the structural, systemic, or individual level depends on a number of factors, in particular how the information is collected and submitted to the Taskforce.

AT THE STRUCTURAL LEVEL

As noted above, information collected through the MRM is submitted to SCWG-CAAC for its consideration and action (see above: The United Nations and Children and Armed Conflict). After considering the report, the SCWG-CAAC may issue conclusions on the report, including recommendations for action to the Security Council and direct actions that the SCWG-CAAC can take. In the past, these actions have included letters issued to governments or the Secretary-General and more robust resolutions. In 2006, for the first time, the Security Council included in the DRC sanctions regime a provision to place sanctions on political and military leaders recruiting or using children in armed conflict in DRC in SCR 1698.

AT THE SYSTEMIC LEVEL

Information collected through the MRM has also been used to trigger responses at the systemic level. In DRC, the data collected through the MRM has proven useful in advocating for additional funds for child DDR programming. Information collected through the MRM detailed the increased recruitment and re-recruitment of children and ultimately helped UNICEF secure additional funding and support for DDR programs.

Using MRM-related data for systemic-level responses has proven extremely challenging in most countries. Many Taskforces have limited access to conflict-affected areas, resulting in the partial collection of information. Additionally, the databases used to store this information, in many cases, are rudimentary and are not able to carry out advanced statistical analysis in a manner that could help to refine existing programs (see below: The Challenges of Response).

AT THE INDIVIDUAL LEVEL

Finally, individual-level information collected through the MRM has also been used to assist individuals and their families. Some Taskforces receive program-related data, and in these cases, individual-level services have already been provided. However, in other cases, where trained monitors unaffiliated with service delivery organizations collect information as part of their work for the MRM, monitors should be trained on how to make confidential referrals based on informed consent and should have access to information on which actors provide services, what services they provide, and where to access those services. Individual-level response must not be delayed by waiting for a response from the capital-based Taskforce. Monitors should be empowered to take immediate action to assist children and respondents when appropriate.

The MRM Taskforce in Sri Lanka has made good use of an informal referral system when collecting information.

Examples of different types of responses

Individual Level	Systemic Level	Structural Level
A Child: • Receives family tracing and reunification services • Is placed with a foster family or caregiver • Receives health services • Is removed from an armed group or force • Receives psychosocial support and care • Is registered in a DDR program • Is referred to national justice actors for legal action • Is enrolled in school or engaged in • other learning opportunities	• A school or health center is built or • reconstructed • A service-delivery or case management • program is initiated or expanded • Service-providers receive training and re- sources • Child Protection Committees are • strengthened • Child protection advisors are deployed	• An Action Plan to release children and prevent further recruitment is developed • A national law or policy is adopted or revised • A Government accepts and implements the terms of an international treaty • The Security Council takes action with rel- evant governments in accordance with its tool kit on children and armed conflict.[18]

For example, a local NGO received information about the abduction of a child by an armed group in the East. The NGO fed this information to the MRM Taskforce in Colombo while also informing UNICEF and local child protection actors on the ground about the case. Within 48 hours, the release of the child had been secured.

In DRC, MONUC's Child Protection section maintains a strong presence in the East and is still largely seen as an institution the community can go to for assistance and remedy. Thus, many families and community members have reported violations to locally-based CPAs. CPAs have fed this information to the MRM Taskforce and have also used it to negotiate the release of children from armed forces and groups. In one example reported to Watchlist, a young girl approached a MONUC CPA herself to ask to be released from the Congolese National Army, the FARDC (*Forces Armées de la République Démocratique du Congo*).

The Uganda Taskforce has hired and deployed two 1612 consultants who cover Acholi and Teso Regions. These monitors receive reports of violations from a number of sources, including from dozens of community-based monitors whom the consultants and other Taskforce members have trained. This streamlined system helps the consultants ensure that all reported cases have received referrals to additional services either by confirming that the monitors have made appropriate referrals based on the wishes of the survivor or by making the referrals themselves.
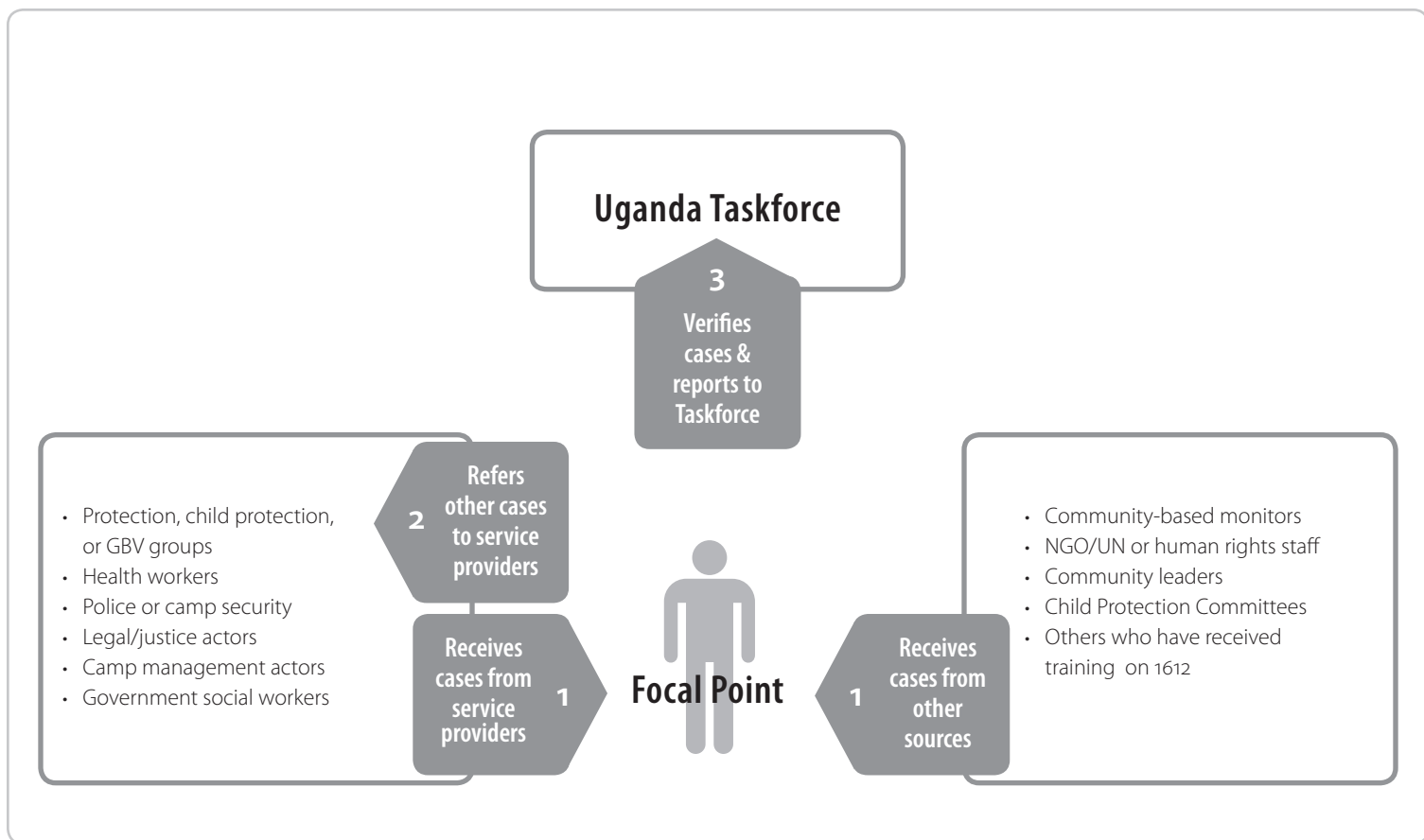
The Challenges of Response

Responding to violations at the individual and systemic levels remains a challenge for many Taskforces. To some extent, the ability of Taskforces to take action in response to individual cases depends on the structure of the Taskforce and how monitors collect and submit information. For example, the decentralized structure of the Taskforce in Uganda allows for prompt referrals and response to individual cases. The ability to respond is also largely dependent on existing levels of coordination and referral mechanisms in place. In some countries where the MRM is being implemented, referral systems are informal or weak. Widespread insecurity and conflict also limit available services on the ground, making referrals a challenge.

In addition, Taskforces members in some countries disagree about who should and can respond to violations. Some have made claims that only those who provide the information may respond while others see it as the obligation of the Taskforce to take collective action. This is especially relevant when Taskforce members are discussing national-level advocacy efforts.

Taking collective or individual action at the systemic level is even more challenging. In all countries, the information collected by the MRM is not statistically robust enough to generate reports that can be used to design or refine programmatic initiatives. This is due in large part to the lack of sophistication of MRM data collection forms and databases. In addition, the reports submitted to New York must remain confidential to protect the integrity and political credibility of the Secretary-General's reports. However, the extent to which individual case information remains confidential has not yet been determined. Some Taskforces restrict access only to the reports and provide information on individual cases or situations to those who are able to provide assistance. Other Taskforces do not share information with groups who do not officially serve on the Taskforce.

At the structural level, the Security Council's ability to take concrete actions after considering Taskforce reports is limited. The Security Council is not in a position to respond to every individual violation reported by MRM Taskforces, but rather it must respond to trends and large-scale violations that require international intervention. Responses to some reported violations are thus necessary and more appropriately taken at national and local levels.

Uganda Taskforce

3
Verifies cases & reports to Taskforce

2
Refers other cases to service providers

- Protection, child protection, or GBV groups
- Health workers
- Police or camp security
- Legal/justice actors
- Camp management actors
- Government social workers

1
Receives cases from service providers

Focal Point

1
Receives cases from other sources

- Community-based monitors
- NGO/UN or human rights staff
- Community leaders
- Child Protection Committees
- Others who have received training on 1612

Future Prospects
of the MRM

Many key stakeholders involved in the design and implementation of the mechanism have begun discussing the potential possibilities and utility of the mechanism in post-conflict or development settings. In its forthcoming guidelines, the New York-based Steering Committee on Monitoring and Reporting notes that the MRM can be used by countries beyond those listed on Annexes I and II to monitor other violations and perpetrators aside from those specified by SCR 1612. UNICEF Uganda is currently discussing ways in which to use the MRM as a foundation to build a broader rights monitoring mechanism. This might include expanding the types of violations and perpetrators monitored by the Taskforce.

Some human rights organizations also expressed interest in expanding the MRM. In consultations with Watchlist, they noted that information collected by the mechanism could be fed to bodies monitoring the implementation of human rights treaties and other human rights obligations, such as the Committee on the Rights of the Child and the Human Rights Council.

The MRM might also be used as a basis for broader monitoring and reporting to help improve the situation of children everywhere whose lives are affected by armed conflict. This could include increasing the violations it monitors to incorporate other violations of children's rights such as forced displacement or illegal detention, or expanding possible entry points for listing parties to conflict on the Secretary-General's report.

In all cases, where countries choose to build upon the existing mechanism, Taskforce members and other stakeholders must ensure that the modified mechanism works in conjunction with other monitoring and reporting mechanisms and structures collecting information on children's rights. This includes thematic working groups, clusters, and interagency bodies monitoring rights violations.

There are exciting and interesting times ahead for the Monitoring and Reporting Mechanism. But the mechanism is only as strong as its participants. Still in its infancy, the mechanism has made impressive strides in the quest to collect accurate, timely, and objective information. UN agencies, NGOs, member states, and other decision-makers must continue to work together to see that the MRM evolves and adapts to changes and developments within the larger child protection and humanitarian arenas.

Recommendations for Action

General Recommendations

COORDINATION

- Well-established MRM Taskforces should examine the various roles and responsibilities of each member and outline the potential roles and responsibilities of international and national NGOs, UN, and other members to help create an effective division of labor and more clarity about the different responsibilities of different actors.

- The headquarter and/or regional offices of all UN agencies and protection-oriented international NGOs should improve communication and guidance on SCR 1612 and the MRM between their field and headquarter offices to help these offices determine the extent to which they should support the Taskforce and the MRM. This includes, where applicable, developing internal guidelines, key points of consideration, and a list of potential ways in which the office might choose to support the MRM.

- The New York-based Steering Committee on Monitoring and Reporting should establish a consistent, formal way for Taskforces to share lessons learned, key documents, and strategies for implementing the MRM. Such a forum could be housed electronically, and UNICEF's existing intranet for MRM Taskforce members, *CAAC-net*, could provide a good foundation.

- UNICEF and the OSRSG-CAAC should expand their capacity to provide support and guidance to country Taskforces, in particular by increasing the number of dedicated staff working to support the implementation of SCR 1612. This will be crucial as the number of countries implementing the MRM increases.

AWARENESS-RAISING

- Taskforces should develop a field-friendly, one-page document specific to their country explaining SCR 1612, the MRM, and how information collected is used. This document should be translated into local languages and widely distributed. The key points of this document could also be distributed orally, through community meetings or over the radio.

