



**TECHNICAL FORUM ON BEST PRACTICES:  
*OPERATIONALIZING MONITORING AND  
REPORTING SYSTEMS***

**DECEMBER 9 -10, 2005**

**UNICEF SUMMARY REPORT**

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**TECHNICAL FORUM ON MONITORING AND REPORTING  
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## **TECHNICAL FORUM ON MONITORING AND REPORTING DECEMBER 9 -10, 2005**

### **CHILDREN AND ARMED CONFLICT: THE NEED FOR BETTER DATA**

The Technical Forum on Best Practices: Operationalizing Monitoring and Reporting Systems was jointly organized by UNICEF Innocenti Research Centre (IRC) and the Humanitarian Policy and Advocacy Unit of EMOPS, from 9-10 December 2005. The meeting was convened in order to review good practices, methodologies and lessons learned, informing the implementation of the monitoring and reporting mechanism for serious violations against children in armed conflict, called for by Security Council Resolution 1612 (2005). It was also intended to review and analyse the potential capacity of Child Protection Networks (CPNs) and other structures for carrying out monitoring and reporting, as well as to contribute to a technical working paper on monitoring and reporting for use by colleagues in the field.

### **BACKGROUND**

On July 26, 2005, the Security Council adopted Resolution 1612 (S/RES/1612(2005)), which requested the immediate operationalization of a system to monitor and report on grave child rights violations in situations of armed conflict. UNICEF, in collaboration with the OSRSG-CAAC, UN Country Teams, DPKO, NGOs and other implementing partners, has been tasked with developing and implementing a mechanism to gather information and report on egregious child rights abuses. The monitoring and reporting mechanism will entail the documentation of six categories of rights abuse: killing and maiming, abduction, attacks on schools and hospitals, sexual violence, recruitment and use of child soldiers, and denial of humanitarian access.

Within the Secretary-General's Plan of Action, which was presented as a part of his 2005 report to the Security Council on the situation of children and armed conflict, Child Protection Networks (CPNs), which operate at regional, country, and community level and perform a wide range of functions, were proposed as a focal point for the collection and analysis of information at the local level. Currently there is little information available as to the composition, functions and capacity of Child Protection Networks on a global level or their appropriateness to undertake M&R. For this reason, UNICEF commissioned a study to map out existing CPNs, in an effort to determine what roles they might play in the operation of the mechanism.

To contribute to the understanding of structures and systems that might be adapted for use in the new mechanism, UNICEF convened a Technical Forum on Monitoring and Reporting in December 2005 in order to examine and analyze monitoring systems in conflict-affected areas, including those that use surveillance / incident reporting, investigation, and other types of data collection tools. Preliminary findings from the CPN mapping study were presented and participants were asked to draw on their experiences in order to help determine how to best operationalize and build the capacity of the monitoring and reporting mechanism.

### **PURPOSE**

The Technical Forum was designed with specific objectives in mind: i) to share, document and analyse good practices on methods and tools for monitoring systems; ii) to review and analyse the potential capacity and drawbacks of Child Protection Networks (CPNs), as well as other structures for the implementation of a monitoring and reporting mechanism; and iii) to contribute to the development of guidance for field offices on operationalizing the mechanism.

The forum was not intended for decision-making, but rather as an opportunity to share and strategize with partners and to discuss the process for implementation and resources available. While the presentations of the technical forum elaborated on various structures, methods and tools that could be used to operationalize monitoring and reporting systems, the discussions throughout the forum dealt primarily with issues and concerns related to the monitoring and reporting mechanism. The plenary sessions provided an opportunity to raise questions, express concerns, and consider challenges surrounding the political and technical aspects of monitoring and reporting.

## **PARTICIPANTS**

The forum was attended by more than 30 participants and comprised representatives from UNICEF (including EMOPS, Child Protection, DPP, Innocenti, child protection officers from six country offices<sup>1</sup> and representatives from WCARO and ESARO), the Office of the Special Representative to the Secretary-General for Children and Armed Conflict, MONUC, OHCHR, ICRC, and key NGOs, including Save the Children, World Vision, the Coalition to Stop the Use of Child Soldiers and the Watchlist on Children and Armed Conflict, as well as representatives from Tufts University, CIDA and the French Ministry of Foreign Affairs.

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<sup>1</sup> UNICEF COs in attendance: Côte D'Ivoire, DRC, Nepal, Somalia, Sudan, and Sri Lanka (this includes all countries identified for the first phase of the implementation of SCR 1612 (2005), with the exception of Burundi)

## **MEETING HIGHLIGHTS:**

### **DAY ONE**

#### **Session 1: Introduction and Context: Methods, Tools and Structures**

*Chair: Manuel Fontaine, Child Protection Section, UNICEF HQ*

#### **Introduction and Welcome: Objectives of the Technical Forum**

*David Parker (UNICEF Innocenti Research Centre), Eric Laroche (UNICEF-EMOPS) and Saudamini Siegrist (UNICEF Innocenti Research Centre), Hazel de Wet (HPAU-EMOPS)*

**David Parker** welcomed participants to Florence on behalf of UNICEF's Innocenti Research Centre. He remarked that one of the major objectives of the technical forum is the exchange of ideas around monitoring and reporting and reminded participants that Security Council Resolution 1612 has given the UN the impetus to move forward with a monitoring and reporting system that is both credible and accountable.

**Eric Laroche** emphasized UNICEF's commitment to monitoring and reporting, and called for cooperation among UN agencies and partners in implementing the monitoring and reporting mechanism. He stressed that M&R will be a long-term endeavour; building a system that helps UNICEF field offices to act on behalf of children in situations of armed conflict.

**Saudamini Siegrist** provided a brief overview of recent steps taken by the international community to address violations against children.<sup>2</sup> She emphasized that the six violations named in the SC Resolution 1612 — killing or maiming of children; recruiting or using child soldiers; attacks against schools or hospitals; rape or other sexual violence against children; abduction of children and denial of humanitarian access — were all derived from the Geneva Convention and are considered to be 'grave' rights violations against children. She also emphasized the importance of exploring structures that could be used in monitoring and reporting, and described the UNICEF-commissioned Child Protection Networks study as one attempt to assess the capacity that already exists at country level.

**Hazel de Wet** highlighted that the decision to implement M&R was made by the Security Council and that the UN system has been tasked with operationalizing the mechanism. Because of its mandate, UNICEF has a prominent role to play in monitoring and reporting, in conjunction with UN agencies, NGOs and other partners. She also outlined the objectives of the Technical Forum, including: i) to share best practices, methods and tools on current M&R practices; ii) to review and analyse the potential capacity of CPNs in carrying out monitoring and reporting of serious child rights violations; and iii) to develop next steps and technical guidance for use by colleagues in the field. She emphasized that the Technical Forum is an opportunity for a technical discussion of the methods, tools and structures available for the implementation of a monitoring and reporting mechanism. She also expressed UNICEF HQ's hope that the discussion and 'next steps' would be bold and constructive, and would lead to the development of useful tools for the field.

#### **The Monitoring and Reporting Mechanism**

*Gary Risser, HPAU-EMOPS*

**Gary Risser** presented the background on monitoring and reporting as well as an overview of the work that is currently underway on M&R. He discussed the context and development of the 'Children and Armed Conflict' agenda and the associated Security Council Resolutions. Security Council Resolution 1612 requested that the Secretary-General report on grave violations and that the SRSB-CAAC work with RC/HCs in the implementation of a monitoring and reporting mechanism and in fostering dialogue with parties to conflict. The monitoring and reporting mechanism will be pilot tested in seven countries — Burundi, Côte D'Ivoire, DRC, Nepal, Somalia, Sri Lanka, Sudan — five of which are listed in Annex I of the Secretary-General's Fifth Report to the General Assembly on the Situation of Children and Armed Conflict.

The monitoring and reporting mechanism will require action from all levels of implementation:

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<sup>2</sup> Some key steps included: the landmark 1996 Graça Machel study 'The Impact of Armed Conflict on Children,' the 2000 Winnipeg International Conference on War-Affected Children, as well as Security Council Resolutions 1261, 1314, 1379, 1460, 1539 and 1612.

- At the **Country and Regional level**, CO/ ROs will be instrumental in the collection, preparation and analysis of information gathered on child rights violations. The **national task forces on monitoring and reporting** will consist of UNCTs, NGOs and government, and will be co-chaired by the Deputy SRSR or RC and UNICEF.
- **HQ** will be responsible for the coordination and assimilation of information reported in the field, in addition to developing technical guidance and advise COs/ROs on how the implementation of the monitoring and reporting mechanism.
- At the **inter-agency level**, the **Steering Committee** on Monitoring and Reporting meets regularly to discuss issues of monitoring and reporting at a technical (working) level. The **Task Force on Children and Armed Conflict** is comprised of representatives of all UN agencies at the principals' level and is chaired by the SRSR-CAAC. The Task Force receives information from the Steering Committee and recommends action for the Security Council.
- At the **inter-governmental level**, the **Security Council Working Group** is comprised of all 15 members of the Security Council and is chaired by the Ambassador of France. The working group makes recommendations to the Security Council for targeted measures that can be used against parties to conflict that commit grave child rights violations. The **Security Council** will act on the reports issued by the Task Force on CAAC and the recommendations of the Security Council Working Group.

### **Child Protection Networks (CPNs): Capacity for Monitoring and Reporting**

*Beth Verhey, UNICEF Innocenti Consultant*

In the plan of action of the Fifth Report of the Secretary-General on Children and Armed Conflict, Child Protection Networks (CPNs) were proposed as a potential resource and/or structure for conducting monitoring and reporting of child rights violations. UNICEF has since commissioned a study in order to determine the capacity and potential of CPNs to undertake or assist with monitoring and reporting activities. Beth Verhey, an international child protection consultant with UNICEF's Innocenti Research Centre, presented preliminary findings from her study of CPNs as a potential structure for monitoring and reporting. The CPN study included field missions to Haiti and Liberia and in-depth interviews with informants from other key countries, such as Somalia and Sudan, as well as a desk review of existing documentation on CPNs.

