PEACEBUILD

FORUM
ON CHILDREN AND ARMED CONFLICT

PREVENTATIVE STRATEGIES FOR CHILDREN AND ARMED CONFLICT: IMPLEMENTATION OF SECURITY COUNCIL RESOLUTION 1612 AND OTHER POLICIES

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PRINCIPAL WRITER: KATHY VANDERGRIFT

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The Forum on Children and Armed Conflict is one of five working groups of Peacebuild – the Canadian Peacebuilding Network - and is coordinated by the International Bureau for Children's Rights. The goal of the Forum is to improve protection for the security and rights of children threatened by armed conflict by enhancing the work of individual NGOs and professionals in the field. Activities of the working group include: information-sharing, policy analysis and dialogue with government departments, links to UN and international coalitions working on these issues, research and capacity-building activities, and raising awareness in Canada.

Appreciation

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Other Peacebuild publications in the Children and Armed Conflict series include:

The Impact of Armed Violence on Children in Haiti

Research Report on Repatriating Omar Khadr from Guantanamo Bay

Report on Children and Armed Conflict: Implementing the Paris Principles

Discussion Paper on Children and Armed Conflict and the Pact on Security, Stability, and Development for the Great Lakes Region

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Summary List of Specific Proposals for Action

Prevention principles and practice are discussed in the first section of the report. The section on youth participation compares two approaches for consideration. Following is a summary of specific proposals relating to Resolution 1612 and conflict prevention programming. Details on each point are in report.

Improving Preventive Impact of Resolution 1612 at the Country Level

1. Tell children and communities what Resolution 1612 means for them.
2. Respond early in country for effective prevention.
3. Increase resources for programmatic response.
4. Report back to children and communities.

Improving Preventive Impact of Resolution 1612 at the International Level

1. Make full use of SRSG reports and Security Council Working Group toolkit of responses.
2. Move toward equal treatment of all violations.
3. Expand the Monitoring and Reporting Mechanism to more situations of concern.
4. Delist in strategic cooperation with civil society partners in country.
5. Review restrictions on contact with groups listed as terrorists.

Operational Conflict Prevention and Children

1. Increase the focus on young people in early warning systems.
2. Reduce risk through community preparedness and training.
3. Increase use of dialogue, conflict resolution and mediation.
4. Expand use of peace and conflict impact assessments

Structural Conflict Prevention and Children

1. Use social age analysis in program development
2. Strengthen focus on adolescents in programming frameworks
3. Give priority to national mechanisms for children's rights
4. Establish complaints process for the Convention on the Rights of the Child
5. Transfer knowledge from research to practice

Preventive Strategies for Children and Armed Conflict:
Implementation of Security Council Resolution 1612 and Other Policies

"The best way to protect children from wars is to prevent conflict. The international community must shatter the political inertia that allows circumstances to escalate into armed conflict and destroy children's lives."
(Graca Machel, *The Impact of War on Children*, p. 182)

Introduction

In the last ten years, international norms and policy statements on child protection have become much stronger. This includes commitments to prevention. On February 12, 2008, the most recent Security Council Presidential Statement on Children and Armed Conflict included the following statement:

> *"The Security Council stresses, in this regard, the need to adopt a broad strategy of conflict prevention, which addresses the root causes of armed conflict in a comprehensive manner, in order to enhance the protection of children on a long-term basis, including by promoting sustainable development, poverty eradication, national reconciliation, good governance, democracy, rule of law, and respect for and protection of human rights."* (S/PRST/2008/6)

Protection starts and ends with prevention, and it includes both preventing harm to children and conflict prevention. The concept of Responsibility to Protect, endorsed by the UN General Assembly in 2005, gives a high priority to prevention. *"The Responsibility to Protect,"* states the report by that name, *"implies an accompanying Responsibility to Prevent."* But *"there remains a gap between the rhetoric and financial and political support for prevention."* [i]

The purpose of this initiative is to focus attention on that gap and propose preventive strategies for inclusion in international programs of action on Children and Armed Conflict. The goal is twofold:

- Strengthen the preventive impact of measures being taken to implement Security Council Resolution 1612 on children and armed conflict; and
- Strengthen the focus on children in other policies and programs that have potential for preventing harm to children and preventing violent conflict.

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Methodology

This initiative grew out of a concern raised at meetings of the Forum for Children and Armed Conflict; the concern is that prevention gets residual attention because reaction to the worst situations occupies most of the attention in the field. To sharpen the focus on preventive strategies and develop policy options for further consideration, seven steps were taken, with financial support from the Department of Foreign Affairs and International Trade of the Government of Canada.

The first step was a survey of the literature on prevention in the field of children and armed conflict and related fields. Second, a written questionnaire with an introduction to the issue was circulated to members of the forum, to solicit experiential knowledge and incorporate suggestions from the Canadian community working on children and armed conflict (questionnaire attached as appendix I). Third, selected international experts in the field of children and armed conflict were interviewed to solicit input on practical priorities and effective approaches for prevention; these included practitioners, academic researchers, policy analysts, advocates, and a diplomat to draw on different perspectives (list of interviewees in appendix III). Fourth, to obtain more in-depth input from the perspective of youth groups, the Youth as Peacebuilders organization interviewed youth group leaders working in Uganda and Colombia, one situation with Resolution 1612 actions underway (Uganda) and one that did not have a monitoring and reporting mechanism at the time (since then Colombia has initiated a 1612 taskforce). Fifth, a discussion paper was prepared for use at a consultation of invited representatives and for circulation to solicit additional input from Forum members. (Discussion paper attached as Appendix II) Sixth, the International Bureau for Children's Rights organized a consultation with 31 invited guests, each actively engaged in different capacities, such as practitioners in the field, UN agency officials, donor agency officials, program developers, diplomats, indigenous and international NGO staff, and child rights advocates (List of consultation participants in appendix III). Seventh, input from all the different channels was consolidated into a draft policy options paper for review by participants in the process, revision, and then public dissemination for consideration by all parties engaged in work on children and armed conflict. This paper is the outcome of the process. The appendices provide further details on the individual steps.

Specific comments and suggestions were not attributed to persons by name throughout the process in order to encourage open dialogue across disciplines. The proposals in this report stand on their substantive merits and the large degree of consensus behind them.

Prevention Principles and Practice
Meaning of Prevention

> *"States, international and regional organizations, NGOs, community leaders, the private sector and youth must address, in concrete terms, the underlying causes of conflict, including inequity, poverty, ineffective governance and impunity, which lead to the denial of children's economic, social, cultural, civil and political rights. We commit to integrating practical and comprehensive conflict prevention measures within humanitarian assistance and development agendas, including conflict prevention initiatives, mediation, child protection networks, early warning and response systems, alternatives for adolescents at risk, and the promotion of conflict resolution skills and education.*
> (*Agenda for Action*, adopted by 132 countries at the First International Conference for War-Affected Children, Winnipeg, September 2000)

One of the challenges for turning the principle of prevention into practice is clarity about what it means. Narrow approaches risk excluding essential elements and broad definitions are easy to dismiss as unachievable and therefore excluded from funding programs. This initiative will use the common conceptual framework of the Global Partnership for the Prevention of Armed Conflict (GPPAC) and the *Responsibility to Protect* report. As stated by GPPAC, prevention includes **structural prevention** to address root causes and **operational prevention** to respond *"rapidly and effectively when tensions begin to escalate to prevent the emergence, spread, or recurrence of armed conflict."* [ii]

The policy toolboxes for both structural and operational prevention include a range of legal, political, economic, and social measures, but differ in the time period for action. With a focus on both preventing harm to children and preventing armed conflict, examples of structural or root cause preventive strategies include:

- social inclusion of vulnerable or alienated groups
- reducing unequal distribution of resources and opportunities;
- strengthening civil society networks;
- advancing respect for human rights;

- controlling the supply of small arms and light weapons.

Examples of operational or direct prevention include:
- early warning systems and response to them
- dialogue, mediation, and conflict resolution
- community-based plans for protection and risk reduction
- use of incentives and disincentives to influence choices of conflicting parties

In relation to the conflict cycle, the major focus for this initiative is prevention in conflict-prone contexts, with some attention to prevention of relapse after post-conflict reintegration and continuation of preventive strategies during conflict. This initiative follows an earlier one focusing on reintegration (policy paper available on request)

Prevention in Programming

This initiative seeks to build on the significant progress that has been made in protecting the rights of children affected by armed conflicts and to complement existing strategies.

The broad scope of prevention presents a challenge for identifying proposals that have enough specificity to find a place in programming frameworks and enough impact to be effective. The difficulty of measuring prevention is a challenge for results-based management, now a dominant feature in programming. Examples were shared of preventive projects that lost funding because they could not prove their results; predicted violent conflict did not happen in the targeted areas but it was impossible to prove a casual link to the prevention projects. In general, donor funding has shifted to provide more resources for humanitarian relief in crisis situations; despite statements about prevention, limited attention and resources are dedicated to it.

Shifting the orientation of programming frameworks and funding mechanisms from reaction to prevention requires focused attention within development agencies. Within the diplomatic community, political leadership and persistent bilateral and multilateral diplomacy is needed to turn the rhetoric about prevention into specific strategies that will have an impact for children.

Resolution 1612 and Prevention

The relationship between Security Council Resolution 1612 and prevention became a subject of strategic discussion throughout this process. Some suggest de-linking prevention from Resolution 1612 for strategic reasons. A community focus on prevention can be diverted by a focus on documenting and reporting individual violations and sometimes the impacts of this kind of reporting create difficulties at the community level. At the international level, some argue that the current narrow, punitive focus of Resolution 1612 activities, the political washing of reports as they go through the process within the UN, and the inconsistent level of action on reports by the Security Council limit the preventive impact so much that it is better to pursue prevention through other channels and maintain some distance between them. Others argue that Resolution 1612 is central to prevention because ending impunity and increasing accountability for human rights violations is essential for prevention and because Resolution 1612 makes child protection a matter of international peace and security. One common concern is that the issue of children and armed conflict is becoming equated with Resolution 1612 and receiving reduced attention within other policy and programming frameworks.

At one level the discussion was resolved through agreement on three points: that Resolution 1612 is an essential piece for prevention; that its preventive impact can be strengthened; and that preventive strategies also need to go beyond Resolution 1612 to include a wide range of other activities, policy tools, and actors. This approach frames the proposals in this report.

