



# IMPLEMENTATION GUIDANCE FOR THE **VANCOUVER PRINCIPLES**

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Aussi disponible en français sous le titre: *Lignes directrices de mise en œuvre des Principes de Vancouver*

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# Message from Canada's Minister of National Defence

In 2017, Canada was proud to launch the *Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers*. Although the recruitment and use of children by armed forces and armed groups is explicitly prohibited under international law, it nevertheless remains a persistent and deeply troubling trend, affecting tens of thousands of children, both girls and boys, worldwide.

More than half of current United Nations peacekeeping operations are taking place in countries where child soldiers are actively employed. The Vancouver Principles were designed to bring attention to the important role of United Nations peacekeeping operations – and of military, police, and civilian peacekeepers – in confronting and ending child recruitment and use.

More than 85 countries have endorsed the Vancouver Principles since they were launched. While this is a tremendous success, political endorsement alone does not ensure change. This document focuses on the critical question of *implementation*, and is a unique contribution to the global conversation on child protection.

While Canada was eager to lead the development of this guidance, the process was only made possible by the meaningful engagement of experts and stakeholders from across the international community. I would like to sincerely thank all the organizations and Member States that contributed to the development of this document.

A special thanks to Lieutenant-General (ret) The Honourable Roméo A. Dallaire for his steadfast leadership on this issue. His work has provided us with a strong foundation to build upon with the Vancouver Principles.



We hope that this guidance will serve as a practical and valuable resource for those who work to protect children from armed conflict around the world. This should be considered a living document that enables us to collectively continue to identify best practices and improve our approach in operationalizing the Vancouver Principles.

Eradicating the recruitment and use of children by armed forces and armed groups will reduce conflict. Through our collective and concerted efforts, we can and will make a difference.

A handwritten signature in blue ink, which appears to read "Harjit S. Sajjan".

The Honourable Harjit S. Sajjan,  
PC, OMM, MSM, CD, MP  
Minister of National Defence

# Message from Canada's Minister of Foreign Affairs

One of Canada's priorities when we hosted the 2017 United Nations Peacekeeping Defence Ministerial conference in Vancouver was to help change the *how* of peacekeeping – to contribute to making it more effective. Fundamentally, the Vancouver Principles were created to do just that, while protecting children in the process.

As Canadian Lieutenant-General (ret) The Honourable Roméo A. Dallaire, former United Nations force commander in Rwanda, has said, “By preventing the recruitment and use of child soldiers, we are stopping today's children from becoming tomorrow's weapons of war.”

The recruitment and use of girls and boys in war and conflict is still prevalent today. Peacekeepers, and the national militaries and police that deploy them, therefore have a critical role to play in addressing grave violations against children in armed conflict. This includes preventing their recruitment and use. Such prevention contributes directly to the achievement of peace and security, while protecting the human rights of each girl or boy in question.



Canada's commitment to ending the use of girls and boys in hostilities is not new, and it is our hope that this publication will contribute to our collective peace and security by serving as a road map for countries to implement the Vancouver Principles according to their own circumstances. If in the end, peacekeepers are better prepared, and children better protected, then we will have succeeded.

A handwritten signature in blue ink, which appears to be 'C. Freeland', written in a cursive style.

The Honourable Chrystia Freeland, PC, MP  
Minister of Foreign Affairs

# INTRODUCTION

Launched on 15 November 2017, the *Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers* (known as the Vancouver Principles) are a set of **political commitments** aimed at preventing and addressing the recruitment and use of children by armed forces and armed groups during United Nations (UN) peacekeeping operations. By endorsing the Vancouver Principles, Member States acknowledge the unique and far-reaching challenges posed by child soldiers, and commit to prioritizing the prevention of the recruitment and use of child soldiers in the context of UN peacekeeping operations and to helping ensure that all peacekeepers – military, police, and civilian – are prepared and directed to take appropriate action.<sup>1</sup> The Vancouver Principles are motivated by the conviction that preventing the recruitment and use of child soldiers is not a peripheral issue to UN peacekeeping, but rather, is critical to achieving overall mission success and to setting the conditions for lasting peace and security.

The Vancouver Principles contain 17 distinct commitments that, taken together, aim to empower Member States to undertake early, effective, and coordinated action to prevent the recruitment and use of child soldiers. Principle 17 calls for the development of further operational guidance to support the transformation of these high-level political commitments into **concrete actions by Member States**. This document is a contribution to the fulfillment of that Principle. This guidance is not binding, but is meant to serve as a **practical resource** to support Member States as they develop their own national implementation plans.

## UNDERSTANDING THE CHALLENGE

Adopted by the UN Security Council in 1999, UN Security Council resolution (UNSCR) 1261 was the first resolution on children and armed conflict (CAAC). The resolution firmly placed the issue of children affected by war on the Council's agenda, and strongly condemned the targeting of children in situations of armed conflict. It also called for full and unhindered access of humanitarian personnel and the delivery of humanitarian assistance to all children affected by armed conflict. Subsequently, in a 2005 report to the UN Security Council, the then UN Secretary-General formally identified the “six grave violations” against children during armed conflict.<sup>2</sup>

- 1 While it is acknowledged that experts express varied opinions on the term ‘child soldier,’ it is used throughout this text in line with the definition outlined on page 7 of this implementation guidance.
- 2 See UN General Assembly, Report of the Secretary-General 59/695, Children and Armed Conflict, A/59/695–S/2005/72 (9 February 2005), <https://undocs.org/fr/A/59/695>.

These violations include:

- 1) Killing or maiming of children;
- 2) **Recruiting or using child soldiers;**
- 3) Attacks against schools or hospitals;
- 4) Rape or other grave sexual violence against children;
- 5) Abduction of children; and,
- 6) Denial of humanitarian access for children.

These violations can amount to war crimes or crimes against humanity. Tragically, such violations against children not only persist, but also continue to increase at an alarming rate.<sup>3</sup>

**In particular, children continue to be recruited and used by armed forces and armed groups by over 50 non-state actors and 7 government security forces around the world.**<sup>4</sup> In fact, tens of thousands of children – both girls and boys – are used by armed forces and armed groups in a variety of roles, including as fighters, cooks, porters, messengers, spies, and/or for sexual purposes.<sup>5</sup>

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In 2016, the UN estimated that as many as 40% of child soldiers are girls.<sup>6</sup> **Both girls and boys** are employed in a variety of roles: in active combat, in support roles, and/or for sexual purposes.

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Child soldiers are often exposed to horrific violence: they are both witnesses to and perpetrators of violence, while themselves being abused, exploited, injured, or even killed. Short of death, these children can suffer severe physical, psychological, and emotional injuries. They can be torn from family and friends, barred from educational and other development opportunities, stigmatized or rejected by their community and peers, and denied their fundamental needs and basic human rights.<sup>7</sup> Furthermore, the complex dynamics of child recruitment are often **gender- and context-specific**.

Beyond the enduring, tragic, and even fatal consequences for children, the recruitment and use of child soldiers also has **severe consequences for the nature of conflict itself, as well as for the peacekeepers deployed to UN peacekeeping operations**. In fact, when child soldiers are present, conflicts are typically more difficult to resolve.<sup>8</sup>

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3 UN General Assembly, Report of the Secretary-General 72/865, Children and Armed Conflict, A/72/865-S/2018/465 (16 May 2018), 38-41, <https://undocs.org/s/2018/465>.

4 UN General Assembly, Report of the Secretary-General 72/865, Children and Armed Conflict, A/72/865-S/2018/465 (16 May 2018), 38-41.

5 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, "Child Recruitment and Use," accessed 11 March 2019, <https://childrenandarmedconflict.un.org/six-grave-violations/child-soldiers/>.

6 UN General Assembly, Report of the Secretary-General for Children and Armed Conflict 34/44, Annual Report of the Special Representative of the Secretary-General for Children and Armed Conflict, A/HRC/34/44 (22 December 2016), 5, <https://undocs.org/A/HRC/34/44>.

7 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, "Child Recruitment and Use."

8 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, Press Release SC/6536, "Security Council Considers Involvement of Children in Armed Conflict: Action to Ease Suffering is Urged" (29 June 1998), <https://childrenandarmedconflict.un.org/29jun98/>.

For peacekeepers, the presence of children in armed forces and armed groups presents immediate and complex tactical and operational challenges. The psychological effects of encountering child soldiers can be severe, multi-faceted, and protracted, affecting peacekeepers long after they have returned home from their deployment.

### EXISTING LAW AND POLITICAL GUIDANCE

Over the last several decades, international humanitarian law (IHL) and international human rights law (IHRL) have evolved to better protect children from recruitment and use by armed forces and armed groups. These legal instruments include, but are not limited to, the Geneva Conventions (1949), Additional Protocols I and II to

the Geneva Conventions (1977), the Convention on the Rights of the Child (1989), the Worst Forms of Child Labour Convention (1999), and the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (2000). Beyond these international instruments, regional human rights instruments have also evolved, including the African Charter on the Rights and Welfare of Children (1990) and the Covenant on the Rights of the Child in Islam (2005).

These aforementioned laws and instruments have been buttressed by a series of UNSCRs that underscore child protection as a priority for international peace and security. The protection of children has also been included in the mandates of several peacekeeping operations since 2001.<sup>9</sup>

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UN Security Council resolutions regarding the protection of children affected by armed conflict include the following:

- UNSCR 1261, The Children and Armed Conflict, S/RES/1261 (30 August 1999);
- UNSCR 1314, The Children and Armed Conflict, S/RES/1314 (11 August 2000);
- UNSCR 1379, Children and Armed Conflict, S/RES/1379 (20 November 2001);
- UNSCR 1460, Children and Armed Conflict, S/RES/1460 (30 January 2003);
- UNSCR 1539, Children and Armed Conflict, S/RES/1539 (22 April 2004);
- UNSCR 1612, Children and Armed Conflict, S/RES/1612 (26 July 2005);
- UNSCR 1882, Children and Armed Conflict, S/RES/1882 (4 August 2009);
- UNSCR 1998, Children and Armed Conflict, S/RES/1998 (12 July 2011);
- UNSCR 2068, Children and Armed Conflict, S/RES/2068 (19 September 2012);
- UNSCR 2143, Children and Armed Conflict, S/RES/2143 (7 March 2014);
- UNSCR 2151, The Maintenance of International Peace and Security: Security Sector Reform: Challenges and Opportunities, S/RES/2151 (28 April 2014);
- UNSCR 2225, Children and Armed Conflict, S/RES/2225 (18 June 2015); and,
- UNSCR 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018).

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<sup>9</sup> UN Peacekeeping, "Child Protection," accessed 12 March 2019, <https://peacekeeping.un.org/en/child-protection>.



In recent years, a series of political initiatives have called further attention to the persistent abuse of children in situations of armed conflict, with the aim of encouraging stronger collective efforts to protect children. In particular, the Paris Commitments and associated Paris Principles (2007), which built upon the Cape Town Principles (1997),<sup>10</sup> lay out detailed guidelines for protecting children from recruitment and use by armed forces and armed groups, and for providing assistance to those already involved with armed forces and armed groups.<sup>11</sup> The Safe Schools Declaration (2015) calls on states to protect schools and universities from military use during armed conflict.<sup>12</sup> The Kigali Principles (2015) establishes a set of commitments on the protection of civilians in peacekeeping operations.<sup>13</sup> Additionally, the UN's Sustainable Development Goals recognize the dignity of children and their right to live free from violence and fear as a distinct priority in the international development agenda.<sup>14</sup>

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## The UN's Sustainable Development Goals encourage endorsing States to:

8.7 “Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”<sup>15</sup>

16.2 “End abuse, exploitation, trafficking and all forms of violence and torture against children.”<sup>16</sup>

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10 While commonly referred to as the Cape Town Principles, the full title is “The Cape Town Principles and Best Practices on the Prevention of Recruitment of Children into the Armed Forces and on Demobilization and Social Reintegration of Child Soldiers in Africa.”

11 UN International Children's Emergency Fund, “Child Protection from Violence, Exploitation and Abuse,” last modified 6 December 2013, [https://www.unicef.org/protection/57929\\_58012.html](https://www.unicef.org/protection/57929_58012.html); UN International Children's Emergency Fund, “The Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups” (February 2007): 1-44, accessed 20 March 2019, <https://www.unicef.org/emerg/files/ParisPrinciples310107English.pdf>; and UN International Children's Emergency Fund, “Cape Town Principles and Best Practices” (adopted at the Symposium on the Prevention of Recruitment of Children into the Armed Forces and on Demobilization and Social Reintegration of Child Soldiers in Africa of 27-30 April 1997), accessed 10 December 2018, [https://www.unicef.org/emerg/files/Cape\\_Town\\_Principles\(1\).pdf](https://www.unicef.org/emerg/files/Cape_Town_Principles(1).pdf).

12 “The Safe Schools Declaration” (adopted at the Oslo Conference on Safe Schools of 29 May 2015), accessed 26 November 2018, [https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/safe\\_schools\\_declaration.pdf](https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/safe_schools_declaration.pdf).

13 “The Kigali Principles on the Protection of Civilians,” Report of the High-Level International Conference on the Protection of Civilians (May 2015): 1-42, accessed 13 December 2018, [http://civilianprotection.rw/wp-content/uploads/2015/09/REPORT\\_PoC\\_conference\\_Long-version.pdf](http://civilianprotection.rw/wp-content/uploads/2015/09/REPORT_PoC_conference_Long-version.pdf).

14 See UN Sustainable Development Goals, “About the Sustainable Development Goals,” accessed 20 April 2019, <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>; and UN General Assembly, Resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/1 (21 October 2015), [https://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E).

15 UN General Assembly, Resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/1 (21 October 2015), goal 8.7, 20.

16 UN General Assembly, Resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/1 (21 October 2015), goal 16.2, 25.

The 2017 Vancouver Principles build upon this strong foundation of existing law and political guidance, while providing a unique and complementary contribution to the international framework. **The Vancouver Principles are aimed at Member States, and focus on the challenges posed by child soldiers in the context of UN peacekeeping operations and the specific role of UN peacekeepers.** Moreover, they take a full-spectrum approach to combatting the recruitment and use of children by highlighting the importance of preventative and comprehensive action – from the design of the initial UN Security Council mandate, to mission planning for peacekeeping operations, through to the negotiation of peace processes. **Preventing the recruitment and use of child soldiers is a defining aspect of the Vancouver Principles.**

### SCOPE AND INTENT OF THIS IMPLEMENTATION GUIDANCE

This implementation guidance is intended to be a **strategic-level document**. It aims to help Member States translate the Vancouver Principles into the national-level guidance, plans, and capabilities required to prevent the recruitment and use of child soldiers in the context of UN peacekeeping operations. In that regard, the guidance is meant to serve as a practical resource for the relevant **national military, police, and civilian organizations** that are engaged in national preparations for UN peacekeeping operations. It is intended to help Member States identify the appropriate national authorities and sufficient resources to implement the Vancouver Principles.<sup>17</sup>

This implementation guidance addresses each Vancouver Principle individually, first by articulating the importance of the Principle and then by presenting some **practical suggestions** for how that Principle can be implemented. Wherever possible, concrete examples are provided along with useful references to available and authoritative resources. Each chapter ends with a short checklist for easy reference. While each Principle stands as a distinct chapter, the Principles are intricately intertwined and **mutually-reinforcing**; they should be understood as a comprehensive whole.

This document was developed to ensure due consideration of the implementation of the Vancouver Principles from a gender perspective and to support the inclusion of gender-sensitive recommendations.

The **terminology** employed in this document is consistent with usage in the Vancouver Principles. Acknowledging the complexities inherent in the use of the term “child soldier,” in particular, the definition below should provide clarity for the purposes of this guidance. Definitions of “peacekeepers” and “peacekeeping operations” are also provided on the next page; additional terms are defined in the glossary.

**Child soldier:** This term is used as a shorthand and is interpreted broadly, in accordance with the definition found in the Paris Principles. A child soldier (or a child associated with an armed force or armed group) “refers to any person below 18 years of age who is or who has been recruited or used by an armed force or armed group in any capacity, including but not limited to children, boys and girls, used as fighters, cooks, porters, messengers, spies or for sexual purposes. It does not only refer to a child who is taking or has taken a direct part in hostilities.”<sup>18</sup>

<sup>17</sup> See chapter 16 (Best Practices) for further guidance on the development of national implementation strategies.

<sup>18</sup> UN International Children’s Emergency Fund, “The Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups,” 7.

**Peacekeepers:** This term encompasses all personnel engaged in UN peacekeeping operations, be they military, police, or civilian.

**Peacekeeping operations:** This term is used in accordance with the definition provided in the UN's Capstone Doctrine: "Peacekeeping is a technique designed to preserve the peace, however fragile, where fighting has been halted, and to assist in implementing agreements achieved by the peacemakers. Over the years, peacekeeping has evolved from a primarily military model of observing cease-fires and the separation of forces after inter-state wars, to incorporate a complex model

of many elements – military, police, and civilian – working together to help lay the foundations for sustainable peace."<sup>19</sup>

This implementation guidance is meant to serve as a **starting point** for ongoing and active conversations on how to operationalize the Vancouver Principles and prioritize the prevention of the recruitment and use of child soldiers in UN peacekeeping operations. This is intended to be a living document.

This document will remain free and publicly accessible for endorsing Member States, for Member States considering endorsement, and for any other actors looking for further guidance on this issue.

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19 As part of recent reforms to the UN peacekeeping architecture, the more comprehensive term of "peace operations" is increasingly being used to encompass both peacekeeping operations and special political missions. Although the UN's Capstone Doctrine has some applications to special political missions, the target audience of the Capstone Doctrine is primarily peacekeepers deployed on peacekeeping operations. See UN, "United Nations Peacekeeping Operations Principles and Guidelines" (18 January 2008): 18, accessed 20 April 2019, [https://www.un.org/ruleoflaw/files/Capstone\\_Doctrine\\_ENG.pdf](https://www.un.org/ruleoflaw/files/Capstone_Doctrine_ENG.pdf).

# CHAPTER 1

## Mandates



### THE PRINCIPLE

To strongly encourage the inclusion of appropriate child protection provisions, including the prevention of the recruitment and use of child soldiers, in all United Nations peacekeeping mandates, including for regional peacekeeping operations.

### WHY IS THIS PRINCIPLE IMPORTANT?

UN peacekeeping operations are established by the UN Security Council, through the adoption of a UN Security Council resolution (UNSCR). These resolutions set out a mission's mandate and detail the tasks that a UN peacekeeping operation will be required and authorized to perform. Therefore, the clear articulation of appropriate child protection tasks in the mandates of UN peacekeeping operations serves as a fundamental enabler to preventing and addressing the recruitment and use of child soldiers in the context of UN peacekeeping operations.

While the mandates of UN peacekeeping operations are mission specific, a series of thematic UNSCRs have empowered the UN Security Council to systematically consider certain cross-cutting themes in the development of all mission mandates. Among these, UNSCR 1612 (2005) stresses that UN peacekeeping operations are responsible to ensure a coordinated response to violations against children affected by armed conflict, and to monitor and report such violations to the UN Secretary-General.<sup>20</sup>

The protection of children in conflict has been included in a number of peacekeeping operations mandates since 2001.<sup>21</sup>

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UN peacekeeping operations mandates that have child protection provisions, as of April 2019:

- **African Union – UN Hybrid Operation in Darfur (UNAMID):** UNSCR 1769 (2007) and 2363 (2017)
  - **UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO):** UNSCR 1925 (2010)
  - **UN Mission in the Republic of South Sudan (UNMISS):** UNSCR 1996 (2011) and 2155 (2014)
  - **UN Multidimensional Stabilization Mission in Mali (MINUSMA):** UNSCR 2100 (2013)
  - **UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA):** UNSCR 2149 (2014)
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20 UN Security Council, Resolution 1612, Children and Armed Conflict, S/RES/1612 (26 July 2005), [https://undocs.org/en/S/RES/1612\(2005\)](https://undocs.org/en/S/RES/1612(2005)).

21 UN Peacekeeping, "Child Protection."

## HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

Members of the UN Security Council can draft and vote on mandates for UN peacekeeping operations. The UN Security Council also regularly reviews the mandates for UN peacekeeping operations and can decide to extend, amend, or end missions. As such, Members of the UN Security Council have a unique responsibility to ensure the inclusion of specific child protection provisions in new or renewed UN peacekeeping operations mandates. Non-Members of the UN Security Council also have an important role to play. They can encourage the inclusion of appropriate child protection provisions in UN mandates through: ad hoc cooperation among the UN Security Council, Troop and Police Contributing Countries (T/PCCs), and the Secretariat; national statements and letters to the UN Security Council; formal demarches or informal bilateral engagements with UN Security Council members; and/or, targeted advocacy in the UN Special Committee on Peacekeeping Operations (C-34). With that in mind, all Member States – both Members and non-Members of the UN Security Council – should endeavour to support the following activities.

***Advocate for the inclusion of the following elements and provisions in the mandates of UN peacekeeping operations, as set out by the UN Security Council:***

- ***Specific and gender-sensitive child protection tasks:*** Member States should advocate for the inclusion of explicit tasks related to the prevention of the recruitment and use of child soldiers in mission mandates,

acknowledging that the specific functions accorded to each mission will depend on the nature of the mission and on the other child protection actors involved. Tasks may include: enhancing dialogue with perpetrators to end violations against children; identifying and securing the release of children from armed groups; ensuring children's rights in national legislation; advocating for child protection issues within the mission; and, monitoring and reporting on violations against children. The complex dynamics of child recruitment and use in armed conflict are often gender- and context-specific and provisions in mission mandates should be sensitive to these considerations.

- ***References to relevant children and armed conflict (CAAC) UN Security Council resolutions, presidential statements, conclusions, and other relevant UN reports:*** Mission mandates should reference the UN Secretary-General's most recent country report on CAAC, as well as the most recent country conclusions of the UN Security Council Working Group on CAAC.<sup>22</sup>
- ***A call to prevent and end all grave violations against children:*** UNSCRs should call for the prevention of, and an end to, all violations against children – including the six grave violations<sup>23</sup> – and for strict compliance by all parties with international humanitarian law (IHL) and international human rights law (IHRL). In particular, reference can be made to the Geneva Conventions (especially the Fourth Geneva Convention) and its Additional Protocols I and II; the UN Convention on the Rights of the Child

22 More information on relevant UN Security Council resolutions pertaining to CAAC can be found in the "Introduction" to this implementation guidance.

23 The six grave violations are: (1) killing or maiming of children; (2) recruiting or using child soldiers; (3) attacks against schools or hospitals; (4) rape or other grave sexual violence against children; (5) abduction of children; and, (6) denial of humanitarian access for children. See UN General Assembly, Report of the Secretary-General 59/695, Children and Armed Conflict, A/59/695-S/2005/72 (9 February 2005).

and its Optional Protocol on the Involvement of Children in Armed Conflict; and, the Rome Statute of the International Criminal Court. Moreover, UNSCRs should include language to encourage the implementation of action plans by parties to armed conflict specifically related to preventing and ending child recruitment and use.

- ***A call for compliance with IHL and IHRL by peacekeepers:*** In authorizing a mission, the UN Security Council should call on all mission components to fully comply with relevant obligations under IHL or IHRL, including those related to the protection of children. Moreover, the UN Security Council should call on the mission components to: ensure proper training for peacekeepers in IHL and IHRL, including specific training in relation to children both before and during deployment; enforce accountability for violations of IHL and IHRL by peacekeepers; conduct after-action reviews (AARs) and investigations of any reported violations or incidents; and, adopt and implement standard operating procedures for peacekeepers encountering children associated with or separated from armed forces or armed groups.
- ***A call to assign Child Protection Advisors (CPAs) and Child Protection Focal Points (CPFPs):*** The UN Security Council should call for dedicated, specialised CPAs and CPFPs to be deployed in sufficient numbers to coordinate the mission's child protection functions, and to encourage the mainstreaming of child protection concerns throughout the mission – with particular

emphasis on preventing the recruitment and use of child soldiers. Senior CPAs (SCPAs) should have direct access to senior mission leadership and serve as its principal advisor on child protection concerns. SCPAs should be supported by additional sector-level CPAs. Military and police CPFPs should be nominated from within the uniformed components that help integrate a mission's child protection mandate into the daily activities of uniformed peacekeepers.<sup>24</sup>

***Advocate for briefings on CAAC in the UN Security Council before the drafting or renewal of a peacekeeping operation's mandate:*** Members of the UN Security Council should invite the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC) to brief the UN Security Council on country-specific situations, especially following field visits. Such briefings will help ensure that the child protection provisions in the mandates of peacekeeping operations are suited to the current country context.

***Advocate for the allocation of adequate UN resources to support child protection in peacekeeping operations:*** The budget and resources of the mission are subject to UN General Assembly approval. All Member States, therefore, can ensure that adequate resources are provided to support these mandates through the UN General Assembly's Administrative and Budgetary Committee (Fifth Committee) and, where appropriate, through extra-budgetary funding. Resources should be approved, in particular, for dedicated child protection positions.

<sup>24</sup> See chapter 4 (Child Protection Focal Points) for further guidance.

**Reinforce, where appropriate, these recommendations in regional or coalition peacekeeping operations mandated by the UN Security Council:** UNSCRs can also shape the parameters of regional peacekeeping operations carried out under the auspices of the UN, including, but not limited to, operations undertaken by the African Union (AU), the Economic Community of West African States (ECOWAS), the European Union (EU), and/or the North Atlantic Treaty Organization (NATO). In cases where the UN Security Council authorizes peacekeeping operations by regional organizations or other coalitions, relevant Member States should ensure that child protection tasks are further reinforced in the mandating and planning of those regional organizations or coalitions. In the case of the AU, this task would fall upon the members of the Peace and Security Council (PSC). In a NATO mission, this task would fall upon NATO members as represented on the North Atlantic Council.

## EXAMPLES & RESOURCES

**“A Checklist for Mainstreaming: Children and Armed Conflict-Friendly Security Council Resolutions”:** Watchlist on Children and Armed Conflict has developed a 10-point checklist to assist UN Security Council experts and others in mainstreaming the protection of children affected by armed conflict in country-specific UNSCRs. This chapter text draws heavily from the Watchlist checklist, which provides specific examples of resolution language.<sup>25</sup>

**UN peacekeeping operations mandates that have child protection provisions:** The UNSCRs establishing or renewing the missions listed below each contain specific provisions regarding the inclusion of the protection of children in the mission’s mandate.