- Taskforces should create field-friendly versions of the Secretary-General's reports on children and armed conflict and any relevant Security Council Working Group conclusions specific to their country, translating these documents into local languages and sharing them with community leaders and local child protection actors to demonstrate how collected information is being used.

TRAINING

- MRM Taskforces should conduct a training needs assessment and develop a country-specific training curriculum for actors involved in monitoring and reporting on children's rights violations. Training should seek to improve understanding of the MRM and SCR 1612 and increase knowledge and skills on monitoring and reporting, human rights, child protection, and GBV.[19]

- Based on the gaps and training needs identified in the aforementioned training needs assessments, MRM Taskforces should develop country-specific training plans that address these gaps. These should include identifying other actors who might provide trainings on specific issues, such as GBV, human rights monitoring, and human rights and humanitarian law (see Appendix 5: Sample Training Curriculum on Monitoring and Reporting).

- Adequate resources must be made available to improve the quality and long-term impact of trainings, and donor governments should increase the overall financial and human resources dedicated to trainings. In particular, Taskforces should hire consultants to conduct training needs assessments, design specific training plans for individual districts, and carry out trainings, periodic evaluations, and refresher trainings for NGOs and others previously selected to receive training on monitoring and reporting.

The Participation of NGOs in the MRM

- Taskforces should outline all the potential ways in which local and international NGOs might support the implementation of the MRM, underscoring the different roles of local and international NGOs to help clarify the responsibilities they can assume. This document should also outline the differences in the responsibilities of NGOs and UN agencies (see above: General Recommendations). It should be translated into locally relevant languages and broadly disseminated to civil society groups that may be willing and able to participate.

- Taskforce chairs should ensure that any efforts to expand the roles, responsibilities, and participation of national and international NGOs are considered in conjunction with the access these groups have to adequate technical, financial, and human resources to better enable them to assume these additional duties. This includes advocating to donor governments and other grant-making bodies to increase funding for NGOs to participation in the MRM.

- Donor governments should continue to provide support to UNICEF to implement the MRM while also making funding available to national and international NGOs to increase their human and technical capacity to support the MRM. This would include providing funding to NGOs to hire and train additional personnel to assist with the collection and verification of MRM-related data.

- Where feasible, Taskforces should identify field-based staff or member agencies who can provide "on-the-job training" and regular guidance and support to local groups interested in expanding and improving their skills in monitoring and reporting rights violations.

- Taskforces should ensure that trainings are provided to community-based and local NGOs to monitor the six grave violations while also enabling their long-term participation in rights monitoring and other child protection activities.

- MRM Taskforces should improve awareness of the MRM and SCR 1612 among key protection-focused national and international NGOs and other relevant actors by holding quarterly briefings to update them on any progress made and to increase their support of the MRM where necessary and feasible.

Maintaining Security & Respecting Rights

- Taskforces should devise a Code of Conduct to guide how Taskforce members handle and manage specific case-related information and maintain the confidentiality of such information. All members must agree to support this Code of Conduct.

- To address potential security concerns, each Taskforce should undertake a risk assessment to identify and assess the specific risks associated with participating or otherwise supporting the MRM in-country. This should include a thorough analysis of the specific risks local NGOs and community-based organizations face.

- Taskforces should devise a strategy to help reduce and prevent security incidents related to monitoring and reporting. This includes information about the importance of confidentiality and informed consent, effective ways to uphold these principles in monitoring and re-

porting, and how to incorporate them into the work of the Taskforce.

- Taskforces should develop a standard operating procedure (SOP) detailing the minimum set of actions different members should take when the security of respondents, children, and/or information collectors is threatened during the collection or verification of data.[20]

- Taskforces should identify secure methods for NGOs and other actors to submit confidential information about violations perpetrated by armed forces and groups directly to UNICEF or another UN agency to mitigate and manage all security risks associated with reporting such information.

- The New York-based Steering Committee on Monitoring and Reporting should ensure that the forthcoming guidelines on the Monitoring and Reporting Mechanism underscore the crucial importance of upholding ethical principles. In particular, the guidelines should outline ways in which Taskforces may verify case-related information without violating the principles of confidentiality and informed consent.

- The New York-based Steering Committee on Monitoring and Reporting should provide information to Taskforces on the potential for collaboration and information sharing with the ICC and other judicial bodies. This should include detailed information on applicable conventions and guidelines and guidance on the extent to which Taskforces should collaborate with these bodies.

Leveraging Networks & Resources

- Taskforces should develop and execute surveys of protection-related data collection systems present in their country, including those used by UN agencies, UN peacekeeping missions, NGOs and national authorities in order to identify existing sources of information, identify overlaps and gaps in systems, attempt to unify indicators and channel additional information to the Taskforce.

- Taskforces should improve collaboration with experts on human rights monitoring, GBV, and database management to improve the overall functionality of the Taskforce. This includes increasing the participation of these actors in working group meetings and increasing their ability to assist with the collection and verification of information, where feasible.

- Taskforces should strengthen the links to other networks and initiatives, in particular clusters and sub-clusters, by working with focal points from these groups to identify overlaps and potential points of cooperation,

maximize collaboration, and ensure timely and systematic coordination.

- Taskforces should explore ethical ways to collect data generated by service-delivery programs, particularly programs that support survivors of GBV. This might include developing specific memoranda of understanding with agencies implementing these programs or outlining the parameters under which information will be shared, in particular how confidentiality of case-specific information will be upheld. Agencies with institutional knowledge and skills related to GBV should be consulted to lend their expertise on GBV as well as methods and ethics related to the collection and verification of GBV-related data.

- Taskforces with support from other UN agencies should improve national-level awareness of the MRM and SCR 1612 among donors and the diplomatic community by holding regular briefings and disseminating updates to them in an attempt to reengage these actors and galvanize their support for improved child protection programming.

- In countries where the MRM is being implemented, members of the diplomatic community, including donor governments, should improve their coordination and collaboration around SCR 1612, ensuring that the implementation of SCR 1612 and strategies for engagement with the Government are addressed.

- Donor governments and other member states should improve communication related to SCR 1612 between their capital cities, New York offices, and field missions to ensure field representatives receive regular information.

- Donor governments should ensure that all aspects of the MRM are adequately and appropriately funded to maximize its potential to protect children. This includes fully funding Child Protection Sections within each UN and hybrid peacekeeping operations, ensuring that sufficient resources are provided to properly address child protection concerns, and overall support for the implementation of SCR 1612.

Triggering Adequate & Timely Responses to Violations

- Taskforces should devise a list of potential and specific responses that they or their members might take upon receiving information on child rights violations. Such responses might include public advocacy, refining and revising programs to respond to the needs of children whose rights have been violated, or referring child survivors and respondents to other agencies for specific social or legal services.

- To strengthen the link between the MRM and systemic-level responses, Taskforces should seek to improve the caliber of the systems currently used to collect and manage MRM-related information. In particular, Taskforces should seek additional funds to hire dedicated data management specialists to design data collection forms and databases that comply with best practices in information management and can generate advanced statistical analyses.

- To improve advocacy efforts, Taskforces should outline the various advocacy initiatives Taskforce members can undertake to respond to violations and the protocols they should adhere to when doing so.

- Taskforces should identify international advocates who can influence international policymakers with whom they can liaise and partner in instances where national-level public advocacy is difficult or impossible.

- Taskforces should conduct a "who, what, where" analysis of various actors in each district who can receive referrals and provide services to survivors of violence. This information should be regularly updated and given to all members and others collecting information for the Taskforce to ensure cases are properly referred for support and assistance.

- Where necessary and feasible, NGOs should continue to submit parallel reports and information to the OSRSG-CAAC, ensuring that the information contained therein is held to the highest standards of verification possible.

Appendix 1

UN Security Council Resolution 1612

RESOLUTION 1612 (2005)
ADOPTED BY THE SECURITY COUNCIL AT
ITS 5235TH MEETING, ON 26 JULY 2005

The Security Council,

Reaffirming its resolutions 1261 (1999) of 25 August 1999, 1314 (2000) of 11 August 2000, 1379 (2001) of 20 November 2001, 1460 (2003) of 30 January 2003, and 1539 (2004) of 22 April 2004, which contribute to a comprehensive framework for addressing the protection of children affected by armed conflict,

While noting the advances made for the protection of children affected by armed conflict, particularly in the areas of advocacy and the development of norms and standards, *remaining deeply concerned* over the lack of overall progress on the ground, where parties to conflict continue to violate with impunity the relevant provisions of applicable international law relating to the rights and protection of children in armed conflict,

Stressing the primary role of national governments in providing effective protection and relief to all children affected by armed conflicts,

Recalling the responsibilities of States to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes and other egregious crimes perpetrated against children,

Convinced that the protection of children in armed conflict should be regarded as an important aspect of any comprehensive strategy to resolve conflict,

Reiterating its primary responsibility for the maintenance of international peace and security and, in this connection, its commitment to address the widespread impact of armed conflict on children,

Stressing its determination to ensure respect for its resolutions and other international norms and standards for the protection of children affected by armed conflict,

Having considered the report of the Secretary-General of 9 February 2005 (S/2005/72) and stressing that the present resolution does not seek to make any legal determination as to whether situations which are referred to in the Secretary-General's report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudge the legal status of the non-State parties involved in these situations,

Gravely concerned by the documented links between the use of child soldiers in violation of applicable international law and the illicit trafficking of small arms and light weapons and stressing the need for all States to take measures to prevent and to put an end to such trafficking,

1.   *Strongly condemns* the recruitment and use of child soldiers by parties to armed conflict in violation of international obligations applicable to them and all other violations and abuses committed against children in situations of armed conflict;

2.   *Takes note* of the action plan presented by the Secretary-General relating to the establishment of a monitoring and reporting mechanism on children and armed conflict as called for in paragraph 2 of its resolution 1539 (2004) and, in this regard:
 (a) Underlines that the mechanism is to collect and provide timely, objective, accurate and reliable information on the recruitment and use of child soldiers in violation of applicable international law and on other violations and abuses committed against children affected by armed conflict, and the mechanism will report to the working group to be created in accordance with paragraph 8 of this resolution;

(b) Underlines further that this mechanism must operate with the participation of and in cooperation with national government and relevant United Nations and civil society actors, including at the country-level;

(c) Stresses that all actions undertaken by United Nations entities within the framework of the monitoring and reporting mechanism must be designed to support and supplement, as appropriate, the protection and rehabilitation roles of national governments;

(d) Also stresses that any dialogue established under the framework of the monitoring and reporting mechanism by United Nations entities with non-state armed groups in order to ensure protection for and access to children must be conducted in the context of peace processes where they exist and the cooperation framework between the United Nations and the concerned government;

3.   *Requests* the Secretary-General to implement without delay, the above-mentioned monitoring and reporting mechanism, beginning with its application, within existing resources, in close consultation with countries concerned, to parties in situations of armed conflict listed in the annexes to Secretary-General's report (S/2005/72) that are on the agenda of the Security Council, and then, in close consultation with countries concerned, to apply it to parties in other situations of armed conflict listed in the annexes to Secretary-General's report (S/2005/72), bearing in mind the discussion of the Security Council and the views expressed by Member States, in particular during the annual debate on Children and Armed Conflict, and also taking into account the findings and recommendations of an independent review on the implementation of mechanism to be reported to the Security Council by 31 July 2006. The independent review will include:

 (a) an assessment of the overall effectiveness of the mechanism, as well as the timeliness, accuracy, objectivity and reliability of the information compiled through the mechanism;

 (b) information on how effectively the mechanism is linked to the work of the Security Council and other organs of the United Nations;

 (c) information on the relevance and clarity of the division of responsibilities;

 (d) information on the budgetary and other resource implications for United Nations actors and voluntary funded organizations contributing to the mechanism;

 (e) recommendations for the full implementation of the mechanism;

4.   *Stresses* that the implementation of the monitoring and reporting mechanism by the Secretary-General will be undertaken only in the context of and for the specific purpose of ensuring the protection of children affected by armed conflict and shall not thereby prejudge or imply a decision by the Security Council as to whether or not to include a situation on its agenda;

5.   *Welcomes* the initiatives taken by UNICEF and other United Nations entities to gather information on the recruitment and use of child soldiers in violation of applicable international law and on other violations and abuses committed against children in situations of armed conflict and invites the Secretary-General to take due account of these initiatives during the initial phase of implementation of the mechanism referred to in paragraph 3;

6.   *Notes* that information compiled by this mechanism, for reporting by the Secretary-General to the General Assembly and the Security Council, may be considered by other international, regional and national bodies, within their mandates and the scope of their work, in order to ensure the protection, rights and well-being of children affected by armed conflict;