Preliminary findings have indicated that CPNs as entities are not clearly or consistently defined. The CPN structure varies greatly, depending on the country situation, membership, purpose and location. One of the hallmark characteristics is that CPNs are informal structures, often created for a specific programmatic purpose or for advocacy around a particular issue. CPNs rarely meet for monitoring and reporting purposes and they do not generally meet the criteria for national networks, as described in the Secretary-General's report.<sup>3</sup> Globally, CPNs are more likely to serve as thematic coordination structures, each with specific membership and tasks. Locally, CPNs can be 'community-based structures' at the village level which represent different elements of society. Often networks are comfortable raising awareness of child rights and doing advocacy on certain issues, but are reluctant to engage in politically sensitive activities.

If CPNs or similar structures were to take on monitoring and reporting on human rights violations, questions concerning ethics, security, exposure, feasibility and confidentiality would have to be addressed: M&R requires both trust and adequate procedures to ensure the safety, security and confidentiality of those who undertake monitoring and reporting tasks, as well as for survivors, witnesses, and others providing information. Community-based CPNs may be particularly vulnerable to serious security risks for children reporting violations and for members of the network themselves. Similarly, documentation and reporting of violations could risk the transmission of confidential information about violations and potential exposure of victims. For this reason, many NGOs and local groups have expressed concern about membership in a body that transmits information on violations to the Security Council and have also expressed concern that high-level reporting could undermine their effectiveness in responding to child protection concerns.

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<sup>3</sup> Despite this, there are still a few examples of national networks, including Liberia and potentially Nepal and/or Afghanistan. In Liberia, there is a national CPN at the capital level, which includes government, UNICEF, and NGOs; there are task forces (including one on M&R); CPNs are divided geographically by district and mobilizing child protection is integrated into the system.

CPNs generally do not have the mandate or role to take on monitoring and reporting. The collection, verification and transmission of information on human rights violations requires skills and training that most actors involved in CPN-like structures and community groups do not have.

Even if CPNs were to engage in monitoring and reporting, significant questions and concerns remain: operational actors raise questions about the relevance of reporting the Security Council, particularly when their concerns are not necessarily related to the six grave violations asked for by the Security Council. Similarly, there may be violations committed which fall under the six grave violations (ie. Sexual violence), but which are not being committed by parties to conflict.

Despite the potential concerns with monitoring and reporting on the part of CPNs, there are several positive elements of implementing M&R: many local-level NGOs want external actors to pressure and denounce parties to conflict for committing rights violations (ie. 'naming and shaming'). International NGOs have emphasized that they appreciate the idea of using groups or networks in order to provide risk coverage for advocacy and denouncements. The issue of M&R has highlighted the potential for NGOs and community networks to collaborate further on shared issue areas and programmatic links.

Based on preliminary findings, CPNs are not likely to serve as the most appropriate forum for monitoring and reporting; however, they should be informed and consulted by the members of the national task force on monitoring and reporting.

Before any sustainable and effective monitoring and reporting mechanism is put into place, it would be important to learn from the challenges of establishing and implementing the complaint and investigation mechanisms on sexual exploitation and abuse by UN peacekeepers. Similarly, the gaps and disconnects between programmes on child rights vs. broader protection of CAAC and SGBV will need to be bridged in order to create a unified mechanism.

### **Plenary Discussion of Monitoring and Reporting Mechanism and the Role of CPNs**

Although Child Protection Networks were named as a potentially useful structure for monitoring and reporting, there are other instances where communities, churches and other local groups are gathering information on rights violations. In certain countries, such as Somalia and Nepal, participants felt that CPNs could be an appropriate format for monitoring and reporting. In these areas CPNs could potentially include local human rights NGOs as well as the burgeoning networks and other grassroots-level initiatives that exist within those countries.

Alternately, it may be appropriate to develop thematic networks, focused on specific issue areas or violations rather than a network that deals broadly with child protection. For example, agencies, local NGOs and civil society groups would likely have a greater interest and commitment to pursuing a specific issue — like SGBV — rather than meeting regularly to discuss issues that may not pertain to their work. UNICEF is hoping to implement state-of-knowledge studies in order to assess what knowledge and capacity already exists in each of the countries for monitoring and reporting and where there are gaps to be filled.

Participants asked that HQ provide guidance to country offices on the role of governments in both national-level task forces and CPNs. Security Council Resolution 1612 states that the government should be a partner to the monitoring and reporting process. This puts agencies and local actors in a difficult situation, particularly when the government is a guilty party. Country offices also requested guidance on the authority of national task forces and individual staff members of UN agencies to address rights violations.

Greater clarification is required on the kind of verification and follow-up of the monitoring and reporting mechanism. Too often, there is a demand to go back repeatedly to interview people who have been violated. Not only is this process expensive, it can be psychologically damaging and present the risk of re-traumatization. Participants also felt that the destinations for action of any reports gathered under 1612 must be both country-based and at the level of the Security Council.

Additional guidance was requested on how to address issues related to M&R where the violations do not fit the specific categories outlined by the resolution, or where they are committed by persons other than those listed as the parties to conflict. In order for the mechanism to be fully effective, relevant and sustainable, it

will need to monitor human rights violations more broadly (beyond the six violations listed in the resolution). Reliable, accurate and timely information is the necessary foundation of any improved accountability for serious crimes children.

While the frequency, scope and degree of monitoring was debated throughout the session, there were also serious concerns about reporting child rights violations. Participants questioned the need for bi-monthly reports, as well as how the information provided to the Security Council would be used. (ie. Will each report spur action from the Security Council? Will other destinations for action be privy to these reports? Will the information gathered under the mechanism be given to the ICC? How can the information being reported be used most effectively?)



## **Session 2: Methodology and Implementation: Surveillance and Surveys**

*Chair: Saudamini Siegrist, UNICEF Innocenti Research Centre*

### **The Cambodia Mine / UXO Victim Information System<sup>4</sup>**

*Reuben McCarthy, Landmines and Small Arms Unit, UNICEF*

**Reuben McCarthy** presented an overview of the Cambodia Mine / UXO Victim Information System, a public health surveillance mechanism that documents and reports on the killing and maiming of men, women and children due to landmines, unexploded and abandoned ordnance and improvised explosive devices throughout Cambodia. CMVIS is an active surveillance system started by the Mines Advisory Group in 1994 as an *ad hoc* survey process intended to prioritize mine action activities and which has since transformed into an organization owned by the Cambodian Red Cross, in partnership with UNICEF/Handicap International. The project has since expanded into an organization that includes all 24 provinces in Cambodia which addresses the medical and rehabilitation sectors, in addition to supporting mine action information needs and monitoring the Cambodian government's implementation of the Mine Ban Treaty.

The CMVIS surveillance system uses a permanent network of data-gathering staff which includes both paid staff and volunteers<sup>5</sup>; data gatherers are familiar with the communities in which they work and are thus able to gather information from primary sources and follow up on claims more easily. Data management staff is responsible for storing and reporting information, in addition to monitoring and evaluation of the surveillance system. The system is structured in an *information loop*, which involves a continuous cycle of data collection, reporting and use in programming for mine action with clearly identified outcomes.

CMVIS collects data on behalf of the mine action community at large, for their planning advocacy, monitoring and evaluation. Staff provides support and training for end-users of the data and distributes upwards of 10,000 reports per year to more than 800 end-users, including: ECHO, ICRC, Mines Advisory Group, UNICEF, UNDP, UNHCR, Handicap International, among others.

When a claim is made, the data-gathering supervisors verify claims, follow up on forms completed by volunteers, and perform analysis and reporting of casualties on a monthly basis. All information gathered is entered into a Microsoft Access database and is compiled into monthly and yearly reports for distribution.

Although the system is now cited as a model for public health surveillance systems being constructed in other countries, there were several challenges involved in setting up the system, including: end-user support; physical security of field staff, particularly in mined areas; ensuring accurate recall of events by interviewees; data ownership and privacy issues release of information on the database where the identity of casualties would be disclosed; and establishing the location of accidents due to changing 'district, commune and village boundaries.' Reuben also mentioned that there were initial challenges in developing a questionnaire and surveillance tools; in gathering funding and in securing and ongoing commitment from donors. However, the CMVIS system's expansion and ongoing use is justified largely on the basis of the continue utility of the data collected and used by the organization's more than 800 end-users.

The Cambodia Landmine Surveillance System model, guiding principles and mini-thesaurus with common terminology and are currently being implemented in other countries, in conjunction with the development of an international database for mine casualty surveillance. The system is regarded as an accurate and neutral data collection project, and volunteers collecting information on landmine casualties also do surveys on disabilities, floods and other Red Cross-related activities.

### **The Sri Lanka Child Recruitment Database**

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<sup>4</sup> Please refer to the annex for the paper Reuben prepared for the workshop on the Cambodia Mine / UXO Victim Information System.

<sup>5</sup> The CMVIS data-gathering network includes 18 full-time data gatherers based at a district or provincial level, 2 Field Supervisors, 1 Project Manager and 1 Training and Monitoring Officer, in addition to the 700 volunteer data gatherers working in areas where no full-time staff are posted. The data management Office in Phnom Penh includes 11 staff, including support and data-entry positions.

**Yasmin Haque** described UNICEF's experience in creating a surveillance system to monitor child rights violations in Sri Lanka. Like the Cambodia Landmine Monitor Surveillance System, the Sri Lanka Child Recruitment Database involves the collection, analysis and use of information for advocacy and programmatic purposes. Under this system, parents approach UNICEF with reports of recruited/ missing children, which the agency then records (in a database and hardcopy). The database is updated frequently to reflect changes in children's status and situation and reports are produced on a monthly basis. UNICEF protection staff verifies all reported cases to ensure accuracy and refers to children listed in the database during negotiations with the LTTE.<sup>6</sup>

UNICEF undertook the monitoring and reporting of child recruitment in Sri Lanka primarily because of the agency's formal mandate to monitor violations from the 2002 Oslo Round of Peace Talks and because local and international NGOs felt that they would be placing their staff at great risk if they were to collect, verify and report data on rights violations. Since its inception, the Sri Lanka child recruitment database has widely been regarded as a successful monitoring system, particularly for the impact that it has had in negotiating the release of children associated with fighting forces and in raising awareness of child recruitment by fighting forces within Sri Lanka and in the broader international community.