At other levels there remain different views on priorities, the relationship between Resolution 1612 and other initiatives at community and international levels, and how best to pursue a focus on prevention. How the strategic relationship develops will depend on two factors: developments in the implementation of Resolution 1612 and the degree of success in efforts to increase the focus on children in other international policy and program tools. Strategic review and discussion of this issue again after another year of experience is warranted.

Youth Participation, Prevention, and Resolution 1612

A focus on prevention inevitably leads to discussion about public awareness and youth participation, core elements of effective preventive strategies. Recent evaluations of the Monitoring and Reporting Mechanism (MRM) under Resolution 1612 indicate limited awareness of its goals and operating procedures, even among the NGO community.[iii] When questions were asked at the community level among youth populations in two of the affected countries, Uganda and Colombia, there was little evidence of knowledge of the child protection norms in Resolution 1612; this pattern is confirmed in interviews from other countries and in other case study reports on the MRM.

There are mixed feelings about the utility of youth involvement in implementation of Security Council Resolution 1612. This relates primarily to the current mechanisms and methods of operation, which are perceived as narrowly focused on reporting to the Security Council. The potential for young people to be active contributors is limited. Concerns about security, confidentiality, the focus on individual cases rather than general conditions, and the required verification of individual violations are all obstacles for youth participation.

In contrast to this approach is a concept of Resolution 1612 and its mechanisms as part of a larger protective environment, one based on a commitment to respect for the rights of children. Then the right to participation in Article 12 of the Convention on the Rights of the Child makes informing and including young people in the operations of Resolution 1612 an essential component. In terms of a preventive approach, most child rights workers maintain that knowledge is power and community awareness of children's rights is the first and essential step towards their realization.[iv]

A preventive approach also highlights the linkage between preventing harm to children and conflict resolution to prevent or end the armed conflict itself. As stated by a child psychologist with many years of experience in Colombia, child protection is political as well as technical:

> The violation of children's rights occurs in a defined political context- in the case of Colombia, within the context of a prolonged internal armed conflict. This is not a technical problem that can be addressed through data gathering and report-writing. Violence,

victimization and violations will continue unless there is massive mobilization and institutional commitment to end the armed conflict. The prevention of the violation of children's human rights is an explicitly political decision related to ending war and violence- most other initiatives are window-dressing."[v]

Another conceptual question that affects youth participation is the balance between local ownership of child protection and the international responsibility to protect. Because the MRM was created for reporting to the Security Council, it pays careful attention to national sovereignty and walks a tightrope on issues related to that. At a community level, respect for local cultural norms and traditions needs to be combined with respect for international norms. This balance is less of a challenge for issues of armed conflict than other child rights work because most perceived violators are outside the family unit. To find an effective combination of local and international norms, partnerships that embrace the local community are essential. Local partners can identify local traditions of child protection as resources to bridge the gap. Such partners may be less attuned and interested in the dynamics created by tensions over national sovereignty.   A preventive approach to implementation of Resolution 1612 needs to focus on bridging the gap between local norms and international norms, because, in the end, it is local communities who protect children.[vi]

Responses to these conceptual questions determine if and how Resolution 1612 fits with other community-based approaches to youth involvement and community awareness. If the focus of Resolution 1612 remains reporting to the Security Council only, then basic information strategies would be most appropriate.   If, however, Resolution 1612 is to be implemented as one contribution to a larger framework of child rights/civilian protection, a different approach would be required. Both have benefits and risks.

In the first scenario, the focus would be communication of information. The assumption is that the possibility of being named on a list of violators and subject to further action by the Security Council will deter perpetrators. The goal of an education campaign would be to increase reporting in the hope that deterrence leads to a reduction in offences. A second objective would be improving the quality of reporting through greater understanding of contextual factors that add meaning to individual violations. Richer analysis can be achieved through partnerships between officials who prepare the report and local actors who

understand the context.   This is important for developing effective response strategies, which are supposed to be part of the MRM system under Resolution 1612.

Strategies for this type of awareness-raising need to give careful consideration to different information needs and potential levels of involvement by different elements in the target population. Following are examples of actions that fit with this approach:

Children/youth: Provide basic information on the six violations, ideas for ensuring protection against potential violations, and who to go to for protection. Methods could include flyers, radio announcements, comic books, videos etc. In this model young people are primarily recipients of information.

Child Protection Workers: Provide more detailed information on the mechanisms of Resolution 1612 and the definitions of violations to teachers, nurses, religious institutions and other community workers who have regular contact with children. For preventive purposes, this information should include information on "warning signs" based on the experiences of other conflict situations. Child protection workers may be in a position to translate general guidelines into situation specific measures to increase children's safety.   Methods of communication for this purpose can be simple information meetings at schools, using written and audio/visual information.

General Population: Whenever there is a social intervention for children, it is important that the overall population, which is comprised of parents, aunts, grandparents and other members of extended families, know about it. Radio talk shows and newspaper articles are some of the most effective ways to reach large numbers of people.

UN Agencies: The local UN system is critical for this kind of work. All UN agencies need to incorporate child protection into their programming; this can be facilitated through the cluster approach to service provision. A lead agency is needed to make sure it happens; since UNICEF is the lead on the reporting mechanism, it makes sense that UNICEF lead comprehensive public education campaigns about Resolution 1612.

This approach to awareness raising has both defenders and critics. Like any prevention work it can be difficult to demonstrate its benefits. There is a basic assumption that widespread knowledge about child protection has a good effect. Examples of this kind of education work include campaigns against domestic violence or child abuse.

Critics of this approach question its appropriateness for conflict situations. As one interviewee noted, when the perpetrators of violations of children's rights are illegal armed groups, they are unlikely to readily or quickly respond to international pressure based on international law, especially when the penalty, sanctions by the Security Council, seems to be an illusion more than genuine threat.

In the second scenario, Security Council Resolution 1612 would be implemented as one element in an overall plan for community protection of their children. Then participation is essential at all stages. In keeping with a child rights approach, young people would be actively involved and invited to develop their own critical understanding of rights and their role as protectors of their rights.

This complements some of the new thinking on monitoring and reporting under the MRM, particularly the possibility of including aggregate reports on local conditions as well as reports of individual violations. This shift could allow young people to provide evidence of their circumstances as a basis for programmatic responses as well as punitive ones.

There are several models that could be used for this kind of work. In Colombia, the indigenous and women's communities have been very actively involved in a range of strategies to analyze, confront, and refuse the violence of the armed actors. As one interviewee commented:

> "The messages relate to dialogue and a negotiated settlement to the conflict, active non-violence, pacifism, and basic human rights. The messages are not about condemnation of particular actors - the idea is to awaken interest and concern so that collective action can happen." [vii]

In terms of young people's involvement, awareness strategies could make use of the many children's clubs that are being established through schools and

community organizations. In Cambodia, for example, children's clubs reinforce information about children's rights with an invitation for participants to find ways to put these ideas into action. If this approach is guided with a strong preventive message and multiplied in many locations, a variety of peer-led activities could add up to an effective awareness and preventive strategy.

An important part of working with young people is allowing them to translate information in ways that have meaning for their lives. This is not just a question of techniques and methods, although that is important. It also means giving young people the opportunity to compare their understanding of their current reality with child protection norms, such as Resolution1612, and become active participants in creating practical alternatives for themselves, rooted in their reality.   Elements of this approach to child protection are complicated in most conflict situations.   There are no easy answers or standard guidelines as each situation is distinct.   However, it is important to realize that these communities, however beleaguered, have the ultimate responsibility for their children. Successfully bridging the reality of young people in their context and the world envisioned in international child protection norms is essential for effective prevention.

The common ground between these two approaches to youth participation is recognition that more attention is needed to communications strategies. That was named as a high priority by many respondents in this process. The objectives and methodologies used in these strategies will depend on choices described in the next sections of this report.

A first, practical step is translation of the key elements of Resolution 1612 and reports on specific situations into languages that allow local young people and communities to have, use, and engage with information and analysis that is important for their lives.

Overview of Resolution 1612 Mechanisms

The Monitoring and Reporting Mechanism (MRM), mandated by Resolution 1612 and currently operating in 11 countries, has made significant progress in providing more reliable information on serious violations in specific situations to the Security Council. Other mechanisms include: the use of public lists of forces that forcibly recruit children as child soldiers (Annexes I and II in SRSG reports);

action plans to stop recruitment and other violations; and a Security Council Working Group to follow-up on reports. (List of countries and reports by MRM in Appendix IV; list of SRSG reports in Appendix V)

Resolution 1612 names six violations for specific attention:
- Killing and maiming of children;
- Recruiting or using child soldiers;
- Attacks against schools and hospitals;
- Rape or other grave sexual violence against children;
- Abduction of children; and
- Denial of humanitarian assistance.

The MRM is currently triggered by evidence of forced recruitment and therefore is established only in countries that are listed by the Secretary General for forced recruitment of children. Monitoring reports submitted every two months include evidence of all six violations that can be verified by UN agencies, gathered in-country and then prepared for the Security Council Working Group by a UN Headquarters Task Force. In addition to country reports, on-going information can be channeled to monthly meetings of the Security Council Working Group. The Security Council Working Group has developed a toolkit of possible actions it can take (Toolkit actions list in Appendix VI).

Together the mechanisms established by Resolution 1612 have helped to turn its protection policies into practice. The MRM links in-country taskforces with UN agencies and international networks, creating the potential for much greater leverage on behalf of children.   From the perspective of prevention, several areas within the current system have been identified for further attention at the national and international levels.

Improving Preventive Impact of Resolution 1612 Mechanisms at Country Level

The gains that have been made in implementation of Resolution 1612 are extremely important. They will only be effective, however, if the strategic focus and more resources are targeted within countries for awareness, early response, and implementation of a context-specific strategy with local, coordinated and well-resourced child protection networks.

Article 17 of Resolution 1612 is essential and needs more attention:

> *"urges all parties concerned, including Members 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.*

Research for this report was not able to confirm what percentage of the resources for monitoring and reporting goes to local capacity building, but a repeated message through all the input channels was that it is inadequate. It is alleged that available resources are disproportionately allocated to central UN agencies rather than local civil society actors.