7.   *Expresses* serious concern regarding the lack of progress in development and implementation of the action plans called for in paragraph 5 (a) of its resolution 1539 (2004) and, pursuant to this, calls on the parties concerned to develop and implement action plans without further delay, in close collaboration with United Nations peacekeeping missions and United Nations country teams, consistent with their respective mandates and within their capabilities; and requests the Secretary-General to provide criteria to assist in the development of such action plans;

8.   *Decides* to establish a working group of the Security Council consisting of all members of the Council to review the reports of the mechanism referred to in paragraph 3 of this resolution, to review progress in the development and implementation of the action plans mentioned in paragraph 7 of this resolution and to consider other relevant information presented to it; decides further that the working group shall:

 (a) Make recommendations to the Council on possible measures to promote the protection of children affected by armed conflict, including through recommendations on appropriate mandates for peacekeeping missions and recommendations with respect to the parties to the conflict;

 (b) Address requests, as appropriate, to other bodies within the United Nations system for action to support implementation of this resolution in accordance with their respective mandates;

9.   *Recalls* paragraph 5 (c) of its resolution 1539 (2004), and reaffirms its intention to consider imposing, through country-specific resolutions, targeted and graduated measures, such as, inter alia, a ban on the export and supply of small arms and light weapons and of other military equipment and on military assistance, against parties to situations of armed conflict which are on the Security Council's agenda and are in violation of applicable international law relating to the rights and protection of children in armed conflict;

10.   *Stresses* the responsibility of United Nations peacekeeping missions and United Nations country teams, consistent with their respective mandates, to ensure effective follow-up to Security Council resolutions, ensure a coordinated response to CAAC concerns and to monitor and report to the Secretary-General;

11.   *Welcomes* the efforts undertaken by United Nations peacekeeping operations to implement the Secretary-General's zero-tolerance policy on sexual exploitation and abuse and to ensure full compliance of their personnel with the United Nations code of conduct, requests the Secretary-General to continue to take all necessary action in this regard and to keep the Security Council informed, and urges troop-contributing countries to take appropriate preventive action including predeployment awareness training, and to take disciplinary action and other action to ensure full accountability in cases of misconduct involving their personnel;

12.   *Decides* to continue the inclusion of specific provisions for the protection of children in the mandates of United Nations peacekeeping operations, including the deployment, on a case-by-case basis, of child-protection advisers (CPAs), and requests the Secretary-General to ensure that the need for and the number and roles of CPAs are systematically assessed during the preparation of each United Nations peacekeeping operation; welcomes the comprehensive assessment undertaken on the role and activities of CPAs with a view to drawing lessons learned and best practices;

13.   *Welcomes* recent initiatives by regional and subregional organizations and arrangements for the protection of children affected by armed conflict, and encourages continued mainstreaming of child protection into their advocacy, policies and programmes; development of peer review and monitoring and reporting mechanisms; establishment, within their secretariats, of child-protection mechanisms; inclusion of child-protection staff and training in their peace and field operations; sub- and interregional initiatives to end activities harmful to children in times of conflict, in particular cross-border recruitment and abduction of children, illicit movement of small arms, and illicit trade in natural resources through the development and implementation of guidelines on children and armed conflict;

14.   *Calls upon* all parties concerned to ensure that the protection, rights and well-being of children affected by armed conflict are specifically integrated into all peace processes, peace agreements and post-conflict recovery and reconstruction planning and programmes;

15.   *Calls upon* all parties concerned to abide by the international obligations applicable to them relating to the protection of children affected by armed conflict as well as the concrete commitments they have made to the Special Representative of the Secretary-General for Children and Armed Conflict, to UNICEF and other United Nations agencies and to cooperate fully with the United Nations peacekeeping Missions and United Nations country team, where appropriate, in the context of the cooperation framework between the United Nations and the concerned government, in the follow-up and implementation of these commitments;

16.   *Urges* Member States, United Nations entities, regional and subregional organizations and other parties concerned, to take appropriate measures to control illicit subregional and cross-border activities harmful to children, including illicit exploitation of natural resources, illicit trade in small arms, abduction of children and their use and recruitment as soldiers as well as other violations and abuses committed against children in situations of armed conflict in violation of international applicable law;

17.   Urges all parties concerned, including Member States, United Nations entities and financial institutions, to support the development and strengthening of the capacities of national institutions and local civil society networks for advocacy, protection and rehabilitation of children affected by armed conflict to ensure the sustainability of local child-protection initiatives;

18.   *Requests* that the Secretary-General directs all relevant United Nations entities to take specific measures, within existing resources, to ensure systematic mainstreaming of CAAC issues within their respective institutions, including by ensuring allocation of adequate financial and human resources towards protection of war-affected children within all relevant offices and departments and on the ground as well as to strengthen, within their respective mandates, their cooperation and coordination when addressing the protection of children in armed conflict;

19.   *Reiterates* its request to the Secretary-General to ensure that, in all his reports on country-specific situations, the protection of children is included as a specific aspect of the report, and expresses its intention to give its full attention to the information provided therein when dealing with those situations on its agenda;

20.   *Requests* the Secretary-General to submit a report by November 2006 on the implementation of this resolution and resolutions 1379 (2001), 1460 (2003), and 1539 (2004) which would include, inter alia:
 (a) Information on compliance by parties in ending the recruitment or use of children in armed conflict in violation of applicable international law and other violations being committed against children affected by armed conflict;
 (b) Information on progress made in the implementation of the monitoring and reporting mechanism mentioned in paragraph (3);
 (c) Information on progress made in the development and implementation of the action plans referred to in paragraph (7) of the present resolution;
 (d) Information on the assessment of the role and activities of CPAs;

21.   *Decides* to remain actively seized of this matter.

Appendix 2

Annotated Bibliography on Monitoring & Reporting

This annotated bibliography provides those working to implement the Monitoring and Reporting Mechanism or otherwise engaged in monitoring and reporting on children's rights with a list of useful resources. The bibliography includes documents on monitoring and reporting in general, ethical considerations, safety and security concerns, training manuals on monitoring and reporting, gender-based violence, and relevant distance-learning courses. The last section provides information on relevant Security Council resolutions, reports of the Secretary-General, and conclusions of the Security Council Working Group.

While Watchlist has made every effort to identify helpful and relevant resources, this bibliography should not be considered exhaustive. In addition, many of the documents listed herein may not be useful for all actors, and their relevance will depend on the local political and geographic context. In addition, this bibliography does not include resources on international humanitarian law or international human rights law—although they are important elements of the MRM—as many resources and bibliographies on these subjects are readily available on the worldwide web. Unless otherwise noted, all reports and resources are available in English.

1. GUIDELINES & BACKGROUND DOCUMENTS ON MONITORING & REPORTING

Amnesty International. *Monitoring and Reporting Human Rights Violations in Africa: A Handbook for Community Activists.* **United Kingdom: Amnesty International; 2002.**
[ISBN: 0-86210-331-2]
This handbook is aimed at helping local monitors gather accurate information and report it to national organizations or other regional mechanisms. The handbook provides information on how to document and report common violations of civil and political rights in Africa. The handbook includes the following sections: contact building, monitoring, fact-finding and interviewing, documenting and reporting, and basic principles of monitoring and reporting. The last section explains different violations and provides checklists for documenting and reporting.
Also available in French, Hausa, Portuguese, Somali, and Swahili.
www.protectionline.org/IMG/pdf/spa_handbook.pdf

Amnesty International and CODESRIA. *UKWELI: Monitoring and Documenting Human Rights in Africa.* **Dakar: Amnesty International and CODESRIA, 2000.**
[ISBN 2-86978-079-6]
Ukweli combines the experiences of African human rights defenders to present a step-by-step guide for monitoring and investigating human rights abuses in Africa. Written with and for African human rights defenders, this handbook focuses on monitoring and documenting human rights abuses, The first section includes generic chapters on monitoring, fact-finding, and documenting human rights violations. It identifies and defines steps involved in researching human rights violations, discusses principles and standards of research, and provides guidelines for interviewing survivors and witnesses. It also gives suggestions on how to address the problems and challenges faced by human rights monitors. Ukweli includes additional booklets on armed conflict, torture, sexual violence, political killings, excessive force, and death in custody.
Also available in French and Portuguese.
www.amnesty.nl/in_actie_vervolg/spa_downloads

Booklet on Armed Conflict
[ISBN: 2-86978-110-5]
This booklet begins with the role of human rights defenders in armed conflict and introduces guidelines on how to monitor and conduct fact-finding in the context of armed conflict. This is followed by identifying various forms of human rights violations in armed conflict and examining how to investigate and verify evidence regarding specific cases. The Annexes contain relevant extracts from international and regional human rights law and international humanitarian law.
Also available in French and Portuguese.
www.protectionline.org/IMG/pdf/spa_armedconflict.pdf

Booklet on Sexual Violence
[ISBN: 2-86978-089-3]
This booklet defines sexual violence and specifies sexual violence committed by different perpetrators. This provides information on monitoring sexual violence, conducting fact-finding, and accessing evidence. In addition, the Annexes contain relevant factors to be considered by human rights monitors, including medical and social consequences of sexual violence, checklist for interviews of rape victims, possible recommendations and actions, and international and regional legal standards.
Also available in French and Portuguese.
www.protectionline.org/IMG/pdf/spa_sexualviolence.pdf

Asia Pacific Forum on Women, Law and Development. "Chapter 7: Documenting Human Rights Violations and Abuses" and "Chapter 10: Working in Conflict Situations." In *Claiming Rights, Claiming Justice: A Guidebook on Women Human Rights Defenders.* **Thailand: Asia Pacific Forum on Women, Law and Development, 2007.**
[ISBN: 978-974-7348-92-7]
The Asia Pacific Forum on Women, Law and Development developed this publication in close collaboration with individuals and organizations that participated in the international campaign on women human rights defenders since 2005. This guidebook aims to help women human rights defenders name the specific risks, violations, and constraints they face in their work. It presents a practical discussion of the useful mechanisms developed by the state and civil society to provide redress and remedy, and to protect women human rights defenders. In particular, Chapters 7 and 10 provide information on documenting human rights violations and abuses and working in conflict situations. It is intended to be used by human rights and other organizations to further a gender perspective in the monitoring and documentation of human rights.
www.defendingwomen-defendingrights.org/pdf2007/book3Neo.pdf

Chukwuma, Innocent, Wahome Mutahi, and Sally Sealey. *Monitoring State-Sponsored Violence in Africa: A Practical Guide.* **London and Johannesburg: Article 19, January 2000.**
[ISBN 1-902598-17-2]
This practical guide aims to assist in training human rights monitors to investigate and monitor state-sponsored violence in Africa. The manual provides information on the role of monitors, the qualities and skills of a good monitor, basic skills and common issues in fact-finding, specific fact-finding situations and techniques, report writing and how to use national and international human rights mechanisms. While the guide publishes country-specific reports only on South Africa, Nigeria, and Kenya, this manual may be useful for human rights monitors in other countries.
www.article19.org/pdfs/tools/monitoringviolenceafrica.pdf

Guzman, Manuel and Bert Vertstappen. "Vol. 1: What is Monitoring?" and "What is Documentation?" In *Human Rights Monitoring and Documentation Series.* **Versoix: HURIDOCS, 2003.**
The volumes in this *Human Rights Monitoring and Documentation Series* are especially designed for small, non-governmental human rights organizations, which have limited resources and a small staff. In particular, these documents can be used to design training modules. The first volume, "What is Monitoring," defines monitoring, discusses its purposes, and identifies various types, methods, and analytical models for monitoring. The second volume, "What is Documentation," defines documentations and the reasons for documenting violations.
Also available in French, Spanish, and Russian.
www.huridocs.org/tools/violations

Høgdhl, Kristin Ingrid Kvammen Ekker and Lalaine Sadiwa, eds. *Manual on Human Rights Monitoring. An Introduction for Human Rights Field Officers.* **Oslo: Norwegian Institute of Human Rights, 2002.**
[ISBN: 82-90851-20-0]
This manual outlines a framework for preparing human rights monitors for field operations. It includes chapters on the United Nations system, the international human rights machinery, human rights field operations of the UN and other international governmental organizations, how to recognize human rights issues in practice, monitoring human rights, monitoring the administration of justice, trial observation, election observation, and a chapter on practical issues before and during fieldwork. This manual is useful for NGOs or international governmental organizations who wish to train human rights officers. In particular, see "Chapter 6, Monitoring Human Rights."
www.humanrights.uio.no/nordem/manualen.html