UNICEF's experience with M&R in Sri Lanka has resulted in some important lessons for agencies involved in the creation of similar systems. First, it is crucial to maintain accurate records, particularly when using information to achieve advocacy goals with non-state entities. In the case of Sri Lanka, child protection officers verified all instances reported. Second, in order to achieve advocacy, funding and programmatic objectives, national and international actors were informed of UNICEF's monitoring and advocacy activities.

Although the initial objective of the system was to record reports of missing/ recruited children, UNICEF staff realized that it was essential to maintain a supportive environment for the families, including advocacy, advice, protection, and in rare cases, direct assistance. Yasmin cautioned that the monitoring system was resource-heavy and required significant time and commitment of protection staff. Any programmes which implement a similar monitoring and reporting database must take into consideration the human and financial resource implications, and ensure that monitoring and reporting is sufficiently staffed/funded so that it does not detract significantly from existing programming.

### **Surveys: What Can They Contribute?**

*Dyan Mazurana, Tufts University*

**Dyan Mazurana's** presentation discussed the benefits, challenges and considerations involved in using surveys to document rights violations. Surveys are particularly beneficial for generating information on population characteristics or experiences within a population; for revealing patterns and demonstrating how far results can be generalized and for comparing populations over time. The most effective surveys combine qualitative and quantitative data and analysis. Researchers must ensure that survey and interview parameters have been clearly identified and population samples have been accurately selected. Interviewers should be experienced and well-trained, and researchers should be skilled in understanding and analysing data.

Researchers may face many challenges when conducting surveys in conflict zones, including: unfamiliar context; unknown population size or location; a population that is said not to exist or does not want to be disclosed; situations where researchers are at personal risk when working with populations and situations where the population is at risk for speaking with researchers. In order to understand the context, population size or location, researchers could employ key informants/cultural experts, carry out qualitative in-depth interviews before and during surveys, and where necessary, use 'snow-balling' or convenience sources to identify sources. In cases where populations are not willing to disclose themselves, researchers could use baiting or phrased assertions to extract information, conduct in-depth interviews with key informants/cultural experts and triangulate data. When researchers are at personal risk for interviewing populations, they should work with key informants (particularly if they form part of a research team), use in-depth interviews and non-probability sampling such as census interviews, and adjust the sample in order to get in and out of

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<sup>6</sup> Parents must indicate that they want UNICEF to advocate on their child's behalf and sign a consent form to that effect.

the area quickly. If populations being surveyed are at risk for speaking, researchers can include key questions into a health survey or larger livelihoods assessment already being conducted — this would also allow a more detailed analysis of how the violations are impacting health, public nutrition and livelihoods.

Dyan cautioned that surveys can be time-consuming (it can take approximately a year to conduct major surveys), and that it is crucial that studies are well-defined in terms of ethical and psychological considerations. Researchers should follow guidelines established by the child protection community and ensure that respondents have access to counseling/ a supportive environment. With regard to documenting violations, she reminded the group that it is not necessarily imperative to record the nitty-gritty details – sometimes it is enough to know that a violation has occurred.

### **Session 2: Plenary discussion**

The type of surveillance system used in Cambodia for monitoring landmine casualties could prove useful in monitoring and reporting child rights violations, although it would likely not be the most effective system for all of the grave violations listed by Security Council Resolution 1612.

However, the principle of active surveillance — placing trusted agents within communities and having a standardized system of data collection, verification, reporting and use in programming – could be an effective methodological tool for monitoring and reporting.

### **Session 3: Verification of Information, Use of Information and Taking Action**

*Chair: Gary Risser, Humanitarian Policy and Advocacy Unit (EMOPS), UNICEF HQ*

#### **Monitoring and Documentation : the Experience of the ICRC**

*Patrick Saez, ICRC*

**Patrick Saez** described ICRC's approach to monitoring and documentation of violations of IHL. Since the ICRC is not a reporting body, its approach to handling violations is different from the kinds of monitoring and reporting that UN agencies and partners will do in accordance with Security Council Resolution 1612.

The ICRC is guided by IHL and by the Fundamental Principles and Statutes of the International Red Cross and Red Crescent Movement. When violations of IHL occur, the ICRC intervenes in order to prevent/ stop violations, improve living conditions and to restore and maintain family links. In accordance with its fundamental humanitarian principles<sup>7</sup>, ICRC members regularly visit individuals at risk, report violations to authorities/ weapons bearers and persuade them to take adequate measures, and provide material assistance and services to persons at risk. Prior to any data gathering in the field, the ICRC negotiates access to interview and visit individuals at risk, negotiates security arrangements for ICRC staff and interviewed persons, and identifies the potential for meaningful dialogue with weapons bearers.

The ICRC monitors and documents information on violations of IHL and confronts the parties concerned through confidential representations to the responsible party. In the event that bilateral dialogue proves sterile, the ICRC has on occasion contacted third parties (such as states) which could have an influence on the responsible party and shared confidential information with them. In rare cases, where other means of dialogue have been exhausted, (eg. the Rwanda genocide), the ICRC will come forward and publicly condemn situations.

In collecting data, ICRC staff adheres to the principle 'do no harm': ICRC staff is careful to use judgment and caution in gathering and documenting sensitive information and the protection/ best interests of persons at risk are preserved through requiring informed consent prior to each potential use of data. Throughout data gathering, the ICRC will conduct an assessment of living conditions / access to services through direct observation and interviews. Persons at risk are registered and staff follows up with repeated visits where necessary. Specific events are documented and verified through interviews with victims / witnesses and representatives of responsible parties, direct observation and corroboration with other sources.

Information gathered by ICRC on persons at risk /violations of IHL is collected in a frequently-updated ICRC database which can be used in tracing of persons and individual cases. In order to conduct its monitoring and documentation activities, the ICRC requires the regular presence and proximity of field delegates, and an adequate cadre of staff with the appropriate technical expertise to carry out monitoring and documentation activities. National staff generally do not handle sensitive data to minimize safety and protection risks.

Any data transmitted to authorities and armed groups must serve a specific purpose and must only be transmitted where confidentiality agreements exist. Data sharing with other actors is very limited: there is no transmission of information to investigative / judicial bodies and there is no data provided on specific violations or transmission of personal data unless it is for tracing purposes and on a context-by-context basis.

#### **Investigation and Case Documentation: OHCHR**

*Karim Ghezraoui, OHCHR*

Karim Ghezraoui presented OHCHR's Special Procedures mechanism as another example of case investigation, monitoring and documentation. 'Special procedures' refers to the mechanisms established by the Commission on Human Rights to examine and respond to specific thematic issues or country situations.

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<sup>7</sup> The fundamental principles of the International Red Cross and Red Crescent movement are: humanity, impartiality, neutrality, independence, voluntary service, unity and universality.

Special procedures can involve an individual — a special rapporteur, representative or independent expert — or a ‘working group’ of individuals.

Each special procedures mechanism generally involves examination, monitoring, advising and publicly reporting on human rights within specific countries (‘country mandates’) or on thematic issues not limited to a specific territory (‘thematic mandates’). The Commission on Human Rights determines the length, scope and type of activities that can be undertaken by each special procedures mechanism. Specific activities undertaken by special procedures can include: receiving and analysing information on human rights situations; responding to individual complaints of human rights violations<sup>8</sup>; seeking clarification and acknowledgement from Governments regarding complaints; networking and information-sharing with partners; conducting studies, advising on protection measures to guarantee / restore the enjoyment of human rights, among others. Special procedures will undertake country visits (‘fact-finding missions’), which require the authorization of the country concerned and report findings to the Commission on Human Rights and the General Assembly (and Security Council, where necessary) and make recommendations to Governments concerned on how to improve the human rights situation.

OHCHR verifies complaints through interviews, information sharing and through correspondence with the Government concerned. Much of OHCHR’s work is to follow up on claims immediately after they are made: in cases of disappearances, for example, people are often found when the agency intervenes rapidly. Throughout the verification process, all communications and allegations are generally kept confidential, including the content of information exchanged with Member States remains confidential. However, they will go public with a statement in specific cases where it is determined that it will be effective. Indicating the name of a person in an OHCHR report may serve to provide the person with protection because the authorities come to know that s/he is being monitored.

Information gathered throughout the investigation is documented in OHCHR reports to the General Assembly and the Commission on Human Rights, as well as in official documents of the UN. OHCHR reports are regarded as authoritative sources, primarily because they represent the voice of international community. Above all, OHCHR is committed to rigorous standards of monitoring and investigation: mechanisms need to be consistent in all countries and situations, regardless of the country and its relative power.

One of the major difficulties faced by the Special Procedures branch is follow-up with complaints: out of approximately 1,000 complaints, OHCHR acted on approximately 10% of cases, although most of them within three days of the complaint being launched. In many cases, the expectations of complainants are quite high, although OHCHR can do little except attempt to verify and report on the case. OHCHR’s verification process is somewhat hindered by its lack of field presence/ operational capacity.

### **Session 3: Plenary discussion**

Gary Risser opened the plenary by providing a brief summary of several issues and concerns raised throughout the day, including: funding /resources; staff; logistics; personnel; destinations for action; response for victims of rights violations, as well as additional guidance from the Security Council about why they want this information/ results.

There was general consensus that reliable, timely and verifiable data on child rights violations is needed, although there was disagreement as to how best to provide it. The Security Council is still thinking through its own engagement with the issue, and there have been numerous commitments — expressions by key Member States and donors — to put money behind a structured monitoring and reporting mechanism. In the meantime, we are obligated to move forward to implement the system, despite significant resource constraints. In order to achieve implementation, a standardized set of tools / database for data collection will need to be developed, as well as a standardized reporting format for violations.