- UNAMID (Darfur): UNSCR 1769 (2007) and 2363 (2017)
- MONUSCO (Democratic Republic of Congo): UNSCR 1925 (2010)
- UNMISS (Republic of South Sudan): UNSCR 1996 (2011) and 2155 (2014)
- MINUSMA (Mali): UNSCR 2100 (2013)
- MINUSCA (Central African Republic): UNSCR 2149 (2014)

<sup>25</sup> Watchlist on Children and Armed Conflict, “A Checklist for Mainstreaming: Children and Armed Conflict-Friendly Security Council Resolutions,” Briefing Note (March 2013): 1-12, accessed 13 December 2018, <https://watchlist.org/wp-content/uploads/Final-Hi-Res-Checklist-on-mainstreaming.pdf>.



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- 
- Advocate for the inclusion of the following elements and provisions in the mandates of UN peacekeeping operations, as set out by the UN Security Council:
    - Specific and gender-sensitive child protection tasks;
    - References to relevant children and armed conflict (CAAC) UN Security Council resolutions, presidential statements, conclusions, and other relevant UN reports;
    - A call to prevent and end all grave violations against children;
    - A call for compliance with international humanitarian law (IHL) and international human rights law (IHRL) by peacekeepers; and,
    - A call to assign Child Protection Advisors (CPAs) and Child Protection Focal Points (CPFPs).

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  - Advocate for briefings on CAAC in the UN Security Council before the drafting or renewal of a peacekeeping operation's mandate.

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  - Advocate for the allocation of adequate UN resources to support child protection in peacekeeping operations through the UN General Assembly's Administrative and Budgetary Committee (Fifth Committee) and extra-budgetary funding, as appropriate.

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  - Reinforce, where appropriate, these recommendations in regional or coalition peacekeeping operations mandated by the UN Security Council.
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# CHAPTER 2

## Planning



### THE PRINCIPLE

To prioritize the prevention of the recruitment and use of child soldiers in the strategic and operational planning of all peacekeeping operations.

### WHY IS THIS PRINCIPLE IMPORTANT?

While UN planning is central to the conduct of UN peacekeeping operations, planning by Member States for national contingents is equally important to supporting the effective implementation of the Vancouver Principles and reinforcing UN efforts. National planning processes should reflect the unique role of peacekeepers in preventing the recruitment and use of child soldiers, and acknowledge that deliberate and targeted national preparations for the contingent – and for individual peacekeepers – are required.

Effective national planning – in relevant military, police, and civilian organizations – should help generate, employ, and sustain the requisite capabilities, prioritize resources, and optimize the posture of national contingents for peacekeeping operations to better contribute to preventing the recruitment and use of child soldiers. The challenges posed by child soldiers should be addressed from the outset of the national planning cycle, and then consistently at every stage and in coordination with mission partners and child protection actors, such that peacekeepers can contribute to meaningful prevention, response, and demobilization.

While national planning efforts are treated as distinct for this chapter, they are inextricably linked to UN mission planning and objectives and are dependent on the parameters set out in UN mission mandates.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Institutionalize the role of peacekeepers in the prevention of the recruitment and use of child soldiers in national strategic policy, doctrine, and directives:*** National policy should identify the prevention of the recruitment and use of child soldiers as a strategic priority. Relevant national doctrine and directives should then institutionalize this policy objective by identifying it as an explicit planning factor in the preparation of national contributions to a UN peacekeeping operation.

***Gather information and conduct analysis relevant to the prevention of the recruitment and use of child soldiers to inform national planning processes:*** Sound planning should reflect the situation on the ground. Therefore, as part of a broader conflict analysis, relevant national organizations should gather information pertaining to the recruitment and use of child soldiers in the mission context, in order to inform national planning for a deploying contingent. This information should be collected and analyzed prior to deployment, and then updated and refined in-mission as necessary and in close communication with the Child Protection Advisors (CPAs). Relevant information could pertain to the following:

- Local conditions that may be conducive to the recruitment and use of children (e.g. laws, customs, and/or local leadership);

- Host nation capabilities and/or willingness to counter the recruitment and use of child soldiers;
- Characteristics of the child soldier population (e.g. size of population, affiliation, location, demographics, and roles);
- Recruitment trends (e.g. drivers, actors, methods, locations, and social factors);
- Context-specific gender dynamics associated with the recruitment and use of child soldiers; and,
- The presence, roles, and responsibilities of other relevant child protection actors.

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In gathering relevant information, Member States should pay specific attention to the gender dynamics associated with the recruitment and use of child soldiers. Deliberate analysis of **gender dynamics** can help dispel some persistent **myths around child soldiers**, such as the lingering misperception that girl child soldiers are not employed in combat roles, or that boy child soldiers do not experience sexual- or gender-based violence (SGBV). By paying attention to gender dynamics, national planners will have a more comprehensive and nuanced picture of the situation at hand.

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***Prioritize the prevention of the recruitment and use of child soldiers in national planning for the deployment of national contingents or individuals to UN peacekeeping operations, in accordance with UN mission mandates:*** By considering the presence of child soldiers as an explicit planning factor, Member States can ensure that a contingent's objectives and tasks include the prevention of the recruitment and use of child soldiers. The identification of this as a contingent task will then inform the contingent's design, including the size, structure, and gender composition of the force, command and control arrangements, as well as enabling capabilities, infrastructure, and logistics support. National planners should give special consideration to the following requirements:

- The need for pre-deployment and in-mission training (including scenario-based training) for the contingent, specific to the challenges posed by child soldiers;<sup>26</sup>
- The need to assign dedicated Child Protection Focal Points (CPFPs) within the contingent who have undergone appropriate training, acknowledging the need for gender diversity in these roles;<sup>27</sup>
- The need for peacekeepers to fulfill specific UN reporting requirements for violations against children, as part of the UN's Monitoring and Reporting Mechanism (MRM);<sup>28</sup>
- The need for clear rules of engagement (military) or directives on the use of force (police) for peacekeepers to prepare for encounters with child soldiers;

<sup>26</sup> See chapter 5 (Doctrine, Training, and Education) for further information.

<sup>27</sup> See chapter 4 (Child Protection Focal Points) for further information.

<sup>28</sup> See chapter 6 (Monitoring and Reporting) for further information

- The unique requirements for the handling and treatment of children in armed conflict, in light of the special protections afforded to children under international law, including regarding detention;<sup>29</sup>
- The mental health needs of peacekeepers to prepare for, and recover from, encounters with child soldiers; and,
- The need to understand the roles and responsibilities of other relevant international, national, or local organizations involved in child protection, and the role of the mission's CPAs as the main interface with the child protection community.

All national planning efforts should reflect relevant UN authorities and procedures, meet or exceed UN standards, and support the UN mission mandate. Furthermore, in-mission planning relevant to the prevention of the recruitment and use of child soldiers should respect the lead responsibility of the mission's Senior CPA (SCPA).

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**Planners should bear in mind that engagements with child soldiers will not always be in settings that resemble live combat, but could be in settings where children are used as cooks, porters, messengers, etc. Furthermore, interactions could involve child soldiers as active combatants, or they could be wounded or looking to surrender. National planners need to be properly equipped to navigate these complex scenarios in support of mission objectives, while remaining mindful of the persistent requirement to prevent the recruitment and use of child soldiers.**

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***Develop clear and effective national rules of engagement (military), or directives on the use of force (police), to prepare peacekeepers for encounters with child soldiers:*** While acknowledging that children must first and foremost be considered victims,<sup>30</sup> peacekeepers nevertheless need to retain the right to use force in order to protect themselves or others, when mandated, from the threat of serious injury or death, even from a child soldier. Clear and effective national rules of engagement (military), or directives on the use of force (police), will help prepare peacekeepers for the tactical and psychological challenges associated with encounters with children used by armed forces and armed groups, and ultimately support longer-term prevention efforts by minimizing the tactical advantage of employing child soldiers. These rules of engagement (military) or directives on the use of force (police) should be supported by scenario-based pre-deployment training.

***Incorporate gender perspectives into national planning efforts:*** Analyzing the impact of mission activities through a gender perspective – including those activities targeted at addressing or preventing the recruitment and use of child soldiers – can lead to a deeper and more comprehensive assessment of operational risks and requirements. Ultimately, this will lead to more effective planning and operations. National planners should, therefore, systematically incorporate gender perspectives into their mission planning.

<sup>29</sup> See chapter 9 (Detention) for further information.

<sup>30</sup> See chapter 9 (Detention) for further information.

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**Gender perspectives** recognize that armed conflict and humanitarian disasters affect women, men, girls, and boys in different ways. Using gender perspectives means understanding the differential needs, circumstances, and experiences of women, men, girls, and boys, and how activities, policies, and programs have different effects on them. The integration of gender perspectives is a way of assessing the gender-based differences of women, men, girls, and boys that are reflected in their social roles and interactions, in the distribution of power, and in their access to both resources and opportunities.

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**Advocate for, and support the development of, UN Force Commander's and UN Police Commissioner's Child Protection Directives for UN peacekeeping operations, in accordance with UN mission mandates:** The Child Protection Directives should serve as core mission guidance on child protection for military and police components. Among other things, Force Directives should establish the SCPA as the lead advisor on child protection to the component command team. The Directives should be developed by the SCPA and approved by the UN mission leadership, and the CPFs should be intimately familiar with them before deployment so that they are well-positioned to support their implementation.

As of April 2019, three UN peacekeeping operations had fully-established Child Protection Directives.

These include:

- MINUSCA (Central African Republic);
- MONUSCO (Democratic Republic of the Congo); and,
- UNMISS (Republic of South Sudan).

As the process for establishing Child Protection Directives in line with the 2017 Department of Peacekeeping Operations, Department of Field Support, and Department of Political Affairs (DPKO-DFS-DPA)<sup>31</sup> *Policy on Child Protection in United Nations Peace Operations* is still relatively new, it continues to evolve and Member States have an ongoing role in advocating for their continued development.<sup>32</sup> Member States could also consider developing contingent-level documents that support and reinforce this broader mission guidance.

## EXAMPLES & RESOURCES

**“Canadian Forces Joint Doctrine Note 2017-01: Child Soldiers”:** Developed by the Canadian Armed Forces, this doctrine note is designed to provide formal guidance to individuals, units, and commanders on how to mitigate the broad challenges posed by child soldiers. In particular, chapter 2 of Joint Doctrine Note 2017-01 outlines key considerations related to child soldiers when conducting planning at the strategic, operational, and tactical levels.<sup>33</sup>

**“JSP 1325: Human Security in Military Operations”:** Published by the United Kingdom's Ministry of Defence, this two-part document provides directives and guidance on how understanding of the human terrain in an area of operations can be enhanced by engagements with civil society.

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31 Following from the UN reforms that came into effect on 1 January 2019, these organizations are now referred to as the Department of Peace Operations (DPO), Department of Operational Support (DOS), and Department of Political and Peacebuilding Affairs (DPPA), respectively. However, as of the date of publication of this *Implementation Guidance for the Vancouver Principles*, the titles of UN guidance documents have not been changed to reflect these new departmental names.

32 For example, the Child Protection Directive in the Democratic Republic of the Congo was only developed in 2017. See UN, “MONUSCO Force Commander's Directive on the Protection of Children by MONUSCO Force” (12 July 2017).

33 Canada, Department of National Defence, “Canadian Forces Joint Doctrine Note 2017-01: Child Soldiers” (March 2017): 2-1 – 2-16.

In turn, these interactions contribute to enhanced situational awareness and heightened operational effectiveness. JSP 1325 also offers guidance on how military planners can integrate dynamics such as children affected by armed conflict, human trafficking, gender, peace and security, and the protection of civilians into operational staff work.<sup>34</sup>

**Gender-Based Analysis Plus:** The Government of Canada has developed a collection of resources to support the application of gender-based analysis to government programs and activities, including a freely-available online course.<sup>35</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Institutionalize the role of peacekeepers in the prevention of the recruitment and use of child soldiers in national strategic policy, doctrine, and directives.
- Gather information and conduct analysis relevant to the prevention of the recruitment and use of child soldiers to inform national planning processes.
- Prioritize the prevention of the recruitment and use of child soldiers in national planning for the deployment of national contingents or individuals to UN peacekeeping operations, in accordance with UN mission mandates.
- Develop clear and effective rules of engagement (military) or directives on the use of force (police) to prepare peacekeepers for encounters with child soldiers.
- Incorporate gender perspectives into national planning efforts.
- Advocate for and support the development of UN Force Commander's and UN Police Commissioner's Child Protection Directives for UN peacekeeping operations, in accordance with UN mission mandates.

34 United Kingdom, Ministry of Defence, "JSP 1325: Human Security in Military Operations, Part 1: Directive" (15 January 2019), accessed 14 March 2019, <https://www.gov.uk/government/publications/human-security-in-military-operations-jsp-1325>; and United Kingdom, Ministry of Defence, "JSP 1325: Human Security in Military Operations, Part 2: Guidance" (15 January 2019), accessed 14 March 2019, <https://www.gov.uk/government/publications/human-security-in-military-operations-jsp-1325>.

35 See Canada, Department for Women and Gender Equality, "Home," accessed 20 April 2019, <https://cfc-swc.gc.ca/gba-acs/index-en.html>.

# CHAPTER 3

## Early Warning



### THE PRINCIPLE

To support United Nations efforts to monitor, report, identify, and address early warning signs of the recruitment and use of child soldiers, recognizing that such acts can amount to war crimes and can be a precursor of other war crimes, including attacks on civilians and civilian objects, crimes against humanity, and genocide.

### WHY IS THIS PRINCIPLE IMPORTANT?

The ability to identify and act on early warning signs of the recruitment and use of child soldiers can enable important preventative action. If these warning signs can be identified early, more – and less costly – options may be available to Member States to prevent the recruitment and use of child soldiers, and to forestall conflict escalation. Indeed, early warning signs of the recruitment and use of child soldiers can be a precursor to other grave violations or war crimes, and can serve to signal emerging (or re-emerging) conflict more broadly.

“...Acknowledges that serious abuses and violations of human rights or violations of international humanitarian law, including against children, can be an **early indication** of a descent into conflict or escalation of conflict, as well as a consequence thereof.”<sup>36</sup>

UN Security Council  
resolution 2427 (2018)

In the Vancouver Principles, the Principle of early warning is distinct from the Principles outlined in chapter 8 (Prevention), as well as in chapter 6 (Monitoring and Reporting). For the purposes of this implementation guidance, **early warning** involves identifying latent risk factors for the recruitment and use of child soldiers within a peacekeeping mission. **Prevention** involves direct actions to prevent the recruitment and use of child soldiers within a peacekeeping mission. **Monitoring and reporting** involves the collection of information on grave violations after they have occurred. While distinct, these Principles are inextricably linked and mutually reinforcing.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Identify a list of risk factors regarding the recruitment and use of child soldiers, in consultation with child protection experts:** At its core, early warning involves examining risk factors for the recruitment and use of child soldiers. These factors include behaviours, circumstances, or elements that can either create an environment conducive to the recruitment and use of child soldiers, or indicate the potential, probability, or risk of the recruitment and use of child soldiers.

<sup>36</sup> UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 3, [https://undocs.org/es/S/RES/2427\(2018\)](https://undocs.org/es/S/RES/2427(2018)).

The risk factors are not all the same – some are structural in nature, while others pertain to more dynamic circumstances or events. Risk factors may include, but are not limited to, the following:

- Weak or non-existent national child protection measures, legislation, and/or institutions;
- Demographic pressures, such as a “youth bulge” or a shortage of adults available for recruitment or conscription;
- Systematic discrimination against identifiable groups;
- Reliance on conscription, abduction, or other forms of forced recruitment by armed forces or armed groups;
- Significant numbers of internally displaced children, and/or children separated from their families;
- History or presence of armed forces or armed groups with a record of violations of international humanitarian law (IHL) and international human rights law (IHRL), including grave violations against children;
- Proliferation and availability of inexpensive light weapons;
- Promotion of youth engagement in political movements, violent activities, and/or armed forces or armed groups;
- Significant numbers of children without access to education, employment, and/or basic necessities; and,
- Armed forces or armed groups situated in close proximity to civilian population centres.

Not all risk factors need to be present in order to assess that there is a significant risk of the recruitment and use of child soldiers. That said, the more risk factors that are present, the greater the potential that the recruitment and use of child soldiers may occur. Risk factors are not ranked by importance, and they each need to be carefully assessed in the specific context at hand, sensitive to unique gender dynamics and in consultation with local and child protection experts, as appropriate.

***Systematically gather information associated with early warning signs of the recruitment and use of child soldiers:*** Peacekeepers should be prepared to collect reliable information associated with early warning signs of the recruitment and use of child soldiers. When possible, information collected on these early warning signs should be disaggregated by age and gender. Peacekeepers should refer to the Force Commander’s or Police Commissioner’s Child Protection Directive for further guidance on identifying and reporting early warning signs.

***Report early warning signs of the recruitment and use of child soldiers to appropriate mission authorities in a timely fashion:*** Peacekeepers should report any identified early warning signs to the relevant Child Protection Focal Point (CPFP), as well as to the peacekeeper’s national chain of command.<sup>37</sup> By reporting early warning signs to appropriate mission authorities, peacekeepers can inform decision-making, planning, and ultimately appropriate preventative action. Member States could also consider communicating information regarding early warning signs directly to the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC), who

<sup>37</sup> Within a UN peacekeeping operation, early warning signs of the recruitment and use of child soldiers should be conveyed to the UN mission chain of command, as well as to the CPAs and CPFPs. This is further reflected in chapter 8 (Prevention).

acts as the focal point on children and armed conflict (CAAC) in the UN Secretariat. If there is any doubt as to whether information should be reported, the default should be to report.

### EXAMPLES & RESOURCES

**“JSP 1325: Human Security in Military Operations”:** Published by the United Kingdom’s (UK) Ministry of Defence, this two-part document directs the UK Armed Forces to implement

UN Security Council resolution (UNSCR) 1325 and follow-on UNSCRs related to women, peace and security, while also addressing broader considerations related to the protection of civilians, including children and armed conflict, and human trafficking. Part two of JSP 1325 specifically addresses the topic of “Early Warnings and Indicators,” and offers an extensive list of early warning indicators relevant to human rights violations.<sup>38</sup>



### IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Identify a list of risk factors regarding the recruitment and use of child soldiers, in consultation with child protection experts.
- Systematically gather information associated with early warning signs of the recruitment and use of child soldiers, disaggregated by age and gender when possible.
- Report early warning signs of the recruitment and use of child soldiers to appropriate mission authorities in a timely fashion.

<sup>38</sup> United Kingdom, Ministry of Defence, “JSP 1325: Human Security in Military Operations, Part 2: Guidance.”



# CHAPTER 4

## Child Protection Focal Points



### THE PRINCIPLE

To appoint child protection focal points throughout our mission command structures, both military and police, to support the development of a common international standard endorsed by participating nations and the United Nations for training and certification of such focal points, and to enable and encourage active communication, coordination, and cooperation between such focal points and civilian Child Protection Advisors as well as other child protection actors.

### WHY IS THIS PRINCIPLE IMPORTANT?

Child protection is a collective responsibility across UN peacekeeping operations – for military, police, and civilian personnel. However, specialised personnel with distinct responsibilities are needed to systematically prioritize, coordinate, inform, and monitor child protection activities in a mission setting.

For this reason, civilian Child Protection Advisors (CPAs) are assigned by the UN to peacekeeping operations, in accordance with a series of UN Security Council resolutions (UNSCRs) on children and armed conflict (CAAC).<sup>39</sup> In particular, UNSCR 2427 (2018) identifies “the crucial role of child

protection advisors in mainstreaming child protection and leading monitoring, prevention, and reporting efforts in missions” and encourages the deployment of CPAs to all relevant UN peacekeeping operations.<sup>40</sup> Senior CPAs (SCPAs) should have direct access to the senior mission leadership, and serve as its principal advisor on child protection.

Military and police Child Protection Focal Points (CPFPPs) should be nominated by Member States from within the uniformed components to support the SCPA and CPAs, and help integrate the mission’s child protection mandate into the daily activities of uniformed peacekeepers. In accordance with the 2017 DPKO-DFS-DPA *Policy on Child Protection*

<sup>39</sup> See the “Introduction” of this implementation guidance for a list of UN Security Council resolutions regarding the protection of children affected by armed conflict.

<sup>40</sup> UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018).

in *United Nations Peace Operations*, military and police CPFPPs should be designated at all levels of the mission component, including force headquarters, sector, battalion, and company.<sup>41</sup>

CPFPPs are critical actors in the prevention of the recruitment and use of child soldiers in UN peace-keeping operations. However, the appointment of a CPFPP does not relieve other peacekeepers of their responsibilities regarding child protection.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Ensure that the roles and responsibilities of CPAs and CPFPPs are clearly articulated in relevant national policy, doctrine, and directives:**

National policy, doctrine, and directives should explain the important roles and responsibilities of the CPAs (including the SCPA) and CPFPPs within a mission. The SCPA should serve as the main child protection point of contact for a UN mission, act as the key advisor to mission leadership on child protection matters, and act as the overall lead on the implementation of the mission's child protection mandate. The SCPA should be supported by sector-level CPAs. CPFPPs (military and police) should serve as the focal points for coordination on child protection activities within their respective mission components, in close coordination with, and under the leadership of, the SCPA. All peacekeepers need to be aware of the respective responsibilities of the CPAs and CPFPPs, and refer to them for guidance on child protection plans, activities, and concerns.

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According to the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations*, **civilian CPAs** should:

- Advise senior mission leadership (including the Special Representatives of the Secretary-General (SRSGs), Heads of Mission, Deputy SRSGs, Force Commanders, and Heads of UN Police components) on child protection issues;
- Verify, monitor, identify, and report on the six grave violations;
- Co-chair the Country Task Force on Monitoring and Reporting;
- Engage in dialogue with parties to the conflict;
- Conduct training on child protection;
- Coordinate with the UN International Children's Emergency Fund (UNICEF) and other relevant actors; and,
- Pursue high-level advocacy on child protection.<sup>42</sup>

In close coordination with the CPAs, **military and police CPFPPs** are responsible for coordinating the implementation of the child protection mandate within their respective components, including by channeling alerts of violations against children to the CPAs.<sup>43</sup>

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41 See UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations* (1 June 2017): 7-8. In addition, the United Nations Infantry Battalion Manual (UNIBAM) directs the appointment of military CPFPPs. See UN Department of Peacekeeping Operations, and Department of Field Support, *United Nations Infantry Battalion Manual (UNIBAM)*, Volume 1 (August 2012): 25-27, accessed 20 April 2019, <https://peacekeeping.un.org/sites/default/files/peacekeeping/en/UNIBAM.Vol.I.pdf>.

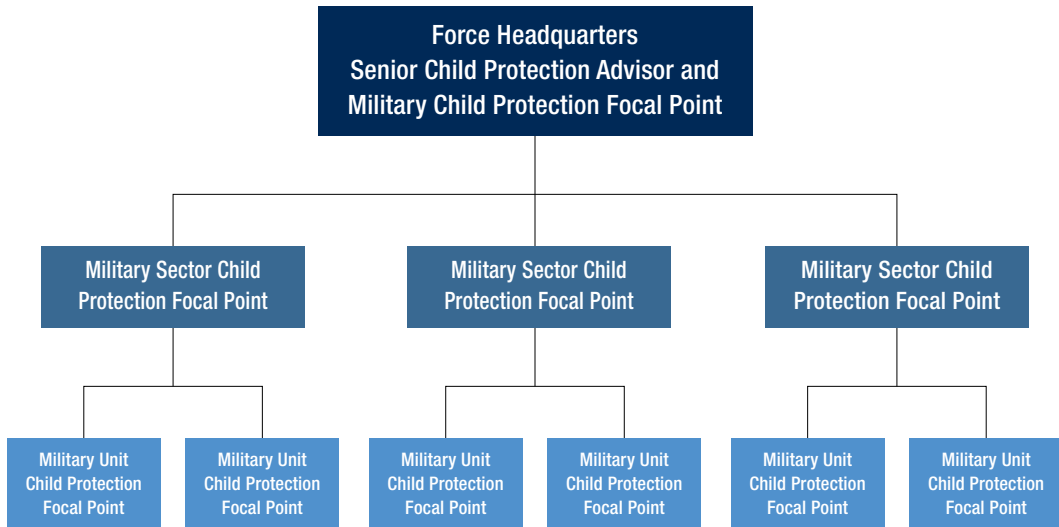
42 See UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*, 4-6.

43 See UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*, 7.

Of note, in some UN missions, child protection and gender advisor positions are integrated, with both responsibilities typically fulfilled by one individual, often under the title of gender advisor. In these cases, clearly articulating the *child protection* roles and responsibilities of the military and police focal points is all the more important.

While each UN mission will have its own CPFP system that should be laid out in the mission-specific Force Commander’s Child Protection Directives, an example military CPFP system has been included at Figure 1 for ease of reference.

**Figure 1: Example Military Child Protection Focal Point System**



**Educate all peacekeeping personnel on the roles and responsibilities of CPAs and CPFPPs:**

In accordance with the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations*, Member States should educate all peacekeepers on the important roles that CPAs and CPFPPs play within a mission. Pre-deployment training should be amended to include modules on the roles and responsibilities of both military and police CPFPPs, and how they support the work of the CPAs,<sup>44</sup> in line with UN Specialised Training Materials (STMs) on Child Protection. Member States are encouraged to deliver the UN STMs on Child Protection for UN Military and UN Police.<sup>45</sup>

**Train designated personnel to serve as CPFPPs:**

CPFPPs should be specially trained prior to deployment to UN peacekeeping operations. CPFPPs should be trained on monitoring and reporting of the six grave violations against children and the referral pathways for victims, in accordance with the UN STMs on Child Protection for UN Police and UN Military.<sup>46</sup> Member States can request support from the UN Department of Peace Operations (DPO) Division of Policy, Evaluation and Training (DPET) Child Protection Team and/or the Office of the Special Representative of the Secretary-General on Children and Armed Conflict (SRSG/CAAC) in delivering these specialised training modules

on an ad hoc basis. Member States should also consider sending future CPFPPs to the annual UN Child Protection Course held at the Swedish Armed Forces International Training Centre (SWEDINT) in partnership with the UN DPO.<sup>47</sup> This course is aimed at preparing individual participants for assignments relating to child protection in UN missions.