Machel, Graça. *The Impact of Armed Conflict on Children.* **New York: United Nations and UNICEF, 1996.**
[A/51/306]
Requested by the General Assembly, this study on the impact of armed conflict on children sets forth the elements of a comprehensive agenda for action by UN member states and the international community to improve the protection

and care of children in conflict situations. In addition to providing findings and key recommendations in a number of areas of concern, this study also underscores the importance of monitoring and reporting on the compliance of governments and parties to conflict to standards and international norms.
Also available in Arabic, Chinese, French, Russian, and Spanish.
www.unicef.org/graca/

Nowicki, Marek and Zuzana Fialova. *Human Rights Monitoring.* **Warsaw: Helsińka Fundacja Praw Człowieka (Helsinki Foundation for Human Rights), 2001.**
[ISBN 83–87300–49–7]
This handbook is a tool for NGOs or state parties to monitor human rights violations, particularly violations of civil and political rights. The report consists of ten chapters: monitoring as one element of action in the public interest; developing a strategy of action; monitoring step by step; the monitoring concepts; analyzing the law for the purpose of monitoring; techniques of gathering and processing information; the logistics of monitoring; the monitoring team; the monitoring report; and distributing the report. This handbook includes sample surveys, coding keys, interview outlines, observation forms, a sample monitoring plan for action, and sample letters to concerned authorities.
Also available in Polish, Russian, and Spanish.
www.hfhrpol.waw.pl/en/index_pliki/Monitoring_eng.pdf

The Paris Principles: Principles and Guidelines on Children Associated With Armed Forces or Armed Groups. **February 2007.**
These Principles are designed to guide interventions for the protection and well-being of children and associated with armed forces or armed groups to assist in policy and programming decisions. Based on the original Cape Town Principles, other international standards and international law, these principles incorporate knowledge and lessons learned and, in particular, emphasize the ways in which children become associated with and leave armed forces or groups. The principles underscore the humanitarian imperative to seek the unconditional release of children from armed forces or armed groups at all times, even in the midst of conflict and for the duration of the conflict.
Also available in French.
www.unicef.org.uk/publications/pdf/parisprin.pdf

Special Representative of the Secretary-General for Children and Armed Conflict and UNICEF. *Machel Study 10-Year Strategic Review: Children and Conflict in a Changing World.* **New York: United Nations, 2007.**
This Strategic Review identifies emerging challenges and prioritizes the responses required for the next decade. The Review also aims to mobilize attention and support to address the wide-range of challenges facing children affected by armed conflict. Like the 1996 Machel Study, this Strategic Review provides recommendations for policymakers, UN member states, and other key actors.
Also available in Arabic, Chinese, French, Russian, and Spanish.
www.un.org/children/conflict/english/machel10.html

Watchlist on Children and Armed Conflict. *Violations Against Children in Armed Conflicts: An Action Plan for Monitoring, Reporting and Response.* **New York: Watchlist on Children and Armed Conflict, 2004.**
In this report, Watchlist outlines a practical action plan for a comprehensive monitoring, reporting, and response mechanism through the constructive interaction of key actors. This paper concludes with recommendations and next steps to implement the mechanism.
www.watchlist.org/advocacy/policystatements/vacdac.pdf

2. ETHICAL CONSIDERATIONS & GUIDELINES ON MONITORING & REPORTING

Edmonds, Casper N. "Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour in Nepal." Geneva: ILO, 2003.
The author argues that the methods applied in participatory research activities with children need to be re-examined. This paper introduces an ethical approach calling on researchers to recognize possible challenges or risks that occur when conducting research with children and divides these issues into three categories: pre-research issues, issues during research and post-research issues. In particular, the author stresses utmost care must be taken to ensure that the rights of the child are fully respected in the research process.
www.oit.org/public/english/region/asro/newdelhi/ipec/download/resources/nepal/nppubl03eng4.pdf

Hart, Jason and Bex Tyrer. "Refugee Studies Centre Working Paper No. 30: Research with Children Living in Situations of Armed Conflict: Concepts, Ethics & Methods." Oxford, UK: University of Oxford, 2006.

This paper explores the specific conceptual, ethical, and methodological issues regarding research about children's lives conducted in armed conflict situations. In particular, this paper emphasizes that research should consider children's lives as they are and reflect children's views and experiences based on their communities rather than the perspective of the researcher.

www.rsc.ox.ac.uk/PDFs/workingpaper30.pdf

World Health Organization. *Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies.* Geneva: WHO, 2007.

[ISBN 978-92-4-159568-1]

This document addresses the challenges of collecting and using information about sexual violence and provides much needed guidance in the area of ethics and safety in documenting sexual violence in emergencies. In total, eight recommendations are offered. Collectively, these recommendations are intended to ensure that the necessary safety and ethical safeguards are in place prior to commencement of any information-gathering exercise concerning sexual violence in emergencies. The recommendations seek to inform those involved in planning, conducting, funding, reviewing protocols for, approving, or supporting information collection on sexual violence in humanitarian settings. This document applies to all forms of inquiry about sexual violence in emergencies and is designed to complement and enrich existing professional standards, guidelines and other practice and oversight tools that govern research and documentation more broadly.

www.who.int/gender/documents/EthicsSafety_web.pdf

Zimmerman, Cathy and Charlotte Watts. "WHO Ethical and Safety Recommendations for Interviewing Trafficked Women." Geneva: WHO, 2003.

[ISBN 92-4154625-5]

Interviewing women and girls who have been trafficked raises a number of ethical questions and safety concerns. Having a sound understanding of the risks, ethical considerations, and the practical realities related to trafficking can help minimize the dangers and increase the likelihood that a survivor will disclose relevant and accurate information. These recommendations provide a set of ten basic standards for interviewing women who are in or have left a trafficking situation.

www.who.int/gender/documents/en/final%20recommendations%2023%20oct.pdf

3. SAFETY & SECURITY

Eguren, Luis Enrique. "Human Rights Defenders Under Threat: A Field Security Approach to Their Work." In *Defending Human Rights: A Resource Book for Human Rights Defenders,* edited by Tumusiime Kabwende Deo, Caroline Magambo, Nora Rehmer, and Hassan Shire Sheikh, 27-35. Uganda: East and Horn of Africa Human Rights Defenders Project, 2007.

This resource seeks to equip defenders in the region with knowledge for better self-protection and enhanced efficiency in their human rights work. This resource examines specific challenges faced by human rights defenders and assesses security strategies to improve the protection of the defenders in their work. The article contains testimonies by human rights defenders with specific examples of human rights abuses in East and Horn of Africa. It also provides information on relevant instruments, coping tactics and campaigning techniques for human rights defenders. This article further discusses the special needs for women human rights defenders and sexual minorities. While the book focuses on East and Horn of Africa, it can be useful for human rights defenders in other countries as well.

www.protectionline.org/IMG/pdf/Defending_Human_Rights_-_A_Resource_Book.pdf

Petrasek, David. *Ends and Means: Human Rights Approaches to Armed Groups.* Geneva: International Council on Human Rights Policy, 2000.

[ISBN 2-940259-02-X]

This report discusses a pragmatic approach to reducing human rights violations perpetrated by armed groups, including government forces. It lists actions that can be taken to influence the behavior of armed groups by identifying the characteristics of the groups themselves.

Available in French and Spanish.

www.ichrp.org/paper_files/105_p_01.pdf

4. TRAINING MANUALS ON MONITORING & REPORTING

Office for the High Commissioner of Human Rights (OHCHR). *Professional Training Series No. 7: Training Manual on Human Rights Monitoring.* **New York and Geneva: United Nations, 2001.**
[HR/P/PT/7; ISBN 92-1-154137-9; ISSN 1020-1688]
This manual provides practical guidelines on monitoring and reporting. In particular, the manual gives a basic introduction to human rights and monitoring, and provides a series of sections for monitoring in particular areas: internally displaced people (IDPs), children, and armed conflict. In addition, the manual provides ways in which human rights officers can handle the challenges of stress and security they encounter in monitoring and reporting human rights violations. This manual is intended primarily for OHCHR field staff but is also useful for NGOs or individuals involved in human rights monitoring.
Also available in Arabic, French, Russian, and Spanish.
www.ohchr.org/english/about/publications/docs/train7_a.pdf

5. GENDER-BASED VIOLENCE

Ellsberg, Mary and Lori Heise. *Researching Violence Against Women: A Practical Guide for Researchers and Activists.* **Washington, DC: WHO and PATH, 2005.**
[ISBN 92-4-154647-6]
Produced by PATH and WHO, this guide draws on the experience of researchers from more than 40 countries and presents methods for performing surveys and qualitative research on GBV in low-resource settings. It covers all aspects of the research process, from study design to training field workers. It also describes ways to use findings to influence decision-makers. Most important, it presents clear guidelines for protecting the safety of women participating in the research.
www.path.org/files/GBV_rvaw_front.pdf

Inter-Agency Standing Committee Task Force on Gender and Humanitarian Assistance. *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention and Response to Sexual Violence (Field Test Version).* **Geneva: Inter-Agency Standing Committee, 2005.**
The primary purpose of these guidelines is to enable communities, governments, and humanitarian organizations (including UN agencies, NGOs, and community-based organizations) to establish and coordinate a set of minimum multi-sectoral interventions to prevent and respond to sexual violence during the early phase of an emergency. The Guidelines specifically detail minimum interventions for prevention and response to sexual violence to be undertaken in the early stages of an emergency.
Also available in Arabic, Bahasa, French, and Spanish.
www.humanitarianinfo.org/iasc/content/products/docs/tfgender_GBVGuidelines2005.pdf

World Health Organizations. *Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women.* **Geneva: WHO, 2001.**
[WHO/FCH/GWH/01.1]
While this document focuses specifically on domestic violence, the recommendations included within may also be useful for those conducting research on sexual violence. The recommendations were developed for WHO from those prepared for the WHO Multi-Country Study on Women's Health and Domestic Violence and focus on the specific ethical and safety issues associated with planning and conducting research on domestic violence. These recommendations are designed for use by anyone intending to do research on domestic violence against women—investigators, project coordinators, and others implementing such research—and by those initiating or reviewing such research, such as donors or research ethical committees.
Also available in French and Spanish.
www.who.int/gender/violence/womenfirtseng.pdf

6. DISTANCE LEARNING COURSES

Fahamu Networks for Social Justice
Fahamu works with others to support the global movement for human rights and social justice, focusing primarily on Africa.
www.fahamu.org/index.php

Free Online Training on Human Rights
Fahamu and the OpenCourseWare have partnered to offer free online training on human rights. The course, based on an accredited course offered at Oxford University, is aimed at providing users with a comprehensive definition of human rights and how these rights are monitored and enforced.
rightstraining.fahamu.org

An Introduction to Human Rights
This short introductory course aims to provide participants with a foundation in basic human rights principles as well as key international and regional human rights conventions and instruments. The CD-ROM contains a comprehensive library of all relevant declarations, conventions and documents, as well as useful website addresses.
www.fahamu.org/ihr.php

Investigation, Monitoring and Reporting Human Rights Violations
This course aims to improve the capacity of groups to conduct impartial and accurate research and investigations of human rights violations. It also deals with the monitoring and reporting skills required to track, observe, and report on grave human rights violations.
www.fahamu.org/invmonrep.php

Human Rights Education Associates
Human Rights Education Associates (HREA) is an international NGO that supports human rights learning, the training of activists and professionals, the development of educational materials and programming, and community-building through on-line technologies.
www.hrea.org

Armed Conflict, Human Rights and Humanitarian Law (Course 15E08)
This course offers an introduction to international humanitarian law. It critically examines the role of law in armed conflict and demonstrates how law can guide conduct in hostilities, mitigate the consequences of the use of armed force, and protect civilians in armed conflicts. The course is less concerned with the application of technical rules of warfare, but explores the potential and limit of law as a protective force in times of armed conflict.
www.hrea.org/courses/15E.html

Human Rights Advocacy (Course 2E08)
This course provides human rights activists with a range of proven human rights advocacy methods and critical concepts to help them improve their own work. The course examines the theoretical foundations and critical issues of human rights advocacy, elements of advocacy planning, and strategies of action. The course involves approximately 60 hours of reading, on-line working groups, interaction among students and the instructor/facilitator, and assignments. This course is offered over a 15-week period.
Also available in Arabic, Russian, and Spanish.
www.hrea.org/courses/2E.html

Human Rights Monitoring (Course 4E08)
This course provides participants with practical guidance on how to monitor human rights. Participants are introduced to the doctrine and methodology of human rights monitoring, primarily developed through the work of international organizations and NGOs. The course notes ways in which to identify human rights violations, gather information, carry-out interviews, and monitor basic human rights and freedoms in the context of closed institutions, such as refugee or IDP camps. It also touches on the preparation of reports, advocacy, and interventions with international monitoring mechanisms, and local authorities.
Also available in Arabic.
www.hrea.org/courses/4E.html

Monitoring Children's Rights (Course 14E08)
This course offers a basic introduction to measuring and monitoring the status of children, including basic health and welfare, education, civil rights and freedoms, and special protection measures. The course addresses the full cycle of monitoring, including tool development; methodologies for carrying out monitoring (both organizationally as well as through the involvement of children); and ways in which to promote and protect children's human rights.
www.hrea.org/courses/14E.html

United Nations Institute for Training and Research (UNITAR)

UNITAR is an autonomous body within the United Nations which aims to enhance the effectiveness of the UN through appropriate training and research.

www.unitar.org

International Humanitarian Law and the Law of Armed Conflict

UNITAR offers a distance-learning course on international humanitarian law as it applies to soldiers, humanitarian workers, refugees, displaced persons, and others involved with or affected by armed conflict. Among other, topics include definitions, the protection of victims and ways of implementing international humanitarian law.

www.unitarpoci.org/courses.php

7. UN SECURITY COUNCIL RESOLUTIONS

United Nations Security Council. *Resolution 1612 (2005).* **New York: United Nations, 2005.**

[S/RES/1612 (2005)]

In a noteworthy achievement, the UN Security Council unanimously adopted a Resolution 1612. In particular, the Council:

- Expressed serious concern regarding the lack of progress in developing and implementing Action Plans to halt the recruitment and use of child soldiers;
- Requested that the Secretary-General implement a monitoring and reporting mechanism on violations against children in five armed conflict situations;
- And, decided to establish a working group of the Security Council on children and armed conflict consisting of SC member states.