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<sup>8</sup> Individuals whose claim is being investigated by OHCHR may not be aware that their case is being follow-up on (ex: complaint about the disappearance of an individual).

If monitoring and reporting is to be undertaken 'within existing resources,' all existing programmes will be affected and potentially undermined. Additional resources will be needed in order to implement the mechanism, while ensuring that current programming does not suffer. Agencies must also carefully consider how and where new resources will be spent, since additional funding will necessarily have implications for the agency mandate, staffing resources and priorities.

UN agencies and partners would like to have clear information on how the Council will act on the information reported under the M&R mechanism. Participants were concerned that the system not just be about documenting and transmitting information about violations — rather, any successful system must also take action to respond to survivors and to prevent future violations.

The Security Council is not the only actor that has an obligation to respond to reported violations. More work must be done to engage other actors, at the local, national and international levels, to ensure that they uphold their responsibilities to respond to and remedy violations.

## DAY TWO

### **Session 4: Developing a Coherent System**

*Chair: Julia Freedson, Watchlist for Children and Armed Conflict*

#### **Reflections, Lessons and Issues from Day 1**

*Gillian Mathurin, Humanitarian Policy and Advocacy Unit, EMOPS*

At the start of Day 2, Gillian Mathurin provided a brief overview of some of the lessons, questions and concerns raised throughout the discussions in Day 1 of the session.

#### **Monitoring and Reporting: Monitoring human rights violations with Coalition to Stop the Use of Child Soldiers: The Global Report**

*Victoria Forbes-Adam, Coalition to Stop the Use of Child Soldiers*

Victoria Forbes Adam discussed the use of networks in monitoring and reporting on children and armed conflict, with specific reference to the Coalition to Stop the Use of Child Soldiers' Global Report. The Coalition is a network of leading humanitarian and human rights organizations<sup>9</sup> that work to end the recruitment and use of child soldiers and to promote the demobilization and reintegration of children into their communities. Coalition activities fall into three main areas: i) research and monitoring, ii) advocacy and public education, and iii) networking and capacity-building. As part of its research and monitoring activities, the Coalition produces the Child Soldiers Global Report every three years. The report includes country-specific information on the recruitment and use of children in armed forces, as well as information on demobilization and reintegration programmes.

In recent years, there has been an effort to engage NGOs in the research process for the Global Report in order to strengthen the data and content of the reports. In 2003, the Coalition published a research guide<sup>10</sup> and held workshops for the child soldiers report as an information and resource tool for Coalition partners to use if they were going to draft a country-specific issues entry for the Global Report. The Coalition hired consultants with regional expertise to carry out the bulk of research and documentation, who then drew on a wide range of primary and secondary sources in compiling information for the reports, including collaboration with UNICEF. Once information had been collected, drafts were circulated for comment among partner organizations so that they would be able to confirm or refute the information listed in the reports.

Throughout the process, most partners found it difficult to provide substantive case information on the recruitment or use of child soldiers, demobilization and reintegration. Information gathered by secondary sources was generally included only if it could be verified. The best information came from organizations with an explicit human rights / advocacy orientation and those that had developed a sustained relationship with the Coalition. In the future, much more systematic training would be useful for compilation of data for the report for forthcoming editions.

The NGOs gathering information for the Global Report were successful in clearly monitoring information on arrest, detention and judicial processes, as well as on torture and execution. Similarly, they were able to produce reliable information on legislation / legislative processes, unofficial government use of children in armed conflict, as well as up-to-date information on ongoing patterns of recruitment.

Organizations and consultants involved in the process of gathering information for the report faced several constraints, including: security of staff, lack of access; lack of detailed information available from the field/expertise; insufficient funding and resources to conduct research; needed more systematic engagement and partnerships with human rights organizations in the field and a standardized format for reporting.

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<sup>9</sup> Members of the Coalition to Stop the Use of Child Soldiers' Steering Committee include: Amnesty International, Human Rights Watch, International Federation Terre des Hommes, International Save the Children Alliance, Jesuit Refugee Service, the Quaker United Nations Office-Geneva and World Vision International. The Steering Committee also maintains active links with UNICEF and ICRC.

<sup>10</sup> The Coalition research guide included limited guidelines on conducting interviews, an overview of International Humanitarian Law, information on confidentiality and security issues, etc.

Following the compilation of the 2004 Child Soldiers Global Report, the Coalition has begun to examine the creation of more structured, systematic memberships within the network. It may be possible for NGOs to engage with monitoring and reporting in a broader way (perhaps through research and documentation, particularly at the national level), although some doubts persist regarding the ability of NGOs to monitor the six egregious violations because of issues of security and access. UNICEF and partners could potentially involve NGOs in the development and implementation of M&R through flexible information-sharing arrangements as well as through a common (narrative) format for reporting violations that would allow for a more complete and accurate analysis of the situation of children affected by armed conflict.

### **Julia Freedson**

#### *Watchlist on Children and Armed Conflict*

Like the Coalition, the Watchlist on Children and Armed Conflict is a network of NGOs. Watchlist prepares country-specific reports on the situation of children affected by armed conflict. The Watchlist also acts as an umbrella organization that protects its members / partners in monitoring human rights violations. Similarly, local or national child protection networks may provide an umbrella to remove some of the security / confidentiality issues around gathering sensitive information.

The Watchlist uses various tools to verify information about child rights violations. Each country report has an advisory team that includes 2 members of the Steering Committee, as well as 2 or 3 experts in the particular context that they are examining. The advisory committee has the opportunity to review several drafts of the reports in an effort to verify information or to include new information.

The Watchlist has found that there are significant gaps in information from the field and that the relevant data is not always readily available and/or available in an easily accessible format. The monitoring and reporting system being developed by UNICEF and its partners would greatly contribute. Julia emphasized the need for UN agencies to work with local organizations on capacity-building and follow-up on monitoring and reporting, and stressed that while local organizations have a tremendous interest and capacity to monitor child rights violations; they will need both technical and financial support in order to do this. UNICEF and partners should work to incorporate grassroots organizations into this process.

### **Session 4: Plenary discussion**

In the final plenary discussion, participants had several specific concerns regarding the scope and function of the M&R mechanism:

- Who and what should be monitored? Only parties to conflict? Whether to limit the scope solely to the six grave violations identified in SC resolution 1612? (For example, in Nepal UNICEF ongoing monitoring and reporting system also includes the situation of children under detention as it is a serious issue directly related to ongoing conflict)
- What exactly is the purpose and outcome of the monitoring exercise?
- What is meant by verification? How to achieve consistent verification in diverse situations?
- What level of detail will be expected on reported violations?
- How should the information be reported/ presented?
- To what extent should the mechanism monitor other violations, beyond the initial six?
- To what extent will violations by those who are not identified as 'parties to conflict' be monitored?
- Who will receive the information collected on violations?
- Who would be subject to Security Council sanctions / targeted measures?
- What are UN agencies and partners (specifically UNICEF) expected to deliver, considering the fact that M&R is to be conducted 'within existing resources'?
- What other resources (financial, human) are available to develop the mechanism?
- More time is needed to develop and implement a coherent system?
- Additional time is required for consultation and discussion of the scope and function of the mechanism. Proposed that a consultant in each region examine existing capacity and conduct a baseline study.
- Is the M&R mechanism intended to be a long-term process? If so, how to ensure that it is sustainable?



There was consensus that a common standard and set of parameters is needed around which the initial tools for monitoring and reporting can be developed. In some instances, country offices have already developed a tool to implement monitoring and reporting and are moving forward with implementation. Similarly, in certain countries, local NGOs and grassroots organizations are already becoming involved in monitoring and reporting at the country level and the potential areas for their participation will need to be more clearly defined. Even though it may not be an entirely uniform process, UNICEF and partner agencies should begin developing tools for monitoring wherever possible.

UNICEF HQ is currently developing many of the tools that participants requested, including: ethical guidelines to conduct research and interviews with children; a standard format for reporting to the Security Council and other destinations for action; definitions, terminology, and a minimum data set on the six violations, which will be made available to all countries. There has also been a process to examine IHL at the headquarters level in a multi-agency process to develop guidelines on monitoring and reporting. Additionally, a proposal has been submitted to fund state-of-knowledge baseline studies in order to examine the capacity for monitoring and reporting in each country.

Capacity-building for local organizations is essential to establishing a sustainable and effective monitoring and reporting mechanism. At the country level, the national task forces will require some flexibility to develop the M&R mechanism in a way that is appropriate to each specific context. Country teams will have to determine the extent to which local NGOs, agencies and child protection networks (where they exist) can play a role in monitoring and reporting. Monitoring and reporting cannot be an end in itself: it must be linked to providing programmatic responses as well as for exerting pressure and encouraging dialogue for change among the parties to conflict. Agencies will need to clearly define the purpose of M&R, as well as the kind of follow-up that is expected to come out of the process.

The Security Council has set up a Working Group (comprised of all 15 SC members) which will access the M&R process. The SC is asking for information that has been vetted and verified by UN agencies. UNICEF and partner agencies<sup>11</sup> have an opportunity at this stage to give input to the Security Council Working Group on the forum and scope of the mechanism. Resolution 1612 presents an opportunity: the SC Working Group is willing to consider 'any information that we find useful and relevant,' which could potentially open the door to the inclusion of additional rights violations and to bring pressure on countries and parties to conflict. However, there is a risk that the Security Council may overestimate ability to deliver on the mechanism, so it is important to be upfront and realistic about the existing capacity and time required to develop and implement a monitoring and reporting mechanism.

It is up to the UN agencies to decide what information to present to the Security Council on the six designated violations. The Security Council is willing to act on the issue of children and armed conflict, so it is crucial to provide them with accurate, credible information on violations. The next meeting of the Working Group will take place on 21 February 2006. Questions that will need to be addressed by the Working Group include:

- Should reports be thematic, country-based, or both?
- What level of detail should be included in the reports?
- When will the initial reports on violations be expected?
- What publicity will these reports receive, if any?
- How can victims and witnesses who provide information on violations be protected?