Donors and the Security Council Working Group would do well to monitor and review the balance in resource allocation, as well as increasing the total amount allocated to child protection.

Proposals for Action:

1. Tell children and communities what Resolution 1612 means for them.

Research indicates that informing children and communities about child protection norms reduces their risk and strengthens their coping capacities. Young people report that knowing about Resolution 1612 is valued and helpful. In some situations, such as Sri Lanka, public awareness contributes to prevention through a common child soldier database. If a child is recruited and reported on the database, the family is visited by child protection experts. This expression of community support helps many parents embrace efforts to stop recruitment in a context of intimidation by military forces, fear and tremendous insecurity.

Reports from many countries with a Monitoring and Reporting Taskforce, however, continue to show that most communities do not know about Resolution 1612 or international child protection norms. Awareness is essential for prevention; different approaches to public awareness and youth participation are discussed in an earlier section of this report. Whatever approaches are chosen, there is a consensus that communication strategies need to have a much higher priority in the on-going implementation of Resolution 1612.

2. Respond early in country for effective prevention

Early response to reported incidents, as soon and as close to location as possible, was repeatedly identified as necessary for preventing repeat violations and protecting persons who report. Cases were cited of communities reporting serious violations, which became known to the perpetrators, but nothing was done to address the situation in-country, leaving children at risk. This is unacceptable and will discourage rather than encourage reporting. More attention is urgently needed to this part of the monitoring system.

The steps needed for early response include: identifying local partners who can assist children; strengthening the capacity of local and national actors to respond in risky contexts; developing a toolkit of possible responses; and careful contextual analysis. Based on these elements, a local response strategy can be developed. With support, child protection networks can be an effective mechanism for developing and implementing response strategies in country.

Early response also requires that all UN agencies in country, including security forces, consider child protection a high priority, mission-critical function. Clear assignment of responsibilities and better co-ordination between different agencies were repeatedly identified as essential steps.

These preventive aspects of the system were identified for further attention in a 2007 workshop on the MRM hosted by UNICEF in Pretoria and in a 2008 report on the MRM prepared by the Watchlist on Children and Armed Conflict. [viii]

3. Increase resources for programmatic response

Early response requires more resources for programmatic assistance for children and communities suffering violations. As one person articulated, progress in reporting has not been matched with progress in programming. The gap in programming resources was named by almost all respondents to questionnaires and interviews as a high priority for attention.

Additional resources for programmatic responses have not paralleled the investment of resources in monitoring and reporting. While funding for the MRM itself has increased, funds have not flowed through to develop the essential local capacity to respond effectively, prevent further incidents, and maintain reporting after a UN team leaves. The balance between resourcing at

the level of UN missions and local levels needs review, action, and full accountability by donors.

Resources for reporting and programming needs to be addressed by all member states of the UN who adopted the Paris Commitments to go along with the *Paris Principles on Children Associated with Armed Forces or Armed Groups*.[ix] Paper commitments by political leaders need to be turned into substantive action to have impact for children.

Evidence from the consolidated appeal process for humanitarian assistance in conflict countries suggests that child protection activities are not a priority in programming decisions and receive a very limited share of the resources allocated to respond to crises. Ideally child protection is integrated into service provision programs, but, like gender, this often means in practice that it is not resourced. One policy suggestion is establishing guidelines to ensure that an identified percentage of all programming funds is allocated for child protection activities. [x]

The nature of the data collected currently is more conducive for prosecuting violators than for use in designing programmatic responses. As well as focusing on individual incidents and individual violators, there is an equal need to analyze and address systemic conditions that make children vulnerable. Preventive approaches need to be more community-based and collective, such as training and building the capacity of local governing agencies and cultural groups to take ownership of child protection.

4. Report back to children and communities

From Sri Lanka to the Democratic Republic of the Congo, stories were told of communities who invested in the reporting process but never heard a word back from New York after the report was filed. In some cases, initial reports were used by local groups for effective in-country awareness and advocacy, but the impact was undermined by lack of feed-back, reinforcing perceptions in conflict countries that the international community is not seriously committed to what it says about child protection.

Two-way communication needs to replace one-way reporting. When reports go to the Security Council Working Group, they should also go back to the source country in language that can be understood by the people directly affected by decisions made in New York. Information on actions taken on reports needs to

go back to affected peoples so they can continue and maintain momentum through in-country advocacy and activities.

The MRM should be re-envisioned as a continuous loop connecting in-country activities and UN headquarter activities rather than a straight-line process feeding information from countries to UN headquarters and the Security Council.

Improving Preventive Impact of 1612 Mechanisms at the International Level

According to reports from countries that have MRM taskforces, children have benefited from implementation of Resolution 1612. At the international level, implementation of Resolution 1612 confirms the importance of child protection for international peace and security. The work on children and armed conflict is, in many ways, a subset of the emerging focus on Responsibility to Protect and it has implications for other thematic issues, such as protection of civilians. There are also links between the focus on girls under Resolution 1612 and implementation of Resolution 1325 on women, peace, and security.

For these reasons it is important on an international level to build on the existing implementation of Resolution 1612 and strengthen it for the purposes of prevention.

Proposals for Action:

1. Make full use of SRSG reports and the Security Council Working Group toolkit of responses

Dissemination of reports and lists going to the Security Council Working Group in popular language and appropriate translations would increase their impact. There were many stories of agencies and officials who could assist in follow-up but were not aware of reports and recommendations. In some situations reports were used for advocacy, but a common theme from all situations is the potential and need for greatly expanding awareness of what is happening at all stages in the implementation process.

Immediately following evidentiary reports, robust response strategies are needed to link international action and in-country action. The development and implementation of co-coordinated response strategies is identified as a significant missing piece in discussions with those who have worked on this issue for a long time. Such strategies need to be informed by local knowledge of the context and awareness of international connections that might have leverage in the situation. A more strategic approach would combine responses at the technical level by UN agencies with both community activities and political action. Co-ordination at all levels was named again as a major challenge, and persistence was identified as another important feature for effective prevention.

Greater use of political dialogue between Security Council members and named parties, meetings with parties, bilateral diplomacy, and Security Council field trips – all tools in the Security Council Working Group Toolkit – were suggested as ways to demonstrate that reports are taken seriously. This is essential to encourage reporting and it strengthens longer-term preventive impact.

Sustained engagement with non-state armed groups also needs more attention, with particular attention to finding the most appropriate interlocutors for each situation. In some cases, religious leaders have been successful in discussing child protection with commanders of insurgent forces. In other cases, greater use of military leaders and former child combatants is suggested to engage rebel commanders in their own language.[xi]

2. Move toward equal treatment of all violations

From a preventive perspective, the move toward reporting and responding to all six violations is positive. Every respondent to the questionnaire and every interviewee agreed on this goal but there were some differences on timing and strategy to reach the goal. The existing hierarchy of violations undermines the potential preventive impact of Resolution 1612. It also limits the range of people interested in making it successful.

The need to pay more attention to sexual violence, among others, is essential for longer-term prevention, along with the need to co-ordinate this with work being done to implement Resolution 1325 on women, peace, and security.

It is recognized that expansion of the monitoring mechanism and related mechanisms requires smart planning and careful implementation to avoid

eroding credibility. Related to this is a high priority on strengthening mechanisms for accountability on child rights in general, to be discussed in a later section on structural prevention.

3. Expanse the MRM to more situations of concern

Through a preventive lens, early attention is advocated because of its potential to prevent escalation of violence. For this reason, the establishment of monitoring and reporting mechanisms is suggested for more situations where there is evidence of the six violations listed in Resolution 1612. In Haiti, for example, agencies that work with adolescents identify the blurred lines between street violence involving youth and the potential for return to armed conflict as a reason for monitoring developments and responding quickly to any indications of escalation. While recruitment of child soldiers may not be prevalent as a triggering factor, other indicators raise equal concern.   The MRM is seen as useful to raise the profile of these issues with governing authorities and international actors.

4. Increase deterrent impact of punitive measures

Punitive measures under Resolution 1612 are intended to have a deterrent impact. The effectiveness of such measures for deterrence depends on related conditions. A deterrent effect cannot be assumed; it needs strategizing and attention at several levels.

Timeliness and consistency are important factors. Participants shared accounts of the impact on communities when reports are made but nothing is done and perpetrators continue their activities, such as some cases in the DRC. In other cases, such as Sri Lanka, lack of consistent response and different response to similar violations by different sides in the conflict erodes community confidence and the deterrent effect.

Discussion on the merits of naming and shaming concluded that it works in some cases but not in others, depending on the importance of reputation to the named parties.

When appropriate consequences follow violations in a timely fashion, deterrence is enhanced. Reporting consequences to affected populations is also essential to ensure that the reason for the action taken is understood and to prevent reinterpretation of events by parties in the conflict for their own advantage. If not done well, what appears as accountability within UN headquarters can contribute to conflict instead of resolve it.

Effective accountability requires consequences that are immediate actions within the zone of conflict, as well as high-level consequences, such as referral to the ICC, which take years to conclude. Immediate consequences that would be felt and seen in direct relation to the offenses could strengthen the preventive impact of current mechanisms. Establishment of timelines for response, e.g. response within two weeks of a report, can help to prevent slippage among competing priorities for agencies in conflict zones.

Political leadership to take such actions requires raising the priority of child protection from a marginal concern of integrated missions to being considered essential for achieving mission objectives.

For repeat violators on the lists, more effective use and implementation of targeted sanctions by the Security Council is needed to demonstrate that there are consequences for those who do not stop violating the rights of children.

5. Delist in strategic cooperation with civil society partners in country

It appears that political purposes played a big role in delisting Cote d'Ivoire; it was not based on a thorough assessment of the situation to ensure progress would be sustainable. Civil society groups had suggested verification visits be made first. Delisting too early could undo progress made in this situation and send the wrong message to other parties about the seriousness of Resolution 1612.

From a preventive perspective, a thorough assessment of the sustainability of progress in country and analysis of the situation by local partners in country should be given priority over political considerations in the process of delisting. In some cases, partial or interim measures could be designed to reward progress made but still maintain enough influence to avoid the risk of potential negative consequences from delisting. This is particularly important because listing only happens once a year; considerable harm can be done in a year. Clear follow-up strategies also need to be in place before delisting.