As peacekeepers undergo specialised training, Member States could consider developing a national roster of trained individuals ready to deploy as CPFPPs. Gender diversity across the cadre of trained CPFPPs is important, as women and men offer distinct skills, perspectives, and approaches to child protection.<sup>48</sup>

**Deploy trained personnel as CPFPPs within the mission's uniformed components:**

In accordance with the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations*, Member States should nominate CPFPPs within their national contingents and allocate the necessary resources to support them. As noted above, gender diversity across the cadre of trained CPFPPs is important and all nominees should receive appropriate specialised training. When possible and within resource limitations, CPFPPs should be dedicated exclusively to this role, rather than being tasked with multiple responsibilities (such as gender, protection of civilians, and conflict-related sexual violence

44 The UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA) *Policy on Child Protection in United Nations Peace Operations* builds on earlier UN Security Council resolutions which specifically call for the training of UN peacekeeping personnel on child protection. These include: Resolution 1261, The Children and Armed Conflict, S/RES/1261 (30 August 1999), [https://undocs.org/S/RES/1261\(1999\)](https://undocs.org/S/RES/1261(1999)); Resolution 1379, Children and Armed Conflict, S/RES/1379 (20 November 2001), [https://undocs.org/S/RES/1379\(2001\)](https://undocs.org/S/RES/1379(2001)); Resolution 1460, Children and Armed Conflict, S/RES/1460 (30 January 2003), [https://undocs.org/S/RES/1460\(2003\)](https://undocs.org/S/RES/1460(2003)); Resolution 1612, Children and Armed Conflict, S/RES/1612 (26 July 2005), [https://undocs.org/en/S/RES/1612\(2005\)](https://undocs.org/en/S/RES/1612(2005)); Resolution 2143, Children and Armed Conflict, S/RES/2143 (7 March 2014), [https://undocs.org/S/RES/2143\(2014\)](https://undocs.org/S/RES/2143(2014)); and Resolution 2225, Children and Armed Conflict, S/RES/2225 (18 June 2015), [https://undocs.org/S/RES/2225\(2015\)](https://undocs.org/S/RES/2225(2015)).

45 These training materials can be downloaded from UN Peacekeeping Resource Hub, "Specialised Training Materials," last modified 6 February 2019, <https://research.un.org/en/peacekeeping-community/training/STM/Introduction>. Moreover, training should be conducted by national military trainers with UN training recognition on child protection.

46 See chapter 6 (Monitoring and Reporting) for more information on these processes.

47 Sweden, Ministry of Defence, Swedish Armed Forces International Training Centre, "United Nations Child Protection Course," accessed 9 December 2018, <https://www.forsvarsmakten.se/en/swedint/courses-at-swedint-and-how-to-apply/uncpc/>.

48 See chapter 11 (Contribution of Women) for more information.

(CRSV)). Member States can also consider providing financial assistance to support these posts.

**Advocate for and support the development of UN Force Commander's and UN Police Commissioner's Child Protection Directives for UN peacekeeping operations, in accordance with UN mission mandates:** The Child Protection Directives should serve as core mission guidance on child protection for military and police components. For ease of reference, an example template illustrating how a Force Commander's Child Protection Directive could be structured is included at Appendix A. The Directives should be developed by the SCPA and approved by the UN mission leadership, and the CPFPPs should be intimately familiar with them before deployment so that they are well-positioned to support implementation. As of March 2019, the three UN peacekeeping operations listed in the examples and resources section of this chapter had fully-established Child Protection Directives. As the process for establishing Child Protection Directives in line with the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations* is still relatively new, it continues to evolve and Member States have an ongoing role in advocating for the continued development of Child Protection Directives.<sup>49</sup>

**Support the development of a UN-accredited standard for the training and certification of CPFPPs:** Member States can support UN DPO – in particular the DPET Child Protection Team – as it develops and updates the UN STMs for military and

police on the roles and responsibilities of CPFPPs. Member States can support the validation of new and updated materials for the training of CPFPPs, for inclusion in the UN's Core Pre-deployment Training Materials (CPTM). Supporting the development and validation of common UN training standards and materials is vital to strengthening the network of CPFPPs.

## EXAMPLES & RESOURCES

**UN peacekeeping operations that have Child Protection Directives:** The following missions have established Force Commander's Directives on Child Protection, in accordance with the mission mandates. These Directives articulate how the child protection mandate will be mainstreamed throughout the Force component:

- MONUSCO (Democratic Republic of Congo); signed in July 2017.
- MINUSCA (Central African Republic); signed in December 2018.
- UNMISS (Republic of South Sudan); signed in February 2019.

**The 2017 DPKO-DFS-DPA Policy on Child Protection in United Nations Peace Operations:** Published in 2017, this policy outlines the role of UN DPKO, DFS, and DPA in the protection of children affected by armed conflict in UN peacekeeping operations (both peacekeeping and special political missions). In doing so, it contains specific guidance on expectations regarding CPAs and CPFPPs.<sup>50</sup>

49 For example, the Child Protection Directive in the Democratic Republic of the Congo was only developed in 2017. See UN, "MONUSCO Force Commander's Directive on the Protection of Children by MONUSCO Force" (12 July 2017).

50 See UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*.

**UN STMs on Child Protection:** UN STMs introduce child protection concepts and offer mission-specific interactive scenarios and examples for discussion among military and police national contingent leaders and staff. The materials are aimed at

promoting a better understanding of the mission's child protection mandate and the relevant child protection actors. These and other relevant materials are available on the UN Peacekeeping Resource Hub.<sup>51</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Ensure that the roles and responsibilities of Child Protection Advisors (CPAs) and military and police Child Protection Focal Points (CPFPs) are clearly articulated in relevant national policy, doctrine, and directives.
- Educate all peacekeeping personnel on the roles and responsibilities of the CPAs and CPFPs.
- Train designated personnel to serve as CPFPs, acknowledging the need for gender diversity in these roles.
- Deploy *trained* personnel as CPFPs within the mission's uniformed components.
- Advocate for and support the development of UN Force Commander's Child Protection Directives and UN Police Commissioner's Child Protection Directives for UN peacekeeping operations, in accordance with the UN mission mandates.
- Support the development of a UN-accredited standard for the training and certification of CPFPs.

<sup>51</sup> UN Peacekeeping Resource Hub, "Specialised Training Materials."

# CHAPTER 5

## Doctrine, Training, and Education



### THE PRINCIPLE

To ensure that all our peacekeepers receive training on child protection prior to their deployment to peacekeeping operations and to integrate the prevention of the recruitment and use of child soldiers, as well as clear guidance regarding interactions with children associated with armed forces or armed groups, within our peacekeepers' training, education, and doctrine to a common agreed international standard endorsed by the United Nations, and to undertake regular reviews of such training and doctrine to ensure its effectiveness.

### WHY IS THIS PRINCIPLE IMPORTANT?

Specialised doctrine, training, and education are essential to ensure that Member States' military, police, and civilian organizations involved in peacekeeping are both directed and prepared to address the unique challenges posed by child soldiers. UN Security Council resolution (UNSCR) 2143 (2014) recommends that "peacekeeping troop and police-contributing countries undertake targeted and operational trainings for the preparation of UN mission personnel including troop and police contingents on their contribution in preventing violations against children."<sup>52</sup>

Doctrine, training, and education should reflect the overarching need to protect children affected by armed conflict and to prevent the recruitment and use of child soldiers, while also preparing peacekeepers strategically, tactically, technically, and psychologically for potential encounters with child soldiers. Training and education should include specific material on the gender-related aspects of encounters with child soldiers. Incorporating child

protection into doctrine, training, and education is critical to ensuring that child protection becomes a core and enduring responsibility of peacekeepers.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Develop national policy, doctrine, and directives to provide institutional guidance on the role of peacekeepers in addressing the recruitment and use of child soldiers:*** Member States should develop and update national policies, doctrine, and directives within their military, police, and civilian organizations to articulate the overall organizational approach to preparing for the challenges posed by child soldiers. This formal institutional guidance should set the conceptual framework that directs more specific strategic, operational, and tactical-level planning, preparations, and operations. National guidance should acknowledge that training on encounters with child soldiers should not be limited to personnel about to deploy, but should also be addressed across the full spectrum of training and be provided to all genders.<sup>53</sup> It should be further acknowledged that

<sup>52</sup> UN Security Council, Resolution 2143, Children and Armed Conflict, S/RES/2143 (7 March 2014), 6.

<sup>53</sup> See chapter 11 (Contribution of Women) for further guidance.

training and education will not only prepare peacekeepers for such encounters, but will also contribute to long-term prevention efforts.

***Develop relevant national training and education standards and resources, consistent with existing UN material and leveraging other training resources from international partners and civil society, as appropriate:*** Member States are strongly encouraged to build upon the training tools offered by the UN, particularly the Core Pre-deployment Training Materials (CPTM), which represent the fundamental knowledge required by all peacekeepers to function effectively in UN peacekeeping operations, as well as the UN's Specialised Training Materials (STMs) for military and police.<sup>54</sup> The STMs introduce child protection concepts, and offer mission-specific interactive scenarios and examples, for discussion amongst military and police national contingent leaders and staff. The materials are aimed at promoting a better understanding of the mission's child protection mandate and the relevant child protection actors. These and other relevant materials are available on the UN Peacekeeping Resource Hub.<sup>55</sup>

Member States are also encouraged to consider other existing training materials from international partners or civil society organizations, in order to bolster national training resources. In particular, the Swedish Armed Forces International Training Center (SWEDINT), in partnership with the UN Department of Peace Operations (DPO) Division of Policy, Evaluation and Training's (DPET) Child Protection Team and the UN DPO Integrated Training Service (ITS), offers the UN Child Protection Course on an annual or biennial basis.<sup>56</sup> Appendices B and C, as well as the examples section at end of this chapter, offer additional information on supporting resources.

***Provide training and education on the prevention of the recruitment and use of child soldiers, including relevant gender dynamics, throughout the careers of peacekeeping personnel:***

- ***Provide early and ongoing training and education across all career training requirements:*** Member States should incorporate the subject of child soldiers across the professional training and education systems for military, police, and civilian peacekeepers. This is critical to establishing a baseline knowledge of the issue for all peacekeeping personnel, and to positioning the issue of child protection as a core element of peacekeeping.
- ***Deliver mission-specific pre-deployment training to prepare peacekeepers with the necessary competencies to manage potential encounters with child soldiers:*** Peacekeepers should then receive mission-specific training on child soldiers prior to their deployment to specifically prepare them for encounters with child soldiers. This training should not only build on the general professional training and education noted above, but should also offer more detail on how to handle encounters with children in the specific context of the mission and with due consideration for gender differences, and in accordance with the mission's Child Protection Directives, as appropriate. Within the UN system, ITS is responsible, in coordination with DPET Child Protection Team, for the inclusion of specialised training modules on child protection in the UN CPTM.

54 UN Department of Peacekeeping Operations, and Department of Field Support, "Core Pre-deployment Training Materials for United Nations Peace Operations," accessed 13 December 2018, <https://research.un.org/revisionedcptm2017>; and UN Peacekeeping Resource Hub, "Specialised Training Materials."

55 See UN Peacekeeping Resource Hub, "Home," last modified 23 January 2019, <https://research.un.org/en/peacekeeping-community>.

56 See Sweden, Ministry of Defence, Swedish Armed Forces International Training Centre, "United Nations Child Protection Course."

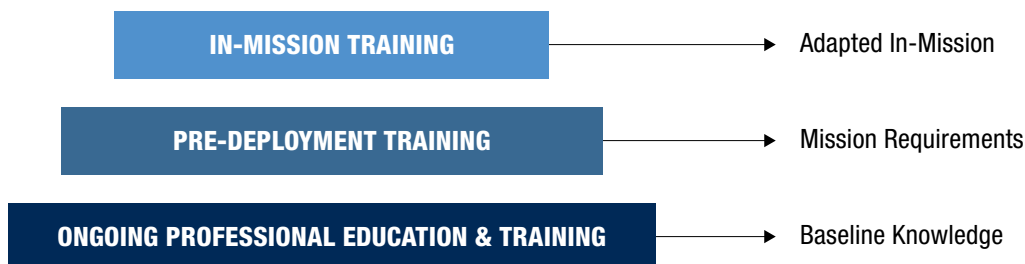


- Deliver in-mission training to reinforce and adapt operational and tactical approaches to potential encounters with child soldiers:***  
 In-mission training should serve as a refresher for peacekeepers on previous training. It should empower peacekeepers to adjust and adapt their methods to the evolving circumstances on the ground, and bridge any gaps that might remain after pre-deployment training. It can also further enhance awareness of the gender dynamics associated with the recruitment and use of child soldiers. In-mission training modules should be co-facilitated with locally-engaged experts, whenever possible. It should also build on the UN's general induction training offered by ITS, as well as the more specialised training coordinated through the Child Protection Advisors (CPAs).<sup>57</sup> Member States should also consider offering financial support to further develop UN in-mission training materials.

***Deliver specialised skills-focused training for peacekeepers with specific child protection responsibilities, prior to deployment:*** While general knowledge of child protection should be integrated across professional education curricula, certain positions – namely CPAs, Child Protection Focal Points (CPFPs), and senior mission leadership – require specialised training and education on child protection and child soldiers, including from a gender perspective. Member States should consider sending future CPFPs to the UN Child Protection Course at SWEDINT.<sup>58</sup> The course is aimed at preparing individual participants for assignments relating to Child Protection in UN missions. Member States can also request support from the UN DPET Child Protection Team and/or the Office of the Special Representative of the Secretary-General on Children and Armed Conflict (SRSG/CAAC) in delivering these specialised training modules on an ad hoc basis.

The stages of training and education discussed in this chapter, as well as the competencies produced by these activities, are illustrated below at Figure 2.

**Figure 2: Stages of Training and Education on Child Soldiers**



57 The UN ITS, through the Integrated Mission Training Centres (IMTCs) and in coordination with CPAs, delivers induction training to all incoming peacekeepers. This includes a generic module on child protection. See UN Peacekeeping Resource Hub, “Training,” last modified 23 January 2019, <http://research.un.org/en/peacekeeping-community/training>; and UN Peacekeeping Resource Hub, “In-Mission,” last modified 23 January 2019, <http://research.un.org/en/peacekeeping-community/mission>.

58 Sweden, Ministry of Defence, Swedish Armed Forces International Training Centre, “United Nations Child Protection Course.”

**Advocate for specialised pre-deployment training for senior mission leadership:** While pre-deployment training for the senior mission leadership of UN peacekeeping operations (e.g. Force Commanders and Police Commissioners) is the responsibility of the UN, Member States can strongly encourage the UN to incorporate specific and sufficient training modules on child protection, as well as on the unique challenges posed by the recruitment and use of child soldiers, including from a gender perspective. This training should prepare and empower mission leaders to fulfill their leadership role in implementing the mission's child protection mandate, including through the development and approval of Child Protection Directives for the mission.

**Use varied and practical teaching approaches during training and education, including scenario-based exercises, activities, and resources:** Training and education should include both classroom learning activities, as well as scenario-based exercises, activities, and resources, in order to prepare for tactical encounters with child soldiers. Whenever possible, the latest techniques for active learning should be pursued, with an emphasis placed on practice over theory. Key information related to child soldiers should also be offered in a concise format for use by deployed personnel, such as soldier cards. When possible, integrated training for military, police, and civilian personnel should be pursued to highlight the importance of cooperation among all peacekeepers.

**Support specialised training and education on preventing the recruitment and use of child soldiers through bilateral and multilateral mechanisms and partnerships:** Member States should explore opportunities to develop, offer, and/or fund specialised training on the prevention of the recruitment and use of child soldiers through the International Peace Support Training Centre or other regional peacekeeping training centres, centres of excellence, or appropriate child protection actors. In addition, Member States could consider offering training on the prevention of the recruitment and use of child soldiers through the deployment of training and advisory teams.

## EXAMPLES & RESOURCES

**Training Topics:** A suggested list of topics on child soldiers for inclusion in training is included at Appendix C. This list of topics also encapsulates the training recommendations put forward throughout each of the chapters in this implementation guidance.

**UN STMs:** The UN has developed STMs for peacekeeping operations that focus on specific topics or groups, particularly those that have been identified as priority areas of mandate implementation, such as child protection.<sup>59</sup> These training materials are arranged by the specific function or employment category of the military, police, or civilian personnel deployed on peacekeeping operations (e.g. military or police experts on mission, political affairs officers, movement control personnel, etc.). Topics on child protection are woven throughout numerous modules and are aimed at promoting a better understanding of a mission's child protection

<sup>59</sup> UN Peacekeeping Resource Hub, "Specialised Training Materials."

mandate, actors both in and outside the mission that can contribute to the protection of children, and actors that are integral to the coordination of child protection. Prior to conducting training with these STMs, personnel should complete the CPTM.

***UN Civilian Pre-deployment Training (CPT):***

Produced by the UN, the CPT course is one of the key tools used to “generate competent, institutionally knowledgeable, and ethically aware civilian peacekeepers capable of serving in dangerous and complex environments.”<sup>60</sup> This training is essential for deploying civilian personnel, as it improves readiness, safety and security awareness, understanding of field conditions, and knowledge of fundamental policies and procedures of peacekeeping operations.

***UN Child Protection Course:*** This course is hosted by SWEDINT, in partnership with UN DPO. The course is aimed at preparing individual participants for assignments relating to child protection in UN missions.<sup>61</sup>

***Roméo Dallaire Child Soldiers Initiative:*** The Roméo Dallaire Child Soldiers Initiative frames the issue of children in armed conflict – and particularly the recruitment and use of child soldiers – as a specific priority concern for the security sector, and aims to help military, police, and prison personnel develop better procedures and tactics to not only limit or prevent the recruitment of child soldiers, but also to improve the interactions of the security sector with children. The Roméo Dallaire Child Soldiers Initiative offers prevention-oriented training and employs a “Training of Trainer” methodology. Within this model, the Roméo Dallaire Child Soldiers Initiative develops core training standards, maintains a roster of experienced security sector trainers, and monitors and evaluates training programming.<sup>62</sup>

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60 UN Peacekeeping Resource Hub, “Pre-deployment,” last modified 23 January 2019, <http://research.un.org/en/peacekeeping-community/pre-deployment>.

61 Sweden, Ministry of Defence, Swedish Armed Forces International Training Centre, “United Nations Child Protection Course.”

62 See Roméo Dallaire Child Soldiers Initiative, “Home,” accessed 20 April 2019, [www.childsoldiers.org](http://www.childsoldiers.org).



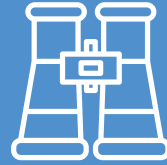
## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Develop national policy, doctrine, and directives to provide institutional guidance on the role of peacekeepers in addressing the recruitment and use of child soldiers.
- Develop relevant national training and education standards and resources, consistent with existing UN material and leveraging other training resources from international partners and civil society, as appropriate.
- Provide training and education on the prevention of the recruitment and use of child soldiers, including relevant gender dynamics, throughout the careers of peacekeeping personnel, including by:
  - Providing early and ongoing training and education across all career training requirements;
  - Delivering mission-specific pre-deployment training to prepare peacekeepers with the necessary competencies to manage potential encounters with child soldiers; and,
  - Delivering in-mission training to reinforce and adapt operational and tactical approaches to potential encounters with child soldiers.
- Deliver specialised skills-focused training for peacekeepers with specific child protection responsibilities, prior to deployment.
- Advocate for specialised pre-deployment training for senior mission leadership.
- Use varied and practical teaching approaches during training and education, including scenario-based exercises, activities, and resources.
- Support specialised training and education on preventing the recruitment and use of child soldiers through bilateral and multilateral mechanisms and partnerships.

# CHAPTER 6

## Monitoring and Reporting



### THE PRINCIPLE

To take steps to ensure our peacekeepers report incidents of grave violations against children in situations of armed conflict, including the recruitment and use of children, to United Nations Child Protection Advisors or through the appropriate channels established in peacekeeping operations, and to include such monitoring and accountability measures within our national mission mandate and peacekeeping training.

### WHY IS THIS PRINCIPLE IMPORTANT?

In order to address the six grave violations against children – including the recruitment and use of child soldiers – the UN and other actors require accurate and timely information.<sup>63</sup> Accordingly, the UN Monitoring and Reporting Mechanism (MRM) was established in 2005 by UN Security Council resolution (UNSCR) 1612 in order to “collect and provide timely, objective, accurate and reliable information on the recruitment and use of child soldiers in violation of applicable international law and on other violations and abuses committed against children affected by armed conflict.”<sup>64</sup> The MRM is formally activated by the UN Secretary-General in situations of armed conflict where a party to a conflict has been identified as having committed grave violations

against children, including in countries where UN peacekeeping operations take place.<sup>65</sup> Ultimately, the information gathered through the MRM is used not only in UN reporting, but also to inform the response, provide services to children, and engage with parties to a conflict in a manner that fosters accountability and compliance with international laws, standards, and norms. Peacekeepers play an important role in this monitoring and reporting process. Because they serve as a peacekeeping operation’s eyes and ears on the ground, they are often best-positioned to provide an early alert to trained MRM actors of suspected violations. Member States should therefore ensure their military, police, and civilian personnel can identify the six grave violations, and understand their specific roles and responsibilities within the MRM, in accordance with

63 The six grave violations are: (1) killing or maiming of children; (2) recruiting or using child soldiers; (3) attacks against schools or hospitals; (4) rape or other grave sexual violence against children; (5) abduction of children; and, (6) denial of humanitarian access for children. See UN General Assembly, Report of the Secretary-General 59/695, Children and Armed Conflict, A/59/695–S/2005/72 (9 February 2005).

64 See UN Security Council, Resolution 1612, Children and Armed Conflict, S/RES/1612 (26 July 2005), 2, paragraph 2(a). Notably, the action plan for the MRM was presented earlier in UN Security Council, Resolution 1539, Children and Armed Conflict, S/RES/1539 (22 April 2004), [https://undocs.org/S/RES/1539\(2004\)](https://undocs.org/S/RES/1539(2004)).

65 UN Peacekeeping, Special Representative of the Secretary-General for Children and Armed Conflict, and UN International Children’s Emergency Fund, “When is MRM Established?” accessed 14 December 2018, [http://www.mrmtools.org/mrm/1095\\_1127.htm](http://www.mrmtools.org/mrm/1095_1127.htm).

the UN MRM Field Manual.<sup>66</sup> When peacekeepers conduct effective, systematic, and timely monitoring and reporting, they provide valuable data that can be used to inform mission-level decision-making on actions to prevent the further recruitment and use of child soldiers, support investigations, inform sanctions, and hold perpetrators to account for their actions.<sup>67</sup>

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Identify the supporting role of peacekeepers within the UN MRM in relevant national policies, doctrine, and directives:** Member States should provide formal institutional guidance on the need to support the MRM – as well as on the role of peacekeepers in observing, monitoring, and reporting violations against children – in national policies, doctrine, and directives.<sup>68</sup> Such guidance should cover a number of themes, including:

- **Purpose of the MRM:** Peacekeepers should understand the purpose of the MRM, which is to provide for the systematic gathering of accurate, timely, objective, and reliable information on any of the six grave violations committed against children in situations of armed conflict.<sup>69</sup>

- **The six grave violations:** Peacekeepers should understand and be able to identify the six grave violations against children. For more detail on these violations, and other child rights violations, see Appendix D of this implementation guidance.
- **Duty and requirement to report:** In accordance with UN mechanisms and procedures, all violations should be monitored and reported, whether they are committed by armed forces, armed groups, UN officials, international forces, or any other actor.
- **Elements of reporting:** Whenever possible, reports of violations should include information on the following:
  - The violation(s);
  - The victim(s) and the perpetrator(s);
  - Time, location, and duration of the incident; and,
  - Suspected cause or motivation.
- **Consistency and confidentiality of reporting:** Information should be reported in a consistent and confidential manner, so that data can be more easily consolidated and analyzed. Great care should be taken for the safety and confidentiality of those who report violations.

66 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, UN International Children's Emergency Fund, and UN Department of Peacekeeping Operations, "Field Manual: Monitoring and Reporting Mechanism (MRM) on Grave Violations Against Children in Situations of Armed Conflict," *United Nations International Children's Emergency Fund* (June 2014): 1-68, accessed 13 March 2019, [https://childrenandarmedconflict.un.org/wp-content/uploads/2016/04/MRM\\_Field\\_5\\_June\\_2014.pdf](https://childrenandarmedconflict.un.org/wp-content/uploads/2016/04/MRM_Field_5_June_2014.pdf). Notably, the UN MRM Field Manual should be read in conjunction with the UN MRM Guidelines. See UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, UN International Children's Emergency Fund, and UN Department of Peacekeeping Operations, "Guidelines: Monitoring and Reporting Mechanism on Grave Violations against Children in Situations of Armed Conflict," *United Nations International Children's Emergency Fund* (June 2014): 1-24, accessed 13 March 2019, [http://www.mrmtools.org/mrm/files/MRM\\_Guidelines\\_-\\_5\\_June\\_2014\(1\).pdf](http://www.mrmtools.org/mrm/files/MRM_Guidelines_-_5_June_2014(1).pdf).

67 UN Department of Peacekeeping Operations, and Department of Field Support, "Specialised Training Materials on Child Protection for Peacekeepers," accessed 10 December 2018, <http://research.un.org/c.php?g=636989&p=4462873>.

68 UN Peacekeeping Resource Hub, "Specialised Training Materials on Child Protection for UN Police," accessed 14 December 2018, <http://research.un.org/en/peacekeeping-community/training/STMUNMU/childprotectionunpol>.

69 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, "Monitoring and Reporting on Grave Violations," accessed 1 March 2019, <https://childrenandarmedconflict.un.org/tools-for-action/monitoring-and-reporting/>.

- **Reporting pathways:** Alerts should be passed to the mission’s Child Protection Advisors (CPAs), through military or police Child Protection Focal Points (CPFPs), when available.<sup>70</sup> Alerts should also be passed through the mission chain of command.