The active presence in the field of Child Protection Advisors within peacekeeping operations could complement UNICEF's efforts to monitor and report on child rights violations. CPAs are active in many forums and maintain an ongoing communication with NGOs, governments and local partners. In terms of monitoring rights violations, there is already a working relationship to share information and raise flags between CPAs and UNICEF.

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Participants have requested the following items from HQ/ Security Council:

- More definition and clarity on violations to be monitored
- Technical guidance on methodologies and tools, as well as the baseline for reporting
- Acknowledgement that the development of the mechanism will require time and planning
- Need to determine additional capacity needed for monitoring, as well as an understanding of what capacity already exists at the country level to conduct M&R

## Session 5: Summary and Closing

Chair: Manuel Fontaine, Child Protection Section, UNICEF HQ

### Remaining concerns/ areas to be addressed:

- **Reliability of data:** Information gathered for the monitoring and reporting mechanism should be timely, objective, reliable and verifiable. It is important that the process of implementation take into account best practices for data collection so that the system retains credibility.
- **Collaboration:** UNICEF and the OSRSG-CAAC are expected to take leadership roles in the implementation of the monitoring and reporting mechanism, although the mechanism will require collaboration within the UN system,<sup>12</sup> as well as with governments, local and international NGOs, civil society organizations and other partners. Clarification was requested on the respective leadership roles of UNICEF and the OSRSG-CAAC, as well as the potential role of human rights organizations in M&R.
- **Unrealistic timeframe:** The monitoring and reporting systems will not be operational by the 31 January 2006 reporting deadline. Operationalization of the system will require time for outreach, training and capacity building. The independent review to be submitted 31 July 2006 to the SC on the implementation of the mechanism should consider first steps in the development of the system.
- **Context-specific application:** Implementation of a credible and reliable monitoring and reporting system will require flexibility and context-specific structures and timelines for action. Further discussions are also needed regarding the degree of standardization desired / required between all countries implementing monitoring and reporting systems.
- **Resources:** Additional financial and human resources will be needed for the implementation of the mechanism. It was noted that resources allocated for monitoring and reporting should not detract from funding currently being allocated to humanitarian programmes.
- **Risks:** Steps must be taken to ensure confidentiality and the security of children and communities reporting violations as well as UN staff and NGOs involved in monitoring and reporting
- **'Steps forward':** Steps toward implementation should include the development of baseline 'state of knowledge' studies to assess knowledge about grave child rights violations, as well M&R capacity and gaps in the countries concerned, as well as the level of commitment / understanding of the M&R process among key partners.

### Next steps:

The following list encompasses some of the key next steps in the implementation of M&R:

- **Timeline:** UNICEF HQ (EMOPS) will develop a timeline for the next steps for monitoring and reporting in 2006 as listed below.
- **Advocacy:** UNICEF HQ (EMOPS) should advocate for more realistic reporting deadlines and share concerns regarding monitoring and reporting with the SC Working Group through the Steering Committee. Country offices will need to plan for awareness raising among key constituents regarding the MRM process
- **Technical guidance:** Technical *guidance* from UNICEF HQ (EMOPS) is needed on monitoring and reporting, including: i) information on the content and format of *reports* for the Security Council Working Group, ii) a *minimum data set* and *common terminology* for the six grave child rights

<sup>12</sup> For example, OHCHR is leading the monitoring and reporting process in Nepal, as they have a large mission in the country. UNICEF co-chairs the MRM Task Force with OHCHR and provides CAAC data from UNICEF monitoring and reporting system set up together with implementing partners

violations and other criteria related to monitoring (currently being developed through inter-agency collaboration), iii) additional information on appropriate *methodologies and standards* for the collection and verification of data, iv) TOR for Taskforce , v) legal analysis to determine which instruments (international and country specific) will cover action related to the six violations

- **Resources:** Additional financial and human resources will be needed to develop a mechanism that provides timely, reliable, verifiable and credible information on serious violations against children. It was proposed that consultants be hired to assess M&R in each of the 7 countries under consideration during the first phase of the implementation (Burundi, Cote D'Ivoire, DRC, Nepal, Somalia, Sri Lanka, and Sudan). The consultants would produce country-specific baseline 'state of knowledge' studies for each country, identifying existing capacities and gaps for M&R. It was suggested that M&R be linked to programming which will also require resources to address the core and support and re-integration for children whose rights have been violated. It was stated that UNICEF would request funds for local capacity-building in its M&R funding proposals.
- **Responses to reported violations:** In order to maximize actions undertaken in response to data and information gathered, reporting will be directed to the Security Council, as well as other actors<sup>13</sup> with the authority and obligation to respond to violations. Clarification is needed as to the programmatic and legal response to reports on child rights violations, including how the information will be used by the Security Council to exert pressure / leverage on violators.
- **Political guidance:** There is a need for political guidance from HQ on the *role of governments* in monitoring and reporting and the potential risks for staff of human rights organizations and UN agencies. Further clarification is also needed on *programme links*, as well as the potential role that NGOs and civil society will have in monitoring and reporting. Additional information on the expected follow-up / response of the Security Council to reports on the six grave violations will be essential in developing the appropriate indicators and tools. UNCTs will also require flexible deadlines for the timing of reports and in developing the structure of the mechanism.
- **More dialogue and collaboration:** Further dialogue is needed on the issue of monitoring and reporting within UNICEF, as well as with UN agencies and relevant partners, including NGOs, the media, governments, and civil society. HQ will develop, in collaboration with COs and ROs, a Q&A on monitoring and reporting, a web-based discussion group to discuss the implementation of M&R, and a technical working paper on methodologies for implementation. There will be continued and ongoing engagement and collaboration between **UNICEF, HQ, ROs, COs, UNCTs, partner agencies, NGOs and civil society**<sup>14</sup> in implementing the mechanism, include the development of country-specific TORs for the potential role of CPNs in advocacy and monitoring around a range of child rights violations, as well as plans for a follow-up meeting on M&R in Spring 2006.

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<sup>13</sup> Further clarification was requested on the potential role of the ICC as a potential destination for action in M&R.

<sup>14</sup> It should be noted that the **ICRC** is supportive of the planned mechanism and open to exchanging views on e.g. legal standards, as well as to discuss bilaterally and in broad terms the issues raised in the reports prepared by the task forces. In addition, an ICRC delegation may wish to participate as an observer in the task force(s). However, the ICRC cannot – in accordance with its policy of reporting violations confidentially to responsible parties – become a full member of the field-level task forces, as it would not be in a position to share information on violations, nor would it be able to hand over detailed documented cases of violations. UNICEF country offices are invited to approach ICRC delegations to determine whether consultations on a particular country or situation should take place at field or HQ level.

## ANNEX I: TECHNICAL FORUM AGENDA

### TECHNICAL FORUM ON MONITORING AND REPORTING 9 & 10 DECEMBER 2005

|   |  |
|---|--|
| <b>9 DECEMBER 2005</b>  |  |
| <b>Introduction and Context: Methods, Tools and Structures</b><br><b>Chair: Manuel Fontaine</b>       |  |
| <b>9:00 am</b>  | <b>Introduction and Welcome: Objectives of the Technical Forum</b><br><b>IRC and HPAU: Children Affected by Armed Conflict: The Need for Better Data</b><br><i>David Parker (Innocenti), Eric Laroche (EMOPS), Saudamini Siegrist (Innocenti) and Hazel de Wet (EMOPS)</i> |
|   | Welcome and introductory remarks by Innocenti Director Marta Santos Pais, as well as a discussion of the objectives of the Technical Forum by Humanitarian Policy and Advocacy Unit Chief Annalies Borrel.   |
| <b>9:20am</b>   | <b>The Monitoring and Reporting Mechanism</b><br><i>Gary Risser, HPAU-EMOPS</i>  |
|   | Overview of the monitoring and reporting mechanism called for in Security Council Resolution 1612 (2005) as well as a brief overview of methodological tools available in developing such a system   |
| <b>9:40am</b>   | <b>Child Protection Networks: Capacity for Monitoring and Reporting</b><br><i>Beth Verhey, UNICEF Consultant</i>   |
|   | A presentation of the preliminary findings of the Child Protection Networks study commissioned by UNICEF (IRC-EMOPS-CP). This session will lead the forum into a discussion of structures for monitoring and reporting and the feasibility of networks                     |
| <b>10:15am</b>  | <b>Plenary Discussion of Monitoring and Reporting Mechanism, CPNs</b>  |
|   | This plenary discussion will focus on the array of methodological tools and structures available in operationalizing the monitoring and reporting mechanism.   |
| <b>10:45am</b>  | <b>Coffee Break</b>  |
| <b>Surveillance Systems for Data Collection</b><br><b>Chair: Saudamini Siegrist</b>                   |  |
| <b>11:00am</b>  | <b>The Cambodia Land Mine Casualty Surveillance System</b><br><i>Reuben McCarthy, Landmines and Small Arms Unit, UNICEF</i>  |
| <b>11:30am</b>  | <b>The Sri Lanka Child Recruitment Database</b><br><i>Yasmin Haque, UNICEF Sri Lanka</i>   |
| <b>12:00pm</b>  | <b>Surveys: What Can They Contribute?</b><br><i>Dyan Mazurana, Tufts University</i>  |
| <b>12:30pm</b>  | <b>Plenary discussion session</b>  |
|   | This plenary session should provide an opportunity to discuss the feasibility and potential pitfalls of monitoring and reporting on sensitive issues, in addition to broader discussions on methodology and implementation.  |
| <b>1:30pm</b>   | <b>Lunch Break</b>   |
| <b>Verification of information, use of information and taking action</b><br><b>Chair: Gary Risser</b> |  |
| <b>2:30 pm</b>  | <b>Monitoring and Documentation : the Experience of the ICRC</b><br><i>Patrick Saez, ICRC</i>  |

|                |  |
|----------------|--|
|                |  |
| <b>3:00 pm</b> | <b>Investigation and Case Documentation: OHCHR</b><br><i>Karim Ghezraoui, OHCHR</i>  |
|                |  |
| <b>3:30 pm</b> | <b>Coffee / Stretch break</b>  |
| <b>3:45 pm</b> | <b>Plenary session</b>   |
|                | Through the session on participants will discuss the provision of information that is both rigorous and accountable, as well as the challenges in verifying information. |
| <b>7:30pm</b>  | <b>Aperitivo at Saudamini's</b>  |