6. Review restrictions on contact with groups listed as terrorists

International and national policy restrictions on engagement with non-state armed groups who have been listed as terrorist organizations prevent the kind of dialogue needed to secure the release of children and promote other forms of child protection. A focused consultation on effective anti-terrorism strategies for

young people could include review and revision of current restrictions for the purposes of child protection and identification of more effective preventive strategies, based on a growing body of evidence and understanding about the push and pull factors that contribute to the engagement of young people in political violence that includes terrorist acts. [xii]

Operational Conflict Prevention and Children

"To be of any use, early warning must be linked to early action – and early action is inextricably tied to political will." Graca Machel

Early warning systems received significant attention in the 1990s, with a hope that conflict resolution and mediation could be employed to prevent escalation into violence. In some cases, young people have been active agents in strategies to promote non-violent, early resolution of local conflicts that might escalate. Community desire to protect its children can also be a motivating force for taking preventive measures in contexts of growing instability. Diplomatic interventions can also help to mediate political tensions and resolve conflicts in early stages without violence. The potential for operational prevention is recognized.

Challenges are accurate predictions and appropriate, timely responses. While technical research has been done on reliable and measurable indicators, there is not agreement on the relative weight of different factors in any situation, or what would be "trigger" factors. Others point to the importance of political analysis, such as that done by the International Crisis Group, for example, as more helpful than lists based on technical indicators.

There is also political resistance to the use of early warning lists. No country wants to be on a list that suggests potential breakdown, and it is of questionable value to put countries on a list if there is no system for response to such lists.

For these reasons, early warning activities through informal channels may be more effective. The UN Department of Political Affairs is increasing its capacity to quickly deploy appropriate, trained conflict mediators to "hot spots." The Peacebuilding Commission is focusing on preventing return to conflict in specific situations that involve children, such as Burundi and Sierra Leone. UNICEF has

developed a child-centered early warning capacity for emergency response, such as famines and natural disasters; it may have some capacity to assist in response to early warnings of conflict. The newly established Office for Responsibility to Protect has indicated it will focus attention on prevention of genocide through early warning and appropriate response.

All participants recognized the importance of this aspect of prevention, but there was limited experiential knowledge or documented evidence, in contrast to other areas. More focused research and discussion is needed to develop specific strategies for implementation. The following areas are identified for further attention.

Proposals for Action:

1. Increase focus on young people in early warning systems

Early warning initiatives need to pay more attention to young people and the push and pull factors that lead young people to involvement in armed conflict. Effective response to early warnings also requires active engagement with young people who may become involved in political violence. This would serve a dual purpose: improving the analysis for the purpose of early warning and preventing the impacts of conflict on children.

Preventing harm to children can also be a motivating catalyst for conflict resolution initiatives. Even when there is widespread knowledge of the potential for outbreaks of violent conflict, it is difficult to build enough political will to undertake preventive action. Bilateral and multilateral diplomacy can be effective to resolve political disputes and prevent resort to violence; it needs to become a priority on diplomatic agendas.

Awareness of effective strategies, networks to facilitate action, international diplomatic support for such initiatives, and resourcing are all areas for further attention.

2. Reduce risk through community preparedness

"Every time we intervene to protect children, we realize that we should have taken action earlier;" observed one experienced child protection advisor. Given some assistance, young people and community leaders can develop practical

strategies that reduce risk and increase safety. In some cases former child soldiers have helped other communities prevent recruitment.

Some NGOs reported that they have incorporated programmatic elements to help communities prepare for the possibility of an outbreak of political violence, such as making children aware of safe places and coping strategies. Time and human resources are major constraints. Sharing practical resources and good practices is an area for further development.

3. Increase use of dialogue, conflict resolution, and mediation

There are some positive examples of direct engagement by NGOs and community leaders with non-state armed groups to prevent the involvement of children in their actions and strategies. Local actors, community leaders, and religious leaders are especially important for engagement with groups engaged in political violence, such as groups who engage in acts of terrorism. Governments and UN agencies often lack credibility with such groups or are unwilling to provide legitimacy to their struggles by engaging in dialogue. There are also examples of civil society engagement with local and national governing authorities who abuse or threaten the safety of children to end such practices. In cases where security risks are too high for direct engagement, analysis and identification of regional or international points of influence can be used to develop prevention strategies.

Thorough contextual analysis, well-developed strategies, and co-ordination of a network of diverse actors seem to be keys to success. Too often such activity is dependent on the personality of leaders, whether they be UN officials, national political figures, or civil society actors.

Political struggles are increasingly won or lost on strategic factors rather than military victories. More attention is needed to increase the strategic value of protecting children and exempting young people from active participation in political violence of all kinds; conversely, public exposure can increase the strategic damage of involving children in violent activities. This involves the strategic use of media exposure, identification and use of regional and international points of influence, and active diplomacy focused on child protection.

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Governments who are part of the Friends of Children and Armed Conflict have used their diplomatic influence to support reactive measures under Resolution 1612. Consideration could be given to deliberate strategies for using preventive diplomacy in specific situations that are not on the current list of priorities for the Security Council Working Group. Regional, inter-governmental organizations might also be asked to take a stronger role in this area.

4. Expand use of peace and conflict impact assessments

How development and relief activities are implemented is more important for conflict prevention than what specific activities are chosen. Research has documented well-intentioned activities that contributed to conflict instead of peace.[xiii] More tools and training are now available for UN agencies and NGOs to assess the potential impact of program plans for contributing to peace or increasing risks of conflict and to evaluate progress throughout a program cycle.

Some of the strategies for operational prevention, such as peace and conflict impact assessments, also apply for structural prevention.

Structural Conflict Prevention and Children

> "*All people need to feel that they have a fair share in decision-making, equal access to resources, the ability to participate fully in civil and political society, and the freedom to affirm their own identities and fully express their aspirations.*" Graca Machel, *The Impact of War on Children*)

The last decade has reinforced the importance of multidimensional strategies to reduce the causes of conflict, with active participation by boys and girls in their development and implementation. In addition to putting pressure on those who forcibly recruit children to stop doing so, more attention is needed to address the societal factors that either provide positive life options for young people within their communities or increase their vulnerability, alienation, and the likelihood of engagement in street violence, political violence, or armed conflict.

Common themes emerge from participatory research conducted by young people themselves in recent years. These are: educational opportunities; good work opportunities and economic development; reproductive health; and youth leadership and civic participation.[xiv] An emerging focus

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is the importance of appropriate avenues for adolescents to voice their political views, including dissent, and be part of the political development of their communities and nations.

A renewed focus on the political, economic, and social empowerment of young people is timely for the next decade of work on Children and Armed Conflict. While important, the Millennium Development Goals (MDGs) alone are not adequate as a framework for effective preventive strategies for boys and girls in adolescent years. The most recent SRSG report draws attention to the fact that conflict prevents achievement of the MDGs; equal attention is needed to ensure that programs to achieve the MDGs are implemented in ways that build peace and reduce factors that contribute to conflict. Education, for example, can contribute to peace; it can also lead to conflict; how the MDG goals for education are met is important from a conflict prevention perspective.

This report cannot go into detail in all the areas of structural prevention. There is substantial research and growing practical experience in each area. Trends, gaps, and general suggestions will be highlighted for application to specific policies and programs.

Gaps for Young People in Political Participation

The growing emphasis on good governance, democratization, and security sector reform needs to include a stronger focus on young people, particularly in countries where persons under age 18 are a significant portion of the population. The early focus on electoral reform and institution building may exclude young people at a critical juncture in their development of citizenship skills. At the same time, research indicates that lack of opportunity to voice political dissent and repression of civil and political rights are important factors that contribute to young people becoming engaged in political violence.[xv]

Youth organizations, youth participation in community decision-making, youth journalism, youth radio programs, and the use of non-traditional forms of expression, such as music and theatre to give young people a public voice are programming options that have demonstrated success in individual projects. Reports from Colombia and elsewhere indicate that,

as young people are empowered and become active participants, changes in other institutions, such as schools and governing bodies, are also needed to allow space for young people to participate. Attention is also needed to avoid indoctrination through youth activities.

This is an area that warrants further attention through a preventive lens.

Economic Livelihoods and Young People in Economic Development

The importance of alternative livelihoods for young people has been highlighted in numerous publications on children and armed conflict, but it remains under-resourced in the short term and poorly integrated into longer term Poverty Reduction Strategies that drive the development agenda for donors and recipients of international assistance. The World Bank Report on Youth and Development 2007 draws attention to the economic benefits of investing in young people to develop emerging economies. [xvi]

The limitations of short-term employment projects are now well recognized, but it is difficult to develop more sustainable options, especially in economies that are not functioning well because of conflict. Economic development needs to be based on proper market analysis, which is often difficult to obtain, and some areas with potential for economic growth may be less appropriate for adolescent boys and girls.

Training in entrepreneurship and small business development is identified as an area for further exploration, along with more flexible approaches to education.

Cooperation with private enterprise in some cases has focused on providing employment for parents of children at risk, so that young people can get more education.

Family income support programs have had success in reducing child labour and keeping children in school in Latin America; applicability to other situations is worth further investigation.[xvii]

Lessons learned in successful small-scale projects might be helpful in other contexts, including expertise developed in child labour

programming, but they are not widely distributed.   Child-protection NGOs know how to work with children, but have less expertise in economic development; this is one area where engaging a broader network of actors can be productive.

The *OECD –DAC Guidelines for a Development Cooperation Lens on Terrorism Prevention* call for "*greater attention in donor programming to young people's job opportunities and education to prevent the emergence of fragile, disenfranchised youth.*" The Guidelines also highlight the need to "*deepen analysis of the social changes brought about by development and the multiple causes of disaffection and exclusion among the young.*" [xviii] Implementing this approach to anti-terrorism would be helpful for young people and for local economies.

One economic activity that needs to be stopped as part of prevention is the trade in small arms. While Resolution 1612 and earlier resolutions have strong commitments about this, little has actually been done. This is one area where targeted sanctions could be useful, as well as preventive programs, to send a strong message that the international community will not tolerate supplying arms to forces that violate children. It is noted that several members of the Security Council are among the largest arms-traders, which leads to skepticism about their level of commitment to this. Stronger implementation of provisions relating to the trade in small arms would help to counter skepticism and demonstrate the strong political resolve expressed in Resolution 1612 to do whatever is necessary to end egregious violations of the rights of children.