**Provide pre-deployment training to peacekeepers on their roles and responsibilities within the MRM, consistent with UN guidelines:** Member States should provide specific training on the MRM before peacekeepers deploy to UN peacekeeping operations. This training should be developed in accordance with the standards outlined in the UN Specialised Training Materials (STMs) on Child Protection, MRM Guidelines, MRM Field Guide, and MRM Training Toolkit.<sup>71</sup>

**Advocate for the development of a standardized reporting template or checklist that Member States can provide to their peacekeepers to facilitate reporting duties within the MRM:** At the tactical and operational levels, specific procedures for reporting should be put in place so that all peacekeepers know what, when, and how to report in a specific mission. National reporting procedures should be aligned with UN standard procedures for the MRM in order to ensure consistency of reporting and to facilitate comprehensive analysis.

**Explore opportunities for relevant information sharing with other regional organizations, in support of the MRM:** Member States should explore opportunities to leverage relevant information gathering efforts of other regional organizations to support the MRM. For instance, the Office of the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC) has developed a children and armed conflict (CAAC) guidance document with the North Atlantic Treaty Organization (NATO).

## EXAMPLES & RESOURCES

**MRM on Grave Violations Against Children in Situations of Armed Conflict:** The Office of the SRSG/CAAC, the UN Department of Peace Operations (DPO), and the UN International Children’s Emergency Fund (UNICEF) have developed a website with a suite of helpful resources on the MRM. The website includes links to the MRM Guidelines, MRM Field Manual, and MRM Training Toolkit.<sup>72</sup>

**“Getting It Done and Doing It Right: A Global Study on the United Nations-led Monitoring & Reporting Mechanism on Children and Armed Conflict”:** This study by Watchlist on Children and Armed Conflict provides a comprehensive review of the MRM.<sup>73</sup>

70 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, UN International Children’s Emergency Fund, and UN Department of Peacekeeping Operations, “MRM Field Manual: Introduction,” accessed 1 March 2019, <http://www.mrmtools.org/mrm/1095.htm>.

71 UN Peacekeeping Resource Hub, “UN Specialised Training Materials on Child Protection for Peacekeepers”; and UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, UN International Children’s Emergency Fund, and UN Department of Peacekeeping Operations, “MRM Guidelines: Introduction,” accessed 1 March 2019, [http://www.mrmtools.org/mrm/mrmtk\\_1094.htm](http://www.mrmtools.org/mrm/mrmtk_1094.htm).

72 UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict, UN International Children’s Emergency Fund, and UN Department of Peacekeeping Operations, “MRM Guidelines: Introduction.”

73 Watchlist on Children and Armed Conflict, “Getting It Done and Doing It Right: A Global Study on the United Nations-led Monitoring & Reporting Mechanism on Children and Armed Conflict” (January 2008): 9, accessed 13 March 2019, <https://watchlist.org/publications/global-study-on-the-implementation-of-the-un-led-monitoring-and-reporting-mechanism-mrm/>.

**Reporting Flow Chart – Force Commander’s Directive on Child Protection for MINUSCA (2018):** This Directive, established in accordance with the mission mandate, articulates how the child

protection mandate will be mainstreamed throughout the Force component, and specifically includes a reporting flowchart for peacekeepers.



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Identify the supporting role of peacekeepers within the UN Monitoring and Reporting Mechanism (MRM) in relevant national policies, doctrine, and directives. National guidance on the MRM should cover the following key themes, including, but not limited to:
  - Purpose of the MRM;
  - The six grave violations;
  - Duty and requirement of peacekeepers to report;
  - Elements of reporting;
  - Need for consistency and confidentiality of reporting; and,
  - Reporting pathways.
- Provide pre-deployment training to peacekeepers on their roles and responsibilities within the MRM, consistent with UN guidelines.
- Advocate for the development of a standardized reporting template or checklist that Member States can provide to their peacekeepers to facilitate reporting duties within the MRM.
- Explore opportunities for relevant information sharing with other regional organizations, in support of the MRM.



# CHAPTER 7

## Protection and Care of Children



### THE PRINCIPLE

To take proactive measures to ensure that all children, including those associated with armed forces and armed groups, who come into contact with our peacekeepers during peacekeeping operations are treated in accordance with international humanitarian law and applicable international human rights law, with special consideration of their status as children, and are protected against violations of international humanitarian law and applicable international human rights law, and that any requirements for the care and aid of such children are appropriately addressed and communicated to Heads of Missions and the military chain of command in the most expeditious manner possible in the circumstances.

### WHY IS THIS PRINCIPLE IMPORTANT?

International humanitarian law (IHL) and international human rights law (IHRL) outline specific protections and safeguards for children in armed conflict, including under the Geneva Conventions and their Additional Protocols, as well as under the Convention on the Rights of the Child and its Optional Protocol on the Involvement of Children in Armed Conflict.<sup>74</sup> These are reinforced by a series of UN Security Council resolutions (UNSCR) that underscore child protection as a fundamental concern for international peace and security, beginning with UNSCR 1261 (1999). A series of normative

instruments have further reinforced the priority of child protection, including the Paris Principles (2007), the Safe Schools Declaration (2015), and the Vancouver Principles (2017).

Within this legal and normative framework, the UN has articulated clear policies and procedures for UN personnel regarding the protection of children, including through the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations*, the UN Policy on the Prohibition of Child Labour in Peacekeeping Operations, the UN prohibition of sexual exploitation and abuse (SEA), and the Integrated Disarmament, Demobilization,

<sup>74</sup> See Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War 12 August 1949 (12 August 1949, entered into force 21 October 1950), [http://www.un.org/en/genocideprevention/documents/atrocities-crimes/Doc.33\\_GC-IV-EN.pdf](http://www.un.org/en/genocideprevention/documents/atrocities-crimes/Doc.33_GC-IV-EN.pdf); Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I), (8 June 1977, entered into force 7 December 1978), Article 77, <https://treaties.un.org/doc/Publication/UNTS/Volume%201125/volume-1125-I-17512-English.pdf>; Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), (8 June 1977, entered into force 7 December 1978), Articles 4(3) and 6(4)(4), <https://treaties.un.org/doc/Publication/UNTS/Volume%201125/volume-1125-I-17513-English.pdf>; UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 38, <https://undocs.org/A/RES/44/25>; and UN General Assembly, Resolution 54/263, Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, A/RES/54/263 (ratified 25 May, 2000, entered into force 12 February 2002), <https://undocs.org/A/RES/54/263>.

and Reintegration Standards (IDDRS), which contain specific provisions related to children.<sup>75</sup> These mechanisms have a number of cross-cutting themes, including the assertion that peacekeepers must ensure, to the maximum extent possible, the survival and development of the child.

The ability of peacekeepers to take proactive measures to protect children, in accordance with the abovementioned international legal, normative and policy framework, and within the mission mandate, is important to mission success and underpins the very credibility of peacekeeping and of the UN itself. The consequences of failing to protect the rights of a child are severe: for the victims, the local community, the mission at large, and the reputation of the Troop and Police Contributing Country (T/PCC). In the 2015 report on implementing the recommendations of the High-Level Independent Panel on Peace Operations (HIPPO), the UN Secretary-General placed the protection of children in armed conflict as a core priority within the broader UN mandate to promote the protection of civilians.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Articulate the roles and responsibilities of peacekeepers for child protection in relevant national strategic policies, doctrine, and directives:*** Professional expectations for peacekeepers regarding child protection that reflect the existing legal, normative and policy framework should be reiterated in national policy, doctrine, orders, and

directives, enshrined in national codes of conduct, and enforced through appropriate national reporting, accountability, and disciplinary measures. These national-level guidance documents should reflect a number of core principles regarding child protection, including, but not limited to, “the best interest of the child, non-discrimination, do no harm, confidentiality, gender awareness, and a child rights-based approach.”<sup>76</sup> These national-level documents should also situate peacekeepers as strategically complementary to other child protection actors in situations of armed conflict, respecting the important – and often lead – roles of other child protection actors.

***Ensure peacekeepers are educated and trained on relevant and applicable IHL and IHRL, as well as the special protections afforded to children:*** Peacekeepers should be educated on the international legal, normative and policy framework relevant to their roles and responsibilities for child protection. Furthermore, peacekeepers should receive specific training to give them the skills necessary to appropriately handle encounters with children. Peacekeepers need to know how to consider the best interests of the child and to abide by the principle of “do no harm.” They also need to know how to undertake proactive efforts to protect children from the six grave violations and respond to other child protection concerns, in accordance with the mission mandate and in support of other child protection actors. The UN’s Core Pre-deployment Training Materials (CPTM) for UN

75 See UN Department of Peacekeeping Operations, Department of Field Support, and Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*; UN General Assembly, Resolution 57/306, Investigation into Sexual Exploitation of Refugees by Aid Workers in West Africa, A/RES/57/306 (22 May 2003), <https://undocs.org/A/RES/57/306>; UN Secretary-General, Bulletin 2003/13, Special Measures for Protection from Sexual Exploitation and Sexual Abuse, ST/SGB/2003/13 (9 October 2003), <https://undocs.org/ST/SGB/2003/13>; and UN, *Integrated Disarmament, Demobilization, and Reintegration Standards* (New York: UN, 2006), accessed 11 December 2018, <http://www.unddr.org/uploads/documents/IDDRS%205.30%20Children%20and%20DDR.pdf>.

76 UN Department of Peacekeeping Operations, Department of Field Support, Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*, 3.

Peace Operations (Module 2, Lesson 2.7 on Child Protection) can be used as a training reference.<sup>77</sup>

***Ensure peacekeepers understand their roles and responsibilities regarding child protection before deploying to a UN peacekeeping operation, in accordance with the UN Force Commander's and Police Commissioner's Child Protection Directives, as applicable:*** While peacekeepers have a clear obligation to protect children, their role must be situated properly within a network of important child protection actors. In the context of a UN peacekeeping operation, the UN Force Commander's and UN Police Commissioner's Child Protection Directives provide mission-specific guidance on the role of peacekeepers in child protection, in close coordination with the Child Protection Advisors (CPAs) and Child Protection Focal Points (CPFPs).

***Develop clear procedures, directives, or orders for peacekeepers on how to handle encounters with children affected by armed conflict, including child soldiers, to ensure all children are treated in accordance with international law and consistent with UN policy and guidance:*** Peacekeepers should be equipped with clear procedures, directives, or orders on how to handle encounters with children affected by armed conflict, whereby the protection and care of children is prioritized. More specifically, peacekeepers should be directed to provide immediate attention and care upon encountering a child, and then to transfer the child as soon as practicable to the appropriate authorities so that they can be protected in a safe environment and receive care from the appropriate medical, mental health, or other specialised personnel, as required.

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**UNSCR 2427 (2018) calls for 'standard operating procedures' for the rapid hand-over of children to relevant civilian child protection actors.<sup>78</sup>**

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Transfers should always seek to protect children from further exploitation by armed forces or armed groups, and children should not be transferred if there exists tangible risk that the detainee would be in danger of being subjected to torture, cruel, inhumane or degrading treatment, or other forms of mistreatment at the hands of the authorities to whom that person is transferred. National contingents should consult the mission's CPAs on safe and appropriate receiving authorities, and other considerations relevant to the transfer of children, as appropriate.

## EXAMPLES & RESOURCES

***UN Specialised Training Materials (STMs) on Child Protection:*** These courses comprise specialised training modules that focus on specific topics or groups, particularly those that have been identified as priority areas of mandate implementation like child protection. Notably, these materials identify “dos and don'ts” for uniformed peacekeepers regarding child protection in UN peacekeeping operations with child protection mandates.<sup>79</sup> These training materials are arranged by the specific function or employment category of the individuals deployed on peacekeeping operations, such as military or police experts on mission, political affairs officers, or movement control personnel. Prior to conducting training with these STMs, personnel must complete the Core Pre-deployment Training Materials (CPTM).

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77 These materials can be accessed at UN Peacekeeping Resource Hub, “Core Pre-deployment Training Materials,” last modified 9 January 2019, <http://research.un.org/revisedcptm2017>.

78 UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5.

79 These training materials can be accessed at UN Peacekeeping Resource Hub, “Specialised Training Materials,” last modified 6 February 2019, <https://research.un.org/en/peacekeeping-community/training/STM/Introduction>.

***UN peacekeeping operations that have Child Protection Directives:*** The following missions have an established Force Commander’s Directive on Child Protection, in accordance with the mission’s mandate. These Directives articulate how the child protection mandate will be mainstreamed by peacekeepers throughout the Force component:

- United Nations Stabilization Mission in the Democratic Republic of Congo (MONUSCO); signed in July 2017.<sup>80</sup>

- United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA); signed in December 2018.<sup>81</sup>
- United Nations Mission in the Republic of South Sudan (UNMISS); signed in February 2019.

***Children and Armed Conflict: A Guide to International Humanitarian and Human Rights Law:*** Produced by the International Bureau for Children’s Rights, this guide provides a detailed overview of the international laws, standards, and principles that guarantee the fundamental rights of children affected by armed conflict.<sup>82</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Articulate the roles and responsibilities of peacekeepers for child protection in relevant national strategic policies, doctrine, and directives.
- Ensure peacekeepers are educated and trained on relevant and applicable international humanitarian law (IHL) and international human rights law (IHRL), as well as the special protections afforded to children.
- Ensure peacekeepers understand their roles and responsibilities regarding child protection before deploying to a UN peacekeeping operation, in accordance with the UN Force Commander’s and Police Commissioner’s Child Protection Directives, as applicable.
- Develop clear procedures, directives, or orders for peacekeepers on how to handle encounters with children affected by armed conflict, including child soldiers, to ensure all children are treated in accordance with international law and consistent with UN policy and guidance.

<sup>80</sup> UN, “MONUSCO Force Commander’s Directive on the Protection of Children by MONUSCO Force” (12 July 2017).

<sup>81</sup> UN, Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), “FC Protection Directive,” Interoffice Memorandum to Force Commanders, Force Head Quarter Chiefs, Section Head Quarters Commanders, Battalions/Contingents Commanders, CMO (18 December 2018): 1-22.

<sup>82</sup> See International Bureau for Children’s Rights, *Children and Armed Conflict: A Guide to International Humanitarian and Human Rights Law* (Quebec: International Bureau for Children’s Rights, 2010).

# CHAPTER 8

## Prevention



### THE PRINCIPLE

To act effectively in response to credible information, and where authorized by the mission mandate and our rules of engagement, to protect children at risk of recruitment or use as child soldiers and other grave violations.

### WHY IS THIS PRINCIPLE IMPORTANT?

Preventing the recruitment and use of child soldiers is a defining aspect of the Vancouver Principles. Effective preparation of peacekeeping personnel and peacekeeping operations – through all of the elements articulated in the Vancouver Principles – provides for comprehensive prevention. If Member States effectively educate, train, direct, support, and equip their personnel to address the challenges posed by child soldiers, then the strategic and tactical advantage offered by the use of child soldiers can be reduced, and the cycle of child recruitment can be broken.

Within this overarching context, this principle focuses on specific in-mission actions to impede the recruitment and use of child soldiers. To recall, UN Security Council resolution (UNSCR) 2427 (2018) stresses “the need to swiftly address...all recruitment methods utilized by non-state armed groups targeting children and encourages Member States to exchange good practices to this effect.”<sup>83</sup> The impetus for preventative action in-mission is clear: to protect children at risk of exploitation and abuse (as per the standards and obligations set out in chapter 7 (Protection and Care)); to protect deployed personnel; to support the UN mission mandate and objectives; and to help break the cycle of conflict. Preventing the recruitment and use

of child soldiers should be considered part of the core business of UN peacekeeping operations.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Identify the prevention of the recruitment and use of child soldiers as important to child protection, to mission effectiveness, and to broader conflict prevention in relevant national policies, doctrine, and directives:** Flowing from the recommendation in chapter 1 (Mandates) that Member States support the inclusion of specific provisions on the prevention of the recruitment and use of child soldiers in the mandates of UN peacekeeping operations, the importance of prevention should be further reflected in relevant national guidance documents – including in national policies, doctrine, and directives. By identifying the importance of prevention at the strategic level, national requirements to support specific preventative action can then be further defined in national planning efforts and relevant training and education activities.

**Ensure peacekeepers are briefed by appropriate child protection actors on the context-specific pathways to the recruitment of child soldiers, with special attention to gender dynamics:** To equip peacekeepers to take effective preventative action in a UN peacekeeping operation, in accordance with the mission mandate, peacekeepers need to understand the pathways to child recruitment.

83 UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5.

Children are recruited and used by armed forces and armed groups for a variety of reasons, and the motivating factors for children (and/or their families or communities) are complex, multi-faceted, and often gender-specific. Member States should, therefore, ensure that national contingents are well-informed by the relevant child protection actors, including the Child Protection Advisors (CPAs), on the particular recruitment dynamics at hand.

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The **pathways to recruitment** can – in part – be understood by identifying “push” and “pull” factors that motivate children to engage with armed forces or armed groups. Push factors may include discrimination, abuse, or cultural pressures, while pull factors may include the provision of food, security, or other basic needs.

Recruitment can also be understood as occurring along a spectrum of coercion – from the forced abduction of children, to the alluring offer of a new identity. Notably, armed forces and armed groups, in addition to targeting children directly, also work to increase community acceptance of child recruitment through political and/or ideological mobilization, bribery, and intimidation.

Recruitment is not an isolated action, but rather a continuous process that includes the ongoing manipulation of children through persistent training and indoctrination. Recruitment pathways can be different for girls and boys.

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**Identify mission-specific tasks that peacekeepers can perform to impede the recruitment and use of child soldiers, in accordance with UN and national mission mandates and in consultation with the CPAs:** The scope of potential prevention activities will – first and foremost – be dependent upon the mission mandate and authorized mission tasks. Within that context, prevention activities can vary depending on the specific recruiting dynamics present in a conflict. Mission activities targeted at prevention should be guided by an understanding of the local pathways to recruitment, and should be coordinated with the CPAs and Child Protection Focal Points (CPFPS).

- **Limit the capacity of armed forces and armed groups to recruit and use child soldiers:** The ability of an armed force of armed group to recruit and use child soldiers is sustained through financial and logistical resources, power or influence, freedom of movement, training camps, security, and recruiting personnel. Plans to impede a recruitment network, therefore, require a multi-faceted approach that can address these various assets.
- **Monitor and protect areas of known or suspected recruitment, particularly during times of heightened risk:** Dissuasive security patrols can be undertaken in high-risk areas such as playgrounds, schools, sports fields, water collection points, orphanages, as well as displaced persons and refugee camps. In addition, peacekeepers can increase presence patrols at specific high-risk times that are known to be conducive to recruiting. However, caution is needed to ensure that an enhanced peacekeeper presence does not inadvertently expose children to additional risk of attack, for example, by unintentionally turning that location into a military objective subject to attack. Advice should be sought from the CPAs, and further guidance on protecting schools is offered in the Safe Schools

Declaration (2015) as well as the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict (2014).<sup>84</sup>

- **Support community engagement and other outreach efforts:** Through community engagement efforts, peacekeepers can help identify local needs and/or concerns that may serve as underlying motivators for the recruitment and use of child soldiers. Peacekeepers may also be in a position to support outreach directly with armed forces and armed groups. To recall, not all children are physically forced into recruitment and there are a wide variety of factors that can motivate the recruitment of children. Outreach efforts can provide valuable information regarding the nature of child recruitment and the tactics being employed, and thereby inform a more comprehensive approach to prevention. The lead role of CPAs in undertaking outreach on child protection, in concert with other child protection actors, should be respected.

## EXAMPLES & RESOURCES

**Toolkit for implementing the Safe Schools Guidelines:** Jointly produced by the Global Coalition to Protect Education from Attack, and the Roméo Dallaire Child Soldiers Initiative, this toolkit provides direction on how militaries can implement the Safe Schools Guidelines. In particular, it provides materials to guide the Professional Military Education (PME) of military personnel, as well as both the planning and execution of military operations.<sup>85</sup>

**The Guiding Principles for the Domestic Implementation of a Comprehensive System of Protection for Children Associated with Armed Forces or Armed Groups:** This free and publicly available toolkit was developed by the International Committee of the Red Cross (ICRC) to support domestic-level legal and institutional reform for the protection of child soldiers. Chapters 4 and 5 of ICRC's guiding principles document specifically address the topic of prevention.<sup>86</sup>

84 "The Safe Schools Declaration" (adopted at the Oslo Conference on Safe Schools of 29 May 2015), accessed 26 November 2018, [https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/safe\\_schools\\_declaration.pdf](https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/safe_schools_declaration.pdf); and "Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict" (2014), accessed 21 March 2019, [http://www.protectingeducation.org/sites/default/files/documents/guidelines\\_en.pdf](http://www.protectingeducation.org/sites/default/files/documents/guidelines_en.pdf).

85 The Global Coalition to Protect Education from Attack, and The Roméo Dallaire Child Soldiers Initiative, "Implementing the Guidelines: A Toolkit to Guide Understanding and Implementation of the Guidelines for Protecting Schools and Universities from Military Use During Armed Conflict," accessed 14 December 2018, <http://www.protectingeducation.org/sites/default/files/documents/toolkit.pdf>.

86 International Committee of the Red Cross, *The Guiding Principles for the Domestic Implementation of a Comprehensive System of Protection for Children Associated with Armed Forces or Armed Groups* (Geneva: International Committee of the Red Cross, 2011), 381-382, accessed 29 April 2019, <https://www.icrc.org/en/download/file/1032/guiding-principles-children-icrc.pdf>.





## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

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- Identify the *prevention* of the recruitment and use of child soldiers as important to child protection, to mission effectiveness, and to broader conflict prevention in relevant national policies, doctrine, and directives.

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  - Ensure peacekeepers are briefed by appropriate child protection actors on the context-specific pathways to the recruitment of child soldiers, with special attention to gender dynamics.

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  - Identify mission-specific tasks that peacekeepers can perform to impede the recruitment and use of child soldiers, in accordance with UN and national mission mandates and in consultation with the Child Protection Advisors (CPAs). These activities *may* include:
    - Limiting the capacity of armed forces and armed groups to recruit and use child soldiers;
    - Monitoring and protecting areas of known or suspected recruitment, particularly during times of heightened risk; and,
    - Supporting community engagement and other outreach efforts.
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# CHAPTER 9

## Detention



### THE PRINCIPLE

To ensure that all children apprehended and/or temporarily detained in accordance with mission-specific military rules of engagement are treated in a manner consistent with international norms and standards, as well as the special status, needs, and rights of children and to ensure that detention is used as a measure of last resort, for the shortest possible period of time, and with the best interests of the child as a primary consideration, and that they are handed over expeditiously to child protection actors and civilian authorities in line with the established policies and guidance.

### WHY IS THIS PRINCIPLE IMPORTANT?

As indicated in chapter 7 (Protection and Care), international humanitarian law (IHL) and international human rights law (IHRL) outline specific protections and safeguards for children affected by armed conflict. Consequently, there are established laws regarding the detention, transfer, and release of children.<sup>87</sup>

Specifically, children should only be detained as a last resort and in accordance with the standards

and norms of international law in relation to the deprivation of liberty of children.<sup>88</sup> Furthermore, children associated with armed forces and armed groups should be treated primarily as victims of violations of international law.<sup>89</sup>

National detention policy, doctrine, orders, directives, and mission plans should therefore contain specific provisions related to the special protections required by law concerning the detention and release of children.

<sup>87</sup> IHL specifically provides that children who have taken part in hostilities continue to benefit from special protection when detained. See Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I), (8 June 1977, entered into force 7 December 1978), Part IV, Article 77; and Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), (8 June 1977, entered into force 7 December 1978), Part II, Article 4(3).

<sup>88</sup> See UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Articles 9(4) and 37; and UN General Assembly, Resolution 45/113, United Nations Rules for the Protection of Juveniles Deprived of their Liberty, A/RES/45/113 (14 December 1990), <http://www.un.org/documents/ga/res/45/a45r113.htm>.

<sup>89</sup> UN Security Council resolution 2427 emphasizes “that children who have been recruited in violation of applicable international law by armed forces and armed groups and are accused of having committed crimes during armed conflicts should be treated **primarily as victims of violations of international law**, and urges Member States to comply with applicable obligations under the Convention on the Rights of the Child, and encourages access for civilian child protection actors to children deprived of liberty for association with armed forces and armed groups.” See UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5, paragraph 20.

If detention, transfer, and release are not handled in accordance with the standards and norms of applicable international law, as well as UN policy and guidance,<sup>90</sup> peacekeepers risk undermining their own credibility, reducing their operational effectiveness, and compromising the strategic objectives of the mission. They may also inadvertently perpetuate the cycle of child victimization, and of conflict itself.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***In accordance with international law, identify strict conditions for how children should be detained, with particular attention to gender considerations:*** Relevant national policy, doctrine, orders, directives, and mission plans must identify the strict conditions under which the detention of a child would be considered, in accordance with the

established standards and norms of international law.<sup>91</sup> Some examples of the strict conditions articulated in applicable laws and policies include:

- No child shall be unlawfully or arbitrarily deprived of their liberty;<sup>92</sup>
- All children must be treated humanely;<sup>93</sup>
- No child shall be tortured;<sup>94</sup>
- Detention shall not be used as a means of punishment;<sup>95</sup>
- The detention of a child shall be in conformity with the law, shall be used only as a measure of last resort, and for the shortest appropriate period of time;<sup>96</sup>
- Children shall be the object of special respect and shall be protected against any form of indecent assault;<sup>97</sup>

90 UN Department of Peacekeeping Operations, Department of Field Support, and Department of Political Affairs (DPKO-DFS-DPA), *Policy on Child Protection in United Nations Peace Operations*, 10.

91 See International Committee of the Red Cross, *Guiding Principles for the Domestic Implementation of a Comprehensive System*, 373-390; UN General Assembly, Resolution 45/113, United Nations Rules for the Protection of Juveniles Deprived of their Liberty, A/RES/45/113 (14 December 1990); and UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49).

92 UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(b).

93 Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War 12 August 1949 (12 August 1949, entered into force 21 October 1950), Article 3; and UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(a).

94 Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War 12 August 1949 (12 August 1949, entered into force 21 October 1950), Article 3; and UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(a).