## DAY 2

|   |  |
|---|--|
| <b>10 DECEMBER 2005</b>   |  |
| <b>9:00 am</b>  | <b>Reflections, lessons and issues from day one</b><br><i>Gillian Mathurin</i>   |
|   | Summary, reflections and review of first day of Technical Forum.   |
| <b>Session 4: Building and developing a coherent system</b><br><b>Chair: Julia Freedson</b> |  |
| <b>9:45am</b>   | <b>Monitoring and Reporting: Monitoring human rights violations with Coalition to Stop the Use of Child Soldiers and the UN Mission in Haiti</b><br><i>Victoria Forbes-Adam, Coalition to Stop the Use of Child Soldiers</i> |
|   |  |
| <b>10:15am</b>  | <b>Plenary discussion</b>  |
|   | Discussion will focus on the verification of information from multiple sources and tools, as well as the challenges and benefits of working within networks.   |
| <b>10:30am</b>  | <b>Coffee Break</b>  |
| <b>10:45am</b>  | <b>Plenary discussion and next steps</b>   |
|   |  |
| <b>12:30pm</b>  | <b>Summary and Closing</b><br><b>Chair: Manuel Fontaine</b>  |
|   | In the final session, Manuel will revisit the objectives of the forum, summarize the discussion and highlight some conclusions. (30 mins)  |

## **ANNEX II: PARTICIPANT CONTACT LIST**

| <b>Name</b>              | <b>Organization</b>   | <b>E-mail</b>  |
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### **ANNEX III: EXTENDED LIST OF 'NEXT STEPS' PROPOSED IN FINAL PLENARY SESSION**

- Independent evaluation of M&R system will be submitted by 31 July 2006
- Focus on having quality work to be submitted to the SC
- Will go back to SC and make the case through the Steering Committee regarding the reporting deadlines for 31 January 2006
- Possibility of having one consultant for each of the 7 (Annex 1 + Nepal and Sri Lanka) countries for 'State of Knowledge' studies – EMOPS is currently seeking funds for this
- UNICEF Nepal would like to receive funds to continue with ongoing M&R system and also funds that will assist in the implementation of SC Res. 1612
- Want dialogue between COs and HQ on TOR of consultant for State of Knowledge studies
- Commit that information regarding the format of the report to Working Groups will be provided to country offices; also need to clarify the expectations regarding what will be reported
- Format of the report to the SC WG will be provided by HQ, with feedback from country offices, NGOs (SC is asking the UNCTs to prepare the reports, not solely UNICEF)
- Clarity confirming to the field that the structure of the mechanism is flexible (regarding consultations, participation of NGOs, etc.)
- NGOs, civil society and partners should be engaged in a collaborative way through the process
- EMOPS will take the lead in putting the format together and share it with the Steering Committee
- Methodology for verification for incoming information (set consistent standards)
- Two-year proposal for training, capacity-building, tool development has been prepared by HPAU-EMOPS
- TOR for the mechanism: country offices that have already started a TOR for the mechanism to share them
- Need for political guidance on the role of the governments in monitoring and reporting (in Task Forces, CPN, etc.)
- Analyse and clarify other questions: other criteria to monitor, programme links, engagement and follow-up to reporting in relation with the SC Working Group
- Common terminology and minimum data set to be provided by HQ
- Timelines for action
- Risks taken by human rights organizations and other NGOs when monitoring and collecting the information – need to develop an internal policy on these issues
- Expectations regarding response, from complainants / community
- Submit Q&A on monitoring and reporting
- Document to come out of the Technical Forum
- Share next steps and concerns with Steering Committee on monitoring and reporting
- Get next steps into a format that could be shared soon with COs
- DPKO requires resources for the child protection section in order to implement the requests of the SC
- Plan to have a similar forum in March / April
- Web-based discussion group



## **ANNEX IV: TECHNICAL FORUM SUMMARY NOTE**

### **TECHNICAL FORUM ON MONITORING AND REPORTING 9-10 DECEMBER 2005 UNICEF Innocenti Research Centre**

#### **A. Purpose of the meeting:**

The Technical Forum on '*Best Practices: Operationalizing Monitoring and Reporting Systems*' was held at UNICEF's Innocenti Research Centre (IRC) from 9-10 December 2005. The meeting was organized jointly by UNICEF IRC and the Humanitarian Policy and Advocacy Unit within EMOPS. The meeting was convened in order to review good practices, methods and tools that could be used in the implementation of the monitoring and reporting mechanism requested by Security Council Resolution 1612 (2005). It was also intended to review and analyse the potential capacity of Child Protection Networks (CPNs). A report reflecting presentations and discussions of the meeting will be prepared and shared with relevant partners and country offices.

#### **B. Participants:**

The forum was attended by more than 30 participants and comprised representatives from UNICEF (including EMOPS, Child Protection, DPP, Innocenti as well as child protection officers from six country offices<sup>15</sup> and representatives from WCARO and ESARO), the Office of the Special Representative to the Secretary-General for Children and Armed Conflict, MONUC, OHCHR, ICRC, and key NGOs, including Save the Children, World Vision, the Coalition to Stop the Use of Child Soldiers and the Watchlist on Children and Armed Conflict, as well as representatives from Tufts University, CIDA and the French Ministry of Foreign Affairs.

#### **C. Content:**

In addition to sharing information and best practices on the use of tools, methods and structures in implementing monitoring and reporting systems, the Technical Forum included discussions of challenges related to implementing a data collection and analysis system for the six categories of grave child rights violations<sup>16</sup> identified in the Security Council Resolution.

A summary of the UNICEF-commissioned Child Protection Network (CPN) study was presented in the first session of the Technical Forum, describing the diverse structure, functions and capacities of existing CPNs. Preliminary findings of the study indicate that, while CPNs will undoubtedly contribute to the monitoring and reporting exercise, they would not be appropriate to undertake the primary role for implementation of the M&R mechanism.<sup>17</sup> However, several participants saw M&R as an opportunity to strengthen / enhance existing child protection networks and are in the process of examining how to build the capacity of CPNs to become more effective advocates for children in difficult circumstances as well as in monitoring and reporting violations.<sup>18</sup>

The forum provided an opportunity to describe and share tools and methodologies for monitoring and reporting (including the Cambodia Landmine Casualty Surveillance System, the Sri Lanka Child

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<sup>15</sup> UNICEF COs in attendance: Côte D'Ivoire, DRC, Nepal, Somalia, Sudan, and Sri Lanka (this includes all countries identified for the first phase of the implementation of SCR 1612 (2005), with the exception of Burundi)

<sup>16</sup> 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 sexual violence against children; 5) abduction of children; 6) denial of humanitarian access for children.

<sup>17</sup> CPNs vary from country to country and are often loosely-structured, informal networks formed around specific thematic areas. The initial findings of the CPN study underlined the potential security concerns for monitors of human rights violations and noted that many CPNs do not have adequate training or capacity needed to carry out monitoring and reporting. However, CPNs should be consulted and their involvement in the M&R exercise should be determined based on local capacity.

<sup>18</sup> Although SC Resolution 1612 deals with specific child rights violations and will be implemented in situations of conflict in certain countries, child protection partners have discussed the potential role of partnership/ collaboration with CPNs in pre-conflict and post-conflict situations in order to address a wide range of child rights violations. Participants' discussions around M&R highlighted that functioning CPNs with TORs that include an element of Monitoring and Reporting, should be in place prior to the onset of emergency/conflict.

Recruitment Database, and a presentation by Tufts University on the use of surveys). The collection, verification and use of information were discussed in presentations by ICRC, OHCHR and Coalition to Stop the Use of Child Soldiers and the Watchlist on Children and Armed Conflict.

#### D. Concerns/ Issues:

- **Reliability of data:** Information gathered for the monitoring and reporting mechanism should be timely, objective, reliable and verifiable. It is important that the process of implementation take into account best practices for data collection so that the system retains credibility.
- **Collaboration:** UNICEF and the OSRSG-CAAC are expected to take leadership roles in the implementation of the monitoring and reporting mechanism, although the mechanism will require collaboration within the UN system,<sup>19</sup> as well as with governments, local and international NGOs, civil society organizations and other partners. Clarification was requested on the respective leadership roles of UNICEF and the OSRSG-CAAC, as well as the potential role of human rights organizations in M&R.
- **Unrealistic timeframe:** The monitoring and reporting systems will not be operational by the 31 January 2006 reporting deadline. Operationalization of the system will require time for outreach, training and capacity building. The independent review to be submitted 31 July 2006 to the SC on the implementation of the mechanism should consider first steps in the development of the system.
- **Context-specific application:** Implementation of a credible and reliable monitoring and reporting system will require flexibility and context-specific structures and timelines for action. Further discussions are also needed regarding the degree of standardization desired / required between all countries implementing monitoring and reporting systems.
- **Resources:** Additional financial and human resources will be needed for the implementation of the mechanism. It was noted that resources allocated for monitoring and reporting should not detract from funding currently being allocated to humanitarian programmes.
- **Risks:** Steps must be taken to ensure confidentiality and the security of children and communities reporting violations as well as UN staff and NGOs involved in monitoring and reporting
- **'Steps forward':** Steps toward implementation should include the development of baseline 'state of knowledge' studies to assess knowledge about grave child rights violations, as well M&R capacity and gaps in the countries concerned, as well as the level of commitment / understanding of the M&R process among key partners.