Social Integration

A common response to the focus on "reintegration" is evidence that many young people involved in armed conflict were not integrated into the society before the conflict. Strategies for the social integration of marginalized youth are identified as important preventive strategies in youth crime prevention as well as prevention of armed conflict.

Youth groups have been effective in helping adolescents develop their identities and skills to make choices and negotiate their way in society, but resources for such programming do not match the population of young people in most countries. Youth clubs can become too dependent on

donor support and collapse when projects end. Creative and realistic approaches to funding are needed for long-term sustainable development of youth clubs.

Cultural and religious identity is a key push/pull factor for engagement in all forms of political violence and needs more attention for prevention. Peer groups have demonstrated effectiveness in helping children develop their own cultural identity and embrace marginalized youth. Cultural empowerment through dance, song, and drama has demonstrated impact for social cohesion and building confidence of individual young people. Sports programs, youth radio programs, and youth parliaments have all shown positive impacts for inclusion of marginalized young people, but they need to be part of on-going engagement to sustain social cohesion. Positive role models and relationships between adults and young people who may not experience such relationships at home play a role, along with changing media portrayals that glorify the role of armed actors.

Small programs and pilot projects are providing good models for social integration and empowerment of young people, but they are often too small and diffuse to have preventive impact. Scaling up and replication of successful approaches are needed strategies to maximize the preventive impact.

Education is an important component of preventive strategies; more attention is needed to the nature of education programming. Progress has been made toward the inclusion of education as an essential component of humanitarian assistance, but more attention is required to the nature and quality of education offered in conflict and pre-conflict contexts to ensure that it contributes to social integration and peace. Militarization of education is an issue in some contexts, indoctrination in ideologies of one side of a conflict in others, and outdated curricula in many more. Access to education gets attention; the quality and nature of education are as important for prevention.

Discussion led to some general suggestions for policies and programmes in structural prevention.

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Proposals for Action:
1. Use social age analysis in program development

Wherever the under-18 population is a significant portion of the population, a social age analysis is warranted as part of policy and program development. The demographic reality of large adolescent groups in the population of many countries is frequently overlooked in development plans and program design. In other cases it is important to shift the approach from seeing young people, especially males, as a security threat, to approaching girls and boys as contributors to development of a country.

Young people are critically important actors in building social cohesion and preventing conflict. The benefits of participatory approaches with young people are well documented, but they are often missing in development plans.

Using age and gender data from demographic information, social age analysis adds information from the context to give social meaning to different ages and stages in the development of girls and boys within a culture. Information about relationships between generations, e.g. generational divisions of labor and marriage practices, also enriches chronological age date to inform the development of strategies that are more likely to have a preventive impact.[xix]

2. Focus on adolescents in programming frameworks

A review of policy frameworks that guide the allocation of resources for peace and security programming found that most do not include a specific focus on adolescents or children. Examples are: OECD-DAC guidelines used by development agencies, such as Guidelines for Helping Prevent Violent Conflict and Guidelines for Development in Fragile States; development agency programming frameworks for governance programming and democratization; and national development plans. A stronger focus on young people would increase their impact for both conflict prevention and prevention of harm to children.

3. Give priority to national mechanisms for children's rights

From the perspective of prevention, children's rights are not a peripheral matter; nor can they be left to UNICEF and NGOs to address. There is a big gap at the moment between the mechanisms under Resolution 1612 and the mechanisms under the UN Committee on the Rights of the Child. The latter process is a once-in-five-year review of a country's record before the UN Committee on the Rights of the Child, resulting in concluding observations that a country may or may not implement. It is a toothless system. National mechanisms to implement and monitor action plans based on children's rights are the only current tool that can fill the gap.

It should not be necessary to wait until the violations are so egregious that the situation falls under Resolution 1612 before action is taken. Strengthening national mechanisms for children's rights, now often a low priority on development and good governance agendas, should be a higher priority. This would include legislation to protect children's rights, implementing agencies within the government, youth justice systems, and support for child rights advocacy. Donors, suggested one experienced practitioner, should insist on a few key child protection mechanisms within national governing agencies as essential to receive development funds; just signing conventions like the Convention on the Rights of the Child and the Optional Protocol on Children and Armed Conflict is not enough.

4. Establish complaints process for the Convention on the Rights of the Child

There is a move to establish a complaints process under the Convention on the Rights of the Child. This would allow children who have no recourse under national legislation to ask for review of their situation by the UN Committee on the Rights of the Child. Adoption of a complaints process, which is provided under other human rights conventions, would make a significant addition for protection of the rights of children.

5. Transfer knowledge from research to practice

Over the last five years, significant research has been done on issues relating to children and armed conflict and effective policy and program

responses. The knowledge gap identified in the original Machel report is being reduced through continuing research.

Application of research findings to subsequent strategies and programming remains a challenge. Evidence was presented of lessons learned and documented in earlier situations, such as Sierra Leone, for example, that are not being transferred and applied in subsequent situations, such as the need for a separate focus on girls in DDR, participatory approaches to programming, and youth engagement in peace processes. While each context is different and requires careful analysis, there are also common research findings that should inform on-going practice in the field.

Research results need to be translated into practical programming tools because field staff in fragile situations do not have time to do that. Heavy demands and limited resources for many child-focused agencies working in fragile contexts require easy access to practical tools.

One suggestion is development of a web-based mechanism for sharing research findings, good practices, and practical tools for work in the field of children and armed conflict.

Country-Specific Strategies

For the goal of effective prevention, country-specific strategies will be central in the next phase of implementing Resolution 1612 and related policies and programs.

In countries with MRM taskforces, communication strategies and in-country response strategies need to be based on strategic analysis of the context. These are best developed in partnership with local child protection networks. They need to be promptly and persistently implemented, with a focus on longer-term sustainability. At the same time, country development policies, poverty reduction strategies, international aid programs, good governance strategies, and country-focused bilateral relations need to include a specific focus on young people, in order to have a stronger impact for conflict prevention and preventing harm to children.

In other countries, a stronger focus on young people in country development plans, national government capacity-building strategies, and bilateral and regional co-operation can contribute to conflict prevention and prevention of harm to children. Programming that provides positive options for young people and prevents engagement in political violence need to be a high priority, especially in countries where young people are a large percentage of the population.

At the Security Council level, active diplomacy is needed to incorporate strong child protection mandates in specific country resolutions, so child protection strategies become a high priority for integrated UN missions, considered mission-critical to senior UN officials at the country level. Bilateral diplomacy by UN member states with influence in specific countries is needed to encourage dialogue and follow-up on action plans and reports from the MRM. Persistent and strong political will is needed to follow through with targeted sanctions and other accountability measures for repeat violators. This is essential for the deterrent effect of Resolution 1612, as part more comprehensive preventive strategies.

For Canada specifically, there are several country-specific options that relate to current international policy priorities. Canada could influence a strategic approach to preventive implementation of the MRM and Resolution 1612 in Afghanistan, as part of its integrated approach to engagement there. An integrated approach to preventive strategies for child protection in Haiti could be part of implementing new programmatic frameworks for fragile states, to which Canada has made a commitment. In Colombia, where Canada has made a strong commitment to child protection programming in its country development strategy, the focus may be complementing youth programming with a focus on how economic development strategies and trade relations can contribute to structural prevention of conflict and harm to children.

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Conclusion

A deliberate focus on prevention shifts priorities within existing plans for children and armed conflict and expands the scope of activity to incorporate a focus on children in other foreign policy and development programming. There is broad agreement on the need and value of doing so. While the suggestions in this report are specific enough to make the transition from preventive rhetoric to practice, they will become more refined as more evidence is gathered on the results of preventive approaches.

There is potential to build on progress made in child protection by employing more preventive strategies in the next decade of implementation. Success in doing so benefit children, and it will also have important implications for other areas of civilian protection and human security.

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Appendix I
Preventive Strategies for Children and Armed Conflict: Survey for Discussion Paper

Introduction

Prevention is a central goal for our work on Children and Armed Conflict, but sometimes reaction to worst cases consumes most of our attention. The Forum on Children and Armed Conflict is combining research and dialogue to focus attention on preventive strategies in the application of new international norms for child protection, including Security Council Resolution 1612. The goal is to develop policy and program options that enhance the preventive aspects of CAC work.

The focus will be on early prevention in conflict-prone contexts and prevention of relapse after reintegration, with continuation of preventive strategies during conflict. Prevention completes the circle of respect for the rights of children threatened by armed conflict. This year is a good time to promote practical options for including more preventive strategies in the CAC agenda.

More specific areas for exploration in a discussion paper and forum meeting include:

- youth awareness and participation as a preventive strategy
- preventive systems and structures, such as child protection networks
- early response to incidents, including less egregious violations
- expansion of appropriate mechanisms to all situations and all violations, as well as the priority countries on the Security Council agenda
- bridging the gap between CAC mechanisms and other child rights mechanisms.

Survey, Process, and Outcomes of Initiative
The survey is the first step in a process that will include:

- gathering input through initial survey of CAC Forum and partners
- discussion paper to clarify issues and explore options
- key informant interviews to deepen analysis
- forum meeting with international guests on March 7
- policy options paper for use in advocacy in both government circles and   NGO networks.

Contact Information

The sponsor of this Initiative is the Forum on Children and Armed Conflict, co-coordinated by Guillaume Landry, who is organizing the meeting in Montreal, g.landry@icbr.org.

The research team is lead by Kathy Vandergrift, kathy_Vandergrift@rogers.com. Research assistant is Lisa De Moor, who assisted the CAC Forum plan an earlier workshop on Resolution 1612, lisademoor@gmail.com.

Preventive Strategies for Children and Armed Conflict: Survey Questions

The following questions are a guide. Please provide any comments or suggestions you may have and ask your partners for input based on field experience as well. All respondents will receive copies of the discussion paper, with an opportunity for further input, and the final advocacy paper.

Please send your responses to **lisademoor@gmail.com** by **February 15.**

I. Youth Awareness and Community Participation:

Are youth and communities where you work aware of international child protection norms?   What are barriers to community awareness? What useful steps could we propose at the international level to increase awareness?