Also available in Arabic, Chinese, French, Russian, and Spanish.

www.un.org/Docs/sc/unsc_resolutions05.htm

United Nations Security Council. *Resolution 1539 (2004).* **New York: United Nations, 2004.**

[S/RES/1539 (2004)]

Concerned about slow progress on the ground, the Security Council adopted resolution 1539 in 2004. The Council strongly condemned the recruitment and use of children in armed conflict and underscored its commitment to address the protection of children affected by armed conflict by:

- Calling upon parties to conflict to prepare Action Plans for halting the recruitment and use of child soldiers, which will be coordinated by focal points identified by the Secretary-General;
- Requesting the Secretary-General devise an action plan for a systematic and comprehensive monitoring and reporting mechanism;
- And, expressing its intention to consider imposing targeted and graduated measures such as a ban on the export or supply of small arms and light weapons and other military equipment and assistance.

Also available in Arabic, Chinese, French, Russian, and Spanish.

www.un.org/Docs/sc/unsc_resolutions04.html

8. SECRETARY-GENERAL REPORTS ON CHILDREN & ARMED CONFLICT

The following reports of the Secretary-General provide an overview on the situation of children and armed conflict in particular countries, based on information collected through the MRM. All reports are also available in Arabic, Chinese, French, Russian, and Spanish and can be found at: www.un.org/children/conflict/english/securitycouncilwgroupdoc. html. Though they are not included in this annotated bibliography, the Secretary-General's annual reports on children and armed conflict to the Security Council can be found at: www.un.org/children/conflict/english/reports.html.

Report of the Secretary-General on Children and Armed Conflict in Burundi. **New York: United Nations, 2006.**

[S/2006/851]

The report underscores the prevailing culture of impunity for violations against children's rights and the deteriorating human rights situation in Burundi. The report notes that reports of sexual violence, abduction and detention of children, and child recruitment by armed groups have increased. The report expresses concern about the limited progress made in the implementing the Joint Verification and Monitoring Mechanism. The report sets out recommendations to securing the protection of children and preventing further violations and, in particular:

- Urges all relevant parties to take action to fully implement the Comprehensive Ceasefire Agreement and cease the recruitment of children;

- Calls on relevant authorities to end the prevailing culture of impunity for violations against children's rights by investigating and prosecuting cases;
- And, encourages the Government of Burundi to ensure the protection of children is prioritized within transitional justice mechanisms and an integrated child protection system is adopted.

Report of the Secretary-General on Children and Armed Conflict in Chad. **New York: United Nations, 2007.**
[S/2007/400]
The report notes that the regional dynamics of the conflict have resulted in continuous child rights violations. It also notes that both state and non-state actors are responsible for grave violations against children in Chad. This report strongly recommends that:
- Armed groups to the conflict in the region end such violations and engage in releasing and reintegrating children into their communities;
- The Government of Chad develop an Action Plan to prevent the recruitment of children and establish transparent procedures for the release of children associated with armed forces and groups;
- And, the Government of Chad ends impunity for violations against children's rights and strengthens its capacity to protect children.

Report of the Secretary-General on Children and Armed Conflict in Côte d'Ivoire. **New York: United Nations, 2006 and 2007.**
[S/2006/835] and [S/2007/515]
These reports stress that grave violations perpetrated against children in Côte d'Ivoire have resulted from the insecurity, the breakdown in law, and the failure to administer justice. In particular, the Secretary-General expresses serious concern about the prevalence of rape and other sexual violence against girls. While highlighting the progress made in dialogue with relevant parties to the conflict, the reports recommend that:
- All parties to the conflict respect the applicable international obligations for the protection of children and fully implement the recommendations of the reports;
- And, the Government of Côte d'Ivoire develop a national action plan to address sexual violence against girls and urge relevant authorities to end impunity for crimes against children.

Report of the Secretary-General on Children and Armed Conflict in the Democratic Republic of Congo. **New York: United Nations, 2006 and 2007.**
[S/2006/389] and [S/2007/391]
These reports note that grave violations of children's rights—particularly sexual violence against girls—remain a serious concern, specifically in Katanga, Ituri, and North and South Kivu Provinces. In addition, the failure to arrest those who commit grave violations of children's rights has resulted in prevailing impunity. These reports contain a number of recommendations, including:
- The need to combat impunity for crimes against children by arresting particular perpetrators of children's rights, such as Laurent Nkunda, former Mai-Mai Commander Kyungu Mutanga and Jean-Pierre Biyoyo;
- The development of a national truth and reconciliation to ensure that children previously associated with armed group are adequately reintegrated and the strengthening of national judicial systems to promote accountability for violations of children's rights;
- And, the adherence to applicable international law concerning the protection of children by the government and armed groups.

Report of the Secretary-General on Children and Armed Conflict in Nepal. **New York: United Nations, 2006.**
[S/2006/1007]
The report provides information on the six grave violations against children in Nepal and identifies both the Communist Party of Nepal-Maoist (CPN-M) and government security forces as particular perpetrators of child rights violations. In this report, the Secretary-General:
- Urges the CPN-M to immediately halt the recruitment and use of children and work closely with the UN country team to develop and implement an Action Plan to release all children associated with armed forces and groups;
- Calls upon the Government of Nepal to ratify the *Optional Protocol to the CRC on the Involvement of Children in Armed Conflicts*;
- And, requests the Government of Nepal to review all juvenile justice regulations and ensure they uphold international standards and best practices.

Report of the Secretary-General on Children and Armed Conflict in Somalia. **New York: United Nations, 2007.**
[S/2007/259]
This report notes that insecurity and violence in Somalia have resulted in tremendous casualties and violations against children. It also notes that the Transitional Federal Government, the Union of Islamic Courts and other factions within the country are recruiting and using children as soldiers. In order to improve the protection children in Somalia, the Secretary-General:

* Stresses the need for building peace among all parties, security and stability through a reconciliation process led by the Transitional Federal Government;
* Urges the Transitional Federal Government to take necessary measures to demobilize children in any armed groups and halt the recruitment and use of children;
* And, calls upon the Transitional Federal Government and all factions to ensure that key actors have unrestricted access to vulnerable populations.

Report of the Secretary-General on Children and Armed Conflict in Sri Lanka. **New York: United Nations, 2006.**
[S/2006/1006]
The report notes that armed groups in Sri Lanka, especially the Liberation Tigers of Tamil Eelam (LTTE) and the Karuna faction, continue to use and recruit children as soldiers. In particular, the Secretary-General:

* Urges all parties to the conflict to end the recruitment and abduction of children, to commit to the peace process, and support the protection of children;
* Calls on LTTE to ensure the release of children to their families and respect their basic rights;
* And, emphasizes the need for the Government of Sri Lanka to investigate allegations that Sri Lankan security forces assist the Karuna faction in recruiting or abducting children by in the East.

Report of the Secretary-General on Children and Armed Conflict in Sudan. **New York: United Nations, 2006 and 2007.**
[S/2006/662] and [S/2007/520]
These reports outline grave violations against children in Sudan, focusing in particular on killing and maiming, recruitment, rape and sexual violence against girls, abduction, and the denial of humanitarian assistance. The reports identify parties to conflict who are responsible for crimes against children including the Sudanese Armed Forces, the Sudan Liberation Army, the White Army, the Janjaweed militia, the Lord's Resistance Army (LRA), and Chadian opposition forces. To better protect children, the Secretary-General:

* Urges the leaders of the Government of National Unity to ensure the practical implementation of commitments, Action Plans and programs to protect children;
* Calls on both the government and armed groups to end the recruitment and use of children and to fully engage in DDR process in coordination with relevant national authorities;
* And, urges the Government of National Unity to take all necessary measures to assert the rule of law and combat impunity concerning sexual violence against women and girls thought the country, particularly in Darfur.

Report of the Secretary-General on Children and Armed Conflict in Uganda. **New York: United Nations, 2007.**
[S/2007/260]
This report highlights the preliminary steps taken by the Government of Uganda to address violations against children, in particular the drafting of an Action Plan to eliminate the use and recruitment of children. In addition, the Secretary-General names the UPDF and the LRA as particular perpetrators of violation of children's rights. The report also:

* Calls on authorities to cooperate with the Taskforce to develop and implement an Action Plan to end grave violations against children;
* Urges authorities to seek the release all children from armed groups and forces and to prioritize a DDR process;
* And, calls upon the LRA to halt the recruitment and use of children, and upon the UPDF to allow the Taskforce to visit UPDF bases and camps to monitor the presence of children within these areas.

9. CONCLUSIONS OF THE SECURITY COUNCIL WORKING GROUP ON CHILDREN & ARMED CONFLICT

Upon reviewing the Secretary-General's country-specific reports on Children and Armed Conflict, the Security Council Working Group issues conclusions and recommendations for action for governments, parties to conflict, the Security Council, donor governments, and other key actors. These conclusions, summarized below, can be found at: www.un.org/children/conflict/english/securitycouncilwgroupdoc.html. All reports are also available in Arabic, Chinese, French, Russian, and Spanish.

Security Council Working Group on Children and Armed Conflict: Conclusions on Children and Armed Conflict in Burundi. **New York: United Nations, 2007.**

[S/2007/92]

- The Government of Burundi and the *Parti pour la libération du peuple hutu – Forces nationales de libération* (Palipe-hutu-FNL) leadership need to ensure the demobilization of child soldiers and protection of children are integrated within the implementation of the Comprehensive Ceasefire Agreement.
- The Peacebuilding Commission acknowledges the need for strategies to improve the protection of children in Burundi based on the Secretary-General's analysis and the recommendations of the Working Group.

Security Council Working Group on Children and Armed Conflict: Conclusions on parties to the situation of armed conflict in Chad. **New York: United Nations, 2007.**

[S/AC.51/2007/16]

- The Government of Chad must develop national child protection legislation and take all necessary measures to combat impunity of perpetrators of grave violations against children.
- All parties to the conflict must acknowledge their responsibility under international humanitarian law to protect children and must halt the recruitment and use of children as soldiers.
- The World Bank and other donors should provide Chadian authorities with relevant resources in order to improve capacity-building for child protection.

Security Council Working Group on Children and Armed Conflict: Conclusions on Côte d'Ivoire. **New York: United Nations, 2007.**

[S/2007/93]

- The *Forces Nouvelles* must develop and implement an Action Plans to end the recruitment of use of children.
- The leaders of armed groups—including *Front de libération du Grand Ouest* (FLGO), *Alliance patriotique de l'ethnie Wé* (APWÉ), *Union patriotique de résistance du Grand Ouest* (UPRGO) and *Mouvement ivoirien de libération ouest de Côte d'Ivoire* (MILOCI)—must engage fully in the program to disarm and demobilize militias and end the recruitment and use of children as soldiers.

Security Council Working Group on Children and Armed Conflict: Conclusions on the Democratic Republic of Congo. **New York: United Nations, 2006.**

[S/2006/724]

- The newly elected authorities of the DRC make take legal action against members of FARDC accused of crimes and abuses, particularly rape and other forms of sexual violence, against children.
- The Secretary-General must take into account the important role of MONUC in bringing dissident General Laurent Nkunda to justice.
- The Security Council should refer the repeated violations by the leaders of the *Mouvement Revolutionnaire Congolaise* (MRC) to its Sanctions Committee on DRC.