#### E. Follow up:

The following list encompasses some of the key next steps in the implementation of the mechanism:

- **Timeline:** UNICEF HQ (EMOPS) will develop a timeline for the next steps for monitoring and reporting in 2006 as listed below.
- **Advocacy:** UNICEF HQ (EMOPS) should advocate for more realistic reporting deadlines and share concerns regarding monitoring and reporting with the SC Working Group through the Steering Committee. Country offices will need to plan for awareness raising among key constituents regarding the MRM process
- **Technical guidance:** Technical *guidance* from UNICEF HQ (EMOPS) is needed on monitoring and reporting, including: i) information on the content and format of *reports* for the Security Council Working Group, ii) a *minimum data set* and *common terminology* for the six grave child rights violations and other criteria related to monitoring (currently being developed through inter-agency collaboration), iii) additional information on appropriate *methodologies and standards* for the

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<sup>19</sup> For example, OHCHR is leading the monitoring and reporting process in Nepal, as they have a large mission in the country. UNICEF co-chairs the MRM Task Force with OHCHR and provides CAAC data from UNICEF monitoring and reporting system set up together with implementing partners

collection and verification of data, iv) TOR for Taskforce, v) legal analysis to determine which instruments (international and country specific) will cover action related to the six violations

- **Resources:** Additional financial and human resources will be needed to develop a mechanism that provides timely, reliable, verifiable and credible information on serious violations against children. It was proposed that consultants be hired to assess M&R in each of the 7 countries under consideration during the first phase of the implementation (Burundi, Cote D'Ivoire, DRC, Nepal, Somalia, Sri Lanka, and Sudan). The consultants would produce country-specific baseline 'state of knowledge' studies for each country, identifying existing capacities and gaps for M&R. It was also suggested that MRM should be linked to programming which will also require resources so as address the core and support re-integration of the children whose rights have been violated. It was stated that UNICEF would request funds for local capacity-building in its M&R funding proposals.
- **Responses to reported violations:** In order to maximize actions undertaken in response to data and information gathered, reporting will be directed to the Security Council, as well as other actors<sup>20</sup> with the authority and obligation to respond to violations. Clarification is needed as to the programmatic and legal response to reports on child rights violations, including how the information will be used by the Security Council to exert pressure / leverage on violators.
- **Political guidance:** There is a need for political guidance from HQ on the *role of governments* in monitoring and reporting and the potential risks for staff of human rights organizations and UN agencies. Further clarification is also needed on *programme links*, as well as the potential role that NGOs and civil society will have in monitoring and reporting. Additional information on the expected follow-up / response of the Security Council to reports on the six grave violations will be essential in developing the appropriate indicators and tools. UNCTs will also require flexible deadlines for the timing of reports and in developing the structure of the mechanism.
- **More dialogue and collaboration:** Further dialogue is needed on the issue of monitoring and reporting within UNICEF, as well as with UN agencies and relevant partners, including NGOs, the media, governments, and civil society. HQ will develop, in collaboration with COs and ROs, a Q&A on monitoring and reporting, a web-based discussion group to discuss the implementation of M&R, and a technical working paper on methodologies for implementation. There will be continued and ongoing engagement and collaboration between **UNICEF, HQ, ROs, COs, UNCTs, partner agencies, NGOs and civil society**<sup>21</sup> in implementing the mechanism, include the development of country-specific TORs for the potential role of CPNs in advocacy and monitoring around a range of child rights violations, as well as plans for a follow-up meeting on M&R in Spring 2006.

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<sup>20</sup> Further clarification was requested on the potential role of the ICC as a potential destination for action in M&R.

<sup>21</sup> It should be noted that the ICRC is supportive of the planned mechanism and open to exchanging views on e.g. legal standards, as well as to discuss bilaterally and in broad terms the issues raised in the reports prepared by the task forces. In addition, an ICRC delegation may wish to participate as an observer in the task force(s). However, the ICRC cannot – in accordance with its policy of reporting violations confidentially to responsible parties – become a full member of the field-level task forces, as it would not be in a position to share information on violations, nor would it be able to hand over detailed documented cases of violations. UNICEF country offices are invited to approach ICRC delegations to determine whether consultations on a particular country or situation should take place at field or HQ level.

## **ANNEX V: CMVIS PRESENTATION SUMMARY**

### **PUBLIC HEALTH APPROACHES TO MONITORING & REPORTING HUMAN RIGHTS VIOLATIONS**

*The Cambodia Mine Victim Information System – A Project of the Cambodian Red Cross and Handicap International*

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The killing and maiming of children is an issue of human rights and a public health issue. Existing mechanisms and tools utilised to monitor public health events can be adapted and used to monitor incidences of human rights violations. The adoption of public health approaches to monitoring and reporting rights violations is appropriate for violations that directly impact on the health of women and children. Various examples of this type of approach exist in the monitoring and reporting of war related injuries, especially those injuries resulting from landmines and explosive remnants of war, which are the subject of international humanitarian and human rights law.

#### **INTRODUCTION TO PUBLIC HEALTH SURVEILLANCE<sup>22</sup>**

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In public health, surveillance is a continuous and systematic process of collection, analysis, interpretation, and dissemination of descriptive information for monitoring health problems. The primary objective is to monitor the incidence or prevalence of specific problems, to document their impact and to characterise individuals and communities at greatest risk and why they are at risk. Surveillance guides the provision of appropriate services, and is used to guide disease prevention activities, to identify individuals who need treatment or education, and provides a basis for shaping public health policy and law. Surveillance also provides the basis for monitoring the effectiveness of health interventions over time.

Surveillance systems are networks of people and activities that maintain a process of information collection, storage, analysis, reporting and dissemination. They may function at a range of levels, from local to international. Such systems have been described as *information loops*, with information coming into the collecting organisation and information being returned to those who need it. The terms active and passive surveillance describe two alternative approaches. Active surveillance essentially means that an organisation initiates procedures and actions to obtain reports, such as the creation of community data gathering networks. A passive approach essentially means the organisation leaves reporting to others, such as by staff in medical centres. Other important features of public health surveillance include:

- As an ongoing activity surveillance depends on long term cooperation among people at different levels in the health delivery system and coordinating agencies
- Monitoring trends is the basis of most surveillance systems...the detection of an increase or decrease in the problem or the need for further investigation
- Trends identified can also indicate the success of interventions.
- At a community level surveillance is often an integral part of the delivery of preventative services
- Surveillance of a problem is the best way to forecast intervention needs in the future
- The ultimate measure of whether a surveillance system has achieved the optimal balance of attributes lies in its use and usefulness in planning and implementing health interventions.

#### **THE CAMBODIA MINE VICTIM INFORMATION SYSTEM**

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The Cambodia Mine Victim information System (CMVIS) is an organisation of the Cambodian Red Cross (CRC) and Handicap International, established to provide for the continuous and systematic collection, analysis, interpretation and dissemination of information about civilian casualties of landmines, unexploded ordnance, improvised explosive devices and abandoned explosive ordnance. Started by the Mines Advisory Group as an *ad hoc* survey process to plan and prioritise mine action activities, CMVIS has been in

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<sup>22</sup> The following section is based on: *Surveillance*, by J. W. Buehler, in Modern Epidemiology 2<sup>nd</sup> Edition, edited by K. J. Rothman and S. Greenland, (pub) Lippincott-Raven 1998.

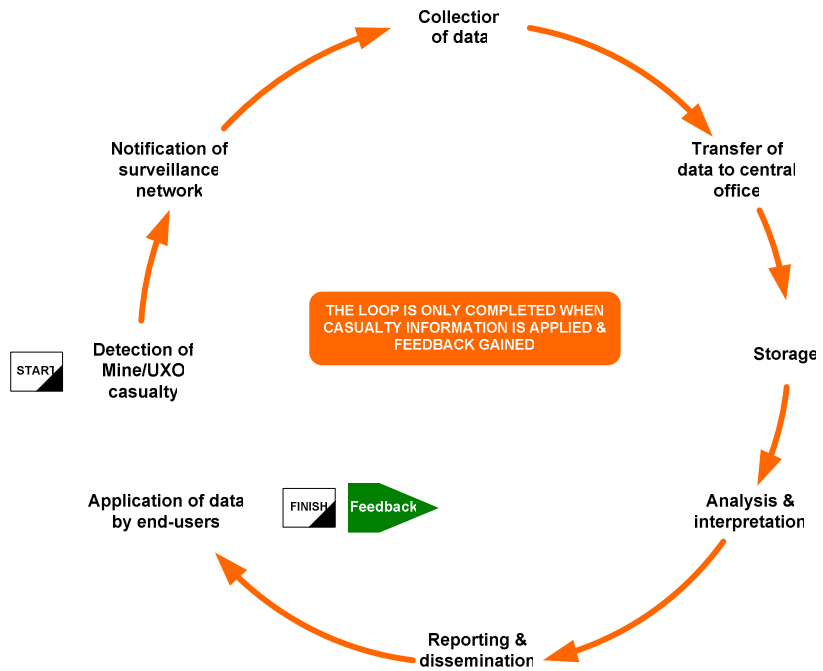
continuous operation since 1994. Since beginning as a relatively narrow project planning mechanism the project has:

- Expanded to include monitoring of all 24 provinces in Cambodia
- Moved from using only full time data gathering staff to utilising volunteer data gatherers
- Moved from being the activity of an international NGO to being implemented and owned by a Cambodian organisation in partnership with an international organisation
- Gone from being an activity aimed chiefly at supporting the information needs of the mine action sector to supporting the medical and rehabilitation sectors, as well as providing information essential to monitoring the implementation of the Mine Ban Treaty by the government of Cambodia
- Moved from producing information chiefly for one agency to supporting the information needs of more than 800 end-users, including donor organisations, government bodies, international human rights monitoring networks, private companies, the red cross and red crescent movement, private and public research organisations along with mine action and victim assistance non-governmental organisations.

CMVIS is not a survey, but a system of active surveillance. The choice was made to convert the original survey process to an active surveillance system because surveillance is better able to trace patterns in accidents over time, to provide real-time and updated information useful for planning and monitoring activities and it is relatively cost effective. In addition the fact that CMVIS utilises a permanent network of data gatherers in the target areas allows data collectors to develop an affinity with the communities in which they work, collect information from primary sources, more easily follow-up on that information, and develop a good understanding of the local situation.