II. Support for Good Practices in Prevention and Early Warning

How can youth be engaged in conflict prevention and early warning systems? What could be done to support and expand good practices in preventing violations of the rights of children before, during, or after armed conflict?

III. Local and National Structures

What kind of structure is effective to promote prevention? Do you have experience and/or comments about the option of national child protection networks? A few conflict countries now have monitoring systems for six egregious violations of the rights of children. Do you think this approach could be adapted to include prevention by broadening the scope and expanding to a wider range of countries? Other options?

IV. International Community and Preventive Strategies

What can diplomats, donors, and international NGOs do to strengthen the focus on prevention? What could the CAC Forum propose to ensure that preventive strategies are included in the implementation of Security Council Resolution 1612?

V.   Other comments and suggestions:

Appendix II
Preventive Strategies for Children and Armed Conflict:
Discussion Paper with Questions

> *"The best way to protect children from wars is to prevent conflict. The international community must shatter the political inertia that allows circumstances to escalate into armed conflict and destroy children's lives."*
> (Graca Machel, *The Impact of War on Children*, p. 182)

I. Introduction

In the last ten years, international norms and policy statements on child protection have become much stronger. This includes commitments to prevention. On February 12, 2008, the most recent Security Council Presidential Statement on Children and Armed Conflict included the following statement:

> *"The Security Council stresses, in this regard, the need to adopt a broad strategy of conflict prevention, which addresses the root causes of armed conflict in a comprehensive manner, in order to enhance the protection of children on a long-term basis, including by promoting sustainable development, poverty eradication, national reconciliation, good governance, democracy, rule of law, and respect for and protection of human rights."* (SPRST/2008/6)

Protection starts with prevention. Significant attention is being paid to the concept of the Responsibility to Protect. "*The Responsibility to Protect,*" states the report by that name, "*implies an accompanying Responsibility to Prevent.*" But "*there remains a gap between the rhetoric and financial and political support for prevention.*"

The goal of this initiative is to focus attention on preventive strategies for inclusion in international programs of action on Children and Armed Conflict. Specific proposals with measurable targets are needed to turn the rhetoric of prevention into policies and programs with genuine impact for children.

I. A. Meaning of Prevention

> *"States, international and regional organizations, NGOs, community leaders, the private sector and youth must address, in concrete terms, the underlying causes of conflict, including inequity, poverty, ineffective governance and impunity, which lead to the denial of children's economic,*

social, cultural, civil and political rights. We commit to integrating practical and comprehensive conflict prevention measures within humanitarian assistance and development agendas, including conflict prevention initiatives, mediation, child protection networks, early warning and response systems, alternatives for adolescents at risk, and the promotion of conflict resolution skills and education.
(*Agenda for Action,* adopted by 132 countries at the First International Conference for War-Affected Children, Winnipeg, September 2000)

One of the challenges for turning the principle of prevention into practice is clarity about what it means. Narrow approaches risk excluding essential elements and broad definitions become easy to dismiss as unachievable and therefore excluded from funding programs. For this initiative, the common conceptual framework of the Global Partnership for the Prevention of Armed Conflict (GPPAC) and the Responsibility to Protect report will be used. As stated by GPPAC, prevention includes **structural prevention** to address root causes and **operational prevention** by "*responding rapidly and effectively when tensions begin to escalate to prevent the emergence, spread, or recurrence of armed conflict.*"

The policy toolboxes for both structural and operational prevention include a range of legal, political, economic, and social measures, but differ in the time period for action. In the area of child protection, examples of areas for structural or root cause preventive strategies include:
- strengthening civil society networks;
- reducing unequal distribution of resources and opportunities;
- social inclusion of vulnerable groups;
- advancing respect for human rights;
- control of small arms and light weapons.

Example areas for operational or so-called direct prevention include:
- early warning mechanisms
- peace and conflict impact assessments
- dialogue, mediation, and conflict resolution
- use of incentives and targeted sanctions

I. B. Preventive Strategies, the Conflict Cycle, and Current CAC Work

In terms of the conflict cycle, the major focus for this initiative is prevention in conflict-prone contexts, with some attention to prevention of relapse after post-conflict reintegration and continuation of preventive strategies during conflict. This initiative follows an earlier one focusing on reintegration (policy paper available on request).

This initiative seeks to build on the significant progress that has been made in protecting the rights of children affected by armed conflicts and to complement existing strategies. For this reason, discussion will focus on:

a) preventive strategies within current mechanisms, especially the mechanisms established under Security Council Resolution 1612; and

b) complementary strategies, highlighting other provisions within Resolution 1612.

II. Strengthening the Focus on Prevention in Current Mechanisms

The Monitoring and Reporting Mechanism (MRM), mandated by Resolution 1612 and currently operating in 11 countries, has made significant progress in providing more reliable information for the Security Council to take action in response to serious violations in specific conflict situations. It works in conjunction with the use of public lists of forces that forcibly recruit children as child soldiers (Annexes I and II in SRSG reports), actions plans to stop such recruitment, and a Security Council Working Group to follow-up on reports. Together the mechanisms established by Resolution 1612 have helped to turn its protection policies into practice. Current challenges include more effective use of targeted sanctions for repeat violators to ensure that there are consequences for those listed who do not stop violating the rights of children.

Resolution 1612 names six violations:

- Killing and maiming of children;
- Recruiting or using child soldiers;
- Attacks against schools and hospitals;
- Rape or other grave sexual violence against children;
- Abduction of children; and
- Denial of humanitarian assistance.

The use of lists and action plans relate only to the forced recruitment of child soldiers.

The MRM is currently triggered by evidence of forced recruitment and therefore is established only in listed countries, in reaction to evidence of forced recruitment.

From the perspective of prevention, several areas within the current system have been identified for attention. These will be discussed in two sections: 1) actions at the local and national level, and 2) actions to be taken at the international level.

II.A. Strengthening Preventive Strategies at the Local and National Level

The original vision from a civil society perspective was a system for Monitoring, Reporting, and Response. (See 2006 CAC Forum Report entitled, *Resolution 1612: Making It Work for Children*.) **Early response** to reported incidents, as soon and as close to location as possible, was part of the goal, with the hope of preventing repeat violations or escalations in the seriousness of violations. Further attention is needed to this part of the monitoring system.

The tools needed for early response include: identifying local partners for a child protection network; building the capacity of local and national actors to respond where possible in risky contexts; and a menu of possible responses from which a strategy could be developed, based on careful analysis of the specific context. These preventive aspects of the system were identified for further attention in a workshop on the MRM hosted by UNICEF in Pretoria in 2007 and in a recent Watchlist report on the MRM.

Early response requires the possibility of programmatic assistance for children and communities suffering violations. As one person articulated, progress in reporting has not been matched with progress in programming. Additional resources for programmatic responses have not paralleled the investment of resources in monitoring and reporting. Evidence from the consolidated appeal process for humanitarian assistance in conflict countries suggests that child protection activities are not a priority in programming decisions and receive a very limited share of the resources allocated to respond to crises. One policy suggestion is designating a specific percentage of all programming funds for child protection activities, such as 2 to 5 % of all humanitarian assistance funds.

It has also been suggested that the nature of the data collected currently is more conducive for prosecuting violators that for use in designing programmatic responses. As well as focusing on individual violators and individual incidents, there is an equal need to analyze and address systemic conditions that make children vulnerable. Preventive approaches need to be more community-based and collective, including local governing and cultural authorities. Whether both can be achieved through the same reporting mechanism or whether resources require balancing between those objectives requires further attention.

While funding for the MRM itself has increased, funds have not flowed through to build sustainable local capacity to maintain monitoring after a UN team leaves and to develop local and national capacity to respond effectively and prevent further incidents. The balance between resourcing at the level of UN mission and local levels needs review, as well as increased resources for both reporting and programmatic responses.

Public awareness within conflict countries of the international norms and the mechanisms in place to implement them is another area that has been identified for further attention. Cultural context, religious beliefs, and community priorities need to be considered to develop effective communication strategies. Youth and the communities within which they function have been suggested as primary partners for broad-based communication activities as a preventive strategy. Regional multi-stakeholder conferences with youth present, similar to those hosted on Responsibility to Protect, have been suggested as another option.

Feed-back to local actors about reports filed under the mechanism, discussions at the Security Council, and actions taken, has also been named as important for prevention. Reasons for letting local actors know the outcome of reporting are to encourage continued reporting and prevent distorted perceptions as a result of "spin" by local commanders.

Security remains a major concern; it is often a barrier to participation by local and national NGOs who have limited security resources. Broad-based public awareness can reduce risk and increase community support for reporting activities. Child protection networks have proven useful to channel information from individual agencies without revealing identifying information and yet meeting the need for verification to have reliable information for Security

Council purposes. Broad-based preventive programming might include strengthening local accountability structures as an option.

Co-ordination between the various actors is still identified as a concern, in spite of the establishment of coordinating committees at both field and UN level. From a preventive perspective, integrated responses at the local and national level are more effective than isolated actions by single actors, and include the potential to scale up good practices.

Child Protection Networks have been identified as having a high preventive impact. Effective networks bring together a variety of local, national, or regional actors to develop and implement child protection strategies, providing benefits such as: sharing of information and good practices; coordinated early response activities; reducing the risks of reporting; and long-term sustainability through and between conflict cycles. Obstacles to forming networks are lack of awareness, level of priority given to child protection, security concerns, capacity constraints, and levels of resourcing.

In some cases networks establish links with local and national government agencies; in other cases security risks prevent that. Then alternative strategies are needed for longer-term rebuilding of local and national governing bodies that can protect the rights of children. This requires putting a higher priority on young people in current programming for good governance, democratization, and nation-building.

Opening questions for discussion:
- What steps can be taken to strengthen the preventive dimensions of existing mechanisms under Resolution 1612?
- What is needed to address the resourcing gap for awareness, capacity-building and program responses at the local and national level?
- What can civil society actors do to increase the focus on preventive aspects?

II. B.   Improving Preventive Aspects at the International Level
Expanding the Monitoring and Reporting System to give more attention to all six violations and applying it in more situations, beyond those already on the Security Council agenda, is one area of current discussion. An important rationale for such a move is the universality of children's rights and the benefit of equitable treatment of children facing similar circumstances in different places.