95 See International Committee of the Red Cross, *Guiding Principles for the Domestic Implementation of a Comprehensive System*, 384.

96 UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(b).

97 Protocol Additional to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of International Armed Conflicts (Protocol I), (8 June 1977, entered into force 7 December 1978), Article 77.

- The needs of children shall be considered according to their age;<sup>98</sup>
- Children shall be held in quarters separate from the quarters of adults, except where families are accommodated as family units;<sup>99</sup>
- Children should have the right to maintain contact with their family through correspondence and visits, except in exceptional circumstances;<sup>100</sup>
- Children must receive medical care, food, and other treatment appropriate for their gender and age; and,<sup>101</sup>
- States are encouraged to allow access by civilian child protection actors to children deprived of liberty for association with armed forces and armed groups.<sup>102</sup>

***Establish clear procedures for peacekeepers regarding the requirement to transfer children to the appropriate child protection actor as soon as practicable:*** Further to the Convention on the Rights of the Child, which stipulates that children should be detained for the “shortest appropriate period of time,” UNSCR 2427

stresses the need to establish standard operating procedures for the rapid handover of children to relevant civilian child protection actors.<sup>103</sup> Transfers should seek to protect children from further exploitation by armed forces or armed groups. Children should not be transferred if there exists tangible risk that they would be in danger of being subjected to torture, cruel, inhumane or degrading treatment, or other forms of mistreatment at the hands of the authorities to whom that person is transferred. National contingents should consult the mission's Child Protection Advisors (CPAs) on safe and appropriate receiving authorities, and other considerations relevant to the transfer of children, as appropriate.

***Provide specific training and education for peacekeepers on the detention and transfer of child soldiers, including scenario-based exercises, activities, and resources:*** Member States should ensure that peacekeepers are properly educated and trained to manage detention scenarios, including those involving children, which may occur during international deployments. This includes ensuring that they fully understand their legal responsibilities.

98 UN General Assembly, United Nations Rules for the Protection of Juveniles Deprived of their Liberty, paragraph 28; UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(c); and UN General Assembly, Resolution 54/263, Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, A/RES/54/263 (ratified 25 May, 2000, entered into force 12 February 2002), <https://undocs.org/A/RES/54/263>.

99 Protocol Additional to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of International Armed Conflicts (Protocol I), (8 June 1977, entered into force 7 December 1978), Article 77.

100 UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37(c).

101 Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), (8 June 1977, entered into force 7 December 1978), Part II, Article 4(3).

102 See UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5, paragraph 20.

103 See UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5-6, paragraphs 19 and 25.

## EXAMPLES & RESOURCES

*Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War, 12 August 1949*<sup>104</sup>

*Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I)*<sup>105</sup>

*Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II)*<sup>106</sup>

*The Convention on the Rights of the Child*<sup>107</sup>

*The Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict*<sup>108</sup>

*UN Rules for the Protection of Juveniles Deprived of their Liberty*<sup>109</sup>

*Guiding Principles for the Domestic Implementation of a Comprehensive System of Protection for Children Associated with Armed Forces or Armed Groups*<sup>110</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- In accordance with international law, identify strict conditions for how children should be detained, with particular attention to gender considerations.
- Establish clear procedures for peacekeepers regarding the requirement to transfer children to the appropriate child protection actors as soon as practicable.
- Provide specific training and education for peacekeepers on the detention and transfer of child soldiers, including scenario-based exercises, activities, and resources.

104 Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War 12 August 1949 (12 August 1949, entered into force 21 October 1950), Part 1, Article 3 (1).

105 Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I), (8 June 1977, entered into force 7 December 1978), Part IV, Article 77.

106 Protocol Additional Protocol to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), (8 June 1977, entered into force 7 December 1978), Part II, Article 4(3).

107 UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Annex Part I, Article 37.

108 UN General Assembly, Resolution 54/263, Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, A/RES/54/263 (ratified 25 May, 2000, entered into force 12 February 2002).

109 UN General Assembly, Resolution 45/113, United Nations Rules for the Protection of Juveniles Deprived of their Liberty, paragraph 2.

110 International Committee of the Red Cross, *Guiding Principles for the Domestic Implementation of a Comprehensive System*, 373-390.

# CHAPTER 10

## Conduct and Discipline



### THE PRINCIPLE

To hold our own personnel to the highest standard of conduct, and to vigorously and transparently investigate and prosecute, where appropriate and in accordance with applicable national law, or otherwise fully cooperate with the competent authority, any incidents of alleged abuse against children – including sexual exploitation and abuse – by our peacekeepers.

### WHY IS THIS PRINCIPLE IMPORTANT?

As articulated in chapter 7 (Protection and Care), the ability of peacekeepers to protect children in accordance with applicable international law underpins the very credibility of peacekeeping, and of the UN itself. The consequences of failing to protect the rights of a child – or worse, the consequences of *committing* a violation against a child – are severe. Moreover, they not only impact the victims, but also the local community, the mission at large, as well as the reputation of the Troop and Police Contributing Country (T/PCC) involved.

The UN Charter states that all personnel must adhere to the highest standards of integrity and behaviour,

and has established clear standards of conduct that apply to all personnel deployed on UN peacekeeping operations.<sup>111</sup> These standards are based on a number of key principles:

- The highest standards of efficiency, competency, and integrity;
- Zero-tolerance policy on sexual exploitation and abuse (SEA);<sup>112</sup>
- Prohibition against the use of child labour; and,
- Accountability of those in command and/or leadership who fail to enforce the standards of conduct.

111 There are numerous policy documents that outline the standards of conduct for civilian and uniformed UN personnel. For more information see UN, “UN Standards of Conduct: Documents,” accessed 11 December 2018, <https://conduct.unmissions.org/documents-standards>.

112 In April 2003, the UN General Assembly adopted a resolution (A/RES/57/306) requesting the UN Secretary-General to take measures to prevent sexual exploitation and abuse (SEA) in humanitarian and peacekeeping operations, and to respond rapidly when allegations come to light. The prohibition of sexual exploitation (e.g. zero-tolerance policy) was outlined later that year in the UN Secretary-General’s Bulletin “Special Measures for Protection from Sexual Exploitation and Sexual Abuse” (ST/SGB/2003/13). More information on what constitutes SEA is contained in the glossary of this implementation guidance. See UN General Assembly, Resolution 57/306, Investigation into Sexual Exploitation of Refugees by Aid Workers in West Africa, A/RES/57/465 (22 May 2003), <http://www.un.org/News/dh/infocus/a-57-465.pdf>; and UN Secretary-General, Bulletin 2003/13, Special Measures for Protection from Sexual Exploitation and Sexual Abuse, ST/SGB/2003/13 (9 October 2003), <https://www.unhcr.org/protection/operations/405ac6614/secretary-generals-bulletin-special-measures-protection-sexual-exploitation.html>.

Member States – particularly senior leadership in military, police, and civilian organizations – perform an especially important role in ensuring that all personnel are prepared and accountable for their conduct while deployed on UN peacekeeping operations, and that appropriate disciplinary action is taken if misconduct occurs.<sup>113</sup> Ensuring that all peacekeepers are held to the highest standards of conduct is critical to protecting local populations, maintaining operational effectiveness and credibility, and ultimately, upholding the basic tenets of peacekeeping.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Review and strengthen national codes of conduct for peacekeepers in accordance with UN standards and in light of international child protection norms and obligations:*** Member States should review and amend their national codes of conduct to underscore that all personnel must act professionally, with integrity and discipline, at all times. National codes of conduct should reflect the standards outlined by the UN – including with regards to the prohibition on child labour and the zero tolerance policy on SEA – and must be underpinned by appropriate national and international legal frameworks.

***Conduct regular training for peacekeepers on the standards of conduct:*** Member States should provide regular training and education to ensure peacekeeping personnel understand and are able to uphold the standards of conduct. This includes ensuring a comprehensive understanding of basic concepts like SEA, expected behaviours, and requirements for reporting misconduct. While understanding that the role of law is also vital, encouraging individuals to internalize the values that laws represent is a more durable way of promoting adherence to standards of conduct.<sup>114</sup> Member States should ensure training is consistent with the training guidance offered by the UN's Conduct and Discipline Unit (CDU).

***Conduct screening of personnel for previous misconduct prior to their selection for deployment to a UN peacekeeping operation:*** Member States should ensure that peacekeepers have not previously been involved in any violation of international humanitarian law (IHL) or international human rights law (IHRL), been repatriated from a peacekeeping operation on serious disciplinary grounds due to the mistreatment of local populations, or been barred from participation in UN peacekeeping operations in connection with an act of serious misconduct. Member States should also consider requiring peacekeepers to sign a personal declaration committing to abide by the requisite standards of conduct in advance of deploying on a UN peacekeeping operation.

113 Immunities and privileges exist that protect Member States' personnel from legal processes as a result of actions undertaken in their official capacity, thereby enabling personnel to perform key tasks while deployed on UN peacekeeping operations. However, this functional immunity **must not** be used to create a vacuum of accountability. The UN Secretary-General can lift immunities and privileges in the interests of the UN, or to ensure justice. See UN General Assembly, Convention on the Privileges and Immunities of the United Nations (13 February 1946), accessed 21 March 2019, [https://treaties.un.org/Pages/ViewDetails.aspx?src=IND&mtdsg\\_no=III-1&chapter=3&lang=en](https://treaties.un.org/Pages/ViewDetails.aspx?src=IND&mtdsg_no=III-1&chapter=3&lang=en).

114 See International Committee of the Red Cross, *The Roots of Restraint in War* (Geneva: ICRC, 2018).

**Support practical and confidential reporting mechanisms of allegations of misconduct by peacekeepers against children:** All UN personnel have a duty to report suspected misconduct, particularly if any concerns involve children or possible SEA. Failure to report may constitute an act of misconduct in itself. Member States should therefore ensure that national contingents are aware of the proper pathways for the reporting of alleged misconduct. This includes, for example, to UN Conduct and Discipline Teams (CDT) or other mission entities, to the Office for Internal Oversight Services, or to the UN CDU. In addition, Member States should strengthen confidential reporting mechanisms within national contingents.

**Support investigations of allegations of misconduct:** When allegations of misconduct are made, the UN and Member States must together ensure that such claims are investigated, and that appropriate action is taken if allegations are substantiated. The UN CDU and CDTs provide overall direction for conduct and discipline issues in peacekeeping operations, formulate policies, develop training activities, and ensure oversight of the handling of allegations of misconduct, but Member States have responsibilities in the following ways:

- **Collect and secure evidence to support investigations of allegations of misconduct by peacekeepers against children:** Member States should ensure that evidence to support investigations of alleged misconduct is collected and kept secure at all times.

- **Deploy National Investigation Officers (NIOs):** Member States are expected to deploy NIOs as part of national contingents deployed to a UN peacekeeping operation. Efforts should be made to appoint both women and men as NIOs, and they should be trained on how to carry out investigations involving children.
- **Conduct impartial and independent investigations of allegations of misconduct by peacekeepers against children.**

**Hold personnel financially, administratively, and/or legally accountable when allegations of misconduct by peacekeepers against children are substantiated:** Member States are responsible for ensuring that their personnel are held financially, administratively, and/or legally accountable when allegations of misconduct are substantiated. This includes disciplinary actions – like the suspension of pay, removal from post, and a ban on future participation in peacekeeping operations – or other judicial actions like criminal or civil accountability.<sup>115</sup> Member States are encouraged to prosecute personnel accused of alleged misconduct or criminal offences in the course of peacekeeping duties, and to inform the UN of what actions have been taken in cases involving their personnel. In addition, Member States should identify national focal points to address paternity claims and child support obligations arising from cases of SEA.

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115 Since July 2015, payments to uniformed personnel alleged to have been involved in SEA are suspended until the investigation is completed or until the individual is repatriated from the mission. Suspended payments are withheld in cases that have been substantiated through an investigation, and transferred to the Trust Fund in Support of Victims of Sexual Exploitation and Abuse. In unsubstantiated cases, the suspended payments are released and paid in full. See UN, “Accountability,” accessed 10 December 2018, <https://conduct.unmissions.org/enforcement-accountability>.



## EXAMPLES & RESOURCES

**Keep detailed and confidential records of allegations of misconduct by peacekeepers against children:** Member States should keep detailed records of allegations of misconduct, as well as the subsequent disciplinary actions that were undertaken, in order to support transparency and accountability.

**Recognize peacekeepers who have demonstrated high standards of conduct that contribute to the protection of children:** Member States should recognize peacekeepers who have demonstrated high standards of conduct, or who have taken appropriate actions that contribute to the overall protection of children.

**Support child victims of all forms of misconduct, including SEA:** Victims of misconduct are entitled to safe and confidential assistance. Victims must be treated with dignity and respect, and directed to the nearest UN office, the CDT, the Field Victims' Rights Advocate, or the Protection from Sexual Exploitation and Abuse (PSEA) Focal Point. Where immediate medical assistance is needed, victims should be referred to the nearest medical centre. Special consideration should be given to child victims.

**UN CDU:** A variety of guidance documents and resources related to proper conduct in UN field missions are available through the UN CDU's website.<sup>116</sup>

**"The Ten Rules: Code of Personal Conduct for Blue Helmets":** Since 1998, UN personnel have been provided with pocket cards outlining 10 key rules for ethical conduct. These rules, as well as the UN Standards of Conduct, can be used by Member States to develop an appropriate national code of conduct for their personnel.<sup>117</sup>

**"Sexual Exploitation and Abuse – Know the Rules: There is No Excuse!":** Developed by the UN, this poster outlines the standards of conduct for peacekeepers, such as treating local populations with respect and dignity at all times. It also details the prohibitions for peacekeepers, as well as the consequences for failing to act in accordance with these rules.<sup>118</sup>

116 UN, "Home," accessed 21 March 2019, <https://conduct.unmissions.org>.

117 UN, "The Ten Rules: Code of Personal Conduct for Blue Helmets" (1999), accessed 10 December 2018, <https://conduct.unmissions.org/ten-rulescode-personal-conduct-blue-helmets>.

118 UN, "Sexual Exploitation and Abuse – Know the Rules: There is No Excuse," accessed 21 March 2019, <http://www.pseataask-force.org/uploads/tools/1483636089.pdf>.





## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Review and strengthen national codes of conduct for peacekeepers in accordance with UN standards and in light of international child protection norms and obligations.
- Conduct regular training for peacekeepers on standards of conduct.
- Conduct screening of personnel for previous misconduct prior to their selection for deployment to a UN peacekeeping operation.
- Support practical and confidential reporting mechanisms of allegations of misconduct by peacekeepers against children.
- Support investigations of allegations of misconduct:
  - Collect and secure evidence to support investigations of allegations of misconduct by peacekeepers against children;
  - Deploy National Investigation Officers (NIOs); and,
  - Conduct impartial and independent investigations of allegations of misconduct by peacekeepers against children.
- Hold personnel financially, administratively, and/or legally accountable when allegations of misconduct by peacekeepers against children are substantiated.
- Keep detailed and confidential records of allegations of misconduct by peacekeepers against children.
- Recognize peacekeepers who have demonstrated high standards of conduct that contribute to the protection of children.
- Support child victims of all forms of misconduct, including sexual exploitation and abuse (SEA).

# CHAPTER 11

## Contribution of Women



### THE PRINCIPLE

To recognize the essential contribution of women to peacekeeping operational effectiveness, and the distinct and critical roles of both men and women in the protection of children and the prevention of the recruitment and use of child soldiers.

UNSCR 2382 (2017) specifically recognizes the **indispensable role of women** in UN peacekeeping operations.<sup>119</sup>

UNSCR 2242 (2015), the UN's Uniformed Gender Parity Strategy, and the UN Secretary-General's System-wide Strategy on Gender Parity all call for the **doubling of women in military and police peacekeeping roles** by 2020.<sup>120</sup>

UNSCR 1820 (2000) encourages Troop and Police Contributing Countries (T/PCCs) to consider steps they could take to improve the responsiveness of peacekeepers "to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible **the deployment of a higher percentage of women peacekeepers or police.**"<sup>121</sup>

### WHY IS THIS PRINCIPLE IMPORTANT?

UN Security Council resolution (UNSCR) 1325 (2000) on women, peace and security acknowledges the valuable role of women in the prevention and resolution of conflict, and calls on the UN and Member States to undertake tangible efforts to increase the

participation of women in all aspects of peace and security.<sup>122</sup> For example, women offer important perspectives on communities and cultures, they can often access populations and venues that are closed to men, and they can serve as role models to empower women and girls in the local community

119 UN Security Council, Resolution 2382, United Nations Peacekeeping Operations: Police Commissioners, S/RES/2382 (6 November 2017), 3, [https://undocs.org/en/S/RES/2382\(2017\)](https://undocs.org/en/S/RES/2382(2017)).

120 UN Security Council, Resolution 2242, Women and peace and security, S/RES/2242 (13 October 2015), 5, [https://undocs.org/S/RES/2242\(2015\)](https://undocs.org/S/RES/2242(2015)).

121 UN Security Council, Resolution 1820, Women and peace and security, S/RES/1820 (19 June 2008), 3, [https://undocs.org/S/RES/1820\(2008\)](https://undocs.org/S/RES/1820(2008)).

122 UN Security Council, Resolution 1325, Women and peace and security, S/RES/1325 (31 October 2000), [https://undocs.org/S/RES/1325\(2000\)](https://undocs.org/S/RES/1325(2000)).

to take an active part in peace and security efforts.<sup>123</sup> The involvement of women can improve peace processes and the negotiation of peace agreements by reducing tensions, building trust, and advancing stability and the rule of law.<sup>124</sup>

Women peacekeepers can also communicate and engage with children differently, and they can offer valuable perspectives on the gender dynamics associated with the recruitment and use of child soldiers. The Annual Report of the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC), for example, estimates that girls constitute as many as 40% of the children recruited by armed forces and armed groups.<sup>125</sup> Moreover, girls are used in a wide variety of roles, including as fighters, suicide bombers, and sex slaves. Effective protection and prevention strategies must take into account – and address – the gender dynamics of child recruitment and use.

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In her 2017 report, the Special Representative of the SRSG/CAAC referenced over 900 cases of rape and other forms of **sexual violence** against *boys and girls* in situations of armed conflict.<sup>126</sup>

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This principle is meant to bring attention to the essential contributions of women to peacekeeping operations, and specifically the distinct roles of *men and women* in the protection of children to prevent the recruitment and use of child soldiers.

While evidence indicates that the inclusion of women can improve peacekeeping efficiency and effectiveness, women continue to be significantly and routinely underrepresented in operations.<sup>127</sup> This Principle is therefore intimately tied to the broader objective of increasing the number of women in peacekeeping operations. Ultimately, all peacekeepers have a fundamental responsibility to protect children.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Collect gender-disaggregated data on relevant national military, police, and civilian organizations:** The persistent underrepresentation of women in peacekeeping operations is likely due to a variety of structural, cultural, and institutional barriers, many of which reside *within* Member States. While work is underway to fully identify and better understand the barriers at play, Member States should, as a starting point, collect gender-disaggregated data on their military, police, and civilian organizations.

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123 Marta Ghittoni, Léa Lehouck, and Callum Watson, *Elsie Initiative for Women in Peace Operations: Baseline Study* (Geneva: Geneva Centre for the Democratic Control of Armed Forces, 2018); and Canada, Global Affairs Canada, “Elsie Initiative for Women in Peace Operations,” last modified 13 November 2018, [https://www.international.gc.ca/world-monde/issues\\_developpement-enjeux\\_developpement/gender\\_equality-egalite\\_des\\_genres/elsie\\_initiative-initiative\\_elsie.aspx?lang=eng](https://www.international.gc.ca/world-monde/issues_developpement-enjeux_developpement/gender_equality-egalite_des_genres/elsie_initiative-initiative_elsie.aspx?lang=eng).

124 Council on Foreign Relations, “Increasing Female Participation in Peacekeeping Operations,” last modified 26 September 2018, <https://www.cfr.org/report/increasing-female-participation-peacekeeping-operations>.

125 UN General Assembly, Report of the Secretary-General for Children and Armed Conflict 34/44, Annual Report of the Special Representative of the Secretary-General for Children and Armed Conflict, A/HRC/34/44, (22 December 2016) 5.

126 UN General Assembly, Report 72/865, Children and Armed Conflict: Report of the Secretary-General, A/72/865–S/2018/465 (16 May 2018), 3.

127 UN General Assembly, Report of the Secretary-General for Children and Armed Conflict 34/44, Annual Report of the Special Representative of the Secretary-General for Children and Armed Conflict, A/HRC/34/44 (22 December 2016) 5.

***Develop strategies to increase the representation of women throughout relevant national military, police, and civilian organizations, including through the development of a National Action Plan:***

With the baseline data recommended above, informed strategies can then be developed to increase the number of women in relevant national military, police, and civilian organizations, and to ensure that women gain the training, education, and experience required to qualify for peacekeeping deployments. This should be a priority in recruitment and retention strategies, and should permeate policies, doctrine, and decision-making throughout the organization. Among other things, organizations should implement institution-wide education and training for personnel on the benefits of greater women's participation, and identify institutional champions that can foster top-down support for women's increased integration. Efforts can be captured in a National Action Plan, which should articulate the practical national measures that will be taken to implement UNSCR 1325.<sup>128</sup>

***Increase the meaningful participation of women in peacekeeping operations, including in senior positions:***

Ensuring the meaningful participation of women in peacekeeping operations means working to integrate women throughout the architecture of peacekeeping operations, including in senior positions.

It requires fostering a mission environment that is conducive to women's safe and successful deployment (including by tackling sexual exploitation and abuse (SEA) within peacekeeping). It also requires supporting women early and consistently throughout their careers, so that they are well-positioned, prepared, and supported to take advantage of deployment opportunities.

***Promote gender diversity across the cadre of trained Child Protection Focal Points (CPFPs) in UN peacekeeping operations:***

Member States must avoid gender bias when it comes to identifying personnel for child protection roles. Both women and men bring unique and distinct contributions to child protection, and therefore both women and men peacekeepers should be nominated to serve as uniformed CPFPs in UN peacekeeping operations.

***Deploy mixed engagement teams, gender-integrated formed police units (FPUs), or "Gender Strong Units"<sup>129</sup> to UN peacekeeping operations:***

The co-deployment of women and men personnel in areas of operations has been found to be preferable to all-women or all-men engagement teams and FPUs.<sup>130</sup> With the co-deployment of women and men, military and police units have the potential to be more flexible and adaptable in the face of diverse local populations, including in the context of child protection.

<sup>128</sup> See UN Security Council, Resolution 1325, Women and peace and security, S/RES/1325.

<sup>129</sup> A "gender-strong unit" is a military unit or a formed police unit (FPU) that includes the substantial representation of women overall and in positions of authority, has provided gender-equity training to all unit members, and has adequate equipment and other materiel to ensure parity of deployment conditions for women and men peacekeepers.

<sup>130</sup> UN Women, "Ready for Peacekeeping Deployment, with a Gender Lens," last modified 29 May 2018, <http://www.unwomen.org/en/news/stories/2018/5/feature-fmoc-peacekeeper-training>; and UN Peacekeeping, "Women in Peacekeeping," accessed 21 March 2019, <https://peacekeeping.un.org/en/women-peacekeeping>.

***Provide specific training and education for peacekeepers on the gender dimension of the recruitment and use of children in armed conflict:*** Member States must ensure that their training modules on child protection include specific teaching on the gender dimensions of children in armed conflict, and specifically of child soldiering. Training and education should specifically include information on the realities of sexual- and gender-based violence on children in armed conflict, and consider a gender-sensitive approach to prevention and protection.

***Support research on the nexus between the role of women in peacekeeping, and the prevention of the recruitment and use of child soldiers:*** While there is a growing body of literature on the valuable role of women in peacekeeping and peacebuilding, and separately, on children in armed conflict (and on child soldiers specifically), there is very limited research focused on the value and impact of women peacekeepers on preventing and addressing the recruitment and use of child soldiers. Member States could consider funding and/or supporting further research and analysis in this area, including by sharing operational lessons learned in this regard.

## EXAMPLES & RESOURCES

***“United Nations Police Gender Toolkit”:*** This UN police resource is “a training package of best practices for mainstreaming gender into police activities in peacekeeping operations.”<sup>131</sup> The three modules in this toolkit focus on building the capacity of UN police officers on gender mainstreaming and of host state police on promoting gender equality,

as well as on preventing and investigating sexual- and gender-based violence. This toolkit is available as a handbook with an accompanying Compendium of Project Tools, as an instructor’s manual for in-person Training of Trainers courses, and as an online e-learning course.

***Handbook on Teaching Gender in the Military:*** This handbook, produced by the Security Sector Reform Working Group under the leadership of the Geneva Centre for the Democratic Control of Armed Forces (DCAF), aims to improve the capacity of gender experts, military instructors, and educators to deliver education content under the framework of UNSCR 1325 by providing tools and strategies to integrate gender into Professional Military Education (PME).<sup>132</sup> The handbook may be used to develop the leadership competencies of military leaders and those deployed on peacekeeping operations, as well as to highlight the support required from men to increase women’s participation.

***Female Military Officers Course:*** This two-week course aims to bridge the gender gap in UN peacekeeping. It is organized by UN Women and partners, and provides specialised training for female military officers around the world to create a global network of trained women peacekeepers.

***Elsie Initiative for Women in Peace Operations:*** The Elsie Initiative is a multilateral pilot project that is developing, applying, and testing a combination of approaches to help overcome barriers to increasing women’s meaningful participation in peacekeeping operations.

131 UN Department of Peacekeeping Operations, Department of Field Support, and Division for Policy, Evaluation and Training (DPKO-DFS-DPET), “United Nations Police Gender Toolkit” (11 November 2015), accessed 20 April 2019, <http://repository.un.org/handle/11176/387374>.

132 Partnership for Peace Consortium of Defence Academies and Security Studies Institutes et. al., *Handbook on Teaching Gender in the Military* (Geneva: Geneva Centre for the Democratic Control of Armed Forces and Partnership for Peace Consortium of Defence Academies, 2016).