Security Council Working Group on Children and Armed Conflict: Conclusions on the Democratic Republic of Congo. **New York: United Nations, 2007.**

[S/AC.51/2007/17]

- The Government of DRC must take all necessary measures to combat impunity for perpetrators of crimes against children by properly investigating and prosecuting cases.
- The Government of DRC must also make headway on the DDR process, paying particular attention to girls exploited by armed forces and groups.

Security Council Working Group on Children and Armed Conflict: Conclusions on Nepal. **New York: United Nations, 2007.**

[S/AC.51/2007/8]

- The Government of Nepal must take action to end the unlawful use of children by its security forces, paying particular attention to the specific needs of girls affected by the conflict.
- The Government of Nepal must urge CPN-M leadership to halt the recruitment and use of children and ensure transparent procedures for the release of all children exploited by the People's Liberation Army and all other organizations affiliated with the CPN-M.

Security Council Working Group on Children and Armed Conflict: Conclusions on Sri Lanka. **New York: United Nations, 2007.**

[S/AC.51/2007/9]

- The Government of Sri Lanka must fully support the monitoring and reporting mechanism and provide all children released from armed groups or forces with appropriate protection, rehabilitation, and reintegration services.
- Both the LTTE and the Karuna faction must cease the abduction, recruitment, and use of children as soldiers and engage in transparent procedures to release and demobilize all children.

Security Council Working Group on Children and Armed Conflict: Conclusions on Sudan. **New York: United Nations, 2006.**

[S/2006/971]

- The Government of Southern Sudan must initiate legal procedures against parties to the conflict accused of crimes and abuses against children, especially gender-based violence.
- The Secretary-General should report additional information on the situation of children in eastern Sudan to the Working Group.

Appendix 3

Update on the MRM in Nepal

Between July and November 2007, the Watchlist on Children and Armed Conflict undertook a global study on monitoring and reporting and the implementation of the MRM. This study resulted in the production of five reports: this comprehensive global study on the implementation of the MRM and four, country-specific, companion reports which identify lessons learned in monitoring and reporting on children's rights violations in Colombia, DRC, Sri Lanka, and Uganda.

The following appendix is included as part of Watchlist's global study and provides updated information on the implementation of the MRM in Nepal. While this update mirrors the same format as the country-specific reports, readers should note that this update does not include the same level of detail as these reports. Furthermore, readers should also note that UN agencies may face challenges similar to those NGOs have encountered in participating, outlined below. While this topic certainly deserves further inquiry, it is beyond the scope of this update to do so.

The MRM in Nepal

With leadership and support from OHCHR and UNICEF, the United Nations formally established the MRM Taskforce in Nepal in November 2005. Co-chaired by OHCHR and UNICEF, the Taskforce also includes the United Nations Mission in Nepal (UNMIN), Save the Children–Norway, Save the Children–US, Advocacy Forum, Child Workers in Nepal Concerned Centre (CWIN), Himalayan Human Rights Monitors (HimRights), Informal Sector Service Centre (INSEC), Jagaran Media Centre (JMC), and Partnerships for Protecting Children in Armed Conflict (PPCC), a network of NGOs.[21] UNHCR and the United Nations Office for Coordination of Humanitarian Affairs (OCHA) serve as observers.

The Taskforce submitted its first report to the OSRSG-CAAC in late 2006. The Secretary General then submitted his first report on children and armed conflict in Nepal to the SCWG-CAAC on December 20, 2006 (S/2006/1007). The SCWG-CAAC considered this report and subsequently submitted conclusions to the Security Council on June 12, 2007 (S/AC.15/2007/8). The Taskforce is expected to submit its next report to the OSRSG-CAAC in early 2008.

Since the establishment of the Taskforce in 2005, its members have demonstrated a commitment to effectively implementing the MRM in Nepal. In the initial months of the Taskforce, members worked diligently to agree on standard terminology and expand the six grave violations to nine Nepal-specific violations.[22] In order to increase coverage and avoid duplication, the Taskforce assigned each member a specific violation to monitor and report on in a subset of Village Development Committees.[23] The Taskforce co-chairs have also developed and delivered a well-received training program on SCR 1612 and the MRM to help increase the capacity of all Taskforce members.

However, the Taskforce is currently facing the challenge of responding to the needs of children in the midst of a changing political landscape. From April to September 2007, the CPN-M and the Seven Party Alliance formed an interim government to manage the lead-up to constituent assembly elections set for November 2007. At the time of writing, however, the political situation had deteriorated significantly. The CPN-M tendered their resignation in late 2007 and officially withdrew from the interim government. At the same time, the CPN-M publicly expressed commitment to the peace agreement and participating in constituent assembly elections to form a new government.

After one year of official peace, violations against children continue unabated, and the conflict on the ground has taken on a new ethnic dimension in the southern belt of the Terai region. The constant *bandhs* or general strikes in the Terai have also prevented the delivery of humanitarian assistance to families affected by flooding in the region. In light of these ongoing risks to children and the unstable political context, the Taskforce decided in October 2007 to revise its terms of reference and continue operations during this transitional period.

The Taskforce also faces administrative challenges. Dedicated leadership is required for the Taskforce to be responsive and effective. Yet, as in other countries, the Taskforce co-chairs are forced to manage demanding workloads, competing responsibilities, and other professional priorities in addition to their roles as Taskforce co-chairs. At times, this impacts their ability to devote the necessary time to manage the Taskforce.

Given its two solid years of experience, the Nepal Taskforce now has the opportunity to reflect upon lessons learned since its inception to help improve the future implementation of the MRM. This brief update seeks to identify several challenges faced in implementing the MRM in Nepal and opportunities to build upon the Taskforce's success to date. The findings and recommendations of this brief are presented within the following categories:

- The Government of Nepal and the MRM
- The participation of NGOs in the MRM
- Maintaining security and respecting rights
- Leveraging networks and resources
- Triggering responses to violations

A set of recommendations for action is included at the end of each section.

The Government of Nepal & the MRM

SUCCESSES

The government officially recognizes its obligations under SCR 1612 and supports the work of the Taskforce, allocating this responsibility to a government liaison and conferring upon him the authority to respond to recommendations from the Taskforce. In the past, a government official within the Ministry of Foreign Affairs served as liaison to the Taskforce. During the Foreign Ministry's tenure as focal point, however, the implementation of the Taskforce's recommendations was afforded low priority.

In 2007, the interim government designated the Undersecretary for Women and Children as the government liaison for the Taskforce. This new liaison directs the Child Protection Unit within the Ministry of Women, Children, and Social Welfare and is responsible for leading policy-making initiatives on child protection issues, facilitating discussions with other ministries, and coordinating the government's child protection programs.

CHALLENGES

While the appointment of this new liaison may indicate a commitment by the government to adequately address the Taskforce's recommendations, the Ministry of Women, Children, and Social Welfare has limited resources to do so. To develop an effective relationship with the Taskforce, the new Undersecretary will have to ensure proper follow-up with other Ministries to advocate for the implementation of recommendations made by the Taskforce.

The 2007 Interim Constitution of Nepal made the national Human Rights Commission a constitutional body and vested it with primary responsibility for protecting human rights in Nepal. Though the MRM Taskforce has established a link with this Commission, as of September 2007, the Commission had not functioned for several months and it had not designated any staff as focal points to the Taskforce. Some Taskforce members expressed an interest in establishing meaningful engagement with the newly active Commission, with the intention of building the Commission's capacity on child protection. However, some members noted that the participation of the Commission must be linked with its compliance with the *Principles Relating to the Status and Functioning of National*

Institutions for Protection and Promotion of Human Rights, also known as the Paris Principles.[24]

OPPORTUNITIES & RECOMMENDATIONS

With a new government focal point, there is hope for a more vigorous champion of the MRM and SCR 1612 within the government. To capitalize on this opportunity, the Taskforce should consider the following recommendations:

- Working together, Taskforce members and the government liaison should identify the Taskforce's expectations of the government liaison and his expectations of the Taskforce and subsequently clarify the roles and responsibilities of each with regard to the MRM.

- Taskforce members should maintain consistent communication with the government liaison and other relevant Ministries, including the Human Rights Commission, to provide updates on SCR 1612, the MRM, and the Taskforce's recommendations.

- Taskforce members should meet with the Human Rights Commission, beginning with efforts to clarify its role in the MRM and facilitate collaboration with the Taskforce.

The Participation of NGOs in the MRM

From its inception, the Taskforce has worked with and relied upon a number of NGOs with many years of experience in monitoring and reporting on violations of children's rights. Each of the Taskforce's six NGO members has a presence in more than ten of Nepal's 75 districts, which contributes to the strength and success of the Taskforce.

SUCCESSES

NGOs and other civil society groups have played an important part in implementing the MRM in Nepal. NGOs with limited technical capacity in monitoring and reporting or those, who for reasons of security or conflicts of interest, opt to take a less active role in monitoring and reporting, flag cases for future action by the Taskforce. NGOs and other Taskforce members with specific skills in monitoring and investigation then follow-up on these flagged cases.

To provide information to the Taskforce on violations, NGOs may also submit program-related information, ensuring that the principles of informed consent and confidentiality are upheld. In addition, NGOs are often trusted by local communities and thus have enhanced access to information about violations of children's rights. This is particularly true for NGOs who provide services and who have an extensive presence in communities.

CHALLENGES

The ability of NGOs to meaningfully participate in the implementation of the MRM is restricted by limited funding for monitoring and reporting. Three national NGOs receive funds specifically to support monitoring and reporting activities: Advocacy Forum and INSEC, which receive funds from UNICEF, and PPCC, which receives funding from KIOS (the Finnish Foundation for Human Rights), the Canadian Cooperation Office in Nepal, and the Watchlist on Children and Armed Conflict. NGOs without access to funding have incorporated their Taskforce activities into existing projects and programs but face additional resource constraints in doing so.

Some NGOs expressed concern over ownership and management of the information collected through the MRM. As per the Taskforce's terms of reference and code of conduct, members only share information with other organizations, including other Taskforce members, for the provision of individual-level responses and other action. This helps to ensure that information is used safely and in a manner that maintains the confidentiality of sensitive, case-related information.

However, one respondent noted that some Taskforce members were unwilling to share information with other groups for additional reasons. In a competitive humanitarian environment with programmatic overlaps and limited funding, there is oftentimes a perceived need by humanitarian actors to claim credit and control information. In consultations with Watchlist, a few respondents expressed that they felt sharing information might weaken their ability to leverage support from donors.

International NGOs face somewhat different obstacles to participation than their national NGO counterparts. Like national NGOs, international NGOs face challenges in leveraging funds to support their participation in the MRM. Limited guidance from their headquarters about their specific role in the MRM is also a key obstacle for international NGOs, though several repeatedly sought such guidance. In particular, international NGOs noted that they wanted specific information about the amount of time and effort they should devote to the implementation of the MRM and how to balance this with existing programmatic priorities.

Finally, but of no less importance, a number of NGOs remain unclear about the objectives of the MRM and related procedures and guidelines. This includes, in particular, confusion about the reporting process and information-sharing protocols. The Taskforce has yet to develop a unified understanding of the mechanism. Clearer communication is needed among Taskforce members to help manage the expectations of members and address all concerns and questions in a timely manner.

OPPORTUNITIES & RECOMMENDATIONS

To help expand and improve the participation of national and international NGOs in the implementation of the MRM in Nepal, key stakeholders must consider ways in which to strengthen the financial and technical capacity of NGOs. The following recommendations in particular could be undertaken:

• The Taskforce should ensure that any efforts to expand the roles, responsibilities, and participation of national and international NGOs in the implementation of the MRM are matched with provision of adequate technical, financial, and human resources to enable NGOs to assume the additional duties.

• Donor governments that support the MRM at the global level should make funds available at country level to strengthen the participation of NGOs, which is critical to the success of the MRM in Nepal.

• Taskforce co-chairs should continue to facilitate on-going communication between Taskforce members in order to improve clarity on the objectives and parameters of the MRM, increase transparency, and improve trust among members.

In addition, protection-oriented international NGOs involved in activities related to SCR 1612 at the headquarter level and with country offices in Nepal should:

• Improve communication and guidance on SCR 1612 and the MRM with their field offices in Nepal to help them determine the extent to which they should support the MRM and the Taskforce. This includes, where applicable, developing internal guidelines, key points of consideration, and a list of potential ways in which the office might choose to support the MRM.

Maintaining Security & Respecting Rights

SUCCESSES

Prior to the peace agreement, human rights monitors faced great risks collecting information. In response to this threat, the Taskforce made the decision early on to maintain a low-profile in Nepal to protect the identity of all those participating in the MRM, including Taskforce members, monitors, respondents, and survivors of violations. Taskforce members agree that this has served them well.