Cautionary voices highlight the need to make sure the system works well before expansion and a fear that those who are less supportive of international action on child protection may withdraw support. Other voices argue that a more broadly based system has potential to increase the level of political support. Expansion of the monitoring mechanism requires careful consideration and clarity of purpose and objectives to prevent undermining current efforts and progress.

Effective deterrence through clear consequences for violators, such as the effective application of targeted sanctions, is another area of concern, along with more effective dissemination of information about such actions. A current concern is that failure by the Security Council to take action on high profile reports, such as Sri Lanka, may undermine the deterrent effect of the current approach. The fact that there are repeat offenders who are listed each year, do not stop violations, and do not seem to suffer consequences will undermine the deterrent effect of public exposure. Deterrence can be effective prevention, but further attention is also needed to the local conditions needed for effective deterrence.

Through a preventive lens, deterrence through punishment for egregious violations only works under two conditions: that appropriate consequences follow violations in a timely fashion; and that consequences are reported to affected populations, particularly young people, as protection of their rights, preventing "spin" and misunderstandings that can increase instead of prevent causes of conflict.

Effective accountability may require consequences that are immediate actions within the zone of conflict, as well as high-level consequences, such as referral to the ICC, which take years to conclude. A menu of immediate consequences that would be felt and seen in direct relation to the offenses might strengthen the preventive impact of current mechanisms. Political willingness to take such actions would require raising the priority of child protection from a marginal concern of integrated missions to being considered as essential for achieving mission objectives.

Greater stigmatization of violators is suggested as an area for attention by civil society actors. This is happening in international child pornography. Increased media exposure of indicted recruiters and rapists are cited as examples.

Deliberate, targeted media campaigning might be effective for some of the other violations as well.

Opening Questions for Discussion:

- What are the advantages and disadvantages of extending the scope of monitoring and reporting mechanisms and applying them in more situations?
- What are the obstacles and what are necessary conditions for deterrent effect?
- What international actions can best support preventive impacts of Resolution 1612?
- What might be a focal point for international civil society mobilization?

III. Adding Complementary Preventive Strategies to Current Strategies

Security Council Resolution 1612 and the earlier resolutions on Children and Armed Conflict called for other preventive strategies that require more attention in the "era of implementation." This initiative is grouping these under two categories:

- Structures and Tools for Pre-conflict Action (operational prevention); and
- Political, Economic, and Social Opportunities (structural prevention).

The latter is growing in importance to address blurred lines between: criminal and gang activities; other forms of political violence, such as terrorist acts; and armed conflict involving youth.

III. A. Structures and Tools for Pre-Conflict Preventive Actions

> *"To be of any use, early warning must be linked to early action – and early action is inextricably tied to political will."* Graca Machel

Young people can be active agents in strategies to promote non-violent, early resolution of local conflicts that might lead to violence. Community desire to protect its children can also be a motivating force for taking preventive measures in contexts of growing instability. Diplomatic interventions can also help to mediate political tensions and resolve conflicts in early stages without violence.

Awareness of effective strategies, networks to facilitate action, international diplomatic support for such initiatives, and resourcing are all areas for further attention.

Early Warning Systems have received more attention in the last decade. UNICEF has developed a child-centered early warning capacity for emergency response, e.g. famine and natural disaster. The UN Department of Political Affairs is increasing its capacity to quickly deploy appropriate, trained conflict mediators to "hot spots." The Peacebuilding Commission is focused on preventing return to conflict.

There is political resistance to formal early warning systems for conflict because countries do not want to be put on lists that indicate potential breakdown. While some research has been done on reliable and measurable indicators, there is not yet a consensus on the relative weight to be given to various factors or which are "trigger" factors. More attention is also needed to appropriate rapid responses to "trigger" conditions, if situations are going to be named on lists.

More participation by youth and attention to their issues in early warning initiatives may serve the dual purposes of preventing the impacts of conflict on children and improving the content of early warning reports. Two areas for further attention are:
  a. the degree of attention given to children and youth in indicators and analysis; and
  b. the response component, including participation by young people at risk.

Despite progress in identifying situations as "early warning," the political will to undertake preventive action through concrete response measures is still weak. Bilateral and multilateral diplomacy can be effective to resolve political disputes and prevent resort to violence; it needs to become a priority on diplomatic agendas.

For the humanitarian community, one suggestion is identification of a number of the push and pull factors that are catalysts for engagement of youth in armed conflict, tracking their incidence in identified countries, and developing early and rapid responses to them to prevent escalation of violence. This would require a pool of funds available for such purposes.

Training and Risk Reduction Community Planning

Some NGOs have incorporated programmatic elements to help communities prepare for the possibility of an outbreak of political violence, including making children aware of safe places and coping strategies. Many communities and agencies lack time and human resources to include this in their programs.

Sharing tools for youth-focused peace and conflict analysis and tools for effective responses to early-warning indicators could increase capacity for preventive action.

One suggestion is a website or other central depot for sharing of practical resources developed for children and armed conflict.

Dialogue, Conflict Resolution, Mediation, and Exempting Youth

There are some positive examples of direct engagement by NGOs and community leaders with non-state armed groups to prevent the involvement of children in their actions and strategies. Local actors, community leaders, and religious leaders are especially important for engagement with groups engaged in political violence, such as groups who engage in terrorism. Governments and UN agencies often lack credibility with such groups. There are also examples of civil society engagement with local and national governing authorities who abuse or threaten the safety of children to end such practices. In cases where security risks are too high for direct engagement, analysis and identification of regional or international points of influence can be used to develop prevention strategies.

Thorough contextual analysis, well-developed strategies, and co-ordination through a network of diverse actors seem to be keys to success. Too often the central locus for such activity is dependent on the personality of leaders, whether they be UN country agents, national political figures, or civil society actors.

Political struggles are increasingly won on strategic factors rather than military victories. More attention is needed to increase the strategic value of protecting children and exempting young people from active participation in political violence of all kinds, and to increase the strategic damage of involving young people.   This may involve the careful use of media exposure, identification and use of points of influence, and active diplomacy focused on child protection.

Governments who are part of the Friends of Children and Armed Conflict have used their diplomatic influence to support reactive measures under Resolution 1612. Consideration might be given to testing deliberate strategies to use

diplomatic influence for prevention in countries that are not high priorities on the Security Council agenda. Regional, inter-governmental organizations might also be asked to take a stronger role in this area.

Opening Questions for Discussion:
- What strategies could increase attention to young people in early warning analyses and responses?
- What are obstacles to risk reduction initiatives and what kind of support is needed?
- How can political will for preventive diplomacy be developed?

III. B. Political, Economic, and Social Opportunities for Boys and Girls

> "*All people need to feel that they have a fair share in decision-making, equal access to resources, the ability to participate fully in civil and political society, and the freedom to affirm their own identities and fully express their aspirations.*" Graca Machel, *The Impact of War on Children)*

The last decade has reinforced the importance of multidimensional strategies, with active participation by boys and girls in their development and implementation. In addition to pressure on those who forcibly recruit children to stop doing so, more attention is needed to the push and pull factors that either provide positive life options for young people within their communities or increase their vulnerability and alienation, making them easy targets for engagement in political violence and armed conflict. An emerging focus is the importance of appropriate avenues for adolescents to voice their political views, including dissent, and be part of the political development of their communities and nations.

A renewed focus on the political, economic, and social empowerment of young people is timely for the next decade of work on Children and Armed Conflict. While important, the Millenium Development Goals alone are not adequate as a framework for effective preventive strategies for young people.

III.B. 1   Political Voice and Participation

The growing emphasis on good governance, democratization, and security sector reform needs to include a stronger focus on young people, particularly in countries where persons under age 18 are a significant portion of the population. The early focus on electoral reform and institution building may exclude young people at a critical juncture in their development of citizenship skills.   At the same time, research indicates that lack of opportunity to voice political dissent and repression of civil and political rights are important factors that contribute to young people becoming targets for exploitation by leaders of radical groups inciting political violence. While civil society groups hold a variety of views about the use of development paradigms based on failed or fragile states, there likely is enough consensus to promote a stronger focus on avenues for young people to actively participate in the political development of their communities and countries.

While respect for human rights in general is acknowledged in the frameworks for programming in the governance sector, rarely is attention paid to mechanisms to implement the Convention on the Rights of the Child, even though between 40 and 50% of the populations in programming countries are under the age of 18.

Opening Questions for Discussion
* What specific steps could be taken to increase the focus on adolescents and the participation of young people in development of "good governance?"

III. B. 2. Economic Livelihoods and Young People in Economic Development

The importance of alternative livelihoods for young people has been highlighted in numerous reports on Children and Armed Conflict, but it remains under-resourced in the short term and poorly integrated into longer term Poverty Reduction Strategies that drive the development agenda for donors and recipients of international assistance. The World Bank Report on Youth and Development 2007 draws attention to the value of investing in young people to develop emerging economies.

Meanwhile, evidence suggests that poor job prospects when adolescents leave school is another important factor in creating discontent that can be exploited by forces who wish to destabilize communities. The *OECD – DAC Guidelines for a Development Cooperation Lens on Terrorism Prevention* call for "*greater attention in donor programming to young people's job opportunities and education to prevent the emergence of fragile, disenfranchised youth.*" The Guidelines also highlight the need to "*deepen analysis of the social changes brought about by development and the multiple causes of disaffection and exclusion among the young.*" The advantages and disadvantages of using this as strategic leverage to convince donors to invest more in this area of programming require further discussion.

Opening Question for Discussion

- What specific proposals could we make to increase the focus on economic livelihoods for adolescent boys and girls in less stable contexts and investing in young persons in economic development plans?

III. B. 3. Social Integration

A common response to the focus on "reintegration" is evidence that many young people involved in armed conflict were never integrated into the society before the conflict. Greater attention to strategies for the social integration of marginalized youth and youth from minority groups are identified as important preventive strategies in youth crime prevention as well as prevention of armed conflict. Youth groups have been effective in helping adolescents develop their identities and skills to make choices and negotiate their way in society, but resources for such programming do not match the population of young people in most countries.