**Elsie Initiative Fund for Uniformed Women in Peace Operations:** This Fund seeks to accelerate the pace of change towards the increased meaningful participation of uniformed women in UN peacekeeping operations through financial assistance and incentives, in order to support the deployment of more trained and qualified uniformed women. With two financing streams (flexible project funding and paying premiums for the deployment of gender-strong units), the Fund is intended to be accessed primarily by Troop and Police

Contributing Countries (T/PCCs). However, UN organizations wishing to implement and test innovative approaches will also have access as secondary recipients.

**The State of the World's Girls Annual Report:** Each year, Plan International produces a report on the development of girls around the world, with a unique thematic focus each year. In 2008, the focus was on the impact of armed conflict on girls, including reference to their recruitment and use as child soldiers.<sup>133</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Collect gender-disaggregated data on relevant national military, police, and civilian organizations.
- Develop strategies to increase the representation of women throughout relevant national military, police, and civilian organizations, including through the development of a National Action Plan.
- Increase the meaningful participation of women in peacekeeping operations, including in senior positions.
- Promote gender diversity across the cadre of trained Child Protection Focal Points (CPFPs) in UN peacekeeping operations.
- Deploy mixed engagement teams, gender-integrated formed police units (FPUs), or “Gender Strong Units” to UN peacekeeping operations.
- Provide specific training and education for peacekeepers on the gender dimension of the recruitment and use of children in armed conflict.
- Support research on the nexus between the role of women in peacekeeping, and the prevention of the recruitment and use of child soldiers.

133 See Plan International, “Reports and Publications,” accessed 20 April 2019, <https://plancanada.ca/reports-and-publications>; and Nikki van der Gaag, *In the Shadows of War: Girls in Conflict* (Italy: Plan International, 2008), [https://plancanada.ca/file/planv4\\_files/biaag/BIAAG\\_2008\\_english.pdf](https://plancanada.ca/file/planv4_files/biaag/BIAAG_2008_english.pdf).

# CHAPTER 12

## Disarmament, Demobilization, and Reintegration



### THE PRINCIPLE

To ensure that child soldiers are included as a priority in the planning and execution of all United Nations supported disarmament, demobilization, reintegration, and, where appropriate, repatriation efforts, taking into account their specific needs, including those based on gender, age, and other identity factors, to assist in their successful transition to normal life, and to prevent their re-recruitment.

### WHY IS THIS PRINCIPLE IMPORTANT?

UN-supported disarmament, demobilization, and reintegration (DDR) efforts are crucial in helping children leave armed forces or armed groups and reintegrate into their families and communities. The importance of DDR efforts for children is clear: appropriate interventions that are tailored to the specific needs of the child – based on gender, age, and other identity factors – can help bolster the resilience of the child against the worst effects of conflict and facilitate their recovery. Support from Member States in facilitating DDR can both assist

in the successful transition of child soldiers to civilian life, as well as help prevent their re-recruitment.

The Convention on the Rights of the Child and its Optional Protocol on the Involvement of Children in Armed Conflict, as well as the Paris Principles, constitute the foundational framework for the principles, norms, and standards that underpin DDR programs for children.<sup>134</sup> Further to these, the UN has developed Integrated Disarmament, Demobilization, and Reintegration Standards (IDDRS) to guide DDR efforts in the context of UN peacekeeping operations.<sup>135</sup>

<sup>134</sup> Notably, the Convention on the Rights of the Child calls for States Parties to take “all appropriate measures to promote physical and psychological recovery and social reintegration of a child victim of: any form of neglect, exploitation, or abuse; torture or any other form of cruel, inhuman or degrading treatment or punishment; or armed conflicts.” In addition, the Optional Protocol to the Convention on the Rights of the Child highlights that signatory States have a legal obligation to support former child soldiers, including by providing “all appropriate assistance for their physical and psychological recovery and their social reintegration. “See UN General Assembly, Resolution 44/25, Convention on the Rights of the Child, A/RES/44/25 (adopted and opened for signature, ratification, and accession by UN General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with Article 49), Part I, Article 39; UN General Assembly, Resolution 54/263, Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, A/RES/54/263 (ratified 25 May, 2000, entered into force 12 February 2002), Annex I, Articles 6 and 7, and Annex II, Articles 9 and 10; and UN International Children’s Emergency Fund, “The Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups,” 1-44.

<sup>135</sup> See UN, *Integrated Disarmament, Demobilization, and Reintegration Standards*.

Given that the recruitment and use of child soldiers is prohibited under international law, DDR programs differ between adults and children in some fundamental ways. Unlike adults, child soldiers should first and foremost be considered victims, and DDR programs should be offered to children without condition. While this principle focuses on UN-led DDR efforts, DDR can occur independently of formal DDR processes that follow a political agreement. Where there are formal DDR processes, special provisions should be made for children. The absence of a formal DDR process, however, should not prevent activities in pursuit of the release of children from armed forces or armed groups.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Advocate for the prioritization of children in the planning and execution of all UN-supported DDR programs and activities:*** Member States can apply political pressure within and outside the UN system to ensure children are appropriately incorporated into and prioritized in DDR efforts. DDR efforts for children should be driven by the following core objectives:

- DDR for children should be available early and without qualification. It should not be contingent on political negotiations, broader security sector reform, or concurrent adult DDR, and should not be conditional on the submission of a weapon or proof of familiarity with weaponry.
- Children should be consulted at all stages of their DDR process, and should be given the opportunity to identify what is in their best interest.
- DDR efforts should be coordinated with and inclusive of relevant child protection actors.

- Information on DDR programs should be made available to, and understandable for, children.
- DDR programs should be accountable not only to national and international partners, but also to the local population – including children. Appropriate monitoring, reporting, and evaluation of services available to children through DDR programs is therefore required.

***Educate peacekeepers on DDR, and their supporting role in the DDR process, in accordance with the UN IDDRS:*** While peacekeepers do not design or carry out DDR programs themselves, they play an important supporting role in UN-led DDR efforts. Any child soldier who comes forward to register for a DDR program should be immediately referred to a CPA for age assessment and handover to the UN International Children’s Emergency Fund (UNICEF) for reintegration. Peacekeepers may also support DDR efforts when they are mandated to provide security to DDR efforts, gather and distribute information specifically related to a DDR program, monitor and report on security issues, and/or provide logistical support and other tasks.<sup>136</sup>

***Adequately fund long-term and inclusive DDR efforts for children:*** Successful reintegration requires long-term funding for child protection agencies and for programs in order to ensure continuous support for education, training, and monitoring for children. Member States should consider providing funding for child DDR, preferably through a funding mechanism that is independent of, and managed separately from, adult DDR. Funding should be made available to child protection actors as early as possible, including in the absence of a formal peace process and formal DDR planning.

<sup>136</sup> See UN, *Integrated Disarmament, Demobilization, and Reintegration Standards*.



## EXAMPLES & RESOURCES

***Peace agreement between the Government of Sierra Leone and the Revolutionary United Front (Lomé Peace Agreement):*** The Lomé Peace Agreement, which aimed to bring an end to the civil war in Sierra Leone, paid special attention to the unique needs of child soldiers, including in DDR programs.<sup>137</sup> For further information, see the 2005 UNICEF publication, “The Disarmament, Demobilisation and Reintegration of Children Associated with the Fighting Forces: Lessons Learned in Sierra Leone.”<sup>138</sup>

***UN IDDRS:*** The UN IDDRS provides direction and guidance to those engaged in preparing, implementing, and supporting DDR programs.<sup>139</sup> Although the IDDRS were developed for DDR programs taking place in peacekeeping contexts, most direction and guidance is also applicable to DDR programs taking place in non-peacekeeping contexts. As well as outlining the basic elements of each phase of DDR, the IDDRS offers specific guidance on DDR for children.



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Advocate for the prioritization of children in the planning and execution of all UN-supported disarmament, demobilization, and reintegration (DDR) programs and activities.
- Educate peacekeepers on DDR, and their supporting role in the DDR process, in accordance with the UN Integrated Disarmament, Demobilization, and Reintegration Standards (IDDRS).
- Adequately fund long-term and inclusive DDR efforts for children.

137 See UN Security Council, Peace Agreement between the Government of Sierra Leone and the Revolutionary United Front, S/1999/777 (12 July 1999), [https://peacemaker.un.org/sites/peacemaker.un.org/files/SL\\_990707\\_LomePeaceAgreement.pdf](https://peacemaker.un.org/sites/peacemaker.un.org/files/SL_990707_LomePeaceAgreement.pdf).

138 UN International Children’s Emergency Fund, *The Disarmament Demobilisation and Reintegration of Children Associated with the Fighting Forces: Lessons Learned in Sierra Leone 1998-2002* (2005), accessed 20 April 2019, [https://www.unicef.org/wcaro/WCARO\\_SL\\_Pub\\_LesLearntChildSoldiers.pdf](https://www.unicef.org/wcaro/WCARO_SL_Pub_LesLearntChildSoldiers.pdf).

139 See UN, *Integrated Disarmament, Demobilization, and Reintegration Standards*.

# CHAPTER 13

## Mental Health



### THE PRINCIPLE

To actively promote and support research on the trauma experienced by personnel confronting child soldiers and interacting with children affected by armed conflict, and to provide appropriate pre-deployment preparation, as well as mental health support during and post-deployment.

### WHY IS THIS PRINCIPLE IMPORTANT?

Peacekeepers who encounter child soldiers can face significant moral and psychological dilemmas,<sup>140</sup> in part due to the sharp dichotomy between the simultaneous perception of child soldiers as both threats and victims. This fundamental tension can cast serious doubt over how peacekeepers should treat child soldiers, and ultimately, encounters with child soldiers may have significant and potentially long-lasting psychological effects on the peacekeeper.

More research is required to better understand the peacekeeper's experience in this regard. In the meantime, there are general steps that Member States can take with respect to mental health to help prepare peacekeepers prior to deployment, to support them during a mission, and to help them once they return home.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Support research on the psychological harm that may be experienced by peacekeepers after encountering child soldiers and children affected by armed conflict:*** Currently, there is limited data on the psychological impact of interactions with

child soldiers on peace keepers. Member States should harness existing academic resources, as well as facilitate the pursuit of new research and effective knowledge transfer, to improve the health and wellness of peacekeepers and, ultimately, support more effective peacekeeping operations.

***Ensure adequate access to comprehensive mental health services for peacekeepers before, during, and after deployment:*** Member States should provide ongoing access to comprehensive mental health services – before, during, and after deployment. These services should include both preventative and reactive measures to address mental health needs throughout a person's career. Before peacekeepers are deployed, they should be provided information on identifying and understanding stress reactions, and learning key stress management strategies to promote mental resilience. After deployment, effective screening processes should be put in place to identify any signs of distress, and should be followed up through long-term monitoring of personnel. Resources in support of mental health could also include psychosocial and spiritual services, for both peacekeepers and their families, as appropriate.

<sup>140</sup> It is important to note that child soldiers and children affected by armed conflict are also exposed to severe psychological trauma.

**Provide mental health training and education to prepare peacekeepers for potential encounters with child soldiers and children affected by armed conflict:** Personnel should receive mental health training and education prior to their deployment in order to prepare them for the some of the potential challenges of the mission, including those associated with encountering children. In particular, emphasis should be placed on the following:

- **Increasing mental health literacy:** Mental health training and education should address the knowledge and beliefs about mental illness that affect its recognition, management and prevention, as well as provide information on the importance of early care and attention, and the resources and supports available.
- **Reducing the stigma around mental health:** Effective mental health training should address the stereotypes, prejudice, and discrimination that contribute to the stigma associated with mental illness and that interfere with care-seeking behaviour. Challenging myths and stereotypes, providing facts about mental illness, and normalizing mental health challenges throughout the military career can increase acceptance and recognition of mental health challenges, and contribute to increased and earlier care-seeking.

- **Increasing mental resilience:** Mission-specific training prior to deployment should include realistic scenario-based training on the significant challenges that may be encountered during the deployment. Such training can help peacekeepers anticipate and mentally prepare for how they might respond to potentially distressing situations, and rehearse the application of effective responses in a safe training environment. Mission-specific training with complex scenarios can provide peacekeepers with an opportunity to experience the psychological dilemmas inherent in dealing with child soldiers, and to discuss various courses of action and possible outcomes. This can help peacekeepers develop mental flexibility and adaptability, as well as problem solving skills to deal with unanticipated scenarios.

#### EXAMPLES & RESOURCES:

***Guidelines on Mental Health and Psychosocial Support in Armed Conflict and Other Situations of Violence:*** Developed by the International Committee of the Red Cross (ICRC), these guidelines “outline the organization’s approach to mental health and psychosocial support (MHPSS) during and after armed conflict and other situations of violence. They provide a framework for harmonizing MHPSS programmes within the organization, and an insight into its strategic processes and field practices.”<sup>141</sup>

<sup>141</sup> See International Committee of the Red Cross, *Guidelines on Mental Health and Psychosocial Support* (Geneva: International Committee of the Red Cross, 2018), accessed 22 March 2019, <https://shop.icrc.org/guidelines-on-mental-health-and-psychosocial-support-2807.html>.



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

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- Support research on the psychological harm that may be experienced by peacekeepers after encountering child soldiers and children affected by armed conflict.

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  - Ensure adequate access to comprehensive mental health services for peacekeepers before, during, and after deployment.

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  - Provide mental health training and education to prepare peacekeepers for potential encounters with child soldiers and children affected by armed conflict by:
    - Increasing mental health literacy;
    - Reducing the stigma around mental health; and,
    - Increasing mental resilience, including through scenario-based training exercises and activities.
-

# CHAPTER 14

## Peace Processes



### THE PRINCIPLE

To support the inclusion of child protection provisions within the terms of peace processes, peace agreements, and post-conflict recovery and reconstruction efforts, noting the unique vulnerability and protection needs of children, the importance of their rehabilitation and reintegration into their communities, and the urgent need to prevent and end the recruitment and use of child soldiers to achieve lasting and sustainable peace.

### WHY IS THIS PRINCIPLE IMPORTANT?

Peace processes, peace agreements, and post-conflict recovery and reconstruction efforts provide critical opportunities to ensure the rights of children are protected and supported. These instruments help direct the release of children from armed forces and armed groups and ensure they are primarily treated as victims, while also putting the children's best interests first when reintegrating them into their communities and preventing re-recruitment. Addressing the protection and rights of children can serve as a useful entry point for building confidence among the relevant parties and facilitating negotiations. The meaningful participation of youth in peace processes can help set the foundations for enduring peace and stability.

Since the establishment of UN Security Council resolution (UNSCR) 1261 (1999), the UN Security Council has repeatedly called for the inclusion of child

protection provisions in peace agreements.<sup>142</sup> The Paris Commitments (2007) and the Paris Principles (2007) also call for peace agreements to contain specific provisions for the needs of children.<sup>143</sup> Most recently, the UN Security Council called on the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC), together with relevant child protection actors, to compile practical UN guidance on the integration of child protection issues in peace processes.<sup>144</sup> However, despite repeated calls through UN resolutions, child protection provisions are still excluded from the majority of peace agreements.<sup>145</sup>

Member States can be involved in peace processes, peace agreements, and post-conflict recovery and reconstruction efforts in a peacekeeping context as mediators, negotiators, donors, partners and allies of the parties, and of course as peacekeepers.

142 See UN Security Council, Resolution 1261, The Children and Armed Conflict, S/RES/1261 (30 August 1999); UN Security Council, Resolution 2143, Children and Armed Conflict, S/RES/2143 (7 March 2014); and UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018).

143 UN International Children's Emergency Fund, "The Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups," 1-44.

144 UN Security Council, Presidential Statement 2017/21, Children and Armed Conflict, S/PRST/2017/21 (31 October 2017), <http://undocs.org/S/PRST/2017/21>.

145 Watchlist on Children and Armed Conflict, "Checklist for Drafting Children and Armed Conflict Provisions in Peace Agreements," Working Draft (12 October 2016): 1-4, accessed 11 December 2018, <https://watchlist.org/wp-content/uploads/Checklist-for-CAC-relevant-provisions-in-peace-agreements-FINAL-10-12-16.pdf>.

## HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Train mediators, negotiators, and other relevant officials on integrating child protection provisions in peace processes:*** Mediators, negotiators, and their respective teams – both women and men – should have training on preventing the recruitment and use of child soldiers, to better understand how to effectively include child protection provisions and language in negotiations and, ultimately, in peace and ceasefire agreements, including associated disarmament, demobilization, and reintegration (DDR) programs.

***Advocate for the meaningful, safe, and equitable participation of children in peace processes:*** UNSCR 2427 (2018) calls for the inclusion of the views of children in peace initiatives and processes. Recognizing the rights of children as agents of change and critical stakeholders in the transition to peace is part of the reconciliation and justice process, for the children as well as their families and communities. It is important that the participation of girls and boys is meaningful and ethical to avoid causing prejudices to children or instrumentalizing them during the process.

***Advocate for the inclusion of child protection provisions in the cessation of hostilities and ceasefires:*** Member States can encourage negotiators in peace agreements to call for the following:

- ***The immediate release and reintegration of children:*** Member States should encourage provisions for all parties to an armed conflict to immediately and without preconditions release all children within their ranks, and identify child protection actors to be present throughout the screening process to facilitate the swift and orderly handover of these children. Member

States should also seek to include special provisions and resources for the release and reintegration of children formerly associated with armed forces or armed groups (combatants as well as non-combatants), including those born in captivity, and differentiate between the needs of boys and girls.

- ***The protection of children in security sector reform:*** Child protection provisions should be addressed in the composition or reconstitution of security and defence forces emerging from peace agreements. In accordance with the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, Member States should call for parties to prohibit the integration of children into armed forces or armed groups, and to prevent and end grave violations against children by armed forces.<sup>146</sup> They should call for mandatory practical child protection training for security and defence forces, and for the inclusion of specific provisions on child protection in standard operating procedures – including in the context of detention and transfer, and in rules of engagement.
- ***The identification of the six grave violations against children as a violation of the ceasefire, and their inclusion as prohibited acts:*** Peace agreements should incorporate provisions that prohibit grave violations against children, and establish that amnesties for these crimes under international law are prohibited. Peace agreements may also include provisions to end impunity and prosecute those responsible for crimes perpetrated against children, and exclude perpetrators of grave violations of children's rights from joining security forces.

<sup>146</sup> See UN General Assembly, Resolution 54/263, Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, A/RES/54/263 (ratified 25 May 2000, entered into force 12 February 2002).

- ***The protection of children's rights in justice and reconciliation mechanisms, recognizing that children should be treated as victims first:*** All children in contact with the law, including child soldiers, should be treated according to international law, standards, and norms, as well as principles of justice for children. Member States should reiterate that children formerly associated with armed forces or armed groups are victims first, and focus their treatment on effective rehabilitation and reintegration into society, including, where relevant, non-judicial measures as an alternative to criminal procedures.<sup>147</sup> In particular, children associated with armed forces or armed groups should be granted the broadest possible amnesty in peace agreements.
- ***The protection of children in monitoring arrangements:*** A child protection representative should be included in the entity tasked with monitoring the implementation of the ceasefire or cessation of hostilities.
- ***The provision of social services for children:*** Member States can encourage measures to address specific post-conflict needs of children (e.g. education, vocational training, medical and psycho-social services, dedicated funds, etc.). They can also call for and support provisions to promote birth and late-birth registration as a means to prevent the recruitment and use of child soldiers.

***Support the funding and monitoring of child protection provisions in peace processes:*** Member States should consider dedicating separate funding for child protection, release, and reintegration during donor meetings for the implementation of a peace agreement. Moreover, Member States should call for child protection expertise in all bodies charged with monitoring and/or implementing a peace agreement.

## EXAMPLES & RESOURCES

***Peace agreement between the Government of Colombia and Revolutionary Armed Forces of Colombia–People's Army:*** On 24 November 2016, the Colombian government and the Revolutionary Armed Forces of Colombia–People's Army (FARC-EP) signed the "Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace."<sup>148</sup> Among other things, the peace agreement includes a dedicated section on "reintegration for minors who have left FARC-EP camps."<sup>149</sup>

***Peace agreement between the Government of Sierra Leone and the Revolutionary United Front (Lomé Peace Agreement):*** This agreement reaffirmed the cessation of hostilities of 18 May 1997 and provides for power-sharing arrangements between the Sierra Leone government and the Revolutionary United Front (RUF).<sup>150</sup> Article XXX states that "the Government shall accord particular attention to the issue of child soldiers. It shall, accordingly, mobilize resources, both within the country and from the International Community, and especially

147 According to UN Security Council resolution 2427, the UN Security Council "emphasizes that children who have been recruited in violation of applicable international law by armed forces and armed groups and are accused of having committed crimes during armed conflicts should be treated primarily as victims of violations of international law." See UN Security Council, Resolution 2427, Children and Armed Conflict, S/RES/2427 (9 July 2018), 5, paragraph 20.

148 See UN Security Council, Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace, S/2017/272 (21 April 2017), <https://undocs.org/S/2017/272>.

149 UN Security Council, Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace, S/2017/272 (21 April 2017), 75, paragraph 3.2.2.5.

150 See UN Security Council, Peace Agreement between the Government of Sierra Leone and the Revolutionary United Front, S/1999/777 (12 July 1999).

through the Office of the UN Special Representative for Children in Armed Conflict, [UN International Children's Emergency Fund (UNICEF)] and other agencies, to address the special needs of these children in the existing disarmament, demobilization and reintegration processes."<sup>151</sup>

***"EU Guidelines on Children and Armed Conflict":*** Adopted in 2010, the EU Guidelines on Children and Armed Conflict express that the EU will ensure that the needs of children are taken into account in peace negotiations and peace agreements.<sup>152</sup>

***"Checklist for Drafting Children and Armed Conflict Provisions in Peace Agreements":*** Watchlist on Children and Armed Conflict has developed a checklist for drafting CAAC provisions in ceasefire and peace agreements. This checklist provides recommendations to mediators and their teams on incorporating inclusive and child protection-relevant language and provisions in various parts of both ceasefire and peace agreements.<sup>153</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Train mediators, negotiators, and other relevant officials on integrating child protection provisions in peace processes, acknowledging the need for gender diversity in these roles.
- Advocate for the meaningful, safe, and equitable participation of children in peace processes.
- Advocate for the inclusion of child protection provisions in the cessation of hostilities and ceasefires, including by calling for the following:
  - The immediate release and reintegration of children;
  - The protection of children in security sector reform;
  - The identification of the six grave violations against children as a violation of the ceasefire, and their inclusion as prohibited acts;
  - The protection of children's rights in justice and reconciliation mechanisms, recognizing that children should be treated as victims first;
  - The protection of children in monitoring arrangements; and,
  - The provision of social services for children.
- Support the funding and monitoring of child protection provisions in peace processes.

<sup>151</sup> UN Security Council, Peace Agreement between the Government of Sierra Leone and the Revolutionary United Front, S/1999/777 (12 July 1999), 27, Article XXX.

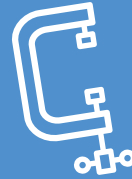
<sup>152</sup> See Council of the European Union, "EU Guidelines on Children and Armed Conflict," *European Union* (9 December 2003): 1-12.

<sup>153</sup> See Watchlist on Children and Armed Conflict, "Checklist for Drafting Children and Armed Conflict Provisions in Peace Agreements," 1-4.



# CHAPTER 15

## Sanctions



### THE PRINCIPLE

To support the inclusion of child recruitment and use as a designation criterion in United Nations sanctions regimes aimed at supporting the political settlement of conflicts in the context of peacekeeping operations.

### WHY IS THIS PRINCIPLE IMPORTANT?

When crafted and implemented appropriately, UN sanctions can apply pressure on perpetrators of grave violations against children – and can deter others – to help prevent and end the recruitment and use of child soldiers, including in the context of peacekeeping operations. Sanctions are meant to be used as a last resort when other measures have not been successful.

In order for UN sanctions to be levied against individuals for the recruitment and use of child soldiers, there must be a sanctions regime put in place by the UN Security Council, and that regime must be mandated to take action against the recruitment and use of child soldiers, grave violations against children, or human rights violations more generally.<sup>154</sup> In some cases, the UN Security Council may decide to identify the individuals or entities that are subject to targeted sanctions measures. In other cases, this is done by the sanctions committee established as part of a sanctions resolution.

Sanctions committees are composed of Members of the UN Security Council and are sometimes supported by independent experts or panels of experts, who are appointed by the UN Secretary-General.

In UN Security Council resolution (UNSCR) 1539 (2004), the UN Security Council expressed for the first time its intention to consider imposing targeted and graduated measures against parties to a conflict that are violating the rights of children.<sup>155</sup> While this commitment was reaffirmed in further resolutions, these resolutions do not make the inclusion of preventing the recruitment and use of child soldiers a specific designation criterion for all sanctions regimes. Member States – both on or off of the UN Security Council – therefore have a role to play in advocating for the inclusion of preventing the recruitment and use of child soldiers as a designation criterion in sanctions regimes.

<sup>154</sup> It should be noted that Member States can undertake unilateral sanctions of their own regarding the recruitment and use of children. For example, the Leahy Law in the United States prohibits arms sales and training to countries deemed to be committing grave violations against children. The Leahy Law is the colloquial term for a provision of the United States Foreign Assistance Act (section 620M) and its twin provision in the United States National Defense Authorization Act. See United States, Foreign Assistance Act of 1961, Pub. L. No. 87-195, 22 U.S.C. 2151 (2019).

<sup>155</sup> See UN Security Council, Resolution 1539, Children and Armed Conflict, S/RES/1539 (22 April 2004). This commitment was reaffirmed in UN Security Council, Resolution 1612, Children and Armed Conflict, S/RES/1612 (26 July 2005); UN Security Council, Resolution 1882, Children and Armed Conflict, S/RES/1882 (4 August 2009), [https://undocs.org/S/RES/1882\(2009\)](https://undocs.org/S/RES/1882(2009)); and UN Security Council, Resolution 1998, Children and Armed Conflict, S/RES/1998 (12 July 2011), [https://undocs.org/S/RES/1998\(2011\)](https://undocs.org/S/RES/1998(2011)).

## HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

**Advocate for including the recruitment and use of child soldiers as a designation criterion in UN sanctions resolutions:** Where appropriate, Members of the UN Security Council should include reference to the recruitment and use of child soldiers in resolutions establishing or renewing sanctions regimes. While voting on UN sanctions resolutions is the sole purview of UN Security Council members, non-Members can also encourage the inclusion of the recruitment and use of child soldiers as a designation criterion through statements and letters to the UN Security Council, and through bilateral engagement with UN Security Council Members. By identifying the recruitment and use of child soldiers as an explicit designation criterion, UN sanctions can then be levied against individuals or entities for this violation.