**General organisation**

CMVIS is organised around a network of data gathering staff, including paid staff and volunteers, and data management staff responsible for data storage and reporting, monitoring and evaluation. CMVIS is practically structured to meet the management goals of the surveillance *information loop*, which describes a process from the identification of an incident, collection, storage and analysis of the information, reporting and then tracking use of the information. CMVIS trains end-users of the data in its use and can provide support in following up information by for instance travelling with end-users to meet and interview casualties.



**Data collection**

CMVIS maintains a national data gathering network, incorporating full-time and volunteer Cambodian Red Cross agents. The network includes:

- 18 full-time data gatherers based at a district or provincial level

- 700 volunteer data gatherers, based in areas where there are no full time data gatherers
- 2 Field Supervisors, constantly moving between data gathering locations
- 1 Project Manager and 1 Training & Monitoring Officer, responsible to monitor data coming from the field and the overall management of data gathering activities.

At a community level, information on incidents and casualties flows to data gatherers from a network of volunteer reporters, identified, trained and managed by the data gatherers. The networks are made up of CRC volunteers and staff, but also included a large number of local authorities and other local contacts, at provincial, district, commune and village levels. These volunteers are trained to identify and report any incidents involving explosive remnants of war and the location of casualties to the full-time data gatherer in their area. Typically, it takes between one to four weeks for information to reach a data gatherer from the volunteer network. The initial information on incidents is transferred to data gathering staff through Red Cross provincial and district hospitals. A small casualty form is distributed to volunteers to provide a written track record of the initial report.

In addition to community surveillance, the surveillance of medical and rehabilitation facilities and hospitals is conducted at a commune, district and provincial level. Coverage includes both private and public organisations, as well as traditional health care facilities and agents, including health care given in monasteries by monks and in villages by traditional village care givers. The surveillance of clinics, hospitals and rehabilitation centres, is undertaken directly by data gatherers with assistance from selected CRC Development Officers. The community network, described above, monitors traditional health care structures.

Following the initial identification of a casualty, full time data gatherers will attend the site of the incident to determine if there are any human casualties. If human casualties are reported, the data gatherer will seek to meet all survivors of the incident, to conduct first-hand interviews. In case of a fatality, the data gatherer will typically conduct interviews with relatives of the deceased, local authorities, hospital staff, military authorities (in case an accident happened to military personnel) and community members. Information on casualties is recorded using a standard, two-page questionnaire.

In low incident areas, where there are no full-time data gatherers, volunteers are trained to complete the casualty form. Such volunteers receive five US dollars for each form completed and returned to the Data Management Office and often have access to motorbikes provided by the project, or else travel expenses are paid. If data is collected by staff of a partner organisation, such as the Ministry of Health, no incentives are paid. Volunteers and paid data gatherers typically receive training once per year in the use and dissemination of casualty information and data collection methods.

To date the network has collected bio-data on more than 50,000 casualties dating from 1979 to the present. It is estimated that CMVIS has around 80-90 per cent coverage of the population, making it one of the most comprehensive war related injury surveillance networks in the developing world.

### ***Data storage, analysis & dissemination***

CMVIS maintains a Data Management Office in Phnom Penh, where casualty information is stored, analysed and disseminated. The office includes:

- 1 data base supervisor
- 2 data entry clerks
- 1 GIS computer operator
- 1 expatriate advisor
- 6 support staff.

Casualty information is stored in a centralised database utilising Microsoft Access. Analysis is undertaken using Microsoft Excel and ArchView. At the end of each month, casualty reports are received from the field, reviewed and verified, by the data management supervisor for accuracy and completeness. Verified reports are translated into English and logged in the master database, following which standard reports are generated to confirm the update in English and Khmer. Following each update, back-up copies of the database are made. All original casualty forms are filed and stored for future reference. Data files are transferred to the national mine action database held by the government each month and shared with the international Landmine Monitor, which monitors implementation of the Mine Ban Treaty.

In any given year, more than 10,000 reports are distributed by CMVIS throughout Cambodia and the world, and an average of more than 800 end-users per month have been identified. Reports take the form of standard monthly reports, annual and special reports requested by end-users. Reports are drafted in Khmer and/or English and on paper or electronically, according to the request of end-users. Reports are presented in narrative form, in the form of charts, spreadsheets or maps. Subject to its *privacy policy*, CMVIS maintains a request service. The service allows agencies to request more detailed information in their particular area of interest, such as the name and home address of casualties.

Some primary end-users include:

- Disability Action Council
- Cambodian Mine Action Centre
- Cambodian Mine Action and Victim Assistance Authority
- Mines Advisory Group
- Handicap International
- Veterans International
- American Red Cross
- World Vision International
- UNDP
- HALO Trust
- ECHO
- Cambodian Campaign to Ban Landmines
- International Campaign to Ban Landmines, Landmine Monitor Report
- UNICEF, UNDP, UNHCR
- ICRC
- Children Affected by Mines
- Various diplomatic embassies
- Various government ministries.

CMVIS is active in international forums in the field of victim assistance and victim data gathering. The project has contributed to the development of United Nations Mine Action Standards as well as the development of casualty surveillance projects on the Thai-Burma border, in Afghanistan, in Somaliland and most recently in the Lao PDR. To these ends, links are kept with:

- International Campaign to Ban Landmines in monitoring implementation of the Mine Ban Treaty
- United Nations Mine Action Service in monitoring implementation of the Mine Ban Treaty and Convention on Certain Conventional Weapons
- The Geneva International Centre for Humanitarian Demining in determining international standards for collecting information on war related casualties
- UNICEF in the development of mine risk education standards, monitoring of the CRC both nationally and internationally
- World Health Organisation and the Centers for Disease Control and Prevention in the development of systems for the surveillance of war related injuries and monitoring global health issues.

### ***Data use***

Since 1994, casualty information has been used primarily by mine action agencies and the government in the identification of contaminated areas, the identification of behavior leading to accidents, and on the identification of groups at high risk of suffering accidents in the population. CMVIS can also indicate gaps in service provision for victims by identifying types and severities of injuries. In both areas of work, casualty information has a project planning and monitoring function. CMVIS data has also been used in monitoring compliance with the Mine Ban Treaty and was used extensively in advocacy efforts to prohibit landmines in Cambodia.

### ***Planning***

The project can provide the following information:

- Yearly trends in accidents from 1979 to the present, showing peaks and falls. Such information is compared with periods of conflict and mine action intervention to indicate the effect of the conflict on civilian populations and the effectiveness of mine action interventions in terms of reducing accidents and the identification of work areas from the provincial to village level. Such information guides mine risk education and clearance interventions, and enables the government to make long term plans to meet its commitments under the Mine Ban Treaty.
- Monthly and annual percentiles of population groups affected by mines and other weapons. CMVIS can tell which groups are most a risk, by sex, occupation, age, and their location in Cambodia. This information gives priority target groups and again priority areas to work in. The database can tell what mine risk education messages are most appropriate to reduce accidents and which population groups are most at risk. The database can also indicate where and for what reasons clearance, marking and/or risk education should take place.



- What explosive devices are responsible for most accidents and the circumstances leading to accidents. Current information trends indicates that children are becoming more and more vulnerable. Their accidents are usually a result of unexploded ordnance and a result of the children tampering with the devices. CMVIS also indicates for instance that unexploded ordnance accidents are more spread throughout Cambodia, while mine accidents tend to be concentrated in the north west. Such information should lead clearance agencies in the way they organise and deploy resources and plan their activities, while also indicating the success of the government in implementing either the Mine Ban Treaty and the Convention on Certain Conventional Weapons.
- What type of injuries people are sustaining and what type of resources are required to address the situation. CMVIS can show areas where casualties do and do not receive care in real-time and can indicate gaps in resource provision. Such information will also tell the government and service providers what type of physical rehabilitation resources will be needed in the longer term for survivors. To follow-up, CMVIS can also provide rehabilitation agencies with the home addresses of survivors to allow accurate targeting of resources.

### ***Monitoring***

CMVIS also has a role in monitoring activities and the mine situation in general to determine compliance with the Mine Ban Treaty. The project can indicate if areas where accidents are taking place:

- Are newly mined areas.
- Have been or are planned to be cleared by humanitarian agencies, the local population or by the army.
- Were marked as dangerous either with official or local signs.
- Have access to emergency medical assistance facilities that might prevent death in case of severe injury.
- Have appropriate levels of survivor rehabilitation services.
- If casualties had been exposed to mine risk education.

### ***Main challenges***

#### ***End-user support***

End-user support provides the overall rationale for the activity and CMVIS depends on the support of end-users, communities and local authorities for its continued relevance. Community and local authority support provides the grounds for effective data gathering and community surveillance.

#### ***Physical security***

The work of field staff involves a great deal of travel, often in suspected mined areas and through rough and dangerous terrain. Because of this, the security of field staff is a serious concern. Accident insurance is provided to all field staff in case of injury caused while travelling.

### ***Area access***

Extreme weather conditions during the wet season can be a significant impediment to access to certain areas for data gathering. Basing data gatherers in affected areas and the use of small motorcycles to some extent alleviates the difficulties by giving more possibilities for access.

### ***Recall of events***

The accurate recall of the events leading up to an accident, by interviewees, is always a challenge to the collection of accurate information and some gaps in reporting exist. Even when the casualty is directly interviewed, their memory of events may be distorted over time or due to shock. An accurate memory or knowledge of events is particularly challenging if parties not related to the casualty, or in some way to the incident, are interviewed.

### ***Ownership of data & privacy policy***

The release of information in the database which involves the disclosure of the identity of casualties is subject to senior CRC and Handicap International staff authorisation. Such requests are dealt with on a case-by-case basis and may be refused in case it is the opinion of HI and the CRC that the disclosure of such information may produce harm.

### ***Location of accidents***

It is often difficult to precisely establish the location of accidents due to changes in district, commune and village boundaries. Presently, accident locations are geo-referenced to the closest village to the accident location. The village is identified with a code given by the geography department. These codes are slow to be updated by the department and some villages have no code at all, causing some discrepancies in accident locations.

Landmines & Small Arms Team  
EMOPS, UNICEF New York  
December 2005