The risks facing monitors declined significantly when the CPN-M signed the peace agreement and formed an interim government. Where monitors once dared not document a violation in writing, they now extensively document the details of a violation. Unfortunately, the recent withdrawal of the CPN-M from the government may pose a renewed challenge to human rights monitors.

To improve the confidentiality of information related to survivors of violence and thereby improve the safety of survivors, the Taskforce conducted a training in early 2007 which included sessions on SCR 1612 and the UN-led MRM, proper documentation, confidentiality, and informed consent. As a result, members reported that for the first time field staff understand how the MRM is linked to the Security Council. In addition, field staff demonstrated an improved understanding of the processes required to respect principles of confidentiality and informed consent.

CHALLENGES

While the security of human rights monitors is not an urgent concern at the moment, the withdrawal of the CPN-M from the interim government may increase the threats against them and lead to a deterioration of the security situation in Nepal. Prior to the peace agreement, NGO members had not been satisfied with the level of protection offered by the Taskforce, and this is still the case today. Many NGOs feel they contribute a significant amount of resources—both human and financial—to a UN-led initiative yet they are afforded little protection by the UN Country Team. Taskforce members have yet been unable to agree on a way to extend the protective umbrella of the UN to NGO monitors, and NGOs continue to depend on their own networks and resources for security. The lack of a well-defined approach to protect and support information collectors could jeopardize the participation of NGOs in the future.[25]

Protecting the identity of survivors and respondents has proven challenging, particularly for NGO members. Once a case is documented, each Taskforce member has its own mechanism for managing the data and maintaining confidentiality of the information it has collected. Some members allow all staff to access MRM-related records while others maintain their data on one computer where only a few key people have access. The monitoring and reporting methodologies of all Taskforce members should be revised and systematized to ensure that they adhere to international standards on the ethical documentation of human rights violations.

OPPORTUNITIES & RECOMMENDATIONS

The entry of UNMIN into Nepal and its membership on the Taskforce creates an opportunity for the Taskforce to explore new systems that could improve the protection of human rights monitors and information collectors.
• In collaboration with relevant sections of UNMIN, the Taskforce should design and implement a formal system which assesses and mitigates threats against human rights monitors and others participating in the MRM. This includes identifying a focal person responsible for managing such a system and outlining the potential

support services that could be made available to a human rights monitor who has been threatened and/or is at risk of an attack.

With regard to the protection of survivors of violations:
• The Taskforce should identify existing resources that outline key ethical principles and standards in monitoring and reporting human rights violations and identify ways to integrate these principles into the structure and daily operations of the Taskforce.

• Members of the Taskforce should also develop an SOP detailing the minimum set of actions different members of the Taskforce should take when the security of respondents and/or children is threatened during the collection or verification of data.

Leveraging Networks & Resources

SUCCESSES

Of all the grave violations, child soldiering presently receives the most attention in Nepal. The Children Associated with Armed Forces and Armed Groups (CAAFAG) Working Group collects national information on child recruitment and shares it with the Taskforce. These two bodies also collaborate to coordinate operational responses to violations of children's rights. This successful collaboration between the CAAFAG Working Group and the MRM Taskforce is attributable, in part, to a fortuitous union of high-quality staffing and the fact that UNICEF serves as the chair of both groups.

In February 2007, the Taskforce made a significant effort to liaise with child protection-focused agencies and donors and raise awareness about the MRM by holding a conference to officially launch the Secretary-General's report on Nepal. This particularly helped to raise general awareness about the work of the MRM Taskforce.

CHALLENGES

Many Taskforce members participate in multiple working groups, networks, or coordinating bodies. Unfortunately, this interconnection has not been strategically leveraged to expand the reach of the MRM. Taskforce members attend various meetings and do not systematically share relevant information with each other. For example, six members of the Taskforce are also members of the CAAFAG Working Group, yet these six members do not always share information from the Working Group with the Taskforce or its members.

In addition, the Taskforce faces challenges in obtaining information related to sexual violence. Service-providers who assist survivors of sexual violence might be able share non-identifying, aggregate, case-related information with

the Taskforce, based on the consent of the survivor or her or his caregiver. Furthermore, in cases where program-related data is shared, individual-level services have already been provided, precluding the need for the Taskforce to respond. However, to date, the Taskforce has not yet established effective links with these types of organizations.

OPPORTUNITIES & RECOMMENDATIONS

Given the large number of meetings, working groups, and projects on protection issues in which members participate, the Nepal Taskforce should identify ways to leverage these links to improve the implementation of the MRM.
- The MRM Taskforce should develop and execute a survey of protection-related data collection systems used by UN agencies—including various units and sections within UNMIN—NGOs, and national authorities in order to identify existing sources of information, identify overlaps and gaps in systems, attempt to unify indicators, and channel additional information to the MRM Taskforce.

- The Taskforce should work with the CAAFAG Working group to outline and formalize the ways in which these groups share information and otherwise collaborate.

To expand the breadth of information being collected and address geographic and thematic gaps, the following recommendations should be considered:
- The MRM Taskforce should explore ways to collect information through program-related data from actors who provide services to survivors of violence, particularly GBV. This might include developing specific memoranda of understanding with these organizations, outlining the parameters under which information will be shared.

Triggering Responses to Violations

Responding to abuses in Nepal is a critical part of monitoring and reporting violations of children's rights. When monitoring and reporting are linked to response, access to information typically improves as communities are able to witness the positive connection between reporting a violation and receiving support and assistance. Providing a response to violations also improves access to information about violations as it enables information collectors to gather program-related data. Finally, when collecting and asking for information about violence, humanitarian actors have an ethical obligation to assist individuals who report abuses by directly providing services to an individual or referring that individual to confidential and appropriate relevant services.

A variety of response actions may be undertaken to address the needs of individuals or communities after a violation has occurred, ranging from public advocacy to improving service-delivery programs and revising existing policies to better address the needs and protect the rights of children. In almost all cases, respondents report human rights violations or abuses to receive support or redress for the consequences of this violation.

SUCCESSES

All Nepal Taskforce members recognize the importance of assisting survivors of violence and have, to date, attempted to provide support services to the best of their abilities. NGOs typically provide support services to survivors on a case-by-case basis, though the agency that responds and the services it provides depend greatly on available resources.

In addition to providing individual-level services, Taskforce members have also conducted public advocacy and awareness-raising campaigns about child protection concerns and SCR 1612.

CHALLENGES

Providing timely and appropriate responses to violations remains a challenge for the Taskforce. The Taskforce has yet to develop a formal referral system, making referrals to service providers a challenge. In addition, one respondent noted that some members are reluctant to refer cases to other organizations, preferring instead to respond themselves, even when they lack the appropriate skills and capacity to do so. This is primarily a factor of the competitive humanitarian environment that exists in Nepal in which some groups perceive a need to control case-related information to leverage additional support from donors.

There is also a feeling among NGO members that analyzing data collected by the MRM could help the Taskforce develop and advocate for national-level policy changes and the improvement of services and programs. However, the MRM data must be more robust to allow for such analysis. In general, coverage remains scattered. In addition, MRM monitors collect little information about attacks on hospitals, sexual violence, and the denial of humanitarian aid, making it difficult to design advocacy strategies to address these issues.[26]

Watchlist consultations with donors revealed their interest in learning how the Taskforce has improved the situation on the ground for children. In particular, donors are interested to see how the MRM is linked to response services and how they might support the Taskforce to do so. While few of Nepal's major donors are familiar with the MRM Taskforce, all expressed an interest in learning more about the MRM and whether it would fit into their funding priorities.

OPPORTUNITIES & RECOMMENDATIONS

Some respondents noted that the Taskforce should expand its reach and can do so by improving its response to violations.

- The Taskforce should conduct a "who, what, where" analysis of various actors in each district who can receive referrals and provide services to survivors of violence. This information should be used to develop a formal referral system that should be regularly updated and given to all Taskforce members and others supporting the MRM so they know where to refer cases for support and assistance. OCHA or the Association of International NGOs in Nepal may be able to provide useful information for this analysis.

- To strengthen the link between the MRM and systemic-level responses, the Taskforce should seek to improve the caliber of the systems currently used to collect and manage MRM-related information. In particular, Taskforces should seek additional funds to hire a dedicated data management specialist to review and revise data collection forms and a database that complies with best practices in information management and can generate advanced statistical analyses.

- Taskforce members should devise a list of potential and specific responses that the Taskforce might take upon receiving information on child rights violations collected through the MRM. Such responses might include public advocacy, refining and revising programmatic interventions to respond to the needs of children whose rights have been violated, or referring child survivors and respondents to other agencies for specific social, medical, or legal services.

To leverage donor interest and support, the Taskforce should:

- Convene members of the donor and diplomatic communities to create a Kathmandu-based Group of Friends of SCR 1612, paralleling the New York-based group. This group should include governments actively engaged in the CAAC portfolio in Kathmandu, New York, and their relevant capital cities.

- Ensure that donor governments are kept well informed about the progress of the Taskforce so that, in addition to providing additional funding and resources, donors may become advocates for policy or programmatic changes to improve protection for children.

Appendix 4

Summary Chart of Developments in the Implementation of the MRM

This chart provides summarized information on MRM-related developments in countries identified in Annexes I and II in the Secretary-General's sixth report (S/2006/826) on children and armed conflict. The chart includes reports and conclusions issued as of December 2007.

	Listed on Annex 1 or 2	Report submitted by Secretary-General to the Security Council		Conclusions of the Security Council Working Group	
		Date	Reference	Date	Reference
Burundi	1	November 6, 2006 November 28, 2007	S/2006/851 S/2007/686	February 15, 2007	S/2007/92
Chad	2	July 3, 2007	S/2007/400	September 24, 2007	S/AC.51/2007/16
Colombia	2	—	—	—	—
Côte d'Ivoire	1	August 30, 2007 October 25, 2006	S/2007/515 S/2006/835	February 15, 2007	S/2007/93
DRC	1	June 28, 2007 June 13, 2006	S/2007/391 S/2006/389	September 11, 2006 October 25, 2007	S/2006/724 S/AC.51/2007/17
Myanmar	1	November 16, 2007	S/2007/666	—	—
Nepal	2	December 20, 2006	S/2006/1007	June 15, 2007	S/AC.51/2007/8
Philippines	2	—	—	—	—
Somalia	1	May 7, 2007	S/2007/259	—	—
Sri Lanka	2	December 20, 2006 December 21, 2007	S/2006/1006 S/2007/758	June 15, 2007	S/AC.51/2007/9
Sudan	1	August 29, 2007 August 17, 2006	S/2007/520 S/2006/662	December 13, 2006	S/2006/971
Uganda	2	May 7, 2007	S/2007/260	—	—

Appendix 5

Sample Training Curriculum on Monitoring & Reporting

This training curriculum covers the key skills and knowledge that may be required for staff helping to implement the MRM. Training should be based on the outcomes of country-specific training-needs assessments undertaken by Taskforce members.

Topic	Approx. number of days	Key issues to cover	Experts & resources
Children's rights and the normative framework	½	• Human rights principles • International humanitarian law • The CRC and its optional protocols • UNSC resolutions related to the protection of children in armed conflict	EXPERTS • Amnesty International • Coalition to Stop the Use of Child Soldiers • Human Rights Watch • International Committee of the Red Cross (ICRC) • OHCHR • Save the Children • UNICEF • Watchlist on Children and Armed Conflict KEY RESOURCES • Harvey, Rachel. Children and Armed Conflict: A Guide to International Humanitarian and Human Rights Law. (2003) • ICRC. Summary Table of International Humanitarian Law Provisions Specifically Applicable to Children. (2003) • ICRC. Children in War Information Kit. (2004) • The Human Security Network and the OSRSG-CAAC. Children and Armed Conflict International Standards for Action. (2003) • OHCHR. Training Manual on Human Rights Monitoring. (2001) • UNICEF and the Coalition to Stop the Use of Child Soldiers. Guide to the Optional Protocol on the Involvement of Children in Armed Conflict. (2003)
Monitoring and reporting	1½	• Definitions of monitoring and reporting • Sources of information and cases • How to document and verify information • How to make referrals for additional services	EXPERTS • Amnesty International • Coalition to Stop the Use of Child Soldiers • Human Rights Watch • ICRC • OHCHR • UNICEF KEY RESOURCES • OHCHR. Training Manual on Human Rights Monitoring. (2001) • UNICEF. Forthcoming guidelines on the MRM to be published in early 2008.