**Support efforts to provide clear and timely information on the recruitment and use of child soldiers to the UN Security Council to inform UN sanctions deliberations:** Sanctions mechanisms require timely information to operate effectively. Members of the UN Security Council – especially those chairing sanctions committees – can invite the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC) and/or the Special Procedures of the Human Rights Council to give briefings to the sanctions committee to enhance knowledge of persistent perpetrators and to encourage, where appropriate, the listing of individuals or entities responsible for the recruitment and use of child soldiers. Moreover, when sanctions regimes include specific designation criteria related to the recruitment and use of child soldiers,

any Member State can request that the sanctions committee consider listing certain individuals or entities if they have credible and detailed information relevant to the recruitment and use of child soldiers. The UN Security Council can also draw on the information developed in the UN Security Council Working Group on Children and Armed Conflict (CAAC), including by organizing joint meetings between the Working Group and sanctions committees.

**Strengthen the capacity of UN sanctions groups of experts:** Sanctions committees are composed of Members of the Security Council, and are sometimes informed by the work of groups or panels of experts. The expertise required will depend on the sanctions imposed, but generally includes arms, natural resources, and/or human rights and humanitarian experts. Member States should propose the appointment of specific experts in child protection, particularly with regards to the recruitment and use of child soldiers. Moreover, Member States should be encouraged to provide relevant information on sanctions designations to the identified experts.

## EXAMPLES & RESOURCES

**Sanctions resolutions:** Under UNSCR 2293 (2016), the UN Security Council included the recruitment or use of child soldiers as a criterion for designating individuals or entities under the Democratic Republic of the Congo (DRC) sanctions regime.<sup>156</sup>

Similarly, in UNSCR 2399 (2018), the UN Security Council included the recruitment or use of child soldiers as a criterion for designating individuals or entities under the Central African Republic (CAR) sanctions regime.<sup>157</sup>

<sup>156</sup> UN Security Council, Resolution 2293, The Situation Concerning the Democratic Republic of the Congo, S/RES/2293 (23 June 2016) [https://undocs.org/S/RES/2293\(2016\)](https://undocs.org/S/RES/2293(2016)).

<sup>157</sup> UN Security Council, Resolution 2399, The Situation in the Central African Republic, S/RES/2399 (30 January 2018), [https://undocs.org/en/S/RES/2399\(2018\)](https://undocs.org/en/S/RES/2399(2018)).

**Joint meetings:** The UN Security Council Working Group on CAAC has held a number of informal consultations with UN Security Council sanctions committees, including the 2206 South Sudan Sanctions Committee on 14 March 2016, the 2140 Yemen Sanctions Committee on 22 September 2015, and the 2127 CAR Sanctions Committee on 3 December 2015.

**Sanctions designations:** In February 2006, the UN Security Council imposed a travel ban and asset freeze on Martin Kouakou Fofié, a commander of the Forces Nouvelles in Côte d'Ivoire, citing child recruitment as well as other violations including abductions, use of forced labor, sexual violence, and extrajudicial executions.<sup>158</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Advocate for including the recruitment and use of child soldiers as a designation criterion in UN sanctions resolutions.
- Support efforts to provide clear and timely information on the recruitment and use of child soldiers to the UN Security Council to inform UN sanctions deliberations.
- Strengthen the capacity of UN sanctions groups of experts.

<sup>158</sup> UN Security Council, Press Release SC/8631, "Security Council Committee Concerning Côte d'Ivoire Issues List of Individuals Subject to Measures Imposed by Resolution 1572" (7 February 2006), accessed 20 April 2019, <https://www.un.org/press/en/2006/sc8631.doc.htm>.

# CHAPTER 16

## Best Practices



### THE PRINCIPLE

To share with other Member States and the United Nations best practices and lessons learned on the prevention of the recruitment and use of child soldiers in the context of peacekeeping.

### WHY IS THIS PRINCIPLE IMPORTANT?

By sharing best practices and lessons learned, Member States can prevent mistakes, reduce operational risk, avoid duplication of effort, increase efficiency and effectiveness, and ultimately, sharpen the collective approach to preventing and addressing the recruitment and use of child soldiers. The sharing of best practices and lessons learned is particularly pertinent in the context of the Vancouver Principles, given its relatively recent launch and the nascent stage of this implementation guidance. This implementation guidance is a first step, and is meant to serve as a catalyst to initiate a dialogue on best practices in preventing the recruitment and use of child soldiers through peacekeeping. The endorsing community shares the responsibility to further identify, communicate, and harness new practical measures that can support the effective implementation of the Vancouver Principles.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Gather best practices and lessons learned related to the prevention of the recruitment and use of child soldiers:*** Member States should deliberately and consistently gather best practices and lessons learned related to the prevention of the recruitment and use of child soldiers. Such observations can be

collected during and following the conduct of operations, and at the tactical, operational, and strategic levels. In particular, Member States should consider undertaking the following measures:

- ***Conducting after-action reviews (AARs) of tasks related to the prevention of the recruitment and use of child soldiers:*** During and after peacekeeping operations, Member States should conduct AARs of tasks related to the prevention of the recruitment and use of child soldiers. To be timely, AARs should be completed when memories are clearest, sources are still available, and the strategic environment remains relevant.
- ***Consulting child protection actors on lessons learned:*** Member States should consider consulting civil society partners and UN actors with specialised roles in child protection – such as the UN Department of Peace Operations (DPO), UN International Children’s Emergency Fund (UNICEF), Save the Children, and/or the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC), in the analysis of after-action reports, so that appropriate lessons learned can be identified.

**Review and update national policy, doctrine and directives, based on best practices and lessons learned related to the prevention of the recruitment and use of child soldiers:** Member States should periodically review relevant national doctrine, policies, and directives, as well as training and education materials, with an aim to adapt these guidance documents to emerging operational challenges and best practices.

**Disseminate best practices and lessons learned on the prevention of the recruitment and use of child soldiers, including by:**

- **Proactively sharing best practices and lessons learned with Member States, the UN, peacekeeping training centers, and regional organizations, as appropriate:** Member States should disseminate lessons learned and best practices through a variety of multilateral organizations and mechanisms. In particular, best practices can be shared with the UN DPO Division of Policy, Evaluation and Training's (DPET) Child Protection Team, the UN DPO Integrated Training Services (ITS), UNICEF and/or the Office of the SRSG/CAAC. In addition, Member States can submit relevant material to the UN Peacekeeping Resource Hub,<sup>159</sup> and should use best practices to inform their input into UN guidance and training materials, mission strategic reviews, and deliberations in the UN Special Committee on Peacekeeping Operations (C-34). Member States can also communicate key findings to the UN Security Council, including the UN Working Group on Children and Armed Conflict (CAAC), the UN Working Group on Peacekeeping Operations, open debates on CAAC, or in the drafting of thematic resolutions on CAAC.

Member States can also share lessons learned and best practices with peacekeeping training centres, including with organizations such as the International Association of Peacekeeping Training Centres (IAPTC), as well as regional associations, such as the Association of Latin American Peacekeeping Training Centres (ALCOPAZ) and the Association of Asia-Pacific Peace Operations Training Centres (AAPTC).

- **Funding the translation of UN guidance material and lessons learned on child protection:** Member States can support the dissemination of best practices by funding the translation of core UN guidance materials – particularly the 2017 DPKO-DFS-DPA *Policy on Child Protection in United Nations Peace Operations* – into additional languages.
- **Organizing and funding conferences, workshops, seminars, and/or side-events:** Events to engage with academics, civil society, the UN, Member States, and other relevant actors should be aimed at increasing awareness, facilitating the transfer of knowledge and best practices, generating new ideas, and inspiring new research on CAAC. Member States could consider supporting new stand-alone events, or alternatively, they could consider sponsoring side events that leverage existing communities of practice, such as on the margins of the UN Special Committee on Peacekeeping Operations (C-34) in New York.

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<sup>159</sup> UN Peacekeeping Resource Hub, "Home."

## EXAMPLES & RESOURCES

**UN Peacekeeping Resource Hub:** Developed by the UN, this website “is designed to serve as the primary resource for [UN] Member States, Peacekeeping Training Institutes, and the UN’s partners on peacekeeping-related issues. It serves as a repository for all official DPO and [Department of Operational Support (DOS)] training and guidance

materials, and provides links to other related UN documents and resources. It also offers links to real-time news and updates in the [UN] peacekeeping world. The Peacekeeping Resource Hub also provides access to communities of practice, a platform where peacekeeping practitioners and [UN] Member States can share and exchange information and ideas about the latest peacekeeping issues as well as collaborate on training and guidance materials.”<sup>160</sup>



## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Gather best practices and lessons learned related to the prevention of the recruitment and use of child soldiers, including by undertaking the following:
  - Conducting after-action reviews (AARs) of tasks related to the prevention of the recruitment and use of child soldiers; and,
  - Consulting child protection actors on lessons learned.
- Review and update relevant national policy, doctrine, and directives, based on best practices and lessons learned related to the prevention of the recruitment and use of child soldiers.
- Disseminate best practices and lessons learned on the prevention of the recruitment and use of child soldiers, including by:
  - Proactively sharing best practices and lessons learned with Member States, the UN, peacekeeping training centers, and regional organizations, as appropriate;
  - Funding the translation of UN guidance material and lessons learned on child protection; and,
  - Organizing and funding relevant conferences, workshops, seminars, and/or side events.

<sup>160</sup> UN Peacekeeping Resource Hub, “Home.”

# CHAPTER 17

## Further Guidance



### THE PRINCIPLE

And in this regard look forward to the development, in consultation with Member States, the United Nations, and child protection actors, of operational guidance for the implementation of these Principles.

### WHY IS THIS PRINCIPLE IMPORTANT?

The Vancouver Principles are high-level political commitments aimed at preventing the recruitment and use of child soldiers in the context of UN peace-keeping operations. Additional guidance should be developed and updated to help endorsing Member States turn these political commitments into meaningful action.

### HOW CAN THIS PRINCIPLE BE IMPLEMENTED?

***Review and update the Implementation Guidance for the Vancouver Principles on a periodic basis:*** The *Implementation Guidance for the Vancouver Principles* is meant to be a non-binding, evergreen document that should be regularly reviewed and updated in light of: emerging developments in the recruitment and use of child soldiers; improvements to policy, doctrine, and tactics; and, new best practices and lessons learned from the field. While a Canadian product, it was produced – and should continue to be refined – with the support and input of a variety of stakeholders, including civil society advocates and experts.

***Develop a national implementation strategy regarding implementation of the Vancouver Principles:*** Member States should consider developing national implementation strategies for the Vancouver Principles to provide the framework for a cohesive national whole-of-government approach.

A national strategy should incorporate input from a variety of ministries, departments, and agencies, including, as appropriate, defence, police, foreign affairs, international assistance, corrections, and interior/public safety. It should identify appropriate responsibilities to fulfill the commitments laid out in the Vancouver Principles, and should identify adequate national resources – personnel, equipment, infrastructure, and logistics, as appropriate. More specifically, relevant national military, police, and civilian organizations could consider initiating a process to develop a holistic child protection capability, to encompass policy, doctrine, training, education, personnel, infrastructure, and research.

***Consider appointing national points of contact for the Vancouver Principles:*** Given that Member States should adapt this implementation guidance to their national context, they should consider appointing national focal points to examine how the Vancouver Principles can be integrated into national policy, doctrine, training, and education for military, police, and civilian organizations. National focal points could collectively serve as an expert network among endorsing Member States.

***Consider establishing or supporting a national or regional centre of excellence on child protection or on the prevention of the recruitment and use of child soldiers:*** Member States could also consider establishing or supporting a centre

of excellence on child protection in order to foster greater expertise, dialogue, and capacity on the Vancouver Principles. Such a centre could be based in a government or academic institution, and could act as a hub for subject-matter expertise and for leading training, education, and advocacy efforts.

***Consider developing and/or disseminating short reference materials that can be used by peacekeepers in the field:*** Member States should consider developing concise, current, and practical reference materials that would be usable for peacekeepers in the field.

## EXAMPLES & RESOURCES

***Implementation Guidance for the Vancouver Principles:*** This implementation guidance is a first step in helping Member States translate the Vancouver Principles into the national-level policies, doctrine, training, and education required to take meaningful action against the recruitment and use of child soldiers in the context of UN peacekeeping operations.

***International organizations that specialize in advocating for and developing resources related to the prevention of the recruitment and use of child soldiers include, but are not limited to, the following:***

- Human Rights Watch;
- International Bureau of Children's Rights (IBCR);
- International Committee of the Red Cross (ICRC);
- Office of the Special Representative to the Secretary-General on Children and Armed Conflict (SSRG/CAAC);
- Oxfam International;
- Roméo Dallaire Child Soldiers Initiative;
- Save the Children;
- UN Department of Peace Operations (DPO);
- UN International Children's Emergency Fund (UNICEF);
- War Child;
- Watchlist on Children and Armed Conflict; and
- World Vision.





## IMPLEMENTATION CHECKLIST

To implement this principle, Member States should undertake the following:

- Review and update the *Implementation Guidance for the Vancouver Principles* on a periodic basis.
- Develop a national implementation strategy regarding implementation of the Vancouver Principles.
- Consider appointing national points of contact for the Vancouver Principles.
- Consider establishing or supporting a national or regional centre of excellence on child protection or on the prevention of the recruitment and use of child soldiers.
- Consider developing and/or disseminating short reference materials that can be used by peacekeepers in the field.

# LIST OF ABBREVIATIONS

<b>AAPTC</b>	Association of Asia-Pacific Peace Operations Training Centres	<b>DPET</b>	Division of Policy, Evaluation and Training
<b>AARs</b>	After-action reviews	<b>DPKO</b>	Department of Peacekeeping Operations
<b>ALCOPAZ</b>	Association of Latin American Peacekeeping Training Centres	<b>DPO</b>	Department of Peace Operations
<b>APSA</b>	African Peace and Security Architecture	<b>DPPA</b>	Department of Political and Peacebuilding Affairs
<b>AU</b>	African Union	<b>DRC</b>	Democratic Republic of the Congo
<b>CAAC</b>	Children and armed conflict	<b>ECOWAS</b>	Economic Community of West African States
<b>CAR</b>	Central African Republic	<b>EU</b>	European Union
<b>CDT</b>	Conduct and Discipline Team	<b>FARC-EP</b>	Revolutionary Armed Forces of Colombia—People’s Army
<b>CDU</b>	Conduct and Discipline Unit	<b>FPU</b>	Formed police unit
<b>CPA</b>	Child Protection Advisor	<b>GCPEA</b>	Global Coalition to Protect Education from Attack
<b>CPFP</b>	Child Protection Focal Point	<b>HIPPO</b>	High-Level Independent Panel on Peace Operations
<b>CPT</b>	Civilian Pre-deployment Training	<b>IAPTC</b>	International Association of Peacekeeping Training Centres
<b>CPTM</b>	Core Pre-deployment Training Materials	<b>IBCR</b>	International Bureau of Children’s Rights
<b>CRC</b>	Canadian Red Cross	<b>ICRC</b>	International Committee of the Red Cross
<b>CRSV</b>	Conflict-related sexual violence		
<b>DCAF</b>	Geneva Centre for the Democratic Control of Armed Forces		
<b>DDR</b>	Disarmament, demobilization, and reintegration		
<b>DFS</b>	Department of Field Support		
<b>DOS</b>	Department of Operational Support		
<b>DPA</b>	Department of Political Affairs		

<b>IDDRS</b>	Integrated Disarmament, Demobilization, and Reintegration Standards	<b>SEA</b>	Sexual exploitation and abuse
<b>IHL</b>	International humanitarian law	<b>SGBV</b>	Sexual- and gender-based violence
<b>IHRL</b>	International human rights law	<b>SOPs</b>	Standard Operating Procedures
<b>ITS</b>	Integrated Training Services	<b>SRSR</b>	Special Representative of the Secretary-General
<b>MHPSS</b>	Mental health and psychosocial support	<b>SRSR/CAAC</b>	Special Representative of the Secretary-General for Children and Armed Conflict
<b>MINUSCA</b>	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic	<b>STMs</b>	Specialised Training Materials
<b>MINUSMA</b>	United Nations Multidimensional Integrated Stabilization Mission in Mali	<b>SWEDINT</b>	Swedish Armed Forces International Training Center
<b>MONUSCO</b>	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	<b>T/PCC</b>	Troop and Police Contributing Country
<b>MRM</b>	Monitoring and Reporting Mechanism	<b>UK</b>	United Kingdom
<b>NATO</b>	North Atlantic Treaty Organization	<b>UN</b>	United Nations
<b>NIO</b>	National Investigation Officer	<b>UNAMID</b>	United Nations African Union Hybrid Operation in Darfur
<b>PME</b>	Professional Military Education	<b>UNIBAM</b>	United Nations Infantry Battalion Manual
<b>POB/TOB</b>	Permanent operating base and temporary operating base	<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>PSC</b>	Peace and Security Council	<b>UNITAR</b>	United Nations Institute for Training and Research
<b>PSEA</b>	Protection from Sexual Exploitation and Abuse	<b>UNMISS</b>	United Nations Mission in South Sudan
<b>QIP</b>	Quick impact project	<b>UNSCR</b>	United Nations Security Council resolution
<b>RUF</b>	Revolutionary United Front		
<b>SCPA</b>	Senior Child Protection Advisor		

# GLOSSARY

**Armed force:**

The armed forces of a state.

**Armed group:**

Groups distinct from the armed forces of a state.

**Child protection:**

Refers to preventing and responding to violence, exploitation, and abuse against children. This includes, but is not limited to, the following: the recruitment and use of child soldiers; commercial sexual exploitation of children; child trafficking; child labour; and, harmful traditional practices, such as female genital mutilation and child marriage. Child protection activities typically focus on youths who are uniquely vulnerable to these harms – such as those living in situations of armed conflict.<sup>161</sup> The aim of these activities is not only to protect children, but also to promote their rights.<sup>162</sup>

**Child protection actor:**

Individuals and groups formally engaged in child protection activities. This may include a number of military, police, and civilian actors from government institutions, non-governmental organizations, as well as private and civil society groups. Depending on the context, child protection actors may include those engaged in health, education, social welfare, and security sectors.<sup>163</sup>

**Child Protection Advisor:**

Civilian specialists deployed in UN peacekeeping operations to provide guidance, advice, and support on child protection issues.<sup>164</sup> Child Protection Advisors help UN peacekeeping operations fulfil their child protection mandate, including by serving as the lead advisor on child protection for the mission.<sup>165</sup>

**Child Protection Focal Point:**

Military and police at the force, sector, battalion, and company level who coordinate and work closely with Child Protection Advisors to ensure sustained attention to child protection issues, in order to facilitate information sharing on violations.<sup>166</sup>

161 UN International Children's Emergency Fund, "Child Protection from Violence, Exploitation and Abuse," last modified 28 November 2017, [https://www.unicef.org/protection/57929\\_57990.html](https://www.unicef.org/protection/57929_57990.html); and UNTERM, "Child Protection," accessed 20 April 2019, <https://unterm.un.org/UNTERM/Display/Record/UNHQ/NA?OriginalId=652a4db13fcea5178525775f0066cd81>.

162 UN Peacekeeping Resource Hub, "Core Pre-deployment Training Materials," Lesson 2.7: Child Protection (2017), 1, accessed 20 April 2019, <http://dag.un.org/bitstream/handle/11176/400595/FINAL%20Lesson%202.7%20160517.pdf?sequence=52&isAllowed=y>.

163 UN International Children's Emergency Fund, "Child Protection from Violence, Exploitation and Abuse."

164 UN Department of Peacekeeping Operations, and Department of Field Support (DPKO-DFS), *United Nations Infantry Battalion Manual* (UNIBAM), Volume 1 (August 2012): 26, accessed 20 April 2019, <https://peacekeeping.un.org/sites/default/files/peace-keeping/en/UNIBAM.Vol.I.pdf>

165 UN Peacekeeping, "Child Protection Advisors," accessed 20 April 2019, <https://peacekeeping.un.org/en/child-protection-advisers>.

166 UN Department of Peacekeeping Operations, and Department of Field Support (DPKO-DFS), *United Nations Infantry Battalion Manual* (UNIBAM).

**Child soldier (or a child associated with an armed force or armed group):**

This term is used as a shorthand and is interpreted broadly in accordance with the definition found in the Paris Principles (2007). A child soldier (or a child associated with an armed force or armed group) “refers to any person below 18 years of age who is or who has been recruited or used by an armed force or armed group in any capacity, including but not limited to children, boys and girls, used as fighters, cooks, porters, messengers, spies or for sexual purposes. It does not only refer to a child who is taking or has taken a direct part in hostilities.”<sup>167</sup>

**Conflict-related sexual violence:**

Incidents or patterns of sexual violence perpetrated against women, men, girls, or boys that is directly or indirectly linked to a conflict. This link with conflict may be evident in the profile of the perpetrator (who may be affiliated with an armed force or armed group), the profile of the victim (who is frequently a member of a persecuted political, ethnic, or religious minority), the climate of impunity, cross-border consequences, and/or violations of the terms of a ceasefire agreement.<sup>168</sup>

**Member States:**

All States that are Members of the UN.

**Misconduct:**

The UN defines misconduct as the failure to comply with obligations under the UN Charter, the Staff Regulations and Staff Rules, or other relevant administrative issuances or policy documents developed for specific categories of personnel. Misconduct can also result from failure to observe the standards of conduct expected of an international civil servant.<sup>169</sup>

**Sexual- and gender-based violence:**

Sexual- and gender-based violence is defined by the UN as “any act that is perpetrated against a person’s will and is based on gender norms and unequal power relationships. It encompasses threats of violence and coercion. It can be physical, emotional, psychological, or sexual in nature, and can take the form of a denial of resources or access to services. It inflicts harm on women, girls, men, and boys.”<sup>170</sup> Sexual- and gender-based violence can be understood as an umbrella term for a broad spectrum of harmful acts that may be committed against any person. It includes, but is not limited to, occurrences of conflict-related sexual violence as well as sexual exploitation and abuse, such as: rape; forced pregnancy; forced sterilization; forced abortion; forced prostitution; sex trafficking; sexual enslavement; forced circumcision; castration; and, forced nudity.<sup>171</sup>

167 UN International Children’s Emergency Fund, “The Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups,” 7.

168 UN, “Glossary on Sexual Exploitation and Abuse,” 2<sup>nd</sup> ed., accessed 28 November 2018, [https://hr.un.org/sites/hr.un.org/files/SEA%20Glossary%20%20%5BSecond%20Edition%20-%202017%5D%20-%20English\\_0.pdf](https://hr.un.org/sites/hr.un.org/files/SEA%20Glossary%20%20%5BSecond%20Edition%20-%202017%5D%20-%20English_0.pdf).

169 See UN Secretary-General, Bulletin 2008/3, Staff Rules 301.1 to 312.6 Governing Appointments for Service of a Limited Duration, ST/SGB/2008/3 (1 January 2008), 1, 13, accessed 20 April 2019, <https://undocs.org/ST/SGB/2008/3>.

170 UN High Commissioner for Refugees, “Sexual and Gender Based Violence,” accessed 13 December 2018, <https://www.unhcr.org/sexual-and-gender-based-violence.html>.

171 UN Office of the High Commissioner for Human Rights, “Sexual and Gender-Based Violence in the Context of Transitional Justice” (October 2014), accessed 28 November 2018, [https://www.ohchr.org/Documents/Issues/Women/WRGS/OnePaggers/Sexual\\_and\\_gender-based\\_violence.pdf](https://www.ohchr.org/Documents/Issues/Women/WRGS/OnePaggers/Sexual_and_gender-based_violence.pdf)

**Sexual exploitation and abuse:**

As defined by the UN, sexual exploitation is “any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. This includes acts such as transactional sex, solicitation of transactional sex, and exploitative relationships.”<sup>172</sup> Sexual abuse is identified by the UN as “the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. All sexual activity with a child (under 18 years of age) is considered as sexual abuse.”<sup>173</sup> In this context, sexual exploitation and abuse is a specific form of sexual- and gender-based violence. It is the term used when such acts are committed by UN, coalition, allied, and humanitarian personnel against affected populations. The UN has a “zero-tolerance policy” with regards to acts of sexual exploitation and abuse, which is outlined in the 2003 UN Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse.<sup>174</sup> This bulletin reiterates that sexual exploitation and abuse violates universally recognized international laws and that these actions are prohibited in order to further protect the most vulnerable populations, particularly women and children.

**Peacekeeper:**

This term is used to encompass all personnel engaged in UN peacekeeping operations, be they military, police, or civilian.

**Peacekeeping:**

Peacekeeping is a technique designed to preserve the peace, however fragile, where fighting has been halted, and to assist in implementing agreements achieved by the peacemakers. Over the years, peacekeeping has evolved from a primarily military model of observing cease-fires and the separation of forces after inter-state wars, to incorporate a complex model of many elements – military, police, and civilian – working together to help lay the foundations for sustainable peace.<sup>175</sup>

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172 UN Secretary-General, Bulletin 2003/13, Special Measures for Protection from Sexual Exploitation and Sexual Abuse, ST/SGB/2003/13 (9 October 2003), 1.

173 UN Secretary-General, Bulletin 2003/13, Special Measures for Protection from Sexual Exploitation and Sexual Abuse, ST/SGB/2003/13 (9 October 2003), 1.

174 UN Secretary-General, Bulletin 2003/13, Special Measures for Protection from Sexual Exploitation and Sexual Abuse, ST/SGB/2003/13 (9 October 2003), 1.

175 UN, “United Nations Peacekeeping Operations Principles and Guidelines” (18 January 2008): 18.

# APPENDICES

# Appendix A: Example Force Commander's Child Protection Directive Template

**MISSION  
LOCATION**

DATE  
HQ REFERENCE

## **FORCE COMMANDER'S CHILD PROTECTION DIRECTIVE: XX/YEAR THE MILITARY COMPONENT AND CHILD PROTECTION**

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This Directive provides direction on the protection of children during military operations and other contacts with children.