Education is sometimes suggested as a panacea for prevention and youth integration. Progress has been made toward the inclusion of education as an essential component of humanitarian assistance, but more attention is required to the nature and quality of education offered in conflict and pre-conflict contexts to ensure that it contributes to peace.

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Opening Question for Discussion:

What are obstacles to social integration and what international action could be taken to support an increased focus on the inclusion of marginalized boys and girls within national development plans?

Appendix III: List of experts who contributed through interviews

Jo Becker, Child Rights Advocate, Human Rights Watch

Rachel Brett, Quaker UN Office in Geneva, author of two books on child soldiers

Dr. Ken Bush, Professor, Peace and Conflict Studies, St. Paul University

Jean Devlin and Heather McBride, CIDA, Peace and Conflict Program

Ken Epps, Director of Small Arms Program, Project Ploughshares

Victoria Forbes, Director of the Coalition to Stop the Use of Child Soldiers

Henrik Haggstrom, Director of Knowledge Networks, Save the Children Alliance

Judith Lavoie, Senior Child Protection Advisor, MONUC

Jane Lowicki-Zucca, Consultant on participatory approaches with young people

Honourable Alan Rock, former Ambassador from Canada to the UN

Sarah Spencer, Watchlist on Children and Armed Conflict

Dr. Mike Wessels, Senior Child Protection Advisor, Christian Children's Fund

Participants in Consultation on Preventive Strategies for CAC

Jennifer Adams, Program Officer, Plan Canada

Victor Amisi Sulubika, Executive Director, Vision GRAM-International

Mark Canavera, Child Protection Program Manager, SAVE Cote d'Ivoire

Brendan Cavanaugh, Secretary General, Terre des Hommes

Linda Dale, Director, Children as Peacebuilders

Lisa DeMoor, Student Carleton University, Research Assistant for Project

Nadine Grant, Director of Knowledge Management, SAVE Canada

Andy Knight, Executive Director, Global Center for Responsibility to Protect

Lindsay Jones, Student, McGill University

Guillaume Landry, Program Manager, International Bureau for Children's Rights

Corey Levine, Senior Protection Officer, Procap

Margaret Lubin, Child Protection Sector Manager, SAVE Haiti

Heather McBride, Peace and Security Directorate, CIDA

Carleen McGuinty, Policy Officer, World Vision Canada

Paul Mikov, UN Liason, New York Office, World Vision International

Godlove Ntaw, Consultant on Haiti Project, Peacebuild

Geoffrey Oyat, Child Protection Team Leader, SAVE Sri Lanka, former SAVE Uganda

Kristine Peduto, Consultant on Child Protection

Stephane Pichette, Programme Manager for MRM, UNICEF Headquarters

Nadia Pollaert, General Director, International Bureau for Children's Rights

Christina Prefontaine, Acting Deputy Director, Conflict Prevention, Human Security, and Peacebuilding Unit, Department of Foreign Affairs and International Trade

Louis Saint-Arnaud, First Secretary, Permanent Mission of Canada to the UN

Rachel Schmidt, Director of Communications, FOCAL

Jan Stewart, Director, Institute for War-affected Children, University of Winnipeg

Emmanuelle Tremblay, Colombia Program Officer, CIDA

Kathy Vandergrift, Consultant, Lead Researcher for Preventive Strategies Project

Beth Verhey, Chief, Machel +10 Strategic Review

Letha Victor, Research Officer, Lui Institute for Global Issues, University of Victoria

Marcia Waldon, Conflict Prevention Group Coordinator, Peacebuild

Appendix IV: Summary Chart of Developments in the Implementation of the MRM

This chart provides a summary of 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	------	------	------	------
Cote 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	------	------

(Source: Watchlist on Children and Armed Conflict. *Getting it Done and Doing it Right: A Global Study of the United Nations-led Monitoring and Reporting Mechanism on Children and Armed Conflict,* January 2008, Appendix 4)

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Appendix V: Reports of the Secretary General on Children and Armed Conflict

Report	Submitted on:	Reference Number:	Countries where parties to armed conflict are using children	
			Annex 1	Annex 2
4th	November 10, 2003	A/58/546 – S/2003/1053	Afghanistan Burundi Cote d'Ivoire DRC Liberia Somalia	Chechnya Colombia Myanmar Nepal Northern Ireland Philippines Sri Lanka Sudan Uganda
5th	February 9, 2005	A/59/695 – S/2005/72	Burundi Cote d'Ivoire DRC Somalia Sudan	Colombia Myanmar Nepal Philippines Sri Lanka Uganda
6th	October 26, 2006	A/61/529 – S/2006/826	Burundi Cote d'Ivoire DRC Myanmar Somalia Sudan	Chad Colombia Nepal Philippines Sri Lanka Uganda
7th	December 21, 2007	A/62/609 - S/2007/757	Afghanistan Burundi Central African Republic DRC Myanmar Nepal Somalia Sudan	Chad Colombia Philippines Sri Lanka Uganda

(Adopted from: Watchlist on Children and Armed Conflict. *Getting it Done and Doing it Right: A Global Study of the United Nations-led Monitoring and Reporting Mechanism on Children and Armed Conflict,* January 2008.)

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Appendix VI: List of Response Strategies from Security Council Working Group Toolkit

- Technical Assistance via UN agencies
- Appeals to donors
- Demarches to governments
- Public Statements
- Security Council meetings with parties concerning reports
- Security Council field trips to engage with parties
- Strengthen child protection components in country specific resolutions and mandates
- Targeted measures, e.g. travel bans, arms embargoes, freezing assets, exclusion from international meetings and governance bodies
- Encourage existing sanctions committees to impose measures on violators
- Bring information to the attention of the ICC and other judicial bodies

Endnotes

[i] International Commission on Intervention and State Sovereignty. *The Responsibility to Protect.* Ottawa: International Development Research Center, 2001, 19-27.

[ii] Global Partnership for the Prevention of Armed Conflict. *People Building Peace: A Global Action Agenda for the Prevention of Violent Conflict, 3.*

[iii] Special Representative of the Secretary-General for Children and Armed Conflict and UNICEF. *Monitoring and Reporting Grave Child Rights Violations: Report on the Second Annual Global Workshop on Monitoring and Reporting*, Pretoria, South Africa, 24-26 April 2007. New York: United Nations, 2007. Watchlist on Children and Armed Conflict. *Getting It Done and Doing It Right: A Global Study on the United Nations-led Monitoring and Reporting Mechanism on Children and Armed Conflict*. January 2008.

[iv] Isobel McConnan and Sarah Uppard. *Children: Not Soldiers: Guidelines for Working with Child Soldiers and Children Associated with Fighting Forces*. London: Save the Children, 2001, 43-55.

[v] From interviews conducted for this initiative with youth leaders in Uganda and Colombia.

[vi] For more detailed analysis of cultural factors, see McCallin, Margaret. *The Prevention of Under-Age Military Recruitment: A Review of Local and Community-Based Concerns and Initiatives*. London: International Save the Children Alliance, 2006.

[vii] From interviews conducted for this initiative with youth leaders in Uganda and Colombia.

[iv.]Ibid. See also Watchlist on Children and Armed Conflict and Coalition to Stop the Use of Child Soldiers. *The Security Council and Children and Armed Conflict: Next Steps towards Ending Violations Against Children.* January 2008.

[ix] An international agreement, entitled *The Paris principles and guidelines on children associated with armed forces or armed groups*, was adopted by over 70 member states of the UN at a conference in Paris in February, 2007. Along with the principles, countries made commitments to support their implementation, entitled Paris Commitments to Protect Children from Unlawful Recruitment or Use by Armed Forces. Article 1.8 of the principles document includes a focus on prevention for sustainable solutions; the commitments, however, are less specific. Follow-up meetings on the commitments could consider preventive strategies in the allocation of resources for implementation of the principles.

[x] O'Callaghan, Sorcha and Sara Pantuliano. *Protective Action: Incorporating Civilian Protection into Humanitarian Reponse*. London: Overseas Development Institute, 2007

[xi] Coalition to Stop the Use of Child Soldiers*. International Forum on Armed Groups and the Involvement of Children in Armed Conflict: Summary of Themes and Discussions*. London: Coalition to Stop the Use of Child Soldiers, August 2007.

[xii] Thania Paffenholz and Dunja Brede. "Lessons Learned from the German Anti-Terrorism Package." Eschborn: Deutches Gesellschaft fur Technische Zusammenarbeit, 2004. Available at www.gtz.de/de/dokumente/en-atp.pdf. See also Alan Krueger. *What Makes a Terrorist: Economics and the Roots of Terrorism*. Princeton: Princeton University Press, 2007, 11-35.

[xiii] Kenneth Bush*. A Measure of Peace: Peace and Conflict Impact Assessment of Development Projects in Conflict Zones*. Working Paper I. Ottawa: International Development Research Centre, 1998.

[xiv] Women's Commission for Refugee Women and Children. *Youth Speak Out: New Voices on the Protection and Participation of Young People Affected by Armed Conflict*. New York: Women's Commission for Refugee Women and Children, January, 2005. See also United Nations Development Project. *Youth and Violent Conflict: Society and Development in Crisis? A Strategic Review with a special focus on West Africa.* Bureau for Crisis Prevention and Recovery, April 2005. Similar themes can be found in reports on specific situations developed by the Forum on Children and Armed Conflict that include input from youth. See recent reports on Colombia, Uganda, and Haiti on the website of Peacebuild Canada at www.peacebuild.ca.

[xv]United Nations Development Project. Youth and Violent Conflict: Society and Development in Crisis? A Strategic Review with a special focus on West Africa. Bureau for Crisis Prevention and Recovery, April 2005.

[xvi] World Bank. *World Development Report 2007: Development and the Next Generation*. Available at www.worldbank.org/AR3D4LOE40. September, 2006.

xvii International Labour Organisation (ILO)/United Nations Conference on Trade and Development (UNCTAD) Advisory Group. The Minimum Income for School Attendance (MISA) Initiative: Achieving International Development Goals in African Least Developed Countries. Geneva: United Nations, 2001.

xviii OECD-DAC, *Guidelines for a Development Cooperation Lens on Terrorism Prevention: Key Points for Action.* OECD/N92-64-01908-1, 2003.

xix Christina Clark. *Towards a Working Definition and Application of Social Age in International Studies*. Paper submitted for publication.