Topic	Approx. number of days	Key issues to cover	Experts & resources
Security Council Resolution 1612 and the MRM	½	• Origins of 1612 • Key points of SCR 1612 • Overview of the MRM and its objectives • Overview of 1612 reporting	EXPERTS • Coalition to Stop the Use of Child Soldiers • Department of Peacekeeping Operations, Child Protection Section • UNICEF • Watchlist on Children and Armed Conflict KEY RESOURCES • Children and Armed Conflict Working Group, Canadian Peacebuilding Coordinating Committee. War Harms Children…What Can Be Done? UN Security Council Resolution 1539. • Save the Children UK. Can the Powerful Protect? (2007) • UNICEF. Forthcoming guidelines on the MRM to be published in early 2008. • United Nations. Children and Armed Conflict: Report of the Secretary-General A/59/695–S/2005/72. (2005) • United Nations Security Council. Resolution 1612, S/RES/1612. (2005) • Watchlist on Children and Armed Conflict, Getting it Done and Doing it Right: A Global Study on the UN-Led Monitoring & Reporting Mechanism (MRM) and four companion, country-specific reports. (2008)
Understanding gender-based violence	1	• GBV and human rights • Definition of GBV • Types of GBV • Consequences of GBV • Responding to GBV • Ethical issues related to GBV-related data	EXPERTS • IRC • Reproductive Health Response in Conflict Consortium (RHRC) • UNFPA • UNHCR • UNICEF • Women's Commission for Refugee Women & Children KEY RESOURCES • Family Health International, IRC and the RHRC. Communication Skills in Working With Survivors of GBV. (2004) • Inter-Agency Standing Committee. Guidelines for Gender-Based Violence Interventions in Humanitarian Settings. (2005) • Vann, Beth. Training Manual, Facilitator's Guide: Interagency & Multisectoral Prevention and Response to Gender-based Violence in Populations Affected by Armed Conflict. (2004) • WHO. Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies. (2007)
Ethics in data collection	½	• Informed consent • Confidentiality • Safety and security • Working with survivors of violence	EXPERTS • IRC • OHCHR • Save the Children • UNICEF KEY RESOURCES • WHO. Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies. (2007) • IRC, Save the Children UK and UNICEF. Inter-Agency Child Protection Database: Example of Data Protection Protocols for Children. (2007)

Endnotes

1. In its reports, Watchlist uses the term "MRM Task-force", "Country Taskforce", and "Taskforce" to refer to the interagency group established by UN Country Teams to implement the actions outlined in SCR 1612. These groups have also been referred to as "Monitoring and Reporting Taskforces", "1612 Taskforces", and "Country Taskforces on Monitoring and Reporting."

2. The Government of France's tenure as Chair of the Working Group on Children and Armed Conflict was renewed in 2007.

3. Since November 2005, an interagency group of human rights and children protection experts in Colombia has met regularly to collect information on and respond to violations of children's rights, including the six grave violations identified by the Secretary-General.

4. Adapted from the Office of the High Commissioner for Human Rights' Professional Training Series No. 7: Training Manual on Human Rights Monitoring. (New York and Geneva: United Nations, 2001).

5. In this report, the term "respondents" is used to refer to two different groups of people: those with whom Watchlist consulted during the execution of this study and those who knowingly provide information or whose case information may be provided to MRM structures and bodies.

6. For more information on the vital role of civil society in the MRM, please see the following Watchlist papers: *The Power of Partnership: Guiding Principles for Partnerships to End Violations Against Children during Armed Conflict* (July 2006) and *Violations Against Children in Armed Conflicts: An Action Plan for Monitoring, Reporting and Response* (October 2004) www.watchlist.org/advocacy/policystatements/.

7. In its reports, Watchlist uses the term "survivor" to refer to an individual who is a victim of violence, abuse, or exploitation. Referring to these individuals as survivors recognizes and highlights their strength and resilience. For legal settings, the term "victim" may be appropriate and required to conform to applicable laws. In non-legal settings, however, being a victim connotes powerlessness and stigmatization, the very outcomes protection actors are seeking to prevent.

8. Determining when a child has the capacity to give consent remains contentious. The CRC supports the right of children to participate in decisions which affect their lives. Ultimately, the ability to provide consent on the use of the information will depend on the child's age, matu-

rity, and ability to freely express him or herself. Information collectors and others working directly with children should make every effort to fully explain the procedures and potential outcomes of monitoring and reporting to the child, as well as the caregiver, as it is the child who will have to live with the outcome of the procedure.

9. Thomas Lubanga Dyilo, the former leader of the *Union des Patriotes Congolais* (UPC)/FPLC, has been indicted and is currently being tried by the ICC for enlisting and conscripting children as soldiers in conflict in DRC. See www.icc-cpi.int for more information on this case.

10. In its reports, Watchlist adheres to the definitions and terms presented by the Inter-Agency Standing Committee (IASC) in its *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings*. These guidelines define sexual violence as "any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic a person's sexuality, using coercion, threats of harm or physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work." This includes but is not limited to rape, sexual abuse, sexual exploitation, sexual slavery, and trafficking.

11. The Conduct and Discipline Units place dedicated personnel in several UN peacekeeping missions to address issues such as preventing misconduct, handling complaints and data management, and ensuring compliance with UN standards of conduct. The Conduct and Discipline Units do not conduct investigations as these are handled by the UN Office for Internal Oversight Services and other offices. These units are part of the ongoing reforms and efforts sparked by reports of sexual exploitation and abuse in peacekeeping operations. The creation of Conduct and Discipline Units were among some of the recommended actions proposed by Prince Zeid Ra'ad Zeid Al-Hussein, Secretary-General Kofi Annan's Advisor on Sexual Exploitation and Abuse by United Nations Peacekeeping Personnel.

12. The SLMM was established by the provision of the 2002 Ceasefire Agreement (CFA) between the Government of Sri Lanka and Liberation Tigers of Tamil Eelam (LTTE) to monitor compliance to the CFA. The SLMM therefore receives its mandate from both groups, and both the Government of Sri Lanka and the LTTE have committed themselves to cooperate with the SLMM. According to article 3.5 of the CFA, the SLMM must be composed of representatives from Nordic countries. At present, monitors come from Iceland and Norway.

13. MONUC has the largest Child Protection Section of any UN peacekeeping mission, with 14 international and eight national staff posted in nine locations, including Kinshasa.

14. Some groups in Nepal have received funding for monitoring and reporting activities, though this funding has not been specifically given to support their participation in the MRM.

15. Created as a pilot initiative in 2005 by the UN, the DRC Pooled Fund aims to strengthen coordination and to ensure prompt, needs-based allocation of humanitarian aid resources. Now the largest single source of funding for humanitarian activities in the country, the Pooled Fund is administered through the office of the Humanitarian Coordinator for DRC. UN Agencies and international and national NGOs all have access to resources within the fund through a provincial-level decision-making process. In 2006, the Pooled Fund received over US$80 million, more than 60 percent of which was provided by the United Kingdom.

16. Please see Endnote 6.

17. Adapted from Jamrozik, Adam and Luisa Nocella, *The Sociology of Social Problems: Theoretical Perspectives and Methods of Intervention.* (Cambridge, UK: Cambridge University Press, 1998).

18. In 2006, the SCWG-CAAC developed a list of potential actions that key actors could undertake and since then has undertaken several actions outlined within this "toolkit" (see Security Council document 724, S/2006/724).

19. The New York-based Steering Committee on Monitoring and Reporting, co-chaired by UNICEF and the OSRSG-CAAC, is in the process of finalizing guidelines to help facilitate the implementation of the MRM. These guidelines are expected to be released in early 2008.

20. It is anticipated that the forthcoming guidelines will provide direction on the creation of a country-specific training curriculum within a common training framework.

21. PPCC brings together a group of national and international organizations based in Nepal. National partners include Advocacy Forum Nepal, Backward Society Education (BASE), Community Study and Welfare Centre (CSWC), Concern for Children and Environment-Nepal (CONCERN-Nepal), and Himalayan Human Rights Monitors (HimRights). The international partners include CARE Nepal and Save the Children-USA in Nepal. Additionally, Watchlist provides support and works actively with PPCC.

22. The Taskforce added a Nepal-specific violation, illegal detention of children in relation to the conflict, to the Secretary-General's list of six egregious violations. The Taskforce also chose to separate two of the six violations into four, to simplify reporting: 1) killing, 2) maiming, 3) attacks or threats against hospitals, and 4) attack or threats against schools. This has resulted in the creation of nine violations.

23. Nepal is divided into 75 districts that are further divided into Village Development Committees.

24. For more information, please see OHCHR, *Fact Sheet No.19, National Institutions for the Promotion and Protection of Human Rights*, 1993; www.unhchr.ch/html/menu6/2/fs19.htm#annex.

25. These findings are consistent with the report of the Office of Internal Oversight Services (OIOS) on the MRM for Children Affected by Armed Conflict. The OIOS produced a report for the SCWG-CAAC in December 2006. In particular, see paragraph 24 of this report.

26. Specific reference is made in the OIOS report to systemic problems with data collection and the resultant inability to analyze the data for trends. Reference can be found in paragraph 3 of the Executive Summary and in paragraph 22 and 48 of the main report.
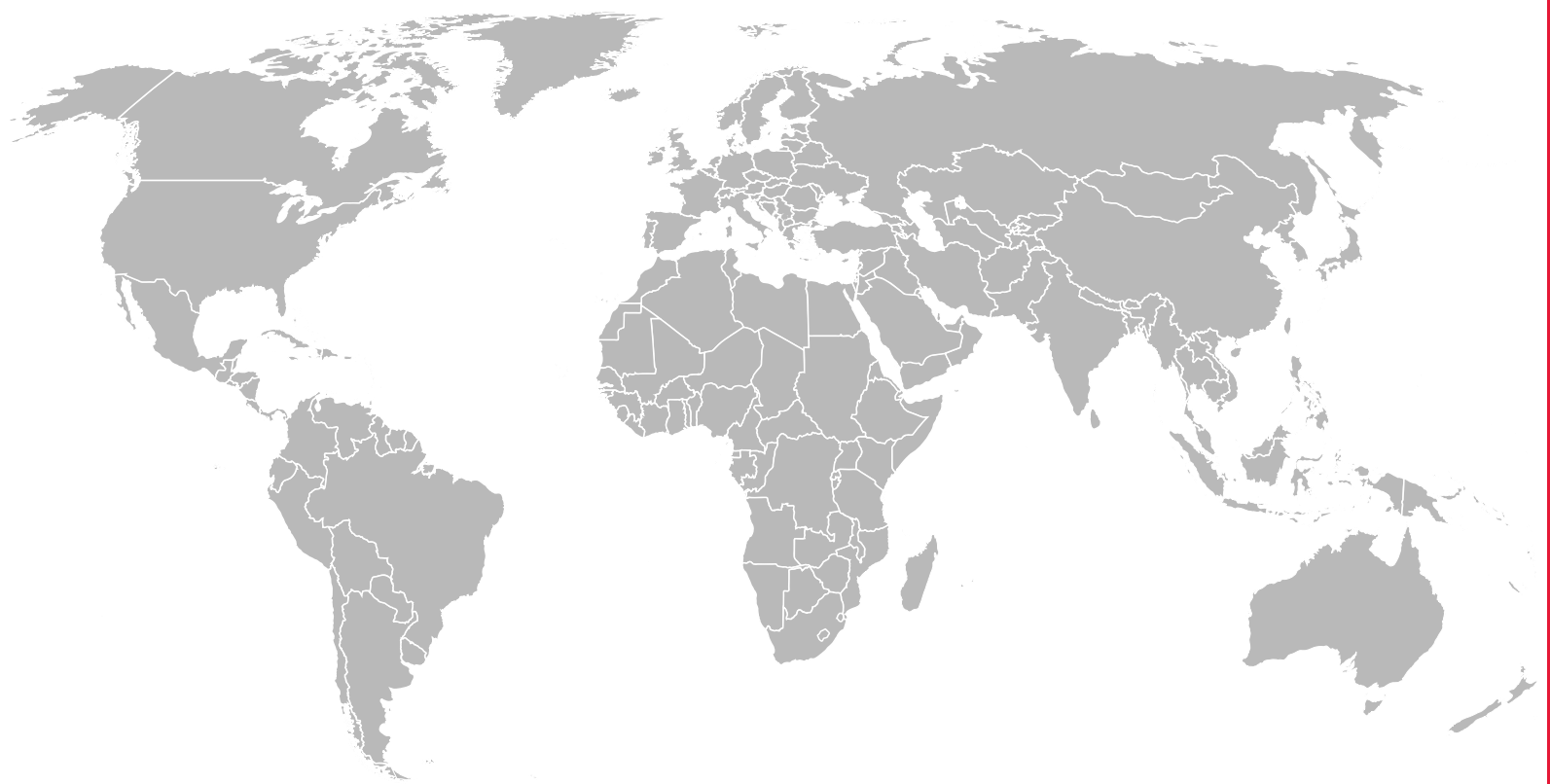
The **Watchlist on Children and Armed Conflict** is a network
of non-governmental organizations working to monitor and report on
violations against children in situations of armed conflict.