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References:

*Some example references include the 2017 DPKO-DFS-DPA Policy on Child Protection in United Nations Peace Operations; Mission Child Protection Strategy; Mission Protection of Civilians (POC) Strategy; Mission Child Protection Directives; Mission Policy on Child Labour, detention; Existing Force Standard Operating Procedures (SOPs); etc.*

### **GENERAL**

- 1. Situation:** *Insert information on the nature of the conflict as it relates to children, and the mission wide responsibility to protect children.*
- 2. Mandate:** *(1) Reference the 2017 DPKO-DFS-DPA Policy on Child Protection in United Nations Peace Operations (paras. 20-20.4); (2) The mission has been directed by Security Council (UN Security Council resolution XXXX) to protect children. This is a "whole of mission commitment" and the military component has a key part to play; (3) The Child Protection Policy stipulates that the Senior Child Protection Advisor is the principal interface and intermediary between mission XX and external partners on Child Protection concerns, as well as the lead adviser on mandate implementation in the mission. The Policy provides that the Senior Child Protection Advisor should be coordinated and consulted with in implementing the children and armed conflict mandate.*
- 3. Aim:** *The aim of this directive is to provide direction on how force headquarters (FHQ), Brigades/ Sectors, units, and Military Observers are to contribute to the protection of children.*
- 4. Scope:** *The Directive covers the following areas:*



## **CRITICAL INFORMATION**

- 5. Definition of a Child:** *Insert information.*
- 6. Six grave violations:** *Insert information.*
- 7. Guiding Principles:** *Insert information.*
- 8. Mission Senior Child Protection Advisor:** *Insert information.*
- 9. EVERYBODY'S RESPONSIBILITY: PLAN- ACT- ALERT- PROTECT:** *Insert information.*
  - a. PLAN;
  - b. ACT;
  - c. ALERT/REPORT;
  - d. PROTECT.

## **MILITARY CHILD PROTECTION CONCEPT OF OPERATIONS AND FOCAL POINT SYSTEM**

- 10. General:** *Insert how the Force child protection concept of operations supports the mission concept for Child Protection.*

**Formation: The Focal Point System:** *Insert an explanatory paragraph setting out the hierarchy of focal points. Focal Points support the Commander, who retains responsibility of mandate implementation.*

- 11. Force HQ Child Protection Focal Point.**
- 12. Sector Child Protection Focal Points.**
- 13. Unit Child Protection Focal Points.** *(cover units subordinate to Sectors and also force troops)*
- 14. UN Military Observer Child Protection Focal Points.**

## **SPECIFIC ROLES DURING MILITARY OPERATIONS**

- 15. Staff Functions.** *(Force HQ and Sector HQ)*
  - a. (G/U #) U2 (Situational Awareness)
  - b. (G/U #) Operations
  - c. (G/U#) Logistics
  - d. (G/U #) Planning
  - e. (G/U#) Communications
  - f. (G/U #) Training
  - g. (G/U #) Civil-Military Cooperation (CIMIC)
  - h. (G/U #) Engineering
  - i. Force Medical Office
  - j. Military Police
  - k. Military Public Information Office

- 16. UN Military Observers (UNMO).**
- 17. Female Engagement Teams (FET).**
- 18. Liaison Officers to Host Government Military Forces.**

#### **INDIVIDUAL RESPONSIBILITIES**

- 19.** *Information inserted here is to be determined based on mission specificities.*
- 20.** *Refer to Soldier Card.*

#### **CHILD PROTECTION AND CIMIC OUTREACH**

- 21.** *Information inserted here is to be determined based on mission specificities.*
- 22.** *Insert paragraph on the mission-specific outreach required, for example: "Consider the situation of children in respective area of responsibility (AOR) when planning actions to benefit the local population. Such actions shall include improvement of education, health, and basic services such as the provision of clean water and lights in places where children are active. Military quick impact projects (QIPS) should take into account children's interests and concerns in consultation with Child Protection Advisors."*

#### **CHILD LABOUR**

- 23.** *Information inserted here is to be determined based on mission specificities.*
- 24.** *Insert paragraph on the mission-specific prohibition of child labor, for example: "Use of children (persons under the age of 18 years) for the purpose of labor, small errands or other rendering of services is strictly prohibited."*

#### **DETENTION PROCEDURES**

- 25.** *Insert paragraph on the mission-specific detention procedures relating to children, for example: "Detention procedures for children will follow the mission's SOP on Detention and Handover to police and military (insert date)."*

#### **TRAINING**

- 26.** *Insert guidance on frequency and type of training, for example: "Training on this Directive and the Force's Child Protection mandate implementation will be conducted to incoming contingents biannually, or with each incoming rotation at force headquarters (FHQ), before officer deployment to the sectors. (see training schedule at Annex X)."*

#### **IMPLEMENTATION**

- 27.** *Timings: This Force Commander's Child Protection Directive is effective as of the date of signature. All Sector, contingent, battalion, company, permanent operating base and temporary operating base (POB/TOB) Commanders are to implement these measures upon issuance.*
- 28.** *Seminar: The FHQ military Child Protection Focal Points shall organize a series of meetings to launch implementation with all military branch offices and Focal Points throughout the mission.*

## EVALUATION

**29.** *Insert guidance on points of contact for and frequency of evaluation, for example: "Proposed amendments are to be suggested to the points of contact listed below. Evaluations will be conducted quarterly (see Annex X on evaluation type and schedule). This Directive is reviewed annually."*

## POINTS OF CONTACT

FHQ Child Protection Focal Point Name	Name Telephone E-mail
Mission Senior Child Protection Adviser	Mission HQ and regional offices

## SIGNATURE BLOCK

### ANNEXES:

*Possible Annexes include, but are not limited to, the following:*

Annex A	Key definitions
Annex B	Legal principles
Annex C	Examples of when action to protect children should be taken
Annex D	Responsibilities of Child Protection Focal Points
Annex E	Alert system and flow chart for the reporting of issues concerning the protection of children
Annex F	Soldier card on the protection of children
Annex G	CIMIC/Outreach
Annex H	Direction on child labour
Annex I	Direction on the detention of children
Annex J	Additional references (UN Department of Peace Operations (DPO), international laws and conventions, etc.)

### DISTRIBUTION:

Internal:

Action:

Information:

External:

# Appendix B: Training and Education Resources

This annex provides a list of organizations which offer courses, training materials, and other resources to support UN peacekeeping operations training on topics related to child soldiers.<sup>176</sup>

Organization	Resources	How to Access Resources
Canadian Armed Forces Peace Support Training Centre	Resource Library	Accessible online at: <a href="https://peacesupport.ca/library">https://peacesupport.ca/library</a>
Canadian Red Cross (CRC)	International Humanitarian Law Programming	Information on conferences, training, and events can be accessed online at: <a href="https://www.redcross.ca/how-we-help/international-humanitarian-law/conferences-trainings-and-events">https://www.redcross.ca/how-we-help/international-humanitarian-law/conferences-trainings-and-events</a>  For more information, email: <a href="mailto:ihl-dih@redcross.ca">ihl-dih@redcross.ca</a>
	Tools for Teachers	Accessible online at: <a href="https://www.redcross.ca/how-we-help/international-humanitarian-law/tools-for-teachers">https://www.redcross.ca/how-we-help/international-humanitarian-law/tools-for-teachers</a>
Center of Excellence for Stability Police Units	Child Protection for UN Police Training of Trainers Course	Information on training courses can be accessed online at: <a href="https://www.coesp.org/courses">https://www.coesp.org/courses</a>
Child Protection Working Group	Minimum Standards for Child Protection in Humanitarian Action	Accessible online at: <a href="https://resourcecentre.savethechildren.net/library/minimum-standards-child-protection-humanitarian-action">https://resourcecentre.savethechildren.net/library/minimum-standards-child-protection-humanitarian-action</a>
Geneva Centre for the Democratic Control of Armed Forces (DCAF)	Elsie Initiative for Women in Peace Operations: Baseline Study	Accessible online at: <a href="https://www.dcaf.ch/elsie-initiative-women-peace-operations-baseline-study">https://www.dcaf.ch/elsie-initiative-women-peace-operations-baseline-study</a>
	Handbook on Teaching Gender in the Military	Accessible online at: <a href="https://www.dcaf.ch/teaching-gender-military-handbook">https://www.dcaf.ch/teaching-gender-military-handbook</a>
	Knowledge Products and Resources on Resources on Gender and Security Sector Reform	Accessible online at: <a href="https://issat.dcaf.ch/Learn/SSR-in-Practice/Principles-in-Practice/Gender-and-SSR-Examples-from-ISSAT-s-Contributions">https://issat.dcaf.ch/Learn/SSR-in-Practice/Principles-in-Practice/Gender-and-SSR-Examples-from-ISSAT-s-Contributions</a>

<sup>176</sup> This list is current as of April 2019.

Organization	Resources	How to Access Resources
Global Coalition to Protect Education from Attack (GCPEA) and Roméo Dallaire Child Soldiers Initiative	Implementing the Guidelines: A Toolkit to Guide Understanding and Implementation of the Guidelines for Protecting Schools and Universities from Military Use During Armed Conflict	Accessible online at: <a href="http://www.protectingeducation.org/sites/default/files/documents/toolkit.pdf">http://www.protectingeducation.org/sites/default/files/documents/toolkit.pdf</a>
International Bureau for Children's Rights (IBCR)	Brief Guide on Child Protection and International Law for Canadian Police Officers Deployed in Peacekeeping Operations	Accessible online at: <a href="http://www.ibcr.org/wp-content/uploads/2019/03/Guide_GRC_Tome_1.pdf">http://www.ibcr.org/wp-content/uploads/2019/03/Guide_GRC_Tome_1.pdf</a>
	Brief Guide on Coordination with Other Actors in the Child Protection System	Accessible online at: <a href="http://www.ibcr.org/wp-content/uploads/2019/03/Guide_GRC_Tome_2.pdf">http://www.ibcr.org/wp-content/uploads/2019/03/Guide_GRC_Tome_2.pdf</a>
	Children and Armed Conflict: A Guide to International Humanitarian and Human Rights Law	Accessible online at: <a href="http://www.ibcr.org/wp-content/uploads/2016/06/Guide-international-law-2010-english-1.pdf">http://www.ibcr.org/wp-content/uploads/2016/06/Guide-international-law-2010-english-1.pdf</a>
International Committee of the Red Cross (ICRC)	Customary International Humanitarian Law, Volume 1: Rules	Accessible online at: <a href="https://www.icrc.org/en/doc/assets/files/other/customary-international-humanitarian-law-i-icrc-eng.pdf">https://www.icrc.org/en/doc/assets/files/other/customary-international-humanitarian-law-i-icrc-eng.pdf</a>
	Guidelines on Mental Health and Psychosocial Support in Armed Conflict and Other Situations of Violence	Accessible online at: <a href="https://www.icrc.org/en/publication/4311-guidelines-mental-health-and-psychosocial-support">https://www.icrc.org/en/publication/4311-guidelines-mental-health-and-psychosocial-support</a>
	Guiding Principles for the Domestic Implementation of a Comprehensive System of Protection for Children Associated with Armed Forces or Armed Groups	Accessible online at: <a href="https://www.icrc.org/en/document/domestic-implementation-comprehensive-system-protection-children-associated-armed-forces-or">https://www.icrc.org/en/document/domestic-implementation-comprehensive-system-protection-children-associated-armed-forces-or</a>
	Rule 136. Recruitment of Child Soldiers	Accessible online at: <a href="https://ihl-databases.icrc.org/customary-ihl/eng/docs/v1_cha_chapter39_rule136">https://ihl-databases.icrc.org/customary-ihl/eng/docs/v1_cha_chapter39_rule136</a>
	Rule 137. Participation of Child Soldiers in Hostilities	Accessible online at: <a href="https://ihl-databases.icrc.org/customary-ihl/eng/docs/v1_cha_chapter39_rule137">https://ihl-databases.icrc.org/customary-ihl/eng/docs/v1_cha_chapter39_rule137</a>

Organization	Resources	How to Access Resources
Nordic Centre for Gender in Military Operations	Whose Security? Practical Examples of Gender Perspectives in Military Operations	Accessible online at: <a href="https://www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/ncgm2/">https://www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/ncgm2/</a>
Peace Operations Training Institute	Peacekeeping Training and Courses	Information on available training and courses can be accessed online at: <a href="https://www.peaceopstraining.org/">https://www.peaceopstraining.org/</a>
Roméo Dallaire Child Soldiers Initiative	Child Soldiers: A Handbook for Security Sector Actors, 3 <sup>rd</sup> edition	A preview of this resource is accessible online at: <a href="https://www.childsoldiers.org/publications/child-soldiers-a-handbook-for-security-sector-actors/">https://www.childsoldiers.org/publications/child-soldiers-a-handbook-for-security-sector-actors/</a>
	Core Competencies for Security Sector Training on the Prevention of the Use of Child Soldiers	Accessible online at: <a href="https://www.childsoldiers.org/publications/core-competencies-for-security-sector-training-on-the-prevention-of-the-use-of-child-soldiers/">https://www.childsoldiers.org/publications/core-competencies-for-security-sector-training-on-the-prevention-of-the-use-of-child-soldiers/</a>
	Training Tools (playing cards and training game)	Accessible online at: <a href="https://www.childsoldiers.org/training-tools/">https://www.childsoldiers.org/training-tools/</a>
UN Disarmament, Demobilization, and Reintegration Resource Centre	Operational Guide to the Integrated Disarmament, Demobilization, and Reintegration Standards	Accessible online at: <a href="http://www.unddr.org/iddrs.aspx">http://www.unddr.org/iddrs.aspx</a>
UN Integrated Training Service (ITS)	Civilian Pre-deployment Training (CPT)	Information on UN CPT can be accessed online at: <a href="https://research.un.org/en/peacekeeping-community/pre-deployment">https://research.un.org/en/peacekeeping-community/pre-deployment</a>  For more information, email: <a href="mailto:cptcoordinators@un.org">cptcoordinators@un.org</a>
	Core Pre-deployment Training Materials (CPTM)	Accessible online at: <a href="http://research.un.org/revisedcptm2017">http://research.un.org/revisedcptm2017</a>
	Peacekeeping Resource Hub	Accessible online at: <a href="https://research.un.org/en/peacekeeping-community/home">https://research.un.org/en/peacekeeping-community/home</a>
	Pre-deployment Training Standards for Police Officers	Accessible online at: <a href="http://repository.un.org/bitstream/handle/11176/89588/UN%20Training%20Standards%20for%20police.pdf?sequence=1&amp;isAllowed=y">http://repository.un.org/bitstream/handle/11176/89588/UN%20Training%20Standards%20for%20police.pdf?sequence=1&amp;isAllowed=y</a>
	Specialised Training Materials (STMs)	Accessible online at: <a href="https://research.un.org/c.php?g=636989&amp;p=5915944">https://research.un.org/c.php?g=636989&amp;p=5915944</a>

Organization	Resources	How to Access Resources
UN International Children's Emergency Fund (UNICEF)	The Paris Principles: Principles and Guidelines on Children Associated with Armed Forces or Armed Groups	Accessible online at: <a href="https://www.unicef.org/emerg/files/ParisPrinciples310107English.pdf">https://www.unicef.org/emerg/files/ParisPrinciples310107English.pdf</a>
UN Institute for Training and Research (UNITAR)	Child Soldiers Project	Accessible online at: <a href="https://unitar.org/ptp/resources">https://unitar.org/ptp/resources</a>
	Documentary Film: Mandated to Protect	Accessible online at: <a href="https://unitar.org/ptp/resources">https://unitar.org/ptp/resources</a>
	Peacekeeping Training Programme	Information can be accessed online at: <a href="https://unitar.org/ptp/">https://unitar.org/ptp/</a>  For more information, email: <a href="mailto:ptp@unitar.org">ptp@unitar.org</a>
UN Institute for Training and Research (UNITAR) and the Roméo Dallaire Child Soldiers Initiative	Child Soldiers: A E-Learning Course for Security Sector Actors	Accessible online at: <a href="https://www.childsoldiers.org/publications/child-soldiers-a-e-learning-course-for-security-sector-actors/">https://www.childsoldiers.org/publications/child-soldiers-a-e-learning-course-for-security-sector-actors/</a>
UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC)	Tools for Action	Accessible online at: <a href="https://childrenandarmedconflict.un.org/tools-for-action/">https://childrenandarmedconflict.un.org/tools-for-action/</a>
	The Six Grave Violations	Accessible online at: <a href="https://childrenandarmedconflict.un.org/six-grave-violations/">https://childrenandarmedconflict.un.org/six-grave-violations/</a>
	Library	Accessible online at: <a href="https://childrenandarmedconflict.un.org/virtual-library/">https://childrenandarmedconflict.un.org/virtual-library/</a>

Organization	Resources	How to Access Resources
UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC) and UN International Children's Emergency Fund (UNICEF)	Field Manual: Monitoring and Reporting Mechanism (MRM) on Grave Violations Against Children in situations of Armed Conflict	Accessible online at: <a href="http://www.mrmtools.org/mrm/files/MRM_Field_5_June_2014.pdf">http://www.mrmtools.org/mrm/files/MRM_Field_5_June_2014.pdf</a>
	Guidelines: Monitoring and Reporting Mechanism on Grave Violations against Children in Situations of Armed Conflict	Accessible online at: <a href="http://www.mrmtools.org/mrm/files/MRM_Guidelines_-_5_June_2014(1).pdf">http://www.mrmtools.org/mrm/files/MRM_Guidelines_-_5_June_2014(1).pdf</a>
War Child	Reintegration research and best practices on reintegration and prevention	Accessible online at: <a href="https://www.warchild.org.uk/who-we-are/publications/research-evaluations-toolkits">https://www.warchild.org.uk/who-we-are/publications/research-evaluations-toolkits</a>
Watchlist on Children and Armed Conflict	Checklist for Drafting Children and Armed Conflict Provisions in Peace Agreements	Accessible online at: <a href="https://watchlist.org/wp-content/uploads/Checklist-for-CAC-relevant-provisions-in-peace-agreements-FINAL-10-12-16.pdf">https://watchlist.org/wp-content/uploads/Checklist-for-CAC-relevant-provisions-in-peace-agreements-FINAL-10-12-16.pdf</a>
	A Checklist for Mainstreaming: Children and Armed Conflict-Friendly Security Council Resolutions	Accessible online at: <a href="https://watchlist.org/wp-content/uploads/Final-Hi-Res-Checklist-on-mainstreaming.pdf">https://watchlist.org/wp-content/uploads/Final-Hi-Res-Checklist-on-mainstreaming.pdf</a>



# Appendix C: Topics on Child Soldiers for Incorporation in Training and Education

The chart below is not intended to be an exhaustive list of subjects on child soldiers. Member States are encouraged not only to draw upon the topics listed for incorporation into training and education, but also to expand on this list and include additional topics wherever possible.

In addition, Member States should endeavour to use varied and practical teaching approaches during training and education. This should include both classroom learning activities, as well as scenario-based exercises, activities, and resources, to prepare for tactical encounters with child soldiers. Whenever possible, the latest techniques for active learning should be pursued, with an emphasis placed on practice over theory. Throughout relevant training and education activities, the focus should be on *skills development* to practically prepare peacekeepers for engaging with children affected by armed conflict.

Moreover, while general knowledge of child protection should be integrated across professional education curricula, certain positions – namely Child Protection Advisors (CPAs), Child Protection Focal Points (CPFPs), and senior mission leadership – require specialised training and education on child protection and child soldiers. Child protection training should be provided to both men and women peacekeepers.

Topics listed below are applicable to military, police, and civilian peacekeepers.

## Sample Topics

### ABOUT CHILD SOLDIERS

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The six grave violations against children during armed conflict.

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Definition of a child soldier, and/or children recruited and used by armed forces or armed groups.

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The different roles and functions of child soldiers (e.g. fighters, cooks, porters, messengers, spies, for sexual purposes, etc.).

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Gender-related aspects of violations against children, including the recruitment and use of child soldiers.

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Factors contributing to the recruitment and use of child soldiers, including mission-specific factors (e.g. local cultural norms around adulthood and rites of passage, who the traditional caregivers are, where children are at risk, etc.).

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The special protections afforded to children under international humanitarian law (IHL) and international human rights law (IHRL).

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## **ABOUT THE MISSION**

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The elements/assets relevant to child protection in a mission, including:

- The child protection provisions in the mission mandate as set out in the relevant UN Security Council resolution (UNSCR);
  - The Force Commander's and Police Commissioner's Child Protection Directives, as appropriate;
  - The roles and responsibilities of the Child Protection Advisors (CPAs) and Child Protection Focal Points (CPFPs); and,
  - The contributions of other relevant organizations (local, national, or international).
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Disarmament, demobilization, and reintegration programs for child soldiers, if applicable.

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## **ABOUT PEACEKEEPERS**

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Planning considerations related to the prevention of the recruitment and use of child soldiers at the strategic, operational, and tactical levels.

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The roles and responsibilities of peacekeepers in child protection, including in the prevention of the recruitment and use of child soldiers, including:

- The roles and responsibilities of peacekeepers within the UN Monitoring and Reporting Mechanism (MRM), including clear guidance on how and what to report, as well as the type of information to be collected;
  - The legal obligations of peacekeepers regarding the rights of children (e.g. the special protections afforded to children under international law, etc.); and,
  - How to handle encounters with children in armed conflict, including child soldiers.
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The relevant legal and policy frameworks for the detention, transfer, and release of children.

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Mental health considerations for peacekeepers regarding potential encounters with children affected by armed conflict, including child soldiers.

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Codes of conduct and discipline for peacekeepers.

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The essential contribution of women in peacekeeping operations, including in child protection.

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# Appendix D: UN Monitoring and Reporting Mechanism (MRM) Field Manual

The descriptions below are from the UN Monitoring and Reporting Mechanism (MRM) Field Manual,<sup>177</sup> and are provided in order to facilitate peacekeepers' understanding of the six grave violations against children within the context of MRM.

For MRM purposes, grave violations committed against children should align with the following descriptions:

- i. *Context*: The acts must be committed in the context of and be associated with an armed conflict.
- ii. *Victim*: A child or children (e.g., persons under 18 years of age).
- iii. *Perpetrator*: Members of state armed forces or non-state armed groups (the MRM does not focus activities on civilians, although international practice shows that civilians may also be responsible for war crimes).
- iv. *Violation*: Meaning for MRM purposes and types of incidents to report.

Six Grave Violations Against Children During Armed Conflict	Meaning for MRM Purposes and Types of Incidents to Report
1) Killing and maiming of children	<p>Killing is any action in the context of the armed conflict that results in the death of one or more children.</p> <p>Maiming is any action that causes a serious, permanent, disabling injury, scarring, or mutilation to a child.</p> <p>Killing or injuring of children as a result of either direct targeting or indirect actions, including crossfire, landmines, cluster munitions, improvised explosive devices or other indiscriminate explosive devices.</p> <p>Killing or injuring can take place in the context of military operations, house demolitions, search-and-arrest campaigns, or suicide attacks.</p> <p>Torture can also be reported under this category.</p>

<sup>177</sup> UN Office of the Special Representative of the Secretary-General for Children and Armed Conflict et. al., "Field Manual: Monitoring and Reporting Mechanism," 8-10.

Six Grave Violations Against Children During Armed Conflict	Meaning for MRM Purposes and Types of Incidents to Report
2) Recruitment or use of children as soldiers	<p>Recruitment refers to compulsory, forced, or voluntary conscription or enlistment of children into any kind of armed force or armed group under the age stipulated in the international treaties applicable to the armed force or armed group in question.</p> <p>Use of children refers to the use of children by armed forces or armed groups in any capacity, including – but not limited to – children, boys and girls, used as fighters, cooks, porters, messengers, spies, and collaborators. It does not only refer to a child who is taking or has taken a direct part in hostilities.</p>
3) Sexual violence against children	<p>A violent act of a sexual nature to a child. This encompasses rape, other sexual violence, sexual slavery, enforced prostitution, forced marriage/ pregnancy, or enforced sterilization.</p> <p>Rape/attempted rape is an act of non-consensual sexual intercourse. This can include the invasion of any part of the body with a sexual organ and/ or the invasion of the genital or anal opening with any object or body part. Any penetration is considered rape. Efforts to rape someone, which do not result in penetration, are considered attempted rape.</p> <p>Sexual violence is any sexual act, attempt to obtain a sexual act, or acts to traffic a child's sexuality. Sexual violence takes many forms, including rape, sexual slavery and/or trafficking, forced pregnancy, sexual harassment, sexual exploitation and/or abuse, and forced abortion.</p>
4) Attacks against schools or hospitals	<p>Attacks include the targeting of schools or medical facilities that cause the total or partial destruction of such facilities. Other interferences to the normal operation of the facility may also be reported, such as the occupation, shelling, targeting for propaganda of, or otherwise causing harm to schools, medical facilities, or their personnel.</p> <p>A school denotes a recognizable education facility or learning site. Education facilities and learning sites must be recognized and known by the community as a learning space and marked by visible boundaries.</p> <p>Medical facilities are places where the sick and wounded are collected and/or provided with health-care services.</p>

Six Grave Violations Against Children During Armed Conflict	Meaning for MRM Purposes and Types of Incidents to Report
5) Abduction of children	<p>Abduction refers to the unlawful removal, seizure, capture, apprehension, taking, or enforced disappearance of a child either temporarily or permanently for the purpose of any form of exploitation of the child. This includes, but is not limited to, recruitment in armed forces or armed groups, participation in hostilities, sexual exploitation or abuse, forced labour, hostage-taking, and/or indoctrination. If a child is forcefully recruited by an armed force or armed group, this is considered two separate violations: (1) abduction of children, and (2) recruitment or use of children as soldiers.</p>
6) Denial of humanitarian access for children	<p>Denial of humanitarian access for children refers to the intentional deprivation of, or impediment to, the passage of humanitarian assistance indispensable to children's survival by the parties to the conflict. In situations of armed conflict, this includes wilfully impeding relief supplies as provided for under the Geneva Conventions, and significant impediments to the ability of humanitarian or other relevant actors to access and assist affected children.</p> <p>The denial should be considered in terms of a child's access to assistance as well as the ability of humanitarian agencies to access vulnerable populations, including children.</p